

In reverent regard for the memory of this departed statesman, I direct that flags on all public buildings be placed at half-mast until after the funeral; and would suggest that the schoolhouses throughout the State display a similar token of mourning in honor of the first official head of the educational forces of Iowa.

IN TESTIMONY WHEREOF, I have hereunto set my hand  
[SEAL] and caused to be affixed the great seal of the  
State, this sixth day of October, A. D. 1899.

By the Governor:

G. L. DOBSON,

*Secretary of State.*

LESLIE M. SHAW.

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## THE GENESIS OF THE BOARD OF CONTROL.

The apparent success of the measure adopted by the Twenty-seventh General Assembly, of placing all the institutions of the State, except those which are purely educational, under the control of a single board, consisting of three members, justifies a glance at the preliminary history leading up to the establishment of this board, a measure which completely revolutionized institutional management in this State.

The mode of governing our State institutions through boards each independent of the other, and subject only to the General Assembly, prevailed from the first. Even the penitentiary at Fort Madison was at one time supervised by a board of inspectors. This board was abolished in 1860, and the management of the prison intrusted to the warden, subject to supervision by the Governor, who might remove the warden for cause, although he had nothing to do with the appointment of that officer, except in case of a vacancy.

The first thought in respect of supervision of the institutions, by other than their separate controlling bodies, was that a board should be established which should have authority to inspect at pleasure the several institutions, and supervise their management without, however, authority over them. The first step in that direction may be found in the act passed by the Fourteenth General Assembly in 1872, providing for the appointment of a committee to visit the hospitals for the insane, with power to hear complaints, administer oaths, and even to discharge employees or attendants who should be found to merit it. On this committee Governor Carpenter appointed ex-Governor Ralph P. Lowe of Keokuk, Mrs. M. A. P. Darwin of Burlington, and Dr. Luther L. Pease of Mount Vernon. It was an admirably selected committee, and its members entered upon the discharge of their duties with zeal and earnestness. The superintendent of the hospital at Mount Pleasant was very indignant because of the enactment of such a law; and, although kindly and courteously treated by the committee, he made a virulent attack on it, or, rather on

the law authorizing its work, speaking of it in his next report to the board, as an act which warranted concerning it such expressions as these quoted by him from others: "A calamity that has come to the insane of Iowa," a "most absurd and wicked law," "an absurdly ignorant and villainous enactment," "the most absurd lunacy legislation which has, perhaps, ever been heard of." These remarks (which appear to have been mainly uttered at a meeting of superintendents of hospitals for the insane), appearing in an official report addressed to himself, elicited from Governor Carpenter a criticism, or rather an excoriation, which was one of the severest any Governor of Iowa has put into an official paper. He said:

That the evils which were anticipated as an effect of this law have not followed, so far as the experiment has been tried, is proven by the fact that the percentage of cures and of cases improved in the Mount Pleasant hospital has been as large during the past two years as ever before in the history of this or other hospitals. It is not strange that a convention composed entirely of superintendents, jealous of their powers, and engaged in the innocent amusement of "mutual admiration," should have flattered the professional vanity of each other by criticising with coarse epithets a law and a legislature that constituted a tribunal with the powers and duties of this committee; but that one of these gentlemen should, months after the ebullition of the occasion might be supposed to have cooled to a better reason, introduce epithets which were thrown out in extemporaneous and self-glorifying speeches into a grave report to a legislature, is another evidence of the evil effects of many years of unrestrained power over those incapable of self-direction, even upon a cultivated mind. This committee will have proved itself of great utility if it accomplish no other good than to rid the State for the future of such arrogance.

The severity of this rebuke was intensified by the fact that it came from one of the most mild-mannered of men. As intimated, the superintendent left the State; but the statute which so aroused his ire was not sufficiently repulsive to him, although it remained entirely unchanged, to prevent his returning to the superintendency of the hospital several years afterwards, and resuming its superintendency.

In his retiring message to the Sixteenth General Assembly, Governor Carpenter, referring again to the Visiting Committee, thus commented on its work:

The committee have gone thoroughly, intelligently, and conscientiously over the ground connected with their duties, and have made a report which should be read by every citizen and thoroughly studied by every legislator. Without summarizing its facts or its arguments I refer the entire document to your careful consideration. It has cost time, thought, correspondence, and careful investigation, and should receive merited attention.

And here it is proper for me to say that in my judgment the duties of this committee, with such additional members as may be thought wise, should be widened to something in the nature of a permanent BOARD OF CHARITIES, having a limited supervision of all benevolent, reformatory, and penal institutions in the State, to include also in the scope of its duties the examination and suggestion of improvements in the jails and poor-houses of the counties. The reasons which might be adduced to enforce this suggestion are numerous and unanswerable. At present, boards of trustees of the different institutions are likely to have their judgments colored, as to the needs of the institutions they are set to supervise, by the local feeling of the town in which it may be located. But this committee, looking over the whole field, could impartially determine the relative appropriations which should be made to each. It would be a standing committee to examine and adjust any complaints of mismanagement. If our prison discipline should be advanced to conform more nearly to modern theories, this board could supervise the classification, and examine applications and recommend to the Governor fit subjects for clemency.

