

*Fourth Annual Message*  
**ALFRED E. DRISCOLL**  
**GOVERNOR OF NEW JERSEY**

*To the Legislature*  
*January 9, 1951*



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## FOURTH ANNUAL MESSAGE

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*Mr. President, Mr. Speaker, Members of the Senate and General Assembly:*

The 175th session of the Legislature will be meeting during a period of national peril. It will be called upon to assume grave responsibilities. These responsibilities transcend in importance all partisan or personal considerations. This Legislature is fortunate in having fine leadership in both parties.

The critical character of our time has at long last and belatedly been officially recognized by our Federal Government. A state of emergency exists that is without parallel in the history of our country.

By whatever name you call it, armed conflict is a bitter experience. We hope and pray that the desperate armed conflict in which the representatives of the United Nations, including our own gallant and heroic forces, are presently engaged may be confined to the Korean Peninsula. We pray that the strengthened forces of freedom will prevail. That is the goal that we now seek to achieve by hard work, good leadership and careful planning.

We have not—we will not—abandon our hope for a peaceful world. The blow against which we now prepare may never fall. The stronger we grow in spirit and strength, the less likely we make world conflict.

The cause of freedom compels us to engage in a total mobilization of our resources and the resources of all freedom-loving people. Halfway measures, or measures born of desperation or hysteria rather than wise and prudent planning, will not suffice. In fact, such measures are bound to consume our resources without accomplishing our

purpose. We cannot afford to pit weakness against power. History discloses that strong nations, composed of determined, free people, survive. The weak perish. Accordingly, each of us, as well as every level of government, must be prepared resolutely to make a forthright, unstinting contribution to the cause of freedom.

In the mobilization of our resources, the strengthening of our defenses, and the "stockpiling" of armed forces of men and materiel, we must not lose sight of a basic fact. Our objective is peace, not war.

We seek real peace—peace with honor. In seeking freedom for ourselves, we recognize that freedom, to be preserved, must be shared with freedom-loving peoples who are prepared to pay the price that freedom exacts from those who enjoy its benefits. It has been well said in this way: "No one can be perfectly free till all are free."

We insist upon a full opportunity to exercise our inalienable rights as free people.

Accordingly, we should neither counsel a withdrawal from our common undertaking with the forces of freedom, nor should we participate in any appeasement of the forces of tyranny and slavery.

What part can we play in this catastrophic struggle of arms and ideas that is the dominant fact of our lives? Having been too complacent in the past, we should now take care to avoid a frightened hysteria in the future. We are citizens of no mean State. New Jersey has occupied a proud position in the entire history of our great Nation. It has been a good leader in the age-old struggle for freedom. Our communities have echoed to the tramp of alien armies. On our soil, desperate battles have been fought, the price of freedom paid, and victories won. With such a history, it is not for us to be stampeded. With our heritage, we may well counsel calmness and hardheaded realism. There is work to be done. That work must be done in an atmosphere of calm assurance. Where there is a will in the hearts and minds of our citizens to work together and, if need be, to

fight together for a common cause, we may be assured that right will prevail.

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During the past four years, we Jersey men and women have been engaged in the great task of strengthening our State Government. In a very real sense, we were engaged in a program of preparedness and conservation—preparedness against any and all eventualities; conservation of the basic values of our Republic. We have been putting our house in order. Today, we are better prepared to withstand the forces of tyranny than at any time in the history of our State. Our new Constitution has proved a mighty bulwark. Our judicial system, the keystone of our republican form of government, has been formally recognized as the best in the country. Our Bill of Rights, and its supporting legislation, has confounded our enemies and nullified their propaganda.

We have moved forward on a great many different social and economic fronts. We have refused to fritter away our resources, with the result that today our citizens, although hard-pressed by mounting Federal taxes, are in a better position than those of any other State in the Nation. We have demonstrated that it is possible for a government to be prudent as well as progressive.

