

BIENNIAL MESSAGE

OF

WILLIAM LARRABEE,

GOVERNOR OF THE STATE OF IOWA,

TO THE

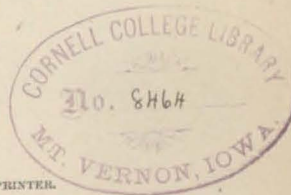
TWENTY-SECOND GENERAL ASSEMBLY.

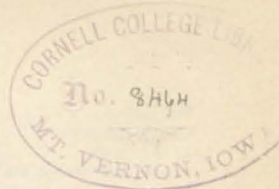
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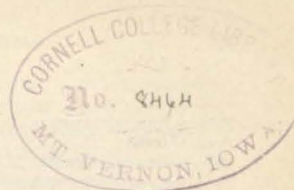




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## BIENNIAL MESSAGE.

*Gentlemen of the Senate and House of Representatives :*

You assemble under favorable circumstances. The chief questions that you will be called upon to consider have already been widely discussed by the people, and their opinions and desires are very well known. It is expected by your constituents that you will address yourselves to the work before you with prudence and devotion; that you will dispose of it wisely and promptly; that you will have great care for the reputation and honor of the State; that you will maintain the dignity and majesty of the law by providing certain and quick punishment for those who wilfully and persistently violate it; that you will see to it that aggregated capital, corporate or otherwise, does not take to itself a larger share of the general income than is fairly its due; that you will make sure that all your legislation is in the interest of justice, and well adapted to promote peace and prosperity among the people. You have it in your power to give the Twenty-second General Assembly a very honorable place in the history of the State. I congratulate you on your opportunities, and I congratulate the people that their interests are committed to men so well qualified to guard and promote them.

The constitution makes it the duty of the Governor to "communicate by message to the General Assembly, at every regular session, the condition of the State, and recommend such matters as he shall deem expedient." This I now proceed to do.

### FINANCES.

The report of the State Treasurer exhibits the financial condition of the State, the resources and expenditures for the biennial period closing June 30, 1887, showing in detail the sources from which the revenue was derived, the disbursements and other matters of interest.



## RESOURCES.

Balance from last report .....	\$ 147,151.94	
From counties .....	2,882,179.27	
From insurance companies .....	140,355.21	
From Railroad Commissioners' tax .....	40,302.67	
Fees from State officers .....	67,407.36	
From telegraph and telephone companies .....	22,559.87	
From miscellaneous sources .....	21,090.96	
Transfers from temporary school fund .....	38,073.26	
Total .....		\$3,359,110.57

## PAYMENTS.

State Auditor's warrants redeemed .....	\$3,231,151.39	
Interest on the same .....	107,565.23	
	\$3,338,716.62	
Cash in treasury June 30, 1887 .....	20,393.95	
Total .....		\$3,359,110.57
Warrants outstanding July 1, 1885 .....	\$ 765,524.53	
Warrants outstanding July 1, 1887 .....	455,987.30	

## ESTIMATED RECEIPTS AND EXPENDITURES FOR THE CURRENT BIENNIAL PERIOD.

The Auditor of State estimates the receipts for the fiscal term commencing July 1, 1887, and ending June 30, 1889, from State tax, based on two and one-half mills levy in 1887, and two mills in 1888, and from other sources, at \$2,992,583. His estimated expenditures for the same period, exclusive of extraordinary appropriations, are \$2,174,280.00. Leaving for the payment of outstanding warrants and extraordinary appropriations, \$818,303.00. The warrants outstanding July 1, 1887, amounted to \$455,987.30, to which must be added about \$30,000.00 for interest, making a total of \$485,987.30, which, taken from the sum previously named, leaves \$332,315.70 that the General Assembly may safely draw upon for extraordinary appropriations. There is usually at the end of each biennial period a number of unexpended balances of special appropriations undrawn from the treasury. The aggregate of these, July 1, 1885, was \$363,148; July 1, 1887, it was \$153,104.91. A similar condition will probably exist at the close of the current period, and the unexpended balances, therefore, are not included in the above estimates. As already stated, the estimated revenue from the State tax is based upon two and one-half mills in 1887,

and two mills in 1888. The total assessment for taxation is \$405,710,241.00. An additional half mill for 1888 would increase the revenue about \$250,000.00, and make the sum for special appropriations about \$582,000.00, or something less than the amount of those of the same character made by the Twenty-first General Assembly. In view of the facts that property is assessed at scarcely one-third of its actual value, that two and one-half mills have been levied continuously for six years, and that the money is required to keep in proper repair the various State institutions and to provide for their growing necessities I recommend that the levy be continued at two and one-half mills.

The crops have been less abundant than usual, on account of the severity of the drouth during the last season, and every effort should be made that is possible to keep expenses within proper bounds. While the State tax has been one of the least burdensome, yet it is incumbent upon all, under present circumstances, to make no expenditure that is not really necessary, and I earnestly urge that no other expenditure be authorized or countenanced.

## STATE INSTITUTIONS.

I herewith transmit to the General Assembly the biennial reports of the trustees, superintendents and other officers of the various State Institutions. I ask for these reports that careful consideration which their importance deserves. They contain the record of duties well and faithfully performed, and exhibit a condition of affairs alike creditable to those who have managed them and to the State.

Having, from frequent visits to these institutions, become quite familiar with their condition and management, it gives me pleasure to say that in my judgment they are economically and skillfully conducted, and are serving with praiseworthy fidelity the interests for which they were established. Though the sums annually required for their support may seem large in the aggregate, they become small when divided among the whole people of the State, and probably no money expended brings a better return. It is not only a duty, but should be a pleasure, to our public-spirited citizens to see that these institutions are maintained at a high standard of efficiency, and granted the aid necessary to enable them to do their work in the best possible manner. The recommendations made, particularly as to appropriations, should have your especial examination. The aggregate of the sums asked for new buildings, improvements, repairs, contingencies, etc., coming properly under the head of special appropria-

tions, amounts to about \$1,147,656. These recommendations are undoubtedly, for the most part, based on the actual needs of the separate institutions as seen by their respective managers. Many of them ought to and can be complied with. But in the present condition of State finances, it will not be practicable to grant them all, scarcely indeed one-half of them. In your wisdom you will be able to discriminate between the most urgent and those which can be safely deferred until another time. *Outstanding warrants should be paid during the first half of the current biennial period.* This provision made, the special appropriations may be safely carried, under a two-and-one-half mill levy, to, but not beyond, \$582,000. Judiciously and fairly distributed, these, in my judgment, will be sufficient to keep the public property in good repair, and all the State Institutions in a safe and prosperous condition. I trust it will be the resolute purpose of the General Assembly to promptly pay off the outstanding warrants of the State, and to keep the appropriations clearly within the limits of the estimated revenue of the period. It has been in the past the wise practice of the people, and, in the main, of their representatives, to keep the State out of debt. The departure made from this wholesome rule, by the last two General Assemblies, in making appropriations considerably in excess of the revenue, *should not be repeated.* There is no necessity for it, while sound policy and the will of the people are both decidedly against it. But, whatever appropriations are made, an income should be secured to meet them. Within the bounds indicated, you will have my hearty concurrence in all measures designed to strengthen and promote the usefulness of our State Institutions.

#### HOSPITAL FOR THE INSANE AT MT. PLEASANT.

The completion of a substantial and commodious wing to the hospital at Mt. Pleasant, at a cost of \$100,000.00, gives capacity to that institution to accommodate two hundred additional patients. There were here at the beginning of the period 544; at its close 707; an average population of 638. The total number treated was 1,311. Of these 235 were discharged recovered; 131 improved; 124 not improved; 114 died. The amount specified by law that may be drawn for each patient per month is \$16. The amount actually drawn was \$15 per capita for eighteen months, and \$14 for the remainder of the time. The expenditures were \$223,211.66. The annual cost of the support of each patient was \$174.92. The number of officers and employees at

the beginning of the period was 95; and at its close 115. There have been treated in this institution, since its foundation thirty years ago, 6,605 patients, of whom 1,969 have recovered; 1,133 improved; 1,545 not improved; 1,240 have died; and 11 have been discharged as not insane. The appropriations made by the last General Assembly have been economically and judiciously expended. The new wing was built under the immediate supervision of the Superintendent of the hospital, and is a model of convenience and solidity. The Trustees and Superintendent make recommendations and earnest pleas for considerable appropriations for needed improvements during the current period. The most of these improvements are desirable and should be made as rapidly as practicable.

#### HOSPITAL FOR THE INSANE AT INDEPENDENCE.

During the period an additional cottage has been completed and the capacity of the Hospital for the Insane at Independence thereby increased so as to accommodate one hundred additional patients. There were in this institution for treatment July 1, 1885, 694 persons. There were admitted during the period 654; 113 were discharged cured, 187 improved, 111 unimproved and 146 died; leaving in the Hospital June 30, 1887, 791. The officers and employees at the beginning of the period numbered 130; at the close 140. The expenditures were \$251,549.68. The average daily number of patients was 736. The annual cost of each was \$170.89. This institution was opened in 1874 with an average population that year of 128. There has been an annual increase, and in 1887 the average population was 756, and the whole number of patients treated in 1887 was 1,069. The appropriations made by the last General Assembly have been well expended. The new cottage, costing \$40,000, furnishes cheap and good accommodations. The appropriation of \$15,000, to enlarge the rear central building, was not sufficient, as the Trustees report, to complete the improvement. An additional \$5,000 is asked by them for this purpose and should be granted. Water is supplied now in abundance and at reasonable cost, but more cisterns are still desirable. The ventilation of the main building should be improved and a passenger elevator put in. There is need of more land for the use of the Hospital, and it should be purchased as soon as the condition of the State treasury will justify it.

