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MESSAGES TO THE LEGISLATURE

Regular Session—Convened January 6—Adjourned June 6

ANNUAL MESSAGE

STATE OF NEW YORK—EXECUTIVE CHAMBER

ALBANY, January 6, 1971

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

Five days ago, in this Chamber, I spoke to the people of the unfinished tasks that lie before us;

—and of past achievements that enable us to build for the future with a sense of hope.

Far removed as fulfillment of our goals still may be, the groundwork has been laid.

That is why—in spite of all the difficulties ahead—my inaugural address was a message of confidence and hope.

It reflected my unshakable conviction that there is nothing wrong with America that courage, dedication and love cannot conquer;

—That there is nothing wrong with America that we don't have the human and natural resources to overcome.

Unfortunately, as in all human hopes and ambitions, there is one condition attached to this outlook—a condition involving the free will of people to reject partisanship and political division.

The record in this State during the past 12 years has demonstrated the value of government which holds the common good to be more important than party politics.

It offers us an example of true cooperation, of partnership between the Legislature, the Executive Branch, community leaders and the people to make significant advances in serving human needs.

Together, we have created an economic climate that has made possible the addition of one million new jobs to the State's economy.

Together, we have taken innovative steps to provide the training demanded by today's complex economy and to offer incentives to help people move from welfare rolls onto pay-rolls and tax rolls.

Together, we have expanded educational opportunity to a degree that no young person in this State need ever be denied

the opportunity for higher education or advanced training for lack of personal means or educational facilities.

Together, we have established the legal framework and commenced the task of rescuing our environment—our waters, air and land—from pollution.

Together, we have created structures to help meet the problems of transportation, housing and industrial development in an increasingly urbanized society.

Together, we have led the Nation in expanding and improving the care available to the physically and mentally ill.

Together, we have led the Nation in using every promising method to deal with the scourge of narcotics.

And together, we have taken important steps to make our communities safer, healthier, more attractive places in which to live, work and bring up our children.

That which we have achieved provides a firm foundation upon which to build for the future.

The following are the major initiatives that we must take that are essential to more fully meeting the people's basic needs in the year ahead.

These goals are grouped under six major headings—

1. *The Economy*

—Maintaining a climate and new incentives for the growth of 400,000 new jobs in the next four years;

—Developing more effective manpower training programs; and,

—Helping the Vietnam veteran and the defense worker in the transition from war to peace.

2. *The Individual*

—Adoption of a Universal Health Insurance system;

—Development of an adequate health care delivery system;

—Making our educational system more relevant to today's needs;

—Increased participation and meaningful involvement of youth in our society; and,

—Stronger incentives for people to move from welfare rolls to payrolls.

3. *Community Life*

—Second passage and adoption next fall of the Community Development Article;

—Adoption of a Community Development Program and Bond Issue to help reverse the trend of urban decay and encourage a major expansion of housing; and,

—Further improvement of public transportation and other community services.

4. *Crime and Narcotics*

—Enactment of a "Safe Streets Act" and other actions to step up the fight against crime;

—Reorganize the courts to speed up the judicial process;

—Prison reform; and,

—Expansion of State and local programs for combating narcotics addiction.

5. *The Environment*

—Completion of the Pure Waters Program to end water pollution;

—Strict enforcement of State timetables for ending air pollution;

—A "Clean Streets Program" to help local communities meet the solid waste disposal problem and help them with capital equipment and construction requirements; and,

—Additional legislation to control noise pollution.

6. *Responsive Federalism*

—Federal Revenue Sharing of \$10 billion of new money, effective July 1, 1971, including \$1 billion for New York State;

—State performance standards on all State-sponsored and State-supportive programs and State audits of all local governments; and,

—State legislation to permit localities to eliminate overlapping in tax structures, administrative functions and jurisdictions of local governments.

The actions I propose today are of the highest priority. I will submit to your Honorable Bodies special messages detailing each of the general recommendations set forth today.

In addition, I will send special messages and recommendations on other important matters including human rights, consumer protection and highway safety.

There are many other important and desirable programs that will have to be deferred in view of the severe financial situation faced by the State and its local governments.

For this is a time when a government, just like a family, must tighten its belt and live within its resources.

The Fiscal Plight

In this connection, it is appropriate that I give you a brief review of the State's fiscal situation.

It clearly indicates the difficulty of meeting the fiscal requirements of even those programs to which the State is already committed.

Following are the basic facts:

Under existing legislation, State public school aid will increase again in the coming fiscal year by more than \$175,000,000.

