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Part I

MESSAGES TO THE LEGISLATURE

Regular Session—Convened January 4—Adjourned April 2

ANNUAL MESSAGE

STATE OF NEW YORK—EXECUTIVE CHAMBER

ALBANY, January 4, 1967

To the Members of the Legislature of the State of New York:

For the people of New York State, and for those of us who have the privilege of serving them, this is a time of new beginnings—a new year, a new session of the Legislature, a new term of office.

It is a time to look to the future with confidence.

It is a moment of stock-taking and a time for further action to continue our forward progress—adhering firmly to the principle that sound progress can only be made on the basis of prudent financial management.

It is also a time when State government is under massive pressure for increased spending on virtually all fronts.

In the next fiscal year, increased revenues are anticipated from existing taxes. These increased revenues will make it possible to provide essential services. When coupled with the judicious use of bonds to finance necessary capital investments vital to our future, they will enable us to maintain the momentum of progressive State leadership during the 1967-68 fiscal year without any increase in State taxes. Therefore I will not recommend any new or increased taxes.

I shall work closely with the Leaders of your Honorable Bodies in development of sound legislation to carry out the voters' decision last November for a State lottery. With your cooperation in passing appropriate legislation, lottery funds should be available during the 1967-68 fiscal year to help meet educational needs—elementary, secondary and higher education as well as scholarships.

In the past eight years, working together, you of the Legislature and we of the Executive Branch have acted to help solve the people's Problems on many fronts.

We have brought New York to the achievement of new breakthroughs in the history of effective State government action:

- Against narcotics addiction and consequently for greater safety on the streets and in the home;
- In advancing the health of the people;
- In conserving our agriculture and planning for better land use;

- In meeting the needs for improved and expanded mass transportation; and

- In effective steps to make our cities better places in which to live and to work and to bring up a family.

These breakthroughs promise to give greater stability to our farm families and to breathe new life into our urban and suburban communities.

And they offer additional opportunity to give new dynamism to our Federal system based on the catalytic role of State leadership.

The best efforts of our cities and other local governments are not enough to deal with all the multiple problems they confront. Likewise, it is plain that many domestic programs of the Federal government will, by reason of inadequate funding and for other reasons, fall far short of the hopes they have aroused in many of our citizens.

We have pioneered in the past eight years to develop, expand and perfect the vehicles and tools of effective State action.

In doing so, we have approached the people's problems function by function in our separate programs for education, for housing, for welfare, for health, for transportation, and in many other fields.

Now the challenge before us is to maximize the effect of our on-going functional programs by bringing them together as integral parts of a comprehensive approach to the needs and problems of the individual citizen and the total environment in which he lives.

The State must assume a new role of leadership to provide this new conceptual approach and develop additional mechanisms to carry it out.

This concept requires that we as a State enlist more fully the work and planning of individual citizens and the initiative of business and labor, philanthropic and voluntary institutions in effective harmony with coordinated planning by government at its various levels.

In short, the State must assume its full historic role as the catalyst of cooperative action by all elements of public and private life within the framework of our Federal system.

Only by this comprehensive approach can we fulfill effectively the responsibility upon us—of providing opportunity for all our citizens to have a decent environment in which to live, to work, to bring up their families in an atmosphere of security and justice.

To this approach, I dedicate my Administration.

I will in the weeks ahead recommend specific legislation to help implement this concept and I shall ask for your support in the attainment of this goal.

I will now outline proposals setting forth steps toward this goal in five major areas:

- I. Making Our Cities More Livable
- II. Assuring Good Transportation
- III. Controlling Crime and Drug Addiction
- IV. Protecting the People's Health
- V. Improving State and Local Government

I. Making Our Cities More Livable

Historically, our cities have been the centers of economic, educational and cultural life—dynamic and exciting, driving forces for progress.

But for too many citizens in the great cities, life is drab, depressing and dangerous.

We can and we must make our cities more livable and enjoyable for all.

