ADDRESS TO THE FIFTY-NINTH GENERAL ASSEMBLY

By Honorable Herschel C. Loveless, Governor of Iowa

Joint Session, January 10, 1961

MR. PRESIDENT, MR. SPEAKER, SENATORS AND REPRESENTATIVES OF THE FIFTY-NINTH GENERAL ASSEMBLY, LADIES AND GENTLEMEN:

It is the responsibility of the Chief Executive of this state to present to you, the elected representatives of the citizens of our state, and to all the people of Iowa, a report on the conduct of State Government during the biennium now drawing to a close. In my case, since I am retiring from office after two terms, this will be a brief summation of the record of this administration over a four-year period.

As is customary, I will also make reference to what I consider to be important objectives yet unattained as well as to those that have been accomplished. I hope these views may be considered more objective than partisan.

As I look out over familiar faces in this chamber on both sides of the aisle, and note the substantial dimension of the political majority, I can only say, as Custer is reported to have said of the Indians at his last stand: “My, aren’t there a lot of them!”

To all of you, I say Godspeed in your important work, and may you find the strength and wisdom to carry out the will of the people in the critical years ahead.

At this point, with the opening of the new session of the legislature, I also want to pay tribute to the accomplishments of the Fifty-eighth General Assembly. Across the board, it seems to me that this session of our state legislature was one of the most constructive within my memory . . . and I think proper acknowledgment should be made.

It seems to me that the effectiveness of government, in any of its three branches, should be based on its handling of the totality of the responsibilities it bears. It is not enough that an administration should have attended to one or a few of its areas of responsibilities if it has ignored the rest. The scope of government covers the range of human life itself, and the achievements of government should be based on the total picture.

The mission of government, as I see it, is two-fold. On the one hand, we have the administration of the governmental machinery and the stewardship of public funds. In this function, government is something like a business organization, only on a massive scale.

The other main mission of government is the dispensing of the services of government—the meeting of vital human needs. In this category, come the vast programs of education, welfare, health, public safety and rehabilitation.

It has long been held that these two basic objectives of government are at odds—that government cannot hope to be efficient and fiscally sound, and at the same time, humane and attentive to human welfare.

In the long-range view, I am personally convinced that these two basic objectives are not in conflict, but in harmony, in the world today. In other words, I feel that well-conceived, long-range programs to help human beings help themselves have economic as well as moral justification.

It is the job of government to conserve and protect our economic resources. It is also the job of government to conserve and protect our human resources.

The past four years, I believe, have been marked by a strict adherence to sound fiscal policy and appreciable progress in improving the efficiency and economy of government operation on all fronts.

The most conspicuous gains, however, I believe have been in the improvement of the services of government in meeting vital human needs.

Here again, I would pay tribute to the achievements of the Fifty-eighth General Assembly which set a high mark in the enactment of constructive programs in the vast area of public welfare.

It is my sincere hope that these programs, well begun in the past four years, will be continued and expanded in the years to come.

Over a period of time, we have properly concerned ourselves with the conservation of our soil—our basic natural resource. Only recently have we begun to fully awaken to our enormous responsibilities in conserving and strengthening our human resources.

FISCAL POSITION

According to the most recent estimate of the State Comptroller, there will be an unencumbered balance in the State Treasury on June 30, 1961, of $44,380,805.21.

During the three full fiscal years of this administration, the Tax Commission has collected $404,738,522. The collections in this fiscal year are estimated to $146,793,500, which will give a four year total of $551,532,022.

During the past three years, some significant improvements in the administration of taxes have been put into effect. For example, the Tax Commission has collated the IT 5-A form (comparable to the Federal W-2) to personal income tax returns. For the 1957 tax year, it was discovered that some 50,000 individuals in the state who should have been paying taxes were not doing so. Collections for this tax year averaged $20 a return—totaling an addition of one million dollars to the State General Fund, and there is every indication that the additional revenue will be as great for the other tax years now in the process of collection.

During the first year of this administration, as a result of executive veto, the sales and use tax and the income tax rates were returned to the rates in effect before the temporary increase of 1955. It is interesting to note that the dollar collections of the income tax have substantially exceeded collections under the higher tax rate. While this is partly due to economic growth, it may be readily seen that a share of the increase is the result of increased efficiency of administration.

