





State of Iowa

1931

BIENNIAL MESSAGE

OF

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GOVERNOR OF IOWA

TO THE

Forty-fourth General Assembly in Joint Session

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## GOVERNOR'S BIENNIAL MESSAGE

*To the Senate and House Members of the Forty-fourth General Assembly:*

In accordance with the mandates of the Constitution of Iowa, I submit to you the following message:

The Constitution makes it my duty to present to you the condition of the State. The reports of the various departments and officers of the State are now ready and will be placed on your desks. These reports will outline to you more in detail than it will be possible for me to do in this message without extending it beyond a reasonable length. A clearer understanding of what the state is doing can be obtained from a study of these reports and in no better way can you qualify yourself for an intelligent, satisfactory discharge of your duties.

There is no outstanding obligation against the State except the bonus indebtedness and on January 2, 1931, there remained in its treasury an unencumbered balance of \$7,440,661.07.

In pursuance of the responsibility reposed in me by the Legislature under the provisions of Code Section 334, I herewith transmit to the Senate and the House of the General Assembly the detailed report of the Budget Director concerning the cost of the State government including expenditures for the support of the various State institutions during the past two years, together with his recommendations for their continuance for the ensuing biennium. The same has received my careful attention and my approval as provided by statute.

The report and recommendations of the Budget Director are now available for your examination, and they command your careful study.

### EFFICIENCY IN GOVERNMENT

Extravagance in expenditures of money received by the state has not been permitted.

The State government in all of its departments should be con-



ducted in the same economical and efficient manner as obtains in the best conducted private enterprise.

I summon to this task every person in the public service and all other good citizens of the State.

In advocating economy I do not do so to the extent of hindering advancement and progress. In the business of government we must have economy but not at the expense of efficiency. We must continue to advance. We must have revenue to carry on the building programs of our public institutions. We are a growing state and if the people demand, and get, from their government more and more service, they must expect a greater cost for governmental functions and consequently higher taxes.

Iowa has advanced along the line of human endeavor. We face the future with confidence in our ability to keep abreast in the march of present day progress and civilization. To do so we must have a sound economical policy which will continue to bring new capital into the state and make Iowa a greater industrial center that will invite sound investment and will produce legitimate business that gives employment at good wages to honest labor.

#### ELIMINATING DUPLICATION

As an aid to reducing taxes, duplication in governmental offices should be abolished. The grouping of agencies devoted to similar major purposes would greatly reduce expenses.

Governmental affairs in like classes of business should be re-grouped and centralized. This consolidation would mean a greater saving of public funds.

For example, the creation of the State Board of Assessment and Review necessitated employees for the listing of property and its assessment, who could also serve advantageously in the collection of the inheritance tax, and the duty of the collection of the inheritance tax should be transferred from the Treasurer's Department to the Board of Assessment and Review. This will result in a saving to the state as the same men charged with investigation and listing of property under the Board of Assessment and Review could likewise advantageously list the property which is necessary and essential in the collection of the inheritance tax.

Recommendation for this transfer is concurred in by R. E.

Johnson, Treasurer of State, who regards the transfer in the interest of economy and service.

Another example: The power to purchase equipment and supplies of every sort paid for out of the State Treasury could be conferred on one agency. A board or commission for such a purpose could be created by the Legislature out of the offices already authorized without adding to the expense of government. Such a board could also salvage thousands of dollars worth of discarded or obsolete equipment, machinery and supplies. Purchases are now made independently by the various departments without consultation. Standard specifications and centralized purchasing would be at least a step toward the goal of lessening the expense of government.

In my Inaugural Address of 1927 I called attention to the fact that further consolidation in our various departments of government could be carried forward in the interest of efficiency and economy in the conduct of the State's business, and in that address, I stated:

"After a survey of the Division of Accounting under the direction of the Auditor of State as provided in Section 113, Code of 1924, pertaining to the examination of accounts of all counties of the State and of cities and towns within the State having a population of 300 or more, it is my belief that the examinations authorized by said section can be more efficiently and economically conducted if the accounting department, as designated in line 13, page 202, Acts of the 41st General Assembly, and the municipal department, as designated in line 14, page 202, be combined and the work done by one Chief Clerk of Accounting; the duties of the departments are similar and when combined are not of such volume as to require the services of two chief accountants."

I recommend their consolidation.

The office of Fire Marshal is charged with the investigation and enforcement of the law against incendiarism, and this work properly belongs under the direction of the Bureau of Investigation. It is not necessary to have a separate and distinct department. Investigators under the direction of the Chief of the Bureau of Investigation would be adequate and eliminate an unnecessary department. There is no reason why this department should not be consolidated under the Department charged with the enforcement of law.



I recommend that this office be abolished and the duties transferred to the Bureau of Investigation.

I further called attention in my Biennial Message of 1929 to the fact that the office of School Treasurer in the various school districts should be abolished, and the County Treasurer should be authorized to pay all warrants out of the School Funds. If this provision is not adopted, the law as to the Audit of School Treasurers should be extended so as to include rural districts. The abolishment, however, of the office of School Treasurer would be a saving to the taxpayers and would eliminate an unnecessary office.

My investigation of the hospital situation at Iowa City convinces me that it would be in the interest of economy and efficiency to combine the psychopathic hospital with the general hospital, as it is difficult to administer what are essentially two independent hospitals. To accomplish this purpose, there should be a greater degree of integration between the two. To this end I would suggest minor alterations in the wording of the present law as follows:

(1) Section 3955 should be amended to read "It shall be known as the state psychopathic hospital, and shall be located at Iowa City, and **integrated** with the college of medicine and **hospital** of the state university."

(2) Section 3956 should be omitted, since the following section (3957) duplicates it.

(3) Sections 3972 and 3973 should be deleted altogether, for if the two hospitals are integrated there will be no difficulty in arranging transfers to and from all services.

(4) Section 3982 should be omitted, save for the final clause ("all moneys collected from said patients shall be used for the support of the said hospital") and this clause should form the final sentence of Section 3963. As it is now, the hospital feeds and houses private patients, supplying them also expert medical and nursing care, and must then deduct the cost of doing so from what is already a distressingly small sum allotted to the treatment of indigent mental cases.

#### TAXATION

During the entire period of my administration I have constantly urged the necessity of an improvement in our taxation system to bring about a more equitable assessment, and to relieve from real

property some of the excessive share of the public burden it is bearing.

Despite the general trend everywhere toward increasing taxation, the state millage levy, which was fixed at eleven and one-half mills when I assumed office, is eleven mills as I leave it. In addition to a reduction in the millage levy, the assessed valuation of property has been reduced.

The progress made during my administration has resulted, among other things, in the creation of a State Board of Assessment and Review, which has already added millions to the assessment roll and is now at work on the equalization of the tax burden on property subject to taxation. It can be said that sufficient progress has been made by this Board, by its efforts since its creation, to justify the belief that without any material changes in existing tax laws justice will be worked out by the Board, which will result in a substantial reduction in our present tax levy.

The Board is functioning in a satisfactory manner, and has drafted a program for taxation reform in Iowa which will be presented for the consideration of this General Assembly.

The State has already adopted the policy of constructing its primary roads entirely without direct property tax. A competent committee of your own members reporting unanimously in conjunction with the State Board, now lays before you recommendations dealing both with the elimination of existing assessment irregularities and with the possibility of reducing or eliminating entirely the present direct tax for state purposes. These recommendations, based as they are upon two years of research, are worthy of your most sincere consideration.

The student of governmental costs sees possibilities of reducing existing expenditures for government projects in many ways but he also sees that the sum total of these reductions will not to any appreciable extent stem the rising tide of expenditures and he finds no evidence to indicate any considerable permanent abandonment of the modern functions performed by government.

To give practical relief, taxation reform of necessity must, to meet the major problem, be directed toward discovery of sources of revenue, creating sources which are now avoiding their proper share of the tax burden, or the adoption of methods



which will permit the fairest spread under all circumstances of the cost of government among the people and on property selected to carry it.

The use of the general property tax, applying alike to all real and personal property, has in practice resulted in only real estate being reached for the major part of the tax burden.

This tax, as more and more money has been expended, grows more burdensome in cases where all the property owned is real estate, and so far as the individual is concerned, is less burdensome where large amounts of personal property are owned but not fully taxed.

The time has come when real estate of certain classes is subjected to an almost confiscatory burden of taxation. The relief of this class of property is the immediate concern that prompts the attempt to reform the tax system.

The immediate problem is to relieve real estate and in individual communities the equal need of relieving the tax strain on the mechanical part of the industry, which represents about all the tangible personal property tax, other than motor vehicles and live stock, that the local assessors seem inclined to impose, prompts most investigating commissions to direct attention to the many forms of intangible wealth.

The taxing of intangible wealth through an income tax is generally looked upon as the only means of effectively reaching intangible personal property. Yet, it should be borne in mind that the Federal Government raises the greater portion of its four billion annual expenditures from an income tax, and while it is desirable that relief should be given to the small property owner, we should remember that the Federal income tax payer is now paying the small property owners' share of Federal taxation. A state income tax could easily be made so burdensome as to drive wealth from the State of Iowa.

Every one realizes the importance of increasing industry in Iowa. Every addition of an industrial plant furnishes additional property, subject to taxation and an added market for Iowa farm products.

Every such addition automatically reduces taxation on other property. Great care should be taken that no legislation is passed which will drive out existing industry or raise a barrier against new.

If we are also to retain our existing tax upon moneys, credits and other intangibles the law should be made as workable as possible and rigidly enforced.

The tax problem cannot be settled by merely considering local conditions. Business being on a national scale and the thought of the people being nation-wide, the tax problems are influenced by the same nation-wide tendency. Iowa should not, and cannot, adopt taxation laws placing its residents on an unfair basis with those of other states.

No tax reform will be of value unless there is builded in connection therewith a good administrative practice.

So long as human nature manifests a desire to shift burdens of taxation and is not anxious to assume any new ones, there will be demands for tax changes and excursions will be quite common into fields of tax reform.

There is only one certain way to bring about tax reduction and that way is to reduce expenditures. There is only one way to reduce expenditures and that is to hold the budget of the local government within safe limits.

Our efforts should be bent toward increased efficiency rather than increased expenditure of public money. Instead of studying new methods of spending more money let us study new methods of spending less.

Indirect pressure from the Board of Assessment and Review might be helpful but it will not be decisive.

The fact is non-controversial that high taxes are the result not altogether of the legitimate cost of government but to some extent to political waste and inefficiency.

In the state about ninety-one cents out of every dollar of taxes collected is controlled by county boards, school boards, village boards and town boards, whereas only nine cents out of every dollar of taxes collected is under the control of the legislature. You are closely associated with all of these people. If taxes are running rampant, talk to them and curtail your expenses.

Public spirited citizens protest against the waste of millions of dollars in the mismanagement of the school system. Similar waste is found in other important branches of the local government. The crippling taxes on real estate would be substantially reduced by simplified, economical and efficient administration of public affairs. Yet persons complaining of excessive taxes as a



rule do little if anything to bring about good local government. They are prone to leave the choice of public officials to the very spoils machines that plunder them.

A fit school board, a fit mayor supported by a fit council majority would order a thorough-going survey of all school and municipal services and would re-organize them on a basis of lessened cost and increased benefits. The resultant savings would be translated into tax reduction or needed improvements.

