IN THE LEGISLATURE OF THE STATE OF

ALABAMA

Organizational Session. January, 1947

LEGISLATIVE DOCUMENT NO. 1

MESSAGE OF

GOV. CHAUNCEY SPARKS

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TO THE SENATE AND THE HOUSE OF REPRESENTATIVES:

The Constitution requires that the Governor shall "at the close of his term of office give information by written message of the condition of the State." In delivering this message to you, I am undertaking to carry out that mandate. It would be ill befitting to make recommendations for your consideration and future legislation. This is a matter for the gentleman who will follow me in office.

The condition of the State as I retire from office involves many considerations. They might be named as the condition of our people; their attitude towards problems facing them, their government and nation; the condition of business, of investments, of agriculture; and the general activities of the State Government during the last four years which tend to improve all of these things.

For more than two and one-half of the last four years, our nation has been engaged in actual combat. Our people in Alabama were responding to the call to fight and to make materials for fighting. It was to be expected that our economy and social condition as well as governmental activities would be more or less confused and disturbed. It is to the everlasting credit of the people of Alabama that, regardless of this apparent confusion and disturbance, they went about their daily tasks in the most patriotic manner and accomplished them in every detail. More could not have been asked of our people. They did their duty well and made a large contribution to the ultimate victory of the Allies.

Following such a condition and such an excited life there must be a period of reconversion which holds uncertainties and perhaps difficulties. So far we have not experienced any of these except in a recession in employ-
ment, which was perhaps inevitable. This now is adjusting itself apparently on a high level, much higher than it was prior to the war.

I think, therefore, it can be truthfully said that our people are reasonably well employed; that unemployment is due largely to shifting from one character of work to another and from stoppage of war activities which have not merged into our peacetime employment and not to any chronic condition; that our bank deposits are at the highest, having been on June 29, 1946, $1,236,230,652.72; that our savings accounts are larger and more numerous than ever before; that our agricultural income for the calendar year, 1945, was $268,534,000; that our State Government has been adequately supported on a high level of service in all of the activities in which it engages; and that, in general, our internal condition is good in whatever way it may be observed.

It has been my practice to make a printed report to the people every two years. These reports have been generally distributed throughout the State. They contain a summary of the activities of State Government for the two years preceding, including financial statistics. In addition, departmental reports, as required by law, are or soon will be available.

There are certain particular phases of government activities which perhaps need emphasizing, and I trust I shall not be considered boastful when I reiterate somewhat, but in brief, the things that have been done for the major activities of our State.

**AGRICULTURE**

Every phase of agricultural life has been studied and many have been improved or emphasized to the point of
receiving public favorable recognition. Research, experiment, marketing, preparation for marketing, regional development, livestock, poultry, dairy products, fruits, and trucking have all been emphasized, and our people have become conscious of the possibilities agriculturally of such things. Of course this took considerable money, but we have been fortunate in having available funds both from the Agricultural Department and from the General Fund to emphasize these activities and to aid our people in an effort to integrate them with our total agricultural economy.

Not only have these things been emphasized, but the matter of better home life, better environment, better tenancy conditions, better agricultural facilities, and better transportation opportunities have likewise been emphasized. The State has begun a system of farm-to-market road construction long overdue. $2,500,000 was set aside out of the surplus of the gasoline tax solely for this purpose, and it is to be divided on an equal county unit basis. In addition, one cent of the State's three cents gasoline tax was dedicated to farm-to-market road construction on a matching basis with the county and Federal Government. It will not be long before we see a tremendous improvement in our rural roads in Alabama if we consistently follow this policy of joint responsibility of the government for the creation of a better agricultural home life and opportunity.

EDUCATION

Education has received much consideration the last four years. The result is found expressed in one simple statement that there has been an increase of 97 per cent in appropriations for education during the last four years. This is perhaps a very sudden and difficult standard to main-
tain. However, it does illustrate the desire of our people to have for their children an equal educational opportunity with all of the children of America. We are fast approaching this status and we can attain it as our economy develops, as our agriculture and industry expand, and as we obtain a larger income and wealth. It will not be long until we can paddle our own canoe, educate our people according to any standard within the United States and that without too much outside aid or interference.

