

APPENDIX

MESSAGE OF THE GOVERNOR.

Gentlemen of the Senate and House of Representatives:

In conformity with the requirement of the Constitution, which directs that the Governor shall communicate by message to the Legislature, at each regular session, information concerning the condition of the State, and recommend such measures as he may deem expedient, I herewith submit the following matters for your consideration.

The printed reports, relating to the administration of the several departments and bureaus, the educational, charitable, and penal institutions of the State, containing much information will be placed before you and should receive your careful consideration, as it is only by a familiarity with their contents that you can intelligently legislate for the various needs of the State.

Never in the history of our State were all of its material conditions more encouraging. Blessed with a salubrious climate and cheerful surroundings, our people enjoy excellent health. Stimulated by an honorable ambition to progress, and encouraged by the fruitful results of effort, intelligently and industrially directed, remarkable strides have been made in developing the almost limitless resources of the State and in improvements of former conditions. Our seaport facilities, our pine forests, our phosphate deposits, our fish and oyster supplies, our farm and pasture lands, our fruit groves, our vegetable farms, our tobacco plantations, our excellent schools, our low rate of State taxation, our transportation facilities and public accommodations, and the general high standing of our people and the bright outlook for the future are attracting to the State a large and desirable class of immigrants, who are joining with us in energetically forging ahead in the good work of progress and development.

If we are true to our obligations to insure to the people of the State an honest, firm, impartial, and economical administration of just laws, affording to all equal rights, we have nothing to fear for the future. If the spirit of our fundamental principles of government is observed and rigidly enforced, Florida, with her vast area of fertile land and balmy climate, and her boundless resources yet undeveloped, will in time become one of the foremost states of the Union.

FINANCIAL.

The financial condition of Florida is most excellent, as will be seen from the following extract from the reports of the Comptroller and the State Treasurer:

GENERAL REVENUE FUND FROM WHICH ALL APPROPRIATIONS ARE PAID.

1903.	January 1.	Balance.....	\$228,042.26
		Receipts for 1903.....	740,721.20
			<hr/>
		Warrants issued, 1903.....	\$968,763.46
			702,463.05
			<hr/>
1904.	January 1.	Balance.....	\$266,300.41
		Receipts for 1904.....	639,775.80
			<hr/>
		Warrants issued, 1904.....	\$906,076.21
			616,657.89
			<hr/>
1905.	January 1.	Balance.....	\$289,418.32

GENERAL SCHOOL (ONE MILL) TAX.

1903.	January 1.	Balance.....	\$ 8,451.79
		Receipts in 1903.....	103,995.43
			<hr/>
		Warrants issued 1903.....	\$112,447.22
			100,105.90
			<hr/>

1904.	January 1.	Balance.....	\$ 12,341.32
		Receipts in 1904.....	115,400.61
			<hr/>
			\$127,741.93
		Warrants issued in 1904...	121,019.40
1905.	January 1.	Balance.....	\$ 6,722.53

COMMON SCHOOL FUND, PRINCIPAL.

1903.	January 1.	Balance.....	\$ 2,000.62
		Receipts in 1903.....	459,574.59
			<hr/>
			\$461,575.21
		Bonds purchased in 1903..	403,079.28
1904.	January 1.	Balance.....	\$ 58,495.93
		Receipts in 1904.....	23,920.64
			<hr/>
			\$ 82,416.57
		Bonds purchased in 1904..	78,987.25
1905.	January 1.	Balance.....	\$ 3,429.32

COMMON SCHOOL FUND, INTEREST.

1903.	January 1.	Balance.....	\$ 17,894.48
		Receipts in 1903.....	130,134.94
			<hr/>
			\$148,029.42
		Warrants of distribution, 1903	132,669.10
1904.	January 1.	Balance.....	\$ 15,360.10
		Receipts in 1904.....	32,106.50
			<hr/>
			\$ 47,466.60
		Warrants of distribution, 1904	30,787.83
1905.	January 1.	Balance.....	\$ 16,679.27

SEMINARY FUND, PRINCIPAL.

1903.	January 1.	Balance.....	\$	912.76
		Receipts for 1903.....		22,757.33
			\$	23,670.09
		Bonds purchased in 1903..		23,615.25
1904.	January 1.	Balance.....	\$	54.84
		Receipts in 1904.....		745.33
			\$	800.17
		Bonds purchased in 1904..		776.00
1905.	January 1.	Balance.....	\$	24.17

SEMINARY FUND, INTEREST.

1903.	January 1.	Balance.....	\$	2,643.00
		Receipts in 1903.....		1,479.00
			\$	4,122.00
		Warrants issued 1903.....		4,122.00
1904.	January 1.	Balance.....	\$	
		Receipts in 1904.....		3,945.00
		Warrants issued 1904.....		2,958.25
1905.	January 1.	Balance.....	\$	986.25

STATE BOARD OF HEALTH FUND.

1903.	January 1.	Balance.....	\$	21,528.60
		Receipts in 1903.....		50,492.44
			\$	72,021.04
		Warrants issued 1903.....		28,355.55
1904.	January 1.	Balance.....	\$	43,655.49

	Receipts in 1904.....	54,316.84
		<u>\$ 97,872.33</u>
	Warrants issued 1904.....	31,975.73
1905.	January 1. Balance.....	<u>\$ 65,996.60</u>

HIRER OF STATE CONVICT FUND.

1903.	January 1. Balance.....	\$ 38,002.83
	Receipts in 1903.....	156,687.78
		<u>\$194,690.61</u>
	Warrants, 1903.	129,079.89
1904.	January 1. Balance.....	\$ 65,610.72
	Receipts, 1904.	158,001.22
		<u>\$223,611.94</u>
	Warrants, 1904.	139,441.60
1905.	January 1. Balance.....	\$ 84,170.34

INDIAN WAR CLAIM FUND.

1903.	January 1. Balance.....	\$692,946.00
	Receipts in 1903.....	
		<u>\$692,946.00</u>
	Warrants, 1903.	658,093.29
1904.	January 1. Balance.....	\$ 34,852.71
	Receipts in 1904.....	
		<u>\$ 34,852.71</u>
	Warrants, 1904.	9,852.71
1905.	January 1. Balance.....	\$ 25,000.00

PENSION TAX FUND.

1903.	January 1.	Balance.....	\$ 63,613.64
		Receipts	122,928.64
			<hr/>
			\$186,542.56
		Warrants.	179,395.51
			<hr/>
1904.	January 1.	Balance.....	\$ 7,147.05
		Receipts.	266,944.29
			<hr/>
			\$274,091.34
		Warrants.	266,720.19
			<hr/>
1905.	January 1.	Balance.....	\$ 7,371.15

The balances in the several funds of the State, as shown by the foregoing Comptroller's abstract of accounts, is as follows:

General revenue.	\$289,418.32
General school fund (1 mill tax).....	6,722.53
Common school fund, (principal).....	3,429.32
Common school fund, (interest).....	16,679.27
Seminary fund, (principal).....	24.17
Seminary fund, (interest).....	986.25
State Board of Health fund	65,996.60
Hire of convict fund.....	84,170.34
Indian war claim fund.....	25,000.00
Pension fund	7,371.15

\$499,797.95

From an examination of the Treasurer's report, I find that the General Revenue Fund, out of which the administrative expenses of the government and all appropriations other than those provided for by specific levy are paid, is raised by a direct levy of one-half mill and the other sources of revenue indicated in the table given below:

GENERAL REVENUE FUND.

Composed of	\$639,775.80
Direct taxes	\$158,288.80
License taxes, general, insurance, telegraph and express etc.	332,432.01
Tax certificates.	87,515.04
Corporation charter tax.	16,827.00
Fertilizer stamp tax.	28,520.93
Miscellaneous.	16,192.02
	\$639,775.80
	\$639,775.80

The various items that go to make these resources of general revenue other than direct taxation are constantly increasing, and by careful and painstaking legislation may without any injustice to any interest affected be yet further increased so as to insure a fund sufficient to meet all the proper and necessary expenditures of the State government without increasing the tax levy of one-half of one mill.

