

First Annual Message

OF

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Governor of New Jersey

TO THE ONE HUNDRED AND SEVENTY-NINTH  
LEGISLATURE OF NEW JERSEY

January 11, 1955



## GOVERNOR'S MESSAGE

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

In preparing this message, I found myself in the same dilemma that every Governor has to face: Should a legislative message reflect in broad terms a philosophy of government, or should it be a mere catalogue of proposed legislation?

I have tried to resolve this dilemma by sketching the philosophical framework in which I have set out to fulfill my responsibilities; but also by pointing to specific issues that I have discussed with members of the executive family.

Government in democracy must have both heart and head. Without heart, government cannot be warm, human, sensitive to the people's wants and needs. With head alone, government can be efficient—cold-bloodedly so. We don't want that, nor do we want a type of government given over to emotional excesses.

But with head and heart in proper balance, government can be effective and realistic without being cold—and it can be responsive to human needs without being irresponsible or profligate.

In examining the messages of my predecessors, I have often been struck by the continuing nature of the problems of our State; they never yield to final settlement yet they must be attacked again and again as conditions change. In government, as in other phases of life, nothing is ever finished. I am reminded of the words of Woodrow Wilson:

"All through the centuries, there has been this slow, painful struggle forward, forward, up, up, a little at a time, along the entire incline, the interminable way. What difference does it make if we do not reach the uplands? We have given our lives to the enterprise, and that is richer and the moral is greater."

From time to time, in this evolutionary process, it is well for man to pause a moment—to look backward at what has been done and then to look forward to plan the next stages of the journey. This I have tried to do in the message you are about to hear.

A year ago, the State was deeply troubled by charges that big time criminals and racketeers had been operating in connivance with public officials. Bergen County was a focal point. We promised action.

In Bergen, a special deputy with a number of assistants reorganized the prosecutor's office and made a frontal attack on a long list of pending indictments with fruitful results. Today, the prosecutor's office is in control of a resident official, so that the people of Bergen County can now feel that law enforcement is in competent and honorable hands. The county's problems in this regard are being handled promptly and effectively, in accord with high standards of morality. Elsewhere in the State, we have been vigilant to prevent organized crime from taking root.

As we promised last year, the State is being represented by an able legal staff in the office of the Attorney-General. Practically the entire staff of approximately 38 lawyers is devoting full time to agency hearings, trials, appellate litigation and in rendering legal advice, including the preparation of formal and memorandum opinions, to all departments of State government.

I pledged during my campaign that I would do everything possible to insure the citizens of New Jersey that they would have the highest standards possible in enforcing the laws of the State. We know that criminals, hoodlums and racketeers are not restricted by the boundaries of any single county.

#### CRIMINAL INVESTIGATION SECTION

Therefore, a criminal investigation section has been newly organized in the Division of Law to specialize in state-wide investigations and to coordinate and supplement the activities of the many prosecutors. This means that all complaints will be carefully investigated and that the investigation section, with the cooperation of the prosecutors, will have full control of the law enforcement necessary. If demanded, the Attorney General may act on his own initiative.

The Attorney General's Office has rendered expert service

in the investigation of the Division of Employment Security of the Department of Labor and Industry. It has maintained high standards of service in the State Police, and in the Motor Vehicle and Alcoholic Beverage Control Divisions. It has effectively coordinated law enforcement by the state and county and local authorities.

Your chief executive, his cabinet members and teams of division and bureau heads, as well as many able state employees, have given increasingly of their time to meet with groups throughout the state to explain our state government program, to assist in the handling of local problems, and to learn the thinking of our people at first hand.

The theses upon which the executive department has sought to work are these:

(1) Legislative mandates should be broad in scope, allowing administrative discretion and implementation;

(2) able administrators should arrive at decisions impartially, on the basis of facts available to them;

(3) remedies for the solution of administrative problems should be sought within the department or between departments before resort is had to the Legislature;

(4) the services of the executive branch are and will be available to all equally.

#### IMPROVEMENT OF ADMINISTRATION

Within the existing framework of our Constitution and statutes, much has been done (1) to eliminate overlapping functions and to prevent duplications; (2) to reassign functions to those departments most competent to deal with them; and (3) to coordinate, as between departments, or to seek joint action on vital programs which defy treatment by compartmentation. An example is the attack upon juvenile delinquency by the Judiciary, the Departments of Law and Public Safety, Education, and Institutions and Agencies. Another example is a committee of six departments—Health, Education, Conservation and Economic Development, Law and Public Safety, Labor and Industry, Institutions and Agencies—to attack the housing problem.

In the task of making government work through an efficient executive department, we have been ably assisted by the cooperation of the Legislature and the Judiciary.

The conference on each legislative day with the President,

Majority and Minority leaders of the Senate, the Speaker, Majority and Minority leaders of the Assembly, my personal counsel and myself, has done much to expedite the executive department's program and to fit the legislative program into effective administration.

Frequent conferences with the Chief Justice and occasional conferences with the entire Supreme Court have done much to coordinate the activities of the executive and judicial branches of our State government. They have also brought about further cooperation by the Legislature in matters pertaining to the Judiciary.

The executive department is also indebted to many interested groups which have given of their time and efforts unselfishly to make recommendations for helping to solve our governmental problems. Particularly are we indebted to business groups which have made surveys of several of our key departments and divisions. Eventual adoption of their suggestions should result in economies, as well as more orderly and efficient services to our citizens. I intend to continue to utilize the services of such public-minded individuals whenever I feel that their abilities and experience will benefit our State.

Much has been written and discussed about the conflicts between a Democratic Governor and a Republican Legislature. To you, I can say that much of the comment represents wishful thinking by partisans or headline seekers. The legislative and executive departments have cooperated during the past year and will continue to cooperate in the business of the State. In the coming year, you will find me most anxious to further this cooperation.

The record of the past year refutes the notion that we cannot get along. Though there have been failures, let us look at the solid achievements which were the fruit of joint effort.

#### STATE AID FOR SCHOOLS

We now have an improved program of state aid for local schools. For years there was a demand for increased state aid to local school systems and for years the public decried failure of the legislative and executive branches to achieve it.

The new formula is simple and equitable. It provides for a foundation program of education below which no district may go. It assures minimum aid for each district and, at the same time, provides equalization aid based upon a true measure

of real estate values. This new aid formula will more than double the State's contribution to the local school districts in its first full year of operation. This aid is exclusive of the State's contribution to the Teachers' Pension and Annuity Fund; Rutgers, the State University of New Jersey; the State Teachers Colleges; and the cost of operation of the administrative services of the Department of Education.

