Lieutenant Governor Kraschel then presented Governor Herring, who delivered the following message:

GOVERNOR’S INAUGURAL ADDRESS

*Mr. President, Mr. Speaker, and Members of the Forty-sixth General Assembly:*

I have in your presence, for the second time, taken oath to support, obey, and defend the Constitution of the United States and of the State of Iowa as Governor of this great Commonwealth.

In the ninety years of Iowa state history, but twenty-six of its citizens have been chosen Governor. To be so selected from a population of two and one-half millions is the greatest distinction, save one, that may come to an Iowan.

One would not be human did he not upon such an occasion, have mingled feelings of pride and solemn responsibility. With humility and gratitude, and humbly relying upon being sustained by that Higher Power without which I cannot succeed, I accept these obligations and pledge to you that insofar as my abilities permit, I shall adhere unswervingly to the oath just taken.

Although the clouds of depression are steadily, if somewhat slowly, rising, the responsibilities resting upon this General Assembly are not proportionately lightened. Like those periods of reconstruction following all great catastrophes, the need for courageous, able leadership, is greater than during the catastrophe itself.

The Forty-fifth and the Forty-fifth Extra Sessions of the General Assembly of Iowa, with splendid foresight, and courage, passed some of the most constructive laws ever written into the statutes of Iowa. With determination and energy they grappled with such perennial, and ever difficult problems as equitable distribution of the tax burden, control of the sale of hard liquor, and governmental reorganization in the interest of economy and efficiency.

As a result of their patriotic, conscientious labors, we have laws today which, in my opinion, provide the most forward looking, equitable distribution of the tax burden; the most scientific and intelligent control of the sale of alcoholic liquors, in effect in any state in the Union.

In addition, there is established the beginning, through the enactment of the Budget and Financial Control Act, of the most far reaching and beneficial reorganization of state government yet to be enacted into law.

Experience in the administration of these measures during the past year, indicates minor amendments and improvements should be given your attention, but in the principles established, the methods employed, and lasting benefits to the State, these measures stand justly unchallenged.

While I shall make definite suggestions of needed new legislation, corrections in laws now upon our statute books should be your first consideration.

One of those most needing correction is the law governing the sale of beer. We have but recently emerged from the blight of prohibition and it is certain that we shall return to that state if present conditions continue. We must write a new law, one that will make it no longer possible for those who are admittedly law violators, to obtain a permit. We should provide that permits be granted only as a privilege, not as a property right, and full authority must be reserved to cancel and terminate any permit for any cause whatsoever. Penalties must be provided in the loss of permit fee, in the loss of bond, and in revocation of permit, so stern as to compel law observance. Residential districts should be kept free from places selling beer. The number of such places must be drastically reduced and placed upon a percentage of population basis. Possession of alcoholic liquors in any place where beer is sold should be sufficient grounds for cancellation of permit.

I have called a conference of representatives of the League of Municipalities, State Sheriffs’ Association, State Chiefs of Police, and other law enforcing officers, together with members of the General Assembly selected by the Lieutenant Governor and Speaker, for the purpose of drafting an enforceable beer law.

I believe that after many years of study and discussion of the need for more adequate law enforcement, the time is now here for legislation on that subject. In 1915 the creation of a Department of Public Safety was proposed to the General Assembly by a Legislative Interim Committee. Similar proposals have been made from time to time since then, but for one reason or another none were enacted into law. The appalling increase in highway accidents and fatalities and the alarming increase in major crime has resulted in an universal demand for uniform and effective law enforcement. It is apparent that the chief cause of the breakdown in enforcement is the lack of proper coordination between the various agencies. The system set up to meet conditions of days gone by, is entirely inadequate to meet those of the different and more trying present.

I am glad of the opportunity in this connection to mention the gratifying results of the pioneer work in highway patrolling in Iowa done under direction of the present Secretary of State. The small beginning which has been made indicates the necessity for the creation of an adequate highway safety patrol.

In this state, enforcement of motor vehicle and highway laws and regulations is divided among several state departments. This apparent and serious lack of the enforcement of laws and safety regulations makes the argument for reorganization in this field compelling.

In order to provide for the adequate patrolling of our highways and for the effective coordination in law enforcement groups now operating independently, I recommend the creation of a Department of Public Safety. In making this recommendation it is not my thought that any new powers or functions be created. All of the activities affected by this proposed reorganization are now in operation. At the head of this department shall be a commissioner appointed by the Governor for a term of six years. It shall be the duty of the commissioner and the members of the department appointed by him:

1. To enforce all laws relating to traffic on the public highways of the state.
2. To enforce the laws now administered by, and perform the duties of the State Fire Marshal.
3. To collect and keep available complete information useful for the identification and apprehension of criminals, and perform all the duties provided by law and administered by the Bureau of Criminal Investigation.

