

APPENDIX
TO
Journals of Senate and Assembly
OF THE
TWENTY-SEVENTH SESSION
OF THE
LEGISLATURE OF THE STATE OF NEVADA
1915

VOLUME I



CARSON CITY, NEVADA
STATE PRINTING OFFICE . . . JOE FARNSWORTH, SUPERINTENDENT
1915

STATE OF NEVADA

INAUGURAL MESSAGE

OF

GOV. EMMET D. BOYLE

TO THE LEGISLATURE OF 1915
(Twenty-Seventh Session)



CARSON CITY, NEVADA

STATE PRINTING OFFICE : : : JOE FARNSWORTH, SUPERINTENDENT

1915

GOVERNOR'S MESSAGE

STATE OF NEVADA,
EXECUTIVE DEPARTMENT,
CARSON CITY, January 18, 1915.

To the Honorable the Senate and Assembly:

In accordance with the provisions of the State Constitution, I have the honor to submit herewith a report of the condition of the State, together with my recommendations for such measures as appear to me necessary to the proper conduct of our affairs and to the promotion of the public welfare.

Your honorable bodies enter upon your duties at a time of industrial depression, resulting from conditions over which none of us can exercise control. The people of Nevada, while suffering to an appreciable extent from this general disturbance, are still to be congratulated on having thus far enjoyed during one of the most trying periods in the world's history, a degree of prosperity which would have been impossible in any Commonwealth not richly endowed with natural resources and not comprising a citizenship of unusual courage and energy.

In times of financial stress private business is quick to respond to a demand for retrenchment, but the same cannot always be said of public business. There will be no argument adduced in this message that the efficiency of any branch of our government, which, in the judgment of the people, is needful in our system of public service, should be impaired; but it becomes my duty to call to your attention in no uncertain terms that a general and insistent demand exists for the exercise of the same business prudence in the conduct of the State's affairs which the times demand in the conduct of the private enterprises to which the State must look for its support.

Apart from the fluctuating commercial conditions affecting our general prosperity, we must not lose sight of the fact that our problem in Nevada is peculiar. We have a State of vast area, approximately 110,000 square miles; our population is the lowest of any State in the Union and does not today exceed 90,000 people. We are a State of small and isolated communities. These conditions in themselves place an unusually heavy burden upon our taxpayers. We are entitled to enjoy all the advantages flowing from a good and modern government, and we are too progressive to accept less from our government than progressive people are demanding elsewhere. But our public servants must realize that the very nature of things here requires of them an unusual degree of consideration for those upon whom the cost of government falls.

The executive branch of the State Government is pledged to the people to exercise its best efforts in holding expenditures for state purposes to the lowest figure consistent with proper service. I entertain no fear that the Legislative Department will fail to cooperate patriotically with the Executive in the redemption of this pledge.

REORGANIZATION OF THE LEGISLATURE

The cost of each recent regular legislative session to the State has been in the neighborhood of \$70,000.

There is no question in my mind but that this session of your honorable body should be marked by a substantial reduction in this expense.

The system employed in the past of handling the clerical work of the Legislature should be abolished by immediate action of your honorable bodies on the sufficient grounds that it is obsolete, inefficient, costly, and liable to introduce dangerous errors into the laws.

The creation of a modern organization to perform the clerical work of this session, designed with the paramount idea of obtaining efficiency at the minimum cost to the State,

should be your first official act, if you are to serve your own best interests as well as the best interests of the public.

You are also respectfully urged to take positive action in reapportioning your membership to effect a substantial reduction in the number of representatives in the two houses. At the present time, Nevada has one representative in the Legislature for each 1,100 of her population, and one representative for each 300 voters (not including recently franchised women voters). This appears to me disproportionate, and it is hoped that you will patriotically undertake the task of cutting your membership in future sessions to the lowest number consistent with proper service to your constituents.

The unsatisfactory condition of the State's finances as well as the general business depression existing throughout the country demand that something more than the average consideration be given legislation at this time, and it is earnestly recommended that you confine your efforts to the passage of such laws only as are required to meet the essential needs of the State, with due regard for existing business conditions, and that this service be rendered as expeditiously as possible.