It is interesting to note that the average school teacher's salary in Alabama in 1941-42 was $732.00; in 1945-46, the average salary was $1200. It must be borne in mind always that teachers' salaries are based upon: the teacher's equipment in education, experience, and general fitness for that type and character of work.

In fact, the Education Department has five standards by which it measures the teacher's income. The salary starts at the beginner's salary, which is proper. This beginner's salary may be low, and that is true of all beginners in all kind or character of work. It increases as experience increases, as fitness increases, and as educational progresses. We have many teachers in Alabama who are receiving salaries which rank favorably with the highest among industrial and commercial workers.

This basis of determining teachers' salaries makes a difference between the white and colored teachers in Alabama. Our colored teachers unfortunately are not as well equipped and do not have the experience and, consequently, come within the lower brackets. Our average salaries for white teachers were $859 in 1941-42, and $1400 in 1945-46, while the negro teachers jumped from $411 average in 1941-42 to $890 in 1945-46.

It would be a waste of your time, I am sure, to go into further details of educational appropriations and expendi-
tures or the emphasis this administration has made upon the necessity for adequate support for education at all levels. These matters have been discussed before the people time and time again in public addresses and in public reports.

FINANCE

On September 30, 1946, there was a balance in cash in the Treasury of the State of Alabama of $62,044,970.21. This was the largest cash balance in the history of the State. It must be remembered that it is not all available for any particular purpose or use but is earmarked constitutionally and statutorily and can be used only for the purposes to which it is dedicated. It does indicate, however, a most healthy and wholesome condition of the finances of our State.

During the last four years we have put our debt condition in such a favorable and satisfactory position that it will be orderly liquidated as it matures. It is unfortunate that all of our obligations were not callable so that we could have paid more of the outstanding indebtedness of the State than we did. However, the fact that they were not callable prevented us from liquidating a larger number of bonds, for the purchase price which we would have had to pay was prohibitive and unwise and unadvisable.

Not only have we paid off annual maturities of $9,649,500 during the past four years, but in addition, we have also put into sinking funds for various bond issues a total of $18,378,000.

On other debts of the State and its institutions the sum of $2,219,977.12 has been paid out of the General Fund. On the school debts of the cities and counties $582,630.03 has been paid out of Building Commission funds.
makes a total of payments and sinking funds of $30,830,-107.15.

At the beginning of my term, that is on January 19, 1943, Alabama owed outstanding bonded indebtedness, less sinking funds, of $57,261,500. As against that, we have paid thereon and other indebtedness and now have in sinking funds, as stated above, the amount of $30,830,-107.15. To ascertain the net bonded debt we would have to exclude payments of $2,802,607.15 on institutional obligations, on county and city educational debts. This would leave us a net amount applicable to debt retirement including sinking funds of $28,027,500 and leave a net bonded debt owing after deducting sinking funds and retirements of $29,234,000.

A word of explanation about the sinking fund is needed. The sinking fund mentioned is made up of the following items:

(1) As against the second highway bond issue there is a sinking fund on January 1, 1947, of $1,097,000.

(2) As against the old bonded debt (known as the carpetbag bonds) there is a sinking fund as of January 1, 1947, of $1,850,000.

(3) As against the refunding bonds (known as the income tax bonds) there is an invested sinking fund of $9,433,000.

This is the total amount now owing on the income tax bonds.

(4) As against the Alabama bridge bonds there is a sinking fund of $85,000.

This makes a total now outstanding in cash or invested sinking fund of $12,465,000.

In addition to this, we have the following items which
are by the Constitution dedicated first to the payment of certain bonds, known as the income tax bonds, namely:

(1) Cash in income tax estimated as of January 1, 1947, $7,400,000.

