

APPENDIX
TO
Journals of Senate and Assembly
OF THE
THIRTEENTH SESSION
OF THE
LEGISLATURE OF THE STATE OF NEVADA,
1887.



CARSON CITY, NEV.:
STATE PRINTING OFFICE, : : : J. C. HARLOW, SUPERINTENDENT.
1887.

INAUGURAL ADDRESS

—OF HIS EXCELLENCY—

GOVERNOR C. C. STEVENSON

TO THE LEGISLATURE, THIRTEENTH SESSION.

MESSAGE.

STATE OF NEVADA, EXECUTIVE DEPARTMENT, }
CARSON CITY, NEV., JANUARY 3, 1887. }

Gentlemen of the Legislature :

Upon taking the official oath as your Chief Executive officer, and entering upon the duties of that responsible office for the next four years, it is becoming that I return my grateful acknowledgments, through you, to my general constituency, and assure you, as well as them, that no effort on my part shall be spared to do my whole duty. Every interest of the State, so far as the Executive branch of the Government can do so, shall be fostered and encouraged.

The duties of the Executive are not lightly assumed ; on the contrary, they are entered upon with a serious appreciation of their gravity ; and, on that account, your support and co-operation are earnestly requested.

I congratulate you upon the favorable auspices under which you have met and organized, which, I am pleased to predict, foretell a pleasant and profitable session of your Honorable bodies.

The Constitution makes it my duty, and it will be my pleasure, to give you such information as shall come to my knowledge, from time to time, respecting the condition of the State, and its need of action on your part, to the end that I may, if possible, aid you in the performance of the arduous duties for which you were elected.

The electors of the several counties of the State, in selecting you to exercise the law-making power, have reposed confidence in your honesty and ability, and have indorsed your fidelity to a most sacred trust—the proper discharge of the duties for which you are assembled in this Capitol. Knowing many of you personally, I feel assured that you will carefully consider the interests of the State at large, and legislate in such manner as to most successfully conserve them, so that, when you return to your homes, your constituents may welcome you as faithful servants.

I cannot close this brief inaugural and feel that I have done my duty without honorable mention of my predecessor, Governor Adams, always kind and courteous, was never more so than he has been to his successor. It would be a pleasure at any time to thank him for this, but it is especially so when it is recalled that we were opposed to each other in a heated political contest, in which, however, no unkind or offensive words were uttered by either respecting the other. I hope there remain in store for my predecessor many years of healthful, happy and useful life.

Very respectfully, your obedient servant,

C. C. STEVENSON,
Governor.

MESSAGE.

Gentlemen of the Legislature :

At the time of taking my official oath I desired to obtain more familiarity with the duties pertaining to the Gubernatorial office, and a greater knowledge of the wants of the people of our State than I then possessed before submitting to you other than a brief communication. I also desired to avoid encroaching upon matters which might be discussed in the biennial message of my predecessor in office, hence have deferred this communication to you until the present time.

CONSTITUTIONAL AMENDMENTS.

I now desire to direct your attention to the condition of the Constitutional amendments which were voted upon by the people of our State at the recent State election. Number 1 of the amendments changed the manner of amending the Constitution. The Constitution, as it existed before such amendment, required the concurrence of two Legislatures before an amendment could be submitted to the people. The amendment in question authorizes the submission to the people at the next general election after the amendment had been passed by a majority of the two houses of one Legislature. No. 2 has reference to the qualifications of electors. The Constitution, as it existed before such amendment, required only six months' residence in the State, and thirty days in a district, to entitle a citizen of the United States to vote. The amendment in question requires a year's residence in the State, and ninety days in a district. No. 3 provides for the investment of the School Fund. The Constitution, as it existed before such amendment, permitted the School Fund to be invested in State and United States bonds only. The United States bonds have so advanced in price that an investment in them furnishes very little revenue for schools. The State has no outstanding bonds in which to make investments, and on this account there is now on hand \$142,584 of the School Fund drawing no interest.

