



NEW JERSEY TRICENTENARY

1664-1964

People, Purpose, Progress

Second Annual Message
RICHARD J. HUGHES
Governor of New Jersey



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*To the Legislature
January 14, 1964*



STATES

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Richard Hughes July 14, 1964

Second Annual Message
RICHARD J. HUGHES
Governor of New Jersey



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Second Annual Message

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

This year marks New Jersey's Tercentenary. During this period the mind will turn naturally to a review of the past accomplishments of our State and to thought of the people who contributed so much to its achievements. This history will refresh our sense of pride in New Jersey. This is how it should be.

To the extent that the past serves as a useful guideline for the future, every citizen will benefit from this year's review of what has gone before. If there is a single group in the State, however, which can least afford the pleasant luxury of looking only backwards, it is we who assemble here today. Other legislators and governors have made their contributions. Their efforts, whether great or humble, are recorded upon the history of their times. But, our work is far from completed. Our task, our purpose, is to build upon the established foundations of the past to provide the best possible future for the people of this State. This is a heavy responsibility indeed, but one that we can meet together.

In a world as complex as ours, we have come to realize that a beneficial and prosperous future is not ours by right; nor can it be expected to occur spontaneously. If it is to occur at all, it will be the result of careful planning and preparation and considerable hard work. To this end, each citizen has his own concern to do his utmost, to advance himself and his family. The business and commercial interests of this State also bear no small part of this responsibility. Not only do such enterprises provide a substantial portion of the State's economic well-being, but they also hold within their hands the power to advance the State's ability to cope with many of the most pressing social and economic problems of our day. For example, some of our greatest industries, in cooperation with the State, are helping establish the pattern and

the procedure for the constructive integration of all qualified persons, regardless of race, religion or nationality, into the work force of the State.

To dwell upon the responsibilities of the private citizen, however, is to lose sight of the special responsibilities we here today have willingly assumed. As we have been elected, so have we elected to undertake the obligation of serving the people of this State. Having chosen to serve, can we now shrink from the obligation to perform the duties of our office faithfully to the best of our abilities?

The problems which confront the State are not nearly as difficult to conquer as is the fear to undertake solutions. To those of us who would fear the unpopularity of meaningful measures to curb drunken driving, I would point to the 964 persons who died upon our highways in 1963—how much of this is the price of past inaction? To those who would hesitate indefinitely to provide the revenues so necessary to our survival, I would point to the more than one quarter billion dollars by which local real property taxes have risen in the last four years and still have failed to meet the needs of a modern State—the near intolerable price of inaction. To those of us who would preach the brotherhood of man and yet equivocate about writing its full meaning into the public policy of our State, I would point to the waste of human potential, to the mounting social ills and welfare problems and worse, which afflict the body politic to the cost of every one of us.

People—Purpose—Progress; this is the Tercentenary motto. The people are waiting. The purpose is evident. It is progress we must seek.

First Steps to Progress

We must measure the foundation required for the State's future progress partly in terms of today's existing needs.

During the past year, there was considerable discussion concerning the immediate and near future needs of the State in two critical areas, (1) capital construction, and (2) increased financial aid to local governmental units.

Each of these areas of need has been documented in great detail over the past years. For example, the State's requirements for institutional construction are supported by numerous departmental studies dating from 1959 and even earlier. These studies establish the need for a capital construction program of more than \$100 million, of which \$60 million is sufficiently urgent to require immediate consideration.

The capital construction needs of our public institutions of higher education have been carefully documented by the 1962 Strayer Report which projected a minimum capital construction program of \$134 million in the next several years. Unless these facilities of education are provided we will be turning our backs upon the more than 23,000 additional students who will be seeking college accommodations in our public institutions, for instance, in the scholastic year 1970. Demonstrating the immediacy of this problem is the fact that we will require facilities for 12,000 more students than our public institutions handled in 1961 by as early as September, 1965.

A third major area of need certainly is that of highways. For more than six years the Highway Department has been issuing, on a consistent and periodic basis, comprehensive reports detailing the necessity of a construction program which will total approximately \$2 billion by 1975. New Jersey's traffic density is already five and one-half times the national average; three times that of Pennsylvania and three and three-quarter times the density on New York State highways. Considering today's congestion, it is frightening to contemplate conditions in 1980, by which time our traffic engineers say vehicle miles of travel will double the 1960 figure.

As to the requirements of our local school districts for increased State financial assistance, there has been a detailed and comprehensive report by the Commission on State Tax Policy which more than establishes the pressing need for this action. Even if this report did not exist, a quick glance at the statistics of the increase in local property taxes over the past years would establish this need. In less than 10 years these taxes have increased by more than one-half billion dollars. Does anyone in the Legislature

seriously believe that the local property taxpayer can continue to absorb a financial burden of the magnitude now posed by these taxes?

During the bond issue discussions, there were those, including some members of this Legislature, who indicated that they were not convinced that the needs which I have briefly outlined in this message exist or that their existence has been fairly proven through careful and impartial study. In light of the studies which have been conducted by the State, by consultants of unquestioned integrity and by commissions of the highest repute, I find it difficult to understand such a contention. Nevertheless, I say to this legislative body that if there should be any of you who choose to argue with the facts as they exist today, and as we all know them, conduct such studies as you may wish. I ask only that you do it quickly, for we are surfeited with studies, and the people are waiting. I am confident that no reasonably intelligent individual can long escape the inevitable conclusion that New Jersey's ability to progress in the future is tied very directly to the needs which I have outlined and to the many other areas of needs which I will touch upon in this and my other messages, particularly in the Budget Message which I shall deliver to you next month.

A Continuing Obligation to Act

Before we turn our attention to a consideration of new matters or to a consideration of new developments in some of the older problems, I feel that I must comment upon a proposal presented to you last year which did not receive legislative approval.

In my first message, I devoted considerable attention to the pressing necessity for the "driving while impaired" legislation and the "implied consent" law. Since last year, death on New Jersey's highways has continued to increase at an alarming rate. Nearly 200 more persons died on our roads in 1963 than did in 1961. The State's alcoholic determination program has consistently established, year after year, that more than 50% of the drivers involved in fatal accidents were found to have an alcohol factor.

I well realize that a driver's license is a most valuable possession in our way of life which depends upon automobiles as a necessary means of transportation. The loss of a license is a serious handicap to its owner, but can it be equated with the loss of a life?

If we are to discharge our responsibilities, we must make every reasonable effort to improve our motor vehicle laws and enforcement programs so that lives will not be sacrificed needlessly. A strengthening of the drunken driving laws is an absolute essential. The proposals are before you. I request your serious and early consideration of this problem.

A Report of Stewardship

We can take substantial pride in the fact that State government in New Jersey has established a record for economy of operations. The most recent figures available indicate that our per capita cost of operating State government is the lowest in the nation. State tax collections, computed as a proportion of personal income in the State, are also the lowest in the nation. We employ fewer persons per capita than any other state. I doubt that anyone could claim that there is another state in this nation whose economy of operations is better, in terms of cost, than ours in New Jersey.