A friend of the taxpayer is the conservative official who provides a dollar's worth of public service for every dollar spent under his direction. Property owners who have learned to "keep their eye on the ball" know this.

Once the money has been appropriated, all that the assessors and reviewers together can do is to apportion the budget among the property owners. They cannot keep taxes down. That can be done only by the tax appropriating and tax spending officials.

All who have looked carefully and impartially into the tax situation are now agreed that unless appropriations for next year are held to the figures which the Budget Director has made, they will find themselves in a position wherein the tax levy will have to be increased.

The budget makers for local government must also realize their obligation in this matter. The great bulk of our taxes are levied by local authorities. Many of such governmental units are bonded almost to the constitutional limit. The members of the Legislature, the Budget Director for the State, and the various departments of government must realize the responsibility which rests upon them.

I hope that the members of the legislature and the officials of the various departments of government will rise to their opportunity.

#### EQUALIZATION OF PUBLIC SCHOOL FACILITIES

Education must enable the individual to meet the real problems of actual experience as he finds them in daily life. It must definitely adjust him to his place as a citizen of the State and Nation and cause him to grow in it, accomplishing the most for himself and for society.

The betterment of the rural school is a vital problem. The rural school, too frequently, has not had adequate financial support. There is good reason for this in sections of the country where farm property has had a low valuation, where the land was sparsely settled, or covered by heavy mortgages. As these conditions have gradually disappeared, the school has shared to some degree in this prosperity; but not fully. An equalization fund for the support of the schools should be provided by state aid where other funds are not adequate. Again, the concentration of the wealth of our Nation has presented some very perplexing problems to school administrators in the matter of financing public education. A tax levied on the property of the community was equitable when the wealth of our country was vested principally in real estate. But since this wealth has been shifted to other types of investment it has become necessary to make changes in the method of financing public education.

States having equalization funds are making an effort toward equalizing educational opportunities, and these funds as a whole are distributed to the different school units on the basis of their effort and need.

It may be added that State aid to schools has proven a wonderful incentive in local communities to become more liberal in their support of schools. I would suggest that the State school fund might be increased from a tax on cosmetics, tobacco, soft drinks, gum, and other articles considered as non-essentials. All are paying large dividends and a portion thereof could well be turned into the state school fund. We are of the opinion that an increase of taxes on farm lands should be avoided.

Expensive buildings are not essential in order to conduct all the various activities of the school. Many of the present rural school houses do need remodeling in order to make the rooms attractive, properly lighted and better heating and ventilation installed. We cannot help but feel that the erection of expensive one teacher buildings in rural communities is a mistake. Our system of rural schools is undergoing a change. Perhaps the most progressive states in providing better school facilities in rural communities are Indiana and Ohio. The one-room school is fast disappearing in these states. Eventually, the movement is sure to spread to other states. The objection, which may have been well



founded, that the transportation of pupils is difficult on account of bad road conditions is quite rapidly being overcome, especially in Iowa. This has been the chief objection advanced by many patrons against the establishment of central schools. Again does it not seem that the erection of expensive one teacher school houses on paved and graveled roads will become a troublesome problem and necessarily a waste of funds? Sentiment, prejudice, and penury must not be allowed to deprive the country boys and girls and those living in small towns of their right to secure the best possible education, including the high school, where the children may be at home while attending the public schools. Whatever the causes or opposition to consolidation may be, this opposition must cease before the rural school can fulfill its function and provide the rural child with educational opportunities approximating those given the children in well graded town schools. It is generally conceded that the consolidated school provides better educational advantages for children. It is an established fact that the enrollment as well as regularity of attendance are very much improved in these districts.

The school premises should be beautified and playground equipment provided. The school should be amply equipped with devices used in connection with modern methods of teaching. The school library should be made an important factor in every school where convenient access to public libraries is impossible.

The rural school building is the natural place for community activities for the benefit of all in the district. To successfully carry out these activities requires the finest kind of directorship to secure the interest and cooperation of all who should be concerned.

The efficiency of the rural school is seriously handicapped because of frequent change of teachers, and because of lack of experience of the rural teacher.

The rural schools should require especially trained teachers to the same extent that especially trained teachers are being required for the elementary grades and high schools in approved town, city and consolidated districts. The field is a broad one, covering the work of the first eight grades. Specialization to the extent that the grade teacher is a specialist may be impossible. However, the rural teacher must be prepared to select the better and approved methods of instruction for each of the eight grades in her school,

not simply for one or two grades as organization may be carried out in the grade schools. Problems of classification and organization place additional responsibilities on the rural teacher. Necessarily there always has been and always will be too many classes in order to cover eight grades of work for one person to handle well. True, there may be classes with only one pupil, but such a class must necessarily be lacking in interest and enthusiasm. The provision by law for the closing of small schools having attendance of five or less pupils is well taken.

We believe the next step in advancement of teacher qualification requirements should be two years of normal training above a four-year high school course. Every other profession, including medicine, law, and the ministry require at least this amount of special preparation. The work of the teacher is fully as important as any of the professions. Should not the preparation of the teacher be made commensurate to the importance of the calling?

HIGHER EDUCATION IN IOWA

In common with all the states in the Union, Iowa has always considered the education of her people as of paramount importance. If the sacrifices made for education in Iowa when the state was well nigh destitute of taxable wealth could be celebrated in song, it would constitute one of the noblest epics ever written. We have kept the faith of our fathers and we have kept pace most wisely—not extravagantly—with the best educational thought of the nation and the world, alike as to secondary and higher education.

In this connection it might not be amiss to say a word about the plan which Iowa originated twenty-two years ago for the government of its higher institutions of learning. It is a system of unified control which at the beginning was looked upon askance in many quarters. But it has proven itself as worthy of the confidence of the people and is now being adopted by not a few of our sister states.

Not long ago, a man whose name would find a place among the very foremost authorities on educational matters, regardless of by whom the list was compiled, stated that the Iowa system of unified control of state-supported institutions of higher learning had come to be looked upon as ideal—due to two things: the structure of



the State Board of Education and the fact that each succeeding chief executive of the State from the beginning had "in the matter of appointments taken the system wholly outside the realm of partisan politics and free from all personal considerations whatsoever."

This Board has always taken its work seriously. This year it has been mindful of our economic situation and has exercised great restraint in its askings of the Legislature—showing a willingness to await a more convenient season before even so much as making a request for certain capital improvements the need for which is apparent to everyone.

The State Board of Education has frankly talked over all its problems with the Director of the Budget and myself. The details of its askings will be set forth in the several official reports which will be submitted for the consideration of the Legislature. Iowa cannot afford to take any backward steps in education and I am confident it has no desire to do so. The progress of our State Institutions since 1909 justifies the high opinion in which our system of government of these institutions is held and argues well for the future.

#### VOCATIONAL EDUCATION

One of the essential factors in the future welfare of our country is the permanent and efficient employment of our people in gainful and worthy occupations. To provide food, shelter, clothing, and the other requirements of life is a problem that has been common to mankind during all ages from primitive time to the present day. In order that each individual may have the necessities and the finer things of life he must be capable of following successfully some worthy remunerative occupation.

That there is a growing need and demand for vocational training in Iowa is evidenced by the progress which has been made in the program during the past two years.

During the fiscal year closed June 30, 1930, there were 12,772 persons enrolled in Iowa vocational schools and classes organized under the provisions of the Smith-Hughes and George-Reed Acts. This number represents the largest enrollment in the history of vocational education in the state.

The enrollment for the year ended June 30, 1930, was approximately thirty per cent greater than the total enrollment for the previous fiscal year of 1928-29. The total enrollment for the past year was also double that for the year ended June 30, 1925.

Perhaps one of the most important features of the entire vocational program of the past year is that more than forty-seven per cent of the total attendance consisted of men and women enrolled in evening industrial, agricultural and homemaking classes. Of the total enrollment of 12,772 persons, 6,044 attended adult evening classes as compared with 1,535 part time school students and 5,193 regular high school vocational pupils.

Although vocational education in Iowa has made marked progress during the past biennium, there is a great need for further expansion of the program. There are approximately 869 fully approved high schools in the state. During the past year vocational work, organized under the provisions of the national and state vocational education acts, was offered only in the following number of centers:

	Number of districts offering work in 1929-30	Approximate per cent of fully approved high schools
Agriculture .....	109	12.5
Homemaking .....	49	5.6
Trades and Industries.....	27	3.2

Many additional school districts need and desire to establish vocational departments but cannot do so because of lack of available funds.

During the fiscal year ended June 30, 1930, a total of \$173,997.57 of federal funds were expended for vocational education in Iowa. This amount includes an expenditure of 98 per cent of all available federal funds appropriated under the provisions of the national vocational education acts. During the last fiscal year Iowa ranked in 17th place among the various states in respect to the amount of federal aid received for vocational education. However, Iowa is one of the lowest ranking states in the union in regard to the amount of state support for vocational training. During the past fiscal year every bordering state appropriated from four to twenty-seven times as much state aid for vocational education as Iowa.

If the State of Iowa expects to meet the need and demand for vocational education it is imperative that state funds be ap-



propriated for this important phase of our public school program.

Due to the development of science, invention, and the effect of the machine upon agriculture, commerce, industry and the home, our civilization is passing through a series of changes, the complexity of which is unparalleled in the history of the world. Occupations are constantly changing in their demands and opportunities. Likewise, new occupations are arising making new demands.

At the present time there are approximately 4,000,000 men in the United States who are unemployed. Without an opportunity to adjust themselves to these new conditions, to new demands of industry, calling for new skilled hands and new technical information, many individuals will fall by the wayside and become idle parasites living off the work of others, or dependents, criminals, and unnecessary victims of the "iron man." Therefore, the state and national governments should work out a co-operative program which will help solve the pressing and momentous training problems incident to:

a. The continuous vocational re-training of wage earners, temporarily unemployed, unsteadily employed, or likely to be, because of increasing mechanization, progress in business and industrial efficiency and changing economic demands, into operators of the newer machines and processes or into new and expanding occupations, similar to the occupations in which they are experienced.

b. The continuous vocational improvement of wage earners, temporarily unemployed, unsteadily employed, or likely to be, because of their lack of the hand and technical efficiency increasingly demanded of the occupations in which they are attempting to earn a livelihood.

c. The vocational training of older tradesmen into the lighter and more skilled branches of their respective crafts in which their past experiences will be continuing assets and declining strength will be no bar.

d. The training of the nation's increasing number of apprentices in the skilled trades, and learners in other occupations, to a high degree of all-round hand and technical efficiency in their chosen occupations as insurance against future unemployment and loss of wages, and as assurance of an adequate supply of thoroughly skilled workers for the nation.

In the early times young workers acquired the skill and knowledge of a given vocation by watching, imitating and copying fathers, mothers and other elders. That is, they were trained by

methods of "followership." For complicated and restricted vocations "followership" methods were in time superseded by "regularized apprenticeship" methods. At present the followership methods of vocational training are precarious, poorly led and in such cases as farming and homemaking, utterly inadequate to keep pace with the scientific developments in these fields. Likewise, the old type of apprenticeship training has become entirely or partly inadequate to meet the demands of today in certain industries. Consequently the demand has become insistent for vocational education programs to perform the service which is no longer secured under these old methods.