As before stated, the Constitution requires that proposed amendments to the Constitution shall be passed by a majority vote of each house of the Legislature at two successive sessions, and be entered upon the journals of the respective houses. The amendments in question were first passed at the session of the Legislature in 1883, but were not then entered upon the journals of either house. This has been held in some of the States to be a fatal defect. These amendments were again passed at the session of the Legislature in 1885, and were at that session properly entered upon the journals of the respective houses.

The Constitution further provides that after amendments have been

passed by two successive sessions of the Legislature "It shall be the duty of the Legislature to submit them to the people in such manner and at such time as the Legislature shall prescribe." The Legislature made no provision for submitting these amendments to the people, but the County Commissioners of the several counties of the State issued proclamations for their submission in the usual way, and they were adopted by a majority vote of from 5,745 to 8,995.

There is great doubt as to the validity of these amendments, and it is unsafe to act under them in the important matters to which they relate. Nor is it quite safe to disregard them, for in the event that they should be held valid great confusion would follow. It is deemed of the highest importance that it should be known at an early date, and before the adjournment of the Legislature, whether or not these amendments are a part of the Constitution.

After much reflection I have come to the conclusion to advise, and do advise, that these amendments be again passed by the Legislature and properly entered upon the journals of the two houses. This will make the legislative action complete, inasmuch as the last Legislature entered these same amendments upon its journals, and they were therefore properly passed by both houses of that body.

If this could be done immediately, these amendments could again be submitted under a special Act to a vote of the people during the present session of the Legislature, and in time to give this Legislature an opportunity to act under them. Inasmuch as the Legislature is authorized to fix the time and manner of submitting amendments to the people, a special Act might be passed providing for the submission of these amendments without any considerable cost to the State. The registry of voters for 1886 might be adopted and a new registration dispensed with. The officers of election at the last election might be authorized to serve at such special election. One day would be all the time required for such service and the polls need not be open longer than from nine o'clock in the morning until four o'clock in the afternoon. The returns could be made directly to the Secretary of State, and there canvassed and the result declared. An Act of this kind might be so worded as to be simple and easily executed and be inexpensive to the State. It probably would not cost anything like one year's interest on the school money which must lie idle if the amendment referring to that matter does not become a part of the Constitution.

If these suggestions meet with the views of the Legislature, prompt action is very desirable.

IRRIGATION.

A speedy enactment of laws by this Legislature, or by Congress, which will aid our people in the introduction of some system of irrigation is very important. The future prosperity of our State may be truthfully said to be largely dependent upon favorable legislation with regard to this question. The agricultural resources of Nevada have been underestimated. Few of our own people apprehend even in imagination the possible material resources of the State if they could be developed and fostered by a liberal and comprehensive system of irrigation. It has been demonstrated by actual experiment that, by the aid of water, land before supposed utterly worthless has been made to produce good crops. A knowledge of this fact has induced many people to secure and monopolize

olize the most accessible streams of water in our State, one tendency of which is to retard and perhaps prevent that immigration which we so much need, as much of our land is unproductive without irrigation. It is true that there is much waste land in the State, and vast tracts of land that are only fit for grazing purposes, but wherever water can be obtained the land is exceedingly productive. Nearly every crop of grain, cereals and fruit which can be raised in the temperate zone can be produced in abundance upon the sagebrush lands of Nevada when irrigated. The only impediment to settlement is the cost of the construction of hydraulic works for irrigation. Probably as much as 95 per cent. of the water in all the streams of Nevada now run to waste. If it could be saved and used upon land a good many hundreds of thousands, and perhaps millions, of acres in this State might be reclaimed and converted into homes for settlers.

Take, for example, the Carson river: For several months in the year there is a vast surplus of water running to waste, which might without an unreasonable expenditure of money, be stored in reservoirs in the mountains, and used at the dry season both for irrigation and water power. If this were done, all the lands in Carson and Eagle Valleys, as well as vast tracts lower down on the river, might have an ample supply of water for all purposes.