Since the great fact of our time is war and the threat of war, prudence as well as the inter-dependence of our society requires us to measure all of our activities in terms of their contribution to the defense program, the mobilization of our resources, and the security of our State and Nation.

It is apparent today, as it has been for some time past, that neither our mighty Nation nor strong State can be expected, in the face of these critical times, to undertake all of the tasks that would properly enlist our sympathies and support in peacetime. Significantly, my 1948 Annual Message recognized as a first priority “the control of inflation.” With respect to the cost of “an adequate national defense” which, I maintained held a top priority, I stated that we must be prepared to spend “enough to win.”

In recent months there has been a noticeable tendency on the part of various levels of government, particularly the Federal Government, to concentrate on new tax and spending proposals, to the neglect of plans for the curtailment of unnecessary services and the achievement of substantial economies—economies that students of government, researchers and practical administrators have demonstrated time and again may be achieved without any interference with vital services. If we are to maintain a sound economy, well-balanced judgment compels us to think as much in terms of economy as in terms of services required to prepare our country against any eventuality.

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I am proud to report that the New Jersey National Guard, both Army and Air, has continued to expand. Our citizen soldiers have continued to perfect themselves in their training to a degree second to none in the country. During the late summer and early autumn of last year ten National Guard units were called into the Federal service by the President. The bulk of the National Guard presently remains within the State and is undergoing a greatly increased training program. Our Naval Reserve—Naval Militia—has already contributed a large proportion of its personnel to the Fleet. Accordingly, a substantial portion of the men remaining in our Naval Militia and Naval Reserve are recruits undergoing intensive training.

All of these Services are upholding their best traditions. They are a vital part of our National Defense program.

Civil defense, the protection of the people of our State in the event of disaster resulting from enemy action, sabotage or natural causes, has received, and I am confident will continue to receive, your full, alert and active consideration. Our basic law has been described by the Council of State Governments as one of the “most complete” in the country.

On March 3rd of last year, pursuant to comprehensive legislation adopted in 1949, I put into effect the New Jersey

Civil Defense Plan and charged each municipality with the establishment of local civil defense organizations in accordance with the provisions of that Plan. I am pleased to report that all municipalities in the State have organized Civil Defense Councils. Most of these Councils have recruited and are now training volunteers to be used in either a peacetime or wartime emergency.

Our Civil Defense Program offers to each citizen of New Jersey an opportunity to participate in the national defense program. The growing number of volunteers who are offering their skills and their energy for the mutual protection of themselves, their neighbors and their communities is encouraging. Many additional volunteers are required.

We have placed first emphasis in the Civil Defense program on the organization of auxiliary fire and police forces, the mobilization of public health agencies, and basic training programs. In all of these activities we have had the wise leadership of the men who direct our Department of Defense, including particularly Major General Edward C. Rose; and Leonard Dreyfuss, Director of Civil Defense.

Four months ago the Governors of New York and New Jersey agreed upon the broad outlines of a plan for mutual aid and assistance for the protection of the people of both States in the event of enemy action. Following this undertaking, a compact was agreed upon prescribing the procedure and details for mutual military aid in the event of an emergency. This compact is subject to your ratification. A measure providing for ratification by this Legislature is being introduced today. I urge your favorable consideration of this proposal. In addition, provision should be made for inter-State civil defense and disaster compacts.

While the national peril requires a national program and the Constitution of the United States wisely charges that Congress shall "provide for the common defense," the States co-operatively and individually have thus far been required to provide Civil Defense leadership.

A huge civil defense expenditure program has been authorized by the Congress and approved by the President less than a week ago. This legislation conflicts with a basic concept of this administration—that wherever possible all substantial civil defense projects should have real peacetime significance. Our program would conserve our resources and avoid the economic exhaustion that is the earnest hope and expectation of our enemies.

The Federal program for “shelters and protective facilities” contemplates the expenditure of large sums of money by both the State and Federal governments. Entirely apart from the size of the expenditure, I am gravely concerned by the fact that the program admittedly falls far short of taking care of all of our citizens in critical areas.