STATE FINANCES

My predecessor, in his message to the Twenty-sixth Session of your honorable bodies, called attention to the fact that, for some years prior to 1913, the State's revenues had been insufficient to meet its expenditures and that the substantial cash balance in the State Treasury on January 1, 1909, as well as the constitutional borrowing power of the State, had been exhausted. The initial report of the Nevada Tax Commission goes into additional detail in showing the specific revenue requirements of the State, and your attention is respectfully called to these documents.

In 1913 and 1914, for the first time in the recent history of the State, the actual revenues needed to meet current expenditures had to be obtained directly from current reve-

nue sources. The tax rates for 1913 and 1914 having been set at 66 cents and 60 cents on each one hundred dollars of assessed valuation, and the expenditures for the two years having been estimated at \$984,749 for 1913, and \$1,170,169 for 1914, the Tax Commission proceeded, as stated elsewhere in this report, so to equalize the assessments for the two years as to produce the moneys necessary to maintain the State's credit—raising the aggregate assessed valuation of all property to \$113,694,729.93 in 1913, and to approximately \$138,500,000 in 1914—the exact figures not being available at this time because of delayed county settlements.

The records of the Controller's department have not shown the cost of operating the State Government, even approximately. The special auditor employed annually to audit the State's accounts and the Tax Commission have, however, for 1913 and 1914 compiled figures which indicate the cost of each department, and for your information the following general figures covering each year of the last biennial period are reproduced here:

<i>Executive Department</i>	<i>1913</i>	<i>1914</i>
Elective offices.....	\$100,622.74	\$87,703.04
Appointive offices and commissions.....	116,093.71	102,208.95
Charitable and penal institutions.....	158,039.98	172,979.85
Educational institutions.....	350,469.66	415,009.78
Judicial Department ^a	78,771.84	77,095.79
Legislative Department.....	70,167.72
Miscellaneous ^b	110,583.84	288,516.38
Totals.....	\$984,749.49	\$1,143,513.79

^aIncluding District Judges' salaries.

^bIncluding the upkeep of state buildings, exposition expenditures, Nevada School of Industry, agricultural experiment farms, fairs, etc.

Under our system of handling funds in the Treasurer's office the receipts from taxation and other sources are all considered to be in the General Fund until withdrawn by warrants on special funds. For example, the Legislature appropriated \$140,000 for exposition purposes and made a special tax levy to provide this money. The money so collected actually went into the General Fund, and on the first of the year less than \$30,000 of that amount realized from

the special exposition tax levy had been paid out for the purpose for which it was collected. It appears possible that the whole amount of \$140,000 will be called for during the progress of the fairs to meet current expenses and to pay for the buildings and collecting the exhibits. The General Fund will still, therefore, have to reimburse this special fund to the extent of \$110,000, and provision for this reimbursement will have to be made in the tax levy for 1915. There are other cases similar to the one just cited.

Owing to the inadequate records of the Controller's office, much of the detail of an intelligent report on the condition of the State's finances cannot be supplied in this message, but I will later supplement the foregoing with a full statement of the financial condition of the State and a budget indicating the requirements of existing departments for the current biennial period.

A reorganization of the Controller's department is in progress and every state department has been requested to file an estimate of its requirements in full detail, which will serve as a basis for legislative action in meeting the revenue needs of the State for the next two years.

Under a system which requires us to pay from current revenues for our permanent betterments, the burden of the cost of things which will confer as great a benefit on future generations as upon the present must be borne entirely by the latter. Since our large educational trust funds can be invested in Nevada bonds to better advantage than they are now invested, we are peculiarly in a position to obtain benefits from an extension of the constitutional power of the State to bond itself, and it is to be hoped that the proposition for a constitutional amendment introduced in the Twenty-sixth Session extending our borrowing power will be submitted to the people by this session of your honorable bodies.