The United States Bureau of Education is responsible for the statement that of all the boys and girls who enter the fifth grade in the public schools, only 14 per cent finish high school and get their diplomas. Only 7 per cent enter college, and only 2 per cent graduate. The 98 per cent who quit or dropped out are scattered all along the journey of life from the fifth grade to the graduating exercises in college, but take no part in those exercises.

What becomes of the 98 per cent? Some of them no doubt enter some gainful occupation, but the great majority have been turned loose on the world inadequately prepared to meet life's problems. It is essential that our public school program be so organized that it will meet the needs of this group. Such a program must include adequate provisions for vocational training.

Hence vocational education has become legitimately a matter of public concern and is an activity which is just as important a public enterprise as are the building of roads, the erection of public buildings, or the building of battleships.

The rehabilitation division of the state board for vocational education is commended to the citizens of Iowa as a humanitarian and economic measure worthy of their investigation and support. Persons with physical defects or infirmities are disadvantaged in their efforts to earn a livelihood. Unless unusually endowed with fortitude and persistence, there is danger that they will become disheartened and give up the unequal struggle to maintain their self-respect. Not the least of the evils to follow is the economic loss to society, but to this must be added the unhappiness and desperation born of their despondency.

The efficiency demanded by present day employment condi-



tions demands an equal efficiency on the part of the handicapped. These people do not fall into a class but represent a collection of individuals. Many of these can become unusually efficient in suitable employment. The rehabilitation service undertakes to help them as individuals to organize and direct their efforts toward suitable employment and assist them in their preparation for the job objective. Many times, after this sympathetic but scientific preparation, these persons, despite their physical handicaps, are in better position to meet modern competition than their more fortunate fellows.

The greatest obstacle in the employment of disabled persons is the prejudice of prospective employers. This often comes from judging one from another of similar appearance or considering them as a class. If the people generally could appreciate the social and economic advantages of their employment, their difficulties would be lessened. Their greatest desire is to prove that they can be successful if given an opportunity within their limitations.

No bureau or department of the state can accomplish the rehabilitation of our disabled citizens without the sympathy and support of the public. The public should be interested if for no other reason than that of self interest. The enormous saving between the cost of maintaining a person in idleness and his earnings in employment is at once apparent. His contribution to the community as a self supporting citizen for a single year often amounts to more than the entire cost of his rehabilitation. When this is multiplied by his probable usefulness of 20 to 30 years, it is evident that the economic value of a state rehabilitation service is worthy of consideration. To these considerations should be added the vast improvement in happiness, in living standards, and in useful citizenship.

#### COUNTY LIBRARIES

The Iowa Library Commission has recognized the importance of progress in connection with the activities of their Department.

Paved roads and easier means of communication, developed as they are in our state, the efficient library in the future will consist of a county library with one large collection of books centrally located, and branches scattered throughout the county.

This system will mean every resident in the county can have available for use any book in the county.

It will also be a time-saver to the busy reader for the reason that a trained librarian will be stationed at the county library who will be in a position to readily find the material desired and thus place it in the hands of those desiring knowledge on a particular subject.

The idea of a county library is worthy of your earnest and serious consideration.

#### STATE DEPARTMENT OF HEALTH

President Hoover, in his address to the members called in conference on Child Health last month, said: The questions of child health and protection are a complicated problem requiring much learning and much action, and we need have great concern over this matter. Let no one believe that these are questions which should not stir a nation; that they are below the dignity of Statesmen or Governments.

"If we could have but one generation of properly born, trained, educated and healthy children, a thousand other problems of government would vanish. We would assure ourselves of healthier minds in more vigorous bodies to direct the energies of our nation to yet greater heights of achievement.

"Moreover, one good community nurse will save a dozen future policemen."

Since Iowa may be considered a rural State, our President's remarks pertaining to rural child life is pertinent. To quote:

"We have grave responsibilities to the rural child. Adequate, expert service should be as available to him (as to the city child) from maternity to maturity. Since science discovered the cause of communicable disease, protection from these diseases for the child of the farm is as much of an obligation to them as to the child of the city. We must find ways and means of extending these influences to the children of rural districts.

Iowa has the permissible County Health Unit law, and also an optional county public health nursing law. This carries forward the principle our President called to the attention of his conference members. Five Iowa counties have adopted the



county health unit plan and several others are now contemplating its adoption. Two counties not in the county health unit have full time public health nursing service. The township or town as a unit for public health work has long since been relegated to oblivion by our progressing methods of transportation.

The State Department of Health, during my administration, has developed into a well functioning department of state which will prove of much benefit to our people. Only a short time ago the State Department of Health consisted of a licensing and a recording division, consisting of a personnel of five or six full-time and a few part-time employees. Now the Department consists of the following Divisions: Administration, Licensure, Sanitary Engineering, Public Health Education, Public Health Nursing, Nursing Education, Vital Statistics, Preventable Diseases, Rural Sanitation, Laboratory, Barbering, Cosmetology and Law Enforcement, employing forty-three trained, full-time employees.

Finding some duplication of activities the Department of Health joined with the Dean of the Medical College and the late Commissioner of Health, Dr. Albert, in soliciting the Surgeon General of the United States Public Service, to detail a competent employee to make a complete survey of all health activities now being carried on in the State by official, semi-official and lay organizations. Dr. A. J. McLaughlin, who has had world-wide experience in public health work, was detailed for the work and after several weeks reported his findings, with recommendations.

Much information and many facts pertaining to plans and procedure toward the further development of state-wide public health activities may be found in his report.

No governmental funds will yield the percentage of return upon the investment as the money expended in public health.

Iowa, economically, spends hundreds of thousands of dollars annually for protection of live stock and rightfully so, but money for the improvement of human kind should be met with favor since science has given us facts sufficient to guide and direct our expenditure with profit.

Recent General Assemblies have seen fit to add to the usefulness of the State Department of Health.

The last session of the Legislature gave the Department a specialist in the science of control of preventable diseases.

Since the Department is charged with law enforcement as it pertains to the several professions, money was appropriated for a Division of Law Enforcement.

Most professions through their licensure pay all the expenses incidental to their being legalized by the State, but the laws governing the professions are made with the thought in mind of protecting the public and public welfare, so therefore illegal practice, or the law enforcement, is a matter in which the State as a whole should become interested.

The last session of the Legislature made it legal for the Department to accept outside financial aid.

The Rockefeller Foundation and the Rural Sanitation Division of the United States Public Health Service has made it possible to assist financially in the organization of County Health Units.

This financial aid is given for a period of years, to be withdrawn as soon as the organization is adjusted and the local authorities can take over the expenditure.

The United States Public Health Service has given personnel as well, in detailing one whose salary is paid by the Service, to assist in advising those interested in the organization and benefits of a county as the unit for all health activities. County surveys indicate that the monies now expended in strictly public health work in most counties is almost, if not fully, enough to finance a county-wide organization which is much more effective in service.

The policy of the Department of Health should be to avoid a great central, paternalistic Department, but to advise and assist local officials in giving their constituents service.

The control of communicable disease is best when scientifically and promptly handled by local officials.

All public health activities are handled more successfully if the administration is local and governed by sound public opinion.

Iowa, in the interest of humanity, could afford to adopt, in addition to the work already being carried forward by the Health Department, a division of maternity and child hygiene together with a Director of Public Health Nursing.

These measures tend to relieve suffering, prevent death, and



insure a future generation healthier and better than the one preceding it.

I have not yet found any woman against these measures. Its chief opposition lies among professional men who feel their field is being invaded. The doctors have a great fear of what they call state medicine; that is, of government operated hospitals and clinics, but they need have no such fear in this case.

The maternity and child hygiene act should be passed and the division made a bureau in the Health Department. The actual administration would be wholly in the hands of the medical officer of the State. Our people are indebted to many non-official agencies which have been contributing factors in this great work.

Every child in the United States has the right to be well born; and every mother in the United States has the right to be safeguarded in bearing her child.

These activities as a part of the State's program, would not only be beneficial to the people of Iowa but to the nation generally, and would sustain the President in his well thought out program for rehabilitating the child, thus affording him a real opportunity in the race of life.

#### CONSERVATION

Iowa has made progress in conservation. Before we can effectively complete a conservation policy in keeping with our State we must have a definite program. This program must be based upon definite knowledge. To obtain this knowledge there should be a scientific survey of our parks, our rivers, our lakes, and our forests, to ascertain the effect the cutting of our forests, the draining of our lands, and the building of our highways, is having upon the water level.

The water level of Iowa soil needs watching. The practice of past decades in draining all of Iowa's lakes and sloughs which could possibly be drained has been unwise. Every lake, no matter how small or how shallow, plays an important part in the plant and animal life of this State, and should be preserved. Marginal lands should be planted to forests and trees should be placed along our highways; thus adding beauty and comfort.

The State's natural resources should be conserved, and such re-

sources dedicated to the benefit of all the people of the State.

Reforestation is a necessity.

#### INSTITUTIONS UNDER THE BOARD OF CONTROL

The duties of the Board of Control have been increased materially during the biennium on account of the ever increasing population.

The total number of wards in State Institutions, June 30, 1928, was 12,325, and the average for two years ending June 30, 1928, was 12,039. The total number in residence December 1, 1930, was 13,375, an average of 12,592 for the period from June 30, 1928 to December 1, 1930. This increase of 721 inmates at an average cost of \$25.00 per month per patient amounts to \$18,025 per month or \$432,600 for the biennium.

For the year ending June 30, 1929, the gross expenditures for salaries, support and maintenance was:

	Expenditures .....	\$4,180,784.67
	Less collections and refunds....	274,801.90
	Net cost support, 1929.....	\$3,905,982.77
Year 1930	Gross expenditures .....	\$4,235,515.82
	Collections and refunds.....	266,456.99
	Net cost support, 1930.....	\$3,969,058.93
	Total net support for biennium.....	\$7,875,041.70
	Special appropriations expenditures for betterment and improvements,	
	1929 .....	\$ 159,039.70
	1930 .....	437,592.58
	Total .....	\$ 596,632.28
	Total expenditures, support and specials.....	\$8,471,673.98

This does not include expenditures from the Industry Funds which includes cell house at State Reformatory, \$150,000; dairy barn and creamery at Clive State Farm, and cell house and water tank at State Penitentiary at Fort Madison. The improvements for which capital appropriation was made have all been completed or are in course of completion.

The industries maintained at the Penal Institutions are all in a prosperous condition and constant efforts are being made by the Board to increase the State use industries. During the two year period an average number of 1,313 inmates were employed in the nineteen industries at the Men's Reformatory and the State Peni-



tentiary at Fort Madison. The total sales from these industries was \$2,119,111.85. The prisoners were paid in wages \$282,975.32. The net profit of the above industries to the institutions for the period was \$407,824.22.

Splendid herds of pure bred dairy cows are maintained at each institution supplying sufficient whole milk for the inmates at a very moderate cost of production. The dairy herds under this department are second to none in the United States and consist of many 1,000-lb. cows that are known to breeders throughout the nation.

In addition to the dairying industry, large acreages of splendid farm land are being operated, producing food for the herds as well as meat and garden products for the support of inmates.

The net profits to the State from the 12,348 acres of land owned by the State and 3,335 acres rented by the various institutions, including the profits from the dairy herds, was \$509,035.28.

