# MICKEY'S MESSAGE

Legislature Listens to Its Reading Thursday

URGES PROPER ECONOMY

Favors Retention of Supreme Court Commission and Believes a Board of Pardons Necessary-Views in Regard to Taxation

# WHAT GOV. MICKEY SAYS IN HIS MESSAGE.

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Harmony, full and complete. should exist between the executive and the legislature. There should be "strict econ-

omy without parsimony."
We should seek Divine guidance in the affairs of state.

The increase in public debt is caused by undervaluation by the assessors. The law should be changed so that all forms of real and personal property must be listed.

An experimental farm should be established in Western Nebraska. The supreme court commission should not be abolished. Six of the nine members should be re-

A board of pardons should be established. Educational institutions should receive generous treatment.

Oli should be carefully inspected.

An adequate appropriation
should be made for the St. Louis

exposition. The unf The unfinished portions of the penitentiary should be completed. The Norfolk asylum should be

The scope of the pure food law should be broadened.

A state accountant should be employed to scrutinize and verify accounts of state officers.

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In his message to the legislature to day, John H. Mickey, the new governor of Nebraska, says:

To the Members of the Senate and House of the Twenty-eighth Legislative Assembly of the State of Nebraska—In assuming the office of chief executive of the great state of Nebraska I am profoundly conscious of the responsibility resting upon me and of the magnitude of the undertaking. With me this is a time for every serious thought. The acts of my administration will have more or less effect upon the interests of every citizen, and the possibilities of doing good stand out before me in such prominence that I trust my mental perception may never be diverted therefrom. As between the executive and your honor-To the Members of the Senate and may never be diverted therefrom. As between the executive and your honorable body, concurrent branches of our state government, there ought to be, and state government, there ought to be, and I have confidence to believe there will be, a perfect harmony in our mutual relations. You are the law making body and your presence here is proof of the fact that you are leaders of thought and controllers of events in your respective districts. Much, therefore, will depend upon you, not only in the enactment of wise legislation but in co-operating with me in the enforcement of the same, to the end that the law may be respected and the interests of the people best conserved. Our responsibilities are mutual and there should be no disposition to shirk on the part of either of us. While we are not all of the same political faith believe we are all patriots and from our several view points are honestly looking toward the accomplishemnt of the greatest good to the greatest number. In the work that is before us we should rise above the exercise of mere partisan spirit and occupy a plane of broad toleration and charity. My ambition is to be the and charity. My ambition is to be the governor of all the people, regardless of party, and to merit their confidence.

#### GOD AND AFFAIRS OF STATE. Preface to the Recommendations is on Character of Legislation.

The necessity for safe-guarding the public purse has been pertinently called to your attention in the message of my predecessor. Very many matters pertaining to the public good will be brought taining to the public good will be brought to your notice, a large portion of them contemplating more or less of expense. In the consideration of all these questions your motto should be "strict economy without parsimony." The state should be too wise to be lavish and too just to be penurious. We should remember, too, that we are builders for the future.

Our acts are not confined alone to the

Our acts are not confined alone to the present but like the concentric circles formed when a pebble is dropped into the formed when a pebble is dropped into the water they extend on and on in their influence and effects. Legislation, therefore, should be of that broad, unselfish character which looks past the present into the future, and contemplates coming as well as immediate necessities. It is a great responsibility to be permitted to have a prominent part in the development of a young and progressive state, so rich in resources and bright with promise as is Nebraska, and I trust that this thought may be ever present in your

his thought may be ever present in your work.

Above all we should seek Divine guidance. God controls the affairs of states and nations, just as he does of individuals, and no people can permanently prosper who are not submissive to His will. It is therefore important that in all our deliberations we should be led by Him, for in such leadership there is the most perfect liberty, begetting a charity which in itself is the fulfillment of all law. I sincerely hope that this legislature will achieve distinction for the wisdom of its acts and for the harmony and fraternal spirit which shall characterize all its deliberations. I especially challenge your attention to a few matters of public policy.

### FRANCHISE ASSESSMENTS.

Floating Debt Existing Due to Under valuation by Board of Equalization.

rioating Debt Existing Due to Undervaluation by Board of Equalization.