THE NEVADA TAX COMMISSION

The entire revenue system of the State was, by an Act of the Twenty-Sixth Session of your honorable bodies,

brought under the jurisdiction of a Tax Commission created in response to recommendations from Governor Oddie, who was quick to recognize the fact that the County Assessor system conducted without adequate state control had proven in Nevada, as elsewhere, a dismal failure. Nevada was, in fact, one of the last of the Western States to provide for centralized direction of assessment and taxation by the creation of a state commission.

The Board of Assessors, which was superseded by the Commission, provided for an annual conference between the various County Assessors and the State Board of Revenue for the purpose of fixing valuations for assessment on certain enumerated classes of property, and to agree on a state-wide policy of equalization. After several years of service this board had done nothing to correct the disparity between county assessments.

The early investigations of the Tax Commission made it plain that unfortunately situated counties were assessed, under the old system, at more than the sale-value of their property, while other counties were taxed on a valuation less than a fifth of that provided by law. Moreover, the Board of Assessors absolutely ignored the needs of the State in the matter of state revenue, and it is significant that, during its régime, the State Treasury was depleted as a result of its failure to provide an adequate assessment to produce needed state revenue by the means clearly at its disposal, and at its disposal alone.

I am convinced that no apologies are due from the Tax Commission. Unlike the similar institutions in most of the States, which were given a preliminary period for investigation, the Nevada Commission was empowered and directed to proceed at once with the business of equalizing assessments and procuring state revenue. It began these duties at a time when, as a result of imperfect estimates, the tax rate was clearly too low to meet the obligations of the State incurred by legislative appropriations, and when the bor-

rowing power of the State was exhausted by the emergency measures enacted by the Special Session of your honorable bodies in 1912.

The problem was met in 1913 by horizontal increases in assessment in those counties which were found, after such investigations as the time and money at the disposal of the Commission would allow, to be assessed at lower percentages of real value than the average for the State as a whole. In 1914 a more detailed equalization was effected, bringing about the increase necessary to produce needed state revenue and no more. Some vigorous protests at individual assessments have resulted, but my personal knowledge of the situation makes it possible for me to state, without fear of successful contradiction, that the Tax Commission has gone a long way in the journey of effecting genuine equalization in Nevada and that many of those who are protesting at alleged overassessment were conspicuously underassessed in the past and would today be evading their just share of the burden if no such Commission existed.

The State derives the bulk of its revenue from the general property tax on the aggregate assessment of all the counties. The relation of the counties to the State is precisely the same as the relation of individual taxpayers within the county to one another—what one evades the other must pay. The securing of state revenue is as vital as the securing of county revenue, and equalization between the counties is as important as equalization between individuals.

Our system, without such centralized power as the Tax Commission provides, puts a premium on low valuations and high rates, for each county knows that by keeping its assessment down and its rate high the evasion of state taxes is accomplished.

The constitutional provisions requiring the levying of the state tax rate by the Legislature in advance of the assessment, with no power vested in the executive branch to change this rate between sessions, requires that the state revenue

from taxation must be secured by the clumsy expedient of manipulating the aggregate assessed valuation. Prior to the creation of the Tax Commission the State was at the mercy of the County Assessors and County Boards of Equalization. Unable to regulate its own tax rate and without power to regulate the assessment, the old system has invited the very conditions which in the past brought the State to the verge of repudiating its business obligations.

That the evasion of taxes is morally and legally indefensible, goes without saying, but it is true that many of those, who in the past have been enabled to escape in a large measure as a result of our lax system, have come to look on this illegal privilege as a constitutional right.

The attacks to be made on the Tax Commission will come, in many instances, from those who have derived such benefits under the old order of things, and I call your attention to the fact that the motives underlying such attacks deserve your conscientious scrutiny.

NEVADA INDUSTRIAL COMMISSION

The Nevada Industrial Insurance Act is approaching the completion of its first biennial period, and the results obtained under it, experimental though the Act has been in Nevada, have justified the hopes of its most ardent supporters.

Modern legislation of this type, providing for compensation to the victims of industrial accidents, reflects the changed attitude of public opinion toward the relation of employer and employee.