There is much in the reports of the Superintendents of these Hospitals worthy of the attention of the legislature and of citizens gen-



erally. The large and increasing number of insane persons in the State, may well awaken public solicitude as to the causes of this increase and the best means for its prevention. I earnestly commend to your thoughtful consideration all that is said by these able and experienced Superintendents, touching the welfare of the unfortunate class with whom they have to deal, and especially as to the causes of insanity, the quarantine against imported cases, and the necessity for early treatment. July 1, 1887, there were 1,498 patients in the two Hospitals for the insane, of whom 306 were born in Iowa, 504 in other States, 684 in foreign countries and 4 unknown. The foreign-born population of the State is about seventeen per cent of the whole, while the foreign born patients at the Hospitals for the Insane are forty-five per cent of the whole number.

#### THE NEW HOSPITAL FOR THE INSANE

at Clarinda is nearly ready for the reception of patients. It consists of: First, Administrator's building, containing all the necessary quarters for the officers and also accommodation for 40 patients. Second, one series of six wards with sufficient room for the accommodation of 200 patients. It will require, according to the estimate of the Commissioners, \$11,770 to finish and furnish these departments ready for occupancy. This appropriation should, I think, be made at once and the work already done utilized without further delay. The work thus far has been well done, but I regret that the Commissioners have not been able to accomplish the work according to their estimate presented to the last General Assembly, and there is consequently a delay in opening the Hospital. With the completion and occupancy of the present portion of the building, the institution should be placed under the control of a Board of Trustees as the other hospitals are, and the work of construction continued under their management.

#### VISITING COMMITTEE.

The hospitals for the insane are visited once a month by one or more of the three members of the visiting committee. They go unannounced and visit all the wards of the hospitals unaccompanied by officers or employees, listen to all complaints, investigate all charges of abuse or wrong doing, communicate freely with the patients, and are thus able to obtain a very complete and accurate understanding of the

entire management of these institutions. The current report of this committee contains many matters of interest and suggestions of value. The general conclusion is that these hospitals are very carefully and humanely managed, and are doing very thorough and in every way excellent work.

#### INSTITUTION FOR FEEBLE-MINDED CHILDREN.

The population of this institution has increased during the period from 259 at the beginning, to 331 at its close; average 271. The trustees note with pleasure the prosperous condition of the institution and express the hope that its means for usefulness may be enlarged. Its facilities have been increased during the past two years, but it has now nearly all the inmates it can comfortably accommodate, while many applications for admission are still pending. The appropriations of the last General Assembly have been well expended. The recommendations of the trustees are entitled to much weight. The central building should be completed as soon as means can be provided. The superintendent is devoted to his work and makes in his report many valuable suggestions. The progress made in bringing into activity the darkened faculties of feeble-minded children has been very marked, and the work done in this institution has only to be observed in order to awaken an interest in it and to wish for its still further development.

#### SOLDIERS' ORPHANS' HOME.

The report of the Soldiers' Orphans' Home and Home for Indigent Children shows that since the opening of the institution in 1862, there have been received 1,496 soldiers' orphans, of whom but 42 now remain. Ninety-five per cent of those who have left are good and useful citizens. Since the home was opened for indigent children in 1876, there have been received from forty-eight counties 542 children, of whom 251 remain, making the whole number in the home at the close of the period 293. The trustees and superintendent exhibit the needs of the institution, some of which are quite urgent. Since this report was made the home has had a severe loss in the destruction of the main central building by fire, caused by a stroke of lightning. There was also a loss of supplies, including provisions, clothing, furniture, etc., amounting to \$6,600, as estimated by the trustees. An appropriation of \$4,500 was made from the providential fund, by the executive

council, on the 14th of November, 1887, and a temporary building has been put up to meet immediate necessities. The lost building, which was insured for \$15,000, should be restored as soon as proper funds can be provided. The temporary building has cost \$5,436.24, exceeding the appropriation from the providential fund by \$936.24. To meet this and also to supply the lost provisions, etc., an immediate appropriation of \$7,536.24 should be made by the General Assembly. This institution continues to do good work, and of a kind that appeals forcibly to the patriotic and humane sentiments of the people, and I am sure will not be neglected at your hands.

#### SOLDIERS' HOME.

The Soldiers' Home, located at Marshalltown, was formally opened on the 30th of November, 1887, and there are now about sixty old soldiers domiciled there. The board of commissioners have executed their trust very faithfully; the building erected is one of the most economically built of any in the State, and will serve its purpose well. The report of the commissioners will, as required by the statute, be made to the General Assembly, and will fully inform you as to the condition and needs of this new institution, which deserves, and I have no doubt will receive liberal treatment from you.

#### PENITENTIARY AT FORT MADISON.

The number of convicts in the Fort Madison penitentiary at the beginning of the period was 412, at its close 360. The average number was 390. The total expenditures were \$142,245.21. The net cost of the prison to the State for the two years, after deducting earnings of convicts, was \$53,959.03. The prison has been managed with gratifying results. The prisoners have been well provided for and treated impartially, while everything has been done for their health and comfort that could be desired, and the discipline has been excellent. The electric light gives entire satisfaction. The buildings need some repairs, and the small appropriations asked for by the Warden are necessary. I do not consider any legislation necessary as to the division of convicts between the two penitentiaries until the Legislature determines to classify the prisoners, which should be done on the completion of the penitentiary at Anamosa. Provision should be made at the present session for the employment of the convicts, as some of the contracts now existing will expire before the meeting of another regular session. From my personal observations, after carefully

weighing the arguments in favor of our method of employment and others, and from the fact that experiments are now being made in other States that will later enable us to profit by their experience, and from the further fact that we have now only a small number of convicts under the contract system, I think we cannot do better than to continue that system for the present. In a few years the other prison will be completed, and we shall then have more knowledge upon the subject and shall risk less in experimentation. If our contracts are to be re-let we should secure more favorable terms than we have at present.

#### PENITENTIARY AT ANAMOSA.

General progress has been made in the construction of the prison at Anamosa, the work being prosecuted under the careful personal attention of the Warden. The building for the criminal insane is ready for the roof and inclosed by a stone wall. Sufficient funds should be provided for the completion of this department as it is sadly needed. At present, the criminal insane are confined in the Hospitals for Insane, and adequate accommodations are not provided. Their removal to new quarters will make room for a number of additional patients at the Hospitals. Upon the completion of this department, additional legislation will be required before it is occupied. Work has also been commenced on the building for female prisoners. Appropriation should be made for continuing the work of construction and keeping the convicts employed. At the beginning of the period the convicts numbered 265, and at its close 313; average, 296. The expenditures were \$177,447.14. The discipline has been good and the general management excellent. While the Prisoners' Aid Association is animated by the most generous and humane motives, in my judgment the funds used by that Association would accomplish much more good if placed in the hands of the Wardens, and used by them, in such manner as they see proper, to secure employment for discharged convicts.

#### CONVICTS DECREASING.

The whole number of convicts in the two Penitentiaries at the beginning of the period was 667; at its close, June 30, 1887, 673; an increase of 6. The number at the beginning and close of the previous period was respectively 607 and 667, an increase of 60. During the period ending June 30, 1885, 76 convicts were pardoned out of the Penitentiaries, and for that ending June 30, 1887, 46. January 1, 1888,



the whole number of convicts was 648. These figures indicate a gratifying decrease in the number of our Penitentiary convicts, a result largely due, I doubt not, to the enforcement of the Prohibitory Law. The complete enforcement of that law in all parts of the State will unquestionably still further diminish the criminal class.

#### PARDONS, SUSPENSIONS, COMMUTATIONS AND REMISSIONS.

During the two years closing December 31, 1887, I have granted conditional pardons, which may be revoked at any time, to 36 convicts in the Penitentiaries. The suspensions were 54, commutations 9, remissions 11. The suspensions of sentence, which were also conditional, include temporary suspensions in several cases to await the prosecution of applications for pardon, and in at least two cases pardons were afterwards granted, so that the same case appears under the head of pardons and also suspensions. There were also five cases of transfer to the Hospital for the Insane which are included in the suspensions. In most of the suspensions the action was only to release from jail in cases of violation of the Prohibitory Liquor Law, and did not release from the payment of the fine imposed. A full account of these pardons, etc., with the reasons for granting them, will be presented to the General Assembly in another communication.

#### INDUSTRIAL SCHOOL.

The Trustees of the Industrial School in their report speak words of gratitude and congratulation because the institution commenced in an humble way twenty years ago, has at last gained a good footing among the permanent institutions of the State and is doing a noble work in its efforts to "rescue the perishing." Since its beginning 1,580 children and youth have been under its instruction and care, many of whom are now useful and respectable citizens in this and other States. On the 30th of June, 1887, there were in the *Boys' Department* at Eldora 330, and in the *Girls' Department* at Mitchellville 112. The expenditures for the period were \$90,699.14. There is need, in the Boys' Department especially, of greater facilities for employment. An idle brain is the devil's work-shop. Perhaps some of our public printing might be done at this school with profit to it and to the State. This institution is one of much importance, good results are being secured, and I commend the reports of the Trustees and Superintendents to your attention, and trust you will give the school the support and encouragement it so justly deserves.