We must reject the intimation that some of our citizens may be saved and some are expendable. Realism requires us to recognize that in times of emergency there are varying degrees of peril to which citizens in the same category may be exposed. We do not, however, deliberately plan for such a situation and, in fact, we plan to avoid such a contingency.

The Federal proposal will require a careful consideration of the facts, expert advice and guidance, and a painstaking weighing of the merits of many projects, all vital to the defense effort, before we are in a position to determine their relative merits. In the meantime, an immediate appropriation is required to meet the added administrative costs of our growing civil defense agency. Legislation for this purpose is being introduced today.

Some calculated risks must be taken if projects of first importance are to be completed within a reasonable length of time with available manpower, resources and finances.

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In a time of serious crisis, we are afforded a fresh opportunity to recognize the intricate inter-dependence of individuals and groups in our modern society. In our concentration upon the security of the Nation, we cannot afford to overlook the welfare of the individual upon whom the

Nation relies for its strength. Therefore, we must continue to strengthen and provide those essential services without which no modern nation may successfully function.

We must bring to the task of government a balanced judgment comprehensive in its point of view and imaginative in its search for the answers to the problems of the day. Among the activities which, so tested, would rate the higher civilian priorities in our defense environment, I commend the following to you:

Our veterans of service in Korea and those who are presently being called into the armed forces must be assured substantially the same rights and privileges as those given to the veterans of World War II.

Until the fateful day when the professional services of a doctor or nurse are required, the average citizen is inclined to minimize the magnificent contribution that the members of these professions make to the welfare of our society. The mobilization of our forces is placing, and will continue to place, an ever-increasing burden upon our doctors and nurses, of whom there are already too few. We have been developing plans to meet all possible contingencies in the essential service these professions render our citizens.

Under the leadership of your State Government, private hospitals, public health agencies, and other professional organizations, have been participating in this planning. Extensive programs are being formulated. We may confidently expect the continued co-operation of these groups in the full implementation of the plans.

It is apparent that provision should be made for additional training programs as well as professional education. This is a Civil Defense project with real peacetime significance. The New Jersey Medical College Commission has been studying this problem for some time and we may expect its report during the present session of the Legislature.

Effective local public health administration is a vital ingredient in any civil defense program. Our State Department of Health is now rendering comprehensive consultant services to those communities desiring to measure the adequacy of their present health activities. This State service is based upon the premise that sound action is dependent upon full knowledge of local health requirements.

The development of the most effective local public health units will require inter-municipal co-operation and the further consolidation of this municipal activity for the purpose of achieving desirable efficiency as well as economy. Legislation has been prepared by the Governor's Committee on Local Health Administration providing for district health services and the strengthening of inter-municipal co-operation. The recommendations of this Committee merit your careful consideration and support.

Last year we substantially strengthened our employment security programs. It is fortunate that we did so. The transition to a full war-time economy will inevitably result in some hardships. It is difficult to prophesy the length or the extent of these hardships. It takes time to re-tool an industry. The inflationary spiral that existed a year ago, I am sorry to report, has been permitted to continue unchecked. As a result, pending the comprehensive study now under way, we are once again compelled to adjust our insurance programs including sickness benefits and unemployment compensation and to increase present maximum payments, as well as to extend coverage, to permit these programs to accomplish their primary objectives.

Other legislation needed to assure smooth industrial relations and further perfect our employment security program includes: improvement in Workmen's Compensation procedure and elimination of remaining inequities in the law; a State Labor Relations Law; and the strengthening of our minimum wage law. The equality of women before the law as guaranteed by the new Constitution should also be further implemented.

Important new amendments to the Social Security Act adopted by the Congress of the United States last year make it desirable that our statutes in New Jersey be likewise amended. The consolidation of all State welfare services in one State department a year ago was a very decided step in the right direction. Our present relief functions are administered according to several varying formulæ, including aid to the aged, aid to dependent children, aid to the blind, and two types of general assistance. These are not only administered under different formulæ but at different levels of government. This arrangement is neither economically sound nor administratively desirable. It is an arrangement that is in conflict with the spirit, if not the letter, of the new Federal Social Security Act and places in jeopardy important portions of the proposed matched-fund program outlined in the new Federal Security legislation.