The question of revenue is one which virtually concerns every interest in the state and always presents troublesome phases. At present the floating indebtedness of the commonwealth is largely in excess of the amount permitted under the constitution and is rapidly increasing. There is no defensible reason for the existence of such a condition. It is largely due to the prevalent and permicious practice of undervaluing all forms of property and franchises which enter into the makeup of the assessors' schedules, the result being that the grand assessment roll is merely a financial shadow of the tangible resources and wealth which it is intended to represent. With a statutory limitation on the number of mills that can be levied, the amount of revenue derived from any given assessment is far below the amount absolutely required to meet running expenses. Another important contributory cause to the increasing indebtedness is the further fact that many county treasurers are exceedingly lax in the matter of tax collection. Large sums are allowed to encumber the books year after year on which collection ought to be forced and the proceeds turned into the public treasury for the general good. At the present time the delinquent taxes owed to the state are approximately \$2,400,000. Of this enormous amount only a small per cent, outside of the taxes of 1901 and to the state are approximately \$2,400,000. Of this enormous amount only a small per cent, outside of the taxes of 1901 and 1902, is now collectible though it is frequently quoted as an available asset for the extinguishment of debt. These conditions are unsatisfactory and should be relieved. It is apparent that the state cannot ignore its obligations. Its educational, philanthropic and corrective institutions must not be impaired in their usefulness and the spirit of the constitution must be respected in its limitation of indebtedness. To harmonize these divergent necessities is the task devolv-ing upon your honorable body.

As a first step it seems to me that the assessment roll should be increased to the proportions contemplated for it by law. ection 1, article 9 of the constitution makes it obligatory on the legislature to "provide such revenue as may be needful, by levying a tax by valuation, so that every person and corporation shall pay a tax in proportion to the value of his, her or its property and franchises the value to be ascertained in such manner as the legislature shall direct." etc.

his, her or its property and franchises the value to be ascertained in such manner as the legislature shall direct," etc. The legislature has declared that all personal and real property shall be valued at its fair cash value and the plain intention of the statutes is to impose upon every person connected with the assessment the duty of enforcing that idea.

I recommend that existing laws be corrected so as to insure that all forms of real and personal property will be listed at full valuation for purposes of taxation; also that the laws governing the collection of taxes be made more stringent and effective. I further recommend that the duties of the state board of equalization be broadened so that it shall have ample power to raise or lower assessments for state purposes in harmony with the full valuation plan, and that county boards be given such additional authority as may be needed in order to carry out the same idea.

It is important that these matters resive your immediate attention that the

It is important that these matters re-ceive your immediate attention that the resultant laws may be operative for the

#### NEW EXPERIMENTAL FARMS.

Station in Western Nebraska and its

Advantages. Nebraska is distinctively an agricul-Nebraska is distinctively an agricultural and live stock producing state. These two industries, with horticulture, are the basis of the major part of the prosperity enjoyed by our people. Whatever tends to promote these interests increases the general weal in the same ratio. In wise recognition of these facts the state has long since established an experimental farm near Lincoln in connection with the state university, where careful and elaborate tests are made in the production of grains, grasses and

nection with the state university, where careful and elaborate tests are made in the production of grains, grasses and forage plants under varying conditions, where the several kinds of live stock which add wealth to the farm are kept for purposes of experimentation, where horticulture is systematically promoted, and from which is disseminated from time to time facts and data relative to the work accomplished.

As has been stated, the experimental farm is located near Lincoln, in the humid part of the state, where the climatic conditions are very different from those which prevail farther west in the arid and semi-arid portions of the commonwealth. The conditions there, in my judgment, demand the establishment of an experimental farm, also in connection with the state university and under the management of the board of regents, which shall give special attention to tests in agriculture, stock raising and horticulture, under the peculiarities of soil and climate there prevailing. Such an institution would give an impetus to the rural interests of that part of the state and would prove an important factor in the more thorough development of a and would prove an important factor in the more thorough development of a section which is sometimes regarded as being handicapped by nature but which is rich in natural resources if agricul-tural energy is directed along proper

Our congressional delegation has received assurance from the general government that it will gladly co-operate in the work, in connection with its irrigation and reclamation plans, and if Nebraska takes the initiative it is probable that our station will become the seat of the government's tests and experiments conducted in behalf of the other states in this same region. I therefore recommend that the legislature make an appropriation for the purchase, equipment and maintenance of a farm at some suitable point in the west part of the state, to be under the control of the state university and known as an ad-Our congressional delegation has reuniversity and known as an adjunct of the same, for the purposes men-tioned.