#### THE PUBLIC SCHOOLS.

The Superintendent of Public Instruction is able to report a most satisfactory and prosperous condition of education throughout the State. The number of school-houses, their aggregate value, the number of teachers, and the school population have steadily increased. There are now 12,444 school-houses, valued at \$11,360,472. The number of schools is 14,829, and the number of teachers 24,675. The permanent school fund is gradually increasing and now amounts to \$4,187,893.94; and there are 53,927.88 acres of school lands still unsold. The average monthly wages paid male teachers is \$38.42, and females \$29.10. The disbursements for 1886 were, school-house fund, \$952,540.03; contingent fund, \$1,361,749.39; teachers' fund, \$4,008,883.54; total, \$6,323,172.42. In the same year the whole number of children between the ages of five and twenty-one was 638,156, and there were enrolled in the public schools 480,788, with an average attendance of 284,567. The Superintendent reports that the law of the Twenty-first General Assembly requiring instruction in the public schools in relation to the effects of stimulants and narcotics upon the human system, has been generally obeyed. There has been unwillingness on the part of some parents to purchase the necessary text-books, but with some amendments, which he suggests, including this and other points, the Superintendent believes the law would be well and generally observed. There has been an increasing number of teachers in attendance upon normal institutes.

The last General Assembly, by concurrent resolution, requested the Superintendent of Public Instruction to embody in his next biennial report an exhaustive treatment of the subject of

#### COMPULSORY EDUCATION,

and the Superintendent devotes some forty pages of this report to that subject, giving its general history, the opinions of eminent educators, and some comparisons of the United States with other countries with reference to school attendance not very flattering to our national pride. I commend the subject of compulsory education to your thoughtful attention and judicious action. The people have a just pride in their public schools and in the report of the last national census, which showed that our State then had the lowest percentage of illiteracy of any State in the Union. But we may well fear, when we look at the small average attendance in our public schools in com-



parison with our school population, that we shall not maintain our previous advanced position unless some decisive steps are taken to bring into the schools of the State all, or at least a much larger percentage, of those who ought to partake of their advantages. Compulsory education is not an untried experiment. It is in successful operation in many of the most enlightened and cultivated States and Nations of the world, and it may well be considered whether the time has not fully come when it ought to be adopted in Iowa. In my judgment it has, and I recommend the passage of a suitable law in reference thereto.

## SCHOOL BOOKS.

In reference to this subject I would say, keep the State from engaging in commercial enterprises like the publishing of school books, etc. Leave to the people of school districts great freedom to determine such questions, and to govern their own affairs.

## STATE UNIVERSITY.

The services of several new professors, who have distinguished themselves in their particular lines of study, have been secured for the University within the last year, which will give the students of this institution better advantages than have ever before been provided for them. It is the determination of the Board of Regents to place the University in the first rank of the educational institutions of the country. The people of the State demand a high standard of educational facilities to meet the wants of the future, and nothing should be left undone that will help to secure them. No teachers should be employed but those of the highest attainments. It will need increased income to provide such, but the funds should be furnished as fast as plans can be matured to properly use them. We cannot afford to have a second-class University.

It is a highly-favored community that secures the location of such an institution, and especially so if its inhabitants have sufficient spirit and enterprise to make the most of it. While receiving the favor, a burden is imposed upon them to do everything which they can do for its highest success; for not only is literary education to be secured, but health is to be preserved, character is to be formed, manners are to be learned, moral principles established, a law-abiding spirit inculcated, and for all of these much depends upon location and surroundings, its beauties and opportunities for exercise, and the

character of the local population. We should have at least 1,000 students here. I see but one obstacle in the way. The Prohibitory Law is not enforced with sufficient vigor in Johnson county to make it as effective as it should be to harmonize with the sentiment of those who most desire to patronize the institution. Hence we have only about one-half the number of students at the University that we should have. Hundreds of students now seek other places for this reason. I desire to impress upon the good people of that county, and especially upon the younger generation, who are not wedded to the out-grown evil customs of the past, the necessity of enforcing the law and banishing the sale of intoxicating liquors as a beverage entirely, from that vicinity.

## AGRICULTURAL COLLEGE.

This institution is doing excellent work, and deserves liberal encouragement and support at the hands of the people's representatives. The needs of the College in the way of repairs and improvements are fully set forth in the report of its President. It will probably not be practicable to grant all these requests, but some of them, the ladies' hall especially, are very urgent and cannot well be deferred. I commend the institution, its work and its wants, to your attentive consideration.

In this connection I call your attention to an act of congress approved March 2, 1887, establishing experiment stations at the various agricultural colleges of the country. For the necessary expenses of these experiments it provided that the sum of \$15,000 be granted to each State annually from the United States' treasury, the appropriation to be made each year. By an apparent oversight, or by the close technical ruling of the Treasury Department, no appropriation has yet been made available for carrying out the purposes of the act. The matter is regarded as one of much importance by agricultural institutions, and it might be well for the General Assembly to memorialize congress in relation thereto.

## STATE NORMAL SCHOOL.

All the counties of the State, except ten, have been represented among the students in the Normal School at Cedar Falls during the past two years. The Principal reports that nearly all the graduates of the institution are engaged in teaching, or hold positions directly connected with our school system. Changes have been made

in the course of study, by which the work done by the high school is recognized and supplemented so that the graduates of the latter may be fitted in the shortest practicable time for teaching. The needs of the School are fully set forth in the report of the Trustees and Principal. Some repairs of the buildings, better means of lighting, and other improvements are urgently needed. I think the legislature should deal as liberally with this institution as the means at its command, and a due regard for other obligations, will justify. The training of teachers is one of the most important elements of a successful system of public schools, and cannot safely be slighted or neglected.

#### INSTITUTION FOR THE DEAF AND DUMB.

The Trustees and Superintendent report a prosperous condition of this institution. The average attendance has increased, the health of the pupils has been good, and their progress satisfactory. Since the close of the period, a change has been made in the management of the school which separates the office of Principal from that of Superintendent. The Trustees express their satisfaction with the results of this change, so far as developed, and confidently anticipate still further progress and success in all departments. They make, in detail, a representation of the various needs of the institution, in the way of improvements and repairs, to which your attention is directed. All the State institutions ought to be provided with a sufficient contingent and repair fund, so that the buildings and grounds may be kept in proper order without infringement upon their current support funds. This is especially true of the institution at Council Bluffs, where considerable repairs are sure to be required, owing to the character of the buildings and grounds. Other appropriations asked are, some of them at least, quite urgent, and should be made as far as practicable. I regard it as highly important that the best facilities should be afforded here for industrial as well as for literary education.

#### COLLEGE FOR THE BLIND.

The period has been one of prosperity to the College for the Blind. The attendance has been larger than ever before, numbering one hundred and eighty-seven at the close, and the School is well organized, with competent officers and teachers. The government of the institution, under the Trustees, is divided between the Principal and the

Secretary of the Board, the former having charge of the School proper and the boarding department, and the latter of the building, grounds, stock, and improvements belonging to the College. The Principal has under his control, as assistants and helpers, thirty persons, and the Secretary four. The special appropriations have been well expended. The requests made by the Trustees for appropriations should be duly considered, and granted so far as is consistent with the needs of other institutions and the condition of the public treasury.

#### MILEAGE AND PER DIEM.

In reference to the mileage and per diem of Boards having charge of State institutions, the law should be so amended as to pay, say, \$5 per day, for time actually and necessarily spent in the discharge of their duties, and also the actual and necessary expenses incurred while so engaged; but in no case should the latter exceed five cents per mile, by the nearest traveled route, from and to their homes. Great care should be exercised in the selection of these officers, in order to secure the services of those who have both the time and the disposition to attend closely to the duties of their respective positions.

#### STATE HISTORICAL SOCIETY.

The Curators of the State Historical Society report a satisfactory increase in the library both in bound volumes and pamphlets. The "Historical Record," a quarterly periodical, is published for the purpose of preserving in a permanent form facts connected with the history of the State. With the completion of the new Capitol there is a feeling quite general that the Historical Society of the State should have a permanent home in some of its ample rooms, and that increased effort should be made to inquire into, collect and preserve all information and objects of interest connected with the history of our State from its first settlement. Iowa is behind some of her sister States in these matters, and cannot too soon begin to recover lost ground. I commend the subject to your favorable action.

#### STATE LIBRARY.

The condition of the State Library is shown by the report of the Librarian. In the past nearly the entire strength of this institution has been given to its law department. The collection in this line is



superior and extensive and very justly the pride of judges, attorneys and the people generally. But I think the time has come when the scope of the Library should be enlarged, particularly in its historical, literary and scientific departments.

#### THE WEATHER SERVICE

has for its object the study of the climate of our State in its most essential features. The observations are made by a number of volunteers in different counties under the direction of the central bureau at Iowa City. The results of this service are of interest to a large number of intelligent citizens and the work should be continued. The reports of the Director contain much information of value.