In this connection, I would recommend that such legislation be enacted as will extend the license tax law to cover those profitable businesses not now contributing a proper share towards the expenses of the government which affords them protection.

TAX ON FRANCHISES.

Immensely valuable franchises and special privileges granted by the State and protected by the law are unjustly allowed to avoid contributing to the expense of maintaining the government under which those holding them prosper and accumulate wealth. Every encouragement should be extended to enterprise and capital to assist in developing the vast resources of our State, according to every one equal protection of the law and requiring of all an equitable contribution to the expenses of government honestly, fairly and economically administered.

STATE BOARD OF EQUALIZATION.

Notwithstanding the improvements in the methods of tax assessments, the burden of direct taxation in general falls heaviest on those least able to bear it; and it seems to me to be important and just that this burden should be made as equal as possible under our system, and as a means to that end I recommend that a State Board of Equalization of Assessments be created, given such powers and duties as will in your judgment most nearly meet this end.

STATE TAXES.

The total assessed valuation of all property for purposes of State and County taxation for the year 1904 for the entire State was \$117,064,840. The total State tax levy for the year 1904 was at the rate of four mills on the dollar, or forty cents on each hundred dollars of property as assessed. This levy is distributed as follows, viz: For pensions, under Chapter 5108, Acts of 1903, two mills; for the State School Fund, under Section 6, Article XII, of the Constitution, one mill; for State Board of Health, one-half of one mill, under Section 1 of Chapter 4693, Acts of 1899; for General Revenue purposes, one-half of one mill, under Chapter 5107, Acts 1903, which authorized a levy of three mills for general revenue purposes, but by executive order this levy was reduced to one-half of one mill for 1904. All of the one mill tax for the State School Fund is distributed to the several counties of the State under Section 6, of Article XII of the Constitution. The one-half of one mill levy for the State Board of Health is used exclusively by the State Board of Health for its purposes. The one-half of one mill levy for general revenue purposes goes into the general revenue fund, which, together with licenses, taxes and other receipts into the general revenue fund, is used to meet all the appropriations made by the Legislature for all the departments of the government, and for the maintenance of all State institutions, colleges and all other current expenses.

The amount of State taxes assessed in the year 1904 in

each of the several counties of the State on account of the one-half of one mill general revenue tax above mentioned, is as follows:

Counties.	State General Revenue Taxes.
Alachua	\$ 2,298.25
Baker	428.03
Bradford	934.83
Brevard	1,469.57
Calhoun	597.70
Citrus	631.61
Clay	607.32
Columbia	1,114.62
Dade	2,060.07
DeSoto	1,589.39
Duval	6,125.73
Escambia	3,323.52
Franklin	445.18
Gadsden	643.48
Hamilton	758.96
Hernando	552.24
Hillsborough	4,879.56
Holmes	499.05
Jackson	1,157.23
Jefferson	818.77
Lafayette	573.41
Lake	1,172.35
Lee	843.54
Leon	1,251.09
Levy	859.01
Liberty	315.11
Madison	1,061.58
Manatee	979.70
Marion	2,226.56
Monroe	927.45
Nassau	1,062.78
Orange	1,988.35
Osceola	756.30
Pasco	753.54
Polk	2,148.75

Putnam	1,353.76
Santa Rosa	906.96
St. Johns	1,364.28
Sumter	751.26
Suwannee	1,282.47
Taylor	663.14
Volusia	1,911.31
Wakulla	355.10
Walton	1,078.10
Washington	1,011.19
Total	\$58,532.20

COUNTY TAXES.

The funds used by the counties for all county purposes, including county schools, are derived from tax levies made by the counties, from amounts sent to counties by the State, from fines collected, from license taxes, from poll taxes, from hire of county convicts, school sub-district tax, etc.

During the last two years the State Comptroller and State Treasurer have collected and remitted to the counties of the State the following amounts, viz:

From One Mill School Tax Fund.....	\$220,070.40
From interest on State School Fund, including amount of interest received from Indian War Claim Fund	163,271.05
From hire State Convict Fund.....	254,086.85

Making a total of\$637,428.30

The counties levied taxes in the year 1904 as follows:

Counties.	Total County Taxes.	Total Special School and Road Taxes.
Alachua	\$ 49,992.04	\$ 8,537.13
Baker	11,262.39	282.77
Bradford	23,539.01	3,280.24
Brevard	40,108.61	S. S. D. 8,798.23
Calhoun	17,712.74	S. R. D. 4,248.91
		964.37

Citrus	18,388.13		3,835.13
Clay	13,875.32		3,643.77
Columbia	30,624.94		2,269.20
Dade	62,740.22	
DeSoto	59,372.10		2,811.39
Duval	175,575.47		24,490.77
Escambia	82,671.95	
Franklin	8,218.03	
Gadsden	15,673.62		1,570.52
Hamilton	14,935.38		1,623.96
Hernando	15,071.28		2,825.25
Hillsborough	134,432.37		22,548.47
Holmes	13,226.46		599.05
Jackson	27,522.03		1,264.19
Jefferson	14,052.88	
Lafayette	17,345.03		1,185.71
Lake	26,825.88		3,671.45
Lee	24,224.26		3,238.02
Leon	26,349.83	
Levy	17,173.64		3,421.82
Liberty	14,807.04	Road	484.51
Madison	23,391.71		359.62
Manatee	37,202.20		5,563.40
Marion	63,114.12		9,258.88
Monroe	25,464.19	
Nassau	31,513.57	S. S. D.	1,743.15
Orange	52,943.73	S. R. D.	848.82
Osceola	21,738.81		6,217.21
Pasco	12,647.70		953.23
Polk	55,217.05		4,460.54
Putnam	28,121.24		7,080.29
Santa Rosa	21,668.96		457.19
St. Johns	38,666.05		92.31
Sumter	19,686.73	
Suwannee	31,364.94		1,163.84
Taylor	16,465.44		3,237.28
Volusia	44,629.00		366.49
Wakulla	9,232.38		5,914.51
		

Walton	25,853.41	1,505.13
Washington	21,920.95	1,088.37
	\$1,536,562.83	\$155,905.12

To the amounts remitted to the counties from the State as above given, and the collection from the county tax levy are to be added the receipts in the counties from county license taxes, fines collected, etc., all of which aggregate a large revenue received by the counties and it seems apparent that by proper practice of true economy the county tax levies could be reduced.

Legislation to require a strict legal application of all county funds to proper purposes and a rigid accounting for all moneys received would tend to relieve the burdens of taxation now carried by the people for county purposes.

ECONOMY IN APPROPRIATIONS.

While this showing of financial condition is cause for congratulation to our people, and to the wise and efficient administration of our State affairs by those in whom that responsible duty has been vested, yet it will be only by the strictest economy in your appropriations and expenditures that this condition of State affairs can be maintained. I desire to call your attention to the fact that the balances contained in the various funds as of the first of January, 1905, have been by the requisitions and apportionments made in January very materially reduced, as is shown by the Treasurer's balance sheet as of the first of March now in my hands; and in addition thereto, there are the large demands that are yet to be made out of this fund for legislative expenses.

OUTSTANDING BONDS OF FLORIDA—BY WHAT FUNDS HELD.

The entire bonded debt of the State consists of \$267,700 of three per cent. refunding bonds, issued November 26th, 1901, in pursuance of Chapter 4947, Acts of 1901, to mature January 1, 1951, in exchange for an equal amount of ma-

tured seven per cent. bonds of 1871; and \$333,867.00 of three per cent. refunding bonds issued December 26, 1903, also issued under Chapter 4947, Acts of 1901, to mature January 1, 1953, in exchange for an equal amount of matured six per cent. bonds of 1873, making the total bonded debt of the State \$601,567. All of the outstanding bonds of the State are held and owned by the State Educational Funds and bear three per cent. interest, as follows:

Agricultural College (now University of Florida) Fund	\$135,800.00
Seminary Fund	97,600.00
State School Fund	368,167.00

\$601,567.00

SOURCES OF REVENUE FOR EDUCATIONAL FUNDS.