#### TREATMENT OF CRIMINALS

Failure to provide suitable productive occupations for prisoners is today breaking down the morale of hundreds of men and women. From the practical business viewpoint, idleness means that these people are a net loss to the state, whereas the majority of them could be converted into productive workers.

The enforcement of the Hawes-Cooper Act in 1934 will in effect destroy the contract system under which prison labor was "let out" to private contractors. The Hawes-Cooper Act will close markets previously used under the private contract system. It is necessary, however, to transpose the work of men and women who were laboring under this contract system to other lines of work. The prison authorities must act quickly for the alternatives are riot or re-organization.

The results of idleness do not all appear while the prisoner is under detention. It is a corrosive that destroys the will to work. It affords the opportunity for morbid introspection. It opens the doors to pernicious communion with other convicts. All these factors result in the breakdown of men and women whose criminal propensities might be wiped out and creative ones substituted if the prisons were supplied with adequate industrial equipment.

Overcrowding, lack of classification, old prison buildings and idleness, it must be remembered, constitute the four great prison problems. Out of them can grow bloodshed, degradation and an appalling waste of human life and tax monies, or they can be handled in a clear, constructive manner so that the opposite results will be realized.

Receiving Bureaus in which prisoners are studied and analyzed should be established.

The mentality, physical condition, moral attitude and causes and nature of crimes committed by those sent to our penal institutions should be carefully analyzed and subsequently a proper classification into groups for service, treatment and character of confinement should be carried out.

The mental attitude of the prisoner is the most important single factor in his prison life and should not be overlooked. When prison officials can appreciate this fact and adjust the prisoner's life accordingly, disciplinary problems will be reduced in a marked degree and the morale of the entire institution maintained at a higher level.

This is not a plea on behalf of criminals. It is rather an indictment of conditions which continue to breed both inside and outside the prison. And it shall not improve until some saner and more intelligent method is pursued in the understanding and handling of some of these problems from the psychiatric standpoint.

Until then we can expect to see the same grotesque spectacle of men constantly being sentenced to serve terms in prison for the same offense and constantly growing more hardened, more bitter and more relentless in their hatred of society. We shall continue to see the germ of insanity grow and flourish, and we shall see the anti-social traits etched deeper and deeper into their character, without a single step to remedy it so long as we adhere blindly and stubbornly to old ideas.

There should be a close relationship between the courts and the Receiving Bureau. The Receiving Bureau, if functioning properly would lessen the number of prisoners who would finally be committed to prison.

Whatever the system adopted, prison management gets down to a question of character of the system. There is no fixed formula



for dealing with prisoners. Those who work as wardens and deputies in our prisons have as difficult a task as there is in this world.

Fortunately, more and more men and women are going into institutional work, inspired with the belief that their vocation is a noble one of the same class as that of the great teaching force of the country. More and more people are realizing that our prisons are a part, and an essential part, of the administration of justice in the land. We are also beginning to realize that the highest jurisdiction is found in a deep and intelligent sympathy with erring and straying men.

Crime means suffering and oftentimes an injustice is visited upon the innocent when the bread winner is taken away from the children and their support is thrown upon the mother and her wash tub, or some poor, faithful and loyal man, father of the convict.

Such convicts should be employed at wages which might and should be diverted to keep the family hearth warm. It appears to me that a vast reformatory influence would be exerted if the convict, by his labor, could support, partially at least, his family and return to a home that had been maintained by his efforts when he had served his sentence.

Oftentimes it is neither justice, economics or advantage to the state when this bread winner is taken from his family or his dependents, possibly an aged mother, and no return made to those dependents to keep them from the poor house, public charity, the wash tub, or, in some cases, from prostitution.

It is imperative from the standpoint of statesmanship in a Christian Nation and a Christian State that we who are thus perpetrating a serious injustice to the innocent through the power of the State should seek and find a remedy. There is no question of greater importance today than the study of the cause and treatment of crime.

The social status of the next generation of adults is the direct outgrowth of the training and environment of the present time.

We must become awakened to the fact that the extent of crime has become alarming. Let us remember that punishment has a two fold purpose: first, the punishment of the offender; second,

the rehabilitating and re-establishing of the convict as a useful and self-sustaining citizen.

#### PARDONS, COMMUTATIONS, SUSPENSIONS AND REMISSIONS

I have endeavored to deal justly with the prisoner and the public in the matter of pardons, commutations, suspensions and remissions; each case presented has received my personal attention and reviewed with care and caution. A detailed report setting out each case fully is presented to the General Assembly in a separate report, as provided by law.

The Board of Parole has given me excellent cooperation in the investigation of all cases which have been submitted to the Board by me.

#### CRIME: CAUSES AND PREVENTION

I would suggest that a thorough study of the causes of crime and a follow-up with a systematic plan of public education is the most practical method of solving the crime problem. A study of causes and prevention of crime is the best method of combating crime.

1. The greed for gain by individuals, by business organizations and corporations develops an attitude of mind that is responsible for much of the crime tendency of the time. The inordinate desire to get business at the expense of human energy reflects the spirit of the day. In its worst form this greed for money is shown in bank robberies, kidnapping for ransom, bootlegging, misrepresentation in quality of merchandise and the demands and deception of the laborer and labor organizations.

2. People have gone amusement mad. Waste and extravagance to satisfy a desire for pleasure at the expense of securing and maintaining reasonable needs of the home is in large measure responsible. Frequent attendance at movies, in some instances, two, three or more times a week; even to the extent of daily waste of time and expenditure of money, over use of the automobile at the expense of paying for homes, for clothing and for food are cases too prevalent.

3. A third factor is the neglected child. Every child's birth-right is right example and training in the home. Club and



society life occupy too much of parents' time. The home must ever remain as having the major attention of parents. Civilization will fail and decay without this. An examination of the lives of those who commit crime shows a lack of proper home conditions and surroundings. The divorce evil separates families and the child grows up without proper parental affection and guidance. Social ideals gradually become lax as the child develops into manhood and womanhood. Respect for order, respect for law and the rights of others suffer.

4. Improper parentage is a factor in criminality. Physical and mental deficiencies of parents is a tragedy that will destroy the virility, virtue and sense of honor of the family and ultimately of a nation or race of people.

5. The decline in regular attendance at church is partially responsible. Religious instruction is the highest type of ethical training. Devotion to the Sunday newspaper, automobile trips, catching up the left-over details of office work interfere with attendance at church.

6. Abandonment of discipline in the home and the school is productive of lawlessness and disrespect for authority. Discipline to the extent of crushing individual initiative is not to be commended, but discipline that promotes orderly activity and that insists on proper conduct is essential in the making of a law abiding citizenship.

7. The responsibility for law enforcement rests upon both State and Federal authorities. It is likewise the duty of each citizen to observe the law and to assist and encourage the observance of law by others. It is as important that the elective and appointive officers charged with the enforcement of the State and Federal laws, who are selected within the State, be just as courageous, fearless and honest in the performance of their duties, as it is that the officers charged with the wider authority in enforcing the Federal law, possess those qualifications. Public officials appointed for the purpose of enforcing the law must themselves be law abiding citizens and must have respect for all laws and be personally in favor of their enforcement, if we are to have a discharge of duty that meets the standards which law abiding citizens have the right to expect. Iowa with her boast of the greatest per cent of literacy of any State and a code of laws of the highest type,

should be an example to other states in the matter of law observance and law enforcement.

8. I denounce all propaganda against the Eighteenth Amendment as vicious. Evils of every sort were never remedied by compromise. Return to State control of the liquor problem would simply be a return to a system that makes control of the liquor traffic impossible. It must be obvious to every one who stands for temperance and sobriety that no state can remain dry when surrounding states are wet. The ineffectiveness of State control was demonstrated beyond dispute prior to the enactment of the Eighteenth Amendment.

Henry Ford is right, "An industrial order that has discarded the reins, dashboards and a team-that-knows-the-way-home can't afford to line its highways with 'regulated liquor shops'—not with a forty-horsepower motor under the toe of a drinking citizen."

Let us have observance and enforcement of the law—not repeal.

#### SOCIETY'S OBLIGATION TO PROTECT ITSELF

The Forty-third General Assembly passed a law providing for the sterilization of defectives. The law remains idle on the books. It has no appropriation clause and without an appropriation the intention of the legislators in the framing of the measure cannot be carried out.

The Iowa sterilization law offers the operation to inmates of State institutions who have been singled out by the Board of Eugenics consisting of the superintendents of these institutions. Among those who will be recommended for operations will be advanced syphilitics, feeble-minded, epileptics, and chronic sexual perverts. The law exists in nineteen states at present.

This State owes it to itself to protect future generations. Without eugenic perspective, we are in danger of raising a race of idiots.

Justice Holmes of the United States Supreme Court in holding the sterilization law constitutional, said: "We have seen more than once that the public welfare may call upon those who already sap the strength of the State for these lesser sacrifices, often not felt to be such by those concerned, in order to prevent our being swamped with incompetence. It is better for all the world, if instead of waiting to execute degenerate offspring for crime or

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to let them starve for their imbecility, society can prevent those who are manifestly unfit from continuing their kind. The principle that sustains compulsory vaccination is broad enough to cover cutting the fallopian tubes. Three generation of imbeciles are enough."

An ineffective law is equal to no law.

#### NO GOVERNMENTAL COMPETITION

There is a tendency in recent years for governments to engage in certain lines of business in competition with its citizens. Such competition is unfair, tends to socialism, and makes more and higher taxes. Some of the institutions of the State are continuously reaching out and engaging in business. This aggrandizement should be avoided for it is the duty of government to see that every citizen has equal opportunity to engage in any lawful enterprise without the handicap of governmental competition. We should have the right to the rivalry of life on a footing of equality of opportunity, for of such has been the upbuilding and glorifying of America. The door of opportunity must stand ajar so that all who wish may enter, rich or poor, native or foreign born. There will be no office-holding oligarchy in Iowa.

President Hoover in a recent public address well said:

"Every expansion of government in business means that government \* \* \* is driven irresistibly without pause to greater and greater control of the Nation's press and platform. Free speech does not live many hours after free industry and free commerce die. \* \* \* Every step in bureaucratizing the business of our country poisons the very roots of liberalism—that is, political equality, free speech, free assembly, free press, and equality of opportunity."

#### STATE FISH AND GAME DEPARTMENT

During the past years the Fish and Game Department has been placed upon a sound business basis. Rapid strides have been made by the department in its activities of the past biennium. At the close of the two year period, June 30, 1930, the balance in the Fish and Game protection fund was \$132,045.23.

The demand made upon fish, game and fur bearing animals is

increasing each year. More people are seeking out of door recreation and employment. As the demand increases so must the supply increase. To this end the department has increased the number of nursery ponds where game fishes are held until they attain a size of from four to twelve inches before being distributed. During the biennium new nurseries have been established at Diamond, Welch and Clear Lake. The feasibility of this plan is readily seen as there is practically no loss when fishes of this size are distributed.

One hundred and thirty-five acres of land have been purchased adjoining Wall Lake in Sac County for fish nursery and game refuge purposes. Bass hatchery ponds have been built in the Palisades State Park near Cedar Rapids. New trout ponds are now in use in Dalton Lake which has been turned over to the State. This lake is near Preston.

