

On page 2524, in line 29, strike out one "i" in the word "session."

Under the authority vested in me, as Secretary of the Senate by Senate Resolution No. 56, which reads as follows:

Senate Resolution No. 56:

Resolved, That the Secretary of the Senate be and he is hereby empowered by this Senate to correct the last three days Journals and to prepare an errata sheet, if such be necessary, of all Journals and attach same to the book or final Journal of this body to indicate apparent and real errors."

I herewith certify that the above corrections could not be printed in the body of the final Journal of the Proceedings of the Senate, as the forms of same had already gone to the press and were worked up in order to facilitate the indexing of same, and that the above errata sheet constitutes the correction of the printed Journal, as far as could be detected by the Secretary, to make it agree with the true history of the Senate proceedings. I also certify that the Journals of June 4th and 5th and 6th have been corrected and approved by me.

CHARLES A. FINLEY,
Secretary of the Senate.

JOURNAL OF THE SENATE

Of the fourteenth session of the Legislature under the Constitution of A. D. 1885, begun and held at the Capitol in the City of Tallahassee, State of Florida, Tuesday, 8th day of April, 1913, being the day fixed by the Constitution of the State of Florida for the convening of the Legislature.

Tuesday, April 8, 1913

The Senate convened at 12:00 o'clock noon, and was called to order by Hon. Fred P. Cone, President of the Senate.

Prayer by Rev. Mr. J. D. Adcock.

Secretary Charles A. Finley called the roll of the hold-over Senators, and the following answered to their names:

John P. Stokes, Second district.
James N. Wilson, Fourth district.
A. S. Wells, Eighth district.
Charles E. Davis, Tenth district.
C. T. Culpepper, Twelfth district.
F. P. Cone, Fourteenth district.
J. E. Calkins, Sixteenth district.
John C. L'Engle, Eighteenth district.
E. L. Carney, Twentieth district.
D. A. Finlayson, Twenty-second district.
W. H. Malone, Jr., Twenty-fourth district.
Jno. P. Wall, Twenty-sixth district.
W. H. H. McLeod, Thirtieth district.
H. H. McCreary, Thirty-second district.

The oath of office was administered to Mr. Y. L. Watson, elected to fill the vacancy in the Sixth district, occasioned by the death of Senator James E. Broome, and Mr. J. B. Conrad, elected to fill the vacancy in the Twenty-eighth district, occasioned by the resignation of Hon. James W. Perkins, resigned, by Hon. T. M. Shackelford, Chief Justice of the Supreme Court of Florida.

The President instructed the Secretary to call the names of the newly elected members. The roll of the newly elected members was called from the list certified to the body by the Secretary of State, and the following answered to their names:

District No. 1—R. A. McGeachy.
District No. 3—B. H. Lindsey.

District No. 5—S. P. Roddenberry.
 District No. 6—Y. L. Watson.
 District No. 7—H. J. Drane.
 District No. 9—Fred L. Stringer.
 District No. 11—W. F. Himes.
 District No. 13—F. M. Hudson.
 District No. 15—A. Z. Adkins.
 District No. 17—J. B. Johnson.
 District No. 19—Arthur E. Donegan.
 District No. 21—J. S. Blich.
 District No. 23—W. M. Igou.
 District No. 25—A. J. McClellan.
 District No. 27—F. M. Cooper.
 District No. 28—J. B. Conrad.
 District No. 29—Max M. Brown.
 District No. 31—L. W. Zim.

The oath of office was administered to the newly-elected members of the Senate by Hon. T. M. Shackelford, Chief Justice of the Supreme Court of Florida.

The Senate proceeded to the organization of the body.

Mr. Calkins placed in nomination for President of the Senate the name of Hon. Herbert J. Drane.

Mr. Calkins moved that Hon. Herbert J. Drane be elected by acclamation.

Which was agreed to.

And Mr. Herbert J. Drane was declared unanimously elected President of the Senate for the session of A. D. 1913.

The President appointed Messrs. Calkins, Malone and Himes as a committee of three to escort the newly elected President to the Chair.

The committee performed the duty assigned to them and the newly elected President was received by the retiring President who introduced him to the body.

President Drane in the Chair.

President Drane returned his thanks for the high honor conferred.

Mr. Calkins placed Mr. John B. Johnson in nomination as President Pro-Tem and moved that Mr. Johnson be elected by acclamation.

Which was agreed to.

Mr. J. B. Johnson was declared the President Pro-tem of the Senate for the session of A. D. 1913.

Mr. Calkins placed in nomination the following officers and attaches of the Senate for the session of 1913:

Secretary of the Senate—Charles A. Finley.
 Assistant Secretary—H. S. McKenzie.
 Bill Secretary—R. H. Mickler.
 Reading Secretary—Nat W. Marion.
 Assistant Reading Secretary—Columbus B. Smith.
 Engrossing Secretary—Thomas R. Clare.
 Enrolling Secretary—N. A. Ball.
 Recording Secretary—Mrs. J. E. Yonge.
 Journal Secretary—D. T. Haddock, Jr.
 Assistant Journal Secretary—George T. Morgan.
 Sergeant-at-Arms—George L. Taylor.
 Messenger—Harry McCully.
 Chaplain—Rev. J. D. Adcock.
 Doorkeeper—T. A. Morgan.
 Janitor—Otto Kirchof.
 Page—Parks Glover.
 Page—George R. Bailey.
 Page—J. I. Culpepper.

Mr. Calkins moved that the above be elected by acclamation.

Which was agreed to.

And they were declared unanimously elected for the session of A. D. 1913.

The oath of office was administered to the above except to Thos. R. Clare, George T. Morgan and Harry McCully by Mr. F. P. Cone, a duly authorized officer of the State of Florida.

By permission—

Mr. Finlayson offered the following Resolution:
 Senate Resolution No. 1:

By Senator Finlayson—

Be it Resolved by the Senate, That the President appoint a committee of five to draft rules for the government of this body and report to the next daily session. Resolved further, That until other rules are adopted, the rules governing the 1911 session of the Senate shall govern this body.

Which was agreed to.

Mr. Finlayson moved the adoption of the Resolution:
 Which was agreed to.

Messrs. Finlayson, Calkins, Himes, Hudson and Cone were appointed as said committee.

Mr. Wells moved that a committee of three be appointed to wait upon the House of Representatives and notify

the House that the Senate is organized and ready to proceed to business.

Which was agreed to.

The President appointed Messrs. Wells, Conrad and McClellan as said committee.

The Committee appointed to wait upon the House of Representatives and notify them of the organization of the Senate appeared at the bar of the Senate and reported that the committee had performed the duty assigned to them and asked to be discharged.

The committee was discharged.

Mr. Cone moved that a committee of three be appointed to wait upon His Excellency the Governor and inform him that the Senate is duly organized and awaits whatever communication he may deem proper to submit to the body.

Which was agreed to.

The President appointed Messrs. Cone, Watson and McGeachy as said committee.

The committee retired, and in a short time returned and reported that the Governor would communicate with the Senate later.

INTRODUCTION OF RESOLUTIONS.

Mr. Stokes offered the following Resolution:

By Mr. Stokes of Second District—

Senate Resolution No. 2:

Be it Resolved, by the Senate of the State of Florida, that the President of the United States be and he is hereby requested to remove Jos. E. Lee, negro, from the office of Collector of Internal Revenue of Florida, and to fill the vacancy by the appointment of a suitable and capable white Democrat.

Which was read.

Mr. Stokes moved the adoption of the Resolution.

Which was agreed to.

The Secretary was instructed to notify the President of the United States, the Secretary of the Treasury of the United States, our Senators and members of the House of Representatives at Washington of the action taken by wire.

Mr. Hudson offered the following resolution:

Resolved, That the Senator from the 18th, Hon. Jno. C. L'Engle, be allowed to retain his secretary at his desk,

and that his secretary be permitted to assist him in addressing the body and in such other matters as Senator L'Engle may desire.

Which was read.

Mr. Hudson moved the adoption of the Resolution.

Which was agreed to.

Mr. Davis offered the following—

Senate Concurrent Resolution No. 1:

Resolved, That the Senate, the House concurring, invite Senator Nathan P. Bryan, Florida's junior U. S. Senator, to address the Legislature in the hall of the House of Representatives at the hour of 8 o'clock this evening.

Which was read the first time.

Mr. Davis moved that the rules be waived, and that Senate Concurrent Resolution No. 1 be taken up and considered at once.

Which was agreed to by a two-third vote.

And—

The Resolution was read the second time.

Mr. Davis moved to adopt the Resolution.

Which was agreed to.

And—

The same was ordered to be certified to the House of Representatives immediately.

A message from the Governor.

A committee from the House appeared at the bar of the Senate and informed the Senate that the House of Representatives is organized and ready to proceed to business.

The Governor's message was placed before the Senate.

Mr. McCreary moved that the Governor's message be received and be spread on the Journal.

Which was agreed to.

State of Florida,
Executive Chamber,
Tallahassee, April 8, 1913.

Hon. Herbert J. Drane,
President of the Senate,

Sir:

I have the honor to transmit herewith, in printed form, the Message to the Legislature contemplated by Section 9. of Article IV of the State Constitution.

Very respectfully,

PARK TRAMMELL,
Governor.

MESSAGE OF THE GOVERNOR

EXECUTIVE OFFICE,
STATE OF FLORIDA,

TALLAHASSEE, APRIL 8, 1915.

TO THE FLORIDA LEGISLATURE:

In compliance with Section 9, Article IV of the Constitution, which provides 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 respectfully transmit this, my message, for the consideration of your Honorable Body.

CONDITION OF THE STATE.

It is with much gratification that I report that along all lines the condition of our State is most satisfactory. In every field of industry there is an unprecedented expansion and growth. Florida is becoming more widely and more favorably known throughout the Nation than ever before.

With a progressive, an industrious, intelligent and high type of citizenry; with a rapidly increasing population, increased activities in the farm and fruit industries, a conspicuous enlargement of manufacturing enterprises and the very marked expansion of the mining operations, we find our State rapidly forging to the front as one

of the greatest of the American States. Even the most sanguine can scarcely forecast Florida's progress, growth and development within the next decade.

Our people are blessed with good health, with prosperity and happiness, and indeed the sunlight shines brilliantly upon our pathway for the future.

FINANCIAL CONDITION OF STATE.

The report of the State Treasurer shows that the financial condition of the State is good. On March 31, 1913, there was in the General Revenue Fund \$373,776.61, and a safe balance in all of the other funds. The appropriations made by the last Legislature, which have matured up to the present time, have all been promptly met. The Treasury, when others mature, will have sufficient funds to meet them.

STATE DEBT.

For a number of years the State has not had any outstanding indebtedness except certain refunding bonds amounting to \$601,506.00, bearing interest at the rate of 3 per cent per annum. These bonds are not owned by private parties, but are now held and have for many years been held by the State Board of Education.

RECOMMENDATIONS.

For your consideration and for such action thereon as your wisdom directs, I wish to submit my views and recommendations relative to the measures which I deem expedient, under their respective heads, as follows:

FUND TO GUARANTEE BANK DEPOSITORS.

The primary purpose for the establishment of banks so

far as the public is concerned are; first, that the public shall have a safe place to deposit their money; and, second, that those who need it may conveniently obtain funds upon proper security after the money shall have been gathered together by the banking corporation.

The ideal system of banking will guarantee to depositors the absolute certainty of the return of every dollar deposited, and this will insure the greatest possible volume of loanable funds in banks for the needs of business. The State and Nation should see to it that every safeguard shall be provided for the security of the depositor, since they permit and authorize the receiving of deposits under the sanction of the law.

Florida has a most excellent and substantial lot of banks and the failures have been comparatively few; yet there is that weakness existing in our banking system which does not make the depositor absolutely safe. At the critical moment in our financial and industrial affairs, when it is most necessary that he be secured against the loss of his deposit, the depositor's only guarantee is the ability of the bank to pull through the financial and industrial depression. Should not a depositor, if it can reasonably be done, be made safe against loss when the financial distress comes? Unquestionably he should, and I regard it the duty of the State and the Nation to enact laws which will make him secure. A failure to do so, in my opinion, is an inexcusable neglect to protect the citizen in his rights.

That depositors may be secure, that bank failures may become minimized, that the greatest cause for producing panics may be materially reduced, I believe a measure providing for and requiring the banks to maintain a bank guarantee fund should be enacted and I so recommend. The guarantee fund system has been tried out for a reasonable time, in a few of the states, and I am informed that it has proven entirely satisfactory to depos-

itors and has not worked any hardships on the banks. The stock in trade of the bank is the deposits. A greater part of the earnings of banks come from the interest upon the money of depositors which is loaned. The returns upon bank investments as a rule range from ten to thirty per cent. Most bank stock sells above par. From the patronage and business arising from the funds of the depositor the bank is one of our most profitable business institutions. With an absolute guarantee that every dollar on deposit is safe I believe the bank would be even more prosperous as a money-making institution; but if it would not, then should we leave the depositor insecure in order that the bank be relieved of the small payments necessary for the establishment of the guarantee fund, or should every dollar in the bank be made safe, although the bank's profits would be slightly reduced thereby? One of the greatest causes of panics is bank failures. The principal cause of the failure of banks is the lack of confidence in our banks, when talk of hard times, though often fanciful, begins. With implicit confidence in our banks at all times and under all conditions, the panic would be much less probable, if not entirely eliminated. The people of the Nation are becoming awakened as to need of the bank guarantee. It is right and just that we should have this protection. People engaged in every industry are interested in this problem. Florida can be among the leaders in this righteous cause, or it can wait until the National government and all of the other States have acted, and then follow as the kite's tail. I recommend action now.

INTEREST ON PUBLIC FUNDS.

At present interest is required on State funds on deposit, the State receiving two and one-half per cent. on daily balances. The law should also require banks to pay interest on deposits of county funds. It should also

provide for the State and counties receiving bids from the banks of the State for the deposit of the funds. This policy, in my opinion, would produce much more interest on State funds, and will result in the counties deriving an income of from \$50,000.00 to \$75,000.00 annually from a source now producing no revenue. It would be advisable for cities and towns to also inaugurate such a policy in handling municipal funds.

REDUCTION OF INTEREST RATE.

I respectfully recommend that a law be enacted changing the legal rate of interest from eight to six per cent, and that the rate which is allowed to be charged by contract be changed from ten to eight per cent. It has now been twenty-two years since the present law fixing the legal rates of interest in this State was enacted. Within this time conditions have wonderfully changed. Our State has quadrupled in population and developed remarkably in scope and value of all her industries and resources. The rate of interest suggested by me is equally as reasonable in our State at the present time as the rate now allowed was when fixed in 1891. As evidence of the fact that the rate suggested by me is reasonable, a large majority of the banks and individuals loaning money on contract now require not exceeding eight per cent. In fact, much capital is now loaned in Florida at slightly lower interest charges, and business men generally consider a return of six to eight per cent. upon money loaned a good investment. It is not believed that the amendment of the law here suggested would in the slightest degree retard the investment of capital or the extension of loans. It would merely be adjusting the statutes of the State to the changed conditions of the times. Most of the Southern States now have a lower legal rate of interest than is fixed by Florida, and it has come to be generally recognized that both in business practice and as a governmental

policy, lower interest rates should prevail—large enough to give reasonable returns to the lenders, but, on the other hand, low enough not to work a hardship on those who have to borrow, and also to encourage those who would borrow capital and invest it in industrial development.

ABOLISHING OFFICE OF COUNTY TREASURER.

A constitutional amendment to abolish the office of County Treasurer at the expiration of the terms of the present incumbents, should be submitted for ratification or rejection by the electors at the next general election. In my opinion, the amendment should provide that the county Tax Assessor shall perform the duties now incumbent upon the County Treasurer. It is a well known fact that the duties connected with the office of County Treasurer require but little time and work from the person filling the office, and that the compensation paid therefor is entirely out of proportion to the responsibilities assumed or the work actually done. These duties could be discharged by the Tax Assessor without interfering with his duties as Assessor. The change could be made without injustice to the Assessors and without impairing the efficiency of the public service; yet with a very considerable economy in the administration of government. This being true, why should the taxpayers of all the counties be required to continue paying salaries aggregating at least \$125,000.00 annually for offices which are really unnecessary? The submission and adoption of such an amendment should effect a saving to the people of the State of the amount now paid to the County Treasurers of the respective counties. Favorable consideration of such a constitutional amendment is strongly recommended.