I therefore will send your Honorable Bodies a proposed program of legislation designed to improve the overall economic, physical, recreational and cultural climate of the central city core areas.

Lack of balance and comprehensive approach to these factors is a central dilemma of the urban environment today.

We must provide that balance and comprehensive approach in order to preserve the historic vitality and quality of city life.

We must provide greater opportunity and a better and a more attractive environment for all elements of our society.

I therefore plan steps to foster job-producing industrial expansion within our cities.

1. I shall explore means for providing additional job-producing industrial space in our cities at competitive prices.

This would include projects for multiple use of the limited land available so that compatible industry might be combined with residential use in redevelopment of urban areas.

The exorbitant cost of the limited industrial land available has been a key factor in the decline of industry within city limits—and its flight to adjacent suburbs.

2. I urge your Honorable Bodies to give second passage to the Constitutional amendment increasing the lending capacity of the Job Development Authority to \$200 million of State-guaranteed funds, and to enact legislation which will implement this Constitutional amendment upon approval by the people.

3. I shall propose a \$500 million statutory increase in the borrowing authority of the State Housing Finance Agency, which involves no taxpayer liability.

This will assure the continued success of the State's privately-sponsored, tax-paying, middle-income housing program.

4. I shall send you proposed legislation to increase the percentage of units in limited-profit housing projects that may be leased to low-income tenants with State assistance.

5. I shall also propose legislation to expand the Capital Grant Low Rent Assistance Program by making it applicable to cooperative middle-income limited-profit housing.

6. I shall submit plans for a pilot program designed to show the way toward complete community involvement in the creation of State-sponsored recreational and cultural centers in city core areas.

One of these pilot centers would be developed in connection with the proposed State Office Building in Harlem. Another pilot center is contemplated for the Bedford-Stuyvesant community in Brooklyn.

7. I urge you to make New York City a separate State Park District in order to facilitate future development by the State of outdoor recreation within the New York City limits.

Any developments would be in addition to present facilities and would not involve State ownership or maintenance of any City parks or recreational areas.

8. I also propose a new program within the State Conservation Department to provide trees for municipal beautification.

9. I propose that we study means of adapting to city residents the extension service concept that revolutionized rural life not so long ago.

In rural areas, the County Agricultural Agent and the Home Demonstration Agent have become intimately involved in community life and have proved to be highly effective in bringing information and guidance useful to the citizens of the community.

This concept could be particularly effective in providing a better climate and assistance for our newest state residents, such as those migrating from the rural South and Puerto Rico.

In addition to these major elements for enhancement of the urban environment, we must strengthen State services in the following areas:

(a) Health education programs to encourage fuller use of existing health and hospital services;

(b) Improved cultural opportunities in urban core areas through art exhibits, sponsored performances and technical assistance through the State Council on the Arts;

(c) Informing the public of available State services through general information and guidance centers in State office buildings and other locations;

(d) Further strengthening of support for the Attorney-General's outstanding leadership in consumer protection including:

—Mobile consumer protection and education units;

—Further protection for installment purchasers;

—Regulation of trading stamps; and

—A higher minimum earnings exemption from garnishment and wage assignments;

(e) I shall take action designed to increase the availability of fire and liability insurance in slum areas.

II. Assuring Good Transportation

During the past eight years, New York State has made tremendous advances in the area of transportation.

The pace of highway construction has broken all records. Progress is being made in dealing with the commuter problem. Transportation-land use planning programs have been started in every metropolitan area.

Our highway safety standards lead the Nation. The State's interests in the rail merger and rail freight cases are being competently represented.

It is time to build upon these accomplishments and accelerate our efforts to achieve a truly balanced statewide transportation system.

It is time to utilize all modes of transportation to maximum advantage.

—To achieve the greatest convenience for commuter and urban dweller alike,

—To get maximum value for the expenditure of taxpayers' dollars for capital construction of highways and mass transportation facilities,

—To hold down the taking of private property and the unnecessary spread of highway construction in densely-populated areas.

We must act now to help achieve such a balanced transportation system in the State of New York.