### SUPREME COURT COMMISSION.

Recommends That the Existing Body be Continued.

Your attention is urgently called to the necessity of providing for the con-tinuation of the supreme court commis-sion. The present commission has per-formed commendable service and reduced the volume of litigation for years pendie of litigation for y ing in the supreme court. While the number of commissioners might be decreased. I am firmly of the opinion that the number should not be less than six, considering the rights of litigants and the Imperative demand of the people that every case should receive fair and full consideration.

I therefore recommend the enactment of a law similar to the one passed by the last legislature creating the present commission, so modified as to provide for six instead of nine commissioners.

### A BOARD OF PARDONS.

One is Necessary to Consider Worth of Applications.

While I have no disposition to shrink from the constitutional and statutory re-sponsibility imposed on the chief execusponsibility imposed on the chief executive in the matter of exercising elemency
toward inmates of the penitentiary, yet
I believe that the public good would be
greatly enhanced by the creation of an
advisory board of pardons to which
should be referred all applications for
relief from punishment ror penal offenses
and matters pertaining thereto.

Such board should be authorized to
hear and weigh all evidence on which
the application for pardon is predicated
and within a reasonable time to report

and within a reasonable time to report its findings to the governor with a recom-mendation for or against the exercise of executive elemency, as each individual case may seem to require. I therefore recommend that such a board of pardons be created, the details to be arranged by your honorable body.

### LIBERAL TO FREE EDUCATION.

Institutions of the State Commended to Best Consideration. Best Consideration.

The people of Nebraska are justly proud of their educational institutions. The foundations of these interests have been laid broad and deep and may be properly regarded as the corner stones of that degree of eminence and distinction which the state now enjoys. No other part of our country is blessed with so small a per cent of filiteracy or has so much to show, in proportion to population, in the way of good school buildings, fine equipments and specially fitted instructors. At the head of these interests stands the state university with its numerous departments, closely seconded by the state normal.

The institutions have done, and are doing, for the state a work greater than

ing, for the state a work greater than can be estimated, the influence of which will be felt throughout all time. These interests should receive the careful at-tention of your body and such appropria-tions should be made as will insure the continuance of their beneficent work on a scale commensurate with the state's

## CONSTITUTIONAL AMENDMENTS.

An Amendment to Section I, Article XV, is Advocated.

During recent years a number of attempts have been made to secure needed changes in the organic law of the state by submission to the voters of proposed amendments to the constitution. Under the constitutional provisions all proposed amendments must be submitted at the general election at which members of the legislature are voted for.

By the present law such proposed amendments, in abridged form, are made a part of the regular ballot and a majority of all votes cast must be recorded affirmatively for each proposition before it can be adopted. In the greater interest attaching to the election of candidates the voters lose sight of the importance of constitutional changes and a majority of them fail to vote on the propositions submitted. As each fallure to vote is in effect a negative vote on the question, or questions, it becomes more and more necessary that a state accountant should be provided as an adjunct of the board of mublic lands and buildings, whose duty it shall be to scrutinize and verify the accounts of the various state officers and state institutions, and who shall have authority over the books and records of said institutions with a view to reducing them to a uniform system. Believing that such an officer would render valuable service to the state and would serve as a check on extravagance in the conduct of state affairs, I recommend that the petition be created.

These are the more important points of desired legislation that suggest them to vote is in effect a negative vote on the propositions, or questions, it becomes more and more necessary that a state accountant should be business it becomes more and more necessary that a state accountant should be business it becomes more and more necessary that a state accountant should be state business.

With the State Board.

With the gradual increase of state business it becomes more and more necessary that a state accountant should be accounts of the various state officers and state institutions with a view to reducing them to a uniform system. Beli

As a correction of this difficulty and a means of securing the needed consti-tutional modifications I recommend that your body propose an amendment to section 1 of article 15 of the constitution which will provide that amendments to which will provide that amendments to the constitution may be submitted to the electors for approval or rejection at a general or special election, and I fur-ther suggest that the present election law be so changed as to authorize a separate ballot for the submission of such questions.