Another large source of additional revenue has been from the investment of idle state funds in securities drawing interest for the state. Previously, these funds had been deposited in private lending institutions without drawing interest. This change in policy accounts for several millions of the present favorable balance in the State Treasury.

I would respectfully conclude these brief comments on the financial position of the state with a word of caution.

I have heard it suggested that the traditional idea of keeping a fairly substantial working balance in the general fund is not necessary. I would only remind you that the state government is a vast establishment, that flexibility and security of operation is desirable and that unforeseen contingencies do sometimes arise. I would earnestly recommend that a sound working balance be maintained. Dissipation of cash reserve for recurring appropriations would be a mark of fiscal irresponsibility.

GENERAL ECONOMIC CONDITIONS

Despite the impact of two recessions upon the nation in the past four years and despite the decline of farm income over that period, economic conditions in Iowa have been extremely favorable by comparison with other states. This attests to the remarkable stability of Iowa’s economy—a stability resulting largely from an increasingly favorable balance between

agricultural and industrial production.

Since the middle of the past year, Iowa has felt, along with the nation as a whole, some of the pressures of the current recession. Yet, according to the December 24 issue of Business Week, total personal income in Iowa showed a 6.1 percent increase over 1959 as compared to a 6.5 average increase for the nation. In the year ahead, Business Week predicts that Iowa’s personal income growth will exceed the national average. The forecast is that Iowa’s total personal income will increase 5.1 percent as compared to 3.9 percent for the nation. The rise in per capita income for Iowa is predicted to reach 4 percent as compared to 2.3 percent for the nation.

Although Iowa is weathering the current recession more satisfactorily than many of her sister states, there is no room for complacency. I am particularly concerned by the rising unemployment in our state—a situation which reflects the generally high level of jobless in the nation. According to the Employment Security Commission, 3.8 percent of our total labor force was unemployed in December—a figure which is one and one-half percent higher than the normal percentage for that month.

Looking back over the past four years as a whole, it may be seen that Iowa has made giant strides toward its goal of diversifying its economy and stabilizing the sources of its revenue. In that period, the able work of the Iowa Development Commission and the efforts of 231 communities with organized development groups—whose initiative I cannot praise too highly—have resulted in the addition of 154 manufacturing plants in the state. In addition to this, there have been 148 expansions of existing industries.

This industrial growth, occurring at the same time the number of our farms is declining and the need for farm labor is sharply decreasing, has provided us with nearly 13,000 new job opportunities in industry alone, to say nothing of the number of job openings created simultaneously in the trades and services. Approximately $400 million has been spent on new plants and equipment; payrolls have increased by nearly $52 million; tax revenues have climbed correspondingly. It is a record that Iowa’s progressive communities and the state’s industrial promotional agency may view with justifiable pride.

There are many sets of statistics available that attest to Iowa’s progress in economic development. I promised myself, however, that I would not overburden you with statistics in this message. You know what a statistician is, don’t you? A fellow who knows more about money than those who have it.

I would point out. however, that Iowa’s rate of industrial growth is increasing faster than that of the nation as a whole.

During the four-year period covered by the latest United States Census of Manufacturers, industrial payrolls rose 25.5 percent in Iowa as against 17.9 percent for the nation.

Value added by manufacturing in Iowa was up 35.7 percent while the national increase was only 21 percent.

The number of manufacturing employees in Iowa went up nearly two percent while the nation’s dropped nearly seven percent.

Iowa increased the number of its manufacturing plants eight percent as against a rise of approximately four percent nationwide.

A reasonable conclusion from these facts and figures is that Iowa has made a very respectable record of industrial development in recent years. The fact that this growth has been steady rather than spectacular would seem to me to be all to the good. Our industrial growth has complemented our agricultural progress, as evidenced by the steady increase in the food processing category of the state’s manufacturers. The promotion of Iowa’s agricultural assets has been co-ordinate with promotion of our industrial resources.

It should also be pointed out that the steady pace of our industrial growth has enabled our economy to absorb these new industries in a healthy fashion without bringing on the problems and unfairness to existing industry which befall a state where an industrial “explosion” occurs.

This has been extremely encouraging, but I think we all realize that we cannot afford to rest on our oars. The future health of our economy depends on continuing and accelerating this trend.