1. I shall therefore propose legislation at this Session to create a State Department of Transportation.

This Department would bring together under central direction certain State agencies now involved in transportation and transportation planning.

As a first order of business, I would ask this new Department to formulate a Statewide plan for a truly balanced transportation system.

Unless we take decisive action as a State, the recent Federal cutback in highway funds can have a serious effect on the completion of such vital keys to the State's future as:

—The Southern Tier Expressway,

—The Long Island Expressway,

—The proposed Nu-way, and

—Arterials in Buffalo, Rochester, Syracuse, Albany, Yonkers, New York City and elsewhere.

In addition, we must in the public interest make major capital investments in mass transportation systems because the cost of building more super-highways as an alternative would be prohibitive in money, land and public convenience.

The future pre-eminence and development of New York State as a great agricultural, industrial and financial center depends to a crucial extent on coordinated State action on all these many fronts to achieve a balanced State transportation system.

2. I shall propose to your Honorable Bodies a Highway-Mass Transportation Capital Construction Bond Issue in an amount sufficient to meet on a balanced basis our urgent transportation investment needs throughout the State—in the rural areas, the towns, the villages, the suburban and city areas of the State.

As in the case of the Pure Waters Bond Issue, the Highway-Mass Transportation Capital Construction Bond Issue would provide for the pre-financing of Federal interstate highway funds and also of future Federal mass transit aid.

Thus, as in the Pure Waters Program, we would reap the benefits of avoiding costly delay while receiving eventual Federal reimbursement for our fair share.

3. In recent months I have been discussing with Mayor Lindsay of New York City and governmental leaders in the New York metropolitan area the need for a regional approach to the mass transportation problems in this area.

I will recommend legislation to make the Metropolitan Commuter Transportation Authority, with expanded membership, responsible for unified regional policy direction and control of mass transportation in the New York Metropolitan Region.

This would add to the present transportation responsibilities of the Authority the policy direction and control of the New York City Transit Authority, the Manhattan and Bronx Surface Transit Operating Authority, and the Triborough Bridge and Tunnel Authority. In addition, I will recommend appropriate action looking to inclusion of the Staten Island Rapid Transit Service.

My specific recommendations will fully protect bondholder interests, will continue the present separate agencies within a holding company type of structure and will require that each constituent agency maintain a fare or rate structure together with local assistance sufficient to meet its operating as distinct from its capital costs.

If we are to meet today's needs and the problems which lie ahead with the tremendous increase in population and economic growth of the metropolitan area, it is essential that these prime transportation agencies be coordinated and adequately financed.

The Highway-Mass Transportation Capital Construction Bond Issue I have just proposed would be a major source of capital funds for the modernization and expansion of transportation services demanded by the present and emerging needs of the metropolitan area.

Unified direction and control will also facilitate interstate cooperation on the operating level and help to implement the Tri-State Transportation Commission's planning for the region.

4. I have requested the Metropolitan Commuter Transportation Authority to recommend a location for a fourth jetport in the New York metropolitan area.

It is vital that selection of the fourth jetport site no longer be delayed—and that it be tied to over-all transportation planning. In addition, I shall:

—Propose legislation to repeal the last remaining vestige of the State's archaic full-crew laws with adequate job protection for the present work force;

—Appoint a distinguished panel of public and transportation leaders to review the problems of freight transportation and to help us apply modern technology to freight movement; and

—Send your Honorable Bodies a Special Message proposing further legislative action for highway safety.

III. Controlling Crime and Drug Addiction

One of the major problems of many people who live in our communities is a lack of personal security from physical danger.

Crime and the fear of crime cast a pall on the life of the family and the individual in the city. This pall must be lifted if we are to make our cities better places to live, to work, and to raise families.

Addiction to narcotics is a major cause of crime; it is responsible for half the crime in New York City.

Thanks to the almost unanimous support of your Honorable Bodies last year, we have launched the Nation's most comprehensive full-scale attack on this evil.