The receipts in the principal of State School Fund are derived from the sale of State school lands (sixteenth sections); from occasional escheats; and from the United States government under the provisions of an Act of Congress approved March 3, 1845, by which the State of Florida is entitled to receive for school purposes five per cent. of all sales of United States lands in the State.

Prior to the settlement of the Indian War claims in 1902, the amounts thus due the State from the United States government were withheld from the State by the officials of the United States pending an adjustment of the mutual claims between the United States and the State of Florida growing out of expenses incurred in suppressing Indian hostilities in Florida prior to 1860, and the purchase by the United States for the Indian Trust Fund of bonds of the State of Florida issued in 1857 for the purpose of raising money to meet the expenses above mentioned—which bonds had not been paid. These mutual claims between the United States and the State of Florida were adjusted and settled under the provisions of an Act of Congress approved May 27, 1902, and in that settlement the amounts withheld from the State, as stated above, aggregating \$88,362.11, were paid to the State, and under Chapter 5117, Acts of 1903, the said amount was paid into the principal

of the State School Fund. In future the State should receive from the United States annually the amounts accruing to the State for school purposes on this account.

During 1903 the receipts in this fund from sales of State School Lands amounted to \$89,123.57; during 1904, the receipts were \$20,415.13.

The receipts in the principal of State School Fund are invested in United States or State bonds, as directed and limited by law, and the interest on these bonds is by constitutional provision distributed "among the several counties of the State in proportion to the average attendance upon schools in the said counties respectively."

The principal of the Florida Agricultural College Fund was derived from the sale of all of the lands granted by the United States to the State of Florida for that purpose, and consists of \$135,800 of Florida State bonds and \$18,000 of North Carolina State bonds. The interest is used by the University of Florida, formerly the Florida Agricultural College, at Lake City, Fla.

The principal of the East and West Florida Seminary Fund consists of the proceeds of the sales made of lands granted by the United States to the State for a permanent fund for the use of two seminaries of learning, one to be located east and the other west of the Suwannee river. This fund is invested in \$97,600 of Florida 3 per cent. refunding bonds, \$2,200 of Tennessee State bonds, \$15,000 of Alabama State bonds, and \$7,500 of Virginia Century bonds, the interest of which is equally divided semi-annually between the East Florida Seminary at Gainesville, and the West Florida Seminary (now the Florida State College) at Tallahassee.

The amount received by the several educational funds of the State from interest on the bonds held by them in 1904 was as follows:

State School Fund	\$47,466.60
Agricultural College Fund	3,945.00
Seminary Fund	5,520.38

AGRICULTURAL COLLEGE FUND.

Florida 3 per cent. Refunding Bonds.....	\$135,800.00
Bonds of other States.....	18,000.00
	\$153,800.00

SEMINARY FUND.

Florida 3 per cent. Refunding Bonds.....	\$ 97,600.00
Bonds of other States	24,700.00
	\$122,300.00

STATE SCHOOL FUND.

Florida 3 per cent. Refunding Bonds.....	\$ 368,167.00
Bonds of other States.....	680,400.00
	\$1,048,567.00
Total Florida Bonds in Educational Funds...\$	601,567.00
Total Bonds of other States in Educational Fund	723,300.00
	\$1,324,867.00

BONDS IN EDUCATIONAL FUNDS.

The following statement shows the bonds in the educational funds of the State January 1, 1905:

BONDS IN AGRICULTURAL COLLEGE FUND.

One Florida 3 per cent. Refunding Bond.....	\$131,900.00
One Florida 3 per cent. Refunding Bond.....	3,900.00
Eight North Carolina 4 per cent. Bonds, \$1,000 each, coupons Nos. 50 to 60 attached.....	8,000.00
Ten North Carolina 6 per cent. Bonds, \$1,000 each, with coupons Nos. 46 to 74 attached....	10,000.00
	\$153,800.00

BONDS IN SEMINARY FUND.

One Florida 3 per cent. Refunding Bond.....	\$ 76,600.00
One Florida 3 per cent. Refunding Bond.....	21,000.00
Twelve Tennessee 3 per cent. bonds, at \$100 each.	1,200.00
One Tennessee 3 per cent. bond, at.....	1,000.00
Fifteen Alabama Class A, 5 per cent. bonds, \$1,000.	15,000.00
Six Virginia Century bonds at \$1,000 each.....	6,000.00
Three Virginia Century Bonds at \$500 each....	1,500.00
	<hr/>
	\$122,300.00

BONDS IN STATE SCHOOL FUND.

One Florida 3 per cent Refunding Bond.....	\$ 242,800.00
One Florida 3 per cent. Refunding Bond.....	125,367.00
Thirty-four Alabama "B" 5 per cent. Bonds, \$1,000 each	34,000.00
Twenty-one Alabama "A" 5 per cent. Bonds, \$1,000 each	21,000.00
Two Alabama "A" 5 per cent. Bonds, at \$500 each	1,000.00
Seven Alabama "C" 4 per cent. Bonds, at \$1,000 each	7,000.00
Three Alabama Registered 5 per cent. Bonds at \$1,000 each	3,000.00
Seventy North Carolina 4 per cent. Bonds, at \$1,000 each	70,000.00
Nine North Carolina 4 per cent. Bonds, at \$500 each	4,500.00
Five North Carolina 4 per cent. Bonds, at \$100 each	500.00
Twenty North Carolina 4 per cent. Bonds at \$50 each	1,000.00
One hundred Tennessee 3 per cent. Bonds, at \$1,000 each	100,000.00
One hundred Tennessee 3 per cent. Bonds, at \$1,000 each	100,000.00

Sixty Tennessee 3 per cent. Bonds, at \$1,000 each	60,000.00
Two Tennessee 3 per cent. Bonds, at \$1,000 each	2,000.00
Two Tennessee 3 per cent. Bonds at \$1,000 each	2,000.00
Ninety-nine Tennessee 3 per cent. Bonds, at \$100 each	9,900.00
Six Tennessee Registered 3 per cent. Bonds, at \$5,000 each	15,000.00
One hundred and fifty-one Virginia Century Bonds, at \$1,000 each.....	151,000.00
Seventy-seven Virginia Century Bonds, at \$500 each	38,500.00
	\$1,048,567.00

MORRILL AND HATCH FUNDS.

The State receives from the United States, under an Act of Congress approved August 30, 1890, the sum of \$25,000 annually. This is known as the Morrill Fund given by the United States to aid in the support of "Colleges of Agriculture and Mechanic Arts." The amount is equally divided between the Florida Agricultural College, (now the University of Florida) for white students at Lake City, and the Normal and Industrial School for colored students at Tallahassee.

The State also receives from the United States, under an Act of Congress approved March 2, 1887, the sum of \$15,000 annually. This is known as the Hatch Fund, and it is used at the Experiment Station at Lake City under the direction of the Trustees of the Florida Agricultural College (now University of Florida.)

ONE MILL SCHOOL TAX.

Section 6, of Article XII of the State Constitution provides that "A special tax of one mill on the dollar of all

taxable property in the State, in addition to the other means provided, shall be levied and apportioned annually for the support and maintenance of public free schools."

The receipts in this fund in the year 1903 from the one mill tax amounted to \$99,502.62; in 1904, to \$108,635.19. The proceeds of this tax levy are distributed to the several counties in accordance with the constitutional direction, "among the several counties of the State in proportion to the average attendance upon schools in the said counties respectively."

STATE AUDITOR.

Upon the efficient and careful discharge of duties of this important officer depend in great degree the high standing and effectiveness of those who are responsible for the collection and disbursement of the State's finances.

Owing to the large extent of territory required to be covered by this important officer and the constantly increasing volume of business upon which he must pass, it is a physical impossibility for the Auditor to cover the entire State and make the proper and necessary examination of accounts required to bring this department up to its full efficiency and value to the State.