REPEAL LAW GIVING LANDS TO RAILROADS.

One of the statutes of this State under which railroads have heretofore had donated to them large quantities of State land is still in force, and should a new railroad be constructed it would, under this law, be entitled to the alternate sections of the State land on each side of the railroad within six miles thereof. In the event the State did not still own the alternate sections, the Company would be entitled to lands to make up the deficit anywhere within twenty miles of its road. The State has but little land except in the Everglades. In that territory the State owns about a million acres of land. Should a railroad be constructed through that territory and the land grant law above referred to was still in force, the railroad would be entitled to a large quantity of the State land, and would thereby get from the State public property worth probably two or three million dollars. The time has passed when the State can afford to allow land grants to encourage railroad building. We cannot afford to have the public lands further applied in this way. For this reason I urge that a law be enacted repealing Section 622 of the General Statutes, which constitutes our present law providing for railroad land grants.

CHANGE IN CONVICT SYSTEM.

In my platform as a candidate for Governor, I pledged myself as follows, to-wit:

"I favor discontinuing Lease System and using convicts in road building, State's finances to be guarded in making change."

For thirty years the lease system has existed in our State. During this time the prisoners have been hired out to work upon farms, in phosphate mines and on turpentine farms. At present they are under a four-year lease, which expires on January 1, 1914. They are prin-

cipally engaged in working on turpentine farms at present. The lessees pay the State \$281.60 per capita per annum for able-bodied male prisoners and maintain in a hospital free of cost to the State the women and disabled male prisoners. The prison population at present is about fourteen hundred, of whom about two hundred and fifty are women and infirm men. Under this lease about \$300,000 net is realized annually from the hire of State Convicts. This sum is by law apportioned to the counties quarterly upon the basis of assessed valuation of the several counties. Under the present system the Commissioner of Agriculture and the Board of Commissioners of State Institutions make and prescribe the rules and regulations governing the custody, care and handling of the State prisoners. The State has four Convict Supervisors who are constantly engaged in inspecting convict camps, and making investigations as to the manner in which the prisoners are treated, seeing that the rules and regulations are observed, reporting failure to observe the same and suggesting improvements.

The Prison Hospital, the stockades, and all equipment now used in the handling of the prisoners belong to the lessees. The State owns no prison buildings, stockades, hospital or other prison equipment. The only prison property which the State owns is a tract of about 16,000 acres of uncleared and unimproved land in Bradford County, which was purchased in 1911, with a view to establishing thereon a State Prison Farm. With the above conditions confronting us, we must with judgment, care and in a business-like way work out a reasonable and efficient plan for the abolishing of the lease system. In this undertaking it is essential that we bear in mind:

1st. That in view of the fact that the State has at present no buildings, stockades or place where it could care for its fourteen hundred prisoners, provision for their custody, care and maintenance is absolutely essential

prior to the time the State shall withdraw them from the Lease System, and that on account of the great magnitude and extent of such preparation, from two to three years will be required for raising the funds and making provision for its accomplishment.

2nd. That for the State to provide the necessary substantial and permanent buildings and other equipment and put in a tillable condition a reasonable portion of the land on the prison farm to be established in Bradford County, and to provide the other funds necessary in proceeding with the changing of the system during the next two years, an estimated sum of \$250,000 to \$275,000 will be required for such buildings and other purposes.

3rd. That for the counties to provide necessary equipment for the care of State prisoners which may be allotted to them the sum necessary for such purpose should be raised prior to the time that any of the State prisoners shall be allotted to a county to be used in public road work.

4th. That the funds necessary for the State and the counties to make the required preparation for a change in the prison system must be derived from the proceeds from the hire of the State prisoners, or, upon the other hand, from direct taxation.

5th. That primarily the duty to care for and support State prisoners is upon the State and therefore a county should not be forced to take and care for State prisoners.

I believe that provision should be made for the discontinuance of the lease system; that the able-bodied male prisoners should be used as far as practicable in building, and repairing roads; that the infirm male prisoners, female prisoners, and those of the prison population who are not used by the counties in the building and maintaining of public roads should be kept at the State Prison Farm when established in Bradford County. Such change

can, and, in my opinion, should be accomplished by Legislation that will not require a levy of direct taxation for the expense incident to the preparation for the change. To inaugurate a new plan for the handling of the State prisoners and to abolish the present lease system, I recommend the enactment of a law providing:

1st. For the withdrawal of the prisoners from the lease system in reasonable installments.

2nd. For the raising of funds from the prisoners temporarily leased, to defray the expense of building up a prison farm and meeting the other expenses incident to making a change in the system.

3rd. For the counties, if they desire, to take over the able-bodied prisoners at the time of the installment allotments to be used in public road work.

4th. For the care and maintenance of the infirm male and women prisoners, at the State prison farm to be established in Bradford County.

To carry out these purposes in a manner which will require no taxation or burden upon the State or counties, and at the same time accomplish the change of the system within a reasonable time, I have prepared a bill covering my ideas of the details of the change. This bill you will find appended hereto, and I respectfully submit the same for your consideration.

GAIN TIME FOR CONVICTS.

In the enactment of Chapter 6177, Acts of 1911, same being an Act to amend Section 4140 of the General Statutes, relative to gain time to be allowed to convicts, an error was made in not providing an allowance of gain time for the fifth year of sentence. This mistake was doubtless purely a clerical error and should be corrected, so as to preserve the symmetry of the Act and carry out

what was unquestionably the real intent of the Legislature in passing the enactment. The said law can very easily be re-enacted with correction of the error pointed out, and I recommend that it be done.

AUTHORITY TO PAROLE PRISONERS.

The Board of Commissioners of State Institutions should be given authority to grant parole to prisoners either upon bond made payable to the Governor, or without bond when deemed advisable, and I recommend a measure granting such authority.

STATE PRISON FARM.

By Chapter 5941, Acts of 1909, the Legislature appropriated \$50,000.00, from the Hire of Convicts Fund, for the Board of Commissioners of State Institutions to purchase lands for a prison farm and for other kindred purposes.

In March, 1911, the said Board, after careful examination of many tracts of land which were offered, or suggested, for this purpose, purchased from the Empire Lumber Company of Jacksonville 7,914½ acres of excellent land in Bradford County, for the price of \$5.00 per acre. At the same time the Board took an option from the Empire Lumber Company, on an additional tract of about the same size, adjacent to that which was purchased at \$5.00 per acre.

The Legislature of 1911, by Chapter 6134, Laws of Florida, appropriated an additional sum of \$50,000.00 from the Hire of Convicts Fund, to enable the Board to purchase the land upon which option had been taken and for use in establishing on said lands a State Prison Farm.

In pursuance of such appropriations a total of 15,587½

acres of land, in Bradford County, were purchased from the Empire Lumber Company. Adjoining and partially embraced within the lands purchased from the Empire Lumber Company, were two full sections of land, then owned by Mr. W. E. Davis, of Starke, Florida. Upon investigation it was found that the Davis lands were of very superior quality, and that it would be greatly to the advantage of the State for the Board to purchase the said Davis lands.

After considerable negotiations, Mr. Davis agreed to accept \$7.50 per acre for the said two sections of 1,280 acres. In July, 1912, the Board of Commissioners of State Institutions purchased the said 1,280 acres from Mr. Davis at \$7.50 per acre.

The Board thus acquired for use as a State Prison Farm a splendid tract of land, embracing 16,867½ acres for a total purchase price of \$87,537.50, leaving a balance in the amounts appropriated by the said Acts of 1909 and 1911 of a little more than \$12,000.00. It is the sense of the Board of Commissioners of State Institutions that the State has, at very reasonable cost, acquired an adequate area of land of excellent quality, splendidly located, for use as a State Prison Farm whenever the State is in position to utilize same.

The above mentioned Acts of 1909 and 1911 provided that, with the appropriations made, the Board of Commissioners of State Institutions should have buildings erected and the said Prison Farm equipped for use of a designated class of the State prisoners. The amount remaining in the appropriation, however, after the Board had purchased what it deemed to be a sufficient area of land for all future needs of the State Prison system, about \$12,000.00, was wholly inadequate for erecting such buildings as would be needed by prisoners such as were to be placed on the farm, and for meeting the numerous expenses of equipping, guarding and maintaining the said

Prison Farm; consequently no attempt has been made to erect any buildings on the lands so purchased.

It is deemed to be a matter of the highest importance that the present Legislature make proper and adequate provision for equipping the said Prison Farm and providing for its use, as was contemplated by the Acts of 1909 and 1911.

AUTHORIZE SALARY FOR PROBATION OFFICERS.

The provision of Chapter 6216 of the Acts of 1911, fixing the salaries of Probation Officers, has been declared unconstitutional by the Supreme Court. That the Juvenile Court Act may serve the purpose for which it was enacted, I recommend that a law be enacted providing for the compensation of Probation Officers.

LIMIT CAMPAIGN EXPENDITURES AND PROHIBIT CORRUPT PRACTICES.

The primary and election laws should be so perfected that all opportunity for fraud and trickery in elections shall be removed, and campaign expenses reduced to the minimum. I believe that a very large majority of the people of this State are heartily in accord with the idea that the man and not the dollar should triumph, and will welcome for all time to come a law that will stamp out the idea entertained by a few that public office is a chattel to be sold at public outcry to the highest bidder. The law should be such that a poor man who is upright and capable may run for public office without financial embarrassment, and the electors of the State may have the privilege of voting for such a man. A free and uncorrupted ballot is the supreme safeguard upon which rests the permanency of our free institutions and the hope of the future destiny of our State and Nation. We must make certain the purity of the ballot. Every form of election

corruption should be severely punished. Candidates should be restricted in the purposes for which money may be expended and should be limited to a specified sum which can be expended for such purposes. I respectfully recommend the enactment of a primary election law which will provide:

1. A specified limit or maximum which may be spent by or on behalf of or in any manner in furtherance of the candidacy of any candidate for each of the elective offices—Federal, State and County.
2. Specifying clearly the purposes for which it will be legal for any candidate, or for any person or committee or club or other organization of persons, to expend, directly or indirectly, the amount authorized by law to be spent in behalf of the candidacy of any candidate for office.
3. That no candidate, citizen, political committee or club, or other organization of persons shall be allowed to employ speakers or political workers, and shall not be allowed to compensate any such speaker or worker, directly or indirectly, or to pay their traveling expenses or other expenses.
4. That a sworn statement of all campaign expenditures made by any citizen or association of citizens or club shall be made in duplicate and filed within six days from the date of the expenditure. One copy thereof shall be filed with the Clerk of the Circuit Court of the county in which the expenditure was made, and one copy shall be filed with the Secretary of State at Tallahassee.
5. That sworn detailed itemized statements of expenditures made, of contributions received and of outstanding obligations in any wise pertaining to a candidacy for public office, by a candidate or his campaign manager or campaign committee, shall be made in duplicate if such candidacy is for a State or National office,

and one copy thereof shall be filed with the Clerk of the Circuit Court of the county where the candidate resides and the other copy shall be filed with the Secretary of State at Tallahassee, not more than thirty-five days nor less than thirty days prior to the date of the primary. A similar statement shall be so filed not more than twenty-five nor less than twenty days prior to the day of the primary, and another such statement shall be so made and filed not more than twelve nor less than eight days prior to the day of the primary. Within ten days after the primary another statement covering all such items shall be so made and filed. Said requirements to also apply as far as applicable to the second primary. That if the candidate aspires to an office to be voted upon by the voters of only one county, such statements shall be filed only in the county where he resides.

6. That upon every piece of literature or campaign article published and circulated the name of the person having it published or circulated shall thereon appear. If published or circulated by a club or a committee, the name of the Chairman and Secretary shall appear.

7. That every candidate, campaign manager, campaign committee or political club, shall at least six days prior to the day of publishing or circulating, any charge or attack against a candidate, serve a copy of the same on the party against whom the charge or attack is to be made and if the reply to such charge or attack contains any charges that do not directly arise from the attack which is being answered, a copy of the reply shall be served upon the party to whom reply is being made at least five days prior to its publication.

8. That all persons who upon a promise of pay or for pay does any speaking, or political work, for or against a candidate shall be punished by a heavy penalty.

9. That an appropriation of a reasonable sum shall be made for the purpose of the detection of violations of the primary law.

All other provisions necessary to give us a strong primary law should be added.

VOTING IN PRIMARY ELECTIONS.

The primary elections, being restricted to the white voters, mere irregularities in marking the ballot, if the intention of the voter is clearly indicated, should not be cause for throwing out the ballot. The primary law should be so amended as to provide that where a voter's intention is clear on the ballot, the vote should be counted, though technically there might be an error in the marking of the ticket.

TRAVELING MEN AND RAILROAD EMPLOYEES RIGHT TO VOTE WHEN ABSENT FROM HOME.

Many traveling men and also a considerable number of railroad employees, who are qualified voters of this State, are often deprived of the privilege of voting on account of their absence from the County in which they are registered, upon the date of the primary or election, such absence being due to the fact that their employment requires them to be away from home a great deal of the time. That they may be allowed to vote when absent from their home County, I recommend the enactment of a law providing that a traveling man or railroad employee or other voter who is required to be absent from his home upon presenting his registration certificate, his poll tax receipts, and satisfying the election officers as to his identity, and that he has not voted in his home county or any other county or precinct and will not be able to do so, shall be allowed to vote for National and State officers at the place where he may be, and, that his vote shall be restricted to such officers, the law should provide that he shall be furnished with only that portion

of the ticket covering National and State officers. Such law to provide suitable penalties for any effort to vote or for voting at more than one place.

APPROPRIATION FOR DETECTION OF ELECTION FRAUDS.

A law should be passed providing an appropriation of a reasonable sum, which may be used by the Governor or the Attorney General, for the purpose of employing detectives and special agents to detect and have punished any violations of the Election or the Primary Election laws. This measure may also provide for the Sheriff and other police officers to report to the Governor or Attorney General any suspected violations requiring special investigation.

DIRECT ELECTION OF UNITED STATES SENATORS.

Under date of May 17, 1912, the Secretary of the United States, transmitted to the Governor of this State a certified copy of a resolution of Congress, entitled "Joint Resolution Proposing an Amendment to the Constitution Providing that Senators Shall be Elected by the People of the Several States. The text of this proposed amendment to the Constitution of the United States is as follows:

"Resolved by the Senate and House of Representatives of the United States of America in Congress assembled (two-thirds of each house concurring therein), That in lieu of the first paragraph of Section 3 of Article 1, of the Constitution of the United States, and in lieu of so much of paragraph two of the same section as relates to the filling of vacancies, the following be proposed as an amendment to the Constitution, which shall be valid to all intents and purposes as part of the Constitution when ratified by the Legislatures of three-fourths of the States:

"The Senate of the United States shall be composed of two Senators from each State, elected by the people thereof, for six years; and each Senator shall have one vote. The electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State Legislatures.

"When vacancies happen in the representation of any State in the Senate, the executive authority of such State shall issue writs of election to fill such vacancies: Provided, That the Legislature of any State may empower the executive thereof to make temporary appointments until the people fill the vacancies by election as the Legislature may direct.

"This amendment shall not be so construed as to affect the election or term of any Senator chosen before it becomes valid as part of the Constitution."

I strongly recommend that the said proposed amendment of the United States Constitution be ratified by the Legislature at the present session. The direct, popular election of the United States Senators is demanded by the public sentiment of this day. There is no valid reason why our Senators should not be directly elected by the voters of the respective States.

THE COMMON SCHOOLS.

The great masses of the children of this State are dependent entirely upon the common school for their education. But few comparatively ever have the opportunity to acquire a collegiate education. Whatever educational advantage a great majority of our future statesmen, our farmers, our business men and all others who are to later assume the responsibility for the welfare and prosperity of the State, are to have, must largely be extended through the common schools.