This you and I accomplished. It is of course true that increased taxes were imposed for a two-year period in this connection and the plan is to pay only one and a quarter year's payments of additional aid under the new formula. It must be realized that increased service means increased expenditure, and the increased demands of this new school aid formula may require additional revenue next year.

For years, leading educators and public-spirited groups have stressed the need for a state-wide teachers' salary schedule so that we could provide children in all parts of our state with the best teachers and the finest educational opportunities. This we have accomplished; the bill establishing new minimum salaries and annual increments is now law.

In the past several years many interested groups publicized the neglect of our educational system to provide adequately for the education of handicapped children, including the physically handicapped, but with particular reference to the severely mentally retarded. This past year, after a complete survey was made by the Department of Education, an integrated program for the education of handicapped children was adopted on a State-wide basis. Its success will depend in no small degree on school district cooperation and the administrative efforts of our State Department of Education.

#### NEED FOR MORE CLASSROOMS

A comprehensive survey of school building construction needs, recently completed by our Department of Education in cooperation with local school districts, indicates clearly that our school districts face a tremendous task to provide necessary additional classrooms and other facilities in the decade ahead of us. Various proposals have been made in the past aimed at assisting those districts which have exceeded their borrowing capacity and others which may face such a problem in the future.

The Tax Policy Commission which presented the report

upon which the new State School Aid legislation is based is also considering the question of financing school building construction. Undoubtedly, the bulk of the financing will be done locally, as it always has been. There may be over and above this a need for some State assistance. I suggest that we await the findings of the Tax Policy Commission, and examine federal aid proposals before attempting to seek legislative remedies. Such proposals, I am informed, should be forthcoming within a matter of months.

By constitutional mandate in the 1953 election, the people authorized the Legislature to regulate bingo and games of chance for charitable purposes, on a local option basis. By legislative and executive cooperation, every one of the 567 communities in New Jersey had an opportunity to vote on whether or not bingo and raffles would be permitted in that community.

#### A MIDDLE COURSE FOR BINGO

Those which voted affirmatively were able to license organizations to engage in the enterprise as early as May, 1954. There will always be those who demand either complete freedom or complete prohibition with respect to gambling for charitable purposes. We have followed and will continue to follow a middle course which will permit realization of the charitable objective under restrictions necessary to protect the public interest. The law is not a perfect one and no doubt some changes have to be studied and effected when proved necessary.

The Supreme Court last year found the New York Port Authority wanting in statutory power to build a third tube, a project upon which millions of dollars had already been spent. The decision caused a costly work stoppage. In this emergency, the Legislature and the Executive solved the problem in nine hours.

By cooperative effort, we have taken the first step on a program to attack our air pollution problems within the State. We still must deal with the interstate aspects of the problem.

Again, we cooperated to improve the purchasing practices of the Treasury Department. We consolidated purchasing in the interest of economy and efficiency. We forbade the acceptance by State employees of gifts from persons doing business with the State.

The Department of Education is working on a revision of

Title 18 of the Revised Statutes. During the past two years, members of the Department of Education have held many conferences with members of the Bar and school officials to study recommended changes. The Law Revision Division of the Legislative Services Commission is now supervising the re-writing of this Title. The Department of Education is planning to ask the Legislature to consider this revision during the current session.

In the field of labor and industry, a model mine safety law was enacted.

Long standing inequities in the parole system have been eliminated.

These are examples of cooperative effort which has resulted in constructive legislation for all our citizens.

#### AREAS OF INACTION

There are, of course, vital problems upon which the Legislature has not taken any action. I refer specifically to the failure to meet future water needs for both South and North Jersey, and also to the failure to reorganize our Motor Vehicle Department. The latter has caused delay in our program of issuing licenses by mail through a central office and of consolidating our services of motor vehicle inspection stations, licensing examination locations, point system examination offices and local motor vehicle agencies. Only a full public discussion of the need for rent control resulted in the passage of an extender.

In the main, we have proved that we can work together. We must continue to do so if we are to furnish to our citizens the services they want and need and deserve in a dynamic and conscientious government. I should like to mention some of the aids by which we can seek effective cooperation between the executive and legislative departments.

You have recently passed and I have signed the bill known as Legislative Services Law, 1954, setting up three divisions:

- (a) Counsel to the Legislature
- (b) Law Revision and Bill Drafting
- (c) Legislative Information and Research.

These are services recognized as necessary for the operation of a modern legislature in its complex tasks.

You have my assurance that all departments will furnish to legislators any information you feel necessary.

Over the years, many surveys have been made of various activities of state government. This data, plus the factual material concerning the operation of any state department, as well as the views of the department, is yours for the asking.

The executive has endeavored to remain close to the people at all times. I know that you are close to your constituents and are often called upon to seek administrative information for them. We are most desirous of assisting you.

On every legislative day, so far as it is possible, department heads will be available at their respective offices to consult with legislators on executive or legislative problems. Conferences at other times will be arranged to suit the convenience of legislators and officials.

It is hoped that the legislative conference between the Governor and legislative leaders heretofore mentioned will continue. A parallel service might well be worked out by having a representative of the personal counsel's office or a department head or representative meet with legislative committees from time to time.

#### THE CAUCUS—INVISIBLE GOVERNMENT

You know I welcome constructive suggestions from you as to the operation of the executive branch. I trust you will take in the same spirit some suggestions from me as to the operations of the legislative branch.

Governors on occasion have a way of being a bit sanguine in their judgments. In 1952, Governor Driscoll said:

"While I am heartened by the report that the so-called caucus system is to be modified, if not abandoned, a prompt interment of an outmoded practice would appear to be in order."

It happens that I, too, was overly optimistic. Last year in my inaugural message I said:

"Of its own volition, the Legislature is taking the highly laudable step of abolishing the old caucus system and of breathing life into the committees. It is hoped that the State can look forward to a new era of open debate and continued improvement of the legislative process."

Yet, in the past year, the caucus system, particularly in the Senate, has shown its potency. A caucus for discussion's sake is desirable. But a caucus which decides that a bill shall not go on the board for vote by the Senate unless eleven of the

majority members so desire, even though a majority of the whole house is in favor of it—that's invisible undemocratic government.

The Legislature should seriously consider the establishment of a working schedule. Many states have constitutional limitations setting up sessions of 60 days or the like. There is no doubt that a prescribed period of time in which a legislative program is to be adopted encourages achievement.

I know the Senate's objection to adjourning sine die. It has some trepidation of ad interim appointments. But the cost of not setting a target date for completion of legislation has led to inefficiency, needless rehashing of legislative problems, procrastination and failure to act at all on many important matters.