State Revenue Sharing, which was enacted last year to help relieve our hard-pressed cities and other local governments, will increase the budget by another \$200,000,000.

All other State aid will also increase, as required under existing law, by more than \$400,000,000.

Last year's labor negotiations and previous legislation improving benefits for State employees—necessary to help keep their compensation equitable, especially in this difficult period of inflation—require wage and fringe benefit increases in next year's budget of more than \$230,000,000.

In addition, to sustain present State-operated programs will require other increases totaling about \$300,000,000 more. These include the State's on-going programs for the care of the mentally ill, the operation of the State University and the programs in health and in narcotics addiction control and rehabilitation.

The total of these will require an increase of approximately \$1,300,000,000 in the 1971-72 State budget.

And all of this is before taking into consideration urgent appeals for additional increase in State aid. These appeals include:

—\$300,000,000 to \$1,000,000,000 of increased aid from the schools; and,

—\$1,000,000,000 to \$1,500,000,000 of increased aid from local governments, including the Big Six Cities.

Our fiscal outlook is further complicated by the fact that we are rapidly running out of bond authorizations to meet the capital needs of our people for such services as transportation and housing.

In the face of this bleak fiscal situation, I have already eliminated some \$403,000,000 from next year's budget requests of State department and agency heads for desirable new or expanded programs.

Our problem is that the State is already giving 63 cents of each tax dollar back to local governments—and New York State and local taxes combined are the highest, per capita, of any state in the Nation.

We are now reaching the point at which the State and its local governments cannot keep up with the needs for major annual increases in revenues.

To provide basic services, State governments and their communities must get financial help from the Federal Government—which collects two-thirds of all of our taxes and gives

us back only 11 cents of every dollar they collect to help support State and local government.

Unless we reverse the downward spiral, particularly evident in so many of the urban areas, we will be faced with a disastrous breakdown of those essential services.

That is why I have been pressing a vigorous, continuous campaign for a \$10 billion Revenue Sharing Program of new money from Federal Government, to take effect on July 1 of this year—of which New York State and its local governments would receive approximately \$1 billion.

In fact, two other Governors and I met with President Nixon on this subject once again only yesterday.

Later this month, the President will deliver his Annual State of the Union Message.

I will defer final decisions on the State financial plan until after the President's message. Then we should know more about the course of action the Federal Government may take to avoid a collapse of state and local governmental services across the Nation—particularly in the urban areas.

Though the State financial picture, for the moment, must necessarily remain incomplete, the other major areas for legislative action in the coming year are clear.

Therefore, I will now set forth the following important elements of the Administration's 1971-72 legislative program.

I. The Economy

Human dignity requires that every man and woman capable of working have the opportunity to achieve the skills needed to carry out a meaningful job—and have the opportunity to apply those skills in productive employment.

Unemployment insurance and welfare programs offer the financial means for the unemployed and underemployed to have the basic necessities of life, but these programs do not provide the personal satisfaction and dignity or the pride that come from being a self-supporting, active and contributing participant in the economic and social life of our society.

And at this particular time, as the Nation experiences painful increases in unemployment and other economic dislocations, the problem of balancing out the supply of skills with the demand for skills is even more formidable.

Fortunately, business and job opportunities have been brighter in New York State than in the Nation generally. Despite some high unemployment areas, the economy of the State as a whole showed remarkable stability in 1970 in the face of a national economic slow-down.

The Index of Business Activity, which measures the total output of goods and services in the State, was up 44 per cent over the level of 12 years ago, and total employment was up by nearly one million over this same period.

But to the man or woman out of work, who cannot find a job, what the economists refer to as a "mild national recession" becomes a "full-scale personal depression".

4. *Jobs and Training*

To meet the needs of those men and women now unemployed, as well as the needs of those men and women who will be entering the job market in the years ahead, I have pledged all out State support of a goal of 400,000 new jobs in the next four years—and of the necessary training programs to assure that the people who are available to fill these jobs have the skills to match the demand.

This is a time for special action to increase the State's capability to help assure an adequate supply of skills for economic growth and to assist those affected by the current national recession.

The array of manpower programs covering training, recruitment, counseling, placement and other development activities constitute resources of growing importance in achieving these goals.

These activities, many of which were newly developed in the 1960's, are weakened in their impact upon individuals and upon the economy, however, because of their very multiplicity: multiplicity of program, of administration and of responsibility.