A state, like a business, does not stand still. It either forges ahead or falls behind. If Iowa is to grow and prosper, we must beef up this industrial growth—and there is no quick easy formula for accomplishing this. It must be done by continued hard work, sound planning, co-operative effort on the parts of government, private business and voluntary civic groups. The principal focus, I am convinced, must be on the local level.

It should be a matter of pride to Iowa that this expansion in the manufacturing segment of our economy has occurred under the impetus of private capital alone without direct government intervention or subsidy. There are now 113 Iowa communities which have industrial development corporations ready and able to provide necessary financial assistance to industries seeking a plant site location.

What can be done to assure the continuance and acceleration of this progress in the future? I would suggest the following points for your consideration:

1. The new programs that have been instituted in the Iowa Development Commission in recent years to help meet the state’s need for diversification and development, should be continued and expanded. One example of these programs is the department of planning recently established to assist local development groups in providing for an orderly progress in growth and in the development of industrial sites.

2. There should be greater provision for training facilities in trades and industry courses at the high school and sub-college level for the thousands of our young people who enter the industrial field because they do not seek a college education and are not needed on the land. I would strongly recommend that consideration be given by the General Assembly to legislation pertaining to area vocational schools.

3. All possible support should be given to research in developing new uses for agricultural products grown in the Midwest. Last spring, I appointed a four-man, bi-partisan research utilization study committee, three members of which were from the state legislature. The recommendations of this group, which met with similar groups from other states, will be available to this Assembly.

4. More emphasis, I believe, should be placed on broader research into the economic and industrial potential of Iowa—research that will provide guide lines for the future development of our state. There is need for additional studies such as that undertaken for the Development Commission and the utilities on the economic effects of a navigable channel on the Missouri River and its effect on the future development of Western Iowa.

5. Lastly, greater efforts could be profitably put forth to attract a greater share of the nation’s tourists to Iowa, thus adding a third dimension to the state’s economic resources—the others, of course, being industry and agriculture. Reaction to the excellent tourist brochure published by the Development Commission in 1960—the first such travel publication the state has ever had—indicates that this field can conceivably become a major source of economic activity.

HIGHWAYS, CONSERVATION

With reference to the interstate highway system, I would report to you that 189 miles of the super, four-lane highway has now been completed; and Iowa ranks in the top ten states in the percentage of total planned interstate mileage that has been completed.

In our highway program, we have adopted a sufficiency or need basis for allocating funds for the construction of primary roads. This objective policy assures the people of Iowa that the Iowa roads most in need of modernization or rebuilding will be taken care of first and that local pressures will not determine priorities.

In recent years, the conservation program in Iowa has made steady progress on all fronts. Extensive surveys have been made to determine the current needs of all of the people of the state in outdoor recreational facilities, and a well-organized effort has been conducted to meet those needs. The high caliber of the professional conservation staff is a matter in which Iowa can continue to take pride.

PENAL AFFAIRS

Twice in the past four years, I have been confronted with the most momentous responsibility that comes to a Chief Executive—the death penalty. Twice, I have spared a human life by commutation to life imprisonment. The decision in each case was made only upon the closest study of the specific case at hand. I felt that the constitutional power of executive clemency was given to the Governor to be used when he felt it was justified, and I have acted accordingly.

It is my deep conviction that capital punishment does not provide the deterrent that can be its only possible justification. Hence, it is my hope that some day, the law providing for the death penalty in Iowa will be removed from our statutes.

However, capital punishment is only a part of the general governmental responsibility in the area of crime prevention and correction.

In the past four years, encouraging progress has been made in penal affairs in the state of Iowa. The legislature, the Governor’s Committee on Penal Affairs, the Probation and Parole Association, the District Judges Association, the Bar Association, the Iowa Welfare Association and law enforcement officials on all levels of government have co-operated with state agencies in giving this area the kind of study and effort it needed.

Among the forward steps taken are these: A nationally-known State Director of Corrections has been employed and is on the job. The number of parole agents of the State Board of Parole has been more than doubled in the past two years and the number of agents under the Board of Control has also been increased. A psychiatric hospital facility has been at long last established in connection with the ward for the criminally insane at Anamosa. Educational facilities for inmates have been dramatically upgraded; group therapy programs have been implemented; the prison chaplains program has been improved; psychiatric treatment for mentally ill prisoners and for youths in our training schools has been provided.