(2) Cash in income tax investment trust fund (this is the interest earned on investments heretofore made) $321,000.

(3) Bonds now owned and in which income tax has heretofore been invested, $4,117,000.

This makes a total in cash and securities of $11,838,000 dedicated first to the payment of income tax bonds and then to reduction of State ad valorem taxes. It will be interesting to note, from all these figures, there is now in the income tax, in cash and invested as a sinking fund, the sum of $21,271,000.

HEALTH

The last four years have emphasized the need of better health conditions in Alabama and we have gone a long way towards achieving the needful and necessary. We have entered upon certain phases of health work; such as, venereal, cancer, tuberculosis control, and made appropriations for these purposes.

Only recently the people adopted a constitutional amendment providing for construction of hospitals by the State to supply the needed deficit in hospital facilities for our people.

The greatest achievement of the Legislature and of this administration in health work was the building of a modern medical center in Birmingham. With its conception of public service and the responsibility of educated practitioners of medicine, this bids fair to be one of the largest contributions to the welfare and happiness of our people.
If it has the right view of its duties and responsibilities; namely, to integrate the benefits of modern medical science with the economic level of our people, then the Medical Center will have many times justified itself.

The Medical Center has been wonderfully conceived and when finally completed will contain all the units for a modern medical teaching center, research center, public health center, and hospital clinics.

To begin with, we have an excellent hospital, known as the Jefferson Hospital, which was granted to the State of Alabama by Jefferson County after the State had paid out of the General Fund and in accordance with an Act of the Legislature the sum of $1,236,590.89 to liquidate outstanding RFC bonds. In addition, the County of Jefferson gave to the State of Alabama the old Hillman Hospital, which together with the Jefferson Hospital, makes abundant and continuing hospital facilities necessary for a large medical college and medical center. We could not have found a better location nor available facilities at so little cost.

On property belonging to the Medical College Center, there will be ultimately constructed: a Federal hospital for veterans, a hospital for crippled children, and a public health building belonging to and occupied by the County of Jefferson, the City of Birmingham, and the State of Alabama. These together with many other facilities which are contemplated and in course of procurement and construction will make Alabama’s Medical College one of the finest institutions of its kind within the United States. The present leadership of this medical college is imbued with the hope and the desire of using it as a means by which Alabama’s general health and that of all of her people can be improved and maintained at a high level. It is more
than a medical college. It is an institution for the benefit of the masses of our people.

In addition to the medical school, we have there and at the same place and as a part of the same buildings, which makes it much more economical, inaugurated and provided for a dental college, something that our people need badly. There are many counties in Alabama which do not have a dentist and so many of our people do not have access to oral hygiene or dental services so essential to modern health.

The money appropriated by the Legislature for the construction of the Medical College has not yet been placed under contract. It is available and is in the Treasury of the State, except a small part that has been used for the purpose of renovation of the property to make it fit the need of the school. As soon as permission is granted to construct the Medical School, construction will begin on additions to the Jefferson Hospital for use as a teaching facility. This is both economical and satisfactory. It makes a compact arrangement which is seldom found anywhere else.

We, therefore, look forward not only to the education of practicing physicians, but of dentists, of nurses, technicians, and of medical assistants which Alabama so greatly needs, particularly in her rural and low income areas.

All this was accomplished with the enthusiastic cooperation and support of the government of Jefferson County, and of the people and government of the City of Birmingham.

PUBLIC SAFETY

By Executive Order I combined the Highway Patrol and the Law Enforcement Division of the Alabama Alco-
holic Beverage Control Board into the Department of Public Safety. This has worked well. I have not changed the duties of the two enforcement divisions but have merely put their overhead administration under the Department of Public Safety where it occurs to me it should properly be.

PUBLIC WELFARE

In the State’s services to its needy people there have been tremendous advances. In 1942-43, all funds expended for welfare work amounted to $5,066,994.39. The amount budgeted for 1946-47 is $15,608,160.81, an increase of $10,541,166.42.