I mention these facts not in a spirit of complacency, for it is certain that in some areas we are not meeting our responsibilities because of lack of funds, but to set the record straight. In other words, what we are doing we are doing efficiently and economically. To those who would criticize State government, I would request that they specify the services they would abandon or deny and that they not resort to generalized, unsubstantiated claims of possible saving.

But no one can claim perfection. Mindful of our continuing responsibility to maintain efficiency, I have had conducted a series of studies concerning State government. Last year, the Governor's Committee on Efficiency and Economy in State Government conducted such a study. I am pleased to be able to report that many of its non-legislative recommendations already have been implemented, and others are in the process of implementation with considerable savings being realized to the State. For example, a

review of State supported activities has led to the establishment of a centralized motor pool, and we are providing for centralization of printing and duplicating activities. A long-range planning program for capital improvements has been established. In addition, specific steps have been taken to assure for State government the full advantages of electronic data processing; studies for a centralized data processing operation are now under consideration.

Yet, while these and many other recommendations of the Governor's Committee on Efficiency and Economy have been implemented by the Executive Branch, I am not aware that any of the legislative recommendations have been implemented, and thus I assume that the report remains under study by the Legislature.

I also would strongly recommend expansion of the State's fiscal note law. At present, this law affects only those bills which would increase or decrease State revenue or expenditures. It is of equal importance that the Legislature and the general public know what effect proposed legislation will have upon local revenues and expenditures.

It is my intention to continue during the forthcoming year my review of State operations with a view to maintaining and improving our present high degree of economy and efficiency. And to continue and expand the comprehensive study of the operations of our State government, not only for its betterment but for the composure and information of our citizens, I recommend the creation of a Hoover-type commission.

It is essential, however, to the well-being of the State that any such commission be not a vehicle for political harassment but a means for an objective evaluation of the problems of government. To that end, I feel that I must stipulate that such a commission, if created, be composed of public members appointed by the Governor subject to confirmation by the Senate.

It is this means of balanced responsibility which the Constitution has established as a guarantee of the highest quality in appointments—from the Chief Justice of the Supreme Court through the whole range of the judiciary, for instance, where

justice and impartiality form the touchstone of achievement. This method of appointment is certainly best, if indeed we are all sincerely interested in objectivity without suspicion of partisan motivation.

THE PEOPLE

Civil Rights—Not a Political Matter

New Jersey is justly proud of its pioneer position in making the promise of the Declaration of Independence a reality for all its citizens. But during 1963—the hundredth anniversary of the Emancipation Proclamation—the conscience of New Jersey, as well as the nation, was aroused by intensified demands for inter-racial justice. Many came to realize that there was much more to be done before all our citizens could truly share in the full freedom and equal opportunity which should be available to all citizens regardless of race, religion or national origin.

Over the years civil rights has never been a partisan matter in New Jersey. The first substantial gains in this field were made by a Republican Governor working with a Republican Legislature. Under Governor Meyner this pioneer role was continued, with notable progress, particularly within the Executive Department, and with additional legislative achievements which were the products of bipartisan effort.

This administration, working with legislators of both parties, has recorded a number of achievements. We have implemented a campaign pledge to bring the Division on Civil Rights within the Department of Law and Public Safety, thus better preparing the Division to meet today's need to assure equal opportunity. A bipartisan Legislature broadened our civil rights statutes to outlaw discrimination by all public contractors. It was my privilege to sign this bill into law.

We have seen in New Jersey this year a series of landmark decisions—the first of their kind in the Nation—by the Commissioner of Education in which the State successfully has come to grips with the problem of “de facto” segregation while maintain-

ing the structure of the neighborhood school system, so much a part of public education in New Jersey.

Confronted with the growing moral crisis during the year past, the Democratic and Republican parties formalized their cooperation in meeting the challenge of civil rights by establishing the Bipartisan Conference on Civil Rights to deal specifically with the problems of equal opportunity in the fields of education, employment and housing.

Clearly this was a positive recognition that civil rights is not a political matter, but a matter of morality and democratic ideals.

Spokesmen for the major faiths have reminded us in no uncertain terms that the demands of conscience require that we move rapidly and courageously in all areas of public and private life to share the full benefits of freedom with all our fellow citizens.

It is this moral conviction which must guide us as we again take up the important matter of fair housing legislation. There have been differences that have blocked this legislation. Important legislative leaders have described these as differences, not of moral substance, but of legal form. The Bipartisan Conference on Civil Rights has recommended solutions to this impasse. I would hope that the same spirit of bipartisan cooperation reflected in the Conference on Civil Rights will continue. If it does, I am sure that the Legislature will pass a meaningful fair housing bill which will reflect credit on itself and on New Jersey as a leader in the field of civil rights.

To Match Skills and Jobs

Total employment and average income in New Jersey have reached a new high. In construction and in the production of goods and services we have set new records. And our economists forecast that 1964 will be even better.

This is but a part of the story—the bright side. Unemployment in New Jersey, as in the nation, remains high. During the past year it has averaged 6.5 per cent. As our technology advances, a greater proportion of job opportunities is found in the skilled and professional categories. But employment of the unskilled is

rapidly falling. Many New Jerseyans find themselves unemployed, not because there are no openings, but because they lack the skills required for available jobs.

In part, we are already attacking this problem. Using funds provided under the Federal Manpower Development and Training Act, our Education and Labor Departments, in cooperation, are training hundreds of unemployed in higher or more employable skills. This Federal program recently has been extended and enlarged, and we shall take full advantage of these added opportunities.

Youth Employment—The Problem

But our most knotty problem—that of youth unemployment—is not resolved by this approach. In the next seven years, more than half a million young people will be entering the New Jersey labor force. Nearly 30 per cent of these will be high school dropouts, most of them without the necessary skills for a steady, productive job.

Such figures point up the tragically dramatic condition wherein 40 per cent of New Jersey's unemployed in 1963 were under the age of 25 while this group constitutes only 14 per cent of the labor force.

These young people face a life of recurrent or near-continuous unemployment. And our communities face the ever-increasing economic and social burdens that this functionally unemployable group presents—a stark prospect for the taxpayer.

Opportunities for professional and technical workers, for sales and clerical workers, for managers and proprietors, are increasing; but opportunities in unskilled and semi-skilled types of work are fast disappearing. Today more than 90 per cent of the available job opportunities in our State demand a minimum of a high school education, and a rapidly growing percentage demand specialized vocational training, college and university preparation, and even graduate study. The challenge of youth unemployment and the high school dropout is immediate and critical. It confronts all of us and must be met by the combined efforts of both the private and

public sectors of our society. This is a matter of conscience as well as economics which this administration proposes to meet in a broad and coordinated way.

Toward Solutions

I have vested in the Commissioner of Labor and Industry the primary responsibility for coordination of all State programs relating to manpower training and utilization, with emphasis on programs affecting the priceless asset that is our youth.