It is my sincere hope that this program of penal reform will be continued. The first responsibility of our corrections system is to protect society. But I am convinced that society is best protected by a strong parole system, by humane prison practices and by untiring efforts to rehabilitate the offender.

Two years ago, a valuable report was prepared by the Governor’s Committee on Penal Affairs setting forth recommendations for legislative and administrative improvements in this field. The report was submitted to the Fifty-Eighth General Assembly and a number of the recommendations were enacted into law. A new report of this committee has been recently completed and probably is in the hands of the legislature and the new administration by this time. I sincerely hope that consideration will be given to the recommendations therein.

CIVIL RIGHTS

The new official highway map of the State of Iowa is a matter of pride to our citizens. It is of attractive design and color and full of compact information concerning the attractions of our state. Prominently displayed at the top of this map are the statutes of our state pertaining to the equal rights of citizens to public accommodations, facilities and services.

The printing of these civil rights statutes on our highway map was suggested by the Governor’s Commission on Human Relations. Through such unspectacular but effective means, this voluntary state commission seeks to create a climate in our state wherein discrimination and injustice to minorities will not occur.

In April of 1958, I established our state commission by executive proclamation and indicated its functions and fields of activity along these lines:

“The fundamental purpose of this commission, as I envision it, is to help enable citizens of our state—whatever their religious, national, racial or economic background may be—to enjoy to the fullest extent the privileges and benefits of citizenship. We seek to guarantee our citizens the right to employment, to education, to housing, to the use of public accommodations, to health and welfare services and the right to live in peace and dignity.”

In carrying out these objectives, the State Commission on Human Relations, within the limits of its authority, has made a significant contribution to human rights in the state during the short period it has been in existence.

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One of the strong points of the people of Iowa through the years has been their keen interest in education on all levels. This interest has been reflected in the progress in public instruction and in higher education in Iowa in recent years.

Questions of financing education will properly occupy top places on the agenda of this assembly and of the Congress.

In the past four years, school reorganization in Iowa and other activities of the Department of Public Instruction have moved ahead on schedule. I would note that the recent resignation of J. C. Wright, the State Superintendent of Public Instruction, is a reminder that a number of departments of state government, including this one, are losing key personnel because of inability to compete in salaries.

The three state-supported institutions of higher education have commendably met the problem of rising enrollments in these years without sacrifice in the quality of courses offered. The major improvement in higher education has been the substantial upward revision of professors’ salaries—a trend that clearly needs to be continued. Building programs in the institutions under the Board of Regents are progressing on schedule. The awarding of a number of grants for research to all three state institutions of higher learning is testimony to the excellence of the educational standards in those institutions.

One of the outstanding advancements in state government in recent years has been the dramatic improvement in activities for the blind under the Iowa Commission for the Blind. The Blind Commission in its new location provided by the Fifty-eighth General Assembly, is training and placing in gainful employment five times the number of blind persons they were able to train five years ago. There is every indication that Iowa will soon be recognized throughout the nation as one of the leaders in the orientation and training of the blind.

In my opinion, one of the major unmet problems of our state is the problem of alcoholism which involves an estimated 45,000 alcoholics in the state with an annual cost to the taxpayers of more than 20 million dollars. During the past two years, a number of voluntary groups have been studying this problem, and a statewide commission on alcoholism appointed by me held a state conference last year to develop practical methods of dealing with this vital need. Out of this conference came legislative recommendations which will be submitted to this assembly and which I sincerely hope will receive favorable attention.

In a brief report such as this, it is impossible to touch upon the work of all of the departments of state government or even to summarize the accomplishments of a few with any degree of adequacy. To the personnel of those departments whose achievements go unmentioned, I apologize. Their contribution is no less significant, I assure you.

As a matter of fact, the dominant characteristic of our efforts in the past four years have been to meet the total responsibilities of the state government. In order that the personnel of the various departments might become acquainted with the work of other departments and gain some perspective on the government as a whole, several series of inter-departmental meetings have been held regularly over the past four years. These meetings have been valuable in coordinating the activities of agencies with related responsibilities; eliminating duplications of effort; and creating a unity of purpose.