Our State colleges are worthy of support and are indeed a credit to Florida; but I would recommend equal attention to the needs and the upbuilding of the common schools—for they are in fact the only college a large percentage of our people can ever attend. Past legislatures have been liberal in their appropriations for the institutions of higher learning, but can as much be said in regard to the consideration given to the common schools? I fear not. It is unmistakably shown by the actual conditions, particularly in regard to the rural schools, that more could and should be done to advance their standard. Their terms are too short, their equipment and general facilities are inadequate. Their teachers as a rule are poorly paid. The need, as I see it, is for more uniformity in the length of term, in equipment and in the salaries paid teachers.

The hundred and fifty thousand children in the common schools will have no special delegations before you to plead for them, but their ambitions for an education, the anxious hopes of fond parents for their success in life, and, in fact, the future welfare and happiness of our people and the destiny of our State must appeal to you for a liberal and just consideration of their cause.

ADDITIONAL INSPECTOR FOR RURAL SCHOOLS.

We have now one High School Inspector and one inspector for the rural schools. The salary of the latter is paid almost entirely from an outside endowment instead of by the State. Inasmuch as it is physically impossible for one inspector to meet the demands of the rural schools, I submit for your consideration the wisdom of providing for one additional inspector for the rural schools.

AGRICULTURAL, MECHANICAL AND DOMESTIC SCIENCE TRAINING IN THE PUBLIC SCHOOLS.

It is the source of much gratification to me to see the good which has been accomplished by requiring the elements of Agriculture and Civil Government to be taught in the public schools, especially since I was the author of the measure which placed this law on our statute books. I recommend the enactment of a law which would provide for the teaching of at least the elementary principles of domestic science and, as far as practical, mechanical training in the public schools of the State.

There has been a marked advancement in Florida's public schools in recent years; but I am convinced that the most needful thing at this time in our public school policy is a more practical training for our boys and girls.

EQUAL LENGTH TERMS OF TOWN AND COUNTRY SCHOOLS.

The tax payers of the rural districts being required to pay the same rate of taxation to the General School Fund for school purposes that is paid in the towns and cities, it is my opinion that the country schools should be maintained from the said General School Fund for terms equal to those provided for the town and city schools from this general fund. A law should be passed so providing.

MAKE LADIES ELIGIBLE FOR SCHOOL TRUSTEES.

I have no doubt in my mind that a great many ladies would make most excellent local District school trustees. They are certainly interested in the welfare and education of the children. Many of them are among our best and most efficient teachers. As there is no Constitu-

tional inhibition against a lady holding office in Florida, it is within the power of the Legislature to pass a law making her eligible for election as a school officer. Believing in many instances it would be wise to have a lady upon the Board of Sub-District Trustees, I recommend the enactment of a law which will permit them representation upon said local boards. With the right to hold such offices extended to women it will then be a matter of preference with the voters as to whether or not they shall be elected to such places.

LIBRARIES FOR PUBLIC SCHOOLS.

That the school youth of the State have easy access to good books and proper reading matter is deemed highly important. With a carefully selected library in the public schools suitable for the respective grades, the boys and girls would be inclined to cultivate a taste for reading the right kind of literature and their attention diverted from trashy reading, to which they are too often attracted when the better class of books is not available.

I would therefore recommend a law making it the duty of the County Board of Public Instruction in each county to provide for circulating school libraries to contain not less than fifty volumes each, the number of libraries to be not less than one to every ten schools, and to provide for the care of the libraries and their exchange from one school to another. The supervision of the libraries and the details of the circulation of the same, and the system and rules for use thereof might very properly be made the duty of the County Superintendent of Public Instruction.

These libraries would cost each county but very little. The initial and maintenance expense would be but a trifle compared with the great good which they would accomplish.

PROHIBIT EMPLOYMENT OF TEACHER WITH TUBERCULOSIS.

That the health of the school children may not be endangered, I recommend the passage of a law providing that no person shall be employed in the public schools or colleges of this State as teacher, principal or superintendent, when afflicted with pulmonary tuberculosis, and shall not be retained in any such position when so afflicted.

PUBLISH MINUTES STATE BOARD OF EDUCATION.

Many important State transactions are handled by the State Board of Education. At present the minutes of this Board are not printed for circulation. That publicity may be given to the transactions of this Board, I would suggest the enactment of a law requiring that these minutes be printed biennially for distribution to the members of the Legislature, the press and the public. Three hundred dollars should be appropriated biennially for this purpose.

BONDS FOR SPECIAL TAX SCHOOL DISTRICTS.

At the general election held in November, 1912, the electors of Florida adopted the following amendment to the State Constitution, which had been submitted by the last Legislature:

"The Legislature may provide for Special Tax School Districts, to issue bonds for the exclusive use of public free schools within any such Special Tax School District, whenever a majority of the qualified electors thereof, who are freeholders, shall vote in favor of the issuance of such bonds.

"Whenever any such Special Tax School District has voted in favor of the issuance of such bonds, a tax not to exceed five mills on the dollar, in any one year, on the taxable property within the District voting for the issue of bonds shall be levied in accordance with law providing for the levying of taxes, to become a fund for the payment of the interest and redemption of such bonds."

The interests of the public school system will be admirably served and greatly advanced if appropriate legislation is enacted at the present session to make this new constitutional amendment operative. I earnestly recommend that this important matter have your careful consideration.

SALE STATE SCHOOL LANDS ON INSTALLMENTS.

A good law would be one to authorize the State Board of Education to sell State School lands on reasonable installments.

This would frequently result in the State getting a better price, would encourage settlers and often aid a poor man to purchase who would otherwise be unable to pay all cash for the land he desires.

OPERATION OF UNIFORM STATE TEXT BOOK LAW.

The 1911 session of the Legislature enacted the Uniform State Text Book Law. In accordance with the provisions of this Act, the Governor duly appointed a sub-Commission composed of nine members. The said Sub-Commission convened in the City of Tallahassee during the summer of 1911, and after giving due consideration to the matter of recommending books from which the State Text Book Commission, which is composed of the State officers who are members of the Board of Com-

missioners of State Institutions, made its recommendations to the said State Commission. In accordance with the duties imposed upon the said State Text Book Commission, this Commission, acting as directed by the provisions of the said law, selected and adopted the books which are to constitute and be the system of Uniform School Books to be used throughout the State of Florida, as directed and required by this law.

Without going into details as to the prices made upon the books which were adopted, I will say that the prices under the State Uniform System, as provided by this Act, were uniformly lower than the prices which had previously been charged for the same books under the County plan of adoption. I believe that the prices made and agreed upon for the books which are being furnished under the contracts for State Uniformity will average twenty to twenty-five per cent lower than those previously required under the old system for purchasing school books. As far as I am advised the State Uniform System is giving satisfaction as well as having furnished the means of purchasing books at a lower price.

COUNTY AGRICULTURAL AND HORTICULTURAL AGENTS.

The demonstration work which has been carried on by the State University and the Federal Government has made apparent the value to our farmers and fruit growers of agricultural, horticultural and stock breeding demonstrations. There is room for enlargement of this very beneficial work. The fact that the work of the Agricultural Experiment Station is more or less limited by lack of funds and the large territory to cover suggests the value of a demonstrator in the counties who would be skilled in proper methods of farming and fruit growing, selection of seed and plants, breeding of live stock, extermination of pests, judging the value and proportions of

fertilizers, treatment of soils and the diseases of trees and plants.

I recommend that a law be passed authorizing the Board of County Commissioners of each county to employ such agricultural and horticultural demonstrator when in their judgment it would be profitable to do so, and when deemed advisable, to authorize such agent to employ assistants. Such demonstrator could render valuable service by giving practical lessons in agriculture in the public schools, thereby making more efficient this branch of the public school work; also in co-operating with the corn clubs and tomato clubs, stimulating and extending this commendable work. The law should allow two or more counties to jointly employ such demonstrator if desired.

FARMERS' INSTITUTES.

Every one familiar with the splendid results accomplished through the holding of farmers' institutes fully realizes that it is wise to encourage and aid this most beneficial work. The scope of the farmers' institutes can and should be so extended as to bring a short but very useful course in agricultural and horticultural education to the doors of our farmers and fruit growers. This can be done, too, without any great expense, by arranging written courses of study and having them circulated among the farmers and all others interested some little time before the institute is to be held. It would seem to be a very simple and feasible plan for the directors of the institutes to give notice through the press and every other available means to all the people of Florida who may be interested, that the advance written courses of instruction can be obtained by application to the director, and that at a stated time a farmers' institute will be held in a designated town.

At such institutes those who attend can be questioned

fully with a view to ascertaining whether they have clearly grasped the substance of the instructions. The courses can be fully explained and illustrated, and a vast amount of practical and useful information can thus be imparted. An institute lasting one or two weeks should be held in each county of the State each year, and I recommend an adequate appropriation to carry out this highly important work, which can be made of inestimable value to the farmers and horticulturists of the State and their sons and daughters. I fully endorse the recommendations of Dr. P. H. Rolfs, Director of the Experiment Station, which will be found in the printed report of the Board of Control.

AGRICULTURAL PRIZES FOR BOYS AND GIRLS.

Any policy which tends to encourage and increase agricultural activities is of unquestionable value to our State. Florida has an unlimited amount of rich and productive land and it has untold possibilities for agricultural expansion. Every reasonable effort should be made to promote our farming interests. The ambitious boys and girls of the State will readily respond to the encouragement which might be offered to them by contests in growing the crops to which the soils of their respective sections are adapted.

I suggest the wisdom of legislation being enacted which would authorize the County Commissioners of the various counties to offer prizes for such contests. In some few communities in the State contests of this kind have been inaugurated with splendid results.

STATE AID TO STAMP OUT PEST.

The people generally of the State are interested in having stamped out and preventing the spread of any disease or insect which threatens any of our agricultural

or horticultural interests to such an extent as to become a public menace. The State should do all possible to prevent such injuries to our farm, fruit and grove industries, and for the purpose of aiding in this behalf I would recommend an appropriation of \$3,000.00 annually or so much thereof as necessary to be used for this purpose by and under the direction of the Experimental Station at Gainesville for this purpose.

FARMERS' DEMONSTRATION WORK.

Under co-operation between the U. S. Department of Agriculture and the College of Agriculture of the State University at Gainesville, some most excellent results have been accomplished in the farmers' demonstration work. A great deal of information valuable to the farmer has been disseminated and marked interest has been stimulated in the Boys' and Girls' Club work. Under proper instruction the boys enlisted in the Corn Clubs, have been breaking the record in corn production in Florida, and the Girls' Clubs have been the means of making known the great possibilities in canning and preserving many of the Florida products. To further encourage and enlarge this branch of the farmers' demonstration work, I recommend an annual appropriation of \$1,500.00 to be used in this behalf.

PROTECTION OF CATTLE INDUSTRY.

The 1910 census credits Florida with about 800,000 head of cattle, valued at about eight million dollars. It is estimated that about three per cent, of these animals die annually from cow ticks, causing a loss in deaths from this source alone of about \$25,000.00 a year. The Federal Government in co-operation with certain of the State governments has accomplished splendid results in the eradication of this pest; and I believe our State, with

the aid of the Federal Government, should further extend the movement in this direction which was recently inaugurated by the State Board of Health.

THE STUDY OF CO-OPERATIVE RURAL CREDITS.

On April 28th, 1913, a Commission composed of delegates from practically all of the Southern States will go to Europe to study co-operative rural credit systems of European countries. It is believed much information of great benefit to our rural communities will be gained by the study to be made by this Commission. Particular attention will be given to the system of rural co-operative banks, which are understood to have worked to the great advantage of the farming people in several European countries. Florida should be represented on this Commission, and I recommend prompt action so providing. The purposes of the said Commission are thus stated:

"To inquire into the business organization of agriculture in Europe.

"To examine the methods employed by progressive agricultural communities in production and marketing, and in the financing of both operations, noting: (a) the parts played, respectively, in the promotion of agriculture by Governments and by voluntary organizations of the agricultural classes; (b) the application of the co-operative system to agricultural production, distribution, and finance; (c) the effect of co-operative action upon social conditions in rural communities; (d) the relation of the cost of living to the organization of the food-producing classes."

ENCOURAGE OWNING OF HOMES.

That community in which most of the citizens own their own homes is usually more substantial and pros-

perous than the community where but few own the premises they occupy. This is true the world over, and there can be no question that our citizens of limited means, whether living in the country or in towns, should be encouraged to acquire and preserve their own homes. For the purpose of offering them some encouragement and for the upbuilding of our State, I believe it would be wise to submit a constitutional amendment providing for exempting from taxation five hundred dollars of the assessed value of the homestead when actually used and occupied by the owner.

NO LICENSE TAX ON FARM PRODUCTS.

Florida is vitally concerned in extending its grove and agricultural interest. We want to encourage our farmers and producers. In this behalf, I recommend the enactment of a law exempting absolutely from a City, County or State License Tax, all farm and grove products or the products manufactured therefrom, when being hauled by and disposed of by the original producers thereof.

GRADED CORPORATION TAX.

The privileges given to a corporation by the State are valuable to the incorporators, and gives them rights and exemptions from liabilities that individuals do not enjoy. It is for the purpose of exercising these privileges that persons form corporations. Many States impose an annual tax on all corporations, and I would suggest the enactment of a law imposing a small annual license tax on corporations doing business in this State—say from \$5.00 to \$50.00, based upon capital stock.

UNIFORMITY OF TAXATION.

Tax assessment laws that do not apply in equal terms

to all are not impartial and just laws. The Florida tax laws governing assessments require that all properties shall be assessed at their full cash value, excepting the properties of railroad, Pullman and telegraph companies. The properties of these corporations are assessed under a special law which makes assessable physical properties only, not including the value added to the physical property on account of the franchise privileges enjoyed. We have no such law regarding other properties.

I respectfully recommend that the law governing the assessment of the properties of such public utility corporations should be so amended as to have such properties assessed upon the same basis as all other properties.

AUTHORIZE THE GOVERNOR TO REDUCE TAX MILLAGE.

While your Honorable Body fixes the millage to be levied for general revenue, pensions and the Board of Health, the Governor should be given authority to reduce the millage so fixed, if in his opinion a lower rate of millage will be sufficient to provide the funds required. Therefore, I recommend the enactment of a law granting such authority to the Governor.

TAX ON REFRIGERATOR CARS.

The independent lines of refrigerator cars pay no taxes of any description in this State. I, therefore, think a measure should be passed requiring a reasonable license tax on these cars.

PAY FOR PRINTING TAX LIST.

In some counties in the State it has been held by the authorities that a newspaper publisher was not entitled

to compensation for the setting up of tax sale items, when the said items were never published due to the tax having been paid after the Tax Collector delivered the delinquent list to the publisher, but prior to the date for first publication. This works a hardship and an injustice upon the publisher, as the expense of the composition is possibly greater than the expense of the printing for the entire number of publications. I would therefore suggest that Section 50 of Chapter 5596 of the Laws of Florida, be so amended as to plainly provide for a reasonable compensation to the publisher under such circumstances.

DRAINAGE ASSESSMENT FEES PAID BY DRAINAGE FUND.

At present the fees for assessing and collecting the drainage tax are paid from the general revenue fund. This being a special tax and for a special improvement, the general taxpayers should not be required to pay these fees, but they should be paid from the drainage tax fund. A law should be passed so providing.

AUTHORIZE DEPUTY TAX COLLECTOR.

A measure should be passed authorizing the Tax Collector to have a Deputy with authority to act in his stead and place when necessary.

CANCELLATION OF CERTAIN TAX DEEDS.

A property owner who has paid the taxes on his property, and holds a receipt therefor, should have some remedy for clearing a void tax deed upon his property without the necessity of a suit in equity, at considerable cost; this being his only remedy at present. A law should be enacted providing a method whereby after proper service the Clerk of the Circuit Court may cancel

a tax deed where the property owner presents to him a tax receipt showing that he paid the taxes on the property for the year for which it was illegally sold.

