

BIENNIAL MESSAGE

OF

FRANCIS M. DRAKE,

GOVERNOR OF THE STATE OF IOWA,

TO THE

Twenty-seventh General Assembly.

JANUARY, 1898.

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CONTENTS OF VOLUME IV.

Hospital for the Insane—Mt. Pleasant.
Hospital for the Insane—Independence.
Hospital for the Insane—Clarinda.
Hospital for the Insane—Cherokee.
Hospitals for the Insane—Visiting Committee.
Secretary of State—Criminal Report.
Governor's Report on Pardons.
Report of the Industrial Schools.
Report of the Penitentiary—Fort Madison.
Report of the Penitentiary—Anamosa.
Rules of the Twenty-seventh General Assembly.
Attorney-General's Report.
State Veterinary Surgeon's Report.
Improved Stock Breeders' Association Report for 1897.

CONTENTS OF VOLUME V.

Auditor's Insurance Report for 1897.
Auditor's Insurance Report for 1898.

CONTENTS OF VOLUME VI.

Railway Commissioners' Report for 1896.
Railway Commissioners' Report for 1897.
Railway Assessment for 1896.
Railway Assessment for 1897.

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GOVERNOR'S MESSAGE.

To the Senate and House of Representatives: I esteem it a high privilege to congratulate you as the chosen representatives of the people of this great commonwealth.

Great interests of the state—educational, agricultural, financial, commercial, and otherwise—have been intrusted to your care and consideration, in the belief that they will be well guarded and judiciously provided for; that while you will closely adhere in practice to the principle of economy, and aim to be diligent in lightening the burdens of taxation, you will not fail to make suitable and liberal provision for the state institutions and the advancement of their interests, to the end that Iowa may never be found lagging behind in the forward movement of Christian civilization and the onward march of progress.

I congratulate you also on the improved condition of our state and the country at large. Not for years has there been such evidence of prosperity, such glowing promise for the future. Everywhere the industrial world is alive with new activity, and agriculture rejoices with commerce over enlarged compensation for labor and more generous returns for investment. For the bestowal of these blessings let us not fail to express our gratitude to the Great Ruler of the universe.

I have had the pleasure of forming a personal acquaintance with those members of your body who were also members of the Twenty-sixth General Assembly, and to know and recognize their ability and their loyalty to the interests of the state. Their experience will be valuable not only to themselves but to their new associates, many of whom I have also the honor to know. On the Twenty-sixth General Assembly devolved great responsibilities, equal to those imposed upon any previous legislature. Besides the usual legislation there was required a revision of

all the laws of the state and the formation, adoption, and publication of the new code, which, put into a magnificent volume, is now in the hands of the people for their information and convenience. This of itself required much time and labor, but its great benefit to the state amply compensates therefor.

THE FINANCES.

Finding from the state auditor's report, made about the 1st of January, 1897, that a deficit existed in the state's finances, in my message to the Twenty-sixth General Assembly at its extra session I called attention to the fact, and recommended such legislation as would reduce expenses and provide for the early extinguishment of the state's indebtedness. In pursuance of such policy, investigations into expenditures were made and measures taken resulting in quite a saving, and in cutting down the expenses of the state. Steps were also taken toward increasing the revenue, of which I will speak presently.

The events of the past two years clothe the subject of finance with an unusual interest. The reports of the financial officers of the state go into elaborate detail with comparisons made for several years. Such elaboration leaves little more to be said as to the facts, but these are of such a nature as to require the thoughtful consideration of all branches of the government.

The receipts into the general revenue of the state amounted during the term to \$4,101,376.84, and the expenditures as represented by warrants drawn to \$4,731,764.33. The expenses were, therefore, \$630,387.49 in excess of the receipts. There were warrants outstanding at the beginning of the term amounting to \$73,950.25, making the total amount of expenditures to be met \$4,805,714.58. The cash on hand at the beginning of the term was \$312,857.41, which, added to the amount of receipts above stated, made the resources of the treasury \$4,414,234.25. Out of this sum warrants were redeemed to the extent of \$4,358,213.85, and interest was paid on warrants to the extent of \$19,347.44, making the aggregate disbursement \$4,377,561.29. The cash in the treasury at the close of the term, therefore, amounted to \$36,672.96, and the aggregate of the outstanding warrants to \$447,500.73, making the net floating debt \$410,827.77.

This amount of indebtedness is largely the effect of excessive appropriations made by the Twenty-sixth General Assembly, yet not altogether so. This fact is well brought out in the

report of the auditor of state. But for the destruction of the main building at the Institution for Feeble Minded Children, an expenditure amounting to \$80,200 during the term, and more subsequently, would have been avoided. The extra session of the general assembly, the labors of which, in my opinion, abundantly justify its cost, entailed an expense, including the publication of the new code, of \$170,497.53. The advance of one quarter's support for the hospitals for the insane, a measure in the interest of saving expense, took \$107,821 more. These three items make the floating debt greater by \$338,518.53 than it would have been had no such expenditures been incurred. Without these expenditures the debt would have been only \$72,300.24.

The Twenty-sixth General Assembly made provision for meeting much of the extraordinary expenses incurred by additional levies and levying certain indirect taxes not heretofore known in this state. One of these was that on capital stock of corporations; another was that on collateral inheritances. Provision was also made for taxing express companies. Moreover, the fees for notarial commissions and those to be paid by commissioners of deeds in other states were made much larger. An increase in the amount of taxes to be collected from insurance companies is also made by the new code. Mainly because of the tax on corporations and the increase of the fee to be paid by notaries public, the moneys turned into the treasury by the secretary of state during the fiscal term amounted to \$28,216.70, an increase over the preceding term of more than \$10,000. The auditor estimates that the receipts from that source during the current term will amount to \$55,000, a gain of nearly 100 per cent. Other additional taxes brought in nearly \$5,000. As the most of these additional receipts came in during the latter part of the fiscal term under review and some of the laws providing for such increased payments into the treasury did not become operative until after that term had expired, the additions to the revenue from these sources may be expected to be much larger in the future.

I am not disposed to look upon the large appropriations made by the Twenty-sixth General Assembly as unwarranted, although some of them, or perhaps the manner thereof, may have been injudicious at the time they were made. The needs of the institutions were great, needs that would have to be met in the early future if not by that body. In justification of the

action taken, it may be said that the time was a favorable one for making public improvements. In no year, for several past, has it been possible to build so advantageously as in the year 1896. The contract for the edifices at Cherokee was let at figures which, I am advised, are far below anything that can be obtained to day. Similar reports are heard concerning other of the improvements that were authorized by the general assembly. I am indeed persuaded that the difference between the prices at which contracts were let during the past two years and those likely to prevail for some time to come, and such as in fact did prevail a few years ago, is nearly if not quite sufficient, taking all the contracts together, to more than reimburse the state for all the interest it will pay on the warrants issued since the regular session of the last general assembly.

I still adhere to the opinion expressed by me in a former message that the manner of evidencing interest-bearing indebtedness through the indorsement of warrants with the date of presentation, from which date they draw interest, is open to serious objection, particularly when the amount of debt of that character becomes large. To incur indebtedness is not necessarily unwise. There are times when it is real economy to do so, both in private business and in that pertaining to the public. This is especially true when the time is opportune for making public improvements that are needed or soon will be. But, in my judgment, the debt should be fully contemplated as such when it is to be incurred, and ample provision made for meeting the same. To trust to receipts to meet expenditures, when it is known they will be inadequate, is not good business policy. Yet that is what is done when hundreds of thousands of dollars of warrants are indorsed for want of funds, as has been the case since the last session of the general assembly, and as had been done repeatedly in former years.

I concur in the spirit of the suggestion of the treasurer of state, that he be empowered to dispose of the indorsed warrants, although I would recommend as preferable action that the treasurer be authorized, when it becomes apparent that the moneys in the treasury are about to be exhausted, to sell the state's obligations, whether in the shape of interest-bearing warrants, such as were issued when the war debt was extinguished in 1881, or of short time revenue bonds, for the purpose of temporarily replenishing the treasury. Such a system would have an advantage over the present plan of contracting

indebtedness, because the amount of it and the interest to be paid, with the time of payment, would be fixed and known, and because also the obligations would draw a lower rate of interest either directly or through the premium received from the sale of the obligations. Most of the time the last two years the indorsed warrants of the state were worth more than par, with all their uncertainty as to time of payment. Obligations of a more definite character fixing the date for payment ought to be worth fully as much even at a lower rate of interest. A premium of 2 per cent on the warrants indorsed during the past year, the treasurer states, would have amounted to \$25,306.46, which is more than was paid in interest during the calendar year 1897; and the same officer reports assurances that 2 per cent could have been had on warrants of large amounts running for a certain time. Failing the adoption of this suggestion, I would recommend, as suggested by the treasurer, that the warrants as to payment be classified. This could be done by providing the funds in the treasury shall first be used for meeting the regular expenses of the state government as provided by law, especially giving them precedence over warrants for public improvements.

I would particularly invite your attention to the remarks of the treasurer of state in respect of the collateral inheritance tax. Better provision should be made for the collection of this tax. It would perhaps be well to give the counties an interest in it and make it the duty of some county officer to attend to the same locally, as the state treasurer is required to do at large.

The Twenty-sixth General Assembly at its regular session provided for the collection of a special tax to be paid at the organization of a corporation, according to the amount of capital stock authorized. The act further provided that existing corporations increasing the amount of their authorized capital should pay a similar tax. The new code (section 1610) through the insertion of a single word seems materially to alter the latter clause. The section, after re-enacting the law in reference to companies newly organized, further provides that "should any corporation thereafter increase its capital stock it shall pay a fee to the secretary of state," etc. This language seems to limit the payment of the fee for an increase in the amount of the capital stock to corporations which pay such fee at organization, and to exempt the older companies

from the exaction. I cannot think that such was intended, and would suggest that the section be amended to agree with the statute it was supposed to re-enact.

INTEREST ON PUBLIC FUNDS.

As another source of revenue, I may call your attention to the subject, already agitated, of interest on the public funds. It is regarded by successful men of business, firms, and corporations as good financiering to utilize all available assets, as far as may be reasonably done, for increasing revenues, and I am unable to see why such rule may not be applied to the funds belonging to the state that are not immediately needed, and a reasonable rate of interest secured by the state rather than by individuals and corporations from that source.

This system should also apply to the counties, school districts, and municipalities of the state. It would undoubtedly operate sensibly to increase the receipts of the state and local treasuries. I recommend that steps be taken to bring about such a system.

THE LIBRARY.

The period has witnessed great improvement in the state library. It has been extensively rearranged; and a large additional space utilized that was previously unoccupied. While the work of the department was greatly increased by reason of the unusually large number of books added to the collection, the largest accession there has yet been in any one term, it has been made especially more onerous because of the new and peculiar duties contemplated in the system of traveling libraries provided by the Twenty-sixth General Assembly. Fifty such libraries, containing in all 2,500 volumes, are traveling to the various points in the state selected, being nearly altogether places that are otherwise unsupplied with such facilities.

The additions during the term amounted to 8,299 volumes, including 3,015 by donation and exchange. Procuring the latter occasioned an extensive correspondence, resulting in adding an exceptionally large number of volumes to the collection without cost to the state.

Notwithstanding the large amount of work to be done by the force in the library, that force was, in the interest of economy, cut down by the last general assembly until it was made less than was formerly allowed for a much lighter volume of work.

THE SCHOOLS.