#### BOARD OF PHARMACY.

The number of registered pharmacists whose certificates were in full force September 15, 1885, was 1,843; September 15, 1887, it was 1,729, a reduction of 114. The Board has the record of about one hundred cases prosecuted for violations of the pharmacy law, seventy five per cent of which resulted in conviction. Fines imposed have amounted to nearly \$10,000, of which about \$7,000 have been paid into the school fund, but only \$925 have been paid into the State treasury on the twenty-five per cent enforcement fund according to the law of 1886, being twenty-five per cent of \$3,700. The funds at the command of the Board have not been sufficient to prosecute all violators of the law, and many cases have been referred to county attorneys for prosecution, but as these officers do not report to the Pharmacy Board, but few of their cases have been heard from. During the two and one-fourth years covered by the report, receipts from licenses granted have amounted to \$3,800, which have been applied to contingent expenses, clerk hire, and expenses of Board meetings. Fees from all sources for the period named have amounted to \$7,812, which apportioned among the Commissioners has given to each an annual compensation of \$1,041.60. The report of the Commissioners gives a full account of their work and the operation of the pharmacy law, with various suggestions and recommendations as to deficiencies and needed amendments. It is not improbable that the people generally have failed to rightly estimate the many difficulties attending the strict enforcement of this law; and they may not likewise have given the Commissioners full credit for their earnest efforts to discharge their whole official duty. Undoubtedly amendments are

needed, particularly in reference to the sale of intoxicating liquors, and I ask for the subject your earnest consideration. The provisions should be made more stringent and the methods of dealing with delinquents more direct and certain.

#### DENTAL EXAMINERS.

The total number of registered and licensed dentists as shown by the records of the State Board of Dental Examiners is 489, an addition of 26 during the year 1887, 23 of whom are graduates. The Examiners report 70 Iowa students now attending dental lectures, 55 of whom are in the dental department of the State University. The Examiners say that the law is having good results in increasing the knowledge and skill of the dental profession. They recommend an amendment to the law, increasing the fees for licenses granted upon examination from two to ten dollars, and five dollars for licenses to holders of valid diplomas, which would enable the Board to prosecute the work with greater efficiency than at present.

#### STATE BOARD OF HEALTH.

The fourth biennial report of the State Board of Health is less voluminous than those preceding it, but it is better adapted to general usefulness, and contains a large amount of interesting and valuable information. The Board has been active in its efforts to protect and promote the health of the people of the State. It has distributed a large number of original pamphlets and circulars relating to sanitary measures and contagious diseases. Its timely warnings have undoubtedly guarded against much sickness, while its enforcement of the medical practice act has done not a little to improve the average character of the profession and to diminish the evil caused by that class of medical colleges which only exist for the purpose of selling degrees and preying upon an unsuspecting public. I commend the work of the Board to your favorable consideration. The small outlay of money required for its operations is *nothing* as compared to the great benefits that may be derived therefrom.

#### THE NATIONAL GUARD

is composed of forty-eight companies, the limit permitted by law, but the strength of each company is kept at about the minimum

number of forty enlisted men. The encampment of 1885 was by regiments, that of 1886 by brigades. The Adjutant General reports that the Guard of the State is rapidly coming to a substantial basis, taking more pride in its full army equipment and ability to subsist itself, and in all its training to follow the methods of the United States Army, rather than in taking on the showy, holiday appearance once so prevalent. At present there is no law authorizing the payment of the Guard when called into the service of the State. This should be provided for by an appropriation which could be drawn upon when needed. The Adjutant-General in his report makes a number of recommendations looking to the still further improvement of this important branch of the service, all of which I heartily approve. The State can well afford to encourage its Guard and to aid it more liberally than it has done hitherto. Our appropriations for this purpose have been very light as compared with those of many other States. The Adjutant-General's office should be removed from the Arsenal building to the Capitol.

#### THE STATE VETERINARY SURGEON

represents that the appropriation for the expenses of his office was not sufficient to enable him, personally or by deputy, to answer all the calls made for his services. I have occasion to know that these calls have been very numerous. I recommend that the appropriation be increased, and also that an appropriation be made that can be used in an emergency, providing

#### PLEURO PNEUMONIA

should break out in this State. If no provision of this kind is made, and this disease should get a foothold in the State, a special session of the legislature might have to be called, causing delay and additional expense. We are now comparatively helpless, or would be, were it not for the co-operation of the national government.

This dread disease would probably already have invaded our State had it not been for the prompt action of the Veterinary Surgeon and the Board of Health. In February last, prominent farmers and stock-growers of the State, realizing the extreme danger then existing on account of the prevalence of pleuro-pneumonia in Illinois, particularly in and near Chicago, requested that additional restrictions be placed upon the importation of cattle from that State. I thereupon issued a quarantine proclamation forbidding such importation except in special

cases to be approved by the Veterinary Surgeon of this State. In company with that officer I visited Chicago and arrangements were made, with the hearty concurrence of the railroad companies, by which the spread of the disease into Iowa was happily prevented. That proclamation was in force until November 21, 1887. It is reported that the loss to the State of Illinois from this outbreak of pleuro-pneumonia was not less than \$2,000,000. The lesson ought not to be lost upon our own State. Ceaseless vigilance and the most prompt and energetic measures to stamp out the disease, should it appear, will only save Iowa from a similar calamity. The Veterinary Surgeon recommends several amendments to the law, to which I ask your attention.

#### HOG CHOLERA

is one of the most common among the diseases of animals with which our farmers have to contend. The annual losses from this disease are variously estimated from \$1,000,000 to \$1,500,000. With a small per cent of the loss for a single year expended under the direction of the Veterinary Surgeon, I think the disease could be exterminated in the State. The magnitude and importance of this interest demand that nothing which can be reasonably done for its protection should be left untried. It is penny wise and pound foolish not to make provision for this.

#### AGRICULTURE

is our chief interest. If it languishes all other interests suffer. It deserves the care and attention of both the State and National legislature. The diseases which affect our live stock are general and can be dealt with effectually and finally only by National authority. I recommend that Congress be memorialized by you to make ample appropriations which can be used in emergencies to crush out pleuro-pneumonia, hog cholera and similar contagious diseases. By prompt and energetic action many millions might be saved.

The Agricultural and Horticultural Societies, Fine Stock Associations and other organizations have been doing good work. These, with farmers' institutes, and other methods of awakening the public mind and securing the intelligent application of the best means to produce the highest prosperity upon the farms of Iowa, and the greatest happiness in the homes which beautify the prairies of our State, should be liberally encouraged by the representatives of the



people in their legislative action. A large number of the members of the present General Assembly are practical farmers, and they should especially charge themselves with the duty of seeing that the great interests with which they are so closely identified are not overlooked, and that they receive the full measure of attention which they deserve at the hands of the law-making power.

#### DAIRY INTERESTS.

The report of the Dairy Commissioner shows an encouraging condition of that important branch of our agricultural industry. State and National laws regarding the manufacture and sale of oleomargarine have annihilated that business in this State, and there has been a marked increase in the manufacture and sale of genuine butter. It is estimated that Iowa produced 40,000,000 pounds of butter during the six months ending June 30, 1887; an increase of 10,000,000 pounds over the product of the corresponding period of the year before. Within the last year thirty new creameries have been put in operation and a number that had been previously closed re-opened. The dairy law of the last General Assembly has vindicated the wisdom of its passage, and the Dairy Commissioner has done excellent work and at small expense to the State.

#### MANUFACTURES

should also meet with every reasonable encouragement. Diversified industry is absolutely essential to the growth of a strong, independent and wealthy State. Many of our manufacturers have been unable to thrive as they should, because of the discriminations against them and in favor of others located outside of our borders, on the part of railroad corporations. Large cities and great industries have been built up east, west, north and south of Iowa, and very largely at the expense of our people, by reason of these discriminations. We have been unable to avail ourselves of the advantages of our central position and of the magnificent water-ways which form our eastern and western boundaries. These matters deserve your profound attention.

#### OIL INSPECTION.

The report of the State Oil Inspector covers a period of fifteen months. The number of barrels of oil inspected and approved was 170,691; rejected, 1,716. Number of barrels of gasoline consumed,

42,435. Total fees collected, \$19,362.45. The work was done by the Inspector, assisted by his secretary and seven deputies located in different parts of the State. The Board of Health, in a valuable paper on kerosene oil, says: "The people of Iowa may now congratulate themselves upon being as safely protected against accident from kerosene oil as those of any other State in the Union, both in their homes and in the railroad car. No legislation, however stringent, can protect against carelessness and negligence in the use of the products of petroleum. Naptha, the dangerous property of petroleum, is really more dangerous than gunpowder." It is the purpose of the law, which is doing good work, to remove so much of the naptha from petroleum as to make it safe for household purposes without detracting from its illuminating quality.

#### FISH COMMISSION.

The term of A. W. Aldrich having expired, I appointed in May last E. D. Carlton, of Dickinson county, commissioner. He has removed the fish hatchery from Anamosa to Spirit Lake, in Dickinson county, as directed by the Twenty-first General Assembly. About four acres of ground was given by the Spirit Lake Hotel and Transportation Company, and eight new ponds were provided. The old property at Anamosa, of about twenty acres, was sold for \$320 after having been well advertised. The commissioner will not be able to do more than has been done in the past in the way of enforcing the law, unless more funds are provided. These violations are often very wanton and should be summarily punished. The law should either be enforced or repealed.

#### BUREAU OF LABOR STATISTICS.

In the report of the Commissioner of Labor Statistics will be found much valuable and interesting information. It shows wages, cost of living, and various other things desirable to know. In view of the early expiration of the contracts for prison labor in the Fort Madison penitentiary, the Twenty-first General Assembly requested the commissioner to investigate that subject. He has done so, and some sixty pages of his report contain the results of his inquiries. The facts, figures and opinions, which he has collected, covering as they do, a wide field are of considerable value. The commissioner has also in

obedience to the same authority, gathered much information in relation to assessment and taxation, in the different counties of the State, which will be useful to the legislator. The commissioner will be able to continue the work of this bureau without increased appropriation.