Furthermore, the Department will be charged with continuing and expanding the State's activity as expert adviser, as catalyst and as originator in a number of citizen-sponsored programs in this area.

Plans already under way will demonstrate, I believe, the real benefits available from imaginative intragovernmental cooperation in this area. The Departments of Labor and Industry, Conservation and Economic Development, and Education are proceeding with a plan to utilize our public lands—expanding so notably through the Green Acres Program—as a medium for training, education and public service.

As a first step, a group of boys from the rolls of the Newark Youth Career Development Center soon will move into East Creek Lodge in Belleplain State Forest. These young men, while working to develop public recreation facilities under the supervision of conservation experts, not only will learn productive work habits but also will have the opportunity to repair some of the major educational deficiencies which bar them from even minimal employment in their home communities. These special educational programs will be developed in the Department of Education through its Adult Education Division.

This pilot project will be undertaken at minimal State cost. Should it meet the anticipated success, it will be expanded to other public areas. Thus, these young men, while beginning to shape their own economic futures, will help transform our Green Acres from tomorrow's promise into today's recreational reality for New Jersey's growing millions.

I am pleased to report that this program has the firm support of New Jersey's organized labor which sees this youth endeavor as a first step for young men who will become productive members of the labor force of future years.

Private endeavor, in a great American tradition, has been responsible for some of the most striking developments related to youth employment in New Jersey. In communities throughout the State, organizations, private agencies and interested individuals have developed effective and imaginative programs to combat school dropouts. These efforts must continue to be encouraged and broadened by State support.

Many young people leave high school before graduation because of the need to earn money to assist with family expenses or to meet their own expenses. Voluntary agencies in this State have recognized this problem and developed an effective solution—the Youth Employment Service. YES programs, financed by local service organizations, are functioning in 26 of our communities. This fine community service program—at no public expense—finds part-time jobs for high school students which will supplement their income without interfering with their education. In Princeton, YES obtained almost 600 jobs for students last year. This is a program which must be broadened. We will continue to lend the support of the State in promoting, coordinating and guiding its expansion to still other communities.

Another promising development which will have an impact on reducing school dropout rates and improving the transition for many youngsters from school to employment is the carefully planned work-study program now operating in three North Jersey comprehensive high schools. Non-college bound students are given special aptitude tests and placed in carefully selected commercial and industrial jobs for part of each school day. The student earns and learns on the job and returns to school the rest of the day in a carefully planned curriculum tailored to meet the special interests and needs of the individual. This research and demonstration project can be expanded and extended to schools in other parts of the State—again at minimal State and local government

cost under the Federal Smith-Hughes Act which provides Federal funds for the necessary supervisors.

In a few communities, small numbers of young people have been helped to continue in school and keep pace in spite of home and health handicaps by special tutorial programs. These, too, are volunteer efforts, often housed in church basements, community centers or private homes. They provide a place where young people can come and study under proper conditions and with interested help and guidance. Retired teachers, college undergraduates, interested adults and even qualified high school students have shown themselves to be available and eager to help in the promotion of these worthwhile projects. By a planned marshaling of talent, this program can be expanded to divert many more potential dropouts from that dead-end course.

Meanwhile, there remains the serious problem of designing a system of vocational education to meet the special needs of today's youth. Toward this end, the Commissioner of Education recently appointed a Committee to Study the Needs of Vocational Education, made up of laymen and professional educators and representing all possible interests in this field. It will review our present program with a view to revisions that will best meet the needs of our time.

The Future

These are but a few of the developments which have been taking place quietly in New Jersey. They do not need vast public outlays to enrich them. But they do need our leadership and encouragement. And they need the public awareness that will bring further support and volunteer participation.

In summary, I am suggesting to the people of New Jersey that each of us—individually and through our government—has a responsibility and an opportunity to work on the solutions of these challenging problems facing our youth. We cannot legislate a solution; we cannot purchase a solution; but we can and we will bring to bear the resources no money could buy, no law command—the dedication, the resourcefulness and the energy of concerned government and concerned citizens.

Welfare—Concern and Vigilance

I commend to the Legislature a careful review of the findings of the Welfare Investigating Committee of the Legislature. Evidence has been adduced by this Committee that the single item of rent constitutes a considerable portion of all welfare payments now being made. For example, in one of our principal municipalities, of a total of \$600,000 in local assistance costs, \$170,000, or one-third, is expended for rent, not including the entire cost to the taxpayer of heat and utilities. In another city, one-half of the total amount of welfare payments is for rent.

The Commission asserts that in many cases these rents are unconscionably high. Quarters which rented for \$18, \$20 or \$25 a month under the old rent controls, with little or no improvements having been made and despite an agreement of the landlords' associations that the line would be held, now carry monthly price tags of \$100, or \$120 or \$140. There is at least the implication that this situation has arisen largely because the tenants happen to be on relief, and the welfare authorities are defenseless in the face of these exactions.

Since, as determined by this Committee, cold water flats and other disreputable dwellings are now being rented for as high as \$140 a month to welfare clients—since such quarters are, by any standards, worth only a fraction of these amounts—and since such quarters are, all too often, all that is available to the families who must seek welfare, we should consider the enactment of legislation which will authorize municipalities, where such exploitation exists, to adopt special ordinances to bring these apparent frauds under control.

There is involved here, of course, the human factor, the victimizing of those least able to defend themselves against the unscrupulous conduct of slumlords. But, beyond this, there is the obvious public interest in seeing that a dollar spent in this manner is not wasted. Every taxpayer, including those in our most prosperous communities, has a direct financial interest in this situation in his county tax burden.

The State must develop an ever sharper alertness in defense of its taxpayers, and moreover in defense of what is right and just. For example, we are obliged to assure that aid to dependent children is indeed used for the care of youngsters for whom it is intended. The majority of people who find themselves obliged to participate in programs of this type are certainly good, decent members of the community. Unfortunately, there apparently are some who divert such funds to their own, rather than their children's, advantage. I am in accord with the Committee's view that stricter controls must be considered to conform all expenditures to the public intention.

Also, when one considers the millions of dollars of unmet obligations owing from parents who have shirked their parental responsibilities, the value of a new concerted effort in prosecution of such individuals is evident. In this regard, I am certain we can depend upon the full cooperation of the courts. I remind our prosecutors, probation departments and juvenile court judges of the interest of this administration in strict control and swift retaliation against deserting parents.

Mental Health—New Standards

With regard to legislative treatment of the always important subject of mental health, I again commit this administration to the general objectives outlined in the so-called mental health bills which passed the Assembly last year. Our shared intention should be to push New Jersey's mental health programs forward to cope adequately with this deep social problem. With legislation of this type, we will be in a position to proceed with the development of a broad, modernized program of diagnosis, treatment, care and rehabilitation while providing standards for determining impartially the responsibility of relatives and public agencies to pay for needed care. I call on all agencies of State and local government which have authority in this area to consult together and with voluntary agencies with regard to any modifications needed in the proposed legislation and to explore alternatives to achieve these objectives consistent with our responsibilities and obligations to all the citizens of New Jersey.