I am credibly informed by those who are familiar with the country about the headwaters of the Carson river, that there are numerous small lakes and flats where water could be easily stored. The first requisite in any system contemplated for the reclamation of desert lands, is accurate and reliable surveys and estimates, not only for reservoirs to store water, but for the lines of ditches to be constructed, and the land which can be reclaimed by means of such ditches.

The condition of Nevada is entirely similar, so far as reclaiming its sagebrush deserts is concerned, to all that vast region between the plains of the Missouri river and the Sierra Nevada mountains, where irrigation is necessary to produce crops. The Government of the United States has a deep interest in this vast region, for in it a large population can be maintained and homes secured for millions of settlers. But settlers can not go upon the lands as they are now situated, as individual effort avails nothing in making farms upon our sagebrush deserts, except in a few instances where streams can be turned at trifling expense. If the Government of the United States would institute a system of topographical and hydrographical surveys, whereby exact information could be obtained as to the cost of construction of hydraulic works, and the amount and character of the land which could be reclaimed thereby, a foundation would be laid for either the introduction of private capital on such terms as Congress might prescribe, or direct aid by the Government in constructing the main reservoirs and canals to be afterwards turned over to settlers upon such terms and conditions as Congress might prescribe.

By carrying out such measures as has been suggested the General Government would create a demand for its unsold lands in this State, and thereby be the means of providing homes to thousands of people. Millions of dollars are annually appropriated by Congress for the improvement of rivers and harbors of the Eastern States, from which Nevada derives only a very remote benefit. The inauguration of a system of internal improvements, as suggested, would be of direct benefit to the entire western portion of our national domain.

That you may be enabled to form some estimate of the possible resources of our State, if water for irrigation of our now barren lands, could in a comprehensive system, be made available, I herewith submit for your consideration, by the courtesy of the Southern Pacific Company, a list of the principal articles exported from the State of Nevada during the year 1885 and eight months of 1886 :

ARTICLES—IN CARLOADS.	1885.	First Eight Months of 1886.
	Pounds.	Pounds.
Barley.....	2,697,620	121,860
Base metal.....	3,227,220	1,569,820
Borax.....	5,505,620	4,714,990
Brick.....		70,000
Cattle.....	*44,785,500	*31,680,000
Copper.....	92,500	25,300
Copper matte.....	133,360	240,910
Hay.....	5,381,850	1,688,700
Hides.....	564,300	371,980
Hogs.....	108,000	
Horses.....	*1,794,500	*1,000,000
Ice.....		418,850
Iron, and its manufacture.....	199,110	156,800
Lead.....	14,512,600	8,439,560
Lumber, and forest products.....	13,276,020	12,274,710
Machinery.....	262,140	172,960
Marble.....	46,000	41,400
Oats.....	1,195,710	216,800
Ores.....	7,914,460	5,176,030
Ores, concentrations.....	888,820	1,101,870
Potatoes.....	718,490	2,127,480
Salt.....	90,980	196,000
Sheep.....	*3,640,000	*3,580,000
Soda.....	398,220	411,610
Vegetables, other than potatoes.....	62,920	40,510
Wheat.....	3,468,230	463,400
Wood.....	67,660	860,000
Wool.....	2,881,230	2,460,890

*Cattle, estimated number.....	40,302
*Cattle, estimated number.....	28,512
*Horses, estimated number.....	1,620
*Horses, estimated number.....	900
*Sheep, estimated number.....	16,380
*Sheep, estimated number.....	16,110

In view of the considerations, I recommend that a memorial be passed by the present Legislature urging upon Congress the necessity of making proper surveys for the purpose of reclaiming our sagebrush lands and rendering them suitable for settlement.

THE SILVER QUESTION.