If the Legislature chooses not to adjourn sine die, it might, nevertheless, set up a procedure by rule to act on all legislation except emergency matters by a prescribed terminal date. This should be an especially attractive program in an election year.

#### CO-OPERATION WITH WASHINGTON

Some of my predecessors were rather anxious to ascribe the ills of the State to Federal Government intervention, notwithstanding that many problems are national in scope and do not yield either to individual state action or joint state action. For instance, Incodel, a joint state plan for conservation of water resources, was scuttled by the refusal of one state to cooperate.

It is interesting to observe, in last week's State of the Union Message, that the President of the United States recognizes the need for Federal action in many fields. He favors Federal aid for more classrooms; new measures to facilitate construction of needed health facilities; strengthened programs to deal with water and air pollution; more public housing; the establishment in the White House of a coordinator of public works; more concern with Federal-state planning; and a 26-billion dollar highway program.

I call these Federal proposals to your attention, with the idea that New Jersey should study them all carefully and make sure that we get our share in each field. We pay out tremendous sums in income taxes and other revenue to the Federal Government; and if we do not take advantage of what Washington offers in return, we are merely subsidizing improvements in other states.

## LAW AND PUBLIC SAFETY

We shall continue to utilize every weapon at our command to prevent the State of New Jersey from ever again becoming known as the "haven for the bigtime racketeer," and we shall root out and suppress illegal activities in any field wherever we may find them. If county and local officials fail to perform their duties, or if there is any indication of a breakdown of law enforcement in any area, we shall not hesitate to supersede those who have failed in their obligations.

In order to wage effective and continual war upon crime, it is essential that information be regularly and systematically obtained and compiled with respect to criminal activities. At present, we have no established system of crime reporting in the State. This should be corrected by the establishment of a compulsory system of reporting, embracing the following information:

- A. The volume, location and nature of crime reported by the police departments.
- B. The volume and nature of crime presented to grand juries and the results of all cases brought to trial, as reported by prosecutors of the county.
- C. The results of cases handled by parole, probation authorities, and institutions.

This recommended system relates solely to information to be compiled within the executive branch of government and is entirely exclusive of those records presently maintained by the judicial branch. Mechanically, the creation of this system of crime reporting would be neither difficult nor expensive.

### URGENCY OF CRIME REPORTS

Intelligent law enforcement requires an adequate and complete opportunity to review accurately past and present experience so that, at any given time, those charged with the ultimate responsibility of law enforcement may properly measure the results of their efforts.

I am not unaware of the fact that legislation seeking this end was introduced in 1953. It did not become law. The need was urgent then—it is more urgent now. I wholeheartedly recommend the establishment of an adequate system of compulsory crime reporting centering in the State Police.

In 1927 the New Jersey Security Law was adopted to protect the citizens of New Jersey from fraudulent and unscrupulous operations in connection with the sale or purchase of securities. A careful study of the situation which has grown up during the past several years, convinces me that we must require more strict regulation in this field. This is particularly so since amendments to the Pennsylvania and New York Security Laws, resulting in more exacting regulation, has made it advantageous for unscrupulous securities dealers once again to attempt to "invade" the State of New Jersey.

I, therefore, recommend that legislation be enacted to require registration of dealers, salesmen, solicitors and investment counsellors or advisers in the securities field. The registration fees should be sufficiently high to defray the cost of administration of this law. The Act should be carefully drafted so as not to dishearten or discourage those legitimate sponsors of new enterprises which desire to establish themselves within the State of New Jersey.

### JUVENILE DELINQUENCY

I now turn to the ever-present problem of juvenile delinquency. Upon a state level, we have commissions and committees which are engaged in a study of this situation. Additionally, many public-spirited groups and organizations are giving their attention to this problem. Here and throughout the country, there is a tendency to pass what can be properly termed stopgap legislation.

We are advised to legislate against the publication and distribution of certain "comic" books; to establish curfews; to curb certain types of TV programs; to enforce parental responsibility, both civil and criminal, by statute. In other words, there is a growing tendency to "pass a law" against juvenile delinquency.

I am not prepared at this time to recommend any type of legislation to combat this problem, for the problem itself is so fundamental and so far-reaching that it affords no easy opportunity of solution.

Only a very small percentage of our children can be classed as "juvenile delinquents" and, I suspect, as asserted by a leading psychologist in the field, that their difficulty probably arises from the fabric of our whole society; that we have bred into our children "our fears and insecurities"; that we have

foisted upon them "our mistakes and misconceptions"; that perhaps "they are imprisoned by the blunders and delusions of us, their predecessors, and like all prisoners they are mutineers in their hearts."

We should not, in any event, minimize the seriousness of this situation or despair of its solution, but, on the other hand, we should not be unwisely led into the passage of unreasonable or unworkable legislation.

For the time being, a committee of four, representing the Judiciary, the Department of Institutions and Agencies, Department of Law and Public Safety and the Department of Education, is engaged in a study of the problem and in coordinating activities in the handling of juveniles.

It has come to our attention that abuses have arisen within the field of consumer financing, particularly relating to automobiles and household appliances. I have asked the Department of Banking and Insurance to investigate the need and efficacy of legislation to authorize that department to extend its power of regulation into the field of consumer financing, so as to prevent and control improper practices.

The volume of complaints which I have received with respect to alleged improper practices by cemeteries indicates that a thorough and complete study, looking toward the adoption of proper regulatory statutes, is called for. I recommend that positive action in this field be taken at this session and have asked the Attorney General to confer with such committee as the Legislature may designate to examine into this problem.

#### MOTOR VEHICLE REFORM

At the present time, the Bureau of Tenement House Supervision and the Bureau of Hotel Fire Safety are within the jurisdiction of the Department of Law and Public Safety. The department is also required to administer the Liquefied Petroleum Act. Although these functions have an aspect of law enforcement, a study indicates that it is advisable to integrate the administration of the Tenement House Law, the Hotel Fire Safety Law and the Liquefied Petroleum Act into the Department of Labor and Industry. There they can be carried out more efficiently and effectively, and probably at less cost.

One of the State's most pressing problems is the need to change our present motor vehicle system. Licensing and registration procedures are antiquated and cause great inconvenience

to the people. Many of our inspection stations are improperly located and overloaded—in fact, obsolete. The enactment of legislation to permit mail renewal of drivers' licenses; optional mail renewal of registrations; modernization of the records system in the Central Office of the Motor Vehicle Division; and the eventual complete replacement of the present inspection stations by modern Motor Vehicle buildings throughout the State—such legislation is an urgent necessity. The people of New Jersey already have waited too long.