This increase in support has enabled us, not only to increase the number of beneficiaries, which has been very large, but at the same time to increase our monthly allowances from $10.99 in January, 1943, to $20.83 in January, 1947.

It is interesting to note that the amount now budgeted for old age assistance, on the basis of the load in January, 1943, would produce an average payment per case of $37.95. Of course, we can never tell how much is actually needed because our rolls are growing daily. There is no way of curbing this because it has a direct reference to our economic condition. If you increase your load, you decrease the amount of monthly allotment. Vice versa, if you reduce your load, you increase your monthly allotment. This, provided always, however, your appropriation remains the same.

In January 1943, there were only 21,483 cases receiving old age assistance in Alabama, while in October, 1946, 41,768 received such assistance. This was an increase of 20,285, or nearly 100 per cent over what it was in 1943.
One of the sad facts brought out by the statistics in public welfare work is that an estimated 35.8 per cent of our aged population 65 years and over will be included in the cases budgeted for old age assistance.

The matter of internal administration of many of our activities require passing notice at least in order that I may give you the present condition of our State in terms of these activities.

The Department of Corrections and Institutions has been operated on a successful basis the last four years and has not been a very heavy drain upon the General Fund of the State. In fact, during the fiscal year, ending September 30, 1946, this department remitted to the State Treasury the sum of $300,000.

Generally, this department is well organized, but it has need for facilities. It needs a tuberculosis hospital for its inmates and better housing facilities all way around at Atmore.

The Highway Department was handicapped in the early part of this quadrennium. Road construction was prohibited during the war and no Federal funds were available, and consequently all we could do was to prepare our plans and get ready for the time when Federal money would be available and permission granted for the construction of highways. This came about in the latter part of 1945 and since then we have been ready and have gone forward with the program of construction and highway improvement, probably unprecedented for the same period of time.

On January 20, 1943, there were 6,906 miles of what are known as State Highways. These are highways that are constructed and maintained by the State. During this quadrennium there have been added 399 miles to this sys-
tem, making a total of 7,305 miles. There have been a total of 842 miles of this system paved and in addition 4.1 miles of bridges constructed within the last four years. There are now under construction, as of January 1, 1947, 406.9 miles. This will leave a balance of 741.1 miles of our State system unpaved, or 10.1 per cent.

During this same four-year period we have resurfaced and repaired 4,159 miles of State highways.

During the war period man power was very scarce but by concentrating on the wearing surfaces, probably to the neglect of roadsides, the maintenance rating of the State Highway Department of Alabama was raised by the Public Roads Administration to A-1, the first time this State ever was given so high a rating in maintenance standards.

It is interesting to note the cooperative manner in which the counties have entered into our farm-to-market road building program. The law requires that each county shall employ an engineer. This is essential if we are to have a high standard of work and high quality of construction. Already 62 of the 67 counties are employing an engineer.

In addition to this, 31 projects have been completed in 16 counties, comprising 125 miles of grading, drainage, and bridges.

Also, there are under contract in 48 counties 483 miles of grading, drainage, pavement, and bridges. You will note that this amounts to 608 miles of county roads, which we have completed or now have under construction in our farm-to-market road program.

Some forward-looking steps have been taken in the matter of conserving our resources. At the request of timber people and manufacturers, a severance tax was levied on forest products and dedicated exclusively to conservation
of timber and the production of forests from fires. This has just begun to operate and is proving satisfactory.

The recreational side of conservation has been stressed during this administration. We have pointed carefully to the necessity of improving our parks, hunting preserves, game sanctuaries, and fishing ponds. All preliminaries have been made to enable us to begin a program of recreational development, a thing so necessary to the general welfare of our people. Provision has been made for the purchase and operation of game preserves where limited hunting can be permitted during the seasons, for the construction of fishing ponds for such use, for improvement of our parks and the construction of more cabins so that the recreational facilities already provided may be more abundantly used.