#### COAL MINE INSPECTION.

The mine inspectors, who report monthly to this office, say that the coal mines are worked at present to their full capacity. The demand for coal is good and the miners are all employed. The number of mines is 515. The output of coal in 1886 was 3,853,372 tons; in 1887 it was 4,014,490 tons; an increase of 161,118 tons. During the two years there were thirty eight fatal and eighty-two non fatal accidents. The greatest number of men employed at one time was about 11,000. During the thirteen months, ending June 30, 1887, that the present inspectors have been in office, improvements have been made in the mines as follows: forty seven air shafts; seventy four second openings, thirty-eight stair-ways, forty four safety catches, fifty-four covers on cages, fifty-nine safety gates, eleven furnaces, sixteen fans, and eleven breaks on drums. The inspectors estimate the amount of capital invested in the mining interests of the State at \$9,487,125. The absence of strikes indicates harmonious relations between operators and miners—relations which it is hoped may be continued without interruption. The increasing demand for coal, with better transportation rates, promises activity and prosperity for this important and growing branch of industry.

#### THE NEW CAPITOL.

I employed Hon. Delos Arnold, of Marshall county, to assist me in making settlement with the Capitol Commissioners in compliance with the provisions of chapter 100, laws of the Twenty-first General Assembly. I herewith present his report and also the final report of the Capitol Commissioners. Mr. Arnold made a careful examination of the transactions of the Commissioners from the beginning to the close of the work, including bids for materials, prices paid, bills, vouchers, wages, etc., and reaches the conclusion, in which I concur, "That in the expenditure of funds coming into their hands and in the performance of the duties imposed upon them by law, the Commissioners have been governed by honest motives; have exercised wise discretion, and have faithfully executed the trust assigned them."

The expense of this examination was \$1,083; of which \$700 was

paid to Mr. Arnold; \$290 to Mr. Williams, accountant, and \$93 to Miss Gowdy, clerk. I received from the Capitol Commissioners the sum of \$1,616.23, which I paid into the State Treasury.

The new capitol has cost \$2,676,543.24; the furniture \$129,131.77; boiler house \$25,844.19; street improvement \$24,994.50. These with some smaller items make the entire expenditure \$2,871,682.05. Some work remains to be done. The stone for the outside steps is cut and on the ground. The Commissioners procured plans, specifications and drawings, now in the hands of the Custodian, giving an estimate of the expense to complete the capitol and properly grade the grounds at about \$130,000. This work should be completed as soon as is consistent with other obligations. The new capitol is looked upon with pride and satisfaction by the people of the State who visit it. It is a commodious and beautiful building erected without scandal or debt.

#### PUBLIC BUILDINGS AND PROPERTY.

The Custodian of Public Buildings and Property has made quarterly and annual statements as required by law. He has attended closely to his duties and taken good care of the interests committed to his charge. I do not think it advisable for the State to insure its public buildings, as it can carry its own insurance more cheaply. The cost attending the care of the capitol for the year 1886, including labor, fuel, gas, furniture, carpets, repairs, salaries of Custodian, watchmen, janitors, mail-carrier, etc., was \$28,027.85. Nearly one-half of this accrued during the session of the General Assembly in that year. The cost of the same for 1887 was \$21,829.60. The cost of the new work included in these expenses was \$2,188.34. The Custodian makes a recommendation advising the sale of the old capitol, with which I agree.

#### JUDICIAL DISTRICTS.

The judicial system provided by the Twenty-first General Assembly has given general satisfaction. The enforcement of the Prohibitory Law has been so efficient in reducing crime and consequently diminishing the business of the courts, that I recommend a consolidation of districts so as to reduce the number of judges from forty-four to forty, as I am satisfied it can be done without much inconvenience to the service, and will be a saving financially.



## STATE PRINTING AND BINDING.

The following figures show the cost of the State printing and binding for the fiscal periods :

	Printing.	Binding.
Ending Sept. 30, 1879 .....	\$32,267.55	\$17,512.31
Ending Sept. 30, 1881.....	33,345.15	23,938.68
Ending June 30, 1883.....	38,707.15	22,034.60
Ending June 30, 1885.....	58,234.32	42,728.44
Ending June 30, 1887.....	60,046.68	43,862.75

There is a constant tendency to increase the amount of matter printed and bound at the expense of the State, as the above figures clearly and forcibly indicate. The subject is worthy of the careful attention of the General Assembly. I recommend that it be thoroughly investigated, with a view of greatly diminishing the amount of matter printed, readjusting and reducing prices, and so amending the laws as to lessen largely this now heavy and growing expenditure. The examination of printed reports will show that in the aggregate hundreds of pages are occupied with detailed lists of vouchers, inventories of a multitude of small articles, and prolonged tabular statements, adding much to the bulk of these reports but giving to the people of the State very little information of value. The law, which now requires the publication of these things, should be amended, the amount of printed matter cut down, and prices reduced.

## REGISTRATION AND FEWER ELECTIONS.

The registration law for cities has, in some of its features, given excellent satisfaction. These should be preserved, while amendments, which experience has shown to be necessary, should be made to render the execution of the act less burdensome. The law ought to be perfected and retained as one of the permanent statutes of the State.

There appears to be a general and increasing desire on the part of the people for fewer elections, and I renew my recommendation that steps be taken to amend the constitution of the State so as to provide for biennial elections only. These should be held in the even-numbered years to correspond with congressional elections.

## MUNICIPAL SUFFRAGE FOR WOMEN

is favored by many of our best citizens. It is claimed by those who advocate this that it is not only right and just, but that it would so

re-inforce the better element of the population of our cities as to secure a more perfect enforcement of the criminal laws and greatly improve the government of our municipalities. The experiment might be a safe one, for if women should not avail themselves of the privilege when conferred, or if the results were unsatisfactory, the same power that bestowed the franchise could revoke it. I commend the proposition to your thoughtful and respectful attention.

## LAND DEPARTMENT.

The report of the Secretary of State furnishes an account of the transactions of the Land Department for the period. There is still a large number of unissued patents, particularly of the School, Agricultural College, and University lands. There are many inquiries concerning land grants and titles to lands which have to be answered from that office. Deeds to lands belonging to the State should be kept in that office and should be recorded. Now they are scattered, some kept in one place and some in another. The school lands received by the State under the Congressional grant amount to 1,549,087.75 acres, and there yet remain unpatented 137,799.30 acres. During the period there were patented 20,464 acres of school lands, 382.64 acres of the 500,000 acre grant and 446.06 of the mortgaged school lands. There still remain unsold 2,059 acres of the University lands, and 2,607.07 of the Saline land grant. The University also has 601.45 acres of land given it, and 165 acres acquired by purchase at sheriff's sale. The report also gives a list of the lands and lots owned by the State taken on account of the debts of James D. Eads, Samuel E. Rankin, Samuel M. Dyer and R. G. Orwig, none of which are needed for State purposes. It would be well, I think, if the Executive Council were authorized to sell this property, the old State Capitol included, under a uniform plan of appraisement and advertising.

In addition to swamp land indemnity fund reported by the State Treasurer as received from the United States and paid to proper counties, the sum of \$2,069.53 was paid through the executive office to Clinton county.

The report also contains the bill which was passed at the first session of the Forty ninth Congress for the relief of the settlers on the

## DES MOINES RIVER LANDS,

but vetoed by President Cleveland. The bill was passed in the Senate over the President's veto but failed in the House. At the

second session of the same Congress the bill was passed in the Senate but the House failed to act upon it. It is probable that the subject will be this winter further pressed upon the attention of Congress. The State should render all assistance in its power for the relief of the Des Moines River Land Settlers who entered upon the same with good reason to believe they were public lands. I earnestly commend the matter to your consideration.

## RAILROAD LANDS.

The report gives a list of 26,017.33 acres of land patented to the State as railroad lands, but which in accordance with provisions of chapter 71, acts of the Twentieth General Assembly, were relinquished and reconveyed to the United States, the list being certified by me on the 12th of June, 1887, as directed in section 2 of said act. I also patented to the C., M. & St. Paul Railroad Company under provisions of chapter 21, acts of the Seventeenth General Assembly, 3,342.86 acres in Dickinson county, and 34,197.36 in O'Brien county; total, 37,540.22. The whole amount of public lands in the State received by the railroad companies as donations is 4,393,436.78 acres, or about *one-eighth of the entire acreage of the State.*

## INSURANCE.

During the year 1887 two hundred and seventy-five insurance companies were legally doing business in this State. Of these, fourteen fire companies, four life companies, and ninety-three co-operative fire companies were organized in Iowa. In 1886 the amount of risks written by fire companies was \$194,964,393; premiums received, \$3,030,902; amount of losses paid, \$1,325,062. In 1886 the life companies wrote 7,421 new policies, and had at the close of the year \$47,532,751 of insurance in force on the lives of citizens of Iowa. The total premiums received were \$1,054,542, and the losses paid were \$398,483.

The State Auditor has been as vigilant in his examination of the affairs of insurance companies as his other duties would permit, and has done all in his power, under present laws, to place the business upon a sound basis. Iowa affords a good field for legitimate insurance companies but has no room for fraudulent concerns. No companies of doubtful standing should be permitted to do business. Home companies should be encouraged. Authority should be given the Auditor and means placed at his disposal to enable him to exterminate

illegitimate companies, and to compel legitimate ones to do a strictly lawful and safe business. Co-operative associations are furnishing cheap insurance and generally giving good satisfaction. The whole subject of insurance is one of very great importance to the people of the State and should have the most careful attention of the General Assembly. The magnitude of the interests involved is so great that they should be placed in the hands of a separate department, where they could receive the undivided attention of those charged with their supervision.