### CONDITIONS AT PENITENTIARY.

Money Needed For Reconstruction and

Money Needed For Reconstruction and Enlargement.

By reason of the failure of the last legislature to make a sufficiently large appropriation the rebuilding of the center and west wing of the penitentiary, destroyed by fire two years ago, is not yet completed. The stone is practically all laid but the interior cannot be finished and made ready for occupancy until another appropriation becomes available. To this duty I trust you will give early attention. It is also absolutely imperative that the west wing be equipper with from fifty to seventy-five new steel cells, the present cell room being entirely inadequate to the needs of the institution.

At this time three convicts are compelled to bunk in one small room, the capacity of which is scarcely equal to the proper accommodation of two. The result is that these unfortunates are crowded together in an almost barbarous manner and in violation of the promptings of humane reason and the laws of health. This condition is in no sense a reflection on the management of the penitentiary but is unavoidable on account of the lack of room. I recommend that sufficient appropriations be made, both for the completion of that part of the penitentiary which is now in process of construction and for the addition of new cells as suggested. cells as suggested.

#### POOR QUALITY OF OIL.

More Careful Inspection of the Shipments is Necessary.

is Necessary.

For some time there has been very general complaint of the quality of oil which is shipped into rebraska for illuminating purposes. The trouble seems to be that it is not properly freed from its natural impurities, or, in other words, that it is not sufficiently refined. Our present inspection law, adequate so far as the points covered by it are concerned, was intended to protect the public from the use of illuminating oil which might volatilize at so low a temperature as to occasion the danger of explosion. It does not provide for a test of these impurities which measure and weigh, and the presence of which detract materially from the illuminating power of the oil with which they are compounded. I recommend that the oil inspection law be so amended as to include a test for impurities and that a standard of purity be established.

#### ST. LOUIS EXPOSITION.

Proper Representation For Nebraska

Proper Representation For Nebraska Desired.

During the year 1904 the Louisiana Purchase Exposition will be held in the city of St. Louis. It is estimated that not less than 30 million dollars will be expended on this enterprise. The general government and a number of the states have already given it substential recognition, and the other states will undoubtedly do so as their respective legislatures assemble. Nebraska should have a part in this grand display or the world's resources, and especially so as the event is intended to commemorate the acquisition of the most important territory ever added to the national domaine, a territory from which the state territory ever added to the national do-maine, a territory from which the state was carved and of which it is the brightest fewel. Your body should make a liberal appropriation for the proper rep-resentation of Nebraska at this exposi-tion, subject to such restrictions and de-tails of expenditure as prudence may suggest.

#### PURE FOOD COMMISSION.

thensive Operations Are Necessary.

The food commission law should be made more comprehensive. At present its operations are confined to dairy, cider and vinegar products, and while the commission having charge of the department has done excellent service in its limited exhaust has done excellent service in its limited sphere it is evident that a broadening of the enactment would be of corresponding benefit. The public health is largely dependent on the character of food products and certainly it is fitting that a matter so intimately connected with the very existence of our people should be regulated by proper legislation.

The scope of the present law should The scope of the present law should be broadened so as to include the regulation and control of food products for the use of man. Such products should be placed on the market strictly on their months and described in the strictly on their months. merits and deception as to purity and quality should be made a penal offense. The present fee and permit system should be paid from the general fund and a direct appropriation should be made for

# NORFOLK SHOULD RETAIN ASYLUM.

Mickey Thinks Conditions Favor Reconstruction.

In September, 1901, the main building of the asylum for the insane, at Norfolk. of the asylum for the insane, at Norfolk, was partially destroyed by fire and rendered unfit for further use. At that time the institution was caring for about three hundred inmates. These were afterwards divided between the similar institutions owned by the state at Lincoln and Hastings and were there given the care and attention which their cases demanded, as well as could be done under the crowded conditions thus imposed. Since then an annex has been built to the institution at Hastings, affording ad-Since then an annex has been built to the institution at Hastings, affording additional accommodations which have temporarily relieved the embarrassment. It is possible that for a short time the state could continue to care for its unfortunates at the two institutions named, but it should be borne in mind that the Lincoln hospital is now charged with thirty more than its capacity will justify while the asylum at Hastings has its normal capacity filled. It is evident, therefore, that prompt and decisive action should be taken in order to avoid the necessity of caring for these sufferers in any other way than in a well ers in any other way than in a well equipped hospital. The state now has at Norfolk an investment of about \$95,000 at Norfolk an investment of about \$95,000 in the way of land, uninjured buildings and equipments, exclusive of the partial ruins of the main building which also represent a considerable money value. In view of this investment, of the growing needs of the state proportionate to the growth in population and the corresponding increase of dementia and as a matter of convenience to the North Platte country, it seems to me that the institution at Norfolk should be rehabilitated and I recommend a reasonable apinstitution at Norfolk should be rehabilitated and I recommend a reasonable appropriation for that purpose. I further advise that this, and all other buildings authorized by your body, be made as nearly fire proof as possible, to the end that danger to human life and of the destruction of property on account of fire be reduced to the minimum.