I therefore recommend that additional force be provided for this department in order that its efficiency and value may be increased.

In connection with this department, and to facilitate its operation, there should be prescribed a uniform system of records, books and blanks to cover the transactions of the various offices and departments, thus securing a uniform system of records and accounts throughout the State and a better and easier check upon all financial transactions between the State and the various officials through whose hands the public moneys pass.

The auditing department could be of great service in properly starting and instructing the various officials in the proper method of keeping such a uniform system of records and accounts. I recommend the passage of such laws as will carry out the suggestion I have outlined above.

INSTITUTIONS OF HIGHER LEARNING.

We have in the State, supported by State appropriations, six institutions of higher education:

The University of Florida at Lake City.

The East Florida Seminary, at Gainesville.

The Florida State College, at Tallahassee.

The South Florida Military Institute, at Bartow.

The St. Petersburg Industrial and Normal Institute, at St. Petersburg, which receives some State aid.

The State Normal, (for whites) at DeFuniak, and

The State Normal, (for colored) at Tallahassee.

The business of educating the youth of our State, like any other business, should proceed along lines of definite purpose, and the only way to secure the best results from these institutions is to establish some definite plan for their work and progress and adhere strictly to it, making each of these institutions bear its relative and co-ordinate part in the accomplishment of the great business of educating the young men and young women of this State.

I do not believe that the management of these colleges and seminaries should be put in the attitude of beggars before the Legislature for the means of existence, but that intelligent and careful investigation into the needs of each institution, keeping in view its part in the scheme of higher education in this State should be made, and upon the results of such investigation, proper budgets should be prepared, in which provision should be made for their economical and efficient maintenance, and such further provisions for extensions and improvement, in teaching force, building, and equipment, as the growing population of our State, and the increasing interest in educational matters demand.

In my judgment, the needs and requirements of these institutions can never be intelligently and properly considered until an efficient system of management, control and supervision over them is provided. In other words, the Legislature, the Governor, and the people should have some official or board that they could hold responsible for the

progress and advancement of the great educational interests of this State.

I therefore recommend that such a thorough and systematic reorganization of these schools be provided for, as will accomplish, as nearly as possible under the existing conditions, the end outlined above, and that the funds out of which they shall be supported, be raised by a specific levy for that purpose, after a careful estimate of their respective needs, and that they be no longer dependent upon the general revenue fund for their support. It is the constant purpose of each State administration to reduce the levy for general revenue purposes to that point where the expenditures made and amount raised shall be equal; which condition of affairs, if attained, would leave no balance in the Treasury for the maintenance of these higher institutions of learning.

THE COMMON SCHOOLS.

The common school is the corner stone of our political structure and the basis of all education.

If we would have a stable government, intelligently administered, we must educate our children in order that they may be able to understandingly consider all questions of public interest with broad and enlightened views. From the doors of our common schools, where the great majority of the children of the State receive their education, must come our law makers, our officials, our business men, our farmers, and all who help to make and maintain the State. Therefore I consider it of utmost importance that your careful investigation and study be given to the needs of our common schools.

From the statistics, as reported by the State Superintendent of Public Instruction (Table No. 2) I find that the average length of the school term in this State is 105 days, or 5 1-4 months. From this report I find that the longest average term by counties is 150 days in Monroe, while the shortest is 57 days in Lafayette.

If we examine Table No. 2, and eliminate from it those counties having the large cities, such as Duval, Monroe, Es-

cambia, Dade, Hillsborough and St. Johns, we will find that the average length of school term for the inland counties, in which are most of the rural schools, will fall considerably below the average length of 105 days, showing that in the country schools the length of term is too short to accomplish much effective work. A further examination of this report reveals the fact that the average attendance is only 70 per cent. of the enrollment, (Table No. 4) and that the enrollment is only 69 per cent. of the entire estimated school population (Table No. 3); that the average number of days schooling provided for the school population is fifty (Table No. 5); that the average expenditure per capita of school population is \$5.05; and that the average expenditure per capita of enrollment is \$7.37 (Table No. 24), and the average expenditure per capita of attendance is \$10.58 (Table No. 25). From these figures it is evident that the rural schools have a term that is too short, and that the attendance falls far below what it should, if our people are to get the full benefit of the public school system, and it is to the interest of the State that some remedy be found for this condition of affairs.

In my opinion the public schools should receive the greatest possible consideration at the hands of our educational boards and officers, as it is here that the majority of the boys and girls of our State receive, in the first six or seven years of their school life practically all their schooling. We should strive to give, then, to the country boy or girl, the most efficient and talented teachers that can be secured, and surround these comparatively few years of his or her school life with every opportunity for mental and moral growth. It is more essential that this efficiency be maintained in the country teachers, than in the teacher in the city or town, as from the nature of the surroundings of the city teacher; the graded system of schools, the opportunity for observation and contact with other teachers in his or her grade of work; the teacher may improve his faults of scholarship and method. On the other hand, the country teacher, with no information as to methods employed, often without experience, and working in mixed grades, as is the case in most country schools, must rely upon his own efficiency and

training and ability to give to these country boys and girls all the possible benefit of their too few years of school life. The salary offered in most of the country schools is too small to permit fully capable and efficient teachers, however devoted to the work they may be, to accept these positions, if they can possibly secure others.

In my opinion, therefore, it should be the policy of our educational department and the Legislature, to afford such State aid as may be appropriate for the maintenance of longer terms and the securing of more efficient teachers to those communities, where, because of sparsely settled districts and lack of funds, the schools are below the average, thus raising their standard and efficiency; rather than to require as a condition of such aid, that the school shall already have reached such a standing as not to need it.

I believe that it would encourage and arouse the ambition of scholars and teachers of every school in the State, if they were to have placed before them the standing and work accomplished by the other schools in the State doing the same grade of work, and that it would be an aid to uniformity in the work accomplished and the methods used. Therefore with a view to intelligently accomplishing this purpose and determining its feasibility I would recommend that with their regular report for the last month of their school, the teachers be required to make a report to their County Superintendent of Public Instruction throughout the State, showing the standing of each class, in each study, and all other data necessary to show the progress and work of each class for the year, and further that the teachers be required to report the number of children in each school district, of school age, the number enrolled, and the number not enrolled, together with the reasons for **non-attendance and failure to enroll**, and that no teachers be paid their salary for the last month of their school term until such report is filed. From this data much valuable information would be obtained upon the natural, and to my mind, vital question, as to why only **69 per cent. of the children of school age in our State are enrolled in the common schools**, and why only **70 per cent. of that enrollment are in attendance**, and put the Educational Department and the various

school officers in a position to act intelligently in securing a feasible solution of this important question.

These reports to be sent to the State Superintendent and by him compiled and tabulated and printed in his report, which I recommend be made annually instead of bi-ennially as is now the case.

The data in this bi-ennial report requires the most careful study and consideration, and under the present method of issuing the report the Legislature will have adjourned before proper consideration can be given to those important matters contained in this report.

I further recommend that printed copies of such part of this annual report as contain the reports from the various counties, showing the standing of the classes in each of the schools of the said counties be issued in pamphlet form by the State Superintendent, and that a copy be furnished to each teacher in the State of Florida by the County Superintendents of their respective counties.

As the best results in education, as in any other business, can be accomplished only by having some definite system or plan, I therefore recommend that a committee be carefully selected to examine the school laws, regulations and rules of the various departments, for the purpose of formulating and codifying the school laws into a uniform system, embracing the whole scheme of our public education, from the common schools to our higher institutions of learning, with special reference to a more exact and accurate system of accounting and devising a proper check upon all school receipts and expenditures.

I also recommend that a conservative outline or course of study be devised and prepared for the guidance of our teachers and school officers, and as a standard for their work, by the State Superintendent, with such expert and professional assistance as you may see proper to furnish him with a view to meeting the needs of the rural schools, as well as those more advanced, in the larger towns and cities of our State.

ADOPTION OF UNIFORM SYSTEM OF TEXT BOOKS.