Brood bass have been supplied to sportsmen organizations wherever they were found to have suitable waters for their propagation. The capacities of the various fish hatcheries have been very materially increased. More fishes have been rescued from land locked ponds and distributed than ever before. The total of all fishes distributed during the biennium was 130,177,709.

Two State game farms are now maintained at Clive and Lansing, Iowa. Distributions of ringneck pheasants for the biennium were 7,231 birds and 19,052 eggs.

Due largely to protective measures enforced by this department, the fur industry in Iowa brought trappers during the last season more than \$780,000.00 for furs of animals trapped by them.

The department has received better support from sportsmen's organizations throughout the State than ever before. Many men have given of their time and labor gratuitously to assist in emergency cases where fish were stranded.

The present system of assistant game wardens should be discontinued and a field force established of scientifically trained men in addition to the present fish culturist whose duties it shall be to make a complete scientific, biological survey of the lakes and streams of Iowa, including the effect of algae in Iowa lakes upon fish and provide for its treatment and control, in addition to the duties now carried forward by the deputy game wardens. The field force should also be granted power as police officers.



## STREAM POLLUTION

The causes of pollution are many and virtually all of them can be removed. Many Iowa towns are dumping the refuse from their sewage disposal plants into their nearest lake or stream. No purification plant has ever been made which will totally eliminate impurities in water—these plants simply reduce the impurities.

After nearly six years of experience with the Iowa law in attempting to remedy Iowa's pollution problem in the lakes and rivers of the state, the only conclusion possible is that further material progress cannot be expected until a broader and more intelligent view of the whole problem is adopted.

The development and maintenance of the sewage system is dependent upon securing adequate funds in competition with more popular undertakings, such as schools, developments of parks, highways, police and fire departments and welfare work.

As few are concerned with what becomes of sewage as long as it is removed from the individual's premises, the sewerage system is provided for only after the wants of all others are met, with the result that it is neglected and always lagging in its development many years behind the general development of the community.

Our experience in Iowa indicates that unless this question of disposal of sewage is looked upon as an essential public utility, just as is the supply of pure and wholesome water, no improvement in the present unfortunate situation can be expected.

On the other hand, if we admit that the supplying of pure water and the removal of that water after it has been converted into sewage by the householder is one continuous operation, and that each part of this operation is as important as the other, then it would be logical to admit that each step in the operation should be financed in the same manner.

A proper conception of the whole subject would be to provide that the householder should pay for sewage removal in exactly the same way as he does for the water supplied him, and on the same basis; that is, by a rate so fixed that it will bear the cost of the service so rendered.

Other causes of pollution are live stock wading in the waters stirring up mud and destroying vegetation; low waters which expose vegetation and mud bottoms; breaking the soil and clearing

woods, resulting in silt running out into the waters; oil-discharging motor boats; refuse left by tourists and picnickers; and industrial refuse which is worse in streams than in lakes.

Much investigation has been made as to the most scientific plan to stop the present pollution of streams and lakes, and to prevent the further destruction of same by natural and artificial pollution.

Our statutes charge the Department of Health with the work incidental to stream and lake pollution. We find other Departments of State vitally interested; viz., the Fish and Game Department and the Department of Conservation.

In fact, the lake and stream pollution as a direct public health problem is of minor importance, but indirectly is of public health significance, and also has a direct significance to the Fish and Game and Conservation Departments.

The work of lake and stream pollution is of such a nature that it necessitates the employment of Sanitary Engineers. With the efficient corps of engineers now employed by the Health Department, they should and can be employed to do the engineering necessary to the project, thereby avoiding the necessary expense of employing another corps of engineers.

The Fish and Game Department, the Board of Conservation and the Department of Health have agreed upon a bill to be presented to the Session, co-ordinating and correlating all activities pertaining to stream and lake pollution to be directed by the heads of the aforementioned departments.

All State Departments whose endeavors bring them into association with the same problems, might well follow the example of these three departments in dealing with the monster problems of lake and stream pollution, that whatever their problem, it may be handled efficiently and economically.

## THE CONTROL OF BLUE GREEN ALGAE

The presence of blue green algae in a body of water is evidence that the waters of the lake are polluted, for this type of algae feeds upon the impurities of the water.

There should be a scientific study to determine the source of the pollution upon which algae feeds, coupled with measures to control it until its causes are determined, and the natural condi-



tions restored as much as possible which formerly controlled this type of plant life.

Copper sulphate has been used for four seasons at Storm Lake. There can be no doubt that the physical characteristics of the lake have been improved by this treatment. Likewise it has been demonstrated that copper sulphate, properly handled, can be applied without poisoning the fish or destroying the plant life to the extent of endangering fish life.

All agree that copper sulphate at best is a palliative treatment and does not remove the cause of the trouble, and this should be kept in mind. On the other hand, since physical benefits have been derived at Storm Lake, and since the effect of the copper sulphate treatments on plant and animal life is only a negligible quantity, the use of copper sulphate could well be recommended in the control of blue green algae.

If it should be found that the removal of the blue green algae in the lakes be economically unfeasible, then palliative measures which prolong the usefulness of the lakes for recreational purposes should be carried forward.

If palliative measures, such as copper sulphate treatment, are definitely found to be injurious to fish propagation (as some contend) it may then be necessary to make a choice between fishing lakes or lakes free from objectionable concentration of algae.

Some lake should be selected for this treatment for the purpose of further study and comparison with untreated lakes and in order that this might be accomplished, I recommend that there be appropriated by the Legislature the sum of \$10,000.00 annually to carry forward this program, to be expended under the direction of the Board of Conservation.

#### AGRICULTURE

During the past six or eight years, farm relief has been a much discussed subject throughout the country and in legislative halls. This period has witnessed attempts on the part of politicians of every shade of belief to climb upon the farm relief legislative band wagon. Others have been working more or less quietly, but nevertheless effectively, for the benefit of agriculture.

I came into office about the time the Iowa farmer was feel-

ing most keenly the result of the general post-war economic depression. I realized that legislative action was necessary, but instead of rushing into vague promises and impossible farm relief programs, I surrounded myself with a group of engineers, economists and farm organizations, and with this group, after a study of the farmers' ills, actually laid the foundation for many of the legislative benefits that have come to the farmers within this period.

It was the Iowa Industrial and Agricultural Commission created by me in these early days of farm relief agitation which made an expert study of the farmers' difficulties and pointed to tariff inequality, to improper marketing conditions and to transportation handicaps which are today recognized by the National administration as the greatest obstacles to be overcome before the condition of the farmers can be rectified.

This Iowa Commission which has heretofore received very little public acclaim, produced economic data which convinced Eastern interests and business leaders of the country that more legislative assistance was necessary for the farmer. This ground work was one of the initial tasks before farm relief advocates, and only until this was accomplished was it possible to center attention upon the condition of agriculture to the extent that the farmers' cause received consideration in Congress.

Information gathered by this Industrial and Agricultural Commission constituted the evidence which finally lead to a revision of trading regulations on the Chicago grain market, to adoption of rules protecting grain shippers from improper grading practices, and to the ousting of certain commission firms which had abused their Board of Trade privileges.

In the second year of my administration, I personally went to Washington and played a part in the Federal Tariff Commission's consideration of higher tariffs on certain farm commodities. Through these efforts an increase of the tariff on butter from 8 cents to 12 cents a pound was secured, thus achieving a prohibitive duty for the protection of the Iowa dairy industry.

Through work with this Commission we were able to lay before the Tariff Commission the most valuable data that body obtained during its consideration of the corn tariff. At that time, I was requesting a corn tariff of 25c to 30c per bushel. My



position is borne out by the fact that the present tariff bill raises the duty on corn from 15c to 25c.

Back as far as 1924, I was working along another line for the relief of farmers. I realized that there were two phases of the movement to be dealt with;—one, the producing of facts for the guidance of legislative bodies, and the other the task of arousing public sentiment in behalf of the farmer. For this latter purpose, the idea was conceived, which later was known as the "Committee of Twenty-two," including the governors of eleven states, farm leaders, legislators, eminent professors and others familiar with the farm situation. This organization functioned throughout the period that farm relief legislation was before Congress, arousing the legislative support and public sentiment in behalf of various farm relief projects.

Throughout this whole agitation, I have been content to study the problem and to work quietly, but none the less effectively.

Two years ago the people of Iowa, proud of their native son, and confident of his ability to fill the high office of president, turned to Herbert Hoover with a record vote.

I am today a sincere supporter of President Hoover's farm relief program. I am cooperating in every way possible with the Federal Farm Board and other agencies devoted to farm welfare. The facts are, however, that up to date the efforts to bring about a substantial improvement of agricultural conditions by legislation, either state or nation, have been of little avail.

It is, in my opinion, necessary to face the fact that there must be a more substantial guaranty of reasonable prices to the farmer for what he produces than has yet been afforded. Certainly if we are to accept the theory that the state owes an obligation to its employees, which we admit, it also owes a like obligation to see that its farmers are assured fair compensation for their labors.

The state or nation cannot, of course, protect agriculture from over-production, but it can, by proper tariff regulations and better marketing machinery, insure to the American farmer the right to enjoy a profitable market.

Agriculture is not yet on a basis of equality with other major industries of the nation.

An economic inequality between agriculture and industry exists. Back of this inequality is the tariff. The question never

will be finally settled until adjusted on the basis of fairness and equality, upon which depends the happiness and prosperity of the people engaged in these major pursuits.

It is fundamental that something be done to revive a fair relationship between farm prices and the prices of industry and labor. This in my opinion constitutes the crux of the matter. There can be no satisfactory settlement of the question by misrepresentation and masking of the situation in tariff revision.

As long as American business men, workers, and farmers go on submitting to the inequalities of our present tariff legislation, there will be no permanent relief for the depressed cycle.

#### COAL INDUSTRY

Although Iowa ranks 16th in population and 23rd in area of land, she ranks first in the production of corn, oats, horses, hogs and poultry, also first in the total value of farm products, and first in the percentage of farm land improved.

According to the 1925 state census, the Iowa Manufacturers Association and the Department of United States Commerce find that the factories in Iowa have an annual output of over \$800,000,000.00 and have over \$450,000,000.00 invested in plants and machinery, yet there are many who fail to recognize that the coal industry is second only in importance to agriculture.

In 1917 the peak of the production of Iowa coal was 9,049,806 tons and there were employed in the production of the same 15,464 miners. In 1910 there were actually engaged in the producing of Iowa coal, 18,005 men, although the tonnage for that year fell short somewhat of the tonnage in 1917, with approximately 2,500 less men working.

There are 201 coal mines in Iowa, according to information received from the State Mining Inspectors Office, and in 1929 there was produced 4,337,013 tons of Iowa coal, valued at \$11,938,000.00. It is estimated that approximately 70% of this value went to labor alone, or approximately \$8,000,000.00.

The estimated annual fuel requirements for Iowa is approximately 16,000,000 tons, therefore it can be seen that only about 25% of this amount was Iowa coal for 1929, yet it is encouraging to note that the production in 1929 over that of 1928 was in-



creased approximately 600,000 tons and over 900 more men were engaged in producing coal in 1929 over that of 1928.

According to the Iowa Geological Survey, Iowa coal ranks high in heat units, and computed on a dry basis, the average Iowa coal ranks 12,045 B. T. U's while only a few of the far eastern coals even approach 15,000 B. T. U's, the maximum heat content of the very best coals. It has been determined therefore, that Iowa coal is the most economical and that a saving can be made of from 20% to 50% by using this home product.