The retiring superintendent of public instruction closes his long and very useful incumbency of that high office with a report of great ability, which I deem especially worthy the attention of the general assembly in all its recommendations. The enumeration of persons between the ages of 5 and 21 is 727,694, an increase of 14,553 since the last biennial report. The enrollment is 546,836, a gain of 13,012; and the average attendance reported is 347,620. The number of schoolhouses is 13,744, of which 241 were built during the past year. The value of the schoolhouses is \$10,355,842, or \$710,299 more than in 1895.

During the past decade which began with the retiring superintendent's first accession to the office, while the number of schoolhouses was enlarged by only 992, or about 8 per cent, their value has been augmented by \$4,348,502, or about 35 per cent, indicating that the primary demand for schoolhouses is pretty well supplied, and that attention is now being paid to making them better, more comfortable, and more enduring. Another evidence of advancement is seen in the increased proportion of those entitled to school privileges who avail themselves of them. During the decade the enrollment became larger by 49,667, and the average attendance by 52,688. During the same time the number within the school ages increased 15½ per cent, while those in daily average attendance increased 17½ per cent. The amount paid teachers last year was \$5,264,354, an increase of about 23 per cent in the decade, while the cost of tuition has diminished during that time from \$2.04 per month per pupil, to \$1.87. The number of inexperienced teachers is yet very large. Of 24,445 certificates issued during last year, more than 30 per cent were to persons having had less than one year's experience; and nearly 15 per cent to those with no previous experience. The recent changes in the school laws, notably those providing for furnishing text-books free, and allowing boards in the rural districts to furnish transportation to pupils even beyond the lines of the districts, are both calculated, in my judgment, to enlarge the usefulness of the schools. The latter provision, when it shall be found, as I believe it will be, cheaper pecuniarily and better otherwise to provide such transportation than to sustain weak district organizations, ought to have a tendency to diminish the number of such organizations, a consummation long felt to be desirable. The con-

siderable extension of the powers of the district meetings with the corresponding limitation of those of the school board is another good feature of the new school laws. It seems indeed that the entire school law may remain unchanged for years to come without detriment.

STATE INSTITUTIONS.

As the state institutions have been visited during the last few months by an intelligent committee appointed from its members by the last general assembly, which committee will doubtless soon report to the legislature, I do not deem it proper to make a lengthy review of the reports of the several state institutions, but will confine myself to brief mention of matters concerning them which in my judgment should have attention.

THE UNIVERSITY.

The Twenty-sixth General Assembly directed the levy for the succeeding five years of a special tax of one-tenth of a mill per annum and placed the same at the disposal of the board of regents. That body devoted the proceeds of the first year's tax to the erection and equipment of a hospital for the medical department and the construction of a heating plant for the use of the new building and some others. The erection of a collegiate building is to follow, an edifice such as will provide for an increased attendance of 30 or 40 per cent, which is no greater rate of gain than that of the past four years. The attendance at the institution during the period shows an increase of 17 per cent over the preceding one, while the number of students has doubled in the last eight years, and every indication points to a yet larger proportionate gain of attendance in the coming years. This institution was the victim of fire last June, which practically destroyed the general library, wrecked the building that contained it, and did much damage to the physical laboratory. The loss is estimated at over \$82,000.

The income of the university for its support for the period amounted to \$264,525.85, of which \$113,775.83 was derived from the students in the professional departments for tuition and fees, and \$32,249.97 from investments. The remainder was drawn from the state treasury. The expenditures for the same period amounted to \$270,262.16, of which \$104,091.22 was the cost of the collegiate department.

This institution has steadily grown in the confidence and regard of the people until it has become one of the leading seats

of learning in the west. While I trust that no argument is needed to convince the general assembly of the desirability of strengthening the university in its various departments, yet I think it may be proper thus to remind the legislative body of what I deem the rightful demand of this summit of our common school system on the liberality of the state.

The board of regents asks for an allowance of \$39,100 for repairing damages by the fire, repair and incidental fund, law library, and various laboratories, and to permit of an exhibit at the Trans-Mississippi Exposition; also \$75,000 equally divided through a five years' period for renewing the library, an annual allowance of \$1,000 for the university publications, and a yearly addition to the endowment fund of \$15,000, the aggregate for the biennial term asked for being \$101,100.

COLLEGE OF AGRICULTURE AND MECHANIC ARTS.

The appropriations for this institution made by the last general assembly seem to have been expended judiciously and to the marked benefit of the college and its students. One of the deepest wells in the state now furnishes a bountiful supply of water of the best character. The want of this supply was long a need of the institution, the doors of which were closed on account of it only a few years ago. The water is carried to all parts of the buildings, affording ample protection against fire.

There were graduated during the term, 105 in eight courses. This was somewhat less than in the preceding term. The institution has felt the stress of the times severely, but its work is none the less well done. I cannot but speak in high praise of that work, which I believe deserves the encomiums bestowed upon it.

During the term \$132,879 was expended in the operation of the college, \$30,292.14 on account of the national experiment station, and \$74,123.72 in repairs and improvements such as were authorized by the general assembly. The last item is the only one that was at the expense of the state treasury. As many of the students of this school maintain themselves during their sojourn in the college by their own labors and exertions, and as school teaching is the resort of a large number of the students during the vacation, which is in winter, I recommend that a chair of pedagogy be authorized in the school. It would be a great benefit to many of the students in the

direction indicated, but it would be of more value to the public because of its better preparing for their work those who go out to teach.

For this chair, for the purchase of a residence for the president, for improvements in the college museum and laboratory, and for betterment of the buildings and grounds, the board asks that \$44,475 be appropriated. The board also asks authority to purchase a tract of eighty acres adjoining the college farm, which appears to be needed, and it will cost the state nothing, the use for that purpose of a part of the endowment fund being authorized by the congressional act of 1862.

The college has heretofore closed its school year in the month of November, making it inconvenient both for those who graduate to find occupation for a time, and for those who desire to enter upon passing from the high schools of the state. The new code changes the fiscal term of the college so that it is the same as that of the state generally. It is now proposed that section 2650 of the code be altered so that it shall conform to the change.

The endowment of the college amounts to \$681,038.52. This fund has been well enough managed to make it the second most productive of all the funds of similar colleges throughout the country, whereas eighteen like institutions were at the outset better provided for in this respect.

NORMAL SCHOOL.

The Normal school is growing in popularity and usefulness. Its enrollment last year was 1,441, a gain of over 25 per cent in two years. These figures demonstrate the magnitude of this educational enterprise of the state. A new building was erected in the year 1895; yet the demands of the school for more room are as urgent as they were before that structure was built.

There is a growing demand for teachers of ability and experience. Iowa is too old as a state to have it said of her that so large a proportion of her teachers is composed of those who are without any previous experience, and a still larger proportion of those who are only a little better than novices. The Normal school is calculated to do much toward remedying this state of affairs. Yet it cannot do all that is needed. The normal institutes are very helpful in the matter of improving the quality of instruction imparted in the schools.

But yet more is demanded. This would be best met by additional normal schools, but that appears to be impracticable for some time to come.

This school is doing a notable work for the state. That work is more and more felt with the succeeding years through the graduates of the institution and also through those who have spent more or less time at the school. In no profession can a previous thorough training be of more advantage than in that of the instructor, and it is a matter of gratification that the fact is becoming more and more appreciated by our people that this school is providing the kind of training required. Moreover, it is gratifying to know that the value of the school as a preparatory in this respect is being increasingly appreciated by those who desire to become teachers. Thus is the institution more closely in touch with the common schools of the state than any other, and as such is deserving of liberal fostering care from the general assembly, because the more those schools have for instructors persons who have had the benefit of the training the Normal school imparts the better it will be for the schools and the children who are in the succeeding years to obtain schooling there, and many of them all of it.

The board asks for an additional permanent annual allowance of \$33,600 for paying teachers, contingent expenses, library and librarians, military instructor, cases, fixtures, and furniture for museum, library, and laboratory, and for improvement of grounds; and an additional annual allowance for three years of \$25,000 for new buildings.

ORPHANS' HOME.

The term witnessed a larger accession to the Orphans' home than any former one, and like nearly all the other institutions shows a greater attendance at the close of the term than at any previous period. A somewhat curious feature of the admissions is that the number of soldiers' orphans is rather on the increase, while that of county children remains nearly stationary. Indeed the number of the latter received during the term of 1883-1885 was much larger than during that just closed. During the term which ended June 30, 1889, there were received 29 soldiers' orphans, and 75 other children, and there remained at that time 88 of the former and 282 of the latter. Two years later the board reported 172 soldiers' orphans admitted, and 88 others, and there were left of the former 198 and 202 of the latter. The board accounts for the large increase in the number

of soldiers' orphans in the fact that many sent had previously been admitted as county children through want of proper investigation of applicants and preparation of papers. Thus, part of the increase was because transfers from one designation to the other were made. The following term the number of soldiers' orphans admitted was 124, during the next 136, and during that just closed 177. Notwithstanding the explanation given, one cannot but be surprised that thirty-three years after the close of the war the number of the orphans of soldiers should show such marked increase, averaging 146 the past few years, and only 29 from 1877 to 1889.

The board of trustees calls attention to the fact that children less than 10 years of age, who are too young to realize what they are doing, are sent to the Industrial school as criminals rather than to the home, apparently because in the former case the state pays for their care and in the latter it is a burden upon the county. If such is the case it should have decided legislative attention. It must be a case of exceptional depravity indeed that will justify sending a child of that tender age to the Industrial school.

The board asks the passage of a law whereby children abandoned by parents, and those found in homes of vice, may be rescued and placed in custody of the officers of the Orphans' home until they reach their majority, a request that should be heeded.

More land is asked for in order that the boys may have a more practical knowledge of Iowa's leading industry. The board also asks that seven one-story cottages be raised, to correspond with the others which have all been improved. For the gymnasium the board holds \$3,750, the proceeds of the sale of property bequeathed to the institution, to which they ask that enough be added for a building to be used as chapel, kindergarten, and gymnasium.

The board of health of the city of Davenport having given notice that the sewage of the institution cannot hereafter take the course which it has done from the first, owing to the fact that the creek into which it passes runs several miles through pastures, an allowance is therefore asked to provide for such change of the sewerage system as may be necessary to connect it with that of the city. The board thinks it advisable that there be a building erected for industrial pursuits, to be used exclusively by the boys, as the present one is nearly all occupied by the girls.

These improvements and others believed to be advisable the board estimates will require an appropriation of \$50,050.

SOLDIERS' HOME.

The Soldiers' home had a population June 30 of 636, thirty-two being women. The increase over the preceding year was thirty-seven, eleven of them being women, and during the fiscal term 120, twenty being women. Applications for admission continue to be more than the institution can accommodate. By way of relieving the pressure, the board has adopted a new rule in reference to admission of those receiving pensions, the effect of which will be not to admit those having pensions of \$16 or more per month.

The hospital which was provided for by the last general assembly has been built and was first occupied at the beginning of the year 1897. The building is a capacious and well arranged edifice and appears to be admirably adapted for the purposes for which it is designed. As in all the better class of hospitals in the country, trained nurses are employed. Here, and indeed throughout the home, no effort is spared to make comfortable the declining years of the veterans of the republic.

Some years ago the general assembly made provision for the erection of a number of cottages. Experience with these buildings would seem to demonstrate at least that no more of them are wanted. Yet there is need that the more aged veterans should have special accommodations. To meet this need the board asks that \$25,000 be appropriated for the erection of a building for old people, where the veterans and their wives may be provided for. It is probable that the number of these will be considerably increased for a time, owing to a modification made by the new code in the restrictions as to admission.

The litigation which was begun some time ago in the federal court, and which took the shape of a criminal prosecution against the members of the board, for the purpose of preventing the retention of any part of the pension money by the home, was summarily disposed of by the court, and the accused discharged from custody, thus sustaining the action of the board.