Believing as I do that this uniformity of the educational system of this State is essential to its growth and protection, I therefore recommend the adoption by the State of a Uniform System of Text Books for the State thus enabling the reports I have suggested to be made with ease and accuracy, and affording at a view the standing of every school. The books and methods of adoption should receive your careful consideration.

If the Uniform School Book System is adopted by you, the mode of selecting the best books to be adopted will be a very important matter, and I suggest for your consideration that a committee composed of nine of the best educators in the State be selected for that purpose as follows: One from each Judicial Circuit in the State, to be selected by the Circuit Judge of the circuit, together with the State Superintendent of Public Instruction.

And that they report their selections to the Governor, as the Chairman of the Board of Commissioners of State Institutions, and that the Board of Commissioners of State Institutions advertise for bids for furnishing the books so selected, and that the company or companies offering to furnish the books through dealers in Florida to the children for the least money shall receive the contract. My information is that, under the uniform school book system, which system has been adopted by all of the Southern States except Florida and Arkansas, and also adopted by other states, a saving to the children in money of 25 or 30 per cent. is the result of the adoption in those states of the Uniform School Book System.

STATE CHARITABLE INSTITUTIONS:

School for Blind, Deaf and Dumb.

Surely no more sacred trust has been committed to our care and protection than the maintenance and protection of this institution.

In a very especial way it is our duty to provide the means.

whereby the blind, deaf and dumb among us may be trained and equipped to act their part in life. The report of the school for Blind, Deaf and Dumb at St. Augustine has been placed before you and the requirements therein set forth are, in my judgment, reasonable and ought to be provided for.

It is not enough to simply give to this institution the means of bare existence, but the appropriation must be made large enough to enable it to provide for the necessary equipment and teaching force to meet the ends for which it was designed. It is not a college or asylum in the ordinary acceptance of those terms, and it must be borne in mind that only teachers especially fitted can be used in such an institution and that the teaching force must be larger in proportion than in other institutions of learning.

I therefore earnestly recommend that you make every provision for the efficient maintenance of this institution that a wise and enlightened civilization demands and cautious and prudent legislation admits.

Hospital for the Insane.

The Florida Hospital for the Insane, located at Chattahoochee, has grown to be one of the most important charges upon the care and protection of our State. I call to your attention the report of the Superintendent showing the work and results of this institution for the years 1903 and 1904.

From this report you will find that the admissions to the Hospital for 1903 were:

Resident, Jan. 1, 1903.....	697
New patients, 1903	237
	<hr/>
Total, 1903	934
Removed from Hospital, 1903, (all causes).....	200
	<hr/>
Resident Jan. 1, 1904.....	734
New patients, 1904	305
	<hr/>

Total, 1904	1,039
Removed from Hospital, 1904, (all causes).....	292

Resident Jan. 1, 1905.....	747
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From the report we also find that the daily average of patients treated was for:

1903	717
1904	759

From these figures some idea is gained of the magnitude and constant increase in the amount of work done at this institution, and the care necessary in properly treating and providing for so many patients.

The need of more help in the medical department of this institution, to which your attention has been called by the Superintendent in his report, has been relieved by a recent resolution of the Board of Commissioners of State Institutions, under whose supervision the Hospital is maintained, providing for an assistant physician for the Hospital.

The cost of maintenance of the Hospital was for the year:	
1903	\$ 85,071.10
1904	87,475.23

A total of the bi-ennial term of 1903 and 1904	
of	\$172,546.37

Which is an average for each patient per day for 1903 of 33 cents, and for 1904 of 32 cents.

In considering the needs of the Hospital it must be borne in mind that this is not a penal institution, but that its inmates are entitled to be provided with every comfort and care which can be prudently and economically provided for by the Legislature. I recommend that your careful consideration be given to the recommendation of the Superintendent as to the necessity for more accommodations for the increase of patients at the Hospital.

And it seems to me essential that every provision should be made for the proper separation of the races as therein recommended, whether by new building at Chattahoochee or elsewhere, as may be determined.

I also recommend that a carefully selected committee from your body visit the Hospital and make a thorough ex-

amination into the need for new buildings and better equipment, and report their findings to you as a basis for your action in this important matter.

I would suggest that the appropriation made for the maintenance and support of this institution be made a charge upon and paid out of the fund derived from the hire of the State convicts before the distribution of said fund as now provided by law.

STATE REFORM SCHOOL.

It is our duty to maintain a reform school in this State where young offenders may be confined and taught some useful employment, free from the contaminating influences and vicious habits of hardened criminals. It needs no argument to convince any thinking man that a boy of tender years should not be confined in penitentiary with hardened criminals or subjected to the contact with them in the convict camps. Therefore, proper legislation should be enacted providing for the maintaining of a State Reform School on such basis as to enable its management to accomplish the results for which it was instituted, the reform and training in some useful industry of juvenile offenders, to the end that they should be made good citizens and an aid and benefit to the State, rather than a tax upon her in the form of hardened criminals.

Suitable provision should be made for the separation of the races and sexes at the reform school, and sufficient appropriation to enable the management to provide proper teachers and to provide for the establishment of suitable industrial training, to the end that when released from the school its inmates may be enabled to earn a living for themselves and not be a charge upon the State.

The purposes and aims of this institution should be to enforce as little restraint as is compatible with the safe keeping of the persons committed to the school and that the idea of confinement and punishment should not be emphasized.

I recommend that such laws as may be necessary to accomplish these results be enacted by your body.

I also recommend that under such proper restrictions as may be necessary, the commitment of juveniles, other than offenders, be permitted and that the terms of commitment of both, offenders and other juveniles, be for such periods as will accomplish the reform desired and that such enactment be made as will accomplish this, in my judgment, very essential requirement.

I would further recommend that the maintenance of the State Reform School be paid out of the hire of convict fund and be a charge upon the same.

Some immediate measure is necessary for the relief of the present institution, as the present appropriation of \$2,500 is exhausted and the Trustees are now in debt more than \$2,000.

HIRE OF STATE CONVICTS.

The Board of Commissioners of State Institutions has recently entered into a contract for the lease of the State convicts to C. H. Barnes & Co., of Jacksonville, Fla., at a uniform bid for the entire number of convicts, now estimated at 1,200, of \$207.70 per capita.

The problem of the proper and best solution of the convict question in our State is one of the gravest importance, and about which there has been and will be endless discussion

Under the terms of the present lease, extracts from which appear below, the utmost care has been taken to provide for their humane treatment by lessees. Provision has been made for their welfare, requiring proper hospitals, medicine and care while sick, and precautions taken to prevent cruelty or inhumanity while under sentence.

The large number of convicts will require additional supervision, as it will be impossible for one supervisor to visit the various camps frequently enough to guard against the improper handling or treatment of the prisoners, and I, therefore, recommend that provision be made to employ at least one additional supervisor of convicts and convict camps.

It will be seen from the copy of the present contract that every power is reserved by the Board of Commission-

ers of State Institutions which will enable them to take every precaution necessary to provide for their humane treatment at any time it may become necessary. The present lessees have made great improvement in their provision for the health and sanitary condition of the camps, and while isolated cases of ill treatment may have occurred from time to time, yet on the whole the evils of the lease system have been largely alleviated under the present contract.

From the figures of the contract recently entered for the ensuing years from January 1, 1906, it is shown that on the basis of 1,200 convicts, the revenue derived from the lease will be \$1,000,000 for the four year contract.

This will afford ample means to properly provide for the inspection of the convicts and convict camps in a thorough manner, and so maintain the State Reform School as to accomplish the purpose for which it was organized, as I have recommended in this message.

EXTRACTS FROM CONVICT LEASE CONTRACT.

“The said C. H. Barnes & Co., will receive all persons who may be sentenced to imprisonment in the State prison of said State of Florida by any court of competent jurisdiction in said State, after the first day of January, A. D. 1906 (nineteen hundred and six) and during the period of four years, ending December the 31st, 1909.