In providing for the returning veteran, we established a State Department of Veterans' Affairs. It began to function last year and has done a great work in assisting and in placement of the veteran who has returned from a victorious war.

In aviation we have looked forward towards the necessity of putting our State in line for the benefits of this modern method of transportation and distribution. Only recently we passed a constitutional amendment permitting the State to engage in the construction of airports, air fields, and landing strips.

The State Guard has been a great standby protection during the war. I cannot too highly compliment the men who gave their time voluntarily to make this a successful internal defense organization. They have performed their services well and they are now willing and anxious to retire. In their place a National Guard must be established. We have begun the reestablishment of this Guard and it is
now in process of re-activation in accordance with plans promulgated by the National Guard Bureau of the War Department.

Recognizing the necessity of reasonable protection to State employees, the same kind of protection as is granted by private industry, we enacted and set up in 1945 a retirement fund for all State employees.

The small loan business in Alabama has grown very large. It needs some kind of regulation. We began this regulation in the 1945 Legislature. While it may not be adequate, it is yet a step which will enable us to eliminate the evil so inherent in what we call the loan shark.

Insurance rates have become a matter of State regulation since the Congress of the United States provided that the states would have two years in which to set up necessary statutes conforming to a recent decision of the Supreme Court. We have set up this process and under proper direction and administration it will mean much to our people in securing fair, just, and equitable insurance rates in every field of insurance from time to time. This law is now in operation and while we have not had time to determine its effectiveness, it must be carried on unless we are willing to deliver this activity to the Federal Government.

The administration of unemployment compensation has undergone some new experiences during the last four years. For instance, in 1944 there were only 4,633 workers receiving benefits, while in 1946, through December 11, there were 51,833. This illustrates somewhat the dislocation in employment which reconversion has brought about.

However, our accumulated reserves during the time our load was light have enabled us to make large payments, larger than income, and yet retain a satisfactory reserve.
As of December 11, 1946, there was a reserve in our Unemployment Compensation Fund of $56,210,712.

During all this four years we have enjoyed a low rate of payroll taxation for unemployment compensation. Our Experience Rating has proved valuable, and has meant a net savings to employers of $38,930,447, and to employees of $18,000,016.

In 1943 the Legislature, realizing the tremendous potential liability built up by the expansion of covered employees, amended the law to provide for the payment of additional contributions on wages in excess of prescribed amounts. This enabled those employed in excess of normal needs of our state to help build up a surplus which they would enjoy when unemployment became universal.

The Legislature also amended the unemployment compensation act in 1945 by raising the minimum from $2.00 to $4.00 per week, and raising the maximum from $15.00 to $20.00 per week. This was necessitated when we note the earning capacity of workers during that same period. The average weekly wage of covered workers was $17.64 in 1939, and $35.20 in 1945.

The employment service was returned to the states on November 16, 1946. This was in accordance with an Act of Congress and an agreement by the President of the United States when the services were taken over in December 1941. We have organized our department to take over this additional load, and without any interruption the service will be continued under state control and be as efficient as it has heretofore been.

There are certain reports which the law requires be made at least every four years. Some of these are to be made by commissions, of which I am a member, and others by independent departments and boards. Most of these
have already been made, and, in accordance with usual custom, are available to you already, or will be soon.

The Legislature of 1945 created a Building Commission composed of the Governor, the Superintendent of Education, the State Health Officer, the Director of Finance, and four members each from the House of Representatives and the Senate of the Legislature. To it was appropriated many millions of dollars for construction of necessary facilities at the institutions operated by the State.

This Commission has done a good job with the assistance of Doctor John M. Gallalee, whom it made Director of the Technical Staff. Its report is an outstanding example of an intelligent approach to capital investments.

The Commission's report has been printed and is now on your desk. It is but a factual, illustrated and statistical report and comprehends fully the activities of the Commission.

In addition, the law requires that the Building Commission keep a journal of its proceedings. This journal has been printed and is now on your desk.

