

It is a fundamental rule of Ohio law that such officers as boards of township trustees may only exercise such powers as are expressly granted by statute and such implied powers as are necessary to carry into effect such express powers. Without undertaking to recite the many powers which township trustees are authorized and required to exercise, it may be stated that an examination of the statutes has been made and no provisions found which, in my opinion, could be construed as granting the township trustees authority to erect signs on streets or roads, either in incorporated or unincorporated villages.

It seems that the village about which you are inquiring has never been incorporated, notwithstanding it had a population of some seven thousand people.

Inasmuch as there seems to be no express authority which would authorize the marking of streets or roads by the township trustees, it follows that a negative answer must be made to your question.

Respectfully,  
GILBERT BETTMAN,  
*Attorney General.*

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2387.

PUBLIC RECORD—VETERANS' BUREAU—OFFICIAL MUST PROVIDE COPY WITHOUT CHARGE IN DETERMINING ELIGIBILITY OF VETERAN OR GUARDIAN TO RECEIVE MONEY FROM SUCH BUREAU.

*SYLLABUS:*

*Section 11037-14 of the General Code not only applies to veterans or their minor children for whom application is made for the appointment of a guardian but applies to all veterans who are entitled to participate in any moneys payable by the United States made available by the United States Veterans' Bureau when such bureau requires a public record of the veterans to be used in determining the eligibility of such persons to participate in benefits made available by the United States Veterans' Bureau.*

COLUMBUS, OHIO, September 29, 1930.

HON. JOHN J. CHESTER, JR., *Prosecuting Attorney, Columbus, Ohio.*

DEAR SIR:—I am in receipt of your letter of recent date, which is as follows:

“I have been asked, informally, by an officer of The American Legion, Department of Ohio, for an interpretation of Section 11,037-14, General Code (113—O. L.—774). The particular question with which they have been confronted is, as to whether or not the provision of this section applied to all of the disabled ex-service men or whether it applies only to those for whom guardians have been appointed. This section reads as follows:

‘Whenever a copy of any public record is required by the bureau to be used in determining the eligibility of *any* person to participate in benefits made available by such bureau, the official charged with the custody of such public record shall without charge provide the *applicant* for such benefits or *any person acting on his behalf* or the representative of such bureau with a certified copy of such record.’

I am informed that in some instances throughout the State this statute has been interpreted in such a way that its provision extends only to those ex-

service men for whom guardians have been appointed. While it is true that the section is part of an act entitled 'Uniform Veterans Guardianship Act,' it rather appears to me that the Legislature inserted therein a section which is rather broader in its scope than the title of the act would indicate. I refer to Section 11,037-14.

It will be noted that Sections 1 to 13, inclusive, of the act, contain some reference to guardians, and that Section 14, very noticeably, omits any reference to guardians of disabled ex-service men and refers to 'any person.' Furthermore, it provides that 'the public official charged with the custody of such public record shall without charge provide the *applicant* for such benefits or *any person acting on his behalf* \* \* \* .' It seems to have been the intention of the Legislature to make it possible for any disabled ex-service men to obtain a copy of any public record which the bureau may require, free of charge.

While each individual charge might be a comparatively small amount, to disabled ex-service men generally throughout Ohio, this question is of sufficient importance that the officers of the American Legion, Department of Ohio, feel that your opinion in the matter should be had for the purpose of guiding the various public officials throughout Ohio. I am also of the same belief and for that reason respectfully request your opinion on the question hereinabove indicated."

Section 11037-14 of the General Code, which you quote in your letter, is part of an act passed by the 88th General Assembly, 113 O. L. 774, which is entitled an act "concerning the guardianship of incompetent veterans and of minor children of disabled or deceased veterans, and the commitment of veterans and to make uniform the law with reference thereto". The language of Section 11037-14 of the General Code is clearly expressed and requires no construction; therefore, the title of the act can have no application in construing the language of this section. The title of an act will not limit its scope if intended otherwise and the constitutional provision of Section 16, Article II, that "no bill shall contain more than one subject matter, which shall be clearly expressed in its title" etc., is merely directory to the Legislature and will not be permitted to control the operation of the act in reference to a subject matter clearly provided for therein, notwithstanding such subject matter may not be clearly expressed in the title of the act. See *Seeley vs. Thomas*, 31 O. S., at page 304; *Oshe vs. the State*, 37 O. S. 500; *State of Ohio, on relation of the Attorney General, vs. Covington*, 29 O. S., at page 102.

I am therefore of the opinion that Section 11037-14 of the General Code not only applies to veterans or their minor children for whom application is made for the appointment of a guardian but applies to all veterans who are entitled to participate in any moneys payable by the United States made available by the United States Veterans' Bureau when such bureau requires a public record of the veterans to be used in determining the eligibility of such persons to participate in benefits made available by the United States Veterans' Bureau.

Respectfully,  
GILBERT BETTMAN,  
*Attorney General.*