“That the said C. H. Barnes & Co. will receive said persons so sentenced, at the County site of the County wherein they or any of them were sentenced, or are held in confinement, upon notice from the Commissioner of Agriculture or the Sheriff of the County. And the said C. H. Barnes & Co. agree that they will not permit or cause or suffer any of the prisoners to be received under the provisions of this instrument, to be worked or made to labor before sunrise or after sunset on any date, or to be made to work on the Sabbath day, or to be removed or worked or employed, or taken, or go beyond the limits of said State; and that they, the said C. H. Barnes & Co., shall at all times, during said period of four years, without expense or cost or liability upon the

part of said State or of any officer, or of any county or officer thereof, maintain all such persons received and kept by them sentenced as aforesaid, or that may be sentenced as aforesaid; and provide custody, maintenance and support for them and each of them; and provide and furnish all and every of such persons, comfortable quarters and lodging, good and comfortable clothing, including bedding and blankets, wholesome food, and when any of them shall be sick or disabled, necessary medicines and medical attendance, and proper personal care. Their allowance of food and clothing, including bedding and blankets, to be prescribed by the Board of Commissioners of State Institutions of said State from time to time; and that the said C. H. Barnes & Co., will employ and keep employed, a physician or Doctor of Medicine of skill and experience during said period of four years to visit and attend on, examine, treat and care for, and watch over all and each of such prisoners received and kept by them, and will secure his regular attention to examination, treatment and care of them in such manner and such frequency and fidelity as may be satisfactory to, or prescribed by the Board of Commissioners; and they, the said C. H. Barnes & Co., will provide a good and effective and sufficient guard of police for the custody of such prisoners, and for securing them and preventing their escape, such guards to be subject to approval by the Commissioner of Agriculture of said State, and that they, the said C. H. Barnes & Co., will keep such persons in safe custody and under good discipline, and will use prompt diligence and make proper efforts to arrest all such prisoners received, taken and kept by them, who may escape, and pay all expenses of such efforts and arrests, and will in all things comply with the requirements of the Commissioner of Agriculture of said State, from time to time; and that the said C. H. Barnes & Co., will fully and promptly do and perform and exercise all such duties, acts, powers and things whatsoever required or contemplated, or implied by, or in the provisions of said Statutes to be done, or performed by contractors thereunder, the same as if specially set out in this instrument, and afford all proper facility and aid to the per-

formance of any duty imposed by said Statutes, or of any officer or officers of said State or of any County.

* * * * *

“It is mutually agreed and understood by the parties to these presents that the said State Prison shall be at such place within the State of Florida, and for such period of time, as the Commissioner of Agriculture and the Board of Commissioners of State Institutions may from time to time designate. The said Commissioner of Agriculture, party of the first part, reserving the right at all times and without notice, to change the location of said prison, with the approval of the Board of State Institutions, and exercise full control thereof at any and all times during said contract.

* * * * *

“The said C. H. Barnes & Co. further covenant and agree, that a Central Hospital shall be established and maintained by them immediately upon receiving the said prisoners on the 1st day of January, A. D. 1906. That said Hospital shall be located at such place as may be designated by the Commissioner of Agriculture. Said Hospital shall be established and maintained at the expense and cost of the said C. H. Barnes & Co. They further agree to purchase the Hospital and premises, including buildings, farming interests, stock and supplies now located at Ocala, Florida, and owned by the Florida Naval Stores and Commission Co., if so required to do by the Commissioner of Agriculture. It being understood and agreed, that the said C. H. Barnes & Co. shall transfer and convey said properties at the expiration of this agreement as the Commissioner of Agriculture may designate to the State of Florida, or to such person or persons as may become the lessees of said prisoners after the said C. H. Barnes & Co., and that they shall transfer and convey the same without profit or interest upon the cost thereof.

“That the said C. H. Barnes & Co. shall establish such rules and regulations for the conduct and management of said Hospital as may be prescribed by the Board of Commissioners of State Institutions.

4 S. B.

* * * * *

“That C. H. Barnes & Co. shall pay all expenses of conducting and maintaining said Hospital, including the physician’s expense to the headquarters camp on the distribution day of each month, which trip shall be made by the physician to examine and pass upon the physical condition of all prisoners newly sentenced. The Hospital physician shall determine when any prisoner shall go to, or remain in the Central Hospital with the approval of the Commissioner of Agriculture. That the physician shall be chosen and selected by the Commissioner of Agriculture and his salary to be paid by the said C. H. Barnes & Co.

“That no prisoner shall be permitted to leave the stockade before sunrise and must be returned by sundown. That the said C. H. Barnes & Co. shall establish in each stockade, when practicable, water works and sewerage system for sanitary purposes, at their own expense. That at each camp a vegetable garden shall be maintained for furnishing vegetables for the prisoners.

* * * * *

“That each camp shall be supplied by said C. H. Barnes & Co., with one iron cot bedstead for each prisoner, such as is now used by the Dutton Prison Camp.

“The said C. H. Barnes & Co. shall at all times enforce in the camps and upon the work, such regulations as may be prescribed by the Board of Commissioners of State Institutions, from time to time, for the health, humane treatment and safe custody of the prisoners. Allowances for escapes shall be made within the discretion of the Board of Commissioners of State Institutions.”

COUNTY CONVICTS.

An investigation will show that at least 75 per. cent. of the complaints in regard to the treatment of convicts has come from camps where the county convicts are worked or leased. Some measure should be provided which shall remedy this evil, and provisions for the inspection and proper care of all county convicts and convict camps should be made mandatory upon the county authorities, and I

recommend the enactment of such laws as may be necessary to meet these needs.

PENSIONS.

It should be the policy of this State to provide, as liberally as its means permit, a pension for every needy and deserving Confederate soldier, or his widow, who entered the service of the Confederate States from Florida. Her pension roll should be a proud record for every name upon it, and it should be the care of those noble patriots, who sacrificed their youth and hopes for their State in Civil War, that the integrity of that record should not be smirched. The Legislature, by the provisions of the pension law, should not reduce the old soldier to a condition of pauperism before he can become qualified; and at the same time it must so guard the qualifications, that by its very liberality it may not so increase the number of pensioners eligible under the provisions of the law, as to deprive those absolutely deserving of this aid from the State.

The pension roll of the State, under the operation of the existing law, has increased from 1,675 in 1902, to nearly 3,000 in 1904, and there are now on file several hundred applications, upon which no action has been taken because the funds available for the payment of pensions, under the present levy of two mills, is exhausted. Conservative estimates of the increase in the pension roll, by the action of the Board upon these applications now on file and to be filed, show that a levy of four mills will be necessary to meet the demand for pensions.

I therefore recommend that the pension law be so amended as to make the pensions payable by the county, for the following reasons:

First—I believe the County Commissioners would make a more careful examination of the applicant's rights to a pension, where the money would come out of the County Treasury, than when it is drawn from the State Treasury.

Second—The applicant could get a more speedy hearing, make his proofs easier, and would not be subject to delays that are now caused by waiting on the examination of his

papers in turn, where there are seven or eight hundred applications ahead of him, to be considered by the State Pension Board. I believe that the rights of the applicant should be carefully protected by law, and if, according to the law, he or she is entitled to a pension, they should in no case be treated as paupers in the discretion of the County Commissioners; but that their rights should be clearly defined and laws enacted fixing severe penalties against false swearing, false affidavits, etc. The members of the forty-five Boards of County Commissioners, by their location in the several parts of each county, are in much better position to detect fraud and prevent granting a pension to an unworthy applicant, than is the State Board, located at Tallahassee, with no opportunity at all for investigation, but required to pass solely upon the regularity of the pension papers as to form, etc., instead of upon the merits of the applicant. Any attempt at careful examination by the State Board means delay, which entails hardship upon those justly entitled to the money so much needed by them.

SOLDIERS HOME.

The report of the Old Confederate Soldiers and Sailors Home Association has been presented to me by the President, Hon. Francis P. Fleming, showing the operation of that institution for the year 1904.