This question is of vital importance to the people of Nevada, in fact, may be said to be paramount to all other questions which relate to the welfare of the State. Much has been said about the necessity of an international conference to fix upon and determine the relative value of silver as compared with gold, but it seems to me that American statesmen and financiers ought to be able to establish a standard of value of our own, and leave foreign nations to manage their financial matters in their own way. The idea that we must go abroad for instruction in regard to questions of domestic finance seems un-American, to say the least. During our civil war few persons in the Eastern States saw gold or silver used as a circulating medium. The greenback issued by the National Government was satisfactory money to the people, and, although we were engaged in war, nearly all kinds of property appreciated in value, and suffered no decline until the contraction of our currency, caused by the demonetization of silver, made property cheap and money dear. If the greenback, as a medium of exchange, was good enough for our people without an international conference, why may we not now say to the world that we, a nation of sixty millions of people, are old enough and strong enough to adopt and maintain a standard of value of our own upon the gold and silver which we mine from American soil?

The present depreciation of property in this State is, no doubt, as intimated before, due to the contraction of our currency. In prosperous times there is more money *per capita* among the people than in time of depression and stagnation in business. To insure continued prosperity it is believed to be necessary that the currency in circulation at all times should be in a certain proportion to population. Therefore, as a remedy for the existing depression of the leading interest of the State, our people, irrespective of political predilections, demand the free coinage of silver on the same terms as the coinage of gold, which will increase the volume of our currency and will in a short time place our leading business interests on a more healthy footing.

As the bullion product of the Comstock lode contains about forty per cent. of gold and sixty per cent. of silver, it follows that the low price paid by the Government for silver has stopped the production of gold as well as silver in the above named ratio, thus contracting the gold circulation as well as that of silver.

It seems to me that no good reason can be given why the General Government should discriminate against silver and make the producers of gold a favored class. By coining silver for its own account the Government reaps a profit of about four millions of dollars per annum, which sum is wrongfully taken from silver producers.

When the Director of the United States Mints reports to the Government that amount of yearly profit, seigniorage on silver coined, it is but an acknowledgment that so much money has been unjustly taken from silver producers.

I believe that the free and unlimited coinage of silver would cause mines now closed to be reopened. It would create an increased demand

for our home products of salt, borax, sulphur and soda. It would stimulate the wood and lumber business, and would give employment to thousands of unemployed men. It would encourage the farmer by furnishing a ready market for his produce. The free coinage of silver, by putting silver dollars in general circulation among our people, would also relieve the Secretary of the Treasury of the difficult task and of the expense of storing silver.

Any action that you may deem necessary to take to restore silver to its proper place in the currency of the nation will meet my hearty approval.

RAILROAD LEGISLATION.

I am inclined to regard with disfavor the demagogic cry for anti-railroad legislation. I believe that much of the clamor heard against railroads, is voiced by persons who in no probable contingency can to any appreciable extent be injuriously affected by excessive railroad charges. While I hold that railroad companies, as well as all corporations and individuals should be accountable to the laws of the land, I do not regard them as public enemies subject to the malicious attacks of irresponsible persons. It has been said by high legal authority, that the property of railroad companies "should be subject to such legislative control as the contract embraces, to the exercise of the taxing powers, if not specially restrained by the charter, and to the exercise of the police power of the State, and the power of eminent domain; and that beyond these sources of power, there is no legislative authority over the property of private corporations." I may say that I am in accord with the principles here laid down.

BOARD OF EQUALIZATION.

In this connection, however, I desire to direct your attention to an objectionable practice which has prevailed in this State for many years, to which the attention of former Legislatures has been frequently directed by my predecessors. I refer to the practice of the County Assessors of the State placing different valuations upon similar railroad property. As our State Constitution declares that "the Legislature shall provide by law for a uniform and equal rate of assessment and taxation," I hold that it is your duty to endeavor to correct the irregular practices referred to. I know of no better means to remedy the evil, than the creation of a State Board of Equalization, and do now recommend that you pass the necessary bill for that purpose. The Board can be composed of State officials, who would perform the duties pertaining to it without compensation, and the whole business of the Board can be conducted at small expense. In addition to the benefit which will accrue to the State by causing taxation on railroad property to be "uniform and equal," the impartial revision of the assessments made on other kinds of property by a State Board of Equalization would result in considerable pecuniary gain to the treasury.