Narcotic Addiction

In terms of human tragedy there is nothing more serious, nor more difficult of solution, than drug addiction.

A year ago we established a Narcotic Drug Study Commission which assumed responsibility for making a comprehensive review of all matters relating to the causes, prevention and control of drug addiction. It is my understanding that this Commission has met regularly during the past year and its report should be forthcoming in the near future. This report and any recommendations which it may contain will warrant careful consideration by all of us.

Hope for the Handicapped

The person with a lifetime disability needs health, education, rehabilitation and related social services of a special character at different stages of his life. Many agencies, public and private, are engaged in providing these multiple services needed by the permanently handicapped. Indeed, New Jersey's record in this field is among the best in the nation; its tradition of service is a proud one.

This effort, however, calls for constant reappraisal and planning. As commendable as our achievements may be, compared with other states, this is a sector of our community life that still suffers from much neglect. We have a strong obligation to strengthen our services to the handicapped. This will bring them out of the shadows of neglect and into the world of opportunity for personal growth, self-respect and independence, adding new strength to the lifestream of our society.

In order to effect coordinated and comprehensive programs for the person with permanent handicap, I have established an Interdepartmental Committee on Lifetime Disability and appointed an Advisory Council, made up of a broad representation of lay and professional citizens, to bring public, voluntary and professional efforts into coordination with the planning and programs developed by the Interdepartmental Committee.

I am pleased to report that much progress has been made in the field of mental retardation—the first area to be considered by the

Committee and the Advisory Council. This has enabled the State to file promptly an application for a Planning Grant in Mental Retardation under recently enacted Federal legislation.

This year we mark the tenth anniversary of a special program for the mentally retarded and physically handicapped in the public schools of New Jersey. This mandatory program was established by legislation enacted in 1954, expanded in 1959 and commonly known as the "Beadleston Laws" in tribute to the leadership of Assemblyman Alfred Beadleston, now the distinguished Speaker of the General Assembly. This legislation—the first of its kind in the country—gives new hope to our handicapped children for a better and more independent life.

Presently, a Commission appointed by the Commissioner of Education is reviewing the effectiveness of these programs. Its report, due in April, will be presented to you for any legislative action needed.

An Appraisal of Higher Education

In my Legislative Message last year, I announced my intention to appoint a panel of impartial authorities to make a broad study of all our resources of higher education, both public and private. I assigned it the responsibility to recommend the policies and structure which the State should adopt to provide educational opportunities for the qualified youth of New Jersey and to provide the programs and facilities to produce the trained personnel required for the dynamic economy of a progressive, urban State.

This study is now well under way by the Governor's Committee on New Jersey Higher Education headed by Dr. Carroll Newsom, now Vice-Chairman of the Board of Prentice-Hall and formerly President of New York University. The study is being financed by a group of New Jersey business firms. They are to be commended for this public service and their contribution to the future of the youth and higher education in New Jersey.

I often have referred to the essential relationship between economic development and the excellence of higher education. Those familiar with the significant areas of competition between

states in attracting industry know that a key factor is the research capability of our colleges and universities and the availability of trained personnel for modern industry.

I expect that the study will be completed during this year, and it should offer the responsible authorities and the people of New Jersey a comprehensive look at the future of this most vital area of our State life.

On a related subject, plans are under way to formulate the State plan necessary to benefit under the Higher Education Facilities Act of 1963, signed by President Johnson just a month ago.

THE ECONOMY

In examining the condition of the State, it is apparent that the people of New Jersey continue to enjoy the benefits of a prosperous economy. During the year past, a variety of business indicators showed steady and, in some respects, record gains. Our economists forecast that 1964 will be an even better year with general activity moving to record levels and with our per capita personal income remaining among the highest in the nation. This prospect will be enhanced by the expected passage of the Federal income tax reduction.

While we can take satisfaction in this outlook, we would be foolish, indeed, to assume that economic problems do not exist which will challenge all our ingenuity.

The health and vitality of our business community is essential to all of us. America is in the midst of a great era of technological change. At the same time, a natural concern arises from inevitable changes in defense production in which New Jersey industry has been a leader. To provide for our immediate and future needs we must face up to the economic truths of our time—the advances of technology, the encroachment of automation, the need for advanced technical training for our exploding population and the concomitant problem of unemployment. It is no longer possible to trade upon the achievements of past generations, nor to risk our future growth solely upon our geographic and natural resource advantages, as important as they may be.

An Action State

New Jersey is an action State, and our economic leadership and strength will in no small measure depend upon what we do now and the steps we take to meet the demands of the future.

We are in the process of increasing our efforts to attract industry to New Jersey. I have directed the Commissioner of Conservation and Economic Development to assume full responsibility for a new approach, with new emphasis, on programs aimed at fostering the most desirable climate for business and industry. I envision the creation, with the important assistance of leaders in the fields of industry, banking and finance, labor, power and utilities and industrial real estate, of technical action teams representing the varied segments of New Jersey's commercial and industrial community to provide information necessary to outside business and industry in search of new locations. In short, the work of these teams would be to "sell" New Jersey to new business and industry.

These teams would be supplemented by a working staff of governmental experts in industrial resources, ranging the whole gamut of New Jersey's assets, including transportation, education, available labor market and many others. The expert knowledge and experience of industry representatives, such as those of the utilities of New Jersey, already gained in their continual search for new industry for this State, would be available to this effort and I know would be cheerfully given.

An example of such cooperation is provided by the eagerness of the New Jersey business community to cooperate in projects for the betterment of the State by its participation in raising funds for our Tercentenary observance far exceeding expectations and entitling these New Jerseyans to the continuing gratitude of our citizens.

A Climate for Industry

The day is long since past when industry would locate "on the other side of the tracks," on inferior margins of the community's available land. To maintain our industrial position we must look

at the overall programming of our communities relating to sound planning and zoning. Our communities should be setting aside lands that are attractive to industry from the viewpoint of modern sewerage and water systems; access to major highways, railroads and airports; and flexibility for expansion. I hope that one day there will be uniform industrial and business codes in order to foster economic development throughout the State.

World trade and commerce historically have been the backbone of any great nation and this fact never has been more significant than it is today. New efforts on the Federal level are proceeding quickly. It is my belief that as a State we must look to our international markets, not only from the standpoint of the national balance of payments, but for outlets to absorb the increased productivity of our expanding technology. We plan trade missions to regularly foster commerce with our counterparts in other nations; on-the-spot representatives of New Jersey business in the trade centers of the world, and volunteer private citizens, particularly of the business community, who will carry the message of New Jersey with them in their travels throughout the world.

I envision the development of the full potential of Port Elizabeth, Port Newark and the Delaware River up to our Capital City of Trenton. I hope that New Jersey will become a leader in foreign trade. To implement this program, I am recommending the establishment of a section on International Commerce in the Department of Conservation and Economic Development.