But I cannot enlarge upon matters which will suggest themselves to the legislator. I am led, however, to remark that the committee could consider and recommend the character, cost, and style of buildings which would be most economical and best adapted to the purposes of these several institutions. I have long entertained the opinion that unless a public building is intended for ornament as well as utility, or as a kind of memorial structure, brick buildings, plain in design, and substantial in architecture, should always be preferred to stone. They would be far cheaper, and, unless great care is taken in the selection of stone, much more enduring. I have

hinted at the possible advantages of this committee. Should these suggestions be deemed worthy of consideration the details of its organization must be matured by the General Assembly.

Thus was made the first recommendation towards a board which should have any sort of supervision over all the institutions. The plan had already been tried in some of the other states, and is believed to be yet in vogue wherever it has been adopted. The proposed board of charities was, it will be noted, to be only an advisory body, which it was expected would not only make suitable suggestions to the governing boards, but would so inform itself as to the needs of the several institutions as to be able to make intelligent recommendations to the General Assembly such as that body would be likely to heed. Senators Elias Jessup of Hardin, and John S. Woolson of Henry, each introduced bills to carry out this recommendation. These bills were consolidated into one, which passed the senate 30 to 18; but no action was taken in the house.

Governor Newbold, who acted as governor after the retirement of Governor Kirkwood to enter the U. S. Senate, made like recommendation to the Seventeenth General Assembly, as follows:

The visiting committee continues its quiet but effective supervision, and during the past year has had occasion to do important service in clearing one of the hospitals from some very unjust but widely believed charges of the gravest character, involving if true the grossest turpitude on the part of those connected with the institution. The good effect of this committee's labors, in rectifying improprieties, allaying unfounded suspicions, and inspiring deserved confidence in the management of our hospitals, induces me to recommend that its jurisdiction be extended to all the benevolent and reformatory institutions, or that a board be created for that purpose.

In January, 1878, Honorable John H. Gear became Governor. That statesman's lifetime habit of acute observation led him, after visiting some of the institutions, to believe that something more radical was needed than the creation of a new supervisory board; and it was not long before he interested the members of the General Assembly in the project. Meantime, however, a special committee had been appointed to consider Governor Newbold's recommendation, which committee, through its chairman, Hon. Gamaliel Jaqua of Tama county, presented, February 23, a bill "to create a state board of charities." On the 20th of March the bill was taken up and referred to a special committee, on which, besides Hon. Thomas Updegraff of Clayton as chairman, and Mr. Jaqua, were Hon. Norman B. Holbrook of Iowa, Hon. John H. King of Hampton, and Hon. Smith H. Mallory of Lucas. This committee on the following day reported a substitute in which were embodied the ideas of Governor Gear on the subject. It established a board of managers, consisting of three persons, to be appointed by the Governor and the Executive Council, which board were to have supervision of all the State's institutions, except the university, the penitentiaries, and the reform school. Each manager was to have a salary of \$1,500 a year, which amount the house repeatedly refused to change, although repeated attempts were made both to raise and to lower it. The bill was amended before it passed so as to place the penitentiaries under the control of the board. The bill passed the house the same day by a vote of 64 to 29. That there was no party issue raised on the bill is seen

by the manner in which the several parties divided, thus: Republicans—aye 48, no 21; Democrats—aye 15, no 6; Greenbackers—aye 1, no 2.

When the bill reached the senate, March 23, its title had been changed so as to read "A bill for an act to create a board of control for certain State institutions." It was taken up the same day. A motion by Hon. Moses A. McCoid of Jefferson county, to postpone indefinitely, was lost, 20 to 24. It was here amended by striking from the bill the provisions regarding the agricultural college and the normal school. An attempt to order the bill to a third reading immediately was defeated, the vote standing 30 to 18, not two-thirds. The bill was then ordered to a third reading "to-morrow;" but it happened that "to-morrow" was the final day for adjournment, and the bill was not reached. The vote on ordering it to a third reading may therefore be taken as a test of the strength of the bill in the senate. It was as follows:

Yeas—Delos Arnold of Marshall, Samuel L. Bestow of Lucas, Wm. W. Blackman of Mitchell, Henry C. Carr of Cedar, Daniel D. Chase of Hamilton, Henry L. Dashiell of Monroe, Stephen L. Dows of Linn, Lemuel Dwelle of Worth, Augustin W. Ford of Harrison, Eldin J. Harstshorn of Palo Alto, Alfred Hebard of Montgomery, Martin N. Johnson of Winneshiek, Samuel H. Kinne of Allamakee, Albert H. Lawrence of Plymouth, Philip W. Lewellen of Page, John L. McCormack of Marion, Gregg A. Madson of Wapello, Samuel D. Nichols of Guthrie, John Patterson of Des Moines, John J. Russell, of Greene, John T. Stoneman of Clayton, Fred Teale of Decatur, Robert C. Webb of Polk, George F. Wright of Pottawattamie, and Lafayette Young of Cass—25.