For the first time in our history, we can look forward with hope that real progress will be made in controlling addiction, in helping our addicts to build useful lives for themselves, and in restoring security to our homes, our streets and our neighborhoods.

I am pleased to announce that we shall be ready on April 1st to start the treatment and rehabilitation of addicts in newly-acquired facilities at a rate of 8,400 the first year.

In the next fiscal year, we expect to provide facilities for an additional 5,000 addicts through new construction.

The Narcotic Addiction Control Commission has thus far authorized the acquisition of 14 privately-owned facilities, made agreements with New York City and private agencies to provide care and services for 2,800 addicts, and is arranging for the use of beds at four State correctional facilities and several narcotic units of the State Department of Mental Hygiene.

My Executive Budget will provide additional funds for staffing and operations of the Commission.

New York and other states will begin to receive some Federal aid under recently enacted Federal narcotics legislation. These funds are welcome but they are small indeed when compared to the extent of New York State's own effort.

Accordingly, I urge your Honorable Bodies to memorialize Congress to recognize the magnitude of the addiction problem and the Federal government's primary responsibility in this field with a much greater financial contribution.

You and I have a commitment to get these addicts off our streets and under treatment for rehabilitation as useful citizens. We must not, we shall not permit any obstacle to prevent our fulfilling this commitment.

Turning now to other fronts in our war on crime:

First, I shall recommend in a Special Message the creation of a State Department of Crime Control to provide a unified command for the State's criminal justice agencies.

Second, I shall submit legislation to greatly strengthen the effectiveness of local law enforcement by requiring future first-line supervisory police officers to complete approved municipal police supervision courses, requiring district attorneys of large counties to serve full time, and establishing minimum pay standards for local police officers.

Third, my Executive Budget will contain funds for the establishment of a new community-based "halfway house" for better preparation of prisoners for their return to society and to help parolees with their adjustment to community life.

IV. Protecting the People's Health

At the last Session of the Legislature, your Honorable Bodies, with bi-partisan support, took the greatest step forward in the State's long history of concern for the health and care of its citizens by enactment of the State's Medicaid program. As a result, and with Medicare for our senior citizens, a single high standard of medical assistance is now available for every New Yorker.

After many months of delay, the Federal government has finally given its approval to New York State's Medicaid program. There are indications, however, that efforts will be made this year in the Congress to place limitations on the amount of Federal financial assistance to New York in a way that would discriminate against New York's program and its citizens.

I ask your full support and cooperation in resisting any discriminatory limitations so that New York may continue to receive its fair share of Federal aid under the terms and conditions of the law enacted by Congress—recognizing at the same time that Medicaid is a new program and therefore may require amendments in the light of experience.

Let us turn now to other necessary steps in the health field.

First, I shall propose additional action to relieve the serious shortage of trained persons in the health professions, including

a Nurses Reserve Program, increased scholarships for students of nursing, physical therapy and occupational therapy, and a Health Resources Development Commission to stimulate interest in the health professions.

Second, I shall ask your approval of new State Institutes for Heart Research, Alcoholism Research and Birth Defects Research.

Third, we plan new research on dangerous chronic respiratory diseases and creation of a system of regional centers for research and citizen education on arthritis.

Finally, we plan to establish a statewide network of health information and referral centers to assist all New Yorkers needing public health information and advice.

V. Improving State and Local Government

The strength of government close to the people is vital to any coordinated effort for a better urban environment.

Therefore, to increase the efficiency of State and local governments, and to help them continue to attract and retain the dedicated men and women responsible for a high order of public service in New York State, I shall propose to your Honorable Bodies legislation and shall take executive action:

1. To establish a central data bank of economic statistics and information essential for planning to serve State and municipal governments and private agencies;

2. To contract for systems analysis services to design computer systems enabling the State to make maximum effective use of modern technology in solving government problems and planning for the future;

3. To establish a cooperative program of training for local government officials to help assure a dependable flow of qualified persons into government and to help upgrade skills of present government employees;

4. To extend 100 percent State financial aid for planning joint local government services.

I shall also propose to your Honorable Bodies legislation:

—To implement the proposals for reform of election procedures recently made by the Attorney General;

—To enable strict regulation of lobbying activities before the Constitutional Convention; and

—To provide a workable method of reapportionment of local government bodies in accordance with the "one man, one vote" requirements of the Federal Constitution.