Statewide Interests

It must be our firm position that the economic growth of New Jersey should accrue to the advantage of every part of the State. The efforts of this administration have not been limited to any one section of the State. We have seen the birth of the Atlantic City Expressway Authority to construct a vital highway from that resort center to Camden, an east-west link, so important to our resort industry. We have seen an accommodation of the interests of Camden and Philadelphia under the Delaware River Port Authority to develop a rapid transit system extending to Kirkwood and which one day may run to Gloucester and Burlington

counties. We have participated in the union of New Jersey and Delaware in the Delaware River and Bay Authority to promote transportation between these States and to include, among other things, the addition of a parallel span to the Delaware River Memorial Bridge and the opening of the Cape May-Lewes, Delaware, Ferry. I was happy to support and sign legislation authorizing construction of the Gloucester Bridge by the Delaware River Port Authority.

Through the most efficient cooperation of the Federal, State and local governments, we were able to rebuild our resort areas after the disastrous storm of 1962. Although many believed that this vital industry would never recover from that catastrophe, I am happy to report that in the past year our resorts have enjoyed a record-breaking season. A total of \$40 million in public funds has been invested in the New Jersey coast and the substance of this investment can be measured, among other things, in last year's record \$2 billion resort season. Assistance of this nature will continue. By these efforts we have built permanent protection into the shore, and we will make certain that the New Jersey coast remains the great natural asset that has meant and will continue to mean so much to this State.

Of course, all of us, regardless of political affiliation, can take pride in the fact that New Jersey this year for the first time in its history will serve as host to the convention of a national political party. I am sure that all may agree that this convention, which will place New Jersey on the world stage, will result in untold benefits for the Atlantic City area, in particular, and indeed the entire State.

Defense Spending—Changes Ahead

Much national attention is being focused on the economic impact of shifts and cutbacks in national defense spending. Some New Jersey industries already have experienced the effects of changes in defense programs and these cutbacks have caused substantial hardship, particularly for the displaced employees and the communities in which they live. With the anticipated future revisions in the national defense establishment, it is most important

that we be prepared to cope with the economic dislocations caused by reductions or changes in defense outlays affecting New Jersey industry.

We should not allow such difficulties, however, to overshadow the preeminent position of New Jersey industry in the national defense system. New Jersey continues among the top states in the nation in the amount of defense contracts awarded to its business firms. This is impressive testimony indeed to the capabilities of our industry.

As Governor, I have devoted considerable energy in the interest of New Jersey industry involved in defense production. I intend to maintain this interest and to exercise my best efforts on behalf of New Jersey's fair share of defense outlays.

But it is obvious—with this amount of defense spending in New Jersey—that we must begin to plan for the real possibility of further dislocation since we surely can expect future changes both in the pattern and level of defense expenditures.

We need to know the facts about defense outlays in this State and the probable consequences of reductions or shifts in defense spending, as these could affect New Jersey industry and the ways and means for easing the possible transition of manpower and resources from defense to other types of economic activity.

Such planning is essential so that we will have the flexibility to respond promptly and positively to defense cutbacks. For this reason I have directed that the full facts be marshaled in order that New Jersey government and industry be in a position to make smooth and speedy economic adjustments.

We are now exploring the best way to accomplish this with the appropriate Federal departments and research agencies within the State. In this connection I would urge our business and industrial leaders to give serious consideration to the need for reconversion planning. I can assure them that this administration is prepared to cooperate fully with the Federal authorities and defense industries in the public-private effort which will be required to translate problems of revised defense spending into new economic opportunities for the citizens of New Jersey.

Jetport—Dynamic Possibilities

The attention of this State has been directed for some years to the dynamic economic possibilities, as well as the practical need, of a major airport in New Jersey. The history of this discussion has been a troubled one. Most recently, a two-year effort by this administration on behalf of a jetport in South Jersey has failed to overcome the unyielding obstacle of its location in the path of airways among the most congested in the world.

The Port of New York Authority, at my request, now will be conducting detailed studies of the suitability of two proposed jet airport sites in Northern New Jersey. One is located near Bearfort in Northwestern Passaic County at the Sussex County line. The other is in Bowling Green near the Morris-Sussex County border.

Both of these sites appear to meet most of the generally accepted criteria for the location of a new jet airport. They lie within the northwest quadrant of the region, thus satisfying the requirements concerning air space and air safety. In addition, existing and proposed highways make them readily accessible to the population areas which such a jet airport would be required to serve.

Significant questions remain relating to the suitability of local climatological conditions and the economic feasibility of preparing these sites for jet airport operations. These are the factors which the Port Authority will review.

I do not think that it is necessary to repeat in detail to this group the importance of such a jet airport to the economy of New Jersey. Consultants have estimated that this jet airport will generate 135,000 new jobs with an annual payroll of over \$700 million.

I intend to exert every effort that I can, consistent with my campaign commitments, to assure for the State of New Jersey the acquisition of this facility. I am convinced that New Jersey offers the best possible location for such a jetport and that its construction in this State would bring benefits far outweighing any possible disadvantages.

One of the most difficult tasks that is confronting the entire nation is that of providing sufficient employment for its citizens.

We cannot turn our backs upon a facility such as this which is not only essential to the continued economic growth of the State but is also, potentially, one of the State's major job-creating industries.

I shall report to the Legislature the results of the Port Authority studies as soon as they are available. If, as I hope, this report is favorable to one of the proposed New Jersey sites, it will be necessary for the Legislature to consider, at that time, the authorization to permit the Port of New York Authority to undertake this project, that Authority being the only agency financially capable of sustaining a project of such magnitude.

A Tri-State Plan

The past 15 years have demonstrated quite clearly that the State of New Jersey lies in the direct path of an immense, irresistible tide of growth. Moreover, we have only begun to feel the effects of this wave of population. Within the next 15 years, the State's population will increase by nearly 50 per cent over the 1960 level. In little more than five years, there will be as many people in the northeastern section of this State as there were in the entire State in 1960.

New Jersey cannot expect to absorb and accommodate such large numbers of people unless it prepares itself for their arrival. For the past several years, this State has cooperated with the States of New York and Connecticut through the medium of the Tri-State Transportation Committee. This arrangement has proven to be of great value to all of the participating states. For example, the Committee is responsible for the initiation of the new "Park 'N' Ride" station in New Brunswick, a pilot project in the nation. The Committee also has undertaken numerous studies related to improving transportation in the metropolitan area.

It has become apparent, however, that a truly satisfactory master plan for the development of the northern area of this State, which is under the heaviest growth pressure, cannot be achieved through the use of the informal Tri-State Transportation Committee arrangement. Nor can our planning be considered adequate if it concentrates primarily upon transportation problems.