In addition to the amount asked for the old people's building, the board estimates that \$16,500 will be needed for furnishing the proposed building, for independent waterworks, for an ice house, and for additional storage building.

CHARITABLE INSTITUTIONS.

The trustees of the Industrial Home for the Blind note marked improvement in the management of the institution and in the product manufactured. A demand has sprung up for this product even in other states. The board calls attention to the fact that under the new code all the indigent blind of the state are entitled to admission, there being no limitation as heretofore to those of able body and mind. This being the case, it will be necessary, the trustees think, that the accommodations of the home be greatly increased. The board asks \$34,800 for improvements it deems required.

The improvements contemplated at the College for the Blind in the action of the last general assembly have been satisfactorily completed, and the school is doing a good work. The trustees ask for \$20,000 for a gymnasium and a sewerage system. That both these improvements are needed, and the latter unquestionably so, I have no doubt. I commend to your especial attention the remarks of the trustees and principal on these points. The trustees also ask for \$6,000 for contingent and repair fund, painting, library and school apparatus, and furniture and bedding. The enrollment is 246.

The School for the Deaf, caring for about 300 mutes, asks for \$8,000 to supply needs.

The Institution for Feeble-Minded Children labored under exceptionally great difficulties during the term. Improvements had been made in accordance with the provisions of the act of the Twenty-sixth General Assembly at its regular session, and the institution expected soon to be in condition to do better work than ever before, when the fire which destroyed the main building deranged all the plans of the management. This calamity entailed a loss of about \$125,000. The action taken at the extra session has enabled the board to some extent to overcome the evil brought upon the institution by the fire. The board asks for \$49,655 for the ensuing period. In considering the wants of this institution it will be remembered that the number of inmates increased during the last period from 574 to 698. The care of this class of unfortunates is one of the gravest responsibility. The dictates of humanity require that they be treated with the greatest kindness, while the welfare of the community demands that they be kept under restraint in perhaps most cases after they have arrived at their majority. The superintendent cites the prevalent opinion among those

having charge of imbeciles that "states need protection against the ever increasing number of these deficient and dependents." I would commend to your attention the measures to accomplish this object suggested in the report of the superintendent.

THE INSANE.

The patients treated at the hospitals for the insane during the term numbered 4,375, of whom 2,326 were of the male sex. There were admitted and readmitted during the period 1,969, 1,186 being males. There were discharged during the period 607 as recovered, 580 as improved, and 248 as unimproved, while 397 died. There have been treated at the hospitals from the beginning 10,327 males and 7,416 females, including transfers. Of the whole number 5,264 have been discharged recovered, 4,489 improved, and 3,577 unimproved or transferred. The number of deaths is 3,498. Of those admitted during the period 496 were foreign born, or a little more than one-fourth of the whole number. This is considerably more than the proportion of the foreign population in the state at large. Of those admitted during the period 132 are supported by the state, they having been sent to the hospitals as having no known residence in Iowa. Legislation would seem to be needed to insure more care on the part of examining commissioners in making inquiry as to the residences of such persons, and where practicable to secure their return to the states whence they come. If the law were changed so as to require the counties sending such patients to the hospitals to furnish one half the cost of their support, it would help accomplish the desired object.

Section 1428 of the code of 1873, which, as amended by subsequent enactments, is section 2292 of the code of 1897, provides for the levying of a tax by the boards of supervisors to meet the charges for keeping the patients of the respective counties at the hospitals, which tax, when collected, is to be paid into the state treasury. Under color of the authority thus given there has been levied in the several counties of the state during the past ten years the sum of \$3,900,688.89, of which all that has reached the treasury is \$2,953,351.88, leaving about 25 per cent unaccounted for. It will not do to say that the tax was not collected, for I find that while \$12,580,081.03 was levied for state purposes during the same period there was paid into the treasury on that account \$12,107,049.57, the deficiency being less than 4 per cent. Now I

would not be understood as saying that the counties owe the state this large sum of money. They do not, but they did owe at the close of the fiscal term \$51,015.35, which, in view of the enormous amounts raised, was that much more than they should have owed. Of the \$947,288.51 not accounted for, more than \$800,000 was levied under color of authority and improperly diverted to other purposes. What legislation is advisable to put a stop to such irregularities, to speak of them not more harshly, I leave to the consideration of the general assembly.

The cost of caring for patients at the hospitals was \$13.90 per month.

The amounts asked for repairs and betterments at the several hospitals are as follows: At Mt. Pleasant, for specific purposes, \$17,750; for annual allowance, \$11,000; making for the term \$30,750; at Independence, for specific purposes, \$71,625; at Clarinda, for specific purposes, \$151,740; the total aggregating \$263,115.

The hospital at Cherokee cannot be hastened to completion too soon. Already the existing hospitals are overcrowded, and the new one would doubtless soon be comparatively well filled if it were ready for occupancy. The insane appeal to us for the kindest care. The century now closing—I may say the half century—has witnessed a notable improvement in the care of the insane; indeed, it might be called a revolution. Fifty years ago the condition of most of the insane was a reproach to the civilization of the age. The horrors of the treatment to which they were subjected are almost beyond belief at this time. Neither is it very many years since this unfortunate class of people ceased to be barbarously treated, if, indeed, such treatment has yet ceased altogether.

There has recently manifested itself in this state a disposition to return to the system of local care of the insane by placing them in county asylums. It is urged solely on the ground of "economy;" of immediate saving; but will the insane be so well cared for as in the state institutions? Are they not likely to be placed under the care of attendants ignorant of the character of the work to be done, and possessing as a prime qualification muscular strength, instead of the trained nurses that now do duty at the state hospitals? Will the superintendent or even the physician in charge be an alienist? The manner in which these questions can be truthfully answered in respect to any such county institution will tell better whether real economy is practiced.

I most earnestly recommend, as have several of my predecessors, that the powers of the visiting committee to the hospitals for the insane be enlarged so as to embrace an inspection of every hospital or asylum in the state where insane persons are kept, and I would include, too, those not under the control of the public authorities. One of the boards of trustees well argues, if there is justification for the existence of such a committee with reference to the state hospitals which are under the direction of boards of trustees chosen for that particular work, there is imperative need for the visitation of private hospitals, private asylums, and poor-houses.

INDUSTRIAL SCHOOL

The new buildings provided for by the last general assembly have been erected and completed within the appropriations. For the boys' department, the board asks a further appropriation of \$39,350 for a new school building, for a new family building, and for repairs and contingent, for heating six family buildings, enlarging the chapel, and erecting a pest house. A school building is undoubtedly much needed, and one additional family building will still leave the cottages overcrowded. That the mode of heating should be improved cannot be doubted. To warm the buildings of a public institution by means of stoves, with the attendant danger from fire, approaches criminality. For the girls' department \$19,100 is asked. Among the items going to make up this aggregate is one for a family building for the little girls. It is objected that at present these children are under the necessity of associating with girls much older than themselves, by whom they cannot but be in some measure influenced. I am constrained to think it questionable policy to have little girls sent to this institution. Provision had better be made, as above suggested, for the smaller ones, both boys and girls, at the Home for Destitute Children.

THE PENITENTIARIES.

While the population at nearly all our institutions has much increased within the last few years, the fact is notably so at the penitentiaries. In 1889 the number at both prisons was 615, or only two more than the number at Anamosa at the close of the last fiscal term. In the two prisons there were at the later date 1,139 convicts, an augmentation of 85 per cent in eight years, when the number of people increased only a little

more than 15 per cent. What has brought about this undesirable state of affairs is a subject of very diverse opinions. One suggestion that is made by the warden of the Fort Madison penitentiary has, I think, great force, which is that the absence of an habitual criminal law offers what may be called inducement for the criminals of other states to migrate here. Illinois has recently adopted such a law, following the example of Ohio, which has had one for years. I look upon an amendment to our existing law that would introduce a like system as worthy of your most serious consideration. The Ohio law makes the penalty for the first felony (other than murder) committed by a criminal an indeterminate one between the minimum and maximum terms of imprisonment prescribed for the crime. For the second felony the penalty is fixed by the court pronouncing sentence. For the third felony imprisonment for life is adjudged. Provision is made for good time allowance to first and second term convicts and for the paroling of the former. The new code enacts the following:

"SEC. 4846. If any person, having before been twice convicted within this state of larceny, is guilty of another crime of larceny, he shall be deemed a common thief, and imprisoned in the penitentiary not more than seven years, or fined not exceeding one thousand dollars and imprisoned in the county jail not more than one year."

This provision was in the code of 1851, but with a lighter maximum penalty. It was enacted then, as I assume it was enacted last year, with the object in view of having it reach criminals twice convicted of petty larceny. An attempt to punish one such under the former code elicited from the court an interpretation that as it then read (and as it now reads) the penalty was incurred only in case of two previous convictions of felony. This being the case, the section was dropped from the code of 1873 as substantially surplusage, the penalty then being no greater than was prescribed for offenses previously committed. I recommend that the section be amended so as to provide for the indictment as a common thief of a criminal who has been twice previously convicted of petty larceny. The thief who confines his repeated crimes to jail offenses soon becomes one of the worst characters in any community.

Some system of prison labor ought to be devised for furnishing employment for prisoners otherwise idle. This will become

increasingly important as the time approaches for the termination of the contracts at Fort Madison and the completion of the edifice at Anamosa. I am advised by one who has made a study of the subject, who is one of the foremost penologists of Iowa, and who has had actual experience in prison management, that experimentation in other states has developed systems that do away with the objection of unfair competition with free labor, and at the same time utilize the labor of convicts so as to make them self-supporting and allow the convict the amount he can earn over and beyond the cost of his support. Iowa has made no progress in this matter. He adds: "At least one system other than the contract system has been shown to be a pronounced success in the states of Illinois and New York." In the latter state the statute provides that the surplus products of the labor of the prisons shall be disposed of to other public institutions as well as to the state departments and the counties and other political divisions of the state at prices determined on by the board of charities and corrections. This disposition of the goods manufactured I look upon as especially desirable; and it might be applied to the products of all our state institutions, such as the Home for the Blind and the hospitals.

I do not deem it nearly so essential that the prisons be profitable in a pecuniary sense as that they shall be remunerative in the larger sense of making better men and women of the prisoners, so that upon their release from custody they shall become builders of the state and no longer destroyers.

The good time law now in force in this state is gravely defective in making no distinction between first-term and older criminals. In the spirit of the foregoing recommendation concerning the indeterminate sentence, I would suggest that the diminution for second-term convicts should be only half of that allowed those serving their first term, and that those in for more than a second term be allowed none at all.

In reference to the government of the penitentiaries, I have a few suggestions to offer. In my judgment, these institutions should come under the supervision of a board, such as governs the industrial schools. In fact I would recommend that the powers of that board be enlarged so that it should have like control of the penitentiaries. The penologist whom I have before quoted uses language on this subject which I adopt, while I commend it to the attention of the general assembly:

"In all the state institutions except its two penitentiaries the superintendents are selected by the boards of trustees and without any definite term of office. They are subject to removal at any time for cause, but retained if faithful and competent. They are thus encouraged to make special effort to fit themselves for the proper discharge of their important and highly responsible duties. It goes without saying that better public service is procured under such a system. It is difficult to conceive why wardens of our penitentiaries should not be selected in the same way. The present system which fixes the tenure of these two offices at two years, and provides for their election on joint ballot in the general assembly, absolutely precludes the idea of any man being able to hold the office beyond such time as may be fixed by political precedent or custom, no matter how capable or well qualified he may be. The science of penology has long been fully recognized. The man who takes the time to fully qualify himself to be the custodian of the criminal classes is as useful to the general public as the man who has taken the same time and pains to fit himself for the proper care of the insane. If it were proposed to make the office of superintendents of our hospitals for the insane elective on joint ballot at each session of the assembly, such proposition would meet with little favor. It is also difficult to conceive why the whole burden and responsibility of the supervision of our two penitentiaries should be thrown upon the chief executive when it is clear that he cannot take the time necessary to give such close supervision as is given by the boards of trustees to the other state institutions. It has long been my opinion that, with all the other high and important duties the governor of our great state is called upon to perform, he should be relieved of the onerous duty of supervising the affairs of our penal institutions."