VI. Conclusion

I have focused this Message on the comprehensive approach to the problems of the individual and his environment. In the

weeks ahead, I shall also submit a broad range of other proposals.

Among these proposals will be:

1. Repeal of the Condon-Wadlin Law and substitution of a Fair Public Employees' Act embodying the 1966 recommendations of the Taylor Committee.
2. Improvements in workmen's compensation and unemployment insurance programs.
3. Further steps to increase job opportunities by promoting the State's economic growth.
4. Proposals to improve teacher training and establish a Teachers Reserve.
5. Legislation to create regional cooperatives for vocational education.
6. Establishment of a Select Committee on the Future of Private and Independent Higher Education in New York State.
7. Creation of hostels for the mentally retarded, expansion of speech therapy programs for retarded children, and improved staffing in mental hospitals.
8. Additional State benefits for veterans of the war in Vietnam.

In addition, I invite the attention of your Honorable Bodies to the importance of reviewing our present laws on abortion and family planning.

I also invite your attention to the pledge of both major Party platforms to institute a true direct primary system for statewide office.

This session of the Legislature can prove as important as any in our modern history. The challenges are great.

The opportunities are immense.

And this Session will help set the tone and the climate for the State Constitutional Convention next April.

This Constitutional Convention, in turn, will set the pattern of State government—and New York's role within the Federal System—for decades to come.

Let us, then, act together for all the people of New York State.

Let us not be divided by expediency or senseless partisanship. Let us serve the people as the most alert witnesses to the history of our times.

So doing and with God's help, we may hope to be recorded—and respected—in that history as men of good will and men of high purpose . . . who truly helped to build a just society for all.

(Signed) NELSON A. ROCKEFELLER

**Message Concerning Need for Changes
in the State Election Law**

STATE OF NEW YORK—EXECUTIVE CHAMBER

ALBANY, January 26, 1967

To the Legislature:

The testimony of many witnesses at a public hearing held recently by Attorney General Lefkowitz on Election Law problems, as well as complaints received by the Election Frauds Bureau of the Attorney General's office during the recent General Election and last summer's Primary Election, make clear the need for changes in the State Election Law. These changes are necessary to afford more adequate protection of the election process and to provide greater opportunity for every citizen to vote conveniently for the candidates of his choice, and on the important issues.

In order to deal fairly, effectively and efficiently with election day problems, election officials should be required to receive instruction in their duties and the laws which they are sworn to uphold. Therefore, I am recommending legislation which would require all election inspectors and clerks to attend a school conducted by the local board of elections. The course of instruction at this school would include instruction in the use of voting machines and the specific duties of election inspectors and clerks.

One of the more difficult problems faced by election officials is the identification of persons permitted within the guard rail area of a polling place. If unauthorized persons are allowed to loiter within the guard rail areas, the security of the election process is seriously jeopardized. Unfortunately there is now no statutory provision that will enable election officials to identify quickly and positively those persons allowed within the guard rail area. Accordingly, I am recommending legislation to require the use of distinctive identification badges by all persons authorized to remain within the guard rail areas.

At the most recent General Election, the existing procedure for electing delegates-at-large to a Constitutional Convention resulted in long delays and great confusion and proved to be seriously inadequate. To resolve this problem, I propose legislation that would provide for the use of paper ballots for the election of delegates-at-large at any future election at which delegates to a Constitutional Convention are to be elected.

Another serious source of delay in the present election process is the requirement that all Constitutional Amendments, propositions and questions on the ballot be placed on the voting machine. I propose, therefore, legislation that would allow local boards of elections, with the approval of the Secretary of State,