Noes—Ezekiel Clark of Johnson, William A. Foster of Scott, William H. Gallup of Story, Thomas R. Gilmore of Mahaska, William Graham of Warren, Moses M. Ham of Dubuque, Thomas Hanna of Muscatine, Merritt W. Harmon of Buchanan, Sanford Harned of Keokuk, Aaron Kimball of Howard, William Larrabee of Fayette, Moses A. McCoid of Jefferson, William A. Maginnis of Jackson, Nathaniel A. Merrell of Clinton, John Meyer of Jasper, Joshua Miller of Appanoose, John N. W. Rumble of Iowa, James M. Shelley of Lee, William Wilson of Washington, Horatio A. Wonn of Davis, and John S. Woolson, of Henry—21.

Of the yeas four, and the nays seven, were Democrats.

Thus narrowly was prevented the establishment, twenty years earlier than the final consummation, of the board of control.

In his message to the Eighteenth General Assembly, Governor Gear, recurring to the subject, said:

How best to manage educational, charitable, and penal institutions has attracted the attention and engaged the thoughts of many of the best minds and philanthropists of the day. The result has been, in most cases, to create additional supervisory boards, such as "Boards of Charities," "Commissioners," etc., all of which are expensive, and impose additional burdens on the taxpayers.

On examination of the workings of the system, I am clear in the opinion that, instead of increasing supervising boards, the best thing to do, in the interest of good government and economy, would be to reduce the number of boards.

If the eleemosynary institutions of the State were placed under one "Board of Control" consisting of three members, who should be paid a fair salary and actual traveling expenses, and be compelled to give their whole attention to the institutions,

I am satisfied, from my two years' observation and experience, that it would be found to work to the advantage of both the State and the institutions.

The Normal school should be placed in charge of the Regents of the University. The Agricultural College, being an institution of peculiar character, should be left as it is. The Reform School, being to a degree penal, should be placed under the supervision of the Executive, as are the penitentiaries. By adopting this system, there would be secured direct responsibility, simplicity of administration, and the elimination of influences which must necessarily grow up, owing to the fact that the various eleemosynary institutions are scattered around the State, instead of all being located at one place, which should have been the policy from the first. The purchase of supplies, such as fuel, groceries, etc., in large quantities by public bids, would be made at the minimum market rates; the keeping of the books of the institutions in a uniform simple manner, would work results which would in their economy save thousands of dollars annually to the State, and at the same time be beneficial to the institutions. The proposition is further commended by the additional fact that there would be but three boards with which to make settlements in place of ten which we have under the present system.

Hon. John H. King introduced in the house, in 1880, a bill for the creation of a board of control, which was reported from the committee without recommendation, and no action appears to have been taken on the measure.

Governor Sherman, who succeeded, renewed the recommendation for a board of charities, expressing himself as firmly in favor of the separate board system, but urging the establishment of what he denominated a State supervisory board, repeating the recommendation in both his messages to the General Assembly. Governor Sherman was enthusiastically in favor of this mode of supervision.

The next recommendation came from Governor Boies to the legislature of 1892, which was to the effect that a board to control all the institutions should be established, or a supervisory board with extensive powers. Two years later, he renewed the former recommendation, emphasizing it. Attempts were made in the legislature, at different times, to enact a board of control law, but the time had not come for it, nor did it come until the legislature had before it the report of the committee appointed by the Twenty-sixth General Assembly to investigate the workings of the several institutions. That report settled the matter, and the measure got a decided majority in each of the houses.

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## IOWA IN THE WAR WITH MEXICO.

The following "points of history" relating to this subject were compiled by Mr. E. L. Sabin, from the newspapers of that period on file in the Historical Department:

When, in the spring of 1846, war between the United States and Mexico broke out, Iowa Territory was on the eve of becoming a State. James Clarke was Governor.

With the beginning of war, the President was authorized by Congress to call for 50,000 volunteers. When he did this he asked for a regiment from Iowa Territory.

June 1, 1846, Governor Clarke, from the executive office at Burlington, issued a proclamation to Iowa people, stating that a regiment of volunteers was wanted. This proclamation is to be found in the papers of that pe-

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