The revenue to the State in taxes and fees from this source amounts to nearly \$100,000 a year, and it should be, by proper amendments to the law, somewhat increased. A separate department, while securing better service, would be but little more expensive than the present method. The duties of the Auditor of State, aside from those connected with insurance, are varied and of great importance and responsibility, and sufficient for his entire time; while the business of supervising insurance companies is not germane to his office and has no natural connection with it. He cannot indeed attend to insurance properly, without neglecting to some extent his other duties. The Legislature undertakes to protect the people from the imposition of worthless insurance companies, and it should, both by its laws and the supervision it secures, make that protection as perfect as possible. In these particulars much yet remains to be done. An insurance department should be created at the present session of the General Assembly.

## BANKS.

The latest returns at hand give the following figures as to the number, capital, and deposits of the State and National banks:

Number.	Capital.	Deposits.
37 savings banks .....	\$ 2,128,693 67	\$ 9,969,019.03
65 incorporated (not savings) .....	8,579,843.12	5,747,286.97
128 national banks .....	10,150,000.00	19,284,697.83
Total .....	\$15,858,536.79	\$35,001,003.83

## REPORT OF RAILROAD COMMISSIONERS.

The report of the Railroad Commissioners shows that the number of miles of railway in the State, June 30, 1887, was 7,997. The number of miles built last year was 432. The amount of stock represent-



ing the roads in Iowa is \$147,350,517.48. Amount of bonds for the same \$150,296,919.87. Stock per mile \$19,347.21. Debt funded and unfunded per mile \$25,350.52. Total stock and debt per mile \$43,697.73. The cost of the roads and equipment in Iowa is placed by the Commissioners at \$261,747,197.44. The gross earnings of the roads in Iowa, passenger, mail and express, \$10,208,086.72; freight and miscellaneous, \$27,321,643.05; total, \$37,529,730.62. Increase over previous year, \$1,436,624.08. Expenses of roads \$24,152,990.71. Net earnings after paying all expenses \$13,376,739.91. Net earnings per mile \$1,672.73. Taxes paid in Iowa \$1,011,530.85. Total number of employes in the State 29,078. Amount paid employes \$15,146,234.84. Locomotives in State 1,177. Cars, passenger, 638; baggage, mail and express, 255; box freight, 18,681; stock, 3,116; coal and platform, 7,973; other cars, 2,479; total, 33,142. Number of stations in Iowa, 1,379. Number of miles in operation January 1, 1888, 8,263. During the year 132 persons were killed, 8 of whom were passengers, 59 employes, and 65 not connected with the operation of the roads. In the same time, 440 persons were injured—28 passengers, 354 employes, and 58 not connected with the operation of the roads.

## RAILROAD LEGISLATION.

I propose to discuss in another paper, more fully than the limits prescribed to myself in this message will permit, the relation of railroad corporations to the State and the duty of the latter to protect its citizens against exorbitant rates, unjust discrimination, and unfair and inequitable dealings of all kinds at the hands of these corporations. At present I make the following recommendations in regard to that portion of railway traffic that comes within the control of State authority:

*First.* I recommend the passage of a law destroying the pass system root and branch. No one should be permitted to ride free except the officers and employes of railroads, and they only when traveling upon the legitimate business of their respective companies. Neither passes nor mileage tickets should be used in payment for services or work of any kind done for railroad companies. Such services and work should be paid for in cash.

*Second.* I recommend that maximum passenger fares on first class roads be fixed at two cents a mile. In my judgment increased travel, and receipts from those who formerly traveled on passes, will soon

make up to the railroad companies any loss they may suffer from this reduction in fares, and the change will prove beneficial both to them and to the people. A large percentage of the business is already done at this rate, but not enjoyed by those least able to pay.

*Third.* I recommend the passage of a law fixing reasonable maximum rates of freight on the principal commodities transported by rail; and also authorizing and requiring the Railroad Commissioners to reduce said rates at any time when, in their judgment, they are too high. If it shall be held that the legislature cannot delegate to the Commissioners the power to absolutely fix such rates, then they should be regarded as *prima facie* reasonable rates. Railroads should not be permitted to raise any freight rate at any time without the written approval of the Railroad Commissioners.

The companies should be required to furnish sufficient freight cars. There have been, during the present season, hardship and suffering in the midst of plenty, in the Northwestern part of the State, because of the failure of the railroads to provide sufficient rolling stock to move the products of that section.

Should the General Assembly decide to make the Railroad Commissioners elective by the people, or nominated by the Executive and confirmed by the Senate, such legislation will not meet with any opposition at my hands. The salaries of the Commissioners are now paid by the railroad companies. I recommend that the law be so amended that they shall hereafter be paid by the State.

Railroad corporations in the running of trains do not pay sufficient regard to the Sabbath. They not only deprive large numbers of their employes of the weekly rest which is essential to their physical and moral well-being, but they also set a bad example to the rest of the community. A large part of the present Sunday work of railroads could and should be discontinued. During the year nine persons were killed and one hundred and thirty-four injured in coupling cars. The companies should be required to adopt more modern appliances. I invite your attention to these subjects.

Railroad companies are public corporations, and the railways should be, by law, declared public highways, and their officers should be required to take an oath to obey the constitution and laws of this State and of the United States. The right of the State to control railroad companies has been confirmed by the highest judicial authority. While stringent means should be applied to strong corporations, the weak ones should be protected, and especially the new roads making

efforts to do business at lower rates. Penalties should be provided and more effective measures used to compel the companies to comply with the laws. Combination should be prevented and competition secured. The State should assume and maintain the full, thorough and complete regulation of railroads by law.

#### ASSESSMENT AND TAXATION.

The assessed value of property is as follows :

Lands and town lots.....	\$300,981,885	
Personalty .....	101,665,098	
Railroads .....	38,722,761	
Telegraphs .....	421,281	
Telephones .....	159,373	
	<u>\$501,950,398</u>	
Less exemptions for tree culture.....	\$ 6,240,157	\$495,710,241
Total for taxation.....		

All property is protected by the law. All is undervalued, and much personal property is not listed for taxation, which is required by law to be listed. This imposes an undue proportion of taxes upon those who make full returns to the assessor. The plainest principles of good government are violated, when these inequalities which may be reached and obviated by legislation, are still permitted to exist year after year. Protection for all property is desired, and those who have charge of it, and the owners, should not shrink from bearing their just share of the burden. County treasurers should remit to the State Treasurer taxes collected each month. Counties should be held for full amount of levy and have the benefit of all interest collected. Much interesting information and many suggestions as to proper legislation upon this subject will be found in the current report of the Bureau of Labor Statistics, obtained from county officers, many of whom have had long experience in assessing property and in levying and collecting taxes. There is a very general feeling that additional legislation is needed, and I again commend the whole matter of assessment and taxation of property to your earnest consideration.

#### COUNTY AND CITY INDEBTEDNESS.

The report just mentioned also contains some interesting information relating to county and city rates of taxation, expenditures and indebtedness. The reports are not complete, but enough is given to

show that both city and county indebtedness is comparatively light. An exception may be made to this statement in the case of five or six cities, and perhaps two or three counties, that are still bearing considerable burdens of indebtedness arising from aid voted to railroads many years ago. On the whole, however, the showing is very favorable, in comparison with some of our neighboring States. Thirty-five of our fifty-eight cities report an aggregate indebtedness of \$3,474,383. Those reporting include nearly all of the larger cities, and it is probable that the entire city indebtedness is not over \$4,000,000. County indebtedness amounts to \$2,704,769. Nowhere is a higher standard of public or private credit maintained, and nowhere are the rights of property more carefully guarded than in Iowa.

#### COURTS OF CONCILIATION.

Public attention is being directed to simpler and less expensive methods of settling disputes between individuals, such as often lead to costly litigation and sometimes to unpleasant and vexatious feuds of long standing. Courts of conciliation have been in existence many years in other countries and with very happy effect. They consist of judges, not usually lawyers, but men of good judgment, high character, and kindly disposition, who in the presence of both parties to a dispute, but no other persons, hear both sides, and then endeavor to bring them to a common understanding and agreement, and in a large majority of cases with entire success. It is a very simple method of arbitration, yet permanent and possessing sufficient legal power to make its work effective. I do not doubt there is much in this worthy of attention, and I recommend that some committee of your body be charged with the duty of investigating and reporting upon it, with a view of bringing it into more general public notice and discussion, which may lead to its adoption.

#### TOPOGRAPHICAL SURVEY.

An opportunity is afforded for making a complete and minute topographical survey of the State in connection with a similar work now being executed by the authority and under the direction of the general government in the different States and Territories of the Union. Full details of the plan of co-operation, its utility, cost, time necessary for its completion, etc., have been placed in my hands by Prof. McGee of this State, now engaged in the United States geological sur-



vey, and I shall be pleased to lay them before you, or any committee of the General Assembly having such matters in charge. There is also need for a more careful geological survey of the State than any hitherto made, particularly in reference to the undeveloped wealth which undoubtedly exists below the surface, and of which there are many certain indications. The flow of natural gas in several counties, the need of artesian wells, and the benefit to be derived from the further development of our coal industry, stimulate the desire for a more complete exploration of the interior of the earth. Suggestions have been made that the State should undertake some work of this kind, doing it more systematically and thoroughly than can be accomplished by private enterprise. The whole field is one of very interesting inquiry to which I invite your attention.