AMEND PULLMAN CAR TAX LAW.

The Pullman Car Company has attacked the constitutionality of Section 47 of Chapter 5596, upon the ground that it does not provide for a hearing before the Comptroller in the event of a failure to make the report of the amount of gross receipts as required by said Section.

Judge Pardee and two associate United States Circuit Judges, on February 9, 1911, denied the Pullman Company a temporary injunction and held the statute constitutional. From their order an appeal has been taken to the United States Supreme Court. While I feel very confident that the United States Supreme Court will sustain the lower court, however, to remove even the ground of contention, I would suggest that said section be amended so as to provide for not less than five days' notice of the hearing where, on account of the company failing to make the report of its gross receipts and pay the tax thereon as required by said section, it becomes necessary for the Comptroller to make the assessment.

TAX EQUALIZATION.

Possibly no subject is more difficult of solution than the tax problem. We should have the tax burden bear equally upon all. There should be absolutely no favoritism extended, either by the tax laws or by the assessing officers. A long step towards equalizing of taxes, in my opinion, could be accomplished by changing our system so as to provide for the discontinuance of the levy of an ad valorem State tax, and have the State government supported exclusively by the license and franchise taxes. This would remove the necessity of State Uniformity in

assessments, leaving uniformity necessary only in the counties. In this connection I respectfully call your attention to the report of the Tax Commission, authorized by the last Legislature.

INHERITANCE TAX LAW.

A very large majority of the States have enacted laws providing for a reasonable tax upon inheritance. This seems to be one of the most equitable ways by which to raise revenue. I recommend the passage of a graduated inheritance tax law, which will apply to all estates of more than a certain amount, to be fixed by the law.

CARE OF OLUSTEE MONUMENT.

A monument has been erected on the Olustee battle field as a fitting tribute to the brave Southerners who so nobly repelled the invasion of the State during the Civil War. It is proper that it should be cared for and the grounds immediately around it beautified and given care and attention. I, therefore, recommend that a reasonable appropriation—not to exceed five hundred dollars per annum—be made by the Legislature for this purpose, the money to be paid upon vouchers approved by the Governor and endorsed as correct by the President of the Florida Division of the United Daughters of the Confederacy.

CONFEDERATE SOLDIERS' HOME.

The need and usefulness of the Confederate Home, located near Jacksonville, will increase with the advancing years and increasing helplessness of those veterans of the Southern Army who are compelled to resort to it as their home. These time-worn and valiant defenders of the Southland are deserving of as generous treatment as the State is justified in offering and should be assured

of the comforts of life. To this end I recommend that an adequate appropriation be made for the maintenance of said Home and for such improvements in its equipment as may be found necessary. The appropriation for this Institution should be a continuing one, fixed upon a businesslike basis.

CONFEDERATE SOLDIERS.

The heroism, the bravery, the love of country and devotion to duty of our Confederate heroes is a heritage of which our State and the South is justly proud. Every homage and tribute should be paid these veterans by our State and her people. I recommend that the pension law be changed so as to require only ten years residence to get a pension, and also that you provide liberal pensions for these heroes of the sixties.

AUTHORIZE GOVERNOR TO APPOINT OFFICERS WITH AUTHORITY CO-ORDINATE WITH THAT OF SHERIFF.

The Governor when he deems it advisable in having investigation made of alleged law violations, should have authority to appoint one or more special law officer for such purpose, with authority to exercise all the powers of a sheriff in criminal matters, the said officer to have such authority throughout the State. I suggest the passage of a law so providing.

AUTHORIZE COUNTY COMMISSIONERS TO EMPLOY DETECTIVES WHEN NEEDED.

Under the present law, the Board of County Commissioners are without authority to employ detectives when deemed advisable to investigate alleged crimes when the circumstances are such as to make it practically impos-

sible for the Sheriff to detect the crime. I believe a law granting such authority advisable and recommend its enactment.

CIRCULATE STATE REPORTS PRIOR TO CONVENING OF THE LEGISLATURE.

Under the present system, the biennial reports of the State officers are not distributed among the Legislators until after the Legislature is in session. Not reaching them until this time they have but little opportunity to study the reports and consider the suggestions made by the heads of the various departments. These reports contain valuable information and should be in the hands of every legislator at a time when he can give them careful study. A law should be enacted requiring that said biennial reports be furnished to each member of the Legislature at least twenty days prior to the regular sessions of the Legislature.

In these reports should be required:

"First—A statement in detail of all expenditures in each officer's department made under the head of the collection of revenue, the enforcement of the law, current or incidental expenses paid from either incidental funds or contingent funds.

"Second—The number of employees in each department and the salaries paid in detail.

"Third—A detail budget of the entire funds necessary for each officer's department for the next succeeding two years.

"Fourth—A concise but complete statement of all the operations of the department during the period covered by the report.

"This will furnish valuable information for the legislators when they come to consider the appropriation

measures and give the people information to which they are entitled concerning the public business."

LEGISLATIVE COMMITTEE SHOULD INSPECT STATE INSTITUTIONS PRIOR TO SESSION OF LEGISLATURE.

Heretofore it has been the policy of the Legislature to designate committees composed of a considerable number of the House and the Senate to visit the Institutions for Higher Education, The Hospital for the Insane, The Deaf and Dumb Institute, The Convict Camps, the State Reform School, and the Drainage Operations, during the session of the Legislature, and report thereon while the body is in session. This plan for having these institutions inspected by committees from the Legislature takes a considerable number of the members away from the daily sessions, and also on account of the desire of the committee to return to the regular legislative work, gives but limited time for making the inspections.

It is my opinion that some plan should be devised whereby these committees could be designated prior to the convening of the Legislature, so that they may make their visits and inspections prior to the session, and be ready to make a report when the Legislature meets.

MUZZLE THE LOBBYIST.

A law should be enacted requiring that any and every person representing or desiring to represent before any committee of the Legislature any interest, should be required to register, in a book to be kept by the Secretary of the Senate and Chief Clerk of the House of Representatives, his name, giving the nature of his employment and the name of his employer, and the measure upon which he appears. The next succeeding day the name of the person so registering should be published in the

Journal with the name of his employer and character of his employment. Only such persons who have so registered should be allowed to appear before the Legislature or a committee thereof for or against a proposition.

PUBLISH MINUTES, COMMISSIONERS STATE INSTITUTIONS.

The law does not require the minutes of the Board of Commissioners of State Institutions to be published. This Board handles many important affairs of State during each year, and I deem advisable a law to provide for the printing and distribution of its minutes bi-ennially.

UNIFORM SYSTEM OF PUBLIC ACCOUNTS.

There has been in recent years a great improvement in nearly all the counties in regard to the system of keeping the public accounts, but in order that this may be perfected I recommend that a uniform system of public accounting in the county offices be established by providing for the State Comptroller and the State Auditor to prescribe and enforce the use of uniform books and blanks, and also authorizing them to require the system prescribed to be used by every county official whose duty includes the keeping of any part of the public accounts.

REQUIRE OFFICERS TO PAY OVER PUBLIC FUNDS PROMPTLY.

All money belonging to the State or a county when paid to an officer should be promptly paid over to the public treasury. No officer should be allowed to hold the public funds for an indefinite period. I would suggest the enactment of a law requiring that all officers collecting public funds shall pay the same to the proper officer within ten days after the first day of the month next

succeeding the month of receiving the same, with the penalty of removal for a failure to comply with the law.

LIVE STOCK INSURANCE.

The present laws governing the conditions upon which insurance companies may be authorized to enter the State for transacting business require investments in approved securities amounting to \$250,000 for fire insurance and casualty companies; \$200,000 for Life Insurance Companies, and \$200,000 for Live Stock Insurance Companies. As a result of the high requirement in the case of companies insuring only live stock practically every company in the United States writing this class of risks are barred from the State. There is not at present, nor has there been for some time past, a single live stock insurance company in the State. Our stock owners are thus prevented from having any opportunity to insure their live stock if they so desire. There are a number of reputable live stock insurance companies which are at present admitted to practically every other Southern State except Florida, which would probably enter this State but for the prohibitive requirement in the law in force. Since the amount of the risks written by such companies are considerably smaller than life insurance or fire insurance, I would recommend that the law be amended so as to permit these companies to enter, and believe that a \$50,000 investment requirement for companies writing only live stock insurance would be ample and would be then a greater proportionate protection than the law now affords in reference to fire and life insurance companies.

PROHIBIT INSURANCE COMBINES.

There is considerable complaint that life and fire insurance is excessively high. It is also apparent that the insurance companies have some mutual understanding in

the matter of fixing rates. I would, therefore, suggest a law that would make it unlawful for two or more insurance companies doing business in this State, or for officers, agents or employees of such companies, to make or enter into any combination or arrangement relating to the rates to be charged for insurance, the amount of commission to be allowed agents for procuring the same, or the manner of transacting such business within this State.

AUTHORITY TO REPLACE PUBLIC PROPERTY WITH PROCEEDS OF INSURANCE.

At present in the event of the destruction of any of the State buildings by fire there is no authority to rebuild. To supply this defect in the law a measure should be passed providing that in cases of loss of public property by fire the proceeds from the insurance shall, under the authority of the proper officers, be used in replacing the destroyed property.

SURETY COMPANIES STOCK INCREASE.

Section 2780 of the General Statutes provides that the capital stock of a surety company incorporated in this State shall be not less than five hundred dollars. This section was evidently intended to be a copy of Section 2226 of the Revised Statutes, which required the capital stock of such companies to be five hundred thousand dollars. The amount of stock now required is too small, and I would therefore suggest that said section be so amended as to require that surety companies incorporating in this State shall have a capital stock of not less than One Hundred Thousand Dollars.

LICENSE REVOKED WHEN INSURANCE COMPANY DOES NOT PAY TAX.

There is no provision made in Section 8 of Chapter 5595 for the enforcement of the payment of the tax of two per cent upon the gross receipts of insurance companies. Therefore the State's only remedy is by an assumpsit action. To remedy this defect in the law I would suggest the passage of a law providing that no license shall be issued to an insurance company which has not paid to the State all license taxes due, and in the event that the defaulting company has a license to do business, that it shall be revoked by the Insurance Commissioners.

INVESTMENT OF INSURANCE FUNDS.

It is the policy of insurance companies to invest their surplus funds in interest-bearing securities. Every State is, in my opinion, entitled to have invested in the State a reasonable percentage of the net surplus realized in that State. At least a part of the money earned in Florida should be invested in this State. I therefore recommend the enactment of a law requiring that life insurance companies invest a reasonable percentage of its net surplus from Florida earnings in securities of this State.

REFORM CIVIL COURT PROCEDURE.

The court procedure in this State has become more or less antiquated and out of balance with the present day thought and progressive spirit of the times. There is need for reform in the law and rules which govern the proceedings in our courts.

Florida has as honorable, able and efficient judiciary as any State in the Union. The fault is not with the judiciary, but with the law and rules by which our courts are guided. Under our present system it is impossible

to force a trial in a civil case in less than six to twelve months. Every kind of technical dodge that will cause delay is permitted. The law should be so changed as to expedite and hasten trial. A litigant should be able to get a hearing on his case within one to two months after suit is instituted. The pleadings should be simplified and technicalities eliminated in all of the courts. The time allowed for entering and perfecting appeals should be shortened. With a change of our law along these lines much will be accomplished towards giving to our citizens justice without unreasonable delays and without excessive cost.

REFORM CRIMINAL PROCEDURE.

Our laws relative to indictments and informations in criminal cases should be so reformed as to make more simple the complaints against alleged offenders. These proceedings are now so technical that often the guilty escape punishment.

I would recommend a law prescribing and setting forth a simple form of indictments and informations applicable to the most frequent crimes.

REQUIRE BOND WHEN LIS PENDENS IS FILED.

If a person instituting suit desires to attach property, he is under our law required to file a bond to indemnify the opposite party against any damage he may suffer on account of such attachment if the attaching party is not successful in his suit. This is not true in the matter of placing a lis pendens on real property. A person who sues, where real property is involved, can, under the provisions of Section 1649 of the General Statutes, file a lis pendens without bond. Often in these cases, there is but little justification for the suit in which the lis pendens is placed upon real estate; but regardless of

the fact that the party suing loses his case, and, on account of the lis pendens, the title to the innocent land owner has been clouded, he has possibly suffered great damages thereby, and he has no remedy against the person who placed the lis pendens on the property. The law should be amended so as to require that when a lis pendens is instituted, a bond to indemnify against damages should be given.

REQUIRE BOND IN GARNISHMENT.

The garnishment law should be so amended as to require a bond from the person instituting garnishment proceedings, the same as is required in attachment proceedings.

APPROPRIATION FOR MANDAMUS PROCEEDINGS BY STATE.

While it may at any time become necessary for the Attorney General to institute mandamus proceedings or quo warranto, to protect the interest of the public, there is no appropriation made to meet the expenses that would be incident thereto. I therefore suggest that a standing appropriation of one thousand dollars should be made to meet any emergency that may arise in such extraordinary proceedings.

TORRENS SYSTEM OF LAND TITLES.

What is commonly referred to as the Torrens System of Land Titles has proved very satisfactory in a number of States. I recommend that you investigate this system and take the necessary steps looking to such adoption of it as will at least permit those who desire, to have such record and abstract made of their property.

TAX TITLE SUITS.

A law should be enacted providing that in ejectment suits where defendant is claiming under a tax title, he shall be allowed to set up as a set-off against mesne profits, reasonable value for improvements and his expenses for taxes and assessments against the property while held by him under tax title.

SUPREME COURT'S OPINION, CERTAIN CONSTITUTIONAL QUESTIONS.

A measure should be passed authorizing the Governor, the Legislature or the Attorney General, in matters of great public moment, to submit to the Supreme Court of the State, questions for decision, in which constitutional points are involved. At present the Governor only may request the Supreme Court to give an advisory opinion upon its interpretation of the constitution upon questions affecting the constitutional powers and duties of the executive only.

This authority would doubtless be seldom exercised; however, at times it would be best for the State if such power existed. As an illustration, we may take the question of the constitutional authority of cities to issue bonds for school purposes. For at least ten years there was a diversity of opinions as to whether or not such authority existed. Long ago it should have been adjudicated, yet this important public question remained unsettled until some two years ago when brought to the Supreme Court in a private suit instituted against a city.

With a law as I recommend this question could have been settled when first raised.

CONSTITUTIONAL QUESTIONS RAISED IN SUPREME COURT.

Under our present procedure frequently a constitu-

tional question raised upon appeal is not passed upon by the Supreme Court when raised, it being the rule to dispose of a case upon other than constitutional points when it can be done. That the constitutionality of a law may be settled when raised, I recommend a law requiring that when the constitutionality of a statute is raised in the appellate court, the question should be passed upon. Such law would often save the time and expense required for a second trial.

ABOLISH RULE UNANIMOUS JURY VERDICT.

I strongly believe in a fair and impartial trial by jury and that this right should in no way be infringed; yet I think our system, which requires a unanimous verdict, often defeats justice and entails upon the State or litigants large additional expense by allowing one member of the jury to bring about a mistrial, thereby necessitating another trial and delay in justice, although all the other jurors favor and agree upon a verdict.

I think the system should be so changed that in cases tried by jury of six, five out of six of the jurors, and in cases tried by twelve jurors, ten out of twelve jurors agreeing can render the verdict of the jury, and I would suggest a constitutional amendment so providing. This would certainly still leave every protection of trial by jury and would in no wise injure the just cause of anyone.

CHARGE JURY ON RECOMMENDATION OF MERCY.

A measure should be passed requiring the court to instruct the jury in all trials for murder in the first degree, that it may recommend mercy and what effect such recommendation will have upon the sentence.

INSTRUCT JURY UPON PENALTY.

As the character and extent of the punishment which may be inflicted upon one convicted of crime may influence the jury in fixing its verdict, I would suggest that the law should require the court to acquaint the jury with the punishment which may be imposed for the different crimes or degrees of crime of which the person on trial may be convicted.