Under the old system of what was termed "Employers' Liability," the question of "fault" was the basis of recovery, and recovery by the injured person was made difficult and expensive, as a result of court procedure, and often impossible as a result of court rulings out of tune with our progressive and humanitarian ideas of social relations and social justice.

Workmen's compensation legislation is predicated on the theory that industrial enterprise creates a source of danger and becomes responsible for damages resulting from that source; that risk as well as labor should be compensated, and that the industry should be made to bear its proper share of the financial burden growing out of industrial accidents, rather than permitting the full burden to be borne by the individual workman who happens to be the victim of a particular accident. Under this theory the question of "fault" is eliminated and the fact that an injury has been sustained in any employment, establishes automatically the right to compensation.

The wisdom and justice, as well as the true economy of such legislation, is so universally recognized today that argument in its favor appears unnecessary.

Experience has developed a few defects in our own law which will be called to your attention during the session in a supplementary message. In particular, I will recommend the abolition or substantial modification of the "waiting period" before compensation begins and legislation looking to the adoption of the individual merit rating system of premiums, which I believe to be the only just system of assessing the burden against the various contributors to the insurance fund.

Provision should be made for the investment of the substantial fund of the Commission, in order that it may be made to bring some return.

BUREAU OF INDUSTRY, AGRICULTURE AND IRRIGATION

This department has been in existence for nearly four years, during which time it has been subjected to severe criticism, much of which was not warranted.

Its functions have been, as enumerated by the Commissioner, Hon. Chas. A. Norcross, as follows:

1. The conduct of a bureau of information which people could apply to for data regarding the State and its resources.

2. The conduct of an advertising campaign of the State's resources and opportunities.
3. The study of agricultural and reclamation projects in the State.
4. To conduct exploration to determine the feasibility of reclaiming lands of the State by the use of underground waters; and
5. To control the selection, management, and disposal of public lands granted the State by the Federal Government under the provisions of the Carey Act.

In my judgment the State should, preferably through proper University departments, be in a position to reply to inquiries regarding our resources, but I cannot see that the necessity arises for the support of a separate publicity department at this time.

As regards advertising, a State should base its representations to those whom it invites as settlers on absolutely specific and accurate information.

Our water sources are largely unadjudicated, which acts as a bar to colonization and agricultural development, while dry-farming is still in the experimental stage. There is a constant and growing demand on the part of capital for legitimate irrigation projects, and it is my belief that the State need make no representations regarding the opportunities which it offers for reclamation enterprises while dry-farming is still too experimental here to permit the State to offer definite assurances to those whom it may invite to undertake this kind of development.

The work of the bureau acting in an advisory capacity to the farmers and stockmen of the State has been productive of real results. A number of bulletins have been issued from the department designed to assist in a better understanding of our agricultural and animal husbandry problems, and the information thus conveyed has been very generally accepted and employed. In particular the bulletins on hog-raising and dairying have been the cause of a very substantial increase in the number of farmers who are

providing means for the conversion of their crops in their own plants into marketable products. The University will, however, in future, through the operation of the Smith-Lever appropriations, carry on this work largely at Federal expense.

I am frank to say that the work of the Commissioner, Mr. Norcross, has been such as to command the admiration of every fair-minded person who has familiarized himself with it, and that, through his services, the State has enjoyed the benefits of a large experience and a brilliant mind, but I am convinced that the department should be abolished, for the time being, at least, for the reasons that, from a public standpoint, it is in advance of our information on the things that we are attempting to advertise, and that, from the standpoint of agricultural development, it will be duplicating work to be done henceforth by the University largely with Federal funds.

Provision should be made for the return of the powers conferred on the bureau in the administration of the Carey Act to the State Engineer and the Surveyor-General.

The matter of underground water investigation is one which can now, on the invitation of the Federal Government, be conducted on a cooperative basis with the national departments under the direction of the State Engineer.

CAPITOL BUILDING AND GROUNDS

The addition to the Capitol authorized by the last session of your honorable bodies has been completed, and, with the exception of the furnishing, within the appropriation made for the purpose. These wings were built from stone cut by convict labor at the Prison, and the entire job reflects great credit on the Board of Capitol Commissioners which had the work in charge, as well as upon the Warden of the penitentiary and the inmates of that institution who cut the stone.