Those connected with the Iowa coal industry and in particular with the Iowa Coal Institute, see no reason why the coal industry in our state should not be placed on a plane with the various bureaus in the State Department of Agriculture. The Institute therefore made application through the State Mining Inspectors Office, for the nominal sum of \$6,250.00 to be devoted for promoting and encouraging the use of Iowa coal by Iowa citizens. The State Budget Director and myself have approved this application. If this recommendation is approved by the Legislature and an appropriation so made, it will enable the Institute to carry on its educational campaign to acquaint the citizens of our state with the true merits of Iowa coal, and directly benefit the industrial situation.

A definite sum should be set aside in the appropriation to be allotted the research departments of the two state schools, namely Iowa State College and the State University of Iowa, which sum could be used entirely in the chemical engineering departments to determine the various means and methods whereby Iowa coal can be used in the manufacture of various commodities produced or manufactured in our state. The Department of Ceramic Engineering of Iowa State College, under the direction of Paul E. Cox, has suggested that a fellowship would cost about \$900.00. This Department is working along the lines of research work, studying clay products, and is trying to design kilns to burn Iowa coal. This Department has not forced itself to the attention of Iowa coal, but is willing to cooperate if sufficient means are provided for further research. Dr. O. R. Sweeney of Iowa State College is very anxious to have a definite sum set aside to his department for technical study of the Iowa coal industry and states that under the present plan their funds are so limited that very little constructive work can be done on account of the lack of

funds, or lack of a certain stipulated amount that will assure them of carrying on their work, there being so many departments that cut in on the same.

The present unemployment situation in Iowa could be largely met if Iowans would burn Iowa coal, for it would mean that if we could even get our tonnage back to 9,000,000 tons, as it was in 1917, that over \$16,000,000.00 would be added to labor alone. Money kept in Iowa enables the coal miners and others connected with the industry to buy Iowa products produced on the farm or in the factory.

The Iowa Preference Law should be strengthened to the point that a penalty would make it mandatory for all Iowa public officers to buy and use only those products that are produced or manufactured in our own state, for buildings under their supervision. In other words, the so-called Iowa Preference Law should have "teeth" inserted in this statute. In fact, if all public buildings in our state, including state institutions, county and municipal buildings and schools, were to use Iowa coal exclusively, the mines would be required to devote their entire time to producing coal for this demand. Yet over \$55,000,000.00 is sent out of the state annually for foreign fuels.

Cement, brick and other materials that go into the construction of public buildings and highways should be prepared with Iowa coal.

The present difficulties in the bituminous coal industry are general over the nation. Iowa alone is not the only state in which this industry is suffering; however we are having more than our share of competition for other states have a very favorable freight rate, particularly from Western Kentucky, Indiana, West Virginia and Illinois, that enables coal to be hauled at several times a greater distance, for even a lower freight rate than coal can be shipped to various points in Iowa from Iowa mines. For a concrete example: coal can be shipped from Illinois and Western Kentucky to Davenport for 78c per ton less than from the Appanoose county field to Davenport, although the differential is only about 1/3 in distance. Actually, consumers in Sioux City can procure coal from Colorado, Arkansas or Missouri, for a considerable amount less on freight rates, although the differential in miles is twice to three times as great as compared to the distance from Iowa mines. The Interstate



Commerce Commission should equalize the rates granted coal companies in foreign states, or the Iowa Distance Tariff should be revised.

The demand for coal has been reduced due to the development of electrical water power, of natural gas and oil, and of improvements in consumption, which have operated to slow down the annual demand for coal, leaving a most excessive production capacity.

Our competitive system should not be permitted to produce a competition which destroys stability in an industry and reduces to poverty all of those within it. The ideal is rather to maintain that degree of competition which will tend to induce progress and protect the consumer. Regulatory laws should be enacted or revised to the extent that this ideal may be reached. Proportionate taxation upon those interests that have tended to compete with the coal industry should be enacted, thereby placing the responsibility upon competitors to pay their just share of the tax burden. I refer to natural gas and oil pipe lines which are being installed by companies, and which should be properly regulated and supervised so as to co-ordinate with our existing industrial system.

There should be a revision of our tax laws as to utilities so that all of our utilities, including railroads, telegraph, telephone, express companies, transmission lines, electric, gas and water companies, be assessed by the State Board of Assessment and Review with proper provision in the law so that local communities may have the benefit of the tax on local property owned by these companies. This legislation could properly include the natural gas and oil pipe lines.

Railroads operating within our state borders should be impressed with the importance of burning and using Iowa coal on their various lines, operating and depending upon the people of our state. These companies should recognize that they cannot be prosperous unless industry and agricultural interests are likewise granted reciprocity, namely by burning Iowa coal and using Iowa products insofar as they possibly can.

Summary of suggestions presented under this caption:

1. Preference law with penalty.
2. Relief to unemployment by using Iowa coal.
3. Support of Iowa industries by all state institutions.

4. Regulatory laws to protect encroachment of electrical power and natural gas.

5. Importance of the coal industry.

6. Sound economy.

7. Provision of Interstate Commerce Commission on freight rates.

8. Appropriation for further definite research upon coal and its qualities.

9. Appropriation to enable Iowa Coal Institute to be placed on a plane with other industries.

#### BANKING

In my previous messages to the legislature I have at various times outlined certain fundamental principles necessary and essential to the strengthening and modernizing of the banking code of our State. At the last session of the legislature many of these provisions were written into our code and without question constituted the most comprehensive re-codification of the banking laws that Iowa has ever undertaken since banking was set up in this State. That re-codification of banking laws has served to point the way for other states that have taken under consideration the re-vamping of their banking statutes.

Under the provisions of this act the banking situation has shown steady improvement during the past biennium. The better banking practices which have been put into effect by the State Banking Department during the past five years have produced good results in building better and safer banks in Iowa.

The economic administration of the closed banks under the Banking Department has been an outstanding achievement in the handling of trusts of this kind in the United States. It has been commended by well known authorities in many states.

The judges in our District Courts handle these receivership cases every ninety days. A complete report of all funds received and paid out is filed and a public hearing held on each report in their respective counties. A continuous check is thus had on the accounts in every receivership. In the case of bank receiverships the Banking Superintendent, as receiver of closed banks, should be required to publish a list of all debtors and the amounts owed by each in the county newspaper within a reasonable period of



time but not to exceed three months from the date that said banking institution goes into receivership, and at the end of each three months thereafter until such receivership is finally liquidated, in order that the public may be informed as to the assets of the institution.

Many of our smaller communities, in which banks have closed, being unable to support a regular bank, are asking for some kind of banking accommodations. The feasibility should be considered of permitting state incorporated banks to open up offices (not branches, for the Iowa law already prohibits branch banking) in those communities that do not have any banking facilities. If such a policy is adopted, no office should be opened in any town having a bank, and if a bank is organized in a town where an office might have been established, the office should then be discontinued. The State Banking Department and the State Banking Board should administer and prescribe rules and regulations under which such offices might be opened and conducted,—the operations thereof to be confined to the work of accepting deposits, paying checks, and any other necessary clerical work. All loans should be made at the parent bank and the office should be restricted to the county in which the parent bank is located.

#### AERONAUTICS

In general, the Iowa laws enacted in 1929 are very satisfactory. Any general altering of them is needless and would necessarily make them less satisfactory. They are simple. They provide for uniformity with other states and the Federal government. They involve the State in no large expense and the aeronautic industry in no red tape.

Would suggest however as possible improvements of our aeronautic laws, the following:

##### 1. *The regulatory statute.*

The licensing provisions of this law are wholly sound. That part of the law which quotes the Federal air traffic rules as they were in operation in the spring of 1929 and makes them Iowa laws, could well be amended to bring it up to date. The purpose of this part of the law of course is to establish uniformity of air traffic rules.

##### 2. *The airport enabling act.*

This act gives cities and towns adequate powers. It should be amended to give the state government or some appropriate branch of it similar power to establish airports. It might also be well to extend the power to counties and to allow two or more cities or towns, or a city and county, jointly to acquire and develop airports. Development of airports by the State itself on any large scale is unlikely in the near future. There is at least the possibility that usable ports could be established in existing State parks, on land already owned.

##### 3. *Zoning.*

Cities should be given power of regional zoning over territory contiguous to municipal airports, though those airports be, as they usually are, outside the cities' corporate limits. This power of regional zoning should extend to territory within two miles of the airport in every direction.

There is need for the granting of this power.

##### 4. *Gasoline Tax.*

The revenue from this source would not be great at present. It seems only fair that Iowa cities and towns should have available for partial support of their airports and airport facilities such sums as could be produced by a reasonable tax on aviation gasoline sold at such ports. This could be provided by amendment of the gasoline tax law. A tax on aviation gasoline in the same amount per gallon as that now levied on automobile gasoline would not be unduly burdensome. Regularly established air transport and air mail lines operating across Iowa could be exempt from this tax, which would seem to be a real encouragement in the development of such lines.

#### INSURANCE

Iowa owes much to its insurance institutions and the value of the protection they provide for the individual citizen.

Personally I am a great believer in insurance. In the light of the numerous business failures—during the past six years, many have changed their views on insurance. There are people who have lost everything and all that remains between their families



and the necessities of life are their policies of insurance. It is sound business and no man can afford to be without it in order that his family may be provided for and saved the hardships incident to being left without the sustaining influence of a husband or father. I am more and more satisfied that insurance should be an essential element and a part of the assets of the head of every family.

It is the obligation of the State to see that our insurance laws remain adequate and that they are safely and properly administered.

#### WORKMEN'S COMPENSATION

One of the important developments of modern times for the general good of the whole community has been the adoption of the principle of workmen's compensation for industrial accidents in lieu of the old principle of employer's liability for injuries due to the negligence of the employer. The idea of workmen's compensation was wholly foreign to our country before the twentieth century. The doubtful means of recovery based on proof of negligence, which existed prior to the twentieth century, has gradually been replaced in the vast majority of states by the right to relief based on the fact of employment. Workmen's compensation aims to alleviate the financial distress of the injured workman or his dependents by making good to a considerable extent the wage loss which results from his disability or death. Moreover, it promotes industrial safety by giving employers a pecuniary incentive to reduce accidents and to restore the earning capacity as far as possible of injured workmen.

The modern idea of industrial accidents is not that the employer is to be made to pay damages, nor that the employee is to carry the burden of accident to his person, rather such accidents and their recompense are considered as part of the costs of production. This represents an advance upon the practice of earlier days, when employees sought to hold employers responsible and sometimes collected very heavy damages and when, on the other hand, the employer sought to escape ruinous liability.

There is a tendency and properly so, to liberalize the compensation law. Liberalization of benefits received the sanction of more than twenty states during the past two years. Employers and

employees generally are greatly concerned about the continual legislative tinkering with the workmen's compensation acts. It makes uncertainty and what they desire is stability.

Much can be done to bring about a measure of stability by employers and employees taking an active interest individually in the trend of legislative amendments and rulings that affect compensation benefits and costs.

This department is being ably administered and the policies of the administration have the approval both of employees and employers.