The Federal legislation establishes a new and important category comprising the totally and permanently incapacitated. These unfortunate members of our society who are totally and permanently incapacitated and in need of assistance should not be carried on our emergency relief rolls. Social justice and prudent administration support a determination to provide assistance to needy persons in this category apart from the emergency relief program. The new Federal legislation also broadens the base of contribution for the needy aged by including those in public institutions. Other provisions of the new Federal Social Security Law will likewise require your consideration and action.

The Federal Social Security Act affords us a proper opportunity to revise our own statutes and to adopt a modern welfare code, consistent with modern concepts of assistance to the needy. We should adopt objective standards for determining and measuring need. These standards should be State-wide in application and, as nearly as possible, subject only to such variations as may be necessary by the type of recipient—the same for all classes and categories of public assistance.

A consolidation of our social security activities, the simplification of our procedures, and the adoption of standards consistent with those prescribed in the Federal Social Security Act, will result in a very substantial saving of money to the counties and municipalities. It will likewise result in a substantial increase in State and Federal financial participation in the various programs. Of greater importance, it will provide a better and more equitable service! While I have objected to the extension of Federal grants-in-aid, to oppose this program at this particular time would hurt our municipalities without accomplishing my basic objective—the reallocation of State-Federal service responsibilities and taxes and the reduction of Federal non-defense expenditures.

In my Second Annual Message to the Legislature, I discussed the need for research in the causes and prevention of long-term chronic illness. In the field of general medicine the technician, the scientist, the doctor and the public health official have performed modern miracles. They have lengthened the span of life and cut down the incidence of acute sickness. We have reached the point in New Jersey where we are ready to place even greater emphasis on prevention than on cure and custody. I propose an integration and consolidation of all State activities engaged in the task of prevention.

A year ago, provision was made for the liberalization of our teachers' pension program. This year we are confronted with the task of appropriating money to meet that commitment. We must continue to revise, upward, minimum teachers' salaries and to strengthen our teacher salary schedules if we are to attract and keep the best teachers in our State. Pending a report from the State School Aid Commission, the State will strive to maintain its State-aid program at present levels. A sound and adequate teachers' compensation and pension program is a good investment if the vitality of the blood stream of our Republic is to be maintained and strengthened.

The hard facts of life require that we re-examine each service rendered by government. Of each service we must ask: "Is it necessary under present circumstances?" We must conserve our resources, refraining from any new expenditures unless their necessity is clearly and unequivocally demonstrated. This is no time for waste or extravagance. All levels of government will be expected to observe the strictest economies.

Each proposal for a capital improvement must be tested and the need for it proved in the bright light of present circumstances including high costs, scarce materials and a reduced supply of labor.

At the present time, we are engaged in a capital improvement program for our Department of Institutions and Agencies. The overcrowded conditions that presently exist in our institutions, the known hazards, which the program is designed to eliminate, the great need for additional mental hospital facilities, compel me to state that unless conditions take a decided turn for the worse this program should be continued. These additional facilities will permit us to expand and intensify our treatment of the mentally ill with assurance that an increasing number of patients may be returned to a productive society.

With respect to our State highway program—it is apparent that modern highways are a prime war-time requirement. We will be constantly examining our highway program in the light of changing circumstances.

We expect the Turnpike to be completed this year. Provision should be made for the extension of the Turnpike to a connection with the New York Thruway. We may confidently expect the Turnpike, upon its completion, to be one of the Nation's greatest wartime and peacetime assets.

It is desirable to create an additional Authority within the Highway Department so that it may be prepared, if necessary, to undertake the construction and operation of certain strategic bridges, parking facilities, and highways having war-time significance, on a pay-as-you-go basis.