THE LABOR QUESTION.

In view of the serious disturbances which have taken place in many of

our large cities during the past year between employers and their employes ; in view of the fact that during the recent political campaign in this State efforts were made by unscrupulous demagogues to arouse the prejudices of workingmen against candidates for office by designating some as friends and others as enemies of workingmen ; and in view of the prominence this question has attained even in our national legislative halls, I believe that this subject is entitled to a full discussion in State papers and in our legislative councils ; and, it may not be out of place for me to here say, inasmuch as I have been a workingman from an early period of my life, that my sympathies are with workingmen in all honorable means taken by them to better their condition. A careful study of this question tends to show how dependent capital and labor are upon each other. He who asserts that he is an independent being only proclaims his ignorance of one of the first principles which underlie society. Carrying his assertion out to its logical conclusion would reduce him to a level with the lower animals that feed upon the uncultivated products of Nature. As the brooks and streams which make the rivers all are dependent for their existence upon the fall of snow and rain from above, so is society, which is but an aggregate of individuals dependent upon each individual composing it for existence, growth and prosperity. A realization of this independence should cause us all to respect and protect to the extent of our ability the rights of others, the individual rights and interests of every trade and every occupation. And I will say that, while as a rule I am opposed to class legislation and believe in the axiom that there is no necessary conflict between capital and labor, I shall deem it a pleasure and a duty to do anything that I can consistently with my official oath and official duty to aid the workingmen of this State if it shall appear that any good can be accomplished in that direction by legislation. I would, therefore, suggest that through your proper committees you inquire into any cases of hardship or grievance growing out of the strained relations of capital and labor that may be known to you and may merit your attention; and if in your wisdom you may believe that legislation will remedy the ill-adjusted relations I shall be happy to co-operate to the desired result.

INCREASE OF TERRITORY.

In his late message to the Legislature of Idaho the Governor of that Territory said : " With the northern counties of our Territory annexed to Washington Territory we would be at the mercy of our hungry neighbors in Nevada, who would then lose no time in annexing southern Idaho to that depreciating State, thus annihilating the 'Gem of the Mountains' just as she is entering upon a period of untold prosperity and wealth which have no other outcome than Statehood." I believe that the people of Nevada would hail with pleasure and pride the State of Idaho among the sisterhood of States. But, should Congress see fit to annex the northern portion of Idaho to Washington Territory in order to insure the admission of the latter into the Union, I can conceive of no more speedy way by which the people of Idaho can enjoy the luxury of a State government than by permitting Congress to annex the "Gem of the Mountains" to the undeveloped but promising State of Nevada.

NORMAL SCHOOL.

I would here suggest that you take the necessary steps to establish and conduct a State Normal School at and in connection with the State University at Reno. The necessity of having a Normal School in Nevada is hardly considered a debatable question by the principal educators of our State. Special training for the art of teaching is now held to be as necessary for success as is the special study and preparation of physicians and lawyers for their professions. If we would continue to employ as teachers in our public schools the young ladies who have been reared in our midst, and would at the same time maintain the high degree of excellence which our public schools have enjoyed, we should have a Normal School in our State in which would-be teachers may be enabled to perfect themselves in their chosen profession. I believe that we have no more important duty to perform than the duty of properly educating the children of the State, and I hold that without the presence of some teachers in our public schools who are fitted for the performance of their duties by careful preparation and special training the schools will soon fall away from the high plane of educational excellence which they have heretofore occupied. As an additional reason for establishing and maintaining a Normal School in Nevada I may say that I have been informed that the State Normal School of California is so greatly crowded with pupils that its management now refuse to accept persons coming from another State.