TRANSFER CASE TO PROPER COURT.

In certain cases where a suit is brought in the wrong court and thrown out for the want of jurisdiction, the party may lose his right on account of the statute of limitations having barred his action. To remedy this weakness in the law, I would recommend the passage of a law providing that no cause, proceeding or appeal should be dismissed or thrown out of court solely on account of being brought in or taken to the wrong court or venue, but if there is a court where it may be brought or prosecuted, it should be transferred to such court, all prior proceeding being saved.

SUBSTITUTE JUDGE FOR PREJUDICE JUDGE.

A change of venue on account of the prejudice of the judge as provided in Sections 1471 and 1475 of the General Statutes, requires the transfer of the cause to another district or county entailing either to the litigants or the county and State the extra expense of carrying the witnesses to the district or county to which the case is transferred, necessarily making the expense much larger than if the case was tried in the county in which it was instituted. When the change of venue is asked merely upon the prejudice of the judge there is no reason why the case should be transferred. Instead a judge

should be substituted for the one who is alleged to be prejudiced. I recommend that the law be amended accordingly.

RECLAMATION OF EVERGLADES.

Practically every citizen of our State who is familiar with the Florida Everglades and the reclamation work that is now being carried on there realizes the great importance and magnitude of the drainage operations now being carried on by the State. Under more or less financial embarrassment this State enterprise has made marked progress, and it is believed that it is worthy of being continued to its completion. As there are many features connected with the reclamation and the future drainage operations which I desire to bring to the attention of your Honorable Body, this subject will be covered thoroughly in a Special Message to be transmitted later.

EXPERIMENTAL FARM IN EVERGLADES.

That the diversity of crops for which the soil of the Everglades land is suitable may be ascertained, and also for the purpose of demonstrating the agricultural value of this land for the production of the different crops, I deem it advisable that you pass a bill providing that the Trustees of the Internal Improvement Fund, shall establish and maintain, so long as they believe for the best interest of the State, one or more experimental farms in the Everglades. The State owns within the Everglades about one million acres of land, and it is my opinion that such Experimental Farms, which would be of but little expense upon the Internal Improvement Fund, would add very materially to the development of the State as well as enhance very much the value of the State's land and other lands in that territory.

AUTHORIZE LOCAL DRAINAGE DISTRICTS.

The greatest and most important work now being carried on by the State, is the drainage and reclamation of what is commonly known as the Everglades. This work, which was inaugurated under the administration of the late lamented Governor Broward, who, with his master mind, saw the possibilities in reclaiming this vast area of rich and fertile lands, and thereby adding to the material wealth and prosperity of our State, has continued to progress with all reasonable dispatch; and with the marked advancement that has been made, it is but a question of a short time until in addition to the main canals which are being constructed by the State, a system of lateral canals and local ditches will have to be inaugurated. That we may be prepared for this further step in this great enterprise, I would suggest the enactment of a law providing for the establishment by the property owners of local drainage districts.

STRENGTHEN CORPORATION LAWS.

Our laws governing the formation of corporations for profit are too lax, and should be so amended as to give better protection to the public against those who take advantage of the weakness of the law to carry on wild-cat schemes. I recommend that the law be changed so that it will provide:

1st. That a corporation shall not be allowed to pay out more than ten per cent of its CAPITAL STOCK for commissions to agents selling stock.

2nd. That all corporations desiring to sell stock through agents shall prior to offering the stock for sale submit to a Board consisting of the Attorney General, the Comptroller and the State Treasurer a detailed description of the assets and liabilities of the corporation,

and shall submit any additional evidence or statement required by said Board to satisfy the Board that the corporation is solvent and that its stock possesses substantial marketable value. The said Board should be authorized to grant permits for the sale of such stock, but should grant no such permit until satisfied with the showing made by the corporation as to its financial condition.

3rd. That Section 2659 of the General Statutes should be so amended as to provide a more stringent and effective penalty for failure of the officers of a corporation to make annual returns as to the status of the stock and financial condition of the corporation.

4th. That all corporations desiring to increase the amount of the corporation stock, shall pay to the Secretary of State for the use of the State \$2.00 per thousand upon the increase, the same as required when originally incorporated.

5th. That the maximum charter fee for new corporations be changed from \$250 to \$500.

6th. That no corporations be allowed to transact any business until at least twenty-five per cent of the capital stock has been paid in.

7th. That no corporation be authorized under one charter to transact more than two distinct classes of business. (At present under one charter they may get authority to transact as many classes of business as desired.)

NO TWO CORPORATIONS WITH SAME NAME.

Our law for chartering corporations and permitting foreign corporations to do business in this State should be amended so as to clearly provide that there should be no two corporations of the same name authorized to do business in this State.

AMENDMENT TO RAILROAD COMMISSION LAW.

The Railroad Commission point out in their report the need of an amendment in the law relative to an increase in their powers, especially along certain lines—to-wit:

I. Lack of power to prescribe joint rates for rail and water carriers.

II. Penalties imposed by the Commissioners ought to have the force of a lien on the property of the common carrier until paid, or until they are determined in favor of the carrier.

III. More specific powers in some instances, as it appears that while the general powers of the Commission are broad, some railroads are disposed to contest specific authority in practically all orders.

IV. A law granting speci power to require closets in coaches and in depots to be kept in sanitary condition.

I respectfully recommend the passage of a law granting the additional powers requested by the Commission.

NOTICE TO ATTORNEY GENERAL OF APPEALS.

As the Attorney General is frequently never served in cases of unperfected appeals in criminal cases to the Supreme Court, I think the law should require the Clerk to notify him when an appeal is taken. Under the present system with no notice to the Attorney General in certain cases a prisoner remains in the county jail at a considerable expense to the county, and a loss to the State of his services, for several weeks or months after the expiration for the time for perfecting the appeal, for the reason that the county authorities are waiting for a disposition of the case by the Supreme Court. The court has no knowledge of the case, the Attorney General has never heard of it, therefore there can be no disposition

of it until per chance some county officer or the State Attorney brings it to the attention of the Attorney General, when he has the case docketed and dismissed in the Supreme Court.

PROHIBIT FOREIGN PUBLIC SERVICE CORPORATIONS SUIING IN U. S. COURT.

I would suggest the passage of a law providing that a foreign public service corporation which removes a suit to a Federal Court or institutes a suit therein which it could not move to a Federal Court or institute and maintain therein if it were a domestic corporation, shall forfeit its right to do intrastate business within this State. A law of this character would, I think, aid the State in regulating public service corporations and very much hasten litigation between the State and a foreign public service corporation.

STATE RIGHT OF APPEAL.

Under our present law the State is deprived of the right of appeal in a criminal case upon the constitutionality of the law. Should a Justice of the Peace, a County Judge or the Circuit Judge in a criminal case declare the statute under which the case is being tried to be unconstitutional, there is no means provided for the State to have the ruling of the trial court passed upon by an appellate court. That we may have the constitutionality of criminal statutes passed upon by the appellate court when they are declared unconstitutional by the lower courts, I suggest that a measure should be passed allowing the State the right of appeal in such cases.

COMPENSATION OF CORONERS.

Section 4100 of the General Statutes provides that

"The coroner's fees shall be as follows: Summoning jury, taking inquisition of dead body and making return thereof, three dollars, and five cents for each mile to and from the place of inquest by the nearest practical route, to be paid by the county. For any other official service, he shall receive the same fees as Sheriffs." Owing to the distances which coroners frequently have to go in this State to hold inquests, and the high charge which they must pay for a vehicle to transport them, especially when they are detained some time at the scene of the inquest, it appears that coroners are sometimes at greater expense in getting to and from such place than is covered by their entire fee bill. It is suggested that the statute might be made somewhat more liberal, so as to prevent the obvious injustice which is worked in such cases.

REQUIRE COMMON CARRIERS TO FURNISH CARS FOR PERISHABLE PRODUCTS IN CERTAIN TIME.

That the producers of perishable fruits and farm products may have cars furnished to them by common carriers for the prompt shipment of such perishables, or in the event of their failure to promptly furnish cars, that the producer may be compensated in damages, I recommend the enactment of a law making it the duty of common carriers to furnish to any grower or growers of perishable fruits and vegetables, suitable icing and refrigerator cars or other suitable cars for the transportation of such products when application in writing is made therefor, a reasonable number (the number to be inserted) of hours in advance of the time such car or cars are wanted for loading. And providing that in the event common carriers shall fail to so furnish such cars, the shipper shall be entitled to recover the damage he has suffered on account of such failure or delay based upon the market value of his products.

REQUIRE RAILROADS TO PROVIDE OPENINGS FOR DRAINAGE CANALS.

In carrying on the drainage work the Drainage Board has found that in order to pass a dredge through the railroad right-of-way it was necessary for the State to pay all of the expense necessary in making the opening across the railroad, and also in rebuilding trestles or building new trestles when necessary.

As the drainage canals are part of the work of a great public system for the reclamation of swamp and overflowed lands, and are beneficial to every business interest in the territory where they are excavated, including the railroads, it is my opinion that a law should be enacted requiring railroads to provide openings for drainage canals without cost to the State.

I further recommend that a law be passed requiring railroads to provide sufficient drawbridges, when necessary, to permit of navigation upon any drainage canal of sufficient capacity to be used for navigation.

FEDERAL GOVERNMENT SHOULD CONTROL EAST COAST CANAL.

The inland canal extending southward from the St. Johns River, near Jacksonville, to Biscayne Bay, which is now owned by a private corporation, should, in my opinion, be controlled and operated by the United States Government. The law under which this canal was constructed only required it to be fifty feet wide and five feet deep. If this were done with Federal control, the Government With Federal control, the Government would undoubtedly increase the carrying capacity of the canal and insure its being kept at a high standard for purposes of navigation. This would prove a great boon to the whole East Coast, which is one of the most rapidly developing sec-

tions of the State. It is suggested that action by the Legislature, either in the form of a memorial to Congress, or otherwise, might assist in inducing the Government to acquire and improve this canal, and thereby insure reduced rates of freight and passenger traffic to that promising section of the State.

ASK FEDERAL GOVERNMENT TO MAKE TRANSPORTATION WATERWAY OF DRAINAGE CANAL.

The system of drainage canals excavated in the Everglades has already provided a waterway across the southern part of Florida, and will later provide one or two other waterways across the State. These waterways furnish to an extent a means of water transportation, but they could by being deepened be made more efficient for navigation. It is my opinion that the Federal government, should be requested to take over and make one or more of these canals a first class water course from the Eastern to the Western shores of Florida. That such movement may be begun, I respectfully recommend that your Honorable Body pass a suitable memorial asking Congress to make an appropriation for a survey looking to the establishment by the Federal Government of a waterway across the Southern part of the State.

REGULATE RATES CANAL COMPANIES.

At present the Trustees of the Internal Improvement Fund approve the toll rates to be charged by canal companies. The law should be so changed as to authorize the Railroad Commission to fix and regulate the rates to be enforced by canal companies.

PROHIBIT SHIPMENT OF LIQUORS IN DRY TERRITORY.

Under a recent Act of Congress, known as the Webb Act, authority has been granted to the States to prohibit the shipment of intoxicating liquors when same is to be used for commercial purposes, from wet territory into dry territory. This was one of the most important enactments of the last Congress and has furnished people of those sections, who desire to suppress the sale of intoxicating liquors, with authority which will help them materially in preventing evasions of the local option laws. It is recommended that the Legislature pass a law which will permit the counties of Florida to enjoy the full benefit of the authority granted in the said Webb Act.

CLOSING SALOONS PRIMARY ELECTION DAYS.

Section 240 of the General Statutes requires the closing of all saloons on days of general elections. There seems to be a question as to whether the requirement that saloons be closed must apply to days on which primary elections are held. Saloons should certainly be closed on primary election days and I recommend that the law be so amended that there can be no doubt of its application to same.

INCREASE PENALTY FOR DRUNKENNESS.

Section 2631 of the General Statutes provides a fine not exceeding five dollars for drunkenness. I believe the penalty should be increased, so as to provide a fine not exceeding twenty-five dollars or imprisonment not exceeding thirty days. This would give better protection to people living outside of incorporated towns and cities, and also the traveling public.

GIVING LIQUOR ON SALE OF OTHER ARTICLES.

Section 3551 of the General Statutes provides that "Whoever gives, or by pretended sale of any other article furnishes any liquor, wine or beer to a customer, or permits the same to be done with a view to entice custom or evade the law, shall be deemed a seller without a license and liable to the penalty for selling liquor without license." This provision does not apply to dry counties. I would, therefore, suggest a similar law so drafted as to be enforced in counties that have adopted local option.

CRIMINAL STATISTICS.

A law should be passed requiring the Clerks of the Circuit Courts, Criminal Courts of Record and County Courts, to make biennial reports to the Attorney General of all criminal cases in such courts respectively, said report to give all information necessary for the preparation of a State Report on Criminal Statistics, for which service the clerks should be allowed a reasonable fee.

ASSAULT UPON WOMEN.

A law should be passed more severely punishing indecent assaults upon women, such assaults as do not quite come up to the definition of assault with intent to commit rape. At present the only punishment is as for ordinary assault. This subject is discussed by the Supreme Court in the case of Rushton vs. State, 58 Florida Reports, at page 94.

CRIMINAL ASSAULT, ATTEMPT.

A brutal attempt to rape is deserving of just as severe punishment as rape. In such cases it is not the fault of the brute that he fails in his purpose, yet our law provides

only a sentence of not exceeding twenty years for an attempt. I think the law should provide that such offenses shall be punished by death or life imprisonment, and it is recommended that the law be made to so provide.

ANTI-TRUST LAW.

A large majority of the States have passed anti-trust laws, and in my opinion it is advisable that a strong anti-trust law should be enacted in Florida.

HOMESTEAD AND EXEMPTIONS.

Under our present homestead and exemption law, a person may have property worth many thousand dollars exempt from his debts. The law is too liberal, and a constitutional amendment should be submitted to the voters, cutting the homestead exemptions down to real estate of reasonable value and a reasonable amount of personal property.

AUTHORITY TO SELL STATE LANDS HELD BY RIGHT OF SOVEREIGNTY.

In Florida, as in practically all other States of the Union, the State owns more or less land held by right of sovereignty. This ownership of the State consists of the land between the high and low water mark on a number of streams and bodies of water in the State and the beds of all the navigable lakes and running streams within the State. In some of the streams and lakes more or less phosphate deposits exist. Upon some of the land so held there is more or less valuable timber. In many instances the timber has been removed from this land by trespass without the State having received any compensation whatever therefor. At present no express authority is vested either in the Governor of the State or any of

Governmental officers or Boards to sell or dispose of any of this property.

In my opinion a great part of it should not be disposed of; but as there are certain portions of it which it may be desirable for the State to sell, or to contract for the use of it I deem it advisable that some of the State Boards be authorized to sell or contract for the use of such property, and therefore, recommend that a law be enacted authorizing the Trustees of the Internal Improvement Fund to make such sales or contracts where it is deemed for the best interest of the State to do so.

AMEND LAW RELATIVE TO NOTICE SALE STATE LANDS.

The present law, being Chapter 6160 of the Acts of 1911, requiring the publication of notice of proposed sales of State lands, requires that said notice be published in a newspaper in the county in which the land is located and also in a newspaper in Tallahassee. There is no reason for having these notices published in Tallahassee; and, that the State may save this expense, I recommend that the law be amended so as to require said notice only in the county where the land is located.

COUNTY COMMISSIONERS.

I would advise the passage of a measure prohibiting a County Commissioner from holding any position or remunerative employment created by the board of which he is a member during his service as Commissioner.

ALLOW COUNTY COMMISSIONERS TO ISSUE TIME WARRANTS.

It frequently happens in the various counties of the State that, owing to the fact that taxes are slow in com-

ing in, or that certain county obligations mature before tax payments are received into the county treasuries, that there is a deficit in the county funds. It is suggested that the public interests would be well served if a law should be enacted, authorizing the Boards of County Commissioners to issue temporary interest-bearing warrants to tide over the necessities arising from such deficiencies of funds. Any such statute should definitely limit the amount of such time warrants which a county is authorized to issue and should prescribe that no such warrants should bear over six per cent. interest. It is believed that such a law, with proper safeguards and restrictions, would keep all of the counties on a cash basis and prevent the necessity of having scrip outstanding.