The interstate crossings of the Delaware and Hudson Rivers have a National defense as well as State significance. The present crossings of these rivers are already approaching capacity and, in some instances, the flow of traffic is in excess of capacity. Additional crossings are, therefore, required now. Any heightening of the present emergency would increase this need. The plans for these additional crossings should be completed at once. The construction of additional crossings should be given a priority consistent with their peace and wartime significance.

In my own approach to the task of Civil Defense, I have personally placed heavy emphasis on the need for control against panic and the orderly handling of great masses of people during a period of extreme peril. This control should begin in each room of each factory, shop, office, school and in each home and extend in varying degrees throughout the State.

In time of peril, there is no substitute for orderly discipline. Adequate transportation and communication facilities, permitting the free and uninterrupted flow of traffic and information, are necessary if we are to maintain the reasonable Civil Defense controls to which I have referred and permit, as nearly as possible, the continuous productivity of our economy.

The Departments of Defense, Highways, Public Utilities and Health have been engaged in a study of this problem. Consideration has been given to the maintenance of essential utility services, including the interchange of power and water facilities. The need for greater security for our power and telephone lines, including the desirability of placing these lines underground, has been recognized.

Once again I am compelled to stress the critical need for additional water supplies for our State. An adequate water supply, important in peacetime, is doubly important in a period of national emergency. Pending agreement upon an acceptable plan for additional water supplies within the

State, provision should be made this year for the completion of the Delaware and Raritan Canal Water Supply Project as authorized by the Legislature in 1948. The completion of this project will make available an additional 75 million gallons a day for an important industrial area of the State. This is a short-range measure which should be followed by long-range projects designed to protect and promote the health and welfare of the people of our State.

The most attractive of the latter projects is the plan proposed by one of our inter-State commissions—The Inter-State Commission on the Delaware River Basin. This agency, pursuant to a previous legislative authorization, has presented a program for the development of the water resources of the Delaware River watershed that, with certain modifications, I have accepted in principle and believe should be speedily adopted.

Our growing industries and increased population require additional water supplies. Our communities bordering on the Delaware River will be greatly helped by the steady flow of water in the river that would be provided by the program. I am convinced that this project may be completed on a pay-as-you-go basis. It is of major importance. I hope that you will give the program your support.

While it may be necessary for us to defer some of our programs, there should be no deferment in our planning for the future. I am increasingly impressed with the need for adequate master plans encouraging the orderly development of our State and its political subdivisions. The development of a modern co-ordinated transportation system that I have outlined in previous messages continues to be essential if our State is to continue to grow. The system is likewise an essential ingredient in our security program.

The State Police are an integral part of our Civil Defense program. In fact, one of the first and most important steps in the development of a Civil Defense program is to provide for the control of traffic and the prevention of lawless activities. The strengthening of the State Police and all of

our other important law enforcement agencies is, accordingly, a project that has peace-time as well as war-time significance. No State is secure that either harbors or tolerates habitually lawless elements. Respect for the law is a principle second only in importance to the great principle of equality before the law.

The Department of Law and Public Safety, as well as other State agencies, should be permitted to employ specially qualified retired members of the State Police Force, receiving a pension, under a reasonable arrangement that would protect the individual as well as the State.

The adoption of a Uniform Traffic Code is again recommended. The need for greater uniformity in traffic regulations throughout the country is every day becoming more apparent. Good traffic laws as well as effective enforcement can help to reduce the toll of needless traffic accidents and its appalling waste of invaluable manpower.

During this period when we are revising and modernizing our Motor Vehicle procedures and practices with respect to the issuance of drivers' licenses, examinations, suspensions, revocations, as well as motor vehicle registrations, it is appropriate that we should make provision for driver-training courses in all of our high schools. In this comprehensive program our purpose is threefold: the reduction of traffic accidents, greater efficiency and economy in administration, a fair and enlightened consideration of the problems of those who use our highways.