THE BOARD OF REGENTS.

I recommend that the number of members constituting the Board of Regents of the State University be increased to five. With only three members it has been impossible at times during the past year to obtain a quorum when a meeting of the Board should have been held.

UNEQUAL DISTRIBUTION OF THE PUBLIC SCHOOL FUND.

I have learned that complaints have been made by parents and taxpayers of sparsely settled districts of our State with regard to what they term the unfair distribution of public school moneys. It appears that in order to obtain a portion of the State public school money a school district must have within its borders at least ten children of the legal school age. The complainants say that the present mode of apportionment or distribution of the public school money is unjust to them, and maintain that in organized districts where there are even less than ten children of the age required by the school law, said districts should have their relative proportion of the school money. This, they claim, would enable them to maintain schools a portion of the year at least, and in cases where schools are maintained partly by private subscription the burden would be, in a measure, lightened.

I would, therefore, recommend that you consider the case of these citizens, and if you believe their claims just and proper, to relieve them by legislative action.

INSANE ASYLUM.

I would recommend to the Legislature that they increase the number

of the members of the Insane Asylum Board to five, and would suggest that the Attorney General of this State be appointed to that position.

AGRICULTURAL FAIRS.

I would recommend to you the encouragement of State and District Agricultural Fairs by making such reasonable appropriations to them, under proper restrictions, as will enable their directors to hold annual fairs and to make them successful. The interest manifested by the people of our State in them, and the laudable competition for the premiums offered, show the hold these institutions have upon the agricultural portion of our people. The small appropriations required to make annual fairs successful will be returned to the State ten-fold by means of the increased value of the live stock, and many of the products of our State, subject to taxation. These fairs are natural means of advertising the products and resources of our State at home and abroad, and will, I trust, be encouraged by you as direct means of promoting the prosperity of our whole people.

ARBOR DAY.

Many of the States of our Union have set apart one day in the year, to be designated by the Governor of a State, as Arbor Day—"a day devoted to tree planting on the farm, in the village, and in the town," and in private and public parks. The day has been made a day of recreation for the young, and wherever the custom has been inaugurated it seems to be a very popular one. No person who has any knowledge of the great damage done to a State by the wholesale and wanton destruction of its trees will call in question the propriety of tree-planting, the substitution of young trees for the old trees which are nearly cut down.

I would suggest that this Legislature pass a bill authorizing the Governor of this State to name a day in each year, to be known as Arbor Day, on which our people may voluntarily take part in tree-planting, "a very important part of agriculture." The day need not be made a legal holiday; in fact Arbor Day has not been a legal holiday in the several States where the custom of yearly tree-planting prevails.

LIVE STOCK.

My predecessor, in his last message to you, very ably presented several matters with regard to which it would be impossible for me at this time to add anything of interest, such as war claims, the State Library, fish culture, the State Orphans' Home, and the State Prison. With regard to the live stock interest, I may say that it will be noticed in the tabulated statement of the articles exported from Nevada during the first eight months of 1886, printed on another page, that there were 28,512 cattle, 900 horses and 16,110 sheep—a considerable increase over the number exported during the corresponding months of any previous year. Large numbers of cattle, horses and sheep, of which no record has been kept, were driven out of the State on foot during the period named.

CONCLUSION.

I will not, in this paper, follow a practice "more honored in the breach than in the observance," that of cautioning you against unwise legislation; nor will I assume the ungracious task of warning you against any danger; neither will I follow the still more objectionable course of administering moral precepts to you. You are all gentlemen of undoubted intelligence, unquestioned honesty, the peers of any State official, and are, most of you, possessed of valuable business experience. To doubt that you will honestly legislate for the welfare of your constituents would be as unbecoming to me as it would be unjust to you.

C. C. STEVENSON,

Governor.

CARSON CITY, NEVADA, January 17, 1887.