In addition, a failure to undertake comprehensive planning throughout the New York-Northern New Jersey urban area will seriously jeopardize New Jersey's highway construction program which is financed in large part through the Federal Highway Aid Program. The Federal Highway Act of 1962 precludes the Secretary of Commerce from approving a program for highway projects in any urban area which has not established a "comprehensive transportation planning process" by July 1, 1965. The Federal aid funds which are available from the Housing and Home Finance Agency also will be jeopardized by a failure to act on a comprehensive basis.

In order to assure ourselves the development of a realistic and workable master plan for Northern New Jersey and in order to guarantee satisfaction of the Federal requirements, it was concluded that an interstate planning agency created by a formal compact would be essential.

Such a compact was adopted by the States of Connecticut and New York during 1963. This compact was arrived at by compromise and, therefore, it contained some provisions which I did not consider necessary. On balance, however, the compact was clearly in the best interest of this State. It had the real advantage of representing a basis for formalizing the present arrangement. And it would have guaranteed the continuation of the essential planning on a partnership basis with the Federal government and our sister states. By our failure to join with these states, it has become necessary to negotiate a new agreement which will satisfy not only ourselves but the Federal officials involved, as well as New York and Connecticut. These new negotiations may give us our opportunity to improve upon the compact as originally proposed.

In discussions which I intend to have with the Governors of New York and Connecticut in regard to a possible compromise, I shall suggest broadening the purpose of the planning agency to include consideration of essential environmental factors such as air and water pollution. I shall suggest also changes relating to the representation of the States and the scope of the Governors' veto powers. In these discussions I would invite the participation

of the Legislature so that we can be assured that the compact finally approved will represent a bipartisan agreement that can command the support of the Governors and the Legislatures of the states involved.

This is a problem of pressing importance. There is relatively little time in which to undertake advance planning for the increased population which is growing up around us.

Revitalizing the Cities

As we focus our attention on the problems created by growth, we must inevitably concern ourselves with the very real part our large urban centers must play in any solution to such problems. For it is precisely in the cities that the problems of growth are most directly magnified.

Since the close of World War II, the nation has witnessed a gradual shift of population from the older urban cores to the suburbs. The increased mobility made possible by the automobile, combined with the tremendous growth in our population, has made a large-scale movement of people and industry a natural development.

The result of this movement, however, has been to decrease the capacity of the urban centers to meet the joint challenges of growth and deterioration, at a time when they most need their full vitality. Unfortunately, this has become such a truism that some seem prepared merely to adjust themselves to the problem's existence. Since the difficulties of the cities are no longer new and glamorous—they have been recognized by every Governor since World War II—there appears in some quarters a tendency to view them, fatalistically, as a condition beyond relief.

I do not believe, however, that the State can turn its back on our metropolitan centers. It is unthinkable to consider these communities as being outside the realm of our concern. Their problems are our problems—their future is the future of the entire State.

Of prime concern to the municipalities—as to all government in the State—are the fiscal problems confronting all of us. This

is a subject on which I will speak further in my Budget Message. The continuing acuity of this problem, however, is unfortunately aggravated by the enactment of any legislation imposing mandated increases in local government costs without concurrent recognition of the State's responsibility to participate, through additional financial aid, in the burden thus cast directly on the property owner. This is an area which we cannot afford to disregard.

There are forms of affirmative assistance we can render. Ours is an increasingly complex society and the growing pains of the metropolis demand a concerted treatment—one which brings to bear, through effective coordination, all the available tools of governmental activity. Without such coordination we cannot hope to protect our vast human and natural resources, nor to safeguard our public and private investment.

The New Department

In my last Annual Message, I spoke in this vein of the need for establishment of a Department of Community Affairs. As envisioned, it would be the specific responsibility of this new department to assist the local communities in solving problems relating to housing, urban renewal and planning, as well as those particularly affecting the aged and the youth. To that end, we would bring together the State agencies now functioning in these areas as well as those primarily concerned with local government, such as the Division of Local Government, the Local Property Tax Bureau and the Bureau of Tenement House Supervision. Thus State government would, for the first time and at a modest cost, present to the local administrator one centralized location to which he might refer for all available assistance, guidance or direction.

Our own thoroughgoing examination of the program has been deliberate, and purposely so, for this undertaking is a significant one. Not only the cities are involved, but all communities in this rapidly urbanizing State. Copies of the final report on this proposal have been made available today, so that a full review may be made by you, before legislation is offered.

Middle Income Housing

If our cities are to play a vital role in a growing State, we can no longer defer assistance which will enable families of middle income to remain in the cities at rentals they can afford to pay. No clearer invitation to the continuing decay of our cities can be found than the high rents and slum conditions and lack of decent housing which impel these families to move to the suburbs.

There has been before you middle income housing legislation which would provide for the creation of an autonomous New Jersey Housing Finance Authority. Such an authority would have the power to issue bonds backed by its own credit and revenue and to lend the proceeds from such bond issues to qualified developers of middle income housing. The credit of the State would not be involved. Our six years of legislative consideration of this subject have prepared us for affirmative action at this time.

Modernization of our Tenement House Act, to meet present building practices, is essential. Bills for this purpose have been before the Legislature for several years and merit prompt consideration. They will benefit not only owners and builders but, by permitting a reduction in the cost of building, the tenants as well.

Also important is the need for amendment of existing law to require landlords to provide heat essential to the health and well-being of the tenant.

Progress on Green Acres

To meet the demands of the future, the State embarked on its now nationally famous Green Acres program. We have made excellent progress in carrying out the mandate of the voters in this far-reaching program. A total of 67,765 acres has been purchased or approved for purchase. Of this amount, 58,513 acres are being set aside under the State program and 9,252 by local jurisdictions. In all, \$33,749,462 has been appropriated for Green Acres purchases.

The Green Acres program is providing us with the open space and recreational lands which are so vital for our future genera-

tions. It is my hope that we no longer shall be forced to turn away thousands of people as we did at State beaches last year because of the tremendous demand placed on these facilities. On this point, I should like to note that negotiations are being completed to acquire an additional 450 acres from the Army on Sandy Hook. This will complete the land acquisition for what will eventually be one of the finest public beaches on the Atlantic coast.

One of the most exciting projects comes as part of the Green Acres program and with special significance in our birthday year—Liberty Park in Jersey City facing the Statue of Liberty. The acquisition and development of Liberty Park, now being planned by the Department of Conservation and Economic Development, will provide a proper setting for this national shrine.

We plan to make 1964 a memorable year for the outdoor Jerseyman. Among many other activities, 1,000 campsites will be developed in New Jersey parks and forests. This will almost triple the number presently available to campers. This is in accord with the philosophy of developing present resources for today while, at the same time, acquiring new resources for tomorrow.

Meadowlands—A Report

My Message last year outlined the steps that were being taken by the State and various Federal and local agencies to prepare for the development and utilization of the meadowlands. These programs are continuing.

Among the accomplishments of the past year, the State, together with the 13 communities in the Meadowlands Regional Development Agency, has filed a request for Federal funds to share the cost of a master plan and transportation plan for the meadows.