Provision is now made for the housing of all of the state

departments, which have heretofore occupied outside quarters, in the Capitol building.

Estimates of the cost of certain furnishings which are still needed will be supplied later, and appropriations to cover the purchase of this equipment should be made. The saving in rental paid by the State for outside offices represents a very fair rate of interest on the investment made in the enlargement of the Capitol building. The housing of all the departments in the building should result in increased efficiency, and will undoubtedly result in greatly increased convenience, both from the standpoints of the state officials and the public.

As a result of the building operations the Capitol grounds are in exceedingly bad repair, and a plan will be submitted during the session for the restoration of these grounds to their former, or an improved, condition. The work of reconstructing the grounds can, in my judgment, be done by prison labor within the limit of expense which the State should incur at this time for work of this character.

THE UNIVERSITY OF NEVADA

Dr. Joseph Edward Stubbs, who served for nearly twenty years as President of the University, died on May 27, 1914. The University today stands as a fitting monument to his distinguished services to the State.

On September 8 the Board of Regents appointed as his successor Archer Wilmot Hendrick, who comes to Nevada with a record of exceptional administrative achievement in other educational fields.

The institution is today enjoying the most prosperous period in its history. The enrollment for the first semester of 1915 is 343—an increase of 17 per cent over the enrollment for the preceding year—and we can justly claim that the University of Nevada is on a par with the leading universities of the West. This condition has been made possible only by the unfailing liberality of the State itself in conjunction

with substantial endowments made by the Federal Government and the generous benefactions of Clarence Hungerford Mackay and his mother, Mrs. John W. Mackay. The latest endowment from the National Government is provided for in what is known as the Smith-Lever Bill, which carries with it an annual appropriation of \$10,000 to conduct certain agricultural extension work. This Act supplies the means for conveying the results of scientific investigation in the fields of agriculture and animal husbandry directly to the people of the State by practical demonstration work. However, to obtain the full benefits of this extension work, the Smith-Lever Act provides for the annual payment to the State of additional sums prorated to the various States on the basis of rural population and on the condition that, after assenting through its Legislature to the acceptance of the money under the terms of the Act, each State shall appropriate a sum equal to the said additional sums supplied by the Government. This will entail upon you the acceptance of the provisions of the Smith-Lever Act and the appropriation of \$4,587 for the current biennial period.

The budget of the University is still to be supplied, but it is recommended that a special millage tax levy sufficient to provide necessary revenue for the institution be made again at this session of your honorable bodies.

The administration of various public-service departments of the State is added by statute to the duties of the Regents. It appears that the best interests of the State can be served by consolidating these various department into one public-service department with a single appropriation for its support, and by delegating to the Regents and the President of the University the duties of its administration.

There is pending in Congress at the present time a bill providing for national aid in vocational training to be administered by the state universities, and it is probable that, from time to time, Congress will pass measures of this

nature. Under the present arrangement there is no definite authority delegated to any particular state official or department to receive such Federal assistance. It appears proper that the Board of Regents should be designated as the proper state department to receive such Federal moneys as may have been appropriated in the past, or which may be appropriated in the future.

The State is the custodian of certain trust funds created by the sale of land grants made by the National Government for the benefit of the University. The acceptance of these Federal gifts was assented to by the State on certain specific terms. A substantial reason exists for the belief that these terms have not been complied with by the State and that, perhaps, as a result of loose accounting methods, the trust funds themselves have been impaired. This is a proper subject for investigation and regulation by your honorable bodies.

No recommendations for other appropriations for specific purposes in connection with the University will be made at this time, the right being reserved to call your attention to the views of the Executive on the subject during the session.

NEVADA STATE PRISON

The report of the Warden shows that the penitentiary has been conducted during the past biennial period in a manner that leaves nothing to be desired.

There is, however, an urgent need for additional cell room, if not a complete change in the manner of quartering all prisoners.