It is advisable that in the Department of Public Safety there shall be:

1. A Division of Highway Patrol.
2. A Division of Fire Prevention.
3. A Division of Criminal Investigation.

Aided by the findings of the Brookings Institution’s survey of government in Iowa, and by other groups and individuals, the Interim Committee on Reduction of Governmental Expenditures has made a report including recommendations with reference to reform and reorganization of a number of state departments. One of the most vital problems dealt with in the report, and to which I especially direct your attention, is the problem of public welfare. The necessity for reorganization in this field can no longer be ignored.

The government of Iowa, both state and local, has always recognized its obligation to care for its unfortunates. The responsibility for such care has been emphasized during the last few years by reason of the enormous increase in their number. Thus the total of indigent sick, dependent aged, and families on relief rolls, is greater than ever before in the history of our state.

In efforts to discharge our duties in caring for these, we have found that our old methods, suited to other days, are entirely inadequate. Something must be done to improve the organization of our various state and county welfare activities, in order that these problems can be dealt with in a more comprehensive manner.

As long as twenty years ago an interim committee made a report to the Thirty-sixth General Assembly recommending far reaching reform in this and other fields. Nothing has been done with these recommendations except to have them printed, and the problem has gone begging for a solution. Federal authorities are insistent that if relief grants are to continue to be made to the states, statutory welfare agencies must be provided.

When in 1898 the Board of Control was created to manage the affairs of certain welfare institutions and agencies, a forward step was taken toward effective and economical administration. Although they logically belong there, a number of other welfare departments then existing, or since created, were not placed under this same management.

The need for coordination in the interest of greater efficiency and economy is especially apparent when we consider that the problem under discussion is not an isolated one nor one of short duration.

In order then, that welfare may be more efficiently administered and related services coordinated, I recommend to your earnest attention legislation providing for the following changes in state welfare organization: (1) The creation of a State Department of Public Welfare under the supervision of a State Board of Public Welfare. I recommend that this Board shall have general power, authority and responsibility for the management and development of all existing state welfare institutions and agencies, including those now under the Board of Control and those independent of that Board.

(2) It is my thought that this State Board of Public Welfare should be composed of three members appointed by the Governor for terms of six years.

(3) I recommend further that the Board appoint a State Director of Public Welfare, to serve without term and during its pleasure. This State Director of Public Welfare should be entrusted with general administrative authority by the State Board.

As Governor for the past two years, during which time the problem of care and relief of unfortunates in the counties, has come to my attention with ever increasing pressure, I have become intensely aware of the need for reorganization in county welfare work.

From my own experience and observation I recommend to your attention the following necessary changes in county welfare administration: (1) The creation in each county by local authority of a County Welfare Board similar to the present County Emergency Relief Committees. All members of the County Welfare Board should serve without pay but should receive their actual expenses. (2) The County Welfare Board should in general administer local welfare. (3) The County Welfare Board of each county, or County Welfare Boards of adjoining counties by agreement, shall appoint a County Director of Public Welfare as its executive officer.

A number of counties already have made a good start by voluntary cooperation of the various existing agencies and nearly all of the counties have employed a county welfare worker. The comparative success of work in such counties lends unanswerable argument for this proposed reorganization. I do not recommend the creation of a single new power or agency. All the duties and responsibilities dealt with in this recommendation now exist. It is intended merely to reorganize the various welfare activities of the state and county with a view to greater simplicity, avoidance of wasteful duplication of services and cost, and increased efficiency and economy. I can assure you that substantial savings in money can be effected under this proposed plan, and of more significance, the possible savings in human resources are incalculable. I am convinced that the people of this state look to this General Assembly for early action along the lines outlined above.

While I realize that recommendations are always advanced against increasing executive authority, yet it is apparent that there is an inconsistency when an officer is charged with definite responsibilities and is given no proportionate grant of authority with which to meet such responsibilities.

The Supreme Court of the United States has held that the meaning of the term “executive power” includes not only the appointment of executive subordinates, but also their removal, and that the power of removal is essential to the execution of laws by an executive officer. By our Constitution the Governor is made the chief executive and he is charged specifically to “take care that the laws are faithfully administered.” By statute he is given the power to select those who are to assist him in the administration of the law. But no corresponding power of removal has been granted. Many of our neighboring states recognize the faults of such a system and have definitely given to the Governor the power of removing appointed officers. I believe that your Governor should be held responsible to the people for the proper administration of those departments under appointive heads, and that the grant of power of removal is essential if such responsibility is to be effectively discharged.

Each two years your Governor comes before the electorate for the acceptance or rejection of his administration. Certainly, if democracy means anything, such frequent referenda are a sufficient safeguard against abuse of the trust imposed upon him.

Our present highway law provides for a State Highway Commission composed of five members and does not definitely provide that they shall be full time appointments. With an investment and personnel equalling some of our great railways systems, I recognize the need for competent and sufficient supervision. However, we have completed the larger part of a vast building program and, in my opinion, the purposes of administration will be better served by a full time commission of three, rather than the present commission of five. I believe the responsibility for policy and program should rest upon the appointed commissioners to a greater degree than in the past.