#### LABOR DEPARTMENT

Iowa is in need of a boiler inspection law carrying an adequate appropriation to make the same effective, establishing requirements similar to those of the A. S. M. E. Code so as to prevent parties owning second hand or faultily constructed boilers which are unsalable in other states from shipping them to Iowa and disposing of them within the State.

The present employment agency law is highly discriminating. The fee limitation section should be rewritten with a much higher limit than the present and if exceptions are retained they should be very greatly reduced in number.

The Supreme Court has practically nullified the child labor law as it applies to theatrical appearances. This law should be rewritten.

Modern sanitary science regards the common towel and the common drinking cup as a means of spreading contagion. The Department of Labor should be given authority to abolish these in favor of devices which will prevent the spread of infectious disease.

There is reason to believe that Congress will pass the Wagner Bill with reference to State Federal Employment Agencies and provision should be made by this Legislature to permit the Labor Department to meet Federal requirements.

#### THE NATIONAL GUARD

The National Guard is composed of many of the finest men in the State. The officers in command are professionally qualified,



many of whom have attended one of the many service schools of the Regular Army.

The Iowa National Guard is most fortunate in having one of the very finest training camps in the entire United States.

There are no state-owned armories in Iowa. Each unit of the Guard must provide its own armory, for which the State pays an annual rental. In the larger cities, the State should construct suitable armories on account of the fact that over long periods it would be much more economical.

The reports show that the attendance at Armory drill continues to increase.

During the past two years the Militia Bureau has permitted the organization of two additional units of Artillery, viz., a Headquarters Battery, and a Service Battery and Band.

Inspections of all National Guard Units are made each year by officers of the Regular Army.

The Iowa National Guard is an educational institution in that it teaches civic pride, respect for law and order, and the respect for the property and lives of others. It builds character and teaches the members how to care for themselves physically.

The National Guard stands ready at all times to aid with both men and equipment during a catastrophe such as a tornado, fire or flood, and the greater the efficiency of the officers and men the greater the service performed.

The excellence of the Iowa National Guard is due to the untiring and unselfish efforts of the officers and enlisted personnel, and I desire at this time to take the opportunity to express to the officers and enlisted men my sincere thanks for their hearty cooperation and support. It is gratifying in the extreme to observe the progress made from year to year, and the entire Guard personnel is to be both congratulated and complimented.

#### IOWA'S RECORD IN THE WORLD WAR AND ON THE MEXICAN BORDER

By provision of the General Assembly, it is designed that a permanent and accurate record of Iowa's part in the World War and on the Mexican Border shall be prepared and published by the State. The records show 114,218 persons were called for service in the World War and 5,500 were sent to the Mexican Border. A

work of this sort to be valuable requires the utmost care and diligent research in the preparation and collection of material. Its value depends upon accuracy and completeness of the assembled data.

Volume 1, consisting of brief historical sketches, is completed and awaiting an appropriation for its publication. It is important that this volume be published at an early date and placed in all libraries; public, school and patriotic orders. A copy should be filed in the office of each County Auditor and each County Superintendent of schools. It is estimated that 5,500 copies will be sufficient to meet this need and all individual requests for copies.

The task in connection with the preparation of the roster is limitless. Many corrections have been found necessary in the service records as first prepared and obtained from the departments at Washington. Congestion of work and correspondence exists in the office of the Adjutant General connected with the War Department. Some of the states have employed competent help to work under the direction of the Adjutant General to expedite securing corrections and supplying of omitted data. If cooperation can be carried out in this way the work should be completed not later than 1932. The necessity for a record as contemplated must be apparent to all.

No greater sacrifice in behalf of country can be shown than that given in time of war when the flower of our manhood is called in defense of country.

#### HIGHWAYS

Our highways are divided into two general classes—primary roads and secondary roads. The primary roads are under the jurisdiction of the state. The secondary roads are under the jurisdiction of the counties. The secondary roads are subdivided into two classes, "County Trunk Roads" and "County Local Roads." In relation to both the primary and secondary road systems, Iowa has taken an enviable position among the states of the Union.

#### Secondary Roads:

Our secondary roads were formerly known as "County Roads"



and "Township Roads." The county roads were under the jurisdiction of the county boards of supervisors. The township roads were under the jurisdiction of the township boards of trustees. Since we have ninety-nine counties with an average of four supervisors per county, and sixteen hundred fifty townships with three trustees per township, our secondary roads were under the control of an army of about 5,500 local officials. Naturally there was inefficiency and lack of system. This was perhaps not so bad as long as the funds expended from year to year were small. But when the secondary road expenditures increased to nearly \$22,000,000 per year as they did in 1927, there arose an insistent demand for more tangible results from the funds expended.

The Forty-second General Assembly in special session in the spring of 1928 took action providing for the creation of a secondary road commission to study this problem. The report of this commission was submitted to the Forty-third General Assembly and that body enacted a measure, commonly known as the "Bergman Bill" or "The Secondary Road Law," completely revising our secondary road administrative code. The essential features of this Act were,

1. The township was eliminated as a road administration unit. The control of all township roads was transferred to the counties.
2. The number of secondary road administrative officials was reduced from fifty-five hundred to about four hundred.
3. Responsibility for all secondary roads was fixed in a few easily accessible units instead of being dissipated over a multitude of units.
4. Secondary road funds were consolidated. The use of these funds and the accounting therefor were simplified. Whereas formerly each county had four secondary road funds and each township had three road funds, there are now only two secondary road funds—a construction fund and a maintenance fund.
5. Secondary road officials must, in advance, budget their funds and lay out comprehensive construction and maintenance programs for the expenditure thereof.
6. A larger responsibility was placed on the county engineer for secondary road construction and maintenance, thus bringing his technical knowledge and experience more fully to bear on the problem.
7. The purchase of unnecessary and little-used road machinery and equipment was eliminated.

8. Haphazard and slipshod road construction and maintenance methods were done away with.

This Act has attracted nation-wide attention. The Federal Government and other states are looking to it as a model. Iowa is leading the way.

The Secondary Road Law has been in effect only a year, but already the results are most gratifying. System has taken the place of confusion. Efficiency has displaced inefficiency. Connected improvements are crowding out patchwork. Better work is being done. Hundreds of miles of secondary roads have been graded and surfaced with gravel. Great credit is due the county boards of supervisors and engineers for the tact and skill they have shown in putting this measure into effect.

Doubtless this law is not perfect. No piece of legislation is perfect. It would be a miracle if a great measure such as this were not found deficient in some respects. There will be amendments suggested. These amendments should be viewed in the light of strengthening the law, harmonizing it with other statutes, and smoothing out the rough spots. There should be no backward step.

#### *Primary Roads:*

Iowa has come into her own. After years of patient preparation in legislating, locating, grading, draining and bridging, during which we were known as the "Mud Roads State of the Union," Iowa has suddenly stepped out as one of the "best road states of the Union." This transformation could not have been effected without the patient preliminary work. We have planned wisely, built well, and realized the fruits of our efforts. Only five states have more pavement than we. Only one state ever built more pavement in a single year. Our quality is second to none.

It will help us appraise the present if we briefly review the past. Six years ago we had less than six hundred miles of pavement, and twenty-five hundred miles of gravel. Less than forty-seven per cent of the primary system had a surface of any kind. Now we have 3,340 miles of pavement and 2,470 miles of gravel. Forty-nine per cent of the original system is paved. Eighty-six per cent is surfaced with gravel or better. Six years ago



twenty-eight per cent of the system was unimproved. Now only three per cent of the original system remains unimproved.

Six years ago our primary road laws were in a chaotic condition. We were in danger of losing our allotments of Federal road aid because we had not complied with Federal statutes. We were dissipating our primary road funds by allotting them to the ninety-nine counties. In some cases we were using these funds on secondary roads. We were assessing one-eighth of the cost of paving against farm lands. Interest on bonds had to be paid out of local tax levies. We had no gasoline tax.

There were two steering wheels on our primary road car. They were interlocking. Neither could work without the other. The Highway Commission had hold of one wheel and the county boards of supervisors had hold of the other. Often they tried to go in different directions. Construction projects were initiated by the county boards subject to the approval of the Highway Commission. Contracts were let by the county boards of supervisors subject to the approval of the Highway Commission. Plans were prepared by the Highway Commission subject to the approval of the boards of supervisors. Primary roads were maintained by the county boards and bills sent to the Commission for payment. Some times one of our chauffeurs was looking backward and the other looking forward. We were unable to dodge the mud holes. All we could do was puddle through. We were hopelessly entangled.

This chaos has given way to order. The laws have been revised. The counties were divorced from the primary roads. The state took control. Allotment of primary roads among counties and the use of those funds on secondary roads, was done away with. Special assessments were repealed. Assessments that had been levied were refunded. Interest on bonds is being paid out of motor license fees and gas tax instead of tax levies. Refunds have been made to the counties for expenditures by them for bridges, culverts and right-of-way on primary roads. A gasoline tax of two cents per gallon was levied. This was later increased to three cents per gallon. The gas tax funds are split, five-ninths to the primary roads and four-ninths to the secondary roads. A definite plan and program has been adopted for improving our primary road system. This plan calls for 5,000 miles of pavement and

the grading, bridging, and graveling of the remainder of the system. This work will be completed in 1933.

Our highway administration laws are now adequate for our needs. They comply fully with the Federal Aid road law. They are second to none.

During the past two years we have paved 1,766 miles, graveled 670 miles and graded and bridged 770 miles. In the season of 1930 we paved 1,027 miles. Only one state, Illinois, has ever exceeded this record. The present condition of those roads which were in the primary road system at the beginning of this year, is as follows:

Paved .....	3,340 miles
Graveled .....	2,470 miles
Graded .....	760 miles
Not Improved .....	216 miles

Total ..... 6,786 miles

All of this vast improvement has been carried out without increasing the tax levies. In fact, the tax on real and personal property for primary roads, has been removed. The burden has been shifted from property owner to the road user. The entire bill is being borne by the gasoline tax and motor license fees, except that a small percentage comes from Federal aid. The property owner pays nothing.

But one thing remains to complete this plan and program. We should adopt the State bond issue. County bonds have been used as a temporary financing medium until such time as State bonds might be available. Eighty-three of the ninety-nine counties have voted primary road bonds. At the present time there are \$86,257,000 of such county bonds outstanding, and \$12,933,000 more bonds voted and available for issue. These county bonds were voted largely on the assumption and understanding that they would be taken over and paid by the State through a State bond issue.

There is now pending and will be submitted to you for ratification, a proposed amendment to the State Constitution, authorizing the issuance of \$100,000,000 of State primary road bonds. This amendment was passed by the Forty-third General Assembly and now awaits your action. It is recommended that you act promptly in order that the amendment may be voted upon by the people early in March. It would thus be possible, if the people approved



the amendment, for this General Assembly before it adjourns, to pass a bill authorizing the issuance of such bonds.

I wish to make it clear that this State bond issue is not in addition to, but in lieu of, the county primary road bonds. If these State bonds should be authorized, the funds derived from the sale thereof will be used to call in and pay off the county primary road bonds as the county bonds become due or subject to call.

There are many reasons why this amendment should be adopted and these State bonds authorized. I will mention only two,

*First:* We should keep faith with the counties that have voted primary road bonds with the understanding that such county bonds will be called in and paid off by the state with state bond money.

*Second:* We should place a definite limit on primary road indebtedness

This proposed constitutional amendment does both of these things.