In another respect such a board might be of important service. It could act as a board of parole, as is the case with the Industrial school. I think it preferable to the proposed court of pardons with its ponderous judicial procedure. When a man is finally committed to the penitentiary for crime, judicial proceedings are at an end. Thenceforth punishment, and with it pardon and parole, belongs to the executive department of the government, the exercise of which ought not to be made to depend upon the ability of the prisoner and his friends to employ attorneys to plead his case before another court. I

have found the Industrial school board of great assistance to me when considering applications for release from that institution.

At the Fort Madison penitentiary the warden, by skillful handling of the labor of the prison, has been able to construct 140 new cells for several thousand dollars less than was allowed him for the purpose by the last general assembly. Having enlarged the grounds, he has also constructed a new wall at an expense less than half of what it was estimated it would cost. The warden recommends that the amount allowed for the construction of cells that has not been used be put into the erection of a shop in which men now idle may be employed. He asks \$12,800 for improvements and repairs.

At the Anamosa penitentiary the large center building provided for by the Twenty-sixth General Assembly approaches completion. It is capacious and well and substantially built. Under the advice of the executive council, the warden used a part of his support fund for the sinking of a well for a supply of water for the prison. This well is found capable of producing 15,000 gallons an hour for fifteen hours, and a tank has been built upon it that holds 45,000 gallons. It is contemplated to increase the capacity of this tank to 60,000 gallons. From the savings in the support fund the warden was also enabled largely to repair damages caused by a calamitous fire. Extensive as are the structures connected with this institution, they unfortunately hardly keep pace with the demands for their use. For continuing the work on this prison the warden estimates that \$45,174 will be needed.

INSTITUTION BOARDS.

There has been much discussion of late as to the desirability of a single board to have charge of all the institutions of the state, the members of such board to be expected to give their entire time to the work and to be suitably compensated therefor. It is urged that such a board, being familiar with all the institutions, would be in a position to know their comparative needs and intelligently to advise the general assembly thereon, and thus materially to aid that body in its determination as to the amount to be expended for support and betterments. It is also urged that such a system of management would be less expensive to the state than the one now in vogue. I can not bring myself to believe that such a consolidation of the existing boards, and placing all the institutions under one board,

will afford a remedy for any of the evils supposed to inhere in the present system. I find that the pay and other expenses of all the regents, trustees and directors amounted to \$29,616.56 for the last fiscal term, or \$14,808.28 for each year. I much doubt whether the expenses of the proposed board of control would be materially less with its members paid the salaries that men ought to have who are competent to fill such places and who would be expected to make the performance of their duties their sole active business for the time. But the incongruity of having the State university and the penitentiaries, the Agricultural college and the hospitals for the insane, the Normal school and the Institution for Feeble Minded Children, all under the control of one and the same board, would, in my judgment, more than offset any benefit, pecuniary or otherwise, that would be derived from the proposed consolidation. Nevertheless, I believe that there ought to be a reduction in the number of boards. I can not see why institutions of a kindred character may not be supervised by a single board. For instance, the purely benevolent institutions, that is the hospitals for the insane, might be put under one management with advantage. So also might those which combine education with personal support, such as the Orphans' home and the institutions for the blind, deaf, and feeble minded. The higher educational institutions might remain under separate boards, although I do not see why the Normal school might not be beneficially placed under the control of the board of regents. The Soldiers' home, unique as it is in character, must remain under separate control. The industrial schools are now under one board, and very satisfactorily so. If it or a similar board had also supervision of the penitentiaries, as I have above intimated, I fully believe a great advance would be made in prison management. While I think such reduction in the number of boards would be of advantage on other grounds, I am persuaded that it would effect a noticeable saving in the expenses of the institutions. Last term the hospital boards drew from the state treasury per diem and expenses \$7,508.95, and the boards of the Orphans' home and the institutions for the defective classes \$8,243.77; while that of the Industrial school, which has what are really two separate institutions under its control, drew only \$945.37. With only three boards for these institutions the saving here ought to amount to nearly one-half, even if the penitentiaries were to be brought under their supervision.

SPECIAL APPROPRIATIONS.

The amounts asked for the several institutions of the state, whether as additional, permanent allowances or special appropriations, are as follows:

	Annual Allowance.	Specific Appropriation.	Total for Term.
University—			
Permanent.....	\$15,000	-----	-----
For five years.....	15,000	-----	-----
University publications.....	1,000	-----	-----
Improvements, etc.....		\$ 39,100	\$ 101,100
College of Agriculture.....		44,475	44,475
Normal School—			
Permanent.....	\$33,600	-----	-----
For three years.....	25,000	-----	-----
Repairs.....		1,000	118,300
Orphans' Home.....		50,050	50,050
Soldiers' Home.....		41,500	41,500
Industrial Home for the Blind.....		34,300	34,300
College for the Blind.....		27,600	27,600
School for the Deaf.....		8,000	8,000
Feeble-Minded Children.....		49,655	49,655
Hospital at Mt. Pleasant.....	11,000	-----	-----
Improvements, etc.....		17,750	39,750
Hospital at Independence.....		71,625	71,625
Hospital at Clarinda.....		151,740	151,740
Hospital at Cherokee.....		279,000	279,000
Industrial School, boys' department.....		39,350	-----
Industrial School, girls' department.....		19,100	58,450
Ft. Madison Penitentiary.....		12,800	12,800
Anamosa Penitentiary.....		45,174	45,174
Benedict Home.....		12,000	13,000
Fish and Game Warden.....		13,000	13,000
Omaha Exposition.....		47,400	47,400
Memorial Hall, additional.....		30,000	30,000
Total.....	\$100,600	\$ 1,034,619	\$ 1,235,819

The amount proposed for specific appropriations is thus \$1,034,619, while an annual allowance of \$100,600 or \$201,200 for the two years, is also asked, part of it permanent and part terminating; making in all \$1,235,819 for the term.

It will be in order now to consider the resources of the treasury.

The auditor of state estimates the receipts of general revenue from sources other than the state levy at \$1,861,000 and from the state tax at \$2,650,000, making the aggregate receipts \$4,511,000. The estimated receipts from the state tax, however,

includes \$610,000, the product during the first half of the year 1899 of a levy of two mills, which levy was the maximum that could be applied at the time the auditor's report was made. The provision of law fixing the levy having been repealed, the amount to be received from state taxes during the last six months of the fiscal term will depend on the expenditures the present general assembly will authorize. The ordinary expenditures, including interest on warrants outstanding, are estimated at \$3,500,348, and there were undrawn special appropriations that might be drawn during the fiscal term amounting to \$558,437.61.

The amount of the floating debt at that time, as above stated, was \$410,827.77. To get the state entirely out of debt by the first of July, 1899, would require that \$3,110,000 be raised from taxes during the fiscal term, and this would permit of no special appropriations by the present general assembly. But, as the estimates are made for a period about nine months of which will have expired before the general assembly will have made its appropriations, I have obtained from the financial officers of the state a statement of the gross transactions of the treasury for the first six months of that period. Those officers inform me that the receipts for that period amounted to \$946,303.91 and the sum of the warrants issued to \$995,152.18, and there are yet undrawn of special appropriations \$141,338.94. On the other hand, warrants were canceled amounting to \$862,682.94, and \$15,121.06 interest paid, making the total disbursements \$877,804. The amount of outstanding warrants at the close of the calendar year was \$579,966 and the cash in the treasury \$108,645.47, making the net indebtedness \$471,321.50. While the net floating indebtedness was thus larger by \$60,493.73 at the end of the calendar year than at the close of the last fiscal term, nevertheless the condition of the state's finances is much more favorable than at that time. On June 30 there remained undrawn of appropriations made for specific purposes an aggregate of \$808,437.61, which, added to the net floating debt, made a total of actual and contingent liabilities beyond the amount in the treasury of \$719,265.38. At the close of the year there remained undrawn of these appropriations only \$141,338.94, which, added to the net debt at that time, made the actual and contingent liabilities \$612,660.41, or \$106,604.94 less in amount than it was six months earlier. The expenditures of the present year, allowing \$140,000 for the expenses

of the session and the miscellaneous items of appropriations usually found in the general appropriation bill, may be estimated at \$1,820,000. To this should be added \$125,000 to be drawn, as already provided for, for the new hospital at Cherokee, making the sum to be paid out \$1,945,000. If the receipts be estimated at \$2,150,000, and that is somewhat larger than the auditor's estimate, there will be an excess of only \$205,000 with which to pay off the net debt at the beginning of the year and such of the undrawn appropriations as may yet be called for. Of the latter, however, it is probable that less than \$100,000 will ever be drawn on, the items in many cases representing balances of appropriations that have done their work long ago without exhausting the amount allowed. The following is a list of such balances kindly furnished by the auditor:

Agricultural College, improvement fund.....	\$ 26,632.64
College for the Blind.....	7,495.98
Benedict Home.....	2,912.83
Institution for Feeble Minded Children, improvements.....	19,800.00
Hospital for Insane—Cherokee.....	169.36
Clarinda.....	.75
Mt. Pleasant.....	505.34
Industrial schools.....	1,400.00
State University, improvements.....	7,356.53
Normal school.....	1,601.20
New Orleans Exposition claims.....	12,050.00
Orphans' Home, improvements.....	2,831.42
Penitentiary, Anamosa.....	9,050.25
Penitentiary, Fort Madison.....	6,826.38
Provisional contingencies.....	9,079.77
Soldiers' Home, improvements.....	294.67
Iowa and Missouri Boundary Commission.....	219.83
Gray uniforms.....	961.00
Capitol repairs.....	1,151.99
Trans-Mississippi Exposition.....	5,000.00
Memorial building.....	25,000.00
Total.....	\$141,338.94

But, assuming that only \$75,000 of the sum of these balances should yet be called for, the net indebtedness at the end of the year 1898 will be about \$835,000, without any specific appropriations by this General Assembly. To this amount should be added, say, \$35,000, which must be appropriated for expenditures made under authority of law, but for which the last general assembly failed to provide funds. The net indebtedness at the close of the year 1898 will therefore approximate \$870,000. This being true, every proposed additional expenditure

of public moneys should be scrutinized with the utmost care and as little as possible be allowed to be drawn before the spring of 1899. The resources and expenditures during the latter year will depend on the action of the present general assembly. While extravagance is ever to be avoided, the state on the other hand should never be panic-stricken.

BENEDICT HOME.

This institution continues its work of reclamation. It was founded by the Woman's Christian Temperance Union and is managed under its direction, and as I believe the management is judicious. It is indeed a grand benevolent institution, and is a continuous instrumentality for rescuing and redeeming the unfortunate.

The family have, under the direction of the superintendent, done all the work about the home, indoors and out. Even for the school competent teachers are found in the family. The inmates, doing all the nursing, soon acquire a facility at that occupation that is found to be of service to them when they have returned to the world. This is indeed true regarding practically all the occupations pursued at the institution. The whole number of inmates during the term was 170.