An evil which has grown up in our complicated society is a particularly ugly and distasteful one. I refer to the way in which unscrupulous solicitors take advantage of the generosity so characteristic of the American people by obtaining contributions under guise of charity, only to divert all or undue portions of the funds to their own enrichment.

The remedy devised by a vigilant democracy for these smug pickpockets is to bar solicitation of contributions by a charitable organization until appropriate information has been filed and made available to the public. There may also be required periodic reports to the Attorney General or some other State official of amounts raised and spent.

#### TREASURY

Progress has been made during this past year in raising the standards of ethics and security in the conduct of the State's business, especially in the areas of financial and purchase transactions.

A survey undertaken by able and public spirited experts from the business field, begun for the purpose of improving the operations of the Division of Employment Security, in order to reduce the time which the citizen who is out of work must wait before receiving the benefits which are his due under the law—this survey led to surprising and shocking revelations of the betrayal of public trust.

Even before this, some of the steps which were to prove necessary had already been taken. The new law covering purchases contained a general provision against acceptance of gifts by employees of the Department of the Treasury.

The disclosure that a prominent former State official had represented the State in dealings with a bank of which he was an officer, director and stockholder, brought to light the fact

that there was no general recognition of the principle that State employees must refrain from representing the State in transactions in which they may have an interest opposed to that of the State.

Some of the department heads have already issued rulings applicable to their department to prohibit this sort of situation. It seems to me elementary that the State should be safeguarded against the possibility of injury due to an employee having an interest adverse to the State.

We have also found difficulty in installing modern and business-like controls over such everyday things as issuance of checks. I shall have specific recommendations for the establishment of uniform control and responsibility in areas in which the State has a responsibility for the integrity of financial transactions, whether the transactions are on behalf of a department of the State government or of an agency or fund which is not directly under the control of the Treasury.

In this connection I have found diverse and cumbersome procedures under various escheat laws, and I am told that the fees involved in some cases are inequitable. We shall have specific recommendations on this subject.

#### SOCIAL SECURITY FOR STATE EMPLOYEES

An important step forward was taken in behalf of the financial security of our State and local government employees. The added benefits available through integration of the State's public pension systems with Federal Social Security were obtained by the important legislation setting up the new Public Employees' Retirement System as of the first of January, 1955.

There remain substantial improvements which should be made in various pensions systems in order to achieve greater uniformity of benefits for people in like situations. There is need to place some of the funds which are actuarially unsound on a basis which will provide the reserves necessary to pay for the benefits without inordinate expense at that time to the taxpayers of the State, and to establish uniform procedures and security controls for the administration of the various funds. I shall recommend specific legislation to these ends, and shall explore further with you the desirability of consolidation of certain existing funds.

I favor making Federal social security available to all public employees.

I strongly urge enactment of legislation, which has been suggested also during prior administrations, for the creation of a Division of Public Pensions in the Department of the Treasury. The size of the administrative load alone would justify this, but sound organization also dictates it. The present Bureau of Public Employees' Pensions is not logically placed in the Division of Investment, a specialized division created and staffed entirely for the purpose of supervising investments and not suited for supervision of the varied activities of the Pension Bureau. The senior State employee with responsibility for pension matters should report directly to the Treasurer.

#### EQUALIZATION OF ASSESSMENTS

Probably no public problem cries more urgently for solution or has been longer postponed than that of equalization of local tax assessments on real and personal property. The decision of the Supreme Court last Fall in the Baldwin Construction Company case underlines this problem and makes it my duty to call it to your attention.

It is common knowledge throughout the State that real and personal property are assessed with complete disregard of the statutory requirement that they be assessed "at true value." The result of the adoption of varying standards of valuation as between two property owners in one community is obvious and understood by all.

The result of a different average ratio of assessment to true value in different communities is less clearly understood but no less unfair. The result is inequitable sharing of the cost of county government and often of other costs like the maintenance of public schools. The ratio of assessment of land varies from around 12 per cent to around 70 per cent of true value. The variations in assessments of personal property are even greater.

The Baldwin Case indicates the need for legislation to define more clearly the powers and jurisdictions of tax boards to grant relief from discriminatory assessments.

But I believe that a further step is also required, following the excellent example set in the State School Aid Act of 1954. Under this Act, State Aid for Education will be distributed in accordance with a formula involving a determination by the State Director of Taxation of the facts required to equalize

real and personal property values used as a factor in fixing amounts distributed as state aid.

I believe that the Legislature should seriously consider giving the State the power, after a reasonable time, to enforce equalization of assessments when the normal processes of home rule, of local assessment and of county and State Tax Board appeals, have failed to produce true equalization. The Director of Taxation will already be in possession of the necessary facts in connection with his duties in the distribution of the State's School Aid.

In this connection, consideration will have to be given to the effect on municipal debt limits of effective assessment equalization, and it may be that municipalities should be authorized to incur specific indebtedness for the purpose of paying for the necessary re-valuation program.

#### STATE

The events of the past year serve to accentuate the need of change in our election laws. The last revision of our over-all law was made in 1930. Only nine of our 21 counties use the voting machine. The remainder use paper ballots. Delay in reporting returns and lack of uniformity in the voting process, with consequent public distrust, are the evils consequent upon continued use of the paper ballot.

Ease of registering with safeguards against fraud is a demand to be met. The deadline for filing petitions for office should be the close of the regular business day rather than midnight.

Drawings for ballot positions have a strange way of uniformly giving the preferred first place to the party of the county clerk's persuasion.

The people should have a chance to decide by constitutional amendment whether 18 year olds should be permitted to vote, and on whether the state residence requirement should be reduced from one year to 6 months and the county requirement from 5 months to 40 days. Party designations and slogans have a way of becoming the property of the opposition. Light paper and hard pencils can make a myth of the secrecy of the ballot. Overall state coordination in election law practices and supervision of county election boards is lacking. The statutory procedure with respect to statewide recounts is ambiguous; it should

be explicit. Legal loopholes permit campaign contributions to go unreported.

We need general election law revision badly. A commission has been at work for some time on this subject. We need voting machines in all 21 counties. This is a legislative responsibility.

The State Constitution requires that the Legislature reapportion the membership of the General Assembly as nearly as possible according to the population of the several counties after the 1950 Federal census. This has not been done, and I strongly urge that the Legislature fulfill its obligations in this respect, thus removing serious inequities in the representation of certain counties in the General Assembly.

I am further disturbed at the division of congressional districts within the State, cutting across county lines and amounting to what is called gerrymandering. The Legislature has a responsibility under the Federal Constitution to draw boundaries for congressional districts as nearly as possible by population. In New Jersey, we now have some congressional districts exceeding 400,000 in population, while others are barely 250,000. This results in unequal and undemocratic representation.