PROHIBIT WATERED STOCK.

The over-capitalization of public service corporations is one of the greatest menaces of the present age. The past cannot be corrected, but for the future I would suggest a law that would require that the issuance of all railroad, street railways and express company stocks and bonds be subject to the scrutiny and approval of the Railroad Commission.

EMPLOYERS' LIABILITY LAW.

The present system governing the recovery of damages for personal injury imposes very often a great hardship upon the family of the injured person or upon the injured person himself; and, furthermore, very frequently under our present law those who are injured while working in hazardous occupations do not recover anything whatever on account of the injury. Many of the States have enacted employers' liability laws providing that employees may recover an appropriate amount for an injury without the necessity of prolonged extensive litigation.

I believe that those engaged in hazardous employments are entitled to proper damages for injury sustained; that the family of an employee who loses his life in his employment should, under the law, be given a reasonable sum on account of the death of the one upon whom they were dependent.

That we may have a better law governing personal injury cases, and that ample protection may be provided for those who are engaged in hazardous employment, I recommend the enactment of a strong employers' liability act.

RAILROAD EMPLOYER'S LIABILITY.

The best modern thought recognizes the dignity of labor, which may well be called the cornerstone of industrial life. We know that those engaged in hazardous occupations are deserving of suitable compensation for loss of life or serious injury or accident; however, under our present law, damages cannot be recovered for the loss of life or for serious injury or accident to a public service corporation employee, should the employee have been guilty of any negligence whatever.

This is true, although there may have been much greater negligence on the part of the company. The system requires the employee to carry all of the blame for the negligence and the company none.

That this injustice to the employee may be remedied, I suggest the passage of what is commonly known as the law of comparative negligence.

CHILD LABOR LAW.

Such changes as are necessary to strengthen and make effective the law governing Child Labor should be enacted and I recommend such needed changes.

SALE OF PUBLIC PROPERTY TO MEMBER OF BOARD.

A measure should be passed providing that no State, County or City Board, should sell to one of its members any of the public property which may be disposed of by such Board.

EXEMPT FROM JURY DUTY EMPLOYEES AT INSANE HOSPITAL.

The duties of the attendants at the State Hospital for the Insane are such that it is frequently very difficult for one or more of them to be spared from his post for one or more days for jury duty. That the Institution will not be disturbed by its employees being so forced to be absent from their regular work, I suggest a law exempting the employees of the State Hospital for the Insane from jury duty.

PROHIBIT DISCOUNT OF PAY CHECKS.

When a pay check or a merchandise check is given to a person for labor rendered, the laborer should be able to get dollar for dollar for such checks. The person who issues the checks should not be allowed to discount the same, whether presented by the person to whom given or by some one else. A law so providing should be enacted.

LABOR COMMISSIONER.

One of the greatest factors in our State's growth and development is the laboring interests. I believe it would be of benefit to the State to have a Labor Commissioner to compile labor statistics, to aid in the enforcement of the child labor law and otherwise promote the labor interests. I recommend a law providing for such commissioner.

INITIATIVE, REFERENDUM AND RECALL.

It is my opinion that a constitutional amendment granting to the people the right by petition to initiate legislation and the right by petition to vote upon laws enacted by the Legislature, when a desire to do so is expressed by a reasonable percentage of the qualified voters, should be submitted. Another and separate constitutional amendment giving the electors the right, upon demand of a reasonable percentage of the qualified voters, to vote upon the recall of public officers, whom it is believed are not doing their duty, should be submitted.

CHECK LAND FRAUDS.

Every county in Florida has a large quantity of rich, fertile land, and there is no reason why there should be any land frauds in our State. To check the few who are disposed to defraud and deceive land purchasers, I think we should have a law providing that all literature relative to lands to be sold under the colonization or kindred plans shall be first approved by the Department of Agriculture—the expense incident to this requirement to be paid by the party offering the land for sale.

FEDERAL INCOME TAX.

Under date of July 26th, 1909, the Secretary of State of the United States, transmitted to the Governor of this State, a certified copy of a joint resolution of Congress proposing an amendment to the Constitution of the United States to authorize Congress to lay and collect taxes on incomes, with request that same be submitted to the Legislature for such action as may be had.

The text of the said joint resolution is as follows:

“Resolved by the Senate and House of Representatives of the United States of America in Congress assembled

(two-thirds of each house concurring therein), That the following article is proposed as an amendment to the Constitution of the United States, which, when ratified by the Legislatures of three-fourths of the several States, shall be valid to all intents and purposes as a part of the Constitution.

“Article XVI. The Congress shall have power to lay and collect taxes on incomes, from whatever source derived, without apportionment among the several States, and without regard to any census or enumeration.”

On April 5th, 1911, the then Governor transmitted the said joint resolution to the Legislature for ratification or rejection and recommended that it be ratified. It appears, however, that the point was raised that the Legislature of 1911 was not competent under Section 19 of Article XVI. of our State Constitution, to act upon the said proposed amendment to the Constitution of the United States, because a portion of the members of the State Senate of 1911 had been elected prior to the submission of the said proposed amendment.

The Legislature of 1911, therefore, did not act upon the said proposed amendment. In the intervening time the said amendment to the United States Constitution has been ratified by the requisite number of States and is now a part of the United States Constitution.

This situation, however, furnishes no reason why the Florida Legislature should not formally record its ratification of the amendment, giving Congress the right to collect taxes upon incomes. It is a right which the Congress should possess and exercise. A reasonable tax upon incomes is one of the most just forms of taxation yet devised and tends with certainty to distribute the burden of taxation upon those most able to bear it. The Florida Legislature should ratify the said constitutional amendment, and I recommend that it be done without delay, as

there is now no ground upon which to base any opposition to prompt action.

PUBLIC ROAD COMMISSION.

Within the past decade the public has become more or less alive to the necessity of and the advantage derived from good roads. This good road sentiment has become quite general in Florida. A large number of the counties of the State are now either by direct taxation or by funds raised from bonds engaged extensively in road construction and improvement. With the expenditure of the large sums of money which is now being applied and will in the future be used in even larger amounts for road building, it will be both wise and economical to have the roads of the counties laid out with system; to have them made of proper materials and scientifically constructed. There is no avenue for greater waste of public funds than in road building, when the work is carried on in a slipshod fashion, without proper skill, a comprehensive system and suitable material.

I believe that the County should be the unit for road building; but while the first object should be to serve the people of the County which defrays the expense, each County should be neighborly and co-operate with the adjoining counties in making proper and suitable connections for highways.

To advance the good road movement, to bring about greater efficiency in road construction in the various counties of the State, to ascertain the most advisable methods, the best materials to be used, and in a general way to have the road building of the counties placed upon the most economical and business-like basis, I believe it advisable to have created a State Road Commission, to be composed of three members, who shall be allowed their expenses when engaged in the public business, but who shall serve without salary.

The said Commission should be granted ample authority to conduct all inquiries, to make all necessary investigations, and take all necessary action for the advancement of public road improvements in the State. The Commission should be authorized to employ a Highway Engineer, at a salary not exceeding twenty five hundred dollars per annum, who should be required to investigate and report upon the methods of road construction best adapted to the various sections of the State, and define standards for the construction and maintenance of highways in the various counties of the State, suggest routes for State highways, and perform such other duties incident to and properly connected with such position. He should also co-operate and advise with the Boards of County Commissioners and County Engineers with reference to County Roads.

To defray the expenses of such Commission an annual appropriation of not exceeding six thousand dollars should be made.

MOTHER'S DAY.

A beautiful tribute to the mothers of our land would be the enactment of a law requiring that a certain day in each year should be appropriately observed in the public schools as "Mothers' Day," and I respectfully suggest the passage of such measure.

A SETTLER'S ACT.

While the State owns only about one hundred thousand acres of land, other than School Lands and those located within the Everglades, I think it would be a wise policy to enact a settler's act applying to this land—one hundred thousand acres—under which a bona fide settler who had continuously lived upon a tract, and made certain substantial improvements thereon, could purchase

the tract of not exceeding forty acres, at a price which would be reasonable for an actual settler.

GOOD ROADS.

In my study of public problems for the past ten years I have given more or less thought to the subject of good roads and the advisability of governmental activity along this line. From my interest in this subject and its study, I am firmly convinced that a thorough system of good roads in each county in Florida will add more to the material advancement of our varied resources, to the up-building of our State, to property enhancement and to the comfort and convenience of our rural citizens and to the people generally of the State than any other one step that can be taken.

IMMIGRATION BUREAU.

Suitable provision should be made for the Department of Agriculture to provide literature relative to the climate, the soil, and the varied industries and resources of Florida. Many inquiries are now being made relative to our State, and as we are interested in bringing immigration this way we should have sufficient literature and information to acquaint those making inquiries with Florida's many advantages.

WHARF AND DOCK PRIVILEGES.

The tendency on the part of public service corporations has more or less been towards monopolizing the wharf and dock privileges in our towns and cities. The result often is that competitive railway or waterway transportation lines are excluded and the patrons of such common carriers are therefore deprived of the advantages in passenger and freight rates which are usual-

ly produced by competition. I believe it essential that a law be enacted authorizing towns and cities to acquire suitable facilities for wharves and docks and recommend the passage of a law so providing.

AUTHORIZE CITIES TO CHANGE CHARTERS.

Much of the time of each session of the Legislature is consumed in the consideration of city charter measures. To relieve the Legislature of this work, and in order that the people of the towns and cities may have authority to make their own charters and alter same, as desired locally, a constitutional amendment removing this authority from the Legislature and vesting it in the towns and cities should be submitted.

ADVERTISE GRANTING OF FRANCHISE.

City franchises are often very valuable, and for the protection of the interests of the towns and cities, I would suggest the passage of a law requiring that when an application for a franchise is presented to a City or Town Council, the said council, if it is desired to consider the application, shall give public notice through the press of the application, for at least three weeks before acting upon it, in order that others may also make application, and that the citizens may be advised. The law should further provide for a referendum vote upon all grants of franchise when requested by a certain number of voters.

CONSIDERATION OF TUBERCULOSIS SANITARIUM.

It has been suggested that many people of our State who upon finding that they are suffering from pulmonary tuberculosis at much expense and loss of time seek sani-

tariums in other States, hoping there to find benefit. While the establishing of a State Sanitarium for the treatment of consumption (at cost) is an open question, yet I recommend to the Legislature the wisdom of giving consideration to the subject.

SCHOOL FOR DEAF AND BLIND.

Within the past few years the School for the Deaf and Blind has been materially improved. The plant is becoming creditable. With the growth in the student body however the demands for enlargement and expansion necessarily come. The institution is worthy of a most liberal consideration and I recommend that you make ample appropriations for maintenance and all needed improvements at this institution.

FLORIDA HOSPITAL FOR THE INSANE.

During the last few years the Board of Commissioners of State Institutions has exerted every effort within its power to improve the facilities and raise the standard of the Florida Hospital for the Insane. In this effort the Board was fortunate in having the service of a very faithful and conscientious Superintendent and a highly efficient and devoted Medical Staff, as well as a corps of experienced and loyal assistants. Much has been accomplished for the comfort and more scientific care and treatment of the unfortunate inmates of this institution. Recent Legislatures have been as generous to the State's insane population as the State's finances would permit, and special efforts have been made by the Board and the officers of the Hospital to use the appropriations to the best advantage.

A new Receiving Hospital for sick patients is now in course of construction, and its completion will mark a

great step in advance in the treatment of patients. The dormitory capacity of the institution and the power plant have been enlarged during the last two years. The Medical Staff has been increased and a competent Pathologist, with necessary equipment, has been provided.

This Hospital now has more than 1,100 patients and about 150 officers, attendants, nurses and other employes are required for their care and attention. The magnitude of the Institution will appear from these figures. The necessity of adequate appropriations to maintain this large number of helpless people and to carry on the needed improvements already under way is also evident. This Institution appeals strongly for the State's most generous care, and I feel sure the Legislature will provide for its extensive needs.

I desire to suggest the wisdom of making provision for the establishment of a Tuberculosis Hospital or ward at Chattahoochee.

The Hospital has also outgrown the capacity of its present sewerage system and electric light plant, and the Legislature should cause careful examination to be made as to its needs along these lines and make adequate provision for extending the said systems so that they will be sufficient for at least several years into the future.

For full information regarding the condition and needs of the Hospital, reference is made to the Superintendent's interesting biennial report.

STATE COLLEGES.

Florida may well be proud of her State Colleges. They maintain a high standard. They are doing excellent work and are appreciated by the people, as is evidenced by the constantly increasing attendance from all sections of the State.

These institutions were established by Chapter 5384, Act of 1905, and during the eight years which have followed very large sums of money have been appropriated to furnish and equip buildings for their use. Within this eight years' period approximately the following amounts have been allowed for new buildings and furnishings:

At University of Florida.....	\$340,000.00
At State College for Women.....	230,000.00
At Deaf and Blind School.....	102,000.00
At A. & M. College for Negroes.....	52,000.00
	<hr/>
	\$724,000.00

Between January 1, 1906, and December 31, 1912, under appropriations made by the Legislature from the General Revenue Fund, the sum of \$1,188,164.42 was paid out for maintenance, buildings and improvements of these institutions. In addition to this amount the University of Florida and the A. & M. College for negroes have received annually substantial sums from the United States government under the act of Congress known as the Morrill Fund, and the University has also received annually substantial sums under the Acts of Congress creating the Hatch Experiment Station Fund and the Adams Experiment Station Fund.

The Comptroller's warrants show that the following amounts have been expended on account of these institutions within the past two years:

University of Florida, 1911.....	\$137,477.18
University of Florida, 1912.....	194,199.22—
	<hr/>
College for Women, 1911.....	\$ 58,622.73
College for Women, 1912.....	99,125.32—
	<hr/>
Deaf & Blind School, 1911.....	\$ 30,973.75
Deaf & Blind School, 1912.....	41,174.77—
	72,148.52

Negro College, 1911.....	\$ 52,134.58
Negro College, 1912.....	41,316.34—
	<hr/>
Total	\$655,023.89

For full and complete information as to the condition and progress of these institutions I refer to the printed report of the Board of Control. As to the appropriations for these institutions for higher education, in the future I recommend liberality, but would have you bear in mind that in addition to these institutions the State has upon it the support of many other public institutions which are badly in need of funds. We must deal liberally with all our institutions, but let us remember that every dollar which is appropriated comes out of the pockets of the tax payers. Time is required to build up the public institutions. We cannot make them what we would have them within a short period of time without making the tax burden too heavy.

Special commendation is due to the unselfish and faithful service rendered by the members of the Board of Control having supervision over these institutions, who have without compensation given their time and thought to the advancement of higher education in Florida. Their services have been efficient, painstaking and of great value to the State.

FLORIDA STATE REFORM SCHOOL.

The State maintains near Marianna a Reform School for the detention, correction and training of youthful offenders against the law. A reform school is an institution capable of being of very high usefulness to the State in the reformation of young people who have violated the law and have been committed to its custody. There is need in Florida for such an institution maintained at a high standard. The proper maintenance, supervision

and conduct of such a reformatory should appeal strongly to the State Authorities and to all persons interested in the welfare of erring youths.

In my opinion, the Florida State Reform School and the laws pertaining thereto should have the careful attention of this Legislature. It is recommended that a careful investigation be made as to the condition, the needs and the possibilities of this School and that such enactment be made as will tend to increase its usefulness and assure its successfulness and business-like management.

I especially recommend that the Board of Managers of the State Reform School be required by law to file with the Comptroller proper vouchers covering all disbursements made from appropriations made for their use. Such a requirement is imposed upon all of the other institutions of the State, and there is no reason why the Managers of this School should be the exception. They are now allowed to draw money quarterly upon requisition and disburse same after receiving it. The law should provide that all bills against the State Reform School should be sent to the Comptroller or to some specified State Board for audit and approval before payment. This requirement is made with respect to every other class of claims or bills against the State.