For the support of this home, including an allowance made several years ago for the construction of a building, the state treasury has contributed up to the present time a little in excess of \$38,000. The treasurer reports little other means of support than that thus derived from the state. I am led to think that this amount of interest in the institution ought to have its representative on the managing board of the home, and I recommend that steps be taken to secure such representation.

For support during the next biennial term the trustees ask for \$12,000. Their valuable report, embracing that of the treasurer, superintendent, and surgeon, has been handed to me. It has been for several years printed as a state document, but the authority to do so does not appear in the new code.

FISH AND GAME.

The work of this commission is steadily increasing in importance, the demand during the term for supplies of fish for stocking purposes exceeding that of any former term. The work of the commission is thus seen to grow in popular regard, a fact which is further evidenced by the increased favor with

which prosecutions of violators of the law are regarded. Over five hundred poachers were convicted and fines imposed amounting to \$5,458, which is \$458 more than was allowed for the support of the commission for the fiscal term. The dam authorized at the last session of the general assembly, to be constructed at the outlet of East Okoboji, has been completed and will have the effect to retain over two feet more of water in Okoboji than there otherwise would have been. The canal provided for in the same act between Spirit lake and Little Spirit lake, about 500 feet in length, has also been completed and already effectively accomplishes its purpose. The expense of making the dam and the canal was kept within the appropriation of \$1,000. A fish-car has been provided and completely and admirably equipped, at a cost of \$1,600, \$800 of which was paid out of the ordinary support fund. Several railroad companies allow the car to pass free over their lines. The fish commissioner has thus been enabled to transport over 1,500,000 fish from the bayous of the state and place them in several of the interior lakes and rivers. A supply pond has been kindly furnished by the town of Sabula, where the fish taken from the bayous are kept awaiting transportation. By this means enormous quantities of food fish, which would otherwise be lost by the drying up or the freezing of the bayous is saved.

Of the appropriation made by the Twenty-fifth General Assembly amounting to \$6,000 there was covered into the treasury \$1,219.65. Of the similar amount appropriated by the last general assembly there remained unexpended, on the 1st day of November last \$762.48, additional expenditures being required because of fruitless litigation designed to hinder the work of the commission.

The new code greatly enlarges the work of this officer in giving him supervision of game interests. This will necessitate the appointment of many deputies to assist him. The statute requires that their services be rendered without expense to the state. There should nevertheless be provision for compensating them in some manner. This may be done by allowing the warden a contingent fund out of which deputies should be paid for services actually rendered. The warden asks for an allowance of \$21,100 for the protection of fish and game and performing the duties imposed upon him.

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BUREAU OF LABOR STATISTICS.

The commissioner of labor statistics presents a voluminous report. The last general assembly enlarged the powers and duties of that officer and increased the capacity of his office for usefulness. Under the authority granted by that law, the commissioner or his deputy has visited nearly every city and town in the state to get lists of establishments having five or more employees. These establishments were called upon to furnish information in reply to questions asked them, which information has been compiled and is presented in tabular form. The data upon which these tables are based are constituted of verified statements of the employers. Owing to the fact that there had been no compilation of the lists of employers in the state, the attention of the bureau during the term was largely taken up with procuring the information necessary for completing the lists, and the commissioner found himself unable to give the time necessary during the term for getting corresponding information from employees. The commissioner recommends that there be a bulletin furnished quarterly by the bureau, which shall publish information coming to the knowledge of the commissioner between times. A law requiring the boxing or covering of all dangerous machinery and shafting, and the placing of railings around fly wheels and vats, is recommended with authority given some officer to enforce the same. Examination of persons undertaking to handle stationary boilers is also suggested. The commissioner collates the experience of many of the cities of the state in respect to the collection of poll taxes, from which it would appear that a comparatively small number of persons liable to pay such taxes ever do so. In view of this fact and of the further fact that cripples and worn-out men, who are considered in the theory of the law unable to work such tax, are employed by those who should pay them to work out the same, the commissioner recommends that the law be repealed.

MINE INSPECTION.

The report of the mine inspectors indicates a revival to some extent in this important industry. The number of mines is 358, or eighteen more than was reported the preceding term. The output was 7,325,224 tons, valued at the mines at \$8,534,677. An increase in the output is thus shown amounting to 352,015 tons, but the value is less by \$472,897. The wages paid

amounted to \$5,642,342 for miners and \$2,161,752 for all other employees, aggregating \$354,129 more than in the preceding term, while the average paid miners was 77 cents per ton, a decline of 13 cents.

The desirability of enlarging the home market for our coal is forcibly presented by the inspectors. Immense deposits of coal yet underlie the soil of Iowa. The enactment of legislation which may encourage the planting of additional manufactures in this state and the expansion of those now in existence well deserves the attention of the general assembly. The number of fatalities was 45, and of non-fatal accidents was 102. The previous term the numbers were, respectively, 39 and 80. This unsatisfactory showing is an argument for greater care on the part of both employers and employees. Doubtless greed on the one hand and recklessness on the other do much to augment the hazard of life in the mine. The work of the inspectors I believe to be well done, and I do not doubt that but for their vigilance a much worse showing in this respect would be made. Whatever legislation may do toward remedying the evil ought to be tried. But no legislation can prevent the consequences of recklessness on the part of those who become victims to accident. Indeed, there is always danger that the knowledge of the existence of such legislation will tend to make those it is intended to protect less careful of their own safety.

GEOLOGICAL SURVEY

The work of the geological survey has been carried steadily forward. There are now twenty-six counties which have been covered by the detailed mapping, and in addition special reports have been issued upon the coal, gypsum, lead, and zinc and artesian waters of the state. The seven volumes so far published contain much that is of the highest value to our citizens, from both educational and economic points of view. They have been widely distributed and are the best possible advertisements of our resources. The work is proving an important aid in the development of our mineral deposits and has led to important investments.

Recently the survey has undertaken the collection of statistics of our mineral productions. The returns so far indicate a most gratifying increase in business. In many quarters the building brick output has increased from 40 to 100 per cent. The gypsum industry is flourishing and the coal industry for the latter half of the year has shown a marked improvement.

AGRICULTURE.

The weather and crop service makes a gratifying report of the aggregate soil products of Iowa for the past season, showing that the farmers are in condition to receive a fair share of the benefits of our increasing prosperity. Despite unfavorable weather conditions in the planting season, and the severe drouth of the late summer and autumn, Iowa still leads all the states in the production of corn, having a total yield of 289,452,150 bushels of that great staple, harvested in the best possible condition. There has been an increase in the acreage and total yield of wheat, and we have harvested this year 14,613,054 bushels, giving us a liberal surplus beyond our requirements for home consumption. We lead all other states in the production of oats, having a total output of 182,571,155 bushels. Our output of the staple cereals amounts to 404,203,559 bushels, and we have harvested 5,301,404 tons of cultivated and prairie hay. The total value of our soil products, which are mainly consumed in the production of live stock, dairy and poultry products, etc., is estimated to exceed \$200,000,000—a sum nearly equal to the world's production of gold for the year, and approximating the value of the cotton crop of the United States. These figures serve to remind us of the fact that our foremost industry is entitled to the fostering care of all who are charged with legislative and executive responsibilities.

DAIRY DEPARTMENT.

The development of the dairy interests in our state during the past year has been large. At the present time there are only three counties in the state without creameries in operation. The increase in the number of creameries for the past year over and above those that have closed or discontinued business is eighty-one. This is a larger increase than for a number of years, and indicates the effect of dairy agitation and information. Territory that heretofore has not been considered as properly a part of the dairy district is now regarded as a good field for development, and two-thirds of the number of new creameries have been established in this class of territory. There are now 891 creamery plants in the state, the largest number that has ever been in operation. The favorable conditions during the entire year of 1896, for the production of butter, placed a mark so high in the quantity shipped to markets outside of the state that it was unreasonable to expect that

amount would be increased during a corresponding period for some time to come. But it is now found, notwithstanding the partial drouth of the past season and the unfavorable spring months, that the shipments to markets outside reached 99,457,684 gross pounds, being an increase over 1896 of 4,280,441 pounds. These shipments represent 88,620,081 net pounds of butter, and a valuation of \$15,000,000, which amount came directly into Iowa from neighboring states and foreign markets. The New York market for the year ending November, 1897, shows an average of 18 85-100 cents per pound for fancy creamery butter, a slight improvement over the average for the previous year. As 71 per cent of our shipments are billed to New York city, our people are materially interested in that market.

The agricultural department at Washington has been active in furnishing information and investigating foreign markets, especially the English markets, by making experimental shipments from our leading dairy states. Individual shipments by the carload of fine Iowa creamery butter have been forwarded from some counties directly to Liverpool and London. That these goods met with favor is reason for congratulation and shows to what a high degree the production of creamery butter has reached in Iowa.

The city milk inspection law at the present time covers thirteen cities, or those having more than 10,000 population. The experimental stage of this inspection is now past, and it would be well to extend it to other cities.

The expenditures of the department for the year ended October 31, 1897, amounted to \$5,432.53.

STATE VETERINARY INSPECTION.

The work of the state veterinary surgeon has steadily multiplied until now it takes up substantially all the time of the officer. He is called almost constantly, and into practically all parts of the state, and his labors have been instrumental in staying the progress in many instances of contagious diseases among domestic animals. His report is one of exceptional interest at this time, and I invite attention to his recommendations, especially the one in regard to the inspection of animals being brought into the state for breeding purposes. The time has come, in my judgment, when this officer should have a fixed salary, with a suitable allowance for expenses. He should also

have an office at the state house, so that his services may be the more readily secured when needed.

HORTICULTURE.

Under the provisions of the new code the Iowa State Horticultural society is allowed to draw office supplies from the supply department of the state. Horticulture is a growing industry and should be fostered, for we not only need fruits for food but for export as well. Already a large quantity of fruit is being shipped out of the state, bringing in a large amount of money. The protection of the homes of Iowa with trees and ornamenting them with shrubs and flowers should not be lost sight of, and the work of the society should be encouraged and extended.

PUBLIC LANDS.

Of the public lands belonging to the state there were patented during the period 2,432,715 acres, and there remain unpatented of lands other than swamp and railroad lands 5,673,613 acres. The amount of swamp and railroad lands is too indefinite to be computed. There yet remain unsold of the other lands 617,770 acres. These are in the grants for the common schools and the university, including some lands donated to the latter. The question of the title to meandered lakes is yet in the courts. A decision made, while against the contention of the state to title in that particular case, nevertheless favors the general principle that the title to these lakes passed to the state when it entered the union as an incident of sovereignty. This would seem to be a correct determination; if so, the title to these lakes can not pass without further action by the general assembly, which action, however, is not desirable nor is it recommended.

FINANCIAL INSTITUTIONS.

The savings banks of the state numbered, at the close of the term, 166, and the other banks under the supervision of the auditor, 206, an increase of eight in the whole number in the two years. They held deposits June 30th, amounting to \$45,442,894.16, and the assets amounted to \$65,799,440.96, an increase over the figures of the year preceding of \$1,476,100.37 in the first item and of \$1,170,959.88 in the other. The increase for the biennial period was \$1,615,757.61 in deposits and in gross assets \$1,754,383.07. Reports at the close of business

October 5th showed a further increase in the deposits of \$5,048,631.44, and in the volume of assets of \$4,735,068.42. This amount of deposits exceeds that of June 30, 1892, which was the highest line before the crisis of 1893, by over \$8,000,000. On October 5, 1897, the national banks held of individual deposits \$27,502,301.25. Money is evidently coming from its hiding place, and is seeking its great reservoir to be drawn thence for the use of enlarging business and industrial activity.