## TO HANDLE STATE ACCOUNTS.

An Office Should be Created to Assist the State Board.

# HIS PARTING WORD

Recommendations of Retiring Governor Savage

of State Institutions Advocated-Would Lengthen Terms of Legislators and Abolish Unnecessary State Offices-A Plea for Economy

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#### WHAT GOV. SAVAGE RECOMMENDS.

Governor Savage declares that the provision of the constitution regarding the investment of trust funds is antiquated. He urges that some amendment be devised to remedy the defect and allow the state treasurer to invest in state, county and foreign bonds as may make safe profitable investments.

Strict and rigid economy is the keynote of the whole message. The governor denounces unnecessary jobs and all attempts at party spollation. He maintains that the money of the people should be wisely and judiciously spent and urges a careful investment of all

the money of the people.
Governor Savage gives a detailed account of the loss of the Norfolk asylum by fire. He urges that all buildings erected by the state be built of fireproof ma-

service corporations should not be allowed municipal franchises. Competition should everywhere govern the operations of such concerns. Public owner-ship, he opposes. The people ship, he opposes, the people should receive compensation for the use of public streets by corporations. He advises the elimination of all municipal franchises.

Ten thousand dollars was the sum appropriated for the Pan-American exposition. Of this American exposition. Of this \$1.785.41 remains unexpended.
Nebraska should take a leading part in the Louisiana Purchase Exposition. For this purpose a sum of not less than \$75,000 should be appropriated.

be appropriated.

Additional facilities should be placed at the disposal of teachers to get professional training.

No teacher should be eligible who

No teacher should be eligible who has not attended a normal school for at least one year.

An appropriation should be made for buildings at Peru.

A normal school should be located in west Nebraska.

The state university is the "capsheaf" of the educational system of the state. The administration of Chancellor Andrews has been efficient.

efficient.

There should be a rigid inspection of foods. The pure food law should be amended so that it will include all food products.

Kerosene should be closely inspected and impure oils excluded from the markets. Gasoline should also be tested.

Geological surveyors should be efficient.

Geological surveyors should be empowered to enter any lands where their presence does not cause damage to owners or interfere with private rights. The state should take a leading part in promoting irrigation and remedying defects in the pres-

nt system. Action should be taken to form Action should be taken to form a boundary commission to adjust and prevent disputes arising from the vagaries of the Missouri river. Nebraska has need of a strong and well equipped national guard. The service is at present inadequate to the demand.

The supreme court commission should be abolished and some action taken for a revision of the organic law in order to increase the number of judges.

number of judges.

Retrenchment is advisable in regard to district judges. In some sections the litigation does not demand that the present number of judges be retained. The revenue laws must amended in order to overce some of the "gross abuses" of laws must be

present system. By reason of the delinquencies the state debt is now almost 2 millions. The real trouble is non-payment of taxes and some measure should be taken to compel prompt payment. The state board should raise as well as equalize values. The law re-quiring property to be assessed at its cash value should be rigidly enforced.

The improvements at the Peru Normal, the penitentiary and the Lincoln asylum are needed. All other requests for buildings are The sum of \$621,050 is asked for

buildings and improvements. The expenditure can be kept down to \$475.000 without impairing the public service.

The office of clerk of the sucourt should be made a salaried one.

The appropriation for the state university should not be raised above the amount allowed two years ago.