#### FOR A UNIFORM COMMERCIAL CODE

The American Law Institute and the National Conference of Commission on Uniform State Laws have drawn up a Uniform Commercial Code. It represents an immense amount of time and thought from a great many people well informed in both the business and the legal sides of the fields covered by the Code. I favor the adoption of such a Code for New Jersey.

Our many laws relating to certain commercial transactions in or regarding personal property and contracts and other documents concerning them, including sales, commercial paper, bank deposits and collections, documentary letters of credit, bank transfers, warehouse receipts, bills of lading, other documents of title, investment securities, and secured transactions, including certain sales of accounts, chattel paper and contract rights—these laws need revision and consolidation.

The Code could replace many acts now on our statute books which have become outmoded through the passage of time and which have ceased to be uniform because of different inter-

pretations of the same language by the courts of different states. It would be well to consider the merits of such a Uniform Commercial Code for the benefit of our commercial transactions, financing institutions and the legal profession.

Now, as to another kind of code: The New Jersey Bar Association is studying a proposed New Jersey Administrative Procedure Act. It should provide for the prompt publication of rules and regulations, and provide minimum requirements of fairness in the conduct of hearings by state agencies. Article V, Section IV, Paragraph 6, states: "No rule or regulation made by any department . . . shall take effect until it is filed with the Secretary of State . . . The Legislature shall provide for the prompt publication of such rules and regulations." We should proceed to carry out the provisions of the Constitution.

### EDUCATION

The State Board of Education, after a comprehensive study, has declared that the Manual Training and Industrial School at Bordentown should be closed as of June 30, 1955. The Board and the Commissioner of Education have kept me informed of their thinking and recently met with me and members of the Education Committee of both Houses of the Legislature to discuss their resolution to close the school.

The Manual Training School has served a very useful purpose in our State dating back to 1886. It has been staffed by many devoted people through the years since its founding. But times change. An institution may outlive its purpose.

The plain fact is, that although Bordentown was opened to pupils of all races in 1948, it has continued to be in fact a segregated institution, enrolling exclusively boys and girls of one race. This is contrary to the spirit of our new Constitution. I am convinced of the wisdom of discontinuing the school and therefore request that legislation be prepared and passed giving sanction to its closing.

In the past several years, there has been a great increase in the number of regional high school districts, and the probabilities are that this number will continue to grow. Some changes in present legislation governing the creation of regional districts are needed to provide for contingencies not foreseen in the original measure.

### INSTITUTIONS AND AGENCIES

In my inaugural address I pointed out:

"One of the gravest tasks of the State lies in the fields of mental health, correction and welfare administration, presided over by the Department of Institutions and Agencies . . . In dealing with human beings who suffer the handicaps of disease, dependency or delinquency, it is my hope that the State can attain an eminent position. We need adequate personnel and research, training and educational programs; proper executive direction; increased attention to preventive measures. We should pursue such a course most actively."

During the past year, no area of government has received more attention from me than the Department of Institutions and Agencies. I have visited many of the institutions and have met regularly with the State Board of Control. In addition I have had frequent conferences with the President of the Board and the head of the Department.

There has been discussion about creating out of this Department three separate ones, namely, welfare, mental health and correction. In addition, changes have been suggested in the existing relationships among the State Board of Control, the central executive office, and the twenty-two relatively autonomous boards of managers which, with their superintendents, administer the respective institutions.

### NEW USE FOR BORDENTOWN

At this time, I am not ready to make any specific recommendations for such extensive changes. The existing framework is the result of years of study and experience. With the cooperation of the Board of Control and through the active efforts of the department head, all administrative changes will be weighed and such proposals adopted as may be deemed to improve the operations of the Department. If, in the course of these studies, there is demonstrated need for legislative change, we shall, of course, present such proposals to you for consideration.

Meanwhile, the administration has sought to speed the completion of the bond issue construction projects, in order to reduce over-crowding and substantially to reduce the waiting list for our training schools.

In this connection, I have asked a special cabinet com-

mittee to work with my office in the development of plans for the most effective use of the facilities being relinquished by the State Board of Education at the Bordentown Manual Training School.

A number of constructive proposals have been received and we hope to select the one which may fill the greatest need consistent with the location and the type of buildings available.

It now appears that we may be able at this site to develop a center which may substantially reduce our waiting lists for the mentally retarded, while at the same time developing a foremost training and research center. Such a center could help us to develop qualified staff for our state training schools and, at the same time, help to find answers to some of the unknown quantities in this important field. I hope in a subsequent message to present to you a specific proposal for legislation to establish such a unit.

In reviewing the operations of this important department, we have tried constantly to focus our attention on our basic objectives of care and rehabilitation.

We can all agree that the answer must not lie in buildings and more buildings. We cannot afford the tragic waste and we cannot condone the human misery involved in such a course. Everyone is also agreed, I am sure, that the answer must ultimately lie in prevention; and, failing that, in rapid recovery through intensive, early treatment.

### LABOR AND INDUSTRY

Employment Security is an integral part of the economy of the State. If it is to perform the purpose proposed by the original drafters some 20 years ago, it must be a realistic program, geared to our economy.

There are still thousands of New Jersey families who suffer from unemployment. Our present benefits system is inadequate to meet the present day stress. The partial restoration of wage loss by benefit payments shows a wide gap between the benefits paid and the previous earnings of workers in our state. The present \$30 figure, in my opinion, is not realistic in its relationship to the current wage and salary level, or to the level of living costs.

It is my recommendation that the Legislature establish a weekly basic maximum benefit rate commensurate with exist-

ing needs. This would apply to both unemployment insurance and temporary disability insurance.

We have in the past year experienced heavy and prolonged unemployment in New Jersey which resulted in thousands of our citizens exhausting their benefit rights. Many of these citizens have only one recourse, to request public assistance. These exhaustions have been running between 1,500 and 4,500 weekly. It is my recommendation that the maximum duration for both unemployment and disability insurance payments be increased beyond the present 26 weeks.

The Honorable James P. Mitchell, Secretary of Labor, in a letter of January 8, 1954, has called upon me and the other Governors to bring to the attention of the state legislatures necessary improvements in the Unemployment Compensation laws which would, in his words, "most effectively perform the function of providing adequate benefits to jobless workers . . . and contributing to the growth and stability of the economy." Secretary Mitchell urged raising the maximum weekly benefits as well as extending the duration of payments.