The last general assembly at its regular session put building and loan associations under the supervision of the auditor of state, first requiring, however, the executive council to pass upon the articles of incorporation and by-laws of the several associations. Under the authority thus given, the council approved the papers of eighty-seven domestic local associations, twenty-nine domestic associations, and one association from Minnesota. These associations reported to the auditor of state December 31, 1896, assets amounting to \$12,565,465.16. These assets are likely to increase much more rapidly with the associations under the supervision of responsible officials.

The controller of the currency in his report of last winter gives the deposits in the loan and trust companies of Iowa as \$4,364,963, and those in private banks as \$5,233,187. The deposits in these various institutions, therefore, aggregate \$100,157,452.

SEMICENTENNIAL CELEBRATION.

In accordance with provision made therefor by the last general assembly, I appointed a commission consisting of Philip M. Crapo and George F. Henry, of Burlington, and Hon. John Scott, of Nevada, to arrange for a suitable celebration of the semicentennial of Iowa. The commission began immediately to make arrangements for an observance of the occasion such as would be creditable to the state. By dint of hard work and untiring perseverance the commission was quite successful. The city of Burlington contributed the amount which the legislature made a condition precedent of any payment out of the state treasury. The celebration took place in October, 1896, occupying eight days. A full history has been prepared by the commission, which history I recommend be published under state authority. The celebration cost the state the sum of \$9,976, the remaining \$24 of the \$10,000 appropriated having been returned to the state treasury by the commission.

MEMORIAL AND HISTORICAL BUILDING.

At its regular session the Twenty-sixth General Assembly made a beginning toward the erection of a memorial and historical building, appropriating \$25,000 for the purchase of grounds and the procurement of plans. At the second session of that body provision was made for the construction of a part of the building—the same to be completed, however, including the purchase of the grounds, within the appropriation. After due examination of the proposed sites, selection was made of a tract 100 by 141 feet immediately east of the state house, and it was purchased for the sum of \$4,800, which was considerably less than any tract as large could be obtained for anywhere else adjacent to Capitol square, which is where the statute required the site to be.

Several architects submitted plans on invitation. One of these, that of O. O. Smith, of Des Moines, was selected, and he was chosen the architect and instructed to prepare full estimates of the cost of a fire-proof building (and the executive council would have none other), which he accordingly did.

On examination, the council became convinced that such a building of a size that would be satisfactory to the people, or adequate for even a beginning of the contemplated edifice, could not be built for the means available after paying for the site. It was therefore determined by the council to relegate the matter to the general assembly. It is accordingly left for consideration at the session now opening. I deem this subject one of the first importance. Already the collection fills the rooms of the historical department, and it will soon be practically impossible to crowd in any more.

The department is feeling the force of the truth that "to him that hath shall be given." Many people are now found who are anxious to help swell the collection, provided their contributions can be suitably and safely cared for. The fine library of state and other papers going back to the beginning of the federal government, left by Hon. James F. Wilson, is ready for turning over to the department when proper provision has been made for receiving and caring for it. Other very valuable collections are offered on like conditions.

The opportunity to procure these ought not to be missed. I am indeed persuaded from the extent of the offerings that the new building, when it shall have been completed, will barely hold the treasures, literary, historical, artistic, archæological,

and curious, that will then be ready for it. I therefore recommend that \$30,000 be added to the balance remaining of the former appropriation, in order that the memorial and historical building may be pushed to completion. The lowest estimate made by the architect for the erection and completion of this building is \$49,000.

THE TRANS-MISSISSIPPI AND INTERNATIONAL EXPOSITION.

Under authority conferred upon the executive council by the Twenty-sixth General Assembly, that body chose a committee composed of one person from each congressional district to take charge of such exhibits as this state should make in the Trans-Mississippi and International exposition. The committee at once actively engaged in the work assigned it. It has secured ground space for a building and floor room in the halls. It has also done much towards bringing the exposition to the attention of our people.

In preparing the way for a great exhibit, the committee appointed a sub-committee to submit estimates of the cost of preparing, installing, and maintaining exhibits to be worthy of the state, which sub-committee has prepared a report that has been sent to me in advance of its presentation to the committee-at-large, which will not meet until next week. The report asks for the purposes of the exhibit an additional allowance of \$47,400.

The governor of Nebraska has written me, advising me that it is contemplated to erect a grand commemorative arch, towards the construction of which each of twenty-four states, including our own, is invited to contribute one course of stone.

Iowa has contributed much of public funds and immensely of private resources towards like expositions which were at such a distance from her borders that no appreciable return has been received for the vast outlay of money. It would seem that this one, which is almost within those borders, should receive encouragement, both public and private, from the people of Iowa. How the treasury, nevertheless, can be drawn on for any more, I confess I am at a loss to know.

UNITED STATES BATTLE-SHIP IOWA.

The state of Iowa has been honored with the name of one of the largest and most powerful war vessels now afloat. At its launching at Philadelphia, Pa., March 28, 1896, the state

officers, including myself and staff, the senators and representatives in congress from Iowa, and many prominent citizens of the state were present, and the christening was done by Miss Mary Lord Drake, now Mrs. George W. Sturdivant.

Under the authority conferred by the last general assembly, an elaborate and elegant silver service was procured and the same fitted into handsome cabinets, and on Monday, July 19, 1897, the service was at Newport, R. I., formally presented to the ship and accepted by its commander. Owing to a painful accident that occurred to me a few days before, from the effects of which I have not yet fully recovered, I was unable to be present. The state was well represented, however, by the auditor of state, the treasurer of state, and the speaker of the house of representatives.

The appropriation of \$5,000 was exhausted in the purchase of the service, so that the expenses attending the presentation, as had been those incurred for the representation of the state at the launching, were personally met by the officers attending on those occasions.

IOWA NATIONAL GUARD.

It should be a source of satisfaction to the people to know that the efficiency of the Iowa National Guard is now at a higher standard than at any period in its history. The National Guard is really the bulwark of the nation's defense. It supplies in this country the place standing armies occupy in other countries. In this state it is composed, rank and file, of our very best citizens: young men, and middle aged, and in many instances veterans of the late war, representing the various business interests and professions; men who are willing to make a sacrifice of time, labor, and money in acquiring military education and training to prepare themselves for the nation's defense, and to serve the state when necessity arises in the enforcement of the law and the preservation of peace and good order. The same regulations and tactics apply to and govern the Iowa National guard and the regular army of the United States. These gallant sons of Iowa are devoting their services in the line of duty without compensation. They are, and ought to be, ambitious. Their only reward is that of rank and promotion, and the same rule in this respect should be applied to them as governs rank and promotion in the regular army.

The adjutant-general reports that there has been no change in the organization during the biennial period. The force consists of two brigades of infantry, each composed of two regiments of twelve companies, divided into three battalions of four companies each, and each regiment is furnished with a regimental band, the whole numbering at the last quarterly report 2,498 officers and enlisted men.

The code provides for the organization of two troops of cavalry and two batteries of artillery. This has not been done for the reason that the expense to the state of organizing and equipping a four-gun battery would not be less than \$20,000, and a troop of cavalry would cost nearly or quite as much, and the adjutant-general has not deemed it advisable to organize these two branches unless with funds to put them on equal footing with the infantry branch of the service, the present appropriation, with close economy, being barely sufficient for maintaining properly the existing force. He suggests that on the organization of the staff corps under the new code full equipment should be purchased for each staff department, and that all equipments for the furnishing of staff departments, except uniforms and arms, should be kept stored in the quartermaster's quarters. The changes in the military law provided for in the new code were judicious. The staff organizations were too extended, the bulk of them being unnecessary and only occasionally used. The additional appropriation of \$100 to each company and band for armory rents was a wise provision and very much needed.

The pioneer lawmakers of Iowa wisely provided in the state constitution that all military officers who command troops in state service shall be elected by the persons to perform the military duty. The military code of Iowa is in strict conformity with the constitutional provision, and the active militia is designated "The Iowa National Guard."

The first elections held at the beginning of the biennial period developed such a disregard for the law and for fairness in the conduct of elections that strict orders and instructions were at once issued for the government of all future elections. National Guard elections have since been conducted with as much regard for law and honesty as are those for civil officers. Elections have been held to fill the positions of colonel and lieutenant-colonel of the First, Second, and Fourth regiments, for majors in all four of the regiments, and for company officers in

nearly every organization. Four elections were held for major in the Second regiment and six in the First before a choice was made, and all these elections were conducted in strict compliance with the law and the orders governing elections.

Annual inspections have been made each year at the company station by the assistant inspector-general, accompanied by the army officer on detail with the Iowa National guard. They have made careful inspection of all property in the possession of the companies, the means and facilities for caring for it, and the proficiency of the officers and enlisted men in the duties required of them. The written reports of those inspections are filed for the information of the department. The time devoted to these annual inspections heretofore has been entirely too short for obtaining the information necessary to acquire a proper knowledge of the efficiency and standing of the commands. These inspections should definitely determine the status of the company as to its equipment and the care of the same; the personal, moral, and social standing of the officers and enlisted men; the interest in, and knowledge the citizens of the town have of, the company, together with all the surroundings, so that on this report will depend the future fate of the company. There should be no hesitancy in disbanding any company falling below the standard required for membership in the guard.

The adjutant-general, in speaking of the war records, says that during the term 485 requests were made for certificates showing the records and service of Iowa soldiers and sailors during the war of the rebellion, and 842 requests for information as to service and addresses. This information is required by old soldiers for the prosecution of pension claims, for procuring admission to soldiers' homes and Grand Army posts, and for prosecuting homestead and pre-emption claims on government land. The business is steadily increasing, and he recommends that an additional clerk be provided to have exclusive charge of this class of work, under the supervision of the adjutant-general.

He also recommends the purchase at a reasonable cost of an eighty acre tract now being used for the state rifle range, upon which the state holds a ten years' lease from June 1, 1895, at a yearly rent of \$160. There has been expended about \$3,000 in the way of improvements for range purposes, and to complete and preserve the work already done it will be necessary to expend not less than \$1,000 more.

In view of accidents occurring and likely to occur to members of the guard while in the line of duty, the adjutant-general suggests that the general assembly should make some suitable provision covering such accidents. He recommends that immediate provision be made for Private James Dalley, to compensate him for injuries received while engaged in firing a cannon salute at the camp of the Fourth regiment last August. The annual encampments for the biennial period have been by regiments, the drills and ceremonies all being substantially in compliance with the orders and instructions from the office of the adjutant-general, giving the whole tour of camp instruction a uniformity not heretofore attained in the Guard. The large percentage of attendance shows that the officers and enlisted men of the Guard are giving attention to the instructions in the annual encampments. The aggregate attendance at the four encampments was 2,015 out of a total number composing the guard of 2,498. The annual encampments have shown a marked improvement in discipline and in all attainments necessary to a well organized military force ready in a few hours to be mobilized for any active service that may be required.

THE CHATTANOOGA BATTLE-FIELDS.

Nearly all the states that were represented in the battles fought near Chattanooga have erected monuments to designate the positions occupied by their regiments in the sanguinary conflicts of those fearful months. I am advised that provision has been made for the rearing of between 150 and 200 such monuments. Iowa was not, it is true, represented in the struggle at Chickamauga, but in the later fight on Missionary Ridge and Lookout Mountain many Iowa regiments were engaged. While about \$400,000 has been appropriated by other states for monuments on these historic grounds, Iowa has done nothing of the kind. It does look as if Iowa ought to move in the same direction. Her part in the noble record of the Army of the Tennessee would seem to demand that when the position of the various organizations constituting that army are to be indicated on one of its great battle-fields the places where the brave regiments of Iowa fought should not remain unmarked.

THE SOLDIERS' MONUMENT.

