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NEW GOVERNOR TAKES OFFICE

(Continued from Page 1.)

ing one hundred cents of value for every dollar expended. Doubtless such advice is hackneyed, and perhaps it savors of pedantry—but nevertheless, it is disregard of just such a principle that too often discredits public administration. So I respectfully submit the thought, assuring you that so far as I am concerned it will be my sole guide in whatever connection I may have with the governmental expenditures.

Annual, or continuing, appropriations have come to be regarded widely as unbusinesslike. I heartily approve the suggestion that the policy of making appropriations continuous cease, with the exception of the State's educational institutions, whose interests can be served best where a stated annual income is assured and constructive plans adapted to the amount definitely available. Further, our educational institutions should be relieved of the necessity of biennial campaigns for funds before the Legislature with their attendant likelihood of political bickerings.

At present, State receipts from several sources are segregated under special funds, and can only be paid out for specific purposes. Often no cash is on hand in certain funds, and the State is obliged to issue warrants bearing interest, even when large amounts are lying idle in the Treasury but are not applicable to the expenditures involved. The simple remedy for this waste in unnecessary interest is to have all State receipts placed in the General Fund, to be used as required. This would be economical and businesslike, and would in no wise disarrange the existing safeguards of the various funds, whose accounts would be conducted separately, as at present.

Much has been said about the need of economy-legislation directed at the several departments of State government. I heartily concur in the feeling that reforms tending toward economy are desirable in State administration, and no doubt these will receive wise consideration from you. But I venture to point to a field of endeavor even broader; namely, to county administration. During the last few years of each \$100 paid in taxes in an average county about \$12.50 has gone to the State and \$37.50 to the county. In other words, county administration costs the taxpayer three times as much as State. Undeniably, there are many leaks in county government that may be checked by adequate legislation, and it is my hope that effort for economy and efficiency will not stop with the State but will proceed to the details of county affairs.

With some hesitancy I call your attention to another field for economy, and one close at hand. The clerical and stenographic force at the last legislative session cost the State \$33,932.95, and in this detail showed an increase of more than twenty per cent over the 1911 session. The total cost in 1913, \$99,862.85, was more than thirty per cent higher than the 1911 session's. So far as I am able to determine, there is no sound reason why this Legislature, by commencing its economy program at home, cannot save at least \$20,000.

The people of Oregon have decreed, by a decisive vote, that the liquor traffic shall end in the State after January first, 1915. They have imposed upon you the obligation of putting prohibition into effect, and it becomes your duty to provide laws that will actually prohibit the sale and barter of intoxicants. These enactments must neither be so drastic as to be nonenforceable, nor so lax as to be ineffective. In short, your difficult task is to devise ways and means for making, and keeping, Oregon actually a prohibition State, so long as the will of the people shall decree.

While it is for you to provide anti-liquor legislation, it is perhaps well to remind you that in a great measure the enforcement of the laws you enact will be the Governor's responsibility. Or, I might better say, a general supervision of their enforcement will devolve upon the State's executive, who ultimately will be held responsible by the people for their satisfactory administration.

Therefore, you are earnestly urged to provide the Governor—or whatever official upon whom may be placed the responsibility—with the means of properly enforcing the prohibition laws. To perform this duty adequately, in my opinion, it will be necessary to amend the constitution, authorizing him to remove delinquent officers.

Section 19 of Article VII. of the Oregon Constitution provides that "public officials shall not be impeached, but incompetency, corruption, mal-

feasance or delinquency in office may be tried in the same manner as criminal offenses, and judgment may be given of dismissal from office."

In other words, if officers are re-miss in their duties—say a sheriff in enforcing prohibition—he can be reached only through criminal procedure, and often by the time the tedious cure is effected the ill has become historic. To amend this situation I recommend referring to the people a constitutional amendment which would change the section quoted above so as to conform with Section 1 of Article X of the constitution of the state of New York, which provides that the Governor may remove the sheriff or district attorney within the term for which he is elected, giving such officer a copy of the charges against him and an opportunity to be heard.

To make such supervision of law enforcement practicable, it is essential that funds be provided to defray expenses of investigation or any special action that the Executive may be called upon to undertake. The last Legislature appropriated \$1,000 for special agent work during the biennium. I venture to predict that in the future such a sum will prove utterly inadequate, especially after the prohibition amendment goes into effect. In this connection, with all regard for economy, it is worth reminding you that the fruits of such investigation work inevitably are fines which bring far more revenue to the public treasury than the outlay involved, even disregarding the moral obligations of the case.

With the end in view of economy and higher efficiency, the following changes are recommended in certain State departments:

Would Combine Offices.
The State Tax Commission may well be abolished and the work of the present body transferred to the office of the Railroad Commission, which should be given authority to employ an expert in taxation and assessment to conduct this branch of the office. It is my opinion that the scope of work handled by the Railroad Commission makes its title inadvisable and I recommend the substitution of the name "Commission of Public Utilities."

In the State Industrial Accident Commission there are three commissioners with an aggregate salary of \$10,800 per annum. It is believed that one commissioner with an office force equivalent to the present one could handle the work of this department with satisfaction to the public and with desirable economy and centralization of responsibility. To effect coordination I suggest the consolidation with the Accident Commission of the Bureau of Labor and the Industrial Welfare Commission. In this readjustment the present Labor Commissioner should retain his present salary to the end of his elected term. I further recommend the establishment of a waiting period for investigation before payment of claims, and a broader classification in connection with needed changes in our law. I earnestly suggest consideration of the Michigan law, which to me seems most excellent. In all that concerns this department it is essential that the interests of the workman be safeguarded.