A leveling survey by the United States Coast and Geodetic Service is rapidly nearing completion and, hopefully, will help solve some of the problems concerning the troublesome question of the State's riparian interest in the title to much of the meadowlands. A comprehensive engineering and reclamation program keyed to these areas is also under study by the United States Corps of Engineers.

Because of the divergent groups which are now pursuing their individual responsibilities in regard to meadowland development, there has arisen the possible danger of overlapping and duplication of efforts. To assist in the coordination of this overall work, the Commission to Study Meadowlands Development has been constituted. This Commission will work closely with the Meadowlands Regional Development Agency and the State in bringing to fruition a workable and practical plan designed to benefit all of New Jersey's citizens.

THE BUSINESS OF GOVERNMENT

Law Enforcement

The level of law enforcement in New Jersey remains high and we are giving constant and close attention to the problems presented by our steadily expanding and mobile population. Manpower problems exist in police forces, both on the State and local levels. Consideration is being given by this administration to a program to permit payment for overtime work by police, particularly in urban centers, where severe problems of law enforcement, such as in large housing projects, have come to exist. The need also remains to revise the State Police's pension system in order to give added stability to the future of the members of this dedicated law enforcement arm.

A close liaison is maintained by the Attorney General with Federal law enforcement officials and with prosecutors and chiefs of police. It is sustained by periodic meetings among these officials and by the exchange of useful information. There is constant surveillance of known hoodlums and racketeers living in New Jersey.

Experience with law enforcement problems has only confirmed the urgent necessity for prompt approval of measures needed by our police officials, both State and local, in their continuing fight for more effective law enforcement. Last year I requested the passage of a mandatory police training program. I again make this request. Competent police work in this day and age must be founded upon adequate training. I again urge legislative action

to require a uniform system of crime reporting and to permit essential evidence to be obtained from a witness, by court order in proper cases, through a grant of witness immunity.

Recent decisions of the United States Supreme Court have created an urgent need for clarification of our laws pertaining to arrest, detention and search. I have directed the Attorney General to review this entire subject. Any recommendations this study develops will be submitted to you.

The tragic assassination of President Kennedy emphasized the need for reconsideration of the restrictions that should be imposed on people who buy guns. The traditional right to bear arms never was intended as a license to bear them irresponsibly. It is essential that our laws be updated to provide maximum protection to the public. Bills to accomplish this are being prepared by the Attorney General's Office with the assistance of the county prosecutors.

Growth's Demands on Government

Growth and progress; the first is inevitable, the second we must seek. In every area of State operations, the pressures of growth intensify the need for quick, responsive legislative action if existing programs are to remain capable of promoting or regulating orderly development.

Health Needs

In the area of health, increased population means increased danger of air and water pollution as well as the possibility of weakened health standards.

Last year, a series of bills to strengthen the Department of Health's ability to cope with the problems of pollution and to strengthen its regulatory powers in the food and drug area were before you. They included proposals for regulating the installation of new sanitary disposal systems, for requiring marine toilet facilities, and for amending existing regulatory statutes. If the State is to meet its responsibility for establishing and maintaining minimum health standards for the protection of the public, it must be granted these essential tools of enforcement. These proposals will be reintroduced. They deserve your support.

Labor Needs

In the area of labor, we cannot expect to satisfy the demands of a growing economy by ignoring the basic requirements which should be extended to all workers as a matter of right and necessity in this day and age. The State has had minimum wage protection for women and children for more than 50 years. Yet, for some unexplained reason, we balk at expanding this concept of fundamental justice to male employees. I urge that you promptly enact a meaningful \$1.25 per hour minimum wage bill without the almost universal exclusions heretofore proposed in the Senate.

I would also bring to your attention once again a proposal which I made last year for the enactment of a long overdue labor relations law providing effective machinery for the swift and peaceful settlement of labor-management disputes. This merits your immediate consideration.

Similarly, the proposals which have been before you on numerous occasions in the past for a revision of the workmen's compensation program and the passage of the worker health and safety legislation demand your consideration and your support.

Motor Vehicles

In the field of motor vehicles, the relentless expansion of automotive activity can only serve to underline the need for prompt and responsible action. In New Jersey there are now more than 3 million licensed drivers and over 2,700,000 registered vehicles. Neither the administrative nor the law enforcement aspects in this area can be maintained at the level of efficiency which the public demands and deserves without the enactment of the revisions which have been sought for the past several years. I have already discussed the necessity for the "driving while impaired" and "implied consent" legislation. In addition to these proposals, immediate consideration should be given to the proposed revision of lighting and brake requirements for commercial vehicles. Also, the interstate compacts relating to vehicle equipment safety and to drivers' licenses will come before you again for consideration.

Both of these compacts have been adopted in many of our sister states and they warrant your careful attention.

Youthful Drinking—A Need to Persist

While we have met painful rebuff in our efforts to persuade the government of the State of New York to bring about a minimum drinking age that conforms to that of the rest of the nation, this administration intends to continue its efforts. The rewards of our success will be measured in terms of young lives and we shall continue the moral pressure to bring about this change.

Consumer Protection

Under the supervision of the Board of Public Utility Commissioners, the utilities of this State initiated rate reductions, refunds and other tariff revisions which resulted in consumer savings of \$6,200,000. As offset by rate increases granted in the sum of \$1,100,000, the State's utility consumers accordingly were saved over \$5,100,000 in 1963.

One of New Jersey's larger electric companies announced that it is about to construct a new \$68 million nuclear generating plant in Ocean County. Designed to reach an ultimate capacity of 600,000 kilowatts, this will be the largest privately owned atomic plant in the world when it is completed in 1967.

This installation will be a sizable addition to the generating capacity of the State. Last year, the major New Jersey electric utilities united with electric companies in Pennsylvania for construction of the "Keystone" project, to consist of large-scale, mine-mouth generating stations and an ultra high voltage transmission system for New Jersey. Already in construction is the hydro-electric "pumped storage" generating station at Yards Creek, which is part of the Tocks Island Development along the upper Delaware River. This extensive development of electric generating capacity will make available to present and future consumers—residential, commercial and industrial—an abundant supply of energy at reasonable rates and should prove particularly valuable in our attempts to attract new industry into the State.

During the past several years, explosions attributable to leaks from gas mains and distribution pipes have caused a number of fatalities, serious personal injuries and extensive property damage throughout the State. The Board has conferred continually with the utilities involved and has instituted two formal investigations with respect to two gas companies in whose territory many of these explosions have taken place. Out of these conferences and investigations, the Board has developed numerous recommendations for improvement of inspections and other safety measures to be taken by the gas distributing companies.

The Board has found, however, that a substantial number of such explosions have been caused by accidental damage done to gas mains by contractors in the course of excavation work. For that reason, the Board requested the passage of a bill to require such contractors to notify the gas utilities whenever they begin excavation within 200 feet of a gas line and to again notify the utility if and when any damage is done to the gas line. As A-301, this bill was passed by the Assembly, but was not reported out of committee in the Senate. It is respectfully urged that this bill be introduced and passed by the 1964 Legislature.