When the soldiers' monument was almost completed the general assembly abolished the commission which had nearly

finished that elegant memorial, and the same was turned over to the executive council. That body has caused the contracts which had been entered into by the commission to be completed, and the monument is now finished in accordance with the designs. There yet remains of the amount appropriated \$3,747.25.

TENNESSEE CENTENNIAL.

The authorities of the state of Tennessee invited the people of Iowa to assist in the celebration of the centennial anniversary of the admission of that commonwealth into the union in 1796. Owing to the large demand upon the public funds that it was thought ought in some manner be provided for, the general assembly did not see the way clear to make any appropriation for our participation in the celebration. Nevertheless, I appointed a number of gentlemen to act as a commission with Fulton S. White, of Des Moines, at its head. The commission made no little effort to secure a creditable representation from Iowa at the exposition, which was held at Nashville during the year 1897. Being without means, other than what they themselves supplied, to do the work expected their work was necessarily crippled. Nevertheless, the members of the commission deserve the thanks of the state for the showing they succeeded in making.

INDIA RELIEF.

Early in the year 1897, I made an appeal to the people asking for contributions of corn for India's starving people, and appointed on a commission for that purpose Hoyt Sherman, Edwin H. Conger, George L. Godfrey, Joseph D. McGarraugh, Rev. Leon A. Harvey, and William L. Carpenter. Assurances had been received of free transportation of unlimited amounts of grain on the various Pacific roads to San Francisco, whence the contributions were to be taken to India in a vessel furnished by the national government. The response to the appeal was generous, and large quantities of grain were taken to St. Joseph, Mo., for drying, preparatory to the long journey. The transportation on the railroads to that point was freely furnished on the various lines, a liberality that was found to make heavy exactions on some of those lines. Either the assurances of free transportation to the Pacific were not well founded, or the lines refused to make good such assurances; and only a limited quantity of the generous offerings went that way. The consequence was that the commission had to sell most of the corn,

which was done, and the proceeds remitted through the relief organization at New York to India. The members of the commission labored with zeal and fidelity to forward the work intrusted to them. This is particularly true of Major Sherman, the chairman, who gave most of his time to the work for several weeks, and to whose energy and perseverance the success of the benevolent enterprise is largely to be attributed.

THE NEW CODE.

A few defects (very few in view of the magnitude of the work) have been met with in the new code, which require action by the general assembly. In another part of this paper I have called attention to one in the provision that aims to levy a special tax on corporations increasing their capital.

I may mention some others that have been brought to my attention. Chapter 11 of Title XII provides for the appointment of a number of inspectors of the products of petroleum, not more than fourteen in all, who are to take office on the first day of July in each even-numbered year, thus doing away with the office of state oil inspector, with his deputies. No provision is made for the interval between the taking effect of the new code and the incoming of the new officers. The law does, however, provide for continuing the inspection and prescribes penalties for the sale of oil which has not been inspected. I asked the attorney-general for an opinion as to the proper course to be pursued under the circumstances. That officer replied, expressing the opinion that the state oil inspector was authorized to hold until his successors under the new law are prepared to take office. Accordingly, the inspection has gone on with the former officers. It would be well, in my judgment, for the general assembly to pass a curative act in reference to the oil inspection.

A similar act will probably also be needed to legalize the doings of the boards of the institutions the number of the members whereof is diminished by the new law. These are the Soldiers' Home, the College for the Blind, and the Industrial Home for the Blind. In respect of the board of the last named institution further legislation will be needed in order to bring about a reduction in the number of trustees from six to three. The membership of the other boards will be reduced to the proper number, without further action, on the first day of the coming May.

Chapter 7 of Title II, provides for the executive council, defines its duties, and authorizes it to make sundry expenditures in the performance of those duties, but it makes direct provision for paying only for advertising for sealed proposals for supplies. The supplies themselves are to be paid for, and all other expenditures met, out of any appropriation made for that purpose by the general assembly. But no appropriation was made to be used after the new code took effect. In consequence, there has been no money to pay for the supplies procured biennially, in accordance with custom, for the use of the general assembly and the departments of the state government, including paper for the public printing. The supplies were obtained, however, while the contractors are unpaid. The pay of the secretary of the executive council and the assistance in his office is also unprovided for. The amount of indebtedness thus incurred is about \$25,000. An appropriation should be promptly made for the payment of this indebtedness as well as for meeting the constantly recurring expenditures authorized by the chapter cited.

Certain permanent appropriations to state institutions that were undrawn October 1st are deemed to have been repealed by the new code. The effect has been to deprive one institution at least—the College of Agriculture—of moneys with which to meet expenditures already made, to be paid for out of funds which the authorities of the college, knowing the condition of the treasury, were in the habit of drawing only when they were absolutely needed. An appropriation of about \$10,000 will be required to meet deficiencies in this respect.

The new code, while requiring various kinds of written instruments to be acknowledged, fails to give authority to any officer to take such acknowledgment except when made to conveyances. Acknowledgments to articles of incorporation, however, have been made before the officers entitled to take acknowledgments of any kind, and these articles have been accepted by the secretary of state under the advice of the attorney-general, a course that, in my judgment, seemed unavoidable. When the needed amendment is made to the law in this respect, it will be necessary also that the acknowledgments thus taken without authority be legalized.

ELECTION LAWS.

The election laws of the state are, I believe, giving good satisfaction, except possibly as to the amendment adopted last

session, practically forbidding the use of both the circle and the square by the voter in indicating his preference. I believe that the former rule was preferable and would recommend its restoration, with provision for better enabling the elector to designate his choice when more than one person is to be elected to the same office, as in case of judges of the district court or in that of justices of the peace. What is known as the "Australian ballot" system of voting is not intended in any manner to restrict the freedom of the voter. On the contrary, it contemplates enlarging that freedom to the utmost limit by guarding, as it should be guarded, the secrecy of the ballot. Whatever may be done to insure the utmost freedom of expression of the will of the elector, without in any manner impairing the secrecy of that expression, should, in my judgment, find its proper place on the statute books.

There is an expense connected with the registration law that it would seem might be obviated. I refer to the requirement that registers of election shall be in attendance on the day of election somewhere convenient to the voting place for the purpose of registering those entitled to registration on that day. This, it would seem, could be attended to by the judges of election, and thus the expense be saved of the additional officers and the room that may be hired for their occupancy. I am advised that very few at most apply for registration on election day. There could therefore be little if any inconvenience occasioned by the change.

There is a widespread desire, especially among people living in the cities, that there be enacted a law for the regulation of primary elections. Many states have adopted enactments of the kind, and I believe no state has abandoned the effort after such enactment. The Kentucky law on the subject has attracted much attention, and seems to be generally considered the best yet enacted by any of the states. It provides that each elector may, when registering his name as such, also enter his "party affiliation;" having done which, and not otherwise, he is entitled to participate in the primary elections of his party.

THE MULCT TAX.

The prohibitory law of the state as modified by the act of 1894, if not entirely popular, is at least generally acquiesced in by the people as perhaps the one which, while not satisfactory to either of the opposing views on the subject, seems to meet with least ostensible opposition in its enforcement. One modi-

fication ought in my judgment to be made, in respect to druggists selling intoxicants. I recommend that a tax of the character of the mulct levy be laid on all drug stores where liquor is sold in quantities or otherwise than in pharmaceutical preparations. The amount of the tax it would be well, in my judgment, to fix at about half that exacted of the place where drinking is allowed on the premises.

REWARDS.

The statutes authorize the governor to offer a reward "for the arrest and delivery to the proper authorities" of any person charged with the commission of certain kinds of crime who "has not been arrested or has escaped from arrest." In all cases where I thought the reward was authorized I have offered it, when application was made to me. I have been repeatedly asked also to offer such rewards where the offender was unknown, and where it was desired to use the reward to secure the services of detectives or others for ferreting out the criminals and bringing them to justice. In such cases, being satisfied that the statute did not authorize it, I have invariably declined to comply with the request, although I am aware that a contrary practice has prevailed, to some extent at least, in this state. My own observations as a private citizen, having had occasion to cause the perpetrators of crime to be ascertained and arrested, makes me believe that rewards for unknown parties are rather harmful than helpful in reaching the end desired. Since I made the ruling referred to, the section has been revised and re-enacted, and the governor's authority extended in the matter of offering rewards, but no change was made in the particular to which I have referred, and the language of the section still authorizes a reward to be offered only for a person or persons charged with crime. I look upon this action of the legislature as a vindication of the interpretation I have put upon the statute, although the statute itself is so clear, to my mind, that I have had no doubt as to the correctness of that interpretation. If further legislation in this respect is desired, it would be better to authorize the employment by state or local authorities of detectives for the purpose of ascertaining who the criminals are.

CRIME.

The number of convictions for the year that ended October 31, 1896, was 1,225, and for the eleven months terminating

with September last, about 1,200. The court costs for the year first mentioned amounted to \$421,816.15, and the sum paid county attorneys was \$83,428.17 besides. The fines imposed were \$82,889.05, and those collected \$37,629.73. The number of convictions is happily less than reported for several years prior.

JOINT RESOLUTIONS.

The code provides that the general assembly "shall, by statute or joint resolution, designate the amount to be expended for general state purposes during the biennial period next ensuing." Section 152 of the code enacts that "every officer, board, court, or commissioner may control the official apartments assigned to them by the executive council, but shall have no right to employ any janitor, clerk, or person except as authorized by joint resolution." This legislation, if it remains, and I do not think it objectionable, needs supplementing. There should be some statutory definition of what constitutes a "joint resolution" and how it should be passed, the constitution being entirely silent on the subject. That instrument makes provision only for the enactment of laws, even providing what shall be the enacting clause. In this respect it is quite unlike the federal constitution, which distinctly provides that "every order, resolution, or vote" to which the concurrence of the two houses may be necessary (except on a question of adjournment) shall be "subject to the rules and regulations prescribed in the case of a bill." The practice has prevailed in this state of passing upon joint resolutions precisely as bills, except that, as I am advised, the rules of the houses have not always required that each joint resolution receive a majority vote of the members of both houses on its passage. They have ordinarily, however, perhaps always, been presented to the governor for his signature. During the regular session of the Twenty-sixth General Assembly I signed a few that were presented to me that were in the shape of memorials to congress, although then in doubt as to the propriety of so doing. More mature deliberation satisfied me that if a "joint resolution" had weight at all under the constitution and laws of the state it was just as valid without my signature as with it or even if disapproved by me. Hence, I declined to act on those that were presented in the latter part of the regular session and altogether on those passed at the called session. In this I find that I am in accord with at least one of my predecessors. I

recommend that the legislature define by positive enactment the process which joint resolutions shall go through in order to give them validity. I deem this especially important in view of the provision cited in regard to designating the amount of revenue to be expended during the biennial period.

CONCLUSION.

I should do injustice to my own feelings if I should refrain in this message from expressing my thanks to my associates in the executive council, and to my other associates in public office, for the many kindnesses shown me and for their valuable aid in conducting the administration of the state's affairs.

Fellow citizens: it is with confidence that the legislative body will not be wanting in devising liberal things in the interest of all the people, in avoiding anything like extravagance in expenditure while also avoiding that semblance of economy that is only parsimony, and remembering the truth of the scripture which says: "There is that scattereth and yet increaseth, and there is that withholdeth more than is meet but it tendeth to poverty," that I close this paper. Confident I am that all the interests of our state are safe in your keeping; that you will labor for the greatest good, not "of the greatest number" but of all. Those interests are all very dear to me. Here has been my only home from early childhood, since before the time that there was an "Iowa" on the map. I have seen all its growth and participated in it; its handful of people grow into millions; its vast stretch of bleak and forbidding prairie made the most productive fields on earth; and the embryo commonwealth become the tenth state in the Union in point of population, foremost in agricultural productions, and in the van of educational effort. Here, too, when I lay aside the burden of earth-life, I intend my mortal remains shall rest. In the record of Iowa as the home of one of the most enlightened bodies of people on earth; as the land whence went forth at the country's call myriads of men to save that country to themselves and their posterity, of whom I am thankful I was permitted to be one; and in all her luminous past, I rejoice. In her future of glowing promise I have an abiding trust.