By an act of the Legislature of 1911, codified as Sections 365, 366 and 367 of Title 55 of the Code of 1940, there was created what may be called a Capitol Building Commission to consist of the Governor, the Chief Justice of the Supreme Court, the Attorney General, the Director of Finance, the Secretary of State, and two other citizens of Alabama to be selected by the above other members of the Commission for four years. The present citizen members of this Commission are Mr. Algernon Blair and Mr. T. B. Hill, Jr. of Montgomery. The Director of the Department of Archives and History is the statutory Secretary.

Fulfilling the purposes of the Commission, and in ac-
cordance with its authority set out in the Statute, it has performed a magnificent job in the repair, renovation and re-equipment of the Hall of the House of Representatives, of the Senate Chamber, of the corridors and rotunda of the capitol, and the executive offices. These repairs were long overdue, and make more comfortable the quarters in which the Legislature is required to meet, and more attractive the historic capitol which is ours in accordance with the dignity of the great commonwealth of Alabama.

A report of this Commission, whose work has extended intermittently over the last four years, is herewith transmitted on behalf of the Commission, and shows a total expenditure of $141,167.19, and a copy of its journal, which the law requires be kept, attached thereto.

The Legislature also created a Medical Building Commission to be appointed by the Governor. I appointed this Commission in 1943 and it began its work. It also wishes to make a report to you, and on your desk you will find a mimeographed report of the Medical Building Commission showing its activities and the present status of the appropriation made for the construction of the Medical College.

All funds which have been appropriated contingently, or conditionally, or as an emergency, are reported in the Annual consolidated report of the Department of Finance, State Comptroller, State Auditor and State Treasurer, as of September 30, 1946, a copy of which is on your desk, or available to you at any time.

Particularly I want to call to your attention the use of the funds appropriated by the 1939 Legislature for the purpose of purchasing lands in Calhoun County to connect Fort McClellan with the Talladega National Forest. The amount appropriated was $150,000. A portion of this was spent in the former administration, and a portion in my
administration. In mimeographed form I render you a statement of the total expenditures and the amount of land acquired, and the present status of that land. On June 28, 1946, this account was closed out and $48,805.17 of the original appropriation was returned to the General Fund in the treasury.

Conditional appropriations made by the Sessions of 1943 and 1945 have been released by me only when it was determined that the treasury would justify it. In some cases these conditional appropriations have not been needed, in others they have and the release has been ordered. For example, the conditional appropriation to Public Welfare for the year 1945-46 was released, as well as the conditional appropriation to education. There were a few other conditional appropriations released as shown by the report of the Finance Department, but smaller in amounts than those to education and public welfare.

There were certain other emergency appropriations made by the Legislature which I will discuss under the item of emergency in higher education.

The Legislature of 1943 created a Planning Board, of which the Governor is an ex-officio member. This Board has gone about its work in a systematic way, under adequate personnel, and has made its report, a copy of which is now on your desk, or will soon be available.

The State Docks have been a financial success for the last four years. Whether this presages a continued prosperous operation, I cannot say. This I do think, however, that the facilities should be properly repaired and expanded so that increased demands for this type of service can be met when and if it comes. The general opinion is that it will come and that Mobile will be one of the important and principal ports on the Gulf of Mexico. The quadrennial report of the Department (and if has not made an-
nual reports because of censorship during the war) has been printed and is now on your desk, or will soon be available. We have just authorized and inaugurated a $4,000,000 expansion program at the Docks.

The Constitution requires me to report to you all commutations made by the Governor. I have had these listed alphabetically. While the Constitution provides that the reason for the commutation shall be given, you must readily understand that the reason therefor is sometimes very difficult to explain. In every case I felt that commutation would meet the requirements of the law and that life imprisonment was sufficient punishment and that death should not have been exacted.