Appropriations asked for building at the Girls Industrial school.

the Institute for the Feeble Minded. The Nebraska Industrial home and the Institution for the Deaf and Dumb should not be

The penitentiary and the Hast-ings asylum will need slightly increased appropriations. State Historical society should be satisfied if its allow-ance is not decreased and there is no justification for a request for an increase of \$3.300. The people bear the burdens of taxation and there should be taxation and there should be much caution exercised in making appropriations.

The offices of land commissioner and auditor should be abolished.

The board of charities and cor-

rections, the state printing board and the bureau of statistics should be abolished.

be abolished.

Governor Savage asks that capital punishment be abolished.

The only allusion to the Bartley pardon is a paragraph, quoting reasons for the action, in the report on pardons and commutations.

Attention should be paid to the diseases of live stock and laws should be passed to prevent the spread of infectious diseases.

A constitutional convention should be called.

Partisanship should not be allowed to interfere with the economical management of state in-

nical management of state in-

stitutions.

Terms of the members of the legislature should be increased to four years.

Annual elections should be dispensed with and civil service reform in state service should be

In his message to the legislature today Ezra P. Savage, the retiring governor of Nebraska, says:

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To the Senators and Representatives, Twenty-Eighth Session of the Legisla ture of Nebraska:

Constitutional environments and limitations are such that, to be further litations are such that, to be further licensed, means an unnecessary hardship on those who bear the burdens of the cost of public government. The state of Nebraska has so developed in its industrial, educational and commercial resources that it can no longer be subjected to that degree of restraint embodied in the constitution as it now exists without material interference with its growth and welfare.

Particularly is this true in regard to a profitable investment of the permasside and accounts thereof and exercise supervisory control over the severcise super

nent school trust funds. Section 9 of article 8 of the constitution limits the investment of these funds to United States and state securities and registered county bonds of this state, and while no objection can be raised to the fundity of the securities enumerated, the fact remains that the latitude of investment is inadequate, necessitating the employment of an intermediary between the contracting parties with consequent loss in the way of rebates. Prosperity has been so general with the American people during the last five years, and money has become so plentiful. that interest rates on all stable securities have decreased during that time approximately 100 per cent. Five years ago 8 per cent securities were obtainable in every market. Today 4 per cent securities are difficult to obtain, the general line being below that figure. The constitution prohibits the board of educational lands and funds from using any part of the trust funds for other than the purpose of investment, which prevents the board or the treasurer from going into the open market and paying the state can do away with the necessity of appropriating large sums of money out of the treasurer from going into the open market and paying the necessity of appropriating large sums of money out of the treasurer from going into the possible to United the necessity of appropriating large sums of money out of the treasurer from going into the open market and register. With the necessity of appropriating large sums of money out of the treasurer from going into the open market and paying the necessity of appropriating large sums of money out of the treasurer from going into the open market and paying the necessity of appropriating large sums of money out of the treasurer from going into the open market and paying the last funds for the friendless be eliminated from politics and placed under the supervision of a non-partisan board composed of women residing in the city of Lincoln.

WANTS BOARD ABOLISHED. employment of an intermediary between the contracting parties with consequent loss in the way of rebates. Prosperity has been so general with the American people during the last five years, and money has become so plentiful, that interest rates on all stable securities have decreased during that time approximately 100 per cent. Five years ago 8 per cent securities were obtainable in every market. Today 4 per cent securities are difficult to obtain, the general line being below that figure. The constitution prohibits the board of educational lands and funds from using any part of the trust funds for other than the purpose of investment, which prevents the board or the treasurer from going into the open market and paving premiums, as do other investors. This requires the purchase of securities from or through an intermediary and results invariably in the acquisition of securities at a considerably reduced rate of interest. The loss thus entailed amounts to thousands of dollars annually nor can I than the purpose of investment, which prevents the board or the reasurer from going into the open market and paying premiums, as do other investors. This requires the purchase of securities from or through an intermediary and results invariably in the acquisition of securities at a considerably reduced rate of interest the considerably reduced rate of interest thousands of dollars annually, nor can I divine any substantial remedy independent of such amendment to the constitution as will afford wider latitude in the matter of denominating the kind of securities which may be purchased. The school trust fund has now reached the enormous proportions with tendencies toward a further increase, and until relief is furnished which shall provide avenues for investment of this fund which do not now exist the best results possible will be unprofitable and unsatisfactory to the neople. During the last two vears payments on school lands old, despite the liberality of the state in the matter of exempting from taxation lands in which it has an equity. have greatly increased the trust funds, and notwithstanding that extraordinary diligence was practiced by the treasurer in making investments, the amount unilarge and its safe-keeping attended by more or less risk.