Milk

This administration has undertaken a searching review of the role of the State government in the distribution of milk. Many millions of dollars have been saved for the consumer thus far, without creating chaotic competitive conditions. Following the enactment of the "Emergency Milk Control Law of 1962," the Department of Agriculture initiated two major surveys, one a study by a management consulting firm of certain industry costs; and the other, a study by a committee of leading milk economists. The committee recommended a transitional period of price control in New Jersey as a first step towards a gradual readjustment of the laws and regulations affecting the milk industry. It was the committee's conclusion that chaotic conditions would occur in the industry in the event there was an immediate lifting of price control rather than a gradual readjustment.

Following the public distribution of the results of these surveys, hearings were conducted by the Office of Milk Industry for the purpose of determining a future milk marketing program. Testimony at these hearings substantially supported the recommendation for a transitional period. Hearings are now being conducted by the Office of Milk Industry to establish the minimum prices to be effective during the period of transition. I anticipate that the minimum prices so established will preserve for the consumer the benefits of fair competition while extending to the industry a measure of price stability during this period of adjustment.

Of Laws and Lawmakers

Both of the State's major political parties have publicly recognized the desirability of enacting conflict of interest legislation which would clearly establish both for governmental personnel and the general public a standard against which the conduct of our public officials and employees could be measured. The proposal of the legislative commission which studied this subject some years ago has been regularly passed on a bipartisan basis by the State Assembly. With almost as much regularity, the Senate has passed its own modified version of this measure. To date, there has been no indication of agreement between the two Houses.

During the past session a new approach to this subject has been proposed by Senator Waddington. His plan, unlike those which have preceded it, does not purport to establish any fixed standard of conduct. Nor does it rely upon the sanction of the criminal law for its efficacy. The Senator's proposal, while not specifying what constitutes permissible conduct, would require executive and legislative personnel to disclose those activities in which they are privately engaged to the extent that such activities also relate to the operations of government. This bill leaves to the public the decision whether the actions of these governmental officials are sound and desirable. The Legislature should give serious attention to this proposal which may represent the means to the long-awaited agreement on a conflict of interest measure.

In this opening meeting of the Legislature, it also seems appropriate for me once again to suggest consideration of the

proposals for registration of lobbyists. In a representative government, we should expect and encourage the general public to present their views to their public representatives. In this regard, most of the individuals who engage in lobbying activities in the State Capitol perform a valid and often useful service, not only for their employers, but for the public itself. The general public and its representatives, however, should be able to assess and evaluate the extent to which organized interests are seeking to impress their viewpoints and attitudes upon governmental activities. I am certain that a properly prepared lobby control act can balance effectively the right of the public to present its views as against the equally important right of the public to know which of its members have chosen to exercise such a right on an organized and professional basis.

One final aspect of legislative activity requires your serious attention. During recent years, it has been necessary to attempt most formal law revision by means of individual legislative commissions. It has been necessary to resort to this device because the Law Revision Commission has not had adequate staff to take responsibility for time consuming law revision work. In most instances, the use of individual law revision commissions has not worked very satisfactorily. Some commissions which were established four and six years ago still are working on revision projects which are in various stages of completion.

While I do not believe that the entire responsibility for law revision can or should be vested in the Law Revision Commission, certainly this Commission should be strengthened to the point where it can shoulder a greater part of this work. I would be willing to give sympathetic consideration to any sincere efforts on the part of the Legislature to strengthen the law revision aspects of this Commission. One of the important subjects, which could come within the purview of such a general law revision instrument, would be the modernization of our election laws.

So, too, revisions of several parts of the statutes have been prepared or are now in preparation by some of the Departments. The Department of Law and Public Safety is preparing to submit revisions concerning the Weights and Measures Law, cemetery

corporations and the Bureau of Securities. The Department of Education has under consideration the Revision of Title 18.

In all of these areas the basic law has not been revised in many years and should be modernized.

Unfinished Business

Chapter 51

We can recall that Chapter 51, Laws of 1960, was adopted after extensive study to provide, among other things, a workable method for assessing business personal property and to avert the threat of "tax lightning." The enactment followed the Supreme Court's ruling that differences between existing tax practices and existing tax law no longer could be ignored. Guidelines and stability of administrative procedures, such as those provided by this law, are indispensable if New Jersey is to achieve order and uniformity in real and personal property tax administration.

During three postponements of its effective date, no alternative has been developed. A survey of personal property informational rates will be ready shortly and I commend it to the Legislature's consideration.

As long as the personal property tax is retained in this State, New Jersey will need—in the interest of equity—to accept a single approach to the taxation of business personal property with the adjustments that may result.

I am informed that there is substantial business opinion that Chapter 51 is preferable to continuation of the uncertainties under present law. Therefore, I recommend that Chapter 51 be permitted to go into effect for the tax year 1965.

With the possibility of Chapter 51 going into effect with the 1965 tax year, there arises the necessity of revising the limitations placed upon the indebtedness that may be incurred by any municipality. The Division of Local Government in the Department of the Treasury is meeting with representatives of the municipalities with a view to working out a formula which will not unduly hinder the essential expansion and improvement of our

municipalities while preserving the financial stability of these local units. A proposal to amend these debt limitations will be submitted to you during the forthcoming session.

The Constitutional Amendments

Of the four amendments to the State Constitution approved by the people in November, two already have been implemented by the Legislature. There remains the necessity of carrying into effect the farm land assessment proposal which is so very important to the preservation of family farming in New Jersey. I have reconstituted the Governor's Committee on the Farm Land Assessment problem which will be ready to work with you in this respect. Similarly, there is a sense of urgency in taking final action on the constitutional change relating to residency requirements and voter qualifications in State and presidential elections. Inasmuch as this is a presidential election year, it is vital that no qualified person be deprived of the opportunity to vote for the candidate of his choice.

CONCLUSION

This year, by the will of the people, you and I enter upon a new relationship, with members of the Republican Party in the majority in both Houses of the Legislature. As I see it, this casts more serious responsibilities upon each of us. It invokes more than the ordinary amount of bipartisan effort. It teaches new lessons of humility and it presents new temptations for the exercise of partisan power. But in the final analysis, nothing has changed in the nature and extent of our mutual obligations to the people whom we serve. They expect of us not partisanship, but joint effort.

I embrace the challenge of this new relationship and will join with you completely and wholeheartedly to serve the common good in a frame of bipartisan reference. Political success and failure can fluctuate quite frequently in this State, for the independence of the people identifies political responsibility with the rendering of faithful service, not to party but to the public.

We will all be called to account for the stewardship we render in this governmental year, and I hope that we can look back upon it as a year of achievement and success, not for members of one or the other political party, but for the people of New Jersey.

RICHARD J. HUGHES,
Governor

January 14, 1964

Attest:

LAWRENCE BILDER,
Acting Secretary