### REQUEST OF THE PRESIDENT

The President, himself, in his last economic report to Congress, asked both the state and federal legislatures to "modernize" the various unemployment insurance regulations. Unemployment benefits should not be viewed solely in terms of welfare, the President explained, but should also be considered of prime importance as stopgap measures which tend to curb economic decline during the interval necessary to bring other stabilizing forces into action. President Eisenhower insisted that "to protect and promote economic stability, we should take bold steps," and among these he appealed for extension of the duration, the coverage and the amount of weekly unemployment insurance benefits. I am in wholehearted agreement with the President on these proposals.

The rates of compensation paid to disabled and injured workers likewise are no longer realistic in the face of today's costs. It was the intention of the original Workmen's Compensation legislation to pay these workers up to two-thirds of the existing average wage rate.

The imposition of exact sums upon this underlying principle, and the rather fluid condition of the economy, necessitates regular revision to meet the needs of the disabled who

are unable to provide for themselves and their families. The permanently disabled are presently faced with an arbitrary cut-off date after which these essential benefits cease. I recommend that both the amount and duration of these payments, too, be increased.

The Public Utilities Labor Disputes Law and its several amendments have been extensively studied by a committee representing all parties concerned and it is the committee's opinion that the present act is of doubtful use or constitutionality; that it reflects adversely upon the demonstrated good faith of public utilities management and labor; and that regulation of wages and working conditions by governmental directive, rather than by agreement of the parties themselves, is incompatible with our traditions and basic philosophy.

I concur in the unanimous recommendation of this group which represented public utilities management and labor as well as the general public, and I propose that the Public Utility Labor Disputes Law and its several amendments be repealed.

#### HIGHER MINIMUM WAGES

The present minimum wage standards, applying only to women and children in five categories of work, are vestiges of a period in which living costs were considerably lower than those with which the consumer is faced today. These standards are inadequate in scope as well as degree of guarantee, and should be revised to conform closely with federal regulations in order to provide the same protection to intra-state wage earners as is afforded inter-state workers.

In his State of the Union message of January 6, 1955, the President recommended that the present federal minimum wage law be increased from 75 to 90 cents an hour. In New Jersey, minimum wages range from 26½ to 56 cents an hour.

The alarming toll of industrial accidents each year and the accompanying cost to both employee and employer require that additional measures be taken to protect the health, physical safety, and, indeed the lives of New Jersey's workers. The influx of heavy industries to replace the lighter, less hazardous activities requires that enforcement strength be added to the existing state safety regulations. I recommend that these regulations be appropriately supplemented as a means of assisting this administration in its efforts substantially to reduce the

number of workers incapacitated by industrially-caused injuries and diseases.

In the interest of industrial peace and the uninterrupted progress of New Jersey's economy, I recommend the adoption of a state labor relations act with just and realistic provisions sufficient to win the support, as well as the acceptance, of labor and management. It is significant that most of the industrial states in the country have adopted such an act. The action of the Federal authorities in restricting the application of the National Labor Relations Act necessitates legislative action by the states to fill the vacuum so created in the labor affairs of local business and industry.

The harmony resulting from such legislation in other states suggests that a full study of this question should continue by all interested parties in an attempt to determine the ingredients best adapted to the needs of this State.

#### CONSERVATION AND ECONOMIC DEVELOPMENT

Our economy must continue to develop in a healthy, dynamic fashion.

This healthy economic growth will require planning—the systematic application of common sense and research to meaningful problems. As we stand on the threshold of a new industrial era—the atomic age, our thinking and planning must keep pace with, and indeed anticipate, technological progress.

The planning responsibility is especially significant in New Jersey, since we are the most highly urbanized state in the Union; since we possess a highly diversified economy; and since we have a host of related needs in such areas as water, alum clearance, housing, and airport and rapid transit facilities. The long-time neglect of planning has not helped us in our current and continuing efforts to meet these needs.

The Department of Conservation and Economic Development has witnessed an increase in responsibilities at least commensurate with the growth of our economy and population. I am listing but a few of the major problems facing this Department:

1. Accelerated water use continues throughout the State at a time when ground levels are shrinking. This great demand has produced tremendous need for imaginative planning of our

water resources. We must have adequate storage areas for our needs. The problem remains critical.

2. Legislation proposed last year would have authorized the acquisition of reservoir sites in Round Valley and the Wharton Tract. These sites are needed in addition to any possible new water sources evolved from presently dormant INCODEL proposals. I intend to investigate every possibility of utilizing those aspects of the original INCODEL proposal that may be salvaged, but the drive to obtain the Round Valley and Wharton sites must continue.

3. Our State Forests and Parks system is one area where neglect is rampant. Inadequate facilities mark the entire structure and our citizens are not getting the maximum use and benefit of our State-owned lands. We must take a long-range approach to this problem if we are to have an orderly expansion of our recreation facilities that will match population growth and increased leisure time.

#### FOR A SEASHORE PARK

4. For generations, a public state seashore park has been heralded as a vital addition to our recreational system. I hope that this year may see the attainment of this goal—the establishment of a state beach, operated without discrimination in the interest of all our citizens and the millions of visitors who have made our State a great vacationland.

5. Population growth has also pointed up the widespread inadequacies in lower and middle income housing. The recent survey of housing shortages illustrates our post-war failure to provide sufficient housing. Slum clearance has not kept pace with the spread of the slum blight. We are in the process of studying new approaches toward the housing problem. The heart of the issue is selecting the best method of securing low-interest capital for lower and middle income housing. I am having studied programs adopted by other states to accomplish this purpose, and recommendations should be forthcoming at a later date.

6. Population increase and shift has caused a great need for the State to render technical assistance to municipalities undergoing "growing pains." I feel that our planning function should be strengthened, and the immediate availability of matching funds from the Federal Government under Title 7 of the Housing Act of 1954 offers a good medium.

7. Our Fish and Game laws require some revision, including: stiffening the penalty for persons convicted of illegal deer hunting, including confiscation of the weapon used; setting fishing regulations on the Delaware River between New Jersey and Pennsylvania under the Fish and Game Code, as is now done in Pennsylvania; and providing for revocation of license in event of law violation.

8. I urge the establishment of a joint legislative-executive commission to formulate plans observing the 1956 centennial anniversary of the birth of Woodrow Wilson. The preeminence of Wilson's role in New Jersey history suggests our active participation with the rest of the nation in commemorating the birth of one of our great statesmen.

9. I regret that the problem of proper utilization of Morven has not yet been resolved. Rather than take precipitate action, I have formed a committee of distinguished citizens to supply recommendations as to the best use of this historic building.

#### HIGHWAY DEPARTMENT

State highways in New Jersey carry a daily average of 11,000 vehicles per mile. This traffic represents seven times the national average; five times the Pennsylvania average; and nearly three times the volume on New York highways.