If the state be empowered to go into the open market and compete with other investors it will. not alone prove remunerative in the way of saving rebates and state of sufficient quality to answer all legitimate purposes. The number of investors it will. not alone prove remunerative in the way of saving rebates and state of sufficient quality to answer all legitimate purposes. The number of investor with the market will have a terrange of the proportive at the permanent school fund now aggregates \$5.380.000. The amount of morey hich the state has forthcouring from sale to the permanent school fund now aggregates \$5.380.000. The amount of morey hich the state has forthcouring from sale to the permanent school lands approximates 5 million dollars. An agminute in the stat

the state has forthcoming from sale contracts of school lands approximates 5 million dollars. Arrangements must be made therefore for a continuous investment of a trust fund of at least 10 million dollars. Under prevailing constitutional limitations investment of anywhere near the full amount of this fund is impossible.

#### A PLEA FOR ECONOMY.

Sovernor Wants "Snap" Offices Abolished -Condemns Extravagance. The government of the state as now

The government of the state as now constituted symbolizes extravagance in a marked degree. Those who framed the existing constitution established departments that for the next twenty-five years, under the most favorable circumstances in the growth and development of the state. Will be an unnecessary burden on the tax payers. The people should enjoy government at the lowest cost consistent with good service. Any greater cost is a public injustice. A careful study of this phase of the question justifies me in my own mind in recommending the abolition of the departments of auditor of public lands and buildings, and the assignment of the duties incumbent thereon to those departments officered by the secretary of state, the treasurer and governor. With a few additional clerks the duties of the auditor and commissioner of public lands and buildings can be performed by a few additional clerks the duties of the auditor and commissioner of public lands and buildings can be performed by the secretary of state, the treasurer and the governor, thus making a saving to the tax payers of approximately \$50,000 per year, simplifying government and doing away with the necessity of an outlay of at least \$100,000 made necessary for accommodations for the new adjuncts which naturally will be created from time to time. from time to time.

### ATTACKS SPOILSMEN.

In the conflict for political spoilation the officeseeking class seems to have outgeneraled and defeated those who stand for economy, with the result that a large number of names have been added to the pay roll, and bureaus and departments have been established absolutely without any apparent justification. This policy has been pursued by all political parties until now the state has in its employ at high wages, sufficient officers and employes to transact ten times the and employes to transact ten times the amount of business devolving on them. A critical investigation will show that A critical investigation will show that in many instances one department is deplicating the work of the other with no other object than to find employment for those whom the legislature has from time to time established in public office. If business is transacted properly it does not improve it to have it twice or thrice transacted and if it be transacted improvements the evil can grow no less transacted and if it be transacted improperly the evil can grow no less through the medium of multiplication. As the accredited representative of the people, it is your duty to see that not one dollar of expense is entailed on them beyond the amount required to defray the cost of government honesty and economically administered.

The bureau of industrial statistics is a source of unnecessary expense and

made in public expense.

promotion of fish and game, both by fish hatching and by preventing the wholesale and unlawful destruction of game and fish, makes this a very desirable field for a national hatchery. The legislature at its last session enacted a law creating a system of game wardens. The workings of this law have been eminently satisfactory and the amount received from prosecutions and fees almost balances the expenses entailed, which makes that department almost self supporting. I recomment that your honorable body memorialize Congress to pass this measure and that the Nebraska representatives in both branches be urged to give it active attention and be urged to give it active attention and support. Should the measure pass it would be an act of wisdom for the state to turn over its hatchery and equip-ment at South Bend to the general gov-ernment at a nominal cost.

# FOR A BOARD OF PARDONS.

Governor Recommends Non-Partisan Body-Board to Control Institutions.

I recommend that the management of the state institutions be placed under the supervision of a non-partisan board of control and pardons. This board should be heavily bended and should be required to purchase supplies, inspect in-stitutions and accounts thereof and ex-that

#### WANTS BOARD ABOLISHED.

duced which have no merit to commend them, and, after a great deal of expense has been entailed, fail of passage. While many of these bills aim at legitimate achievements, not a few of them are utterly devoid of merit. I therefore recommend that before a bill may be introduced, it be referred to such committee of the house in which it originated as has to deal with subjects of that character and shall be entertained by your honorable body only when its introduction bears the approval of a majority of said committee. Only such number of persons should be employed during a legislative session as is actually necessary to transact its business with proper expedition.