In this administration, probably greater use than ever before has been made of voluntary citizens’ committees. I do not refer to honorary, “paper” committees, but to working groups of dedicated individuals which have served as valuable adjuncts to the state government. One of the most heartening things I have encountered as governor has been the willingness of talented private citizens to contribute their efforts to public service—if they can see any reasonable possibility of getting significant results.

Among the citizens groups that have contributed much to our efforts in government are: The Citizens Mental Health Committee; the Professional Advisory Committee on Mental Health; the Committee on Penal Affairs; the Committee for the Employment of the Physically Handicapped; the Reapportionment Action Committee; the Commission on Economic and Social Trends; the Commission for Senior Citizens; the Commission on Alcoholism; the Human Relations Commission; the United Nations Committee.

To the members of these and many other citizens groups which have served during this administration, I express my gratitude for their valuable contribution in the public interest.

MENTAL HEALTH

Considering the fact that more than half of the hospital beds in the United States are occupied by victims of mental illness, it is apparent that the problem of mental health is one of the major issues facing this or any other state of the union.

In my opinion, the people of Iowa deserve to be commended for the progress that has been made in public attitude and progressive effort in the care of the mentally ill and the mentally retarded in the past few years. We know that infinitely more remains to be done, but what has been accomplished marks a transition from the dark ages to the twentieth century.

In this area, voluntary citizens committees appointed by the governor, working in conjunction with state and local associations, were indispensable in gaining public and legislative support for far-reaching improvements.

A highly qualified State Director of Mental Health was employed. An all-out effort was begun to transform the six mental institutions into modern hospitals for the active treatment of the mentally ill and the active habilitation of the mentally retarded.

The first step was the difficult one of recruiting competent professional personnel. A measure of the progress in this field may be seen by the fact that between 1957 and 1960, we have increased our complements of professional people in our institutions—physicians, physchologists, social workers, special therapists and registered nurses from 266 to 443. Along with the professional staff, the number of attendants, administrative and maintenance personnel have been correspondingly increased.

Although the number of admissions to the hospitals has risen, the total number of patients has decreased from 8,505 in 1956 to 7,359 in 1960. These figures simply mean that more people are given treatment and returned to normal life in their own communities, rather than being condemned for the rest of their natural lives to confinement without hope and without effective treatment.

In recent years, increasing attention has been given to out-patient treatment. In 1959-1960, 8,513 out-patients were seen, as contrasted to 526 in 1956.

One of the main steps of progress was the implementation of “in-service training” for personnel in the institutions. Today, the mental health institutes at Cherokee and Independence are among the small number of hospitals in the nation with “three years approved training” for psychiatrists.

The affiliate nurses’ training has been expanded at Independence and established at Cherokee. The Mental Health Institutes have joined hands with the University of Iowa in providing training workshops in nursing care of mental patients resident in county homes and nursing homes.

To assure the availability of adequately trained psychiatrists for future needs, a cooperative program is now in operation which combines training at the State Psychopathic Hospital at Iowa City with internships at the State Mental Health Institutions.

Mental health services to the correctional and juvenile institutions have been established during the past two years. A team of four psychiatrists, three psychologists, and four social workers provide this service. The security of the mental health hospital unit at Anamosa has thus been staffed for the first time in history, as I mentioned elsewhere in this report.

To me, the most sensitive area of our mental health program is the care and education of the retarded. Those of you who have visited a ward of retarded children will know what I mean.

In this area and in other areas of human welfare, we have embraced the concept that every human being is entitled to an opportunity to develop his capacities to the fullest possible extent, whatever those capacities may be. This means the best possible programs for the retarded, the blind, the mentally disturbed, the physically handicapped, and the needy, as well as opportunities for the education and development of the normal child and the gifted child.

We cannot, as I see it, set our goals lower, and I hope that this concept will live and grow stronger in future administrations.

PUBLIC SAFETY

In 1957, when I first took office, one of the gravest problems facing this administration was the mounting toll of highway fatalities. To cope with this problem, I appointed a professionally trained safety director who was given full authority to apply proven methods of reducing injuries and fatalities on the state’s roads. The record shows that we got results.