Travel on State roads has increased approximately 70 per cent since 1940 when 3¾ billion miles were traveled. The 1953 total was nearly 6 billion. Within the same period of time, the number of accidents on the State system increased 160 per cent.

Such facts can no longer be dismissed as symptoms. They must be realized for what they are—the hardening of the arteries of transportation, a condition that can only be cured by forthright action.

Needless suffering, anguish, and loss of life, resulting from over-crowded and unsafe highways, require that remedial steps be taken immediately. The solution lies in building additional properly designed multilane highways, capable of transporting increased traffic loads in safety. Only through such roads can the needless slaughter be stopped and the interest of our expanding economy best be served.

Today vast urban areas within the State are suffering from traffic strangulation. Central business districts are finding it increasingly difficult to attract customers, and industry faces a

more restricted labor pool each year because of inadequate highways. These are relics of the early days of automotive transport.

Local municipal governments can no longer cope with the insurmountable problems thus created. The State, therefore, must face its obligation in providing highway facilities capable of transporting vehicles safely and expeditiously to, from and through these areas.

Recent developments pointing to the availability of greatly increased Federal funds for highways is another factor which makes it imperative that additional State money be provided. The unmatched Federal aid balance next July 1 will be nearly \$28 million.

Mounting loss of life, increased accidents, impaired industrial and residential development, and expansion of New Jersey's vast recreational facilities—all call for a complete modernization of our highway system. The budget message will deal at greater length in recommendations as to our overall highway needs. The immediate legislative needs of the Highway Department also will be presented at the proper time and in the proper manner.

President Eisenhower's multi-billion program for national highways will no doubt soon be published in detail. It is sure to be of great benefit to New Jersey, providing we take the proper steps to avail ourselves of it. This is being given careful consideration.

### CIVIL SERVICE

Philosophy behind this administration's attitude toward State employees is concerned with what happens to them every day as human beings rather than just consideration once a year for an extra day off at holidays or every few years for pay raises. This department will continue to train supervisors to improve human relations with employees. We believe in relatively quick promotion for those employees who do the best job.

A division is being set up to do a continuing study of comparable salaries in industry and other public jurisdictions so that up-to-date information will always be available.

Effective January 1, 1955, the maximum award for suggestions from employees was increased from \$500 to \$1,000.

Studies are being made to determine the feasibility of a

bi-weekly rather than present semi-monthly pay day so that it will always be on the same day of the week resulting in better budget planning for employees.

Also being surveyed is the feasibility and cost of paying longevity increments to those employees who remain at the maximum of their salary range for long periods and whose work records warrant such increases. This should be helpful in those situations where promotional opportunities are very limited.

In the past, the main emphasis of the Civil Service Department toward local jurisdictions has been one of enforcement. We hope, in addition, if sufficient staff is available, to be able to provide consulting services for their personnel problems. We also hope to provide classification surveys for county and municipal jurisdictions.

### BANKING AND INSURANCE

The recent large defalcation which came to light, in connection with the Division of Employment Security, pointed out the very apparent need of a more adequate check upon the funds deposited by the State of New Jersey in the various banks and other depositories throughout the state.

This subject was examined most exhaustively by the State Treasurer, the Commissioner of Banking and Insurance, the Attorney General and the State Auditor, and it was decided that proper safeguards could be worked out for this problem by administrative edict, and without the necessity for any changes in the existing laws.

Accordingly, a monthly report is now being submitted by the State Treasurer to the Commissioner of Banking and Insurance showing the balances in each depository of state funds. The next examination of the bank or other financial institution wherein the state monies have been deposited includes a verification of all such accounts and a report by the examiner to the State Treasurer.

A similar system of balance checking and audit of state funds in National banks has been worked out by the Commissioner of Banking and Insurance and the State Treasurer, through the cooperation of the National Bank supervising authorities.

## HEALTH

Within recent months, upon invitation of the State Commissioner of Health, two committees of local health officers have undertaken to define recognized local public health activities and to establish minimum standards of performance. Upon adoption by the Public Health Council, these standards will establish long needed criteria for the measurement of local health activities. This effort was preceded by revision of the State Sanitary Code, which itself constitutes a minimum public health standard for our municipalities.

A great need in health work, in this state as in others, is for a really effective program of prevention of chronic illness and of rehabilitation for those who become ill or incapacitated. Almost one-fourth of our people are chronically ill, disabled, handicapped, or on the way to becoming such. Unless we reverse this trend, the curative and institutional costs will become an ever greater economic burden on society.

There must be especially an intensification of efforts to prevent the rise of so much mental illness, emotional instability, or personality deviation, no matter what name we may give to it. It has many social expressions. Those who deal with delinquency, both adult and juvenile, see the almost ever present factor of inadequate personality integration. It is found, for example, among alcoholics, narcotic addicts, and sex deviates.

### MENTAL HEALTH PROGRAM

While there are specific programs and efforts to deal separately with some of these social problems, as in alcoholism, it is clear that a statewide preventive program to conserve and promote mental health, as distinct from the diagnosis and treatment of mental disease, will affect favorably many of the social problems which now confront us all.

The individual approach, of course, is still needed and produces results. Alcoholism control provides an example. With assistance from the State Department of Health, outpatient clinics for alcoholics have been established at four general hospitals in the state and will soon be established at two others. By this approach, there is an acceptance of a community responsibility, community facilities are strengthened and, with a given investment, maximum benefits are obtained for our citizens.

There is another need in the alcoholism control program which will soon be met at least in part: that is for a treatment facility to handle the disturbed alcoholic who is not psychotic except for the disorientation created by excessive use of alcohol. The Neuro-Psychiatric Institute will offer this type of service.

Several health programs can be strengthened by amendment of existing statute. Such recommendations will be presented at the legislative conference, since many of them are technical in character.

## AGRICULTURE

Our farmers are facing many problems of production and marketing, and this administration intends to be as cooperative and helpful as possible in assisting them with these problems.

Surplus milk, which moves into New Jersey from other States, is affecting the welfare of the dairymen. I have appointed an Advisory Committee of dairy farmers to make recommendations to me as to how the administration can be of greatest service to the industry. Solution may lie in a Federal-State Order to regulate the marketing of milk, because it is decidedly an interstate problem. This administration will work for a Federal-State Order if that is recommended by the Committee.

New Jersey serves as a corridor in the movement of agricultural products to market and also the avenue through which foreign products and materials move to their destination. Because of this, the farmers of New Jersey are faced with a continual threat of new infectious diseases of plants and animals and infestations of insects. It is the task of the State to be very vigilant and to take the necessary measures to stamp out in their initial stages such dangerous incursions.