Now that the Supreme Court of the United States has declared valid a graduated special tax upon chain filling stations and chain stores, Iowa should delay no longer in levying such a tax. We should welcome and always properly protect investments from outside the state, but I believe Iowa merchants who have helped to build our cities and towns, and contributed their full share as good citizens, should be given some degree of protection against competition which does not make like contribution to the general welfare.

Contemplating the various readjustments in our social life already under way, and which the future holds, we recognize the large part which education must play. Appreciation is due our schools for the splendid manner in which they have taken up the emergency education program in both its social and educational aspects. Through this cooperation not only has employment been provided for unemployed teachers, but also an opportunity has been accorded our people to study modern social, economic and political problems in adult education centers. This program has also provided free school opportunities, together with physical and social welfare for children from homes on relief.

Realizing that the problems of our schools require careful planning and study, I recommend that included in the organization by statute of a State Planning Board without compensation, already referred to in the previous message, education be one of the major phases of the Planning Board program.

Two years ago the Forty-fifth General Assembly passed moratorium laws for the protection of distressed farm and home owners. Under the operation of these laws thousands of evictions have been averted and millions of dollars in federal refinancing of Iowa farms and homes has been made possible. Debtors who dealt fairly with their creditors have been protected, and at the same time creditors have been protected against unfair debtors. Courts have sustained the validity of this legislation. As we emerge from the depression, and values of Iowa real estate increase, the pressure upon the debtor is intensified. Thousands of debtors in Iowa need a continuance of this protection, and I urge that the present moratorium laws be extended for two years from their present expiration date—March 1, 1935.

Because we produce nearly one-fourth of all hogs raised in the United States, and since forty-one per cent of the Iowa farm dollar is derived from pork production, the important changes the swine industry is now undergoing are particularly important to Iowa. It is economically sound for packing plants to be located in the producing sections and the phenomenal growth in the Iowa packing industry in the last decade has brought about such a change in marketing that the federal government has taken recognition of its importance. While sixty per cent of Iowa hogs are now handled in Iowa packing plants, it would be desirable if all of our hogs were processed within the state. The large central markets are diminishing in importance to the Iowa producer, and, with the growth of our small markets, it is our responsibility to provide adequate marketing supervision. Such a program, wisely planned and carefully administered, will result in mutual benefit to both the Iowa hog producer and the Iowa packing industry.

I recommend the consolidation of the Fish and Game Commission and the State Board of Conservation. Each has in the past rendered a most worthy service, and yet the work of the two is so closely related that much overlapping of effort will be avoided by administration under one unit. The various federal projects carried forward during the last few years, in cooperation with our Fish and Game Commission and Board of Conservation, have made the duplication and waste of effort in the matter of accounting, law enforcement, technical service, planning, public relations, and federal cooperation especially apparent. In view of the federal conservation program, and the grants which are being made, the closest and most efficient cooperation by the state is necessary.

Under the proposed plan of consolidation, revenues including license fees, and other income which has heretofore supported the Fish and Game Commission, will continue to be received and expended by the division which takes over all of the duties of the present Fish and Game Commission. The conservation and development work, which has heretofore been under the authority of the Board of Conservation, will be under a division of conservation and supported as heretofore. Federal grants will be allocated to that division under which work to be done properly belongs, and conflict of authority between two commissions doing similar work will be eliminated. The proposed plan of consolidation has been carefully studied and has the endorsement of the two commissions affected.

A comparison of prices charged for liquor by the Iowa Liquor Control Commission with those charged in surrounding states for merchandise of the same brand and kind, shows that Iowa prices are generally lower. Even with the reasonable prices charged, the Commission during the first six months operation, with only a small number of stores open during most of that time, showed a profit of $556,000. This indicates an annual balance of upward of $1,500,000. I think it undesirable that this money accrue to the State General Fund. I recommend that the earnings of the Iowa Liquor Control Commission be credited to the Old Age Assistance fund for distribution to the needy under the provisions of that act. It is my thought that if old age pension legislation is enacted by the United States Congress at this session, as seems probable, it will provide for the matching of State old age pension funds with Federal funds. My proposal will supply additional immediate cash to help alleviate the present shortage in the Iowa pension fund, and when Federal funds are available the total will be sufficient to administer adequately the Iowa pension act and make possible then the repeal of the present head tax, which is difficult of collection.

As has been my custom, I am not at this time making reference to all of the subjects which, in my opinion, should have the earnest consideration of this General Assembly. With your permission, I shall from time to time address you upon other matters.

Recognizing that all legislation is usually accomplished by compromise, and acknowledging the splendid cooperation as well as the valuable advice and assistance given me by the members of the General Assembly with which I have been permitted to serve, I ask a continuation of that cooperation, and assure you at the outset that I have no misconception as to my own limitations.