His successor, a vigorous, young man with excellent law enforcement background, continued the professional program to control traffic accidents, and energetically turned his attention to other fields of law enforcement under the public safety department.

In 1960, there was a nine percent reduction in Iowa traffic deaths—a fact which attests to the effectiveness of the department’s program. It was the present commissioner, I might add, who suggested the procedure recently adopted by our Highway Commission of painting white guide lines on the edges of highways at curves and on the approaches to bridges.

A number of effective innovations have been adopted in Iowa’s traffic safety program in recent years. However, major credit should be given to the able and conscientious work of Iowa’s Highway Patrol and to the excellent cooperation of county and municipal law enforcement officials.

One of the most valuable contributions of the Public Safety Department, in my opinion, has been the Commissioner’s crack-down on illegal dope peddling in Iowa—one of the most vicious rackets known to man. It is my opinion that this is a much more serious problem in the state than is generally recognized and I hope that consideration will be given by this session to improved administrative machinery to deal with it from the state level.

One of the finest records in Public Safety has been that of the State Fire Marshal’s Office in prevention, inspection, investigation and other services. It is worth noting that deaths from fire have been reduced by 21 percent in the past ten years. In 1960, there was a total of approximately 2,900 fires in Iowa, as compared to 4037 in 1956. Much credit for this reduction must be given to effort on the local level, but the efficient state program was certainly a major factor.

SOCIAL WELFARE

In the past few years, steady progress has been made in meeting human needs through the various welfare programs administered by the state.

The central objective of good welfare programs is to help people to help themselves.

The Department of Social Welfare has taken a realistic view of this goal. No one can function well—either in his work or in his personal relationships if he is hungry.

Therefore, the department has given particular attention to improving standards for basic minimum living requirements for recipients—on the premise that individuals are entitled to a healthful and decent standard of living, in accordance with Iowa law, and that recipients cannot be rehabilitated to self-support on sub-standard levels of assistance.

In the past year, basic allowances for several of the living necessities, such as food, shelter and fuel, were increased to bring these allowances more nearly in line with current costs.

I would point out that there is one conspicuous inequity in allotments for the categorical assistance programs. The Aid to Dependent Children program has been hampered for several years by inadequate grants and the increases which I have just mentioned have not been extended to ADC.

I would urge, with all the power at my command, that appropriations be increased to the ADC program to permit bringing the living standards of dependent children up to the levels of those received by people on the other categorical assistance programs.

In my opinion, the State Department of Social Welfare should be enabled to apply the same basic standards to all categories of needy persons in similar circumstances, without partiality to one categorical group as compared to another.

Of major importance in the welfare field was the inauguration of the Medical and Remedial Care Plan which became effective January I, 1959. This plan permitted “vendor payments” for medical care.

On January 1, 1960, first payments were made under the federal-state aid to the Totally Disabled Program, as authorized by the 58th General Assembly. Iowa was one of the last states of the nation to have such a program. However, because of a limited state appropriation, it was necessary to establish a very restricted definition of disability so that many severely disabled persons, between the ages of 18 and 65, fail to qualify for the program. I would respectfully recommend consideration of additional funds for this important and long-needed program.

An important development in the welfare programs was the adoption of the care cost evaluation plan for determining the amount of the allowance for recipients in need of custodial or nursing care.

During the past year, the average grants for recipients of public assistance

have been increased as follows:

Old Age Assistance from $73.37 to $84.25. Aid to the Blind from $88.36 to $101.30. Aid to Dependent Children from $34.75 to $40.37.

As you all know, one of the greatest accomplishments of the 58th General Assembly was the abolition of the “notice to depart” and the reduction from two years to one year of the time required for “legal settlement” in public assistance cases.

I would call your attention to the fact that it might be necessary to clarify this legislation to carry out what was generally construed to be the legislative intent.

According to an interpretation by the Attorney General’s office last year, some of the harsh restrictions of the old law were ruled to be still in effect. If, for example, while a person is in the process of acquiring his legal settlement in a county, he receives an emergency ten dollar grocery order in public assistance, it appears he is disqualified and must begin the period of legal settlement all over again.

It would be a considerable service to the state if the legislative intent in this law could be clarified by the present assembly.