HISTORICAL RECORDS RELATING TO FLORIDA.

The Legislature of 1911 enacted Chapter 6136 of the Laws of Florida, being an Act to authorize the Governor to complete the Historical Archives of the State of Florida, to collate and catalogue historical records and making an appropriation therefor. Governor Gilchrist appointed Mr. W. T. Bauskett to do the work contemplated by the said Act. Mr. Bauskett was familiar with the records of the various departments of the Federal Gov-

ernment in Washington City, and during 1911 and 1912 he filed with the Governor a very large amount of historical data relating to Florida, covering the matters required by the Act.

The material compiled by Mr. Bauskett is now on file in the Governor's office in typewritten form. It is very voluminous and appears to contain much matter of historical interest concerning Florida. It might be well for the Legislature to consider and act upon the advisability of having this material printed in book form for distribution under such conditions and at such price as may be prescribed by the Legislature.

In this connection it is deemed proper to call the attention of the Legislature to the fact that Florida has never yet maintained a State Library, so arranged and equipped that it would be available for use by citizens and students. The Supreme Court and Railroad Commission Building will be completed this summer and additional room will be available in the Capitol for the administrative departments. It is suggested that the Legislature might if desired direct that in the rearrangement of the office space in the Capitol, after the Supreme Court and Railroad Commission move into their new building, provision be made for suitable quarters for the State Library; and that employment of a competent Librarian be also authorized.

STATE BOARD OF HEALTH.

I am pleased to advise that the State Board of Health has been rendering a highly efficient and useful service during the past two years—as, in fact, it has done since its creation over twenty years ago. In my opinion, this Board has accomplished great good and been one of Florida's best investments. It has really been a great factor in building up the State, by inducing immigration through the confidence inspired in regard to the State's satisfactory health conditions.

The medical and educational work done by the Board in hook worm eradication, in treating children bitten by rabid animals, in counseling the public in the matter of vaccine against typhoid fever and the distribution of this preventive to the indigent; also, in the distribution of diphtheria antitoxin to those who are unable to purchase it, are all worthy of special commendation, and cover, indeed, only a few of the beneficent activities of the Board.

The Board has also been rendering a very valuable service to the State in its efforts to acquaint the public with the proper treatment for diseased animals. Its work looking to the eradication of the cow tick will prove of much value.

The Board's Report will be placed before the members of the Legislature and is deserving of careful attention. This report calls attention to certain amendments which the Board would be pleased to have in the present law for the prevention of rabies, the law relative to horses having glanders, and to the statute regarding the distribution of hog cholera serum.

REPORT OF TAX COMMISSION.

In conformance with the Act of the last Legislature providing for the appointment of a Tax Commission my predecessor appointed Hon. W. S. Jennings, Hon. T. L. Clarke, and Hon. E. S. Matthews, to membership upon said Commission. These gentlemen made an exhaustive study of our taxation laws and reached certain conclusions, and agreed upon certain needed changes in the law. The report of the Commission is a very able and thorough presentation of our tax problems, and should be carefully considered. I heartily recommend the enactment of a law which will carry out the policy of separating County and State taxes as suggested by the Commission.

COMMISSION ON JUDICIAL PROCEDURE.

Pursuant to a concurrent resolution passed by the last Legislature, Governor Gilchrist appointed Hon. J. B. Whitfield, Hon. W. A. Blount and Hon. C. M. Cooper as members of the Commission on Judicial Procedure. The Commission, prior to the retirement of Governor Gilchrist, made its report recommending certain changes in the law of procedure. I believe the law suggested by the Commission would greatly aid in simplifying the practice and in preventing delays in the courts. I respectfully urge a careful consideration of the report made by this Commission.

REPORT OF CIRCUIT JUDGES.

During 1912 Governor Gilchrist invited the several Circuit Judges of the State to meet in Tallahassee to discuss and recommend needed changes in the law. Responding to his request eight of the eleven Judges met and were in session for four days at the capital. As a result of their conference they prepared and transmitted to the Governor certain measures which they recommended should be enacted into law. These measures should have your careful consideration. At least a number of them should be favorably acted upon.

SUPREME COURT AND RAILROAD COMMISSION BUILDING.

The building, authorized by Chapter 6131, Acts of 1911, for the use of the Supreme Court, the Railroad Commission and the Library, is now being erected on the capitol square and will doubtless be completed by the middle of this summer. This will be one of the most substantial, most attractive, and most pleasing public buildings owned by the State of Florida. It will afford a suitable and permanent home for the important branches of the State Government which are to occupy it. For the furnishing

and complete equipment of this building, a small additional appropriation will be needed and an estimate of the amount required will be furnished to the Legislature in due course. It is recommended that such appropriation be passed.

REPORTS OF STATE OFFICERS.

There will be placed before you the official reports of all the departments of the State government covering the operations of each of same during the last two years. These reports have been carefully and intelligently prepared and contain a great fund of useful information relating to the State's business. The State is fortunate in having upright, efficient, progressive officers, and their several reports should have the careful attention of all the members of the Legislature.

ECONOMY IN GOVERNMENT.

One of the elementary principles of efficient Democratic government is that the public business shall be conducted with the strictest economy consistent with the public welfare. At each session of the Legislature there are many urgent requests for appropriations from the public treasury. Some of these requests frequently represent extravagance as to the amount asked, and some extravagance in toto. The State's business should not be run on a niggardly basis, nor should any governmental agency be hampered in rendering its best service by lack of funds. At the same time, the Legislature should exercise the greatest caution and scrutiny in passing upon appropriation measures, and endeavor to keep the State's liabilities at a stage where the tax burden can be as light as possible upon the people. No money can be paid from the treasury except upon appropriations made by the Legislature. This places the full responsibility for protecting the taxpayers upon your branch of the government, and it is hoped that it will be prudently exercised.

LEGISLATIVE ECONOMY.

More or less extravagance has at times been permitted by our Legislatures in the employment of large numbers of unnecessary clerks and attaches. This should be discontinued. The Legislature should, of course, have all the clerical assistance required to expedite business, but the public funds should not be wasted merely to provide salaries for persons whose services are not actually needed, and who will not perform any actual service further than signing the pay roll.

CONCLUSION.

I submit this message fully realizing the great responsibility assumed with my oath of office; but in submitting it I also do so with an earnest desire to co-operate with you in all efforts which look to the welfare, prosperity and happiness of the people of Florida. I believe each of you today undertakes the responsibilities and duties required of you, as law makers, with a firm resolution to so legislate as to promote the well-being of the commonwealth.

With the determination that we should be true and loyal to our State and her citizenship as our guide, the Legislature of 1913 can accomplish much in promoting the welfare of Florida. I have an abiding confidence that you will each endeavor to fully discharge your duty. If you do, you will have and deserve the gratitude of the people of this State and the personal satisfaction of knowing that you have been true to your high trust.

Trusting that the greatest degree of harmony and success will attend your endeavors, and with my sincere good will, I submit this message.

PARK TRAMMELL,
Governor.

APPENDIX.

BILL RELATIVE TO CONVICT SYSTEM.

(Title to be provided)

Be it Enacted by the Legislature of the State of Florida:

Section 1. That on June 30, 1914, or within thirty days thereafter, approximately one-fourth of the State prisoners shall be withdrawn from the present lease system; that on March 31, 1915, or within thirty days thereafter, one-third of the State prisoners remaining under the lease system shall be withdrawn; that on March 31, 1916, or within thirty days thereafter, one-half of the State prisoners remaining under the lease system, shall be withdrawn; that on December 31, 1916, or within thirty days thereafter, all prisoners who have not previously been withdrawn from the lease system shall then be withdrawn therefrom. That such withdrawal of the State prisoners from the lease system, shall be accomplished in the manner and subject to, and in accordance with the provisions of this Act. That for the purpose of allowing the time required for the making of the preparations for the changing of the lease system as provided in this Act, the Board of Commissioners of State Institutions is authorized to temporarily lease the State convicts, but neither the said Board nor the Commissioner of Agriculture shall make any contract for the hire of State convicts which will be in conflict with, or in anywise interfere with, the State prisoners being withdrawn from the lease system in the manner and as provided by this Act.

Section 2. That upon the withdrawal of the State prisoners from the lease system in accordance with the provisions of this Act, the said prisoners at the time of such withdrawal shall be disposed of in the following manner to-wit:

DISTINGUISHED DEAD.

In the early part of 1912 the State suffered the loss of two very able and useful members of the Administrative Department of the Government. Hon. B. E. McLin, Commissioner of Agriculture, died suddenly on January 31, 1912, and less than a week later Hon. A. C. Croom, Comptroller, also suddenly departed this life. Both of these distinguished Floridians had ably served the State for a decade and their sudden deaths caused great shock and sorrow to the people of Florida. Their funeral obsequies were fittingly marked by appropriate attention from those who served with them in official life.

All able-bodied male prisoners shall be allotted by the Board of Commissioners of State Institutions to the several counties upon relative basis of the total valuation for taxation in the respective counties. The prisoners so allotted to the counties may be used by the counties in building and maintaining public roads within the respective counties; or should a county not desire to use its quota of the prisoners so allotted, the Board of Commissioners of State Institutions may hire such quota of the State prisoners, if satisfactory contract can be made, to another county or counties, to be used by the county or counties hiring them in the construction and maintenance of public roads, the proceeds from the hire of prisoners so leased to be paid to the State and covered into the fund from hire of State convicts. A county is also given the option and right, upon the approval of the Board of Commissioners of State Institutions, to allow another county or counties to use its quota of the State prisoners and a county so using the prisoners of another county may compensate the county by the exchange of an equal number of convicts. That should a county not desire to use its quota of the State prisoners and the Board of Commissioners of State Institutions fails to arrange for the lease of them by another County, or an exchange agreement is not made, the said prisoners shall be sent to the State Prison Farm in Bradford County, and there be used in carrying on the developments, improvements and farming operations upon the said farm. That each county which has its quota or part of its quota of State prisoners at the State Farm shall be entitled to its portion of the net proceeds derived from said farm.

Section 3. That a State prison to be known as the State Prison Farm is hereby established upon the lands purchased in 1911 by the State in Bradford County, under the provisions of Chapters 5941 and 6134 of the Laws of Florida.

Section 4. That the Board of Commissioners of State

Institutions shall have erected at the State Prison Farm all necessary buildings, shall provide all furnishings and equipment and do all things essential to permanently establish the said prison farm, to improve, to maintain and to operate the same. The said Board shall provide for the care and maintenance of all prisoners who may be placed in custody at said prison farm.

Section 5. That for the purpose of providing the funds necessary to carry out the provisions of Section 4 of this Act, the following sums are hereby appropriated out of the funds arising from the hire of State convicts, to-wit:

- \$20,000 for the quarter ending June 30, 1913.
- \$40,000 for the quarter ending Sept. 30, 1913.
- \$45,000 for the quarter ending Dec. 31, 1913.
- \$35,000 for the quarter ending March 31, 1914.
- \$35,000 for the quarter ending June 30, 1914.
- \$30,000 for the quarter ending Sept. 30, 1914.
- \$25,000 for the quarter ending Dec. 31, 1914.
- \$25,000 for the quarter ending March 31, 1915.
- \$25,000 for the quarter ending June 30, 1915.

The proceeds from the hire of convicts based upon the present lease should provide the above amounts, and in addition thereto an equal or larger sum for the counties. But in the event there should be a failure to make a temporary lease of the prisoners after January 1, 1914, that will provide the funds from which all of the above appropriations are to be paid, said appropriations accruing after January 1, 1914, or so much thereof as cannot be paid from the funds arising from the hire of the State convicts, is hereby appropriated out of the General Revenue Fund.

Sec. 6. That all proceeds from the hire of State Convicts leased by private parties or a county over and above the amount otherwise appropriated by the provisions of this Act shall be distributed quarterly to the counties in accordance with the present method of distribution pro-

vided by Section 979 of the General Statutes, and so much of said fund as is necessary to provide equipment and make the necessary preparation for the handling of the quota of State prisoners allotted to the counties shall be used for such purposes, and the said funds may also be used by the counties for the maintenance of their quota of the State prisoners. Provided, That a county which is using its quota of State prisoners, or any part thereof, or has them on exchange or at the State prison farm, shall have deducted from its proportion of the funds subject to distribution as aforesaid, an amount per prisoner, for each of such prisoners, equal to the amount paid per prisoner for the able-bodied prisoners remaining under the lease for the quarter for which distribution is made, and the amount so deducted shall become available and is hereby appropriated to defray the expense of the care and maintenance of State prisoners who may be held at the State prison farm.

Sec. 7. That all State prisoners that are allotted to a county under the provisions of this Act may be required to work in the building, constructing and maintaining of public roads, and in such work as is incident thereto.

Sec. 8. That all State prisoners who are detained at the State Prison Farm under this Act may be required by those having the management and supervision of said farm to work in the construction of buildings, the improving of the lands connected with said farm, in carrying on such farm operations as may be conducted at said prison farm, and such other work as is incident to such operations.

Sec. 9. That all State prisoners who are used in accordance with the provisions of this Act by a county in the building and maintaining of public roads shall be housed, clothed, fed, guarded, maintained and given medical attention at the expense of the county using them.

Sec. 10. That the Board of County Commissioners of the counties of Florida, shall make all necessary prepa-

ration for the care, maintenance, and guarding of State prisoners, who may be used by the county under the provisions of this Act, and said Board, subject to the general supervision of the Board of Commissioners of State Institutions and the Commissioner of Agriculture, shall supervise, control and have the direction and the custody of the State prisoners held under allotment to their respective counties, or held by them under lease or exchange contract under the provisions of this Act.

Sec. 11. That the Board of County Commissioners shall have authority to employ all prison officers and guards required for the handling of the State prisoners used in the county under the provisions of this Act. Said Board shall have authority to dismiss any prison officer or guard employed by it, and said prison officer or guard may also be dismissed by the Commissioner of Agriculture or by the Board of Commissioners of State Institutions when the service being rendered is not satisfactory.

Sec. 12. That all prison officers and guards employed either by or under the direction of the Board of Commissioners of State Institutions, the Commissioner of Agriculture or a Board of County Commissioners, shall have authority to hold, restrain, guard, work and keep in custody all State prisoners placed in their charge.

Sec. 13. That the Board Commissioners of State Institutions and the Commissioner of Agriculture shall have supervision over the State Prison Farm in Bradford County, and are hereby given authority to make all necessary rules and regulations for the management of said Institution.

Sec. 14. That the Board of Commissioners of State Institutions is hereby authorized to employ all prison officers, guards and employees necessary for a proper management of said prison farm, and for conducting such farming operations thereat as may be deemed advisable by the said Board.

Sec. 15. That the Board of Commissioners of State

Institutions and the Commissioner of Agriculture are vested with full power and authority, acting jointly, to make, prescribe and enforce rules and regulations with regard to the care, management and manner of keeping and working all State prisoners when restrained and in custody at the State Prison Farm, or in a county, or held under lease, and to do any and all things necessary to the carrying out of the plans of handling the State prisoners as by this Act provided.

Sec. 16. That the Board of Commissioners of State Institutions may employ one or more prison physicians, at an annual salary of not exceeding Eighteen Hundred (\$1,800) Dollars, and actual traveling expenses. The Governor may appoint not exceeding Four Supervisors of Convicts at an annual salary of not exceeding Fifteen Hundred (\$1,500) Dollars and actual traveling expenses. For the purpose of paying the salary and traveling expenses of such physicians and supervisors the sum of Twelve Thousand (\$12,000) Dollars, or so much thereof as may be necessary, is appropriated for 1914, and Six Thousand (\$6,000) Dollars, or so much thereof as may be necessary, is appropriated for the first six months of 1915, out of the proceeds from the hire of State convicts, and if said sums are not available from such fund then the same is hereby appropriated out of the General Revenue Fund.

Sec. 17. That all State prisoners shall be and are hereby required to perform such labor as the provisions of this Act authorize and require of them.