In line with the modern theory that our penal institutions should have as their first and most important object the reformation of those confined within them, Nevada must ultimately provide for the classification and for the proper sanitary housing of her prisoners.

Our present equipment requires that two or more prisoners be confined in a cell. The cells themselves as well as the

general surroundings are not designed with any idea of sanitation, and despite the best efforts of the prison management proper classification is impossible.

While the Warden in his report, to which you are referred, calls attention to the immediate demand for additional cell room, I am personally of the opinion that the State is confronted with a crying need for a modern prison, either at the present site or preferably at the Prison Farm which ultimately should employ a large percentage of our convicts, and it is my belief that no more patchwork additions to our present plant are to be recommended, and that whatever is done now must be designed to dovetail into the general scheme of such a modern penitentiary as the State must ultimately construct.

The large irregular quarry-yard of the present plant is difficult and expensive to guard as compared with the cost of guarding a rectangular wall-enclosed yard, and the total absence of scientific design in the prison buildings results in the necessary employment of a larger inside force than is usual in such institutions. In fact, taking the Utah State Prison (a model institution) as a basis of comparison, a modern penitentiary can be conducted at a saving in guard expense alone which will amount annually to a sum equivalent to 6 per cent interest on \$150,000.

I do not advocate a large appropriation for new construction at this time, but it is my belief that a definite building program should be adopted, looking to the ultimate construction of a proper penitentiary, and that our convicts not otherwise employed should be put to work at once in getting out and preparing the stone necessary for the new structure. A nominal appropriation for supervision will thus enable the State to keep its convicts employed beneficially on this work for the next two years.

Attention is called to that portion of the Warden's report which refers to road work. While the exceedingly high cost of our convict-built roads in Nevada may have resulted in

part from poor management, the cost item alone is not the only argument against the system as applied to Nevada conditions. We have only a limited number of convicts who could be worked without a strong guard on public highways where they are subjected to unusual temptations to escape. We have thousands of miles of road needing attention in this State and a proper distribution of the benefits growing out of the use of the prison road-gang between communities entitled to enjoy them appears to me a hopeless task. A trans-state highway, constructed by prison labor at the same rate and cost as the highways already constructed in this manner, would take about one hundred and twenty years to complete and would cost upward of three and one-half million dollars. It is not contended that the work would actually proceed on such a project as it has proceeded on the experimental roads thus far constructed, but the figures given are illuminating.

The Prison Farm is rapidly being brought to a condition where it will contribute largely to the support of the institution. Experimentation with various crops to discover the type of culture which will employ the most men, while producing the greatest commercial yield, should be provided for. The great amount of hand labor at the disposal of the State on this farm should make it possible to utilize some intensive form of cultivation which would bring handsome returns.

THE STATE ENGINEER AND THE WATER LAW

Nevada in 1903 enacted an irrigation code providing for the expeditious determination of the priorities and extents of the various rights to the use of the waters from her natural sources. The original law, which was in harmony with the principles of water appropriation and regulation adopted by the State at the outset, was found, after several years' experience, to be too general in its provisions and

perhaps subject to constitutional attack. The Twenty-fifth and Twenty-sixth Sessions of your honorable bodies directed their attentions to the passage of measures designed to correct the defects of the old law. In 1913 a comprehensive water law was placed upon the statutes, which was during the past year brought into the Supreme Court by the action of water users dissatisfied with its operation. While no two of the Supreme Justices appear to have taken precisely the same view of the constitutionality of the Act, it is clearly the opinion of one member of the court that the law delegates unconstitutional power to the State Engineer, while a second Justice holds that such an adjudication as the law provides has no finality.

I consider the law to be unsatisfactory in its present shape, and will submit later definite recommendations growing out of investigations now under way for amendments to the present law, or for a new water law calculated to cure the defects in the code now on the statutes.