RECOMMENDATIONS

In my reports to the legislature and in other public addresses during my two terms of office, I have made recommendations for innovations and reorganizational measures in the state government. Now, in this final statement, I would like to repeat some of these recommendations that have not been touched upon elsewhere in this report.

In the area of government reorganization, I would suggest, as I have in the past, a four-year term for governor and lieutennant-governor, provision for item veto in appropriation bills; making state elective offices appointive except for the governor, lieutenant-governor, (and possibly the auditor); establishment of a non-political civil service system for state employees.

Along these lines, I would recommend for re-reading, the report of the Governor’s Commission on Economic and Social Trends in Iowa of December, 1958, entitled “Iowa’s Future—A Citizens’ View.”

I recommend that the necessary legislation be enacted to establish a sound, long-range financing program for capital improvements at our state-supported institutions, either by a revenue bond plan or a general obligation bond issue.

I recommend, as I have in the past, that provision be made for adequate pensions for retired teachers.

I repeat the recommendations of my inaugural address in January of 1959: “The multitude of inspections made by over a half a dozen different agencies and departments of state government should be placed under a single, unified agency.”

Quoting again from this inaugural message, I would recommend that this Assembly consider setting up a merit scholarship program for exceptional high school students who, because of financial reasons, are unable to attend college.

I recommend that this Assembly restore the right of freedom of contract to workers and employers by removing the statutory prohibition of “union shop” contracts.

I recommend the adoption of the Public Defender system in Iowa.

I recommend that the following voluntary state commissions which have served during the past four years be retained in modified form and be given statutory authorization: the Commission on Human Relations, the Commission for Senior Citizens, the Commission on Alcoholism.

Lastly, I think I express the devout hopes of hundreds of thousands of Iowans, when I voice my own hope that this Assembly will work out a just solution to the most urgent problem of all—the need for legislative reapportionment.

The Governor-Elect and the majority leaders in the legislature have pledged themselves to work for a fair re-districting plan. We regard this pledge to be in good faith and I can assure you that the minority members will support any fair reapportionment plan you may propose.

As you are all aware, at the present time our legislative apportionment is such that some thirty per cent of our people control the state’s legislative processes.

No issue in Iowa’s history has ever been so buried in confusion and misinformation. I am personally convinced that if all of the citizens of our state could really know and understand the basic terms and issues involved, we could solve this problem in a manner acceptable to all.

In the meantime, reapportionment must be dealt with as a matter of semantics before it can properly become a matter of state.

The word “reapportionment” and the phrase “one house on area, one on population” are meaningless unless they provide reasonable equality of representation.

We cannot solve the problem simply by reducing or rearranging present inequities. This may be reapportionment of a sort, but it is not fair representation.

I believe that both rural and urban people in Iowa have an innate sense of justice and fair play. I am sure that most of the people in less populous counties see the injustice in a situation wherein one rural vote may outweigh an urban vote by as great a ratio as fourteen to one. On the other band, rural people have economic problems that are real, not illusory, problems that have been heightened in recent years by the critical decline of farm income.

Such problems deserve fair and unbiased consideration.

But in the final analysis, the question involved in legislative reapportionment is the central question of democracy itself—equality of representation in government.

Those who seek to preserve the status quo by sowing fears in the minds of our people as to their competence to govern themselves inflict upon us the greatest spiritual damage of all.

With the opening of the 59th General Assembly, I wish the members of both houses success as you undertake the difficult but crucially important task of correcting existing laws that permit more than one class of citizenship in this great state of a free nation.

I leave the governorship of my native state with profound feelings of gratitude and good will towards all of its citizens. The warm courtesy Mrs. Loveless and I have received from people of both parties has enriched our lives and at times misted our eyes. Our heartfelt thanks to all of you.

Soon after the blizzard that took place on November 8, I sent word to Govemor-Elect Erbe that my staff and I would cooperate in every way possible in the orderly transition to the new administration. This we have done our utmost to do.

Cynics may say that we members of the minority in Iowa should be graceful in defeat since we have had considerable practice through the years. I can only say, looking ahead to 1962 and 1964, that we now feel we have served an adequate apprenticeship in that respect and do not plan to continue the trend.

In conclusion, may I offer one final bit of advice based on the experience of the previous session?

It is this: “Be careful what you do about the mourning doves.”