That the people of the State want this State road bond issue, there can be no doubt. The Forty-second General Assembly, in special session, passed a proposed State bond act similar to the proposition now before you. That act was approved by the people of the State at the November election, 1928, by an overwhelming vote. This is the only time the people of the State as a whole have had an opportunity to express themselves on this subject. The Forty-third General Assembly, which was in session at the time the Supreme Court declared the State bond act invalid, immediately adopted this amendment to the Constitution and referred it to the present General Assembly for approval and submission to the people.

Without a definite, comprehensive program of highway improvement such as was outlined in connection with the State bond plan, we could not have made the progress we have in the improvement of our primary highways. Now that the present program is nearing completion, it is hoped that this General Assembly will formulate and adopt a comprehensive plan for the extension and further improvement of our highway system, as current funds are available.

#### TOLL BRIDGES

We have no toll bridges located within the State of Iowa. There are, however, some fourteen toll bridges spanning boundary

streams on our main highway connections with states to the east and to the west of us. We have spent many millions of dollars for the building of toll-free highways. We have done nothing toward the elimination of toll bridges that separate us from other states.

The toll bridges should go. Iowa, in cooperation with her neighboring states, should provide free highway bridges across these boundary streams. Naturally, the principal problem is one of finance. There are three general methods in which Iowa could finance her portion of the cost of these structures:

(a) By the issuance of revenue bonds for each bridge, and levying tolls on the traffic crossing such bridge until such time as the tolls collected shall have retired the bonds. The bridge should then be made a free bridge.

(b) By authorizing the State Highway Commission to set aside each year a small percentage of the primary road fund (say three or four per cent) to constitute an interstate bridge fund.

(c) By combining the above two methods; that is, by authorizing the setting aside of a small percentage of the primary road fund from which the cost of such bridges can be paid, tolls being collected on the traffic crossing each bridge, until such time as the tolls so collected shall have reimbursed the primary road fund for the expenditure made, on account of such bridge.

It is recommended that you take steps at this session of the General Assembly to solve this problem.

You will note that three methods of financing are suggested. Personally I would prefer the method outlined under (b); that is, pay for the bridges out of the primary road fund.

#### SPECIAL LEGAL HELP ON HIGHWAY CASES

Pursuant to Chapter 236 of the laws of the 43d General Assembly, a special assistant attorney general has been assigned to handle the legal work of the State Highway Commission. The large highway program under way necessarily involves a vast amount of legal work. Many court actions arise out of right-of-way matters. These cases frequently involve large sums of money. It would be physically impossible for one attorney to handle all of these cases. In each of these cases it is necessary to have a



local attorney, who knows local people and local conditions, to assist the special assistant attorney general.

Employment of such special attorney is by law subject to approval by the Executive Council. The cost thereof is paid out of the general revenue of the state. During the fiscal year ending June 30, 1930, a total of \$6,637.95 was spent out of the general revenue of the state for this purpose. It is recommended that the law be amended so that in the future such special legal help on highway matters will be paid out of the state highway commission's support fund created by Section 4755-b31 of the Code.

#### HIGHWAY TRAFFIC PATROL

Traffic on the primary roads has increased many fold in the last few years. Ten years ago we had only about one-half as many motor vehicles as we have today. The annual mileage traveled by the average motor vehicle today is probably twice what it was ten years ago. Heavy busses and trucks are appearing on our highways in ever-increasing numbers. Highway accidents have increased at an alarming rate. We have spent many millions of dollars to build a modern road system, and will spend many more millions within the next few years. Thus far we have done nothing to supervise traffic on these roads. We have passed laws to regulate this traffic but have made no efforts to enforce these laws. We have taken no steps to safeguard the lives and property of the people who travel our roads or to protect the highways themselves from destruction under the wheels of the illegal vehicle.

Largely speaking, our traffic laws are reasonably adequate. Undoubtedly some additions thereto and some changes therein should be made, but our real need is for the enforcement of the traffic laws we now have. This can be done in a proper manner only by a state motor traffic police organization. Such organization should be under the state highway commission. The same body that builds and maintains our state roads should be vested with the authority, the responsibility and the means for supervising the traffic on those highways.

Such a state motor traffic police organization need not necessarily be large. An efficient, well-trained force of about thirty men should be able to handle the problem at this time. It is not

necessary that a traffic officer cover each piece of primary road at frequent intervals. The mere fact that the state had such a force, and that a traffic officer might appear on any primary road at any time, would be a most powerful and beneficial influence.

The duties of these officers should be confined solely to the control of primary road traffic and the enforcement of traffic laws and regulations with respect to such roads. These men should not be used as general peace officers. They should be responsible for the enforcement of no laws except traffic laws.

Since the highway user would be the principal beneficiary of such a traffic patrol force, he should bear the cost thereof. Payments should not be made out of general state revenue.

#### STATE POLICE FORCE

Suggestions have been made to the effect that we should have a state police force or constabulary. I do not favor this suggestion. I do not believe that our circumstances demand a state police force. Such organization, to be effective, must be large. The expense would be great. Payments should be made from general state revenue and funds are not available therefor, unless new taxes or increased taxes are levied.

It has been proposed that state police officers could be used to patrol the primary road traffic when their services were not needed in chasing criminals. This proposal may sound good in theory, but in my opinion it is not practical. Neither duty would be handled efficiently. The men would be out on highway patrol duty when they were most urgently needed as peace officers, and when they were acting as peace officers, the highway work would go undone. The two lines of work are different, requiring different training, different equipment, different personalities, and a different attitude toward the people with whom they deal.

#### CONCLUSION

Many difficult problems have confronted us during the past six years. In each of these problems, it has been my pleasure to work shoulder to shoulder with the citizens of our state who have Iowa's progress at heart; people who are ready to make personal sacrifice



without stint to better conditions under which we live. I am frank to say that whatever success we have had in readjusting matters of government, social welfare, financial or commercial progress, the hearty cooperation of every Iowan upon whom I have called has been a source of strength and encouragement.

Some Iowa achievements are enumerated as follows, in which I am proud to have played my humble part:

Six years ago, the finger of scorn was pointed at Iowa because of the condition of our highways. We then had only about 500 miles of paved road. Today, we have 3,340 miles of paving. Other states of the Union admire our progress. Some of them are adopting our methods. Within another year or two, Iowa can boast of the most complete, the most useful hard road system of any of the states. We will have achieved that goal without a property tax. This is progress.

Before giving my approval of an extensive plan of road improvement, I did consistently insist on provision for the payment thereof by other methods than direct taxation on real estate, which was already bearing a heavy burden of taxation. We believe the method adopted in Iowa is just and generally so acknowledged today, viz.; aside from the Federal Aid, the people pay for good roads in proportion to which they use them.

The fame of Iowa's educational institutions has spread throughout the world. It has long been our boast that we led the nation in literacy. We can go beyond that. We can claim educational institutions which are the equal of those of any state and we need not take a second place to any state in the movement for equalization of educational opportunity, either for the youth of the farm or the city. All departments of your state government have cooperated with local educational boards to broaden opportunity for the youth of Iowa.

Recent years have brought Iowa to a turn also, in economic development. We have passed the period where we could be called a strictly agricultural state. We have come to the point where our growth as a state depends in large measure upon the upbuilding of our industries. Agriculture will flourish at its best when we have cities filled with prosperous, industrious factory workers; when our farm products are consumed in larger measure by our own people; when the income from our manufacturing plants is

turned back in larger measure to the people of our farms. A wave of de-centralization of industry is sweeping the country and Iowa has not been ignoring her opportunity. Our factories have been multiplying at a rapid pace. Factory payrolls have been steadily climbing. The industrial income of the state is nearing a balance with the agricultural income.

And the reason for this?—simply the fact that Iowa's governmental agencies have at every opportunity, played a helpful part in interesting new industries and in promoting the welfare of those already established. We have no laws that throttle industry. We have no political trends that seriously threaten the future of industry. We have an abundance of raw materials. We have an abundance of industrious workmen. We have, at our door, a market for manufactured and processed commodities which is equal to that of any other state. We are well on our way to economic balance. We can look to the future with assurance.

This constructive attitude has been reflected not only in legislation we have adopted. It is found too, in legislative proposals we have rejected. The post-war unsettlement created a financial disturbance in Iowa, as well as in other states. Some of our neighboring commonwealths plunged headlong into untried legislative fields. Iowa's conservatism saved her from the mistake which has been partially rectified in Nebraska only recently, by the repeal of bank guaranty legislation. There has been no trifling in Iowa, with economic laws. We have not attempted to overturn any of the fundamental foundations of our commercial system. We have, on the contrary, worked tirelessly to avoid mere panaceas; to remove the disturbing element, rather than to trifle with temporary relief measures of doubtful merit.

The ever-increasing complexities of our social and business life have greatly increased the problems facing our state government. New demands are made for governmental service. New problems must be met by our law enforcing agencies. Our penal and hospitalization institutions have had to be placed upon a new basis of operation. Yet with all these new demands upon the government, we find today that each department is functioning smoothly. The cost of state government has not mounted in proportion to the increased demands for service. It is conceded that at no time in the past has any branch of our government rendered more



efficient service at a smaller public cost. This means that our governmental progress has kept pace with our growth as a state. Reduced to figures, for the benefit of the taxpayer, it means that out of the \$140,000,000 expended annually in Iowa by state and local governmental bodies, the state itself requires only about ten million dollars to be raised by direct taxation.

Our state health department has reduced disease by forty per cent. Our institutions for the care of state wards are, aside from expansion costs, largely self-sustaining. Our law enforcement agencies are functioning in a high state of efficiency, our conservation agencies are building up recreational facilities all over the state and protecting the great natural resources we possess. Our social welfare departments are acting on a broader scale than ever before. Our labor is well employed. Our commerce is thriving. Our great industry, agriculture, is looking with confidence to the future.

We rightly associate our state progress with the type of state government we enjoy. Our state government touches our daily life in many ways. It is, therefore, our sacred duty to interest ourselves in public affairs and to participate, not only in choosing our officials, but in guiding their official actions.

I am glad that I live in the greatest agricultural state in the Union and that I live among a people where standards of literacy and intelligence are unexcelled and where we are maintaining schools and churches second to none. I believe in the opportunity for rightful employment for every worker at a good wage. I believe in a nation of home owners as one of the greatest blessings to the family. I believe in public improvements to the extent of the ability of the people to pay for them.

I believe in clean politics. As Governor I have endeavored to give the people an honest, economical, and business-like administration. My ambition has been to do right at all times and under all circumstances, and honestly and impartially, to the best of my ability, to serve all who are entitled to the protection of a righteous government.

Faith and courage should endure to the end. We should have an ideal and love for the work in which we are engaged, rather than simply a desire for the pay we receive. The foundation of free government consists in holding that public office is a public

trust for the good of the state and not for the benefit of the individual holding the office.

We must have faith in Iowa, faith in our government, and faith in ourselves. I call on the citizenship everywhere to come to the aid of the officers they have chosen for the next biennial period and help them make Iowa the best in the galaxy of all the states in the Union. Let us put spirit into this task for such makes for excellence. Let us help raise humanity to greater heights of well being.

Let us all strive to advance the ideals of good will, and of law, and of peace.

Respectfully submitted,

JOHN HAMMILL