REVENUE.

### Wants "Gross Abuse" Remedled by Leg-

I cannot impress upon your minds too firmly the importance of making such amendments to our revenue laws as amendments to our revenue laws as will forever end the many gross abuses now so widely licenses. By reason of delinquent taxes the state has each year been compelled to utilize its credit until the outstanding warrant indebtedness against the general fund reaches the enormous amount of \$1,989,328.63. By reason of delinquences each year the state finds its appropriations in excess of gross receipts to the extent of at least \$100.000, necessitating the issuance of interest bearing warrants to our revenue laws as

> increase conditioned only and solely on such legislation as will compel the payment of taxes by all holders of property. The amount of taxes due the state and delinquent December 1, 1902, as shown by the auditor's records, was \$3,459,422.89. Of this sum the sum of \$1,131,124.61 is due but not delinquent. This makes the amount of delinquent taxes \$2,328,298,28, or a sum \$338,969.65 greater than the outstanding obligations greater than the outstanding obligations against the general fund. Of the amount delinquent \$1,131,124.61 is for the tax levied in 1901, most of which will be paid into the treasury in the near future, but there still remains, after deducting the delinquencies for 1901, a delinquency of delinquencies for 1901, a delinquency of \$1.197.173.67, which represents delinquen-cies for a period of years prior to 1901. A conservative study of tax statistics discloses the fact that the average annual delinquency is 30 per cent of the taxes levied.

NON-PAYMENT OF TAXES.

It will be observed, therefore, that the real source of trouble is the non-payment of taxes, and that the remedy primarily must be such as will compel prompt pay-

be exacting and arbitrary with one class of taxpayers and ultra indifferent and lenient with others. I have in mind the The bureau of industrial statistics is a source of unnecessary expense and should be abolished. The law pertaining to the collection and compilation of industrial statistics should be so amended as to impose this duty jointly on the department of banking, the department of banking, the department of banking the payment of taxes by all, but requiring the payment of taxes by all, but requiring corporate interests to conas to impose this duty jointly on the department of bublic instruction and the board of agriculture. By so doing the service can be improved and a substantial reduction injustice is written across the very face of this payment of taxes by all, but by requiring corporate interests to contribute a correspondingly greater amount. of this proposition.

made in public expense.

A comparison of expenses incident to public printing fails to justify the existence of the state printing board or for a specific appropriation therefor and I recommend, as a measure of economy that the law creating the said board be repealed and that its duties be imposed on the secretary of state.

Congress is at this time considering a bill which provides for the location of a national fish hatchery in Nebraska. The worth and importance of such an undertaking must be apparent to all. The success achieved by the state in the promotion of fish and game, both by fish hatching and by preventing the wholesale and unlawful destruction of game and fish, makes this a very desirable of the composition.

I recommend that the powers of the state board of equalization be so existed as to empower said board to raise as well as equalize values, and that county treasurers be empowered to convey title to property on which the taxes are unpaid, making due provision for redemption of title within a specified time, and for interest on money advanced for tax payment. Payment of taxes on movable and property should be due within 60 days after the assessment, so as to guard against loss of taxes through removal and consequent extinction of identification. For the prompt collection of taxes county treasurers should be made liable on their bonds.

It is important, too, that the law requiring all property to be assessed at its cash value be rigidly enforced. With our property assessed at scarcely 10 per cent of its value, it must result in a high rate of levy, while the low valuation makes it appear that Nebraska, one of the principal industrial states of the Union, is still struggling in the shadows of primitive statehood. Those seeking investment consult our laws and our records, and if they find that the combined wealth of Nebraska is \$174,000,000 after more than a third of a century of statehood, and that the tax levy is higher than interest rates, they will not higher than interest rates, they will not be likely to take up their abode with us. They will assume that the law is enforced and that \$174,000,000 represents the aggregate real world.

enforced and that \$174,000,000 represents the aggregate real wealth of the state, whereas it represents scarcely more than 10 per cent of it. The assessed valuation of the state should not be less than 1 billion dollars.