In connection with commutations in the future, the Legislature passed in 1943 what is known as an Automatic Appeal Statute. This provided that any indigent convict who was in danger of forfeiting his life, because of crime, was given the right to have the Supreme Court of the State pass upon his case. This certainly has been a great help in finally reaching perhaps a correct conclusion as to the guilt or innocence of the defendant and as to the competency of the punishment. In connection with the automatic appeal, the State also pays attorneys' fees and secures good legal talent for those who are not able to pay for it in order that the question of life or death for them may be passed upon by all the courts of the State before it comes to the Governor on a matter of commutation.

During the last four years we have had some emergencies to arise which have required quick action on the part of the Executive Department. The Legislature was wise enough to provide an emergency war act which gave certain authority to the executive within the limitations of the Constitution. Fortunately, I have not been called upon
to exercise this extraordinary authority in but few instances. May I recite them to you.

After V-J Day and the return of our boys from the Services the problem of education at the college level became very acute. We found our facilities in Alabama were wholly inadequate and the demands were beyond our capacity to meet. I immediately called the heads of the higher institutions together and established an Emergency Committee on Higher Education. This Committee elected Mr. Ralph B. Draughon of Auburn as Executive Director, and he immediately began his work in trying to expand the facilities available and secure services from private institutions.

In this connection, we used what was known as the two per cent emergency fund appropriated by the Legislature in 1945 for the fiscal year ending September 30, 1946, as well as the two per cent emergency fund appropriated for the fiscal year ending September 30, 1947. In addition, we used all of the available regular Governor's Emergency Fund for 1947, except about $83,000 which was retained for the incoming administration.

A detailed report of these activities, of the results thereof, and of the effective cooperation and coordination among our institutions of higher learning, has been made by the Executive Director of the Emergency Committee on Higher Education, has been printed and is now on your desk.

By veto of the President rent control went out on June 30, 1946. I recognized that a sudden release of these controls would perhaps be very harmful to those who were forced to rent their homes. I at once put on a rent control and immediately appointed Honorable Charles M. Cooper, Rental Agent. Fortunately, we were relieved of this ne-
cessity by Act of Congress in July 1946 reconstituting rent control. We then abandoned the activities on the part of the State.

Because of the strike of the coal miners in November 1946, an acute fuel shortage was developing in Alabama. At the request of the President and of the Secretary of the Interior, I appointed the Honorable Robin Swift, Fuel Conservator for Alabama, to meet the emergency brought about by the strike and to prevent our people from suffering and our industries from stagnating. This emergency was handled in a successful manner and we were prepared to dig in for the winter if necessary. Fortunately, the strike was ended and the emergency was relieved.

The factual information given above indicates the material contribution to state government in Alabama during the last four years. We cannot measure our service in dollars and cents, and we ought not to. Government is not solely for the purpose of collecting taxes and spending them, but also for guidance and direction and a constructive application of these taxes to permanent benefit to our people. We should never content ourselves with saying we made such and such an appropriation. If so, we have missed the mark. An appropriation is in itself not an end but a means to an end, and if we have not obtained the end, then our means have been squandered.

What has Alabama gained from these expenditures and activities? For the real achievement is to be measured, not in dollars and cents, but in what this money has contributed to the building of a better Alabama. I believe that those of us who have labored in the State service during the past four years can say that we are leaving behind us a healthier Alabama, an Alabama with an educational system expanded and strengthened, and with a new sense of unity of purpose; a State with the beginning of a new
system of local roads, binding us together and making us more truly one people; an Alabama in which the State has recognized and enlarged its obligation to prepare for the public welfare by tackling problems the individual cannot solve single-handed, while at the same time maintaining the dignity, the rights and the obligations of the individual.

We have today better schools; better research, exploration, experimentation, which enables us more intelligently to use the blessings of nature and the resources so readily at hand; better labor relations and have provided rules for carrying into effect that conduct which is most conducive to a friendly attitude and at least to complete justice for those who employ and for those who work.