### RURAL ADVISORY COMMITTEE

In spite of our great suburban and industrial development, there is still an important future for agriculture in this state. The average gross farm income in New Jersey is \$210 an acre—the highest of any state in the nation. Approximately 26 percent of the total land area in the state is devoted to agricultural pursuits; that makes it big business.

I have appointed a Rural Advisory Committee to make a

survey of rural and agricultural problems in the state. This committee is composed of leaders in the various phases of agriculture as well as representatives from Rutgers University. When the report of this committee is completed, I believe you and I should make a new appraisal of this field so that we can be guided accordingly in an effort to continue the development of New Jersey agriculture.

### DEFENSE

It is believed that a general revision of State Militia Laws, Title 38, should be made to bring them up to date. The Department of Defense is studying the problem. It hopes to submit desired revisions for your future consideration.

I urge your cooperation with the Department of Defense in continuation of its five-year construction program, designed to meet the needs of our greatly expanded post-World War II Army and Air National Guard. Federal funds have already been allotted to provide maintenance facilities and certain Air National Guard facilities, with 100 per cent of the cost to be borne by the Federal Government.

With respect to the rehabilitation of some of our older armories to provide modern training areas, and the construction of five new armories during fiscal year 1956, the Federal Government has agreed to supply 75 per cent of the funds covering construction costs and your approval is needed only for the remaining 25 per cent. Continuation of this vital construction program is dependent upon the maintenance of prescribed standards by our National Guard units; the provision of Federal funds; and favorable action by the Legislature.

### PUBLIC UTILITIES

The Public Utility Commission hopes to receive a completely revised and effective Title 48 from your Legislative Revision Commission. I trust that when this revision comes before you, you will carefully consider every proposed change and give particular attention to that section of the act which deals with the appointment of Special Deputies Attorney General to represent the public at utility rate hearings.

I could think of several matters in which this Department

might require legislative action, but it would be premature to mention them at this time. I feel that we should await the submission of the Title 48 revision.

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I now turn from the needs of the State's 14 departments of government to direct your attention to certain other matters.

### SPECIAL AND LOCAL LEGISLATION

In vetoing a number of legislative bills during the past year as being unconstitutionally special in nature, I noted the fact that the 1947 Constitution provides a new and specific method for the effectuation of legislation of a special or local character affecting municipalities and counties, where deemed necessary and desirable. Article IV, Section VII, Par. 10.

Upon petition by the governing body of any municipality or county and by vote of two-thirds of all of the members of each house, the Legislature may pass private, special or local laws regulating the internal affairs of such governmental subdivisions. Such special laws become operative after adoption by the Legislature, if also adopted by ordinance of the governing body of the municipality or county or by referendum of the voters.

By this means, the framers of the constitution recognized that occasions may arise where special legislation for a particular county or municipality may be justified in public policy and have provided safeguards and assurances for local concurrence in and approval of such legislation.

The writing of this new provision into the 1947 Constitution emphasizes, however, the renewed intention of the constitutional framers that special, local or private legislation not adopted pursuant to the new enabling provision should be prohibited, as heretofore.

With all due deference to the coordinate legislative branch of the government, I suggest that proposals for the adoption of special legislation in the ordinary manner be resisted by members of the Legislature, and that those making such proposals be advised to avail themselves of the constitutional method now provided.

## NEED FOR CONSTANT REVISION OF LAWS

Much of our substantive law is subject to becoming gradually obsolete as changing social, economic and governmental institutions and activities undergo the changes inevitable in modern life. There is a natural inertia toward change of the substantive law which eventually creates an almost continuous condition of maladjustment between our laws and the activities of the community which they are designed to serve.

These conditions are supposed to be met and solved by the activities of the permanent Commission on Revision of Statutes. It is a matter of regret to have to point out that the Commission is not organized and equipped in such fashion as to enable it to carry out its intended responsibilities. I hope the recently enacted legislation strengthening the machinery for legislative services will lend impetus toward the objectives of having the work of permanent statute revision carried on more effectively and productively.

I know of only three substantial projects now under way for substantive law revision: those pertaining to public utilities, education, and election laws. I have made incidental reference in this message to several other subjects which could well profit from the institution of similar programs, such as commercial law and administrative practices. In addition, I might also mention criminal law, municipal law and general state statutes.

## THE WATERFRONT COMMISSION

The Bi-State Waterfront Commission recently concluded its first year of operation under the Compact enacted by the State of New Jersey and New York and approved by an act of the Congress. The work assigned to the Commission is of vital importance to the people of both states and to interests elsewhere which depend upon the shipping activities within the Port of New York.

I expect shortly to receive a report covering the problems confronting the Commission, and will then confer with the Governor of New York with a view toward providing such additional means as the Commission may need and arranging for the coordinated action of all law enforcement agencies, to the end that the Port of New York may be restored fully to its natural position of preeminence.

The waterfront holds nasty problems, but I can think of no vice which has defeated society in a head-on clash. The evils of the waterfront, deeply entrenched though they be, will surely yield to a concerted drive. If further legislation should seem necessary, I will discuss the matter with you.

## CONCLUSION

By the length and complexity of this message, I realize I have made heavy demands upon your patience—that I have laid in your lap some very formidable tasks. But the matters I mention have all been the subject of long and thoughtful consideration by the executive branch and I have felt it necessary to go into them in some detail.

After 12 months in office, clear patterns form and clear courses of procedure suggest themselves. So I propose to you a somewhat belated New Year's resolution that we make 1955 a year of action for New Jersey, a year of accomplishment, a year of bold and vigorous leadership.

It has been suggested by some of the literary critics who examined this manuscript that it is too earthy. They say it needs a dash of Chanel No. 5, a touch of poetry, a breath of evangelism. Perhaps so. But to me the ideas presented to you today furnish their own intrinsic inspirational quality. And this is so because if you and I can work together to carry out these ideas, New Jersey will be a greater, more prosperous and happier place to live and to work.

You and I love this amazing little giant of a State. It has produced famous men and famous deeds since colonial times. It is called "the cockpit of the Revolution," and only a few miles from where I stand General George Washington crossed the Delaware on that winter night in 1776—an action eternally symbolic in the history of human freedom and the liberty of the individual.

Yet New Jersey today remains one of the foremost states in the Union—and is growing with a rapidity that challenges the energy and intelligence and imagination of all of us who are responsible for state government. New Jersey is a seat of learning and culture. Some of the world's greatest scholars sit among us to ponder the problems of the universe. Our industry is mighty. Our agriculture has a special importance.