Every day that the work of adjudicating our water rights is delayed increases the difficulty of the problem, and, if we are at all concerned with the agricultural development of our State, we should address ourselves whole-heartedly to the correction of the evils which are acting as an effective bar to genuine progress in the economical utilization of the most valuable of our natural resources. It is safe to say that no one should be invited to settle on any of our unadjudicated streams, for the new appropriator can be given no guaranties from the State regarding the validity of his title to the use of water; on the contrary, he is almost sure to be enjoined if he attempts to extend the irrigated area of the State. The colonization of our large ranches, the process to which the State must look for its ultimate agricultural population, is impeded by the unsatisfactory water titles which such ranch owners can convey. The urgency of this matter should not be overlooked.

PANAMA-PACIFIC INTERNATIONAL AND PANAMA-CALIFORNIA EXPOSITIONS

As provided in the 1913 Statutes, the Board of Directors and the Commission have proceeded with the preparation for a Nevada exhibit at each of the California expositions. Building sites were procured at San Francisco and San Diego, and contracts for appropriate state buildings were let. The San Diego building is ready for acceptance by the State, and the San Francisco building should be completed by February 1 of this year.

The exhibits have been collected and are now being installed in the state building at San Diego and in the various exhibit palaces at San Francisco.

It is believed that Nevada will make a very creditable showing at both expositions, and the State will doubtless derive substantial benefits from the opportunity thus afforded to advertise its resources and products.

It is hoped that by judicious management the entire appropriation of \$140,000 made for this purpose will not be entirely consumed.

STATE BOARD OF CHARITIES AND CORRECTIONS

The system now employed in Nevada under which the control of the different charitable and penal institutions of the State is vested in various ex officio boards is not productive of the highest efficiency in the conduct of the state institutions. Frequent changes in the management of all such institutions with changes in the political complexion of the administration, the rewarding of political workers by appointments to positions under ex officio elective boards, and the not infrequent disorganization of the whole executive department resulting from this condition, are a few of the objections to the present arrangement.

The work of caring for our defectives and unfortunates should be, in my judgment, as well as in the judgment of my predecessor, Governor Oddie, who made this same recommendation to the Twenty-sixth Session of your honorable

bodies, delegated to a nonpartisan board to act without compensation, and the Nevada Hospital for Mental Diseases, the Orphans' Home, the Industrial Home at Elko, and, if possible, the State Prison, should be put under the control of such a board.

I am convinced that a marked increase in efficiency, together with a genuine saving to the State, would result from the creation of a Board of Charities and Corrections.

SETTLEMENT OF INDUSTRIAL DISPUTES

It should be the duty of the State to address itself seriously to the question of averting, by every legitimate means at its disposal, the ruinous consequences of strikes and lockouts. To this end you will be asked to consider, during the session, legislation patterned after the Canadian law, known there as "The Conciliation Act," the operation of which has practically eliminated strikes and lockouts in the Dominion. Nevada has enjoyed an era of unusual industrial peace, but the adoption of adequate safeguards for the future is a proper subject for consideration now, however remote trouble of this character may appear. There may be serious constitutional objections to be overcome in the adoption of this idea, but intelligent and serious consideration of the subject can do no harm.

NEPOTISM

The practice of the employment by public officials of close relatives has become repugnant to the people.

Our state officials are now adequately paid for the services that are demanded of them, and in the interest of good government it is urged that you place upon the statutes a law forbidding the employment by state and county officers of their close relatives.

PURCHASING AGENT

The annual expense to the State for supplies for its various departments and institutions is sufficiently great to justify the employment of a purchasing agent.

At the present time each department makes its own purchases, and there is ample proof that ordinary business prudence is not used in the State's contracts for supplies.

The Board of Examiners monthly passes on upwards of one thousand claims against the State, and, since the responsibility of determining the validity of these claims rests with the board, it appears proper that the board should have control of the purchases of materials at least. It is therefore recommended that the office of State Purchasing Agent be created, and that such agent be made an appointee of the State Board of Examiners.

CENTRAL CLERICAL DEPARTMENT

Nearly every department in the State Government is today provided by law with certain clerical help. In a few conspicuous instances the assistance allowed by law is inadequate, but in the majority of cases the departments are overmanned with clerks and stenographers.

It is suggested that all such positions provided for in the statutes should be abolished and that a Central Clerical Department be created with an appropriation sufficient to enable it to perform all the clerical work in the building.