One of the great intangible accomplishments of this administration has been the demonstration of the ability of education to work together for the common good, to submerge differences and subordinate local ambitions to the overall need. The presidents of the State institutions of higher education, the State Superintendent of Education, and the Executive Secretary of the Alabama Educational Association have organized themselves into a volunteer working group to develop a unified and co-ordinated program of education in Alabama to serve all the people of the State. I cannot too strongly endorse this beginning. Loyalty to one's own particular educational institution is admirable, but it should not be allowed to degenerate into something narrow, utterly infatuated with itself and indifferent or hostile to all other needs; nor to blind the broad vision we must have to build a truly great educational system for all of Alabama. We have made only a beginning so far in this job of learning to cooperate, and to co-ordinate our educational activities. Yet this begin-
ning is the essential first step in the right direction, and is most heartening.

It has been the aid of my administration to extend State services to the maximum degree allowed by the need and available resources, while striving to preserve a sense of individual rights and above all, of individual responsibility. It has been a long time since men first banded together and delegated to certain of their number the first police power, the duty of preserving law and order, so that other members of the community might lay aside their arms and go about their affairs free from molestation. Since then, the concept of the State, its duties and responsibilities to its citizens, have been vastly enlarged. In a war against disease, in education, in the building of roads, in care of the aged and indigent, a duty of the State is today recognized by everyone. It is a duty that must be exercised with care and restraint, lest it degenerate into paternalism and tyranny. Aid to the worthy needy should never be transformed into a handout to the indolent, or State aid to the farmer into State control of the farmer's very existence. Democracy in this modern age of enlarged State services faces two major problems. First, the problem of preventing the emergence of an all powerful and arrogant bureaucracy, dictating to the people it is supposed to serve, perverting the authority entrusted to it to enrich and perpetuate such an office-holding class. Second, how to achieve extension of State services, which after all are but the pooled effort of all for the common good, without developing or encouraging a sense of dependence upon the central government, without causing the individual citizen to lose sight of the fact that his success or failure, happiness or woe, depend in large measure, upon his own efforts.

In the matter of racial relations, we have progressed from
provincialism to an intelligent approach to whatever problem there may be. We have overcome a perhaps entrenched prejudice against education for Negroes. To Negro education, at all levels, this administration has given many millions of dollars more in the way of better pay for colored teachers, better facilities in which to work, improved transportation, regional development of necessary services, and establishment at Tuskegee of opportunities for the Negro which the State has long neglected. The A. and M. Institute for Negroes at Normal has added 16 faculty members, 10 academic courses, and 8 vocational courses, and was recently approved by the Southern Association of Colleges and Secondary Schools as a Class-A four-year college. The State Teachers College for Negroes, at Montgomery, has increased its faculty from 85 to 106, has made provision for a master's degree in education, added secretarial science and music education, broadened its curriculum to give preparatory college training for further study in medicine, law, theology, social work, library science, dentistry, and nursing. This institution was accredited as a Class-A college in 1946.

We know that the "Uncle Tom's Cabin" days are over. There are no more Simon Legrees except in the minds of those who would attempt to invent a race question for personal or political gain. I think we have learned in the past four years that orderly progress is more to be desired than the sudden subjection of ignorance and poverty to the influence of the demagogue and the selfish. We have provided for the orderly registration of all our qualified people. We should see to it that no qualified person is denied the right to vote.

Would it be boasting to say that I think we have contributed something more to the common good than merely a record of dollars spent here, buildings erected there?
I have tried to uphold the traditions and ideals of a modern, progressive, democratic State, its affairs impartially administered by qualified men and women, interested not so much in the honors and emoluments as in the obligations of public service; and to create a State whose greatest asset is to be found, not in treasury balances, but in a virile and self-reliant citizenry, working together for the common good through the medium of an intelligent and responsive State government which assists and advises but does not seek to dictate or control.

The last four years have been interesting, in a measure pleasant, and whatever dividends they have paid in service, a source of gratification.

I bespeak for you a happy experience and profitable service to your State.

Respectfully submitted,

CHAUNCEY SPARKS,
Governor.