In surrendering the office with which the people honored me, it is a matter of profound gratification to me to know that one comes to take my place who is worthy of the best traditions of the state, one in whom the people have confidence that he will discharge the duties he assumes with a determination to serve well the commonwealth.

F. M. DRAKE.

January 1, 1898.

APPENDIX.

The following is a statement of the appropriations asked for:

STATE UNIVERSITY.	
For repair of library building.....	\$ 3,000
For expense in saving and caring for books and physical apparatus.....	2,000
For refitting library and reading room.....	1,000
To pay for books already purchased.....	6,000
For law library.....	5,000
For repair and contingent fund.....	10,000
For exhibit at the Omaha exposition.....	2,000
For physical and electrical laboratory.....	2,000
For zoological laboratory.....	1,000
For botanical laboratory.....	1,000
For psychological laboratory.....	1,000
For morphological laboratory.....	1,000
Department political science.....	1,000

Total..... \$ 30,100

Permanent annual allowances are asked as follows: For the University's publications, \$1,000; and for additional endowment, \$15,000; and \$15,000 a year for five years is desired for replacing the library.

AGRICULTURAL COLLEGE.	
Carpenter shop.....	\$ 8,000
Purchase of books for library.....	15,000
Horse barn and silo.....	7,500
Chair of pedagogy.....	4,000
Residence for president.....	3,000
Sheep barn.....	1,000
Extension of main barn for implement, tool, and instruction room.....	600
Fencing and tilling.....	1,500
Agricultural hall museum, fitting and equipment.....	1,000
Mining engineering laboratory and equipment.....	1,000
General telephone and public grounds electric light system.....	1,000
Farm, dairy room.....	875

Total..... \$ 44,475

STATE NORMAL SCHOOL.	
For payment of teachers, annually, additional.....	\$ 18,000
For payment of contingent expenses, annually, additional.....	10,000
For library, annually.....	2,500
For cases, fixtures, and furniture for museum, library, and laboratory, annually.....	1,000
For librarian, annually.....	600
For assistant librarian, annually.....	500
For military inspector, annually.....	750

For new buildings, annually for three years.....	\$ 25,000
For improvement of grounds, annually.....	250
Total.....	\$ 25,000
For the two years.....	117,500
Repairs.....	1,000
Total.....	\$118,500

SOLDIERS' HOME.

Additional storage building for roots and vegetables.....	\$ 1,000
New ice house.....	1,500
Old people's building.....	25,000
Furnishing same.....	2,500
Waterworks.....	11,500
Total.....	\$ 41,500

ORPHANS' HOME.

For additional acreage.....	\$ 6,000
For raising, heating, improving, and furnishing seven one-story cottages.....	12,500
Additional for gymnasium, chapel, and kindergarten.....	6,250
New fences and other repairs, and contingent.....	5,000
For connecting the sewerage system with that of Davenport.....	5,000
For replacing part of the furniture.....	1,500
For library.....	1,000
For industrial building for boys.....	5,000
For water tank.....	1,500
For cement walks.....	800
For the chaplaincy fund.....	800
For new boiler.....	2,500
For railroad spur.....	1,500
For guns for military company.....	300
Total.....	\$ 50,550

INDUSTRIAL HOME FOR THE BLIND.

For salary and subsistence fund.....	\$ 15,000
Manufacturing fund.....	4,000
Contingent fund.....	4,500
Building brick work shop.....	10,000
Lighting the Home.....	800
Total.....	\$ 34,300

COLLEGE FOR THE BLIND.

Gymnasium.....	\$ 10,000
For repaving flooring.....	1,000
Contingent and repair fund.....	3,000
Painting.....	1,000
Library and school apparatus.....	1,000
For furniture and bedding.....	1,000
For Linnie Haguewood, estimated.....	500
Total.....	\$ 17,500

SCHOOL FOR THE DEAF.

Electric light.....	\$ 2,500
Fencing.....	500
Repair fund.....	2,000
Type and tools for industrial schools.....	500
Library.....	200
Ice pond.....	1,000
Water-closets in industrial schools.....	500
Soap house and vat.....	300
Gas furnace and gas house.....	500
Total.....	\$ 5,000

INSTITUTION FOR FEEBLE-MINDED CHILDREN.

For hospital purposes.....	\$ 12,000
For addition to farm colony cottage.....	5,000
For land \$5,405 and \$2,500.....	7,905
For new barn, and moving slaughter house and old barns.....	5,000
For shops for carpenter, boys' industrial, and engineer, and repairing boiler room.....	10,000
For improvement of grounds.....	1,000
For contingent and repair fund.....	5,000
For fire escapes to east and west extensions to custodial buildings.....	1,000
For school supplies.....	300
For medical library and surgical instruments.....	250
For bedding supplies.....	1,200
Total.....	\$ 49,655

HOSPITAL FOR THE INSANE AT MT. PLEASANT.

For construction of brick cottage on "Knox Farm".....	\$ 6,250
For refrigerating plant and ice machine.....	9,000
Slate roof on a section of one of the wings.....	2,500
Total.....	\$ 17,750
For repairs and contingent fund, annually.....	4,000
For painting the wards, annually.....	2,000
For furniture, annually.....	1,000
For improvement of grounds, annually.....	1,000
For library and diversions, annually.....	1,000
Total.....	\$ 11,000
For the term.....	39,750

HOSPITAL FOR THE INSANE AT INDEPENDENCE.

Repair and contingent fund.....	\$ 15,000
New boilers to replace three old ones.....	8,000
Vacuum pumps and valves for condensed steam pipes.....	875
Steam main for shops and north cottages.....	500
New dynamo.....	1,000
New radiators for north wing.....	2,500
New pipe cutting machine.....	300
New steam mangle.....	1,500
Artesian well for water supply.....	10,000
To enlarge conservatory.....	2,000
For summer houses, trees, and shrubbery.....	2,000
Storehouse for lumber.....	800
Hook and ladder truck (furnished).....	600
Large, new ice house.....	2,000
New horse barn.....	1,000
Two stalls for cow barns.....	500
House for farm implements.....	800
Cement walk to men's cottage (over pipe duct).....	800
For painting corridors and tin roofs.....	2,000
Dormitory building for male nurses.....	20,000
Total.....	\$ 71,625

HOSPITAL FOR THE INSANE AT CLARINDA.

For rebuilding smokestack, resetting of boilers, steam fitting, converting present barn into a boiler room, etc.....	\$ 15,500
Remodeling present boiler room for cold storage.....	4,850
To provide refrigerating plant and ice making machinery.....	9,800
New barn and cattle sheds.....	4,800
Total.....	\$ 34,150
To provide cold storage by enlargement of present plant.....	3,37
To provide refrigerating plant and ice making machine.....	9,80

To enlarge present boiler room and provide for removal of ashes, and convenient handling of coal	\$ 5,800
Total	\$ 18,975
To enlarge the capacity of kitchen, fireproof	3,500
To enlarge and further equip laundry and additional dry rooms and ironing room	2,500
For verandas, new and old buildings	10,000
For coal sheds and fireproof storage	3,500
For employees' rooms and general dining room for 1,000 patients	30,000
For plastering and cementing basement, corridors, new buildings	3,350
For constructing Plenum system of ventilation, fresh air ducts, temporary coils, etc.	7,700
For vacuum system of steam heating and necessary electrical apparatus	9,200
Plumbing	2,500
Total	\$ 121,700
For repairs, and improvements	6,500
For painting old wards for men	900
For tile floors for bath and toilet rooms of old building	4,000
For tile floor for general kitchen	525
For replacing old water-closets and baths in old buildings	3,300
For painting and furnishing women's wards	1,300
For grading and improving grounds	3,100
For furniture, old and new buildings	2,700
Total	\$ 22,915
Industrial department	1,200
One Universal wood-working machine	500
One planer	300
Total	\$ 2,000
For one rotary bake oven, sufficient to do the work for 1,000 people	750
For a new kitchen range, etc.	475
For two roasters for general kitchen, and two steam kettles	240
For vegetable cellar	1,000
For dairy machinery and cows	2,000
For amusements and library	800
For hot water heater	900
For morgue	6,000

HOSPITAL FOR THE INSANE AT CHEROKEE.

For construction..... \$279,000

INDUSTRIAL SCHOOL.

BOYS' DEPARTMENT.

For school building	\$ 13,000
Heating the same	1,200
Lighting and plumbing same	600
Family building	9,000
Heating and plumbing same	1,200
Lighting same	180
Repair and contingent	4,000
Heating six family buildings at \$1,200 each	7,200
Enlarging chapel	2,000
Erection of a pest house	1,000
Total	\$ 39,380

GIRLS' DEPARTMENT.

For tank and water mains for additional protection from fire	\$ 1,000
Garden house and vegetable cellar	1,200
Contingent and repair fund	2,500
Building for water closets	1,000
Painting for all the buildings	800

Purchase of five acres of land	\$ 500
Chaplain fund	500
Library and school book fund	300
New family building	10,000
Furnishing the same	2,000
Total	\$ 19,700

PENITENTIARY AT FT. MADISON.

For contingent and repair	\$ 4,000
Transportation	3,000
Construction of sewer to river	3,000
Warden's house fund	300
New furnace for warden's house	500

Total..... \$ 13,800

PENITENTIARY AT ANAMOSA.

Iron for gratings and hinges	\$ 700
Freight on stone	4,500
Lime and sand	1,200
Stone and quarry tools	300
Derrick supplies	800
Powder and fuse	400
Salaries of foremen	12,130
Warden's house, windows and doors	4,750
Lumber for floors (at \$24 per M.)	277
Mosaic hallway	100
Lime and sand for mortar	300
Lumber, copper, and slate for roof	1,225
Heating, plumbing and wiring	1,500
Grates and mantles	300
Contingent and repair	8,000
Transportation of discharged convicts	4,000
To complete hospital laundry	2,000
Warden's house fund	200
For furnishing the warden's new house	2,500

Total..... \$ 45,174

CONTENTS.

Introduction.....	3
The finances.....	4
Interest on public funds.....	5
The library.....	5
The schools.....	9
State institutions.....	10
State university.....	10
College of agriculture and the mechanic arts.....	11
Normal school.....	12
Orphans' home.....	13
Soldiers' home.....	15
Charitable institutions.....	16
The insane.....	17
Industrial school.....	19
Penitentiaries.....	19
Institution boards.....	23
Summary of appropriations asked.....	25
Benedict Home.....	28
Fish and game.....	28
Bureau of labor statistics.....	30
Mine inspection.....	30
Geology survey.....	31
Agriculture.....	32
State veterinary inspection.....	32
Horticulture.....	34
Public lands.....	34
Financial institutions.....	34
Semi-centennial celebration.....	35
Memorial and historical building.....	36
Trans-Mississippi and International exposition.....	37
United States battleship Iowa.....	37
Iowa National guard.....	38
The Chattanooga battlefields.....	41
The soldiers' monument.....	42
Tennessee centennial.....	42
India relief.....	42
The new code.....	43
Election laws.....	43
The mulct tax.....	45
Rewards.....	46
Crime.....	46
Joint resolutions.....	47
Conclusion.....	48
Appendix; statement of appropriations asked for.....	49