This is a most worthy object of your aid and as only those who on account of age and physical disability are entitled to its aid, proper accommodations for their treatment and care when sick or disabled should be provided.

I therefore recommend that an appropriation of one thousand dollars for the establishment of a hospital be made, and additional appropriations not to exceed one thousand dollars a year for maintenance of such hospital be provided.

STATE BOARD OF HEALTH.

I call your attention to the very complete and valuable report of the State Board of Health, and especially to the important recommendations made by the State Health Offi-

cer in regard to the accurate collection of vital statistics, the licensing of embalmers, and the proper record of burials.

I especially call to your attention the State Health Officer's recommendation in regard to prohibiting spitting on the walls and floors of public buildings, railroad cars, other public conveyances, and sidewalks and pavements, as a means of preventing the spread of tuberculosis and other pulmonary diseases. I am informed from reports on this subject that by proper sanitary and preventive regulations, the prevalence of this disease has been largely decreased in England and other parts of Europe. In New York, the statistics show that in twenty years the death rate from tuberculosis has been decreased 40 per cent., and many of the States are taking proper measures to prevent the spread of this disease and the control and care of its victims.

It is well recognized by medical authorities that almost the sole means of the spread of this dread disease is by the tuberculosis germs contained in the sputum, which in various ways contaminates the surroundings of the persons affected, and which after remaining exposed in the public places and streets is, in the form of dry dust and otherwise, blown about and breathed into the lungs and finds lodgment there.

It is estimated that "a person with this disease coughs up and expectorates in twenty-four hours about two hundred million tubercular germs." Some conception of the size of these germs may be had when we realize that "one hundred million of these germs may be contained in a teaspoonful of milk and be drunk as milk."

Therefore, as our State, with our salubrious climate, has become a resort for people from all parts of our country, who are affected with these pulmonary diseases, we should take especial care that while welcoming these sufferers to the benefits of our climate, we should at the same time take every precaution within our means and which medical science advises, to prevent the spread of this disease amongst our own people.

A subject that is receiving attention from the health authorities of other States is the proper sanitation of barber

shops, and the utensils and instruments used in them, and I believe this to be an important matter that should receive attention.

I also recommend that the State Board of Health be empowered to make rules and regulations for the maintenance of proper sanitary conditions in railroad depots and passenger cars, and provide for their inspection, and the enforcement of such rules and regulations.

RAILROAD COMMISSION.

I believe that no agency has contributed more to material progress and prosperity, than the wise, able and conservative administration of our Railroad Commission Law, and I call your attention to their report now before you.

I recommend that a constitutional amendment be submitted to the people, making the Railroad Commission a constitutional branch of the State government.

I recommend that a law be enacted, empowering the Railroad Commission to employ a competent civil engineer, whenever, in their judgment, they deem it necessary, to inspect the railroad road beds, tracks, and condition of rolling stock, and report his findings to the Railroad Commissioners; and that they be empowered and required to make rules which shall require that the road beds, tracks and rolling stock be maintained in such safe condition as will ensure the safety, comfort and convenience of the people.

I also recommend that the Railroad Commissioners be required to investigate the sufficiency and fitness of cars for the safe and comfortable transportation of passengers, and for the safe and expeditious transportation of freight.

And that the Railroad Commissioners be empowered to make and enforce reasonable regulations requiring railroads to construct and maintain depots for the safety, comfort and convenience of passengers, at all points where the same is necessary, and that they be empowered to enforce the rules and regulations of the State Board of Health, in regard to the maintenance of their cars and depots in a sanitary condition.

I also recommend that a law be enacted providing for in-

vestigation by a competent civil engineer, under the direction of the Railroad Commission, of the causes of all accidents on any of the railroads in this State, resulting in the death or injury of any person or persons, which in their judgment shall require investigation; that it shall be the duty of the general manager or superintendent of such railroad to inform the Railroad Commission of all such accidents immediately after their occurrence; that it shall be the duty of the Railroad Commission whenever, by complaint or otherwise, it comes to their knowledge that any railroad bridge or trestle, or portion of any track or railroad is out of repair or in an unsafe condition, to order an investigation of the same by a competent civil engineer; and that the Railroad Commissioners be given power to enforce the recommendations of the said engineer as to the repairs or improvements necessary to put such track, trestle or railroad bridge in such a safe condition as may be necessary for the safety, comfort, and convenience of the passengers.

RAILROAD SWITCHES.

I recommend that the Railroad Commission be empowered to ascertain by such investigation as may be necessary, the safest switching device for use on railroads, and that they be empowered to require the use of such switch as they may determine, by the railroads operating in this State.

PRIMARY ELECTION.

I recommend that the Primary Law be so amended as to make the calling of primary elections mandatory upon the committee, now empowered to call the primary election, instead of optional, as it now is.

I also recommend that all persons, who may be candidates before any primary election in this State, be required to file with the committee calling the primary election a sworn itemized statement of all expenses incurred by him in said primary election, and to state therein the source of all contributions to his campaign fund, and fixing a severe penalty for failure to file such statement.

I further recommend that the law be amended so as to provide severe penalties for:

Miscounting of votes by inspectors and clerks in all elections; and for

Bribery or intimidation of voters in any election. And I further recommend that any person accepting a bribe be exempt from punishment, who will inform or testify against the person or persons who bribe or intimidate him in any way.

I further recommend that a law be enacted requiring the payment by counties of all such expenses of holding primary elections in the same manner as the expenses for holding general elections are now paid.

JUDICIARY.

The growth of the State is shown by the noticeable increase in the business of the courts.

The recent addition to the number of the Justices of the Supreme Court has enabled that tribunal to dispose of cases that have for years been accumulating on its docket because three judges were unable to dispose of the ever increasing business brought to them. Only nineteen cases remained undisposed of at the beginning of the present January term of the Supreme Court; but nevertheless, one hundred new cases have been brought to the January term. This is an increase of about thirty per cent. in the number of cases usually brought to the Court at a single term, and it indicates that there is a marked increase in the business of the Court for the future. Notwithstanding the creation of another circuit court in the State, all of the eight circuit judges have a constantly growing increase of business.

It behooves the people of the State to maintain a high standard for their judicial officers, and this cannot be done unless the compensation allowed by law is sufficient to meet the ordinary expenses of competent officials who have families to support and children to educate and provide for. The greatly increased cost of all the necessaries of life makes the salaries heretofore established for judges entirely inadequate. The salaries of officers and clerks in the ad-

ministrative departments have recently been increased, but the salaries of the Justices of the Supreme Court remain at the sum fixed by law in 1871, when the cost of living was fifty per cent. less than now. Furthermore, from the nature of the duties devolving upon all judges, both Supreme and Circuit, it is improper for them to engage in any other money making business or enterprise, and consequently they are solely dependent upon their salaries for a present livelihood, and for the future rainy day, and the salaries should be sufficient to enable them to save something for the future after they shall have retired from the service of the public to which they give their best years. If we are to maintain the high standing of our State Judiciary, we must provide that their compensation shall be such as will reasonably justify men of the highest ability and attainments in accepting these positions, without injustice to themselves and those dependent upon them for support.

LIFE INSURANCE.

Life insurance has become a very popular source of accumulating estates by the people of our country. In the first place, it is a cash estate that is easily handled by the widow or orphan. In the next place, it is accumulated by the payment of premiums in comparatively small sums at a time, and in most instances it constitutes an estate that is not drawn upon and that can never be in debt. In fact this mode of creating an estate has become so popular that there was paid out in this State by our citizens last year to thirteen insurance companies premiums aggregating \$1,527,322.49 and the losses paid to citizens in this State aggregated \$428,579.30, which shows there was paid out last year \$1,098,743.18 more than was paid in losses, and as all of the companies of which I write are outside of the State of Florida, it is evident that \$1,098,743.18 more went out of the State than what was brought in as estates to our people; thus it is shown that the excess paid out over the amount received in return would equal a ten mill tax on the present assessed valuation of Florida.