I also suggest that the duties of the State Sealer of Weights and Measures be merged with those of the State Dairy and Food Commissioner. There are now being conducted in Portland three distinct and independent medical laboratories, supported by taxpayers and needlessly duplicating work and piling up expense. To eliminate this condition I recommend the consolidation of the State Board of Health Laboratory with the Pathological Laboratory of the Medical School of the University of Oregon, and, if the authorities of the City of Portland agree to the desirability of the move, it is further urged that the City Laboratory be merged with the two above mentioned under some cooperative arrangement mutually equitable.

The State is at present virtually employing two architects, one at the Capitol and one at the State University. It would seem that in the interest of economy one architect should be sufficient, especially as but extremely little new construction of State buildings will be undertaken during the coming biennium. Therefore, while appreciating fully the admirable work done by the present incumbent, I recommend that the activities of the State Architects office be merged with those of the University.

The office of State Bank Examiner should be placed under the general jurisdiction of the State Treasurer, eliminating unnecessary overhead charges.

I suggest that the offices of State

Engineer and State Highway Engineer be combined, under the State Engineer, who shall have an unsalaried advisory board of three members, especially qualified in road matters, to cooperate with him in all that concerns State Highways. Here, again, centralization of responsibility would result, and, I believe, the overhead expense for office and field work of the two branches of State engineering would be materially reduced, and a higher state of efficiency secured. Wise road-building is probably the best investment the State can undertake, and for its encouragement I recommend consideration of some plan for the establishment and use of a larger State Road Fund. I suggest a one-mill State tax, the combined revenue of it and the existing (or improved) graduated motor vehicle tax, to be expended from the State Treasury in cooperation with the various counties for trunk roads within their boundaries, their construction to be under State supervision.

It is generally conceded that agriculture is our basic industry and if we are to realize a truly Greater Oregon we must lay the foundation by means of constructive legislation for agricultural development. Among the most vital problems of this industry are better roads and cheaper money. Our National Congress apparently may fail to enact rural credit legislation, and it is recommended that this Legislature memorialize Congress to take action on Rural Credit banking laws at the earliest practicable moment. In the meantime, I suggest that effort be made to evolve a rational State mortgage credit system, calling your attention to the fact that today Oregon's farm mortgage indebtedness is approximately \$22,000,000. Of this, some \$6,000,000 is supplied from the State's irreducible school fund, loaned at six per cent. The average interest paid on the balance is probably eight per cent, the two per cent difference involving an annual burden on Oregon's farmers of \$320,000, which, in a great measure, might be eliminated.

In many of our eastern counties, seriously threatened by a growing pest of rabbits. To those affected, this is a matter of great importance and it deserves serious consideration. I would recommend that a small appropriation be provided for devising ways and means of scientifically combating the rabbit pest.

The biennial reports of the penal and eleemosynary institutions of the State are before you. As intimated above, I do not deem it within my province at this time to burden you with a lengthy statement dealing with the details of their conduct.

With one exception my investigations have led me to believe that both in physical condition and management the institutions are fairly creditable.

Pardon Fever Reduced.
I cannot speak so optimistically concerning the Oregon State Penitentiary. In many respects that establishment is in an unsatisfactory condition. Broadly speaking, its chief demerits are insufficient equipment and the unemployment of its inmates. Two methods of employment within the Penitentiary itself are practicable. One, the manufacture of articles for use in other State institutions, is already developed nearly to the extent of its field. The second is production of something not manufactured by free labor elsewhere in Oregon; an example of this policy is found at the Minnesota Penitentiary where the convicts not only pay their own way but actually show a substantial profit through the manufacture of farm machinery.

Outside the prison walls the convict labor might well be employed in the construction of State highways. Such work would add materially to our assets; it would take nothing from free labor, being construction that otherwise would not, and could not, be undertaken; and it would add slightly to the cost of the institution, in camp upkeep and extra guards, an increase greatly overbalanced by the benefits derived. Also, the State has some seven hundred acres of stump land and one thousand acres of undrained land all located conveniently to the Penitentiary, which should be grubbed and drained and placed in a high state of cultivation.

Of the 431 inmates of the Penitentiary in December, 309 were serving a first term, and 209 were under thirty years of age. At present there is no way of segregating the youthful first offender from the hardened criminal so that in a great measure the State is conducting a school of crime, as the novice quickly imbibes the spirit of the veteran crook, and much of his knowledge. Sufficient financial assistance should be rendered to alleviate this condition, and make reasonable segregation possible. It would be wise economy, in the long run, to provide the institution with a larger dairy herd, and to give it more farm land.

The feature of the prison policy of the past which probably has most concerned the general public has been the tendency toward exaggerated leniency. I desire at this time to state emphatically that it will be the policy of the Governor henceforth to entertain all due respect for judicial decisions, and where judge and jury have passed upon a case and sentence has been pronounced, only under the most exceptional circumstances will I feel warranted in setting aside or seriously modifying such sentence. The abolishment of the death penalty coupled with a growing disposition to regard lightly the binding nature of judicial sentences instills me with the belief that a more sparing use of the pardoning power will have a salutary effect upon the criminal element and is demanded in justice to the community at large.

It seems fitting to speak in behalf of one class of sufferers who merit State assistance. I refer to the indigent, crippled or deformed children. Their plight is no less pitiful and deserving than that of the insane or

feeble-minded, and far more meritorious than the criminals, whose maintenance is literally forced upon us. Oregon owes something to these little unfortunates, many of whom may blossom forth into notable men and women if only their brains are given the opportunity for development which their bodies can never achieve. I recommend their plight to your thoughtful consideration.

Of late we have devoted large sums to the exploitation of the State's resources. An organized publicity campaign has been conducted, its double purpose to make known Oregon's attractions throughout the world, and to bring settlers and investors to the State. It is my judgment that the time has come to trans-

(Continued on Page 6.)



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