It is easily demonstrable that this arrangement will result in increased efficiency and substantial economy.

SCALP BOUNTIES

There is good reason existing for the belief that the laws of the State providing for the payment of bounties for the extermination of wild and obnoxious animals have been and are being abused, and that this abuse is made possible by the lack of uniformity in the laws of our own and our neighboring States.

I suggest that your honorable bodies take steps to bring about immediate negotiations with those adjoining States whose Legislatures are now in session, or about to be convened, looking to the enactment of a uniform bounty law which should have the effect of stopping an illegal traffic.

THE SHORT BALLOT

It has been apparent for some time that our system of state government is cumbersome, expensive, and inefficient. Patterned as it is after the scheme peculiar to our State Governments throughout the Union, it is interesting to note that a nation-wide movement is on foot, sponsored by the leading students of political science, including President Wilson and ex-Presidents Taft and Roosevelt, in the interest of what is known as the "Short Ballot."

Under this system the Governor and one other state officer, qualified to succeed him, would be elected. The subordinate executive offices would be filled by appointment.

In a few words, the short ballot means simply the adoption of the system employed in the National Government where the people select the President, who in turn appoints men especially selected because of fitness as the members of his cabinet and the heads of the coordinated branches of the Government.

The absolute fixing of responsibility on an individual rather than the distribution of this responsibility over a number of independent departments will unquestionably result in genuine efficiency. At present we have a headless organization made up of departments which do or do not cooperate in the general plan of government, as they see fit.

The electorate may be the proper judge of the character, general ability, and integrity of men, but experience has shown that it is not qualified or prepared under our political system to pass on the individual technical qualifications of numerous candidates for public office. It is apparent to any one who carefully investigates the matter that the centralization of authority in a man who would be, because of the importance and responsibility of his position, selected with more care than is now given to the selection of a Governor, and who would be solely and directly answerable to the people for all the acts of the Executive Department and subject to the recall, should result in an approach to a more

ideal and responsive government, as well as a less expensive government, than we can now possibly obtain under our existing plan.

Provision can and should be made for a bipartisan cabinet to prevent the building of a political machine should the short ballot be adopted, and it should be understood that no officer now in service could come under its provisions before the general election of 1918.

THE APPOINTIVE JUDICIARY

A constitutional amendment providing for an appointive judiciary, subject to ratification by the people and to the recall, would, in my judgment, meet the views of a majority of our people.

SUPERINTENDENT OF DOCUMENTS

The State Printing Office is itself a model institution, but the facilities which it affords the other state departments have opened an avenue for the abuse of the service which it has to give.

We are annually publishing tons of matter for free distribution which is promptly consigned to the waste basket by those to whom it is sent.

A partial remedy is at the disposal of the Board of Examiners, which may approve or disapprove of all matter sent to the State Printer, but substantial economy can be effected by delegating to some one department the work of distributing state literature.

It is therefore recommended that the State Printer be made ex officio Superintendent of Documents without additional compensation, his duties being extended to include the storage and distribution of all matter prepared in his department.

THE BUDGET SYSTEM

The Budget System contemplates that the Executive Department shall compile biennially in advance of the meet-

ing of the Legislature a definite and well-considered estimate of the cost of conducting each and every department of the State Government for the following two-year period.

This plan has been adopted by a number of States, and has, as far as I am informed, resulted in economy.

Legislation looking to the establishment here of a budget system is recommended.

CONCLUSION

It has not been deemed necessary to include in this message specific reference to many of the state departments, all of which have submitted detailed reports to which you are respectfully referred.

The right is reserved to supplement this message with further communications to your honorable bodies during the session, and I trust that you will accept my sincere offer here made to cooperate heartily with you in all matters calculated to promote the public welfare.

In conclusion, I extend my best wishes for a legislative session which will reflect the greatest credit on yourselves, and upon the people whose fair name, happiness, and material prosperity can be seriously affected by the official acts of those of us who have been chosen to represent them.

EMMET D. BOYLE,

Governor.