#### REFUND OF DIRECT TAX.

There is a bill before Congress for repaying to the States and Territories the sums respectively received from them under the direct tax act approved August 5, 1861. The amount imposed upon Iowa under that law was \$452,088. The State undertook the collection of this tax and received therefor a commission, or discount, of fifteen per cent, the actual amount paid over to the United States being \$384,274.80. The whole tax imposed amounted to \$20,000,000. The amount credited, as paid, including commissions, is \$17,359,685.51; amount still due, \$2,640,314.49. The bill remits and relinquishes the latter amount and refunds the former. This bill is just and should become a law. It would relieve the States resting under the burden of the amount still due, while the refunding to the States which came to the rescue of the general government when it was in distress, would be a graceful act on the part of the latter now that its treasury is burdened with a troublesome surplus. I recommend that you memorialize Congress for the speedy passage of this bill.

#### MISCELLANEOUS.

*Notarial Commissions.*—A new period of three years for the issue of notarial commissions will begin July 4, 1888. The number issued in the last two and a half years is 5,997, for which a fee of \$1.25 each has been charged. This hardly covers the expense attending the issue of a commission. I recommend that the fee be raised to \$3, and for commissioners in other States to \$5.

*John Tolman School Lands.*—The Eighteenth General Assembly appropriated \$8,000 to indemnify certain purchasers of land in Webster and Hamilton counties. On the 30th of December, 1887, there remained undrawn of said appropriation \$3,161.27. The interest on these claims should be stopped.

*Telegraph, Telephone and Express Companies* should be required to report as fully to State authorities as railroad companies and bankers now do.

*Telegraph Tolls* should be reduced. Twenty-five cents is a sufficient compensation for twenty words between any two points in Iowa.

*Divorces* are more numerous than they should be in a well regulated society. I recommend a revision of the law upon this subject with a view to bringing it into harmony with the latest and best judgment of the age in which we live.

*Section 3861 of the Code* should be amended by striking out "ten" in the third line and inserting "sixteen."

*Drawing Money from the Treasury.*—The Auditor of State suggests, if sections 1679 and 1693 of the Code were amended so as to make the current expenses of the College for the Blind and the Institution for the Deaf and Dumb payable monthly, the business of his office would be facilitated, and that of these institutions conducted more satisfactorily. Money should be drawn from the State treasury only as it is needed, and should not be allowed to accumulate in local treasuries.

*The Governor* should have authority to receive and care for works of art and literary productions.

*Information from Judges.*—On the 6th of December, 1887, I addressed a letter to the judges of the State inviting suggestions as to amendments that should be made to our statutes; and also requesting them to apprise me of the effect of the Prohibitory Law in their respective districts, particularly upon crime and criminal expenses, and whether they would advise its repeal, and, if so, what they would propose to place in its stead. At this writing I have received replies from about two thirds of the judges, containing many valuable suggestions and recommendations, which I shall at an early day lay before you for your information.

*Section 4773 of the Code* should be so amended as to permit contracts for coal to be made at a different season of the year from the one there named.

*Selecting Juries.*—Many complaints are made in reference to the character of juries, particularly in the larger cities, where there is a growing demand for a change in the methods of their selection. The professional jurymen ought to be discouraged, and a higher order of talent and character brought into requisition. Some recent trials have demonstrated the necessity, if the ends of justice are not to be defeated, of some improvement in these matters, and, that possibly in certain cases, the State should have the right to a change of venue. To the whole subject I invite your earnest attention, with the hope that suitable remedies may be provided for an evil, which, if not promptly checked, may in time become one of great magnitude and difficult of eradication.

*A Gift of Land.*—In the month of October, 1886, I received from Dudley W. Adams and his wife, of Allamakee county, a deed to a tract of seventy-six acres of land in the incorporated town of Waukon, of said county, for the use of the Agricultural College, it being the desire of the donors to promote agricultural education. The gift is made upon certain conditions, which are set forth in the deed. Having no authority to accept such a donation on behalf of the State, I respectfully refer the matter to the General Assembly.

*"Trusts."*—I recommend that prompt measures be taken to protect the people against the abuses under the cover of combinations generally known as "trusts" or "pools." There is a common belief that these and similar combinations suppress competition, enhance the cost of the necessities of life, and lay heavy burdens upon those least able to bear them.

#### PROHIBITION.

Much progress has been made in the enforcement of the Prohibitory Law. Not only has public sentiment much improved in relation to it, but judicial officers are more disposed to secure its enforcement. Many judges give strong testimony in its favor, showing that, where it has been well executed, there has been a marked reduction in criminal offenses, and also in court expenses. During the last year, and particularly during its latter half, there has been a decided falling off in penitentiary convicts, and a very large number of county jails have been empty, some of them for the first time in years. There has been a marked improvement in the condition of our poorer people, especially in the families of laboring men addicted to strong drink. What was formerly squandered in the saloon

now goes to the support of wife and children. Hundreds of witnesses to this can be cited.

While there is very little difficulty now in enforcing the law in the rural districts and in a very large majority of the counties, there are still a few portions of the State, particularly some of the larger cities, where the law is not enforced. This, however, does not include all such cities, for in Des Moines, Sioux City and Cedar Rapids, three of the largest and most rapidly growing cities of the State, the Prohibitory Law is now, and has been for the past year, well enforced. The Constitution makes it incumbent upon the Governor to

#### ENFORCE THE LAWS.

There is not much difficulty in complying with this injunction in reference to the laws generally. The law for the suppression of intemperance however is, in some places, an exception. Citizens have again and again called upon me to enforce the Prohibitory Law in the few counties and places where, as yet, but little regard has been paid to it. I in turn have called upon the judges, sheriffs, and other officers to aid in accomplishing this, but, I regret to say, without success. I know of no means at the command of the Executive which can be relied upon to secure better results in the future. I therefore recommend that a joint committee of the General Assembly be appointed early in the session to inquire into the reasons for the non-enforcement of this law in certain communities; and whether the officers there are neglectful of their duties. I think some measures should be adopted to quicken the consciences of the officials, who neglect or refuse to perform their sworn duty; or else provide a way for their suspension or removal. It is a disgrace to the State to have its authority so openly defied. Our people are strong in their convictions that this law should be enforced as well as others, and it is the duty of the Legislature to provide the means. The authority of the Legislature in these matters is no longer a subject of dispute. The recent decision of the Supreme Court of the United States settles that question, and on grounds so broad and just as to make it impregnable and final. The chief and confident hope of the opposers and violators of the law has been that this tribunal of final resort would set it aside, or at least so impair its efficiency as to render its further continuance impossible. On the contrary, this decision sustains the principle of the law so completely and sweepingly as to become its strong bulwark of support and defense. The Court says there is no justifica-



tion for the claim that such a law aims to deprive the citizen of his constitutional rights; "for we cannot shut out of view the fact within the knowledge of all, that the public health, the public morals, and the public safety, may be endangered by the general use of intoxicating drinks; nor the fact, established by statistics accessible to every one, that the idleness, disorder, pauperism, and crime existing in the country are, in some degree at least, traceable to this evil. If, therefore, a State deems the absolute prohibition of the manufacture and sale, within her limits, of intoxicating liquors for other than medical, scientific, and manufacturing purposes, to be necessary to the peace and security of society, the courts cannot, without usurping legislative functions, over-ride the will of the people as thus expressed by their chosen representatives." The Court further declares that the right to manufacture intoxicating drinks for general or individual use, as a beverage, does not inhere in citizenship, and that no one's constitutional rights of liberty or property are interfered with when such manufacture and sale are forbidden by the State. With this powerful support, it only remains for the friends of good government and law and order, in Iowa, to press patiently, yet resolutely, forward with this great reform, until the saloon and all illegal manufacture and sale of intoxicating liquors are utterly destroyed. Such amendments should be made to the law as are needed and best calculated to make it thoroughly effective in accomplishing its purpose.

## CONCLUSION.

I have now, to some extent, set before you the condition of the State, and have recommended such matters as seem to me expedient. I am not, and I feel sure that you will not be, unmindful of the fact that great care should be taken in the change and amendment of our statutes. The whole body of our laws is a growth of many years, and it should not be unnecessarily or lightly interfered with. Only such additions and changes should be made as justice and the public welfare clearly require. Relying upon the continued favor of Divine Providence, and with great faith in the uprightness and patriotism of the people, I shall gladly co-operate with you in the adoption of such measures as seem to be best calculated to promote the advancement and prosperity of the State.

WM. LARRABEE.

January 10, 1888.