These manpower activities are financed from a wide variety of sources. They involve many agencies at all levels of government, as well as private organizations, in their administration. The responsibility for their planning and implementation is dangerously fragmented.

1. *A Comprehensive Manpower Agency*

Recent attempts at the Federal level to rationalize the funding, planning and administration of manpower programs have failed, and the future of this attempt at the Federal level is unclear.

Last year I established, by Executive Order, a Manpower Resources Commission to increase the central coordination of manpower activities at the state level. The experience of the Commission as well as the failure of the Federal Government to act effectively in this area leads us to the logical next step.

Accordingly, I am asking the Manpower Resources Commission to develop a proposal for the creation of a comprehensive manpower agency which would carry out or provide for the State's responsibilities in this vital area.

It would monitor and evaluate manpower programs for all levels, provide technical assistance in program development and implementation at all levels, and exercise functional control over and allocate State funds provided for such programs.

An important aspect of such a comprehensive manpower agency would be the development of additional ways and means to assist welfare recipients toward full economic independence and the personal security and dignity that go with it.

This new agency should also provide an Annual Manpower Report to the Governor and to your Honorable Bodies on the actions necessary to bring the labor supply labor demand equation for the State into balance.

2. *Funds and Priorities for Manpower Training*

I will again recommend the necessary appropriation for manpower training and development under the State Manpower Training Act.

This is the largest such program in the Nation. Your Honorable Bodies provided \$23 million to support it in the current fiscal year.

In programming these funds, I propose to give special attention to projects to upgrade the skills of the working poor, to retrain national defense workers where procurement contracts have been cut back, and to further programs to increase employment opportunities for minorities in the construction industry.

3. *Helping Workers Affected by Defense Cutbacks*

Some areas of our State have been hard hit by cutbacks and shifts in the emphasis of defense spending.

Fortunately, New York is not as dependent upon the military dollar as many other states. As a result, the overall impact has been relatively less.

But the impact upon individual workers of these defense cutbacks and shifts, coming at a time of national recession, is often severe in very human terms.

Although the national causes of individual economic hardship are beyond our control, we at the State level have a responsibility to those affected to deal with the results.

a. *Post-Vietnam Coordinating Committee*

We have already established a Post-Vietnam Coordinating Committee program.

It covers the State with regional committees, of local leadership, to assist returning veterans and workers displaced by cutbacks in defense spending.

It also helps in facilitating industrial transition from defense to civilian production.

b. *Impact Area Task Force*

We have also established an Impact Area Task Force to monitor potential developments in defense industries and to

coordinate programs of job training, relocation assistance, placement opportunities and other aids to businesses and workers affected by defense cutbacks.

This task force, composed of State officials with responsibilities and capabilities in these areas, is working with local officials and with the Post-Vietnam Coordinating Committee program to assure an integrated effort.

c. Vietnam Veterans

To help returning Vietnam veterans, we have opened two "one-stop" Veterans Service Centers in the Harlem and Bedford-Stuyvesant sections of New York City. These offices, which combine the services of four State departments, have so far helped more than 4,000 veterans.

d. Relocation Assistance Loans

To provide further help to workers affected by defense cutbacks, I will recommend legislation and budgetary action to establish a Relocation Assistance Corporation.

The corporation would guarantee relocation loans at reasonable rates to individuals who have lost their jobs due to a defense cutback or other dislocation.

The loans would be made to cover moving expenses and other costs associated with relocation to those with assured employment in other areas. In addition to providing assistance to workers affected, this program would provide an important tool in overcoming skill shortages throughout the State.

e. Occupational Training Assistance Loans

To increase training opportunities, particularly for those affected by technological changes and those displaced by changing national policies, I will again submit legislation to establish an Occupational Training Division in the Higher Education Assistance Corporation.

This Division will guarantee loans, up to \$2,500 per year for two years, to full and part-time students to attend business, trade and technical schools.

Such action is important to give young persons and others who seek to acquire a technical or vocational education as much consideration from the State as those who seek to pursue an academic education.

4. Improvements in Social Insurance

Our foresight at the last Session in passing standby legislation, pending Federal action taken by the last Congress, will enable us to provide early unemployment compensation coverage for some 400,000 employees of non-profit organizations.

To further enhance New York's leadership in this field, I will recommend legislation to improve and extend coverage of these workers.

I will also recommend legislation to extend unemployment compensation coverage to other groups in accordance with opportunities provided under new Federal legislation.