Effective law enforcement requires readily available Courts providing speedy and scrupulously fair hearings for those charged with violation of the law. In only one respect have we fallen somewhat short of this goal. More than fifty of our municipalities do not have a Municipal Court. Each of our municipalities, consistent with the principle of home rule, should be required, either independently or, preferably, in conjunction with a neighboring municipality, to maintain a Municipal Court.

The Magistrates presiding over these Courts should be trained in the law. While many of our magistrates have performed notable services despite a lack of technical training, and these should be permitted to complete their terms, the qualifications for this important judicial position should include adequate professional training.

The proper administration of these Courts appears to require the appearance of a prosecuting official. It is my considered judgment that laws relating to our Municipal Courts should be generally revised. Much progress has been achieved in the administration of these Courts. It is apparent, however, that there is room for considerable improvement, particularly in the handling of motor vehicle cases. More nearly uniform procedures and practices in these Courts is desirable.

In addition, I repeat my previous recommendations that the authority to appoint jury commissioners be transferred to the Supreme Court, where it naturally belongs; for the jury system is an integral part of the judicial system. Likewise, the authority of the Chief Justice to appoint park commissioners should be transferred to the Executive branch of government.

The very important revision of Titles 2 and 3 of our Revised Statutes is in competent hands. While the work of the Revision Commission may not be completed during the regular session of the Legislature, it is my hope that the report of the Commission will receive your consideration and approval this year. It is my hope that we may accelerate the basic revision of our statutes, and that thereafter provision may be made for continuous yearly revisions.

To a greater degree than is perhaps realized, the security of our citizens is dependent upon their ability to accurately and quickly ascertain their rights. From an administrative point of view, a welter of antiquated, often conflicting, laws makes it difficult to reach a prompt decision on important issues. Such a welter promotes frequently expensive delays. Not the least of the statutes requiring revision is

cumbersome, antiquated Title 48, encompassing the laws relating to public utilities. Pending such a revision, provision should be made now for the creation of a revolving fund to provide the funds necessary to insure the presentation by the Department of Law and Public Safety and the Department of Public Utilities of all the facts for the protection of the public in rate proceedings.

The loyal and efficient service of our State employees should be recognized. Many of these employees may be called upon to perform additional duties during the emergency. Those who man our services have felt the cruelty of an inflation that has made their personal problems, as well as the State's fiscal problems, increasingly difficult. I will discuss this issue and, in fact, all of our burdensome fiscal and budgetary requirements in the Budget Message. They have been complex in the past. Inflation has made them even more complex.

As a matter of course, we will adhere to and strengthen our Civil Service principles and practices. There is no substitute for experience. A competent career service is essential and must be preserved.

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We will continue to recognize that a social system, a philosophy of life, or a government that fails to produce in the interests of all the people, will not long endure in an age where wholesale destruction may explode out of the skies while mankind is too slowly testing old values and seeking new guides.

This is a time of great challenge. As Americans, we have embarked upon an undertaking that will not be completed in a month or a year. The struggle between freedom and slavery, between liberty and tyranny, will be a long one. We should prepare ourselves accordingly. We cannot afford to prematurely exhaust our energies or our resources. In terms that a runner would understand, our

race is not a mad dash for freedom but, rather, a marathon in which we have a crafty, unscrupulous adversary.

The goal is clear. I entertain no doubts with respect to the ultimate victor. Our Nation of free people, under Divine Guidance, is destined to surmount and survive the present crisis as it has survived previous crises.

It is for us to so conduct ourselves and perform our tasks that future generations will recognize that in a time of adversity our hearts were strong and our minds were clear. We will want the record to disclose that we were not afraid, that we provided wise leadership, and that we made our fair contribution to the general welfare of our State and our Nation.

The past record of achievement gives me a clear right to state my confidence in your ability to perform your important duties wisely and constructively. In the performance of these duties you will have the full co-operation of the Executive Branch of your Government.

Respectfully submitted,

ALFRED E. DRISCOLL,  
*Governor.*

[SEAL]

Attest:

PAUL T. STAFFORD,  
*The Secretary to the Governor.*



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