As it is always desirable that as much of the people's

money shall remain at home as is possible, does it not argue strongly in favor of State insurance? May not the State issue policies and receive premiums therefor and after setting aside the proper reserve fund for the safe conduct of the business have a large surplus to be turned into the revenue fund of the State, thereby relieving direct taxation to that extent?

If we will take as a basis the last twelve years business done in the State as per the State Treasurer's report, which is as follows:

Year.	Risks in Florida.	Losses in Florida.	Receipts in Florida.
1893	\$ 5,460,967	\$ 95,091.52	\$ 518,221.96
1894	6,045,900	65,063.70	587,741.38
1895	4,793,442	178,152.43	554,578.46
1896	5,254,013	186,080.44	567,528.32
1897	4,242,191	254,408.78	568,697.86
1898	5,010,627	213,461.68	602,715.87
1899	6,482,133	432,457.68	739,818.50
1900	7,801,768	265,455.32	918,525.41
1901	7,619,224	305,383.66	1,040,363.48
1902	8,373,234	292,536.24	1,184,914.05
1903	8,682,640	413,540.48	1,355,246.15
1904	10,815,667	428,579.30	1,527,322.49
	\$80,581,807	\$3,130,211.23	\$10,165,676.93

It is apparent that the amount of losses paid in twelve years has only been about 30 per cent. of the gross receipts for premiums of the life insurance companies doing business in this State. By placing a comparatively small amount of money to the credit of the fund to cover any immediate loss that might occur the business can be established and become a great source of revenue, and in my judgment become very popular.

I therefore recommend that the Legislature enact such laws and take such measures as will be necessary to establish a life insurance business conducted by the State.

If you consider this idea practical and beneficial to the

State, I suggest that we have an organization sufficient in nearly every detail to commence work, as blanks could be furnished by the Comptroller and sent to the various bonded County officers, they to fill out blanks for applicants and refer them to the proper physician or physicians for examination, the physician to make his report to the County officer sending him the applicant, said application and report of physician, together with the premium, to be forwarded by the said County officer to the Comptroller, he to audit the same, and, if found correct, turn the money and papers over to the Treasurer. Upon the receipt of the money and papers, the Treasurer shall file with the Secretary of State the application and his receipt for the premium, and the Secretary of State shall thereupon issue a policy to be valid when signed by the Governor, and forward the same to the applicant.

Of course this is suggested merely as the outline of a plan which might be perfected and adopted.

AGRICULTURAL DEPARTMENT.

Division of Chemistry.

This department, under its present management, is in a most efficient state and proper provision should be made to meet its needs as indicated by the report of the State Chemist.

Its financial operations for the past two years show the following:

1903—Inspection fees	\$22,761.58	
1904—Inspection fees	28,518.18	—\$51,279.76
1903—Total expenses	\$6,145.16	
1904..Total expenses	6,556.61	—\$12,701.77

Balance to credit of Chemistry Division for 1903 and 1904.....	\$38,577.99
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I desire to call your attention especially to the recommendation of the State Chemist as to the adoption of the United States Standard of Pure Foods, Drugs and Chemicals, the enactment of Pure Food Laws and Pure Stock Food Laws,

and would recommend the passage of suitable laws on these subjects.

COMMISSIONER OF AGRICULTURE.

I especially call your attention to the great amount of very valuable information contained in the carefully compiled report of the Commissioner of Agriculture, the greatly increased value of farm products for the past two years, as compared to the value of farm products in his report of two years ago, and much other valuable statistical information concerning our industries and the resources of our State, and their great value even in their undeveloped condition.

FLORIDA STATE TROOPS.

The report of the Adjutant General is laid before you, showing in detail the work of his department.

The Adjutant General has been untiring in his efforts to raise the standard and efficiency of the Florida State Troops and has given every attention to the smallest detail that would help in this important branch of our government. The duties of the Adjutant General require his absence from his office for a great part of each year and there is absolute necessity for a clerk in his office, and I recommend that you make provision for this clerical assistance in his office.

We should provide for the economical maintenance of our State Troops and should encourage them in every undertaking for the betterment of the service and improvement of its membership, in order that this voluntary service may be attractive to our young men.

The self sacrificing service of our citizen soldiery has always been given at the call of our State, and we cannot repay too highly this loyalty to our institutions in times of disorder and lawlessness.

ATTORNEY GENERAL'S REPORT.

I desire to call your attention to the very full and valuable report of the Attorney General, together with the sug-

gestions and recommendations contained therein as to the changes necessary in our Statute law.

The recommendations from the Attorney General and the Circuit Judges of the State should receive your careful consideration, as they are the views of those skilled in the law and who have had occasion to know wherein are its deficiencies, and their suggestions should be of great weight in determining your legislation on these subjects.

GAME WARDENS AND PROTECTION OF FORESTS.

The protection of the wild game is a matter of interest and importance to the whole State.

The present system, which leaves to the counties, at their pleasure the appointment of Game Wardens, and **lax enforcement** of the game laws will, in a few years, result in the complete destruction of the game of this State.

I believe that game wardens charged with the **rigid enforcement** of carefully drawn game laws, providing for a sufficient license to be paid by those persons hunting or taking game, to pay the expenses of executing the game laws, would be of great benefit to the State. These game wardens could, under a proper law for the protection of our forests from fire, be made also fire wardens and be of untold value to this State, for it is of vital importance that steps for the protection of the forests from fires be promptly undertaken, and that such laws as are necessary for the protection of this valuable resource be passed at this session of the Legislature.

Untold damage is being done every year by burning the woods, often through malice, negligence or thoughtlessness.

FISH AND OYSTERS.

Among the vast natural resources of our State none is more important nor can with proper protection and regulation be made to return more to our citizens than the fish and oyster industry. With the number of bays, rivers and lakes, the natural habitat of vast numbers of valuable food fishes, proper legislation with a view to the **protection** of

the resources rather than the protection of those interests connected with it, rigidly enforced, will be of incalculable value to the State.

In our extensive oyster beds and numerous available locations for their planting and extension in our State, the wasteful and extravagant methods of taking oysters now in vogue should be regulated so as not to injure the beds; while a system of license fees and rentals, as practiced in other States, would produce a sufficient revenue to properly police and protect the grounds now used, and to plant others, making a most valuable addition to the State's already growing natural resources.

PREVENTION OF CRUELTY TO ANIMALS.

I recommend that the law for the prevention of cruelty to animals be so amended as to prohibit shooting tame, live pigeons for sport.

SALE OF LIQUOR TO INDIANS.

I am informed that intoxicating liquors are sold to the Seminole Indians, and that the traffic is indulged in to a deplorable extent. I therefore recommend that the sale of spirituous, vinous or malt liquor to the Seminole Indians be prohibited by law, and that adequate penalties be provided for the violation of the law.

STATE CENSUS.

In accordance with Section 5 of Article 7 of the Constitution, it becomes your duty to provide for the enumeration of all the inhabitants of the State by counties during this year.

CRIMINAL PROSECUTIONS.

On account of local conditions existing in a few of the counties of this State, it is difficult or impossible to have

grand juries find indictments or to obtain convictions against offenders.

I recommend that this condition receive your careful consideration, and that you provide such legislation as may be necessary to prevent such failure to enforce the law.

CONCLUSION.

I have given you such information concerning the affairs of the State, as reasonable limits of time and space will permit.

I trust we are impressed with the high and responsible duties we are called upon to discharge, and that your deliberation will be with single devotion to the welfare and prosperity of the people of this State.

In conclusion, I deem it my duty to impress upon you the utmost importance of an early and careful consideration of the bills providing for the necessary appropriations; and for the assessment and collection of revenue and such laws relating to the maintenance of the educational institutions of the State as may after proper consideration of their needs and efficiency be determined upon. Otherwise there is not only danger, but every probability that this important legislation will be hastily enacted and consequently more or less imperfect. I trust, therefore, that these important matters of interest to the whole people will receive prompt action at the beginning of your session, and not be left to the rush and confusion of your closing days.

N. B. BROWARD,
Governor.