Although New York State has been fortunate in that its unemployment rate during the current national recession has not risen as far as the national rate, we should assure that our workers have available the extended duration unemployment benefits under legislation passed by the last Congress.

Although New York's unemployment experience does not qualify us at this time for the Federal-state benefits available under this legislation, I will recommend legislation to extend unemployment benefits for an additional 13 weeks should our unemployment experience reach the levels prescribed in the Federal legislation.

5. Computer "Job Banks"

The matching of people and jobs by computer offers a dramatic and effective method of assisting the unemployed to find the work they want.

In New York State, we have already introduced such computer technology, in the form of Job Banks, in the six major upstate areas. In New York City, the largest labor area in the Nation, an even more advanced system of job placement through the computer is being introduced, in stages, by local offices of the State Employment Service.

We have recently linked up all Job Bank areas of the State in a job exchange system. Thus a worker interested in relocating can learn quickly of job opportunities throughout the State.

This year, we shall expand and further develop these systems:

—we will introduce computerized systems into new areas such as Long Island, Westchester and additional locations in New York City which will also enable us to expand the job exchange system;

—we will incorporate into the system new techniques which will enable the computer to evaluate workers aptitudes in making appropriate job matches; and,

—we will begin to include available training opportunities as well as job opportunities in the computer systems.

B. Industrial Growth

Since 1959, New York State's economy has been vitalized by 7,700 new plants and plant expansions. The actions we have taken together have contributed immeasurably to this proud record.

The New York State Job Development Authority, since its creation in 1962, has made loans to assist in the development of new manufacturing facilities in 60 of the State's 62 counties.

The 435 loans made by the Authority have created and saved 24,000 jobs by helping to generate a total investment of half a billion dollars in new industrial plants.

The State Commerce Department has greatly increased its job-producing programs involving industrial development and international trade. In 1970, the Commerce Department helped 84 plants to locate in New York, involving nearly 9,000 jobs with payrolls in excess of \$71 million. This activity was 30 per cent above that of 1969.

The Department's International Commerce Division, boosting sales of New York State goods overseas, was responsible last year for sales amounting to \$124 million, an increase of 25 per cent over the previous sales-year.

This Administration has worked closely with community economic development groups through several other programs which have spearheaded economic growth at the local level. The one-percent investment credit which we provided in 1969 provides strong appeal to new or expanding industries. We have also provided local industrial development agencies with the power to sell industrial development bonds. Twenty-six local agencies have been established throughout the State, and already one of them has issued \$4.5 million in bonds to house a new industrial firm in its area.

The Job Incentive Board has strengthened its work in the urban areas and now also provides tax credits to manufacturing firms in 22 rural areas. In two years, JIB has been involved in 58 projects, generating nearly 6,000 jobs, principally in the hard-core areas of our cities.

The Urban Development Corporation has already begun to play a vital role in the development of industrial sites and will be a tool of tremendous importance in our future industrial development efforts.

All of these programs and activities—and many more—have helped to make New York attractive to industry. Some notable current examples of the fact that we are doing the job are as follows:

—the Ford Motor Company will begin construction soon of a 450,000 square foot expansion of its metal stamping plant at Buffalo. This will result in 500 new jobs;

—the Chrysler Corporation completed last year a 560,000 square foot addition that doubled the size of its New Process gear plant at Syracuse and will probably double its work force to about 4,000 by 1972. Chrysler has now broken ground for a 333,000 square foot parts depot at Tappan in Rockland County, transferring this operation from a neighboring state;

—the Xerox Corporation has under construction in the Rochester area a 750,000 square foot manufacturing facility that will increase its operational space in the Rochester region to some three million square feet; and,

—the Edgcomb Steel Company of Philadelphia has announced plans to construct its first branch operation in New York State—a \$5 million steel service center at Syracuse. It will be their largest facility located outside of Pennsylvania. These developments are evidence of a healthy, competitive climate for economic growth and new jobs. We must continue to move forward.

1. *Service Industries*

One of the fastest growing sectors of the State economy is the services area. To ensure that the State is doing everything possible to achieve the potential growth in this component, I will create a new Office for Service Industries in the State Commerce Department. A specific mission of the new office will be to "sell" potential service industry employers on the advantages of doing business in New York State.

2. *Corporate Headquarters in New York City*

New York City is the corporate headquarters "capital" of the Nation. More than 200 major corporations are headquartered there and are of immense importance to the economic vitality of the City and the State.