## APPENDIX.

## SPECIAL APPROPRIATIONS ASKED BY STATE INSTITUTIONS.

Agricultural College.....	\$ 117,600
College for the Blind .....	18,286
Hospital, Mt. Pleasant.....	83,500
Hospital, Independence.....	61,500
Hospital, Clarinda .....	208,780
Institution for Deaf and Dumb.....	44,000
Institution for Feeble-Minded Children.....	81,010
Industrial School for Boys.....	37,750
Industrial School for Girls.....	35,650
Normal School.....	61,800
New Capitol .....	130,000
State University.....	108,500
Soldiers' Home.....	20,000
Soldiers' Orphans' Home.....	59,800
Penitentiary at Ft. Madison.....	10,000
Penitentiary at Anamosa.....	70,000
	<b>\$1,147,595</b>

## AGRICULTURAL PRODUCTS, 1887.

The subjoined table shows the estimated number of acres in cultivation, yield per acre, in bushels, tons or gallons produced, value of same, and losses in crops by chinch bugs and drought, 1887.\*

	No. of acres.	Yield per acre, bushels.	Expected product, bushels.	Losses in product, bushels.	Total product, bushels.	Value of product.
Wheat.....	7,287,000	30½	222,253,500	66,676,050	155,577,450	49,784,784
Oats.....	2,491,248	12	30,285,920	12,094,308	18,191,612	10,340,685
Rye.....	2,432,686	33½	81,494,981	20,378,745	61,116,236	15,446,672
Barley.....	107,000	10½	1,123,500	1,705,500	1,705,500	737,096
Buckwheat.....	172,800	22	3,792,000	850,400	3,941,600	1,271,328
Flax seed.....	21,000	16	336,000	814	335,186	253,100
Potatoes.....	265,000	81½	21,592,500	2,186,200	19,406,300	2,655,675
Hay +.....	159,880	Irish, 50½	8,163,785	8,163,785	8,163,785	5,915,068
Broom corn.....	3,336,347	Sweet, 7½	25,022,605	2,919,304	22,103,301	23,332,399
Sorghum.....	2,500	Tons, 1½	4,054,071	2,035,677	2,018,394	211,224
	22,560	Gallons, 81	1,827,360	1,827,360	1,827,360	872,564
Total.....	16,298,021					\$ 107,600,535
Against value of 1886.....						128,115,026
Loss in 1887, as compared with 1886.....						\$ 20,514,491

\* Prepared by Jno. R. Shaffer, Secretary of the State Agricultural Society.  
† Prairie hay, of which large amounts are still cut, not included.

## STATE INSTITUTIONS.

INSTITUTIONS.	NUMBER IN JAN. 1, 1888.			OFFICERS, TEACHERS AND EM- PLOYEES. JAN. 1, 1888.			Current expenses for biennial pe- riod ending June 30, 1887.	Number of acres of land.	Value of land and buildings.	
	Males.	Females.	Total.	Males.	Females.	Total.				
State University.....	425	94	519	47	5	52	\$110,750.50	110	\$474,460	*Sum drawn from State treasury.
Agricultural College.....	218	74	292	22	6	28	*23,278.82	1860	410,292	†State University lands unsold,
State Normal School.....	*69	182	251	4	6	10	*23,481.60	40	138,185	5,434.56 acres. Agricultural Col-
College for the Blind.....	58	62	120	10	26	36	62,540.77	40	250,636	lege lands unpatented, 111,836.49
Institution for Deaf and Dumb.....	153	100	253	15	14	29	101,745.00	90	399,411	acres.
Institution for Feeble-Minded Children.....	217	140	357	21	44	65	96,766.87	189	236,295	
Soldiers' Orphans' Home.....	177	128	305	10	35	45	62,575.69	57	200,675	
Soldiers' Home.....	162	62	224	9	9	18	23,211.66	130	112,000	Opened November 30, 1887.
Hospital for the Insane—Mt. Pleasant.....	417	822	1,239	65	55	120	251,549.68	337	900,000	
Hospital for the Insane—Independence.....	470	341	811	70	74	144	63,602.40	400	1,004,650	
Hospital for the Insane—Clarinda.....	384	354	738	18	15	33	27,096.74	513	248,875	Not yet occupied.
Boys' Industrial School.....	106	106	212	3	8	11	142,245.21	79	446,199	
Girls' Industrial School.....	858	358	1,216	49	49	98	117,447.14	80	643,035	
Penitentiary at Ft. Madison.....	277	13	290	49	1	50		80	881,390	
Penitentiary at Anamosa.....									3,200,000	
Capitol, Arsenal, State Library, and other State property in Des Moines.....										
Total.....									\$9,546,073	

\*Term opened January 4; above figures are for January 6; a storm detained students. Enrolled last term, 302; 48 additions this term. Total, 350.

†There are 90 additional applications for admission to the Home.

‡Includes expenditures for construction.

## LANDS GIVEN TO RAILROAD COMPANIES.

Amount of lands conveyed by the United States authorities by certificate and patent under the several congressional grants for the benefit of the railroads in Iowa.

ACT.	RAILROADS.	ACRES.
May 15, 1856	Burlington & Missouri River	292,963.14
June 2, 1864	Burlington & Missouri River	97,146.57
May 15, 1856	Miss. & Mo. River, and Chicago, Rock Island & Pacific.	432,374.36
June 2, 1864	Miss. & Mo. River, and Chicago, Rock Island & Pacific.	161,372.81
May 15, 1856	Iowa Central Air Line, and Cedar Rapids & Mo. River	783,006.63
June 2, 1864	Iowa Central Air Line, and Cedar Rapids & Mo. River	347,317.64
May 15, 1856	Des Moines & Sioux City, Iowa Falls & Sioux City, and Des Moines & Chicago branch.	1,253,481.70
May 12, 1864	McGregor & M. St. Louis, Chicago, Minn. & St. Paul, and Sioux City & St. Paul.	731,255.35
July 12, 1862	Des Moines Valley R. R. (extension of D. R. grant)	613,585.18
Total.....		4,642,296.28

From this total must be deducted the following:

Lands patented to State to aid in the construction of the Sioux City & St. Paul R. R. and released by State to the United States.....	29,017.33
Lands improperly certified to State under act of May 15, 1856, for benefit of the first three railroads above named, and the certification annulled by the Supreme Court of the United States.....	223,142.17
Leaving a balance of.....	4,389,456.78

The foregoing is derived from last land report of Secretary of State.



## NUMBER AND VALUE LIVE STOCK, 1887.

HORSES, NUMBER.	VALUE.	MULES, NUMBER.	VALUE.
973,808.	\$71,926,052.	48,052.	\$4,186,822.

MILCH COWS, NUMBER.	VALUE.	OTHER CATTLE, NUMBER.	VALUE.
1,243,002.	\$82,541,792.	2,116,417.	\$47,369,232.

SHEEP, NUMBER.	VALUE.	HOGS, NUMBER.	VALUE.
425,498.	\$1,020,515.	4,461,087.	\$23,065,008.

Total number of stock.....9,297,864 head.  
Total value of stock .. \$180,110,016.

## COST OF PRINTING AND BINDING PUBLIC DOCUMENTS FOR THE LAST EIGHT BIENNIAL PERIODS.\*

BIENNIAL PERIOD ENDING.	Printing.	Binding.	Total.
November 1, 1873.....	\$ 36,773.73	\$ 35,217.55	\$ 71,991.28
October 30, 1875.....	26,349.28	34,203.91	60,553.17
September 30, 1877.....	30,790.22	26,733.58	57,523.80
September 30, 1879.....	32,267.55	17,512.31	49,779.86
September 30, 1881.....	33,345.15	23,938.68	57,283.83
June 30, 1883 (21 months).....	38,707.17	22,034.60	60,741.77
† June 30, 1885.....	58,234.32	42,728.44	100,962.76
June 30, 1887.....	60,046.68	43,882.75	103,929.43
Total .....	\$ 316,514.08	\$ 246,231.82	\$ 562,745.90

†The marked increase in the cost of printing and binding during the biennial period ending June 30, 1885, over that of the last preceding period, is due to the following facts:

The Nineteenth General Assembly which met in the early part of 1882, enacted laws largely increasing the number of printed copies of the several public documents, as will fully appear from the following table:

DOCUMENT.	Copies formerly printed.	Copies now printed.	No. increase of copies.
Governor's Message .....	10,000	12,000	2,000
Governor's Inaugural .....	5,000	6,000	1,000
Auditor's report.....	7,000	10,000	3,000
Agricultural College report.....	4,000	6,000	2,000
32 other reports of officers, institutions and committees .....	3,500 each	5,000 each	48,000
Total increase of copies.....			56,000

This is a total increase of 56,000 volumes coming within the last two biennial periods. Added to this is a large amount of new printing required by law, which did not exist prior to June 30, 1883, and by far the largest part of which came in for the first time during the last biennial period. The following is a list of these new documents together with the total cost of the same for the biennial period ending June 30, 1887:

\*Prepared by the Secretary of State.

Census of 1885.

Report and miscellaneous printing of Pharmacy Commission.

Report of State Veterinary Surgeon.

Report of State Dairy Commissioner.

Report of Stock Breeders' Association.

Report of Brown Investigating Committee.

Official Register.

Report of Commissioner of Labor Statistics.

Report of Benedict Home.

Report of New Orleans Exposition.

List of Soldiers, Sailors and Marines.

Court Rules adopted by District Judges.

Report of Oil Inspector.

Report of Commissioners of Insane Hospital at Clarinda.

Report of Delos Arnold in settlement with Capitol Commissioners.

Miscellaneous printing for Soldiers' Home.

Report and miscellaneous printing for Brown Impeachment Court.

The total cost of which for the last biennial period was \$30,418.

Deducting this \$30,418.00 from the \$103,909.43 expended for printing and binding during the last biennial period, leaves \$73,491.43 as the cost of printing and binding the same reports published during the several biennial periods prior to June 30, 1883, together with the 56,000 additional copies thereof authorized by the Nineteenth General Assembly, above referred to.

The following is a list of new documents and their cost, coming within the last biennial period, none of which may be expected to appear again except the census report, which will not be again published until 1895:

Report of census of 1885.

Report, etc., Brown Investigation.

List of Soldiers, Sailors and Marines.

Report, etc., Brown Impeachment.

Total cost, \$20,710.

This total should therefore be omitted from future estimates of the cost of the public printing and binding.