Sec. 18. That the Board of Commissioners of State Institutions is authorized to withdraw State prisoners from the custody, keeping and use of any county when it shall appear to the satisfaction of said Board that any county is not conforming to the rules and regulations prescribed by the said Board of Commissioners of State Institutions, and the Commissioner of Agriculture, with respect to the care, treatment, and manner of working of

State prisoners; and upon such withdrawal being made, the said Board shall offer and is authorized to hire the prisoners so withdrawn, to any other county or counties desirous of procuring them for road work, and if no other county desires their use the said Board shall have such prisoners placed, confined and worked at the State Prison Farm, as contemplated under the provisions of Section 2 of this Act.

Sec. 19. That all able bodied male State prisoners who are sentenced on or after July 1, 1917, shall be allotted to the county from which sentenced, and be subject to be used, hired to another county or exchanged, or placed at the State Prison Farm, as provided by Section 2 of this Act. All infirm male prisoners and all female prisoners convicted or held in any county shall be sent by the county, at its expense, to the State Prison Farm in Bradford County, or such other place as may be directed by the Board of Commissioners of State Institutions.

Sec. 20. That the infirm male and all the female State prisoners shall be placed and kept at the State prison farm, when the necessary preparation has been made for their custody and care at the said farm. Until such preparation has been made, the Board of Commissioners of State Institutions shall make such arrangement as the said Board deems advisable for the custody and care of this class of prisoners.

Sec. 21. That should the Board of Commissioners of State Institutions make a satisfactory contract or contracts for the temporary hire of the State prisoners covering the period from the expiration of the present lease until the withdrawal of the prisoners under the provisions of this Act, any increased sum to be paid for the hire of the able-bodied male prisoners on account of the State relieving the lessees from the custody, care and maintenance of the infirm male and female prisoners, shall constitute and become a fund to provide for the care and maintenance of the said infirm male and female

prisoners, and any sum of money so arising is hereby appropriated to be used by the Board of Commissioners of State Institutions for such purpose.

Sec. 22. That should the Board of Commissioners of State Institutions fail to make a satisfactory temporary contract or contracts for the hire of the State convicts for the period intervening between the expiration of the present lease, and the dates herein provided for the withdrawal of the prisoners from the lease system, and for this reason it becomes necessary for the State to take over the prisoners upon the expiration of the present lease, all of the able-bodied prisoners shall immediately be allotted to the counties respectively in the manner and subject to the conditions for the allotment of the State prisoners to the counties as heretofore provided in this Act relative to the allotment, the care and use of the prisoners if withdrawn in installments, and the counties respectively through their Board of County Commissioners shall have and exercise the same powers and privileges and perform the same duties as hereinbefore provided applicable to the installment allotment of the prisoners. Each county shall take over its quota of prisoners at the time of the allotment or as soon thereafter as desired. That in such event the infirm male and the female prisoners and any of the able-bodied prisoners who are not taken over by the counties to be used in road work, shall by the Board of Commissioners of State Institutions be placed at the State Prison Farm, and used in such work as may be required of them by the said Board, or if on account of insufficient buildings and equipment at the prison farm said prisoners cannot be cared for at said farm, temporary arrangements may be made by the said Board for keeping, guarding and caring for said prisoners elsewhere until the necessary preparation has been made for their care and maintenance at the said Prison Farm, or until otherwise disposed of agreeable to the provisions of this Act; and for this purpose the funds appropriated by Section

5 of this Act, so far as necessary, are hereby made available, and if sufficient funds are not derived for this purpose from said appropriation, then to meet the emergency there is hereby appropriated from the General Revenue Fund, for the year of 1914, the sum of \$180.00 or so much thereof as is necessary for the care and maintenance of each able bodied male prisoner not taken over by the counties, and one-half of such amount for each such prisoner is appropriated from the General Revenue Fund for the first six months of the year 1915.

Sec. 23. That in the event the prisoners have to be allotted in accordance with the provisions of Section 22 of this Act, a county taking over its quota or any part thereof, under the provisions of said Section, shall pay the State \$120.00 per annum for each prisoner and said sum shall be paid whether the prisoner is used by the county to which allotted or any other county and the funds so arising shall be available and are hereby appropriated to meet the appropriations made by this Act, whether from the hire of convicts or the General Revenue Fund.

Sec. 24. That should the prisoners be temporarily leased, as authorized under this Act, then all able-bodied male prisoners whom it becomes necessary to place at the State prison farm after allotted and withdrawn from the lease, under the provisions of this Act, shall be cared for and maintained from the appropriations made in Section 5 of this Act; but should the appropriations made by said Section not be sufficient for all the purposes therein provided, including the maintenance of said prisoners, then, to meet the emergency, a further appropriation of \$90.00 or so much thereof as may be necessary, is hereby made from the funds arising from the hire of convicts for the care and maintenance of each of such able-bodied prisoners so held at the said prison farm, during the first six months of the year 1915.

Sec. 25. That if the Board of Commissioners of State

Institutions deems it advisable, such number of the State prisoners as the said Board may direct shall be used in the erection of the buildings at the State Prison Farm and in the clearing and improving the land connected with the said farm, and other work incident to such operations.

Sec. 26. That the proceeds which are derived from the sales of the products of the State Prison Farm shall be available for use by the Board of Commissioners of State Institutions in defraying the expenses connected with the operation of said prison farm, and for the care and maintenance of State Prisoners and are hereby appropriated for such purposes.

Sec. 27. That the expense of conveying the State prisoners from the State Prison Farm or from the camps of the Lessees of such prisoners to a county, to be used by the county under the provisions of this Act, and in returning them from a county to the State Prison Farm, shall be defrayed by the county which may use or has been using such prisoners, provided that the lease contract does not require that such expense be defrayed by the convict lessees.

Sec. 28. That four months prior to the date for the allotment of State prisoners to be withdrawn from the lease system, as provided in this Act, the Board of Commissioners of State Institutions shall cause to be given to the Board of County Commissioners of the respective counties of the State, notice of the date upon which the allotment is to be made, and the estimated number of prisoners to which the county will be entitled.

Sec. 29. That as soon as practicable after receiving the notice required in Section 28 of this Act, the Board of County Commissioners of each county in the State shall determine what disposition they desire made of the quota of State convicts to be allotted to their counties, and shall give notice of their determination to the Board of Commissioners of State Institutions at least seventy

five days prior to the date fixed for the allotment. If any Board of County Commissioners determine to use their quota of State convicts in road work, it shall be the duty of said Board to make all preparation necessary as speedily as possible for the handling, working, guarding and caring for such prisoners, in accordance with regulations therefor to be prescribed by the Board of Commissioners of State Institutions. If any Board of County Commissioners proposes exchanging their quota or any part thereof of State convicts with another county or counties, as authorized by this Act, the said Board shall, at least seventy-five days prior to the date for the allotment, submit the proposed contract to the Board of Commissioners of State Institutions for their consideration and approval.

Sec. 30. That the Board of Commissioners of State Institutions shall prepare the form of contract to be used by a county in exchanging prisoners with another county, and that no other form of contract shall be used for such purposes.

Sec. 31. That when the Board of County Commissioners of any county fails to give the notice required in Section 29, or to submit a proposed exchange contract as required in said Section, at least seventy-five days prior to the date of an allotment, in that event the Board of Commissioners of State Institutions are hereby authorized to proceed to provide for the disposition of the quota of convicts of the said county in the same manner as prescribed for the disposition of prisoners withdrawn from a county as set forth in Section 18 of this Act, or in the event they cannot be disposed of as provided by said Section, then the said Board may dispose of them as provided by Section 35 of this Act.

Sec. 32. That it shall be the duty of the Board of County Commissioners of any county desiring to lease convicts from another county, or to make an exchange agreement, to give notice to the Board of Commissioners of State Institutions, stating the number of convicts de-

sired, and the price they will pay, and the Board of Commissioners of State Institutions shall as far as practicable supply such county from State convicts that are or will be available by reason of not being desired by other counties.

Sec. 33. That it shall be the duty of the Board of County Commissioners of any county desiring to have its quota of State prisoners or any part thereof leased to another county, or to make an exchange agreement, to give notice to the Board of Commissioners of State Institutions, stating the number they desire to have leased, and the Board of Commissioners of State Institutions shall endeavor as far as practicable to secure a contract with some other county desiring to obtain State convicts.

Sec. 34. That any State convict which was allotted to one county and hired to another county, or held under an exchange agreement, under the provisions of this Act shall not be subleased.

Sec. 35. That when a county fails to take its quota of the State prisoners when allotted and the Board of Commissioners of State Institutions and the said county are unable to arrange for the said quota or any part thereof to be used by another county, the Board of Commissioners of State Institutions, in carrying out the provisions of this Act relative to the care of such prisoners at the State prison farm, if the State prison farm has not sufficient accommodations and means for the care and maintenance of such quota of the State prisoners, or said prisoners cannot be used at said farm, may continue such prisoners under the temporary lease for a period of six months from the date of the allotment, and the temporary lease shall so provide; and during said period the said Board shall as far as the funds available will permit make the necessary preparation to take over said prisoners at the end of said six months. When such quota of prisoners have to so remain under the lease the county originally entitled to them may at the end of the said six months

take them over subject to the terms and in pursuance of the original allotment.

Sec. 36. That the funds arising from the hire of State prisoners allotted to one county and leased to another county shall be paid to the State and placed in the fund arising from the hire of State convicts.

Sec. 37. That so long as the State is deriving funds from the hire of State convicts the sum of Fifteen Hundred Dollars is hereby appropriated quarterly from the proceeds arising from the hire of State convicts for the purpose of defraying the expenses of the Board of Commissioners of State Institutions necessary to carry out the putting in operation of this Act, and in performing the duties required of said Board. That should the State cease to receive sufficient funds from the hire of State convicts to defray said expenses, the sum of Fifteen Hundred Dollars is hereby appropriated quarterly for such purpose out of the General Revenue Fund of the State.

Sec. 38. That a county having all or a part of its quota of the State prisoners at the State prison farm upon sixty days' notice to the Board of Commissioners of State Institutions may withdraw said prisoners from said prison farm and use or dispose of them in the same manner in which they were authorized to do under the provisions of this Act at the time for the allotment of the said State prisoners.

Sec. 39. That the Board of County Commissioners of each county using State prisoners under the provisions of this act shall by the 15th day of each and every month make a full and complete report to the Board of Commissioners of State Institutions, giving the number and the names of each State prisoner used in said county during the next preceding month, the names of any who may have died, the names of all escapes, and the names of any who may have been recaptured. If such county has received any new prisoners during the month, the said

report shall give the names of the prisoners so received and the date upon which received. Said report shall also give the names of all prisoners who have been released from prison on account of a pardon or expiration of their term during the month. Said report shall also give the names of all prison officers and guards working the prisoners in such county.

Sec. 40. That it shall be the duty of the Board of County Commissioners of every county using State prisoners, under the provisions of this Act, to cause each prisoner to be examined on receiving the same, and to ascertain and enter in a substantial book to be kept for that purpose the name, height, age, place of nativity, color, also color of hair, and eyes, length of foot, trade and occupation of each prisoner, from what county sentenced and the term of imprisonment, and to forward immediately a report covering a copy of the same to the Board of Commissioners of State Institutions, and to cause to be kept a record of the conduct of each prisoner, and make monthly reports of the conduct of each prisoner to the Board of Commissioners of State Institutions. And also shall report at the end of each month the condition of the health of each prisoner. Each county receiving prisoners shall give to the Board of Commissioners of State Institutions a receipt therefor.

Sec. 41. That any county which assumes the control of its quota of the State prisoners in accordance with the terms of this Act, is required to keep and shall have said State prisoners for at least one year, and thereafter should the Board of County Commissioners desire to return its quota of the State prisoners to the State prison farm the said Board at least ninety days prior to the date it is desired to have said prisoners taken over by the State shall so notify the Board of Commissioners of State Institutions.

Sec. 42. That all contracts made with a county for the

lease of State prisoners shall not be for a longer period than four years.

Sec. 43. That should any county fail to exercise the privilege granted by this Act of using or exchanging the quota of prisoners allotted to it, then the Board of Commissioners of State Institutions may contract and arrange for the hire of such county's quota of State prisoners to some other county, to be used in the road work. Or the said Board may, if unable to place such prisoners with another county in accordance with the tenor of this Act, place and keep such prisoners on the State prison farm.

Sec. 44. That it shall be the duty of the Board of Commissioners of State Institutions to make and execute all necessary plans concerning the allotment of prisoners to the counties, under the provisions of this Act, and to make and execute all necessary plans for the hire or exchange of prisoners between counties; or for placing prisoners not used by counties on the State prison farm.

Sec. 45. That all prisoners held, employed, and worked under the provisions of this Act shall be considered in law to be in the State prison and subject to all the pains and penalties provided for escapes and other offenses against the laws of the State. The courts in any county in which any convict shall be, shall have jurisdiction of all offenses committed by him.

Sec. 46. That any agent, prison officer, or guard having supervision over State prisoners being worked under the provisions of this Act, who shall be guilty of any cruel or inhuman treatment to any prisoner by neglect or otherwise, or shall willfully and negligently permit any prisoner to escape shall be punished by imprisonment in the State prison not exceeding ten years or by fine not exceeding five thousand dollars.

Sec. 47. That it shall be the duty of all prison officers and guards provided for in this Act to immediately arrest

any convict held under provisions of this Act, who may escape; and any such officer or guard in such case of escaped convicts may call upon the sheriff or other officer of the State or of any county or municipal corporation, or citizen, to make search and arrest such convict, and any officer or citizen refusing to assist shall be punished by imprisonment not exceeding two years or by fine not exceeding one thousand dollars.

Sec. 48. That any convict held and restrained as by this Act provided, who escapes or attempts to escape, or assaults any prison officer or guard shall be punished in addition to his former sentence by imprisonment in the State prison not exceeding three years.

Sec. 49. That the Commissioner of Agriculture may receive any prisoner who is to be restrained and used under the provisions of this Act from any sheriff at any place in Florida.

Sec. 50. That a copy of all commitments received by the Commissioner of Agriculture for prisoners received in the State prison, shall immediately upon being received by him be furnished to the Board of Commissioners of State Institutions.

Sec. 51. That any Board of County Commissioners, having under its supervision and control State prisoners, shall immediately, when an escapement is made, pay a reward of not less than \$100.00 for the capture of such escaped prisoner. Provided, that such reward shall not be paid to any prison officer or guard employed by the county, who may capture such escaped prisoner.

Sec. 52. That all law applicable to the custody, handling and care of the State prisoners, which are not in conflict with the provisions of this Act, shall remain in full force and effect.

Sec. 53. That it is the legislative intent that this Act shall be construed as directory; however, the Board of Commissioners of State Institutions are expected and di-

rected to carry out the terms of such Act in as close conformance as is practicable to the terms of the Act.

Sec. 54. That the Board of Commissioners of State Institutions shall at each session of the Legislature make a full and complete report of all of its acts hereunder.

Sec. 55. That any funds appropriated by this Act not expended within the period for which it was appropriated shall be carried forward and made available for the same purpose in succeeding periods.

Sec. 56. That this Act shall take effect immediately upon its passage and approval by the Governor.

Mr. Hudson moved that 2000 copies of today's Journal be ordered printed.

Mr. Malone moved to amend that 2500 copies be printed.

Mr. Hudson accepted the amendment and the motion was agreed to.

Mr. Hudson moved that a committee of three be appointed to report to the Senate at to-morrow's session the number of Journals that will be required to be printed daily during the session.

Which was agreed to.
The President appointed Messrs. Hudson, Igou and McCreary as said committee.

Mr. Calkins moved that the Senate do now adjourn until ten o'clock to-morrow morning.

Which was agreed to.
So the Senate stood adjourned until 10 o'clock A. M. Wednesday, April 9, 1913.

Wednesday, April 9, 1913

The Senate met pursuant to adjournment.
The President in the Chair.
The roll being called the following Senators answered to their names:
Mr. President, Senators Adkins, Blich, Brown, Cal-