I am concerned, however, by the fact that a small number of these corporate headquarters have moved out of New York City. More than 80 million square feet of office space has been added in New York City in the last 10 years and another 22 million square feet will be completed in 1971. Adequate space for expansion is available.

Therefore, I have asked the State Commerce Department to work with the New York City business community to deter the movement of corporate headquarters out of New York City, and to determine what such organizations need to assure their remaining in the City, and what can be done to attract additional businesses to establish their corporate headquarters there.

With these facts in hand, programs can be developed and implemented to attract new headquarters operations to New York and to assure that those already located there will remain.

3. *Power*

An essential for economic growth, increased job opportunities and community development is an expanding and dependable supply of electric power. Unfortunately, the State as a whole, and particularly the downstate area, suffers a shortage

of capacity which threatens the availability of power service during periods of peak demand.

An important step which must be taken is to establish a clear-cut, unified State procedure for reconciling our need for electric energy with the necessity to protect our precious land, water and air resources. Last year we established such a procedure for the siting of gas and electric transmission lines.

This year, I will recommend legislation to expedite the selection and approval of sites for new power plants, taking into consideration any adverse effects upon the environment. The studies of The Temporary State Commission on Power Plant Siting established last year should prove helpful in this regard.

4. *Storefront Business Advisory Centers*

The Department of Commerce, to bring its services directly into the disadvantaged areas of New York City, established three storefront business advisory centers late in 1967, in Harlem, East Harlem and South Bronx. These offices have many times over returned the investment made in them, providing, for example, assistance to more than 6,000 people in their business endeavors during the past year alone. More than 170 small businessmen were directly aided with Small Business Administration and local bank loans totaling \$3,877,000.

These storefront offices have also performed many other services in improving the business climate, including establishment of the first Spanish-speaking Chamber of Commerce; establishment of two Veterans Service Centers; operation of business management courses; assisting in establishing on-the-job training programs, and so on.

The success of these three offices illustrates the value of similar offices in other disadvantaged areas. We have therefore added two new storefront business advisory centers in the Bedford-Stuyvesant and Williamsburg areas of Brooklyn and will establish others in the future.

II. *The Individual*

Basic to self-realization and a productive life in our complex, modern economy are a good education and the availability of good health care for all. If the individual lacks one or the other, he is seriously handicapped in realizing his full potential as a human being, and society must accept the responsibility.

Basically, we have developed an excellent educational system at the primary, secondary and college levels. Our challenge now is to make that system more relevant to student needs, and to place more emphasis on expanding consciousness, understanding, and on the growth of the human spirit.

This emphasis is essential to assure that the overwhelming increase of intellectual knowledge and technical power is matched by a corresponding growth of human spirituality.

A. *Health*

The great health challenge before our State and the Nation is to face up to the fact that we have solved neither the problem of financing health care nor developed an adequate system for delivering the health care essential to assure meeting the health needs of all people.

Therefore, a principal objective for this coming year must be the passage of a system of universal health insurance, at least in New York State, and hopefully on a national basis.

Over the past decade in this Country we have gone from an essentially doctor-patient relationship to public acceptance of the need for growing government involvement in the health care field. But government involvement has occurred on a piecemeal, unplanned basis. There has not been, at any level of government, nor between the levels of government, a well thought-out, coordinated approach to medical care financing and delivery.

By backing into medical care and dealing only partially with the problems of financing, government has aggravated the situation by overloading the system and driving up the costs.

This has been true in the case of Medicare and Medicaid.

We can delay no longer in achieving a rational, balanced, comprehensive system for the financing and delivering of medical care.

1. *Financing Medical Care*

a. *Universal Health Insurance*

For the past four legislative Sessions, I have recommended a system of contributory universal health insurance. I remain convinced that this contributory principle is, by far, the best way to finance health care for individuals and families, and I will again recommend universal health insurance to your Honorable Bodies.

The universal health insurance program I will propose will extend basic-benefit protection to two categories of persons:

—those who have no health insurance at present, and, —those whose present health insurance is inadequate or costs more than they can afford.

It would also place the payment of the cost on a more equitable basis, with employers paying a share of the premiums for employees who currently pay the entire cost.

Low-income employees contributing to their insurance would make payments on a declining scale related to their in-

come to a point where, at a certain income level, no employee contribution would be required.

Government would pay the premium for those on public assistance as well as for unemployed persons who are eligible for Medicaid, and would share the cost of coverage for those unemployed more than four weeks.

Employers who operate on low-income margins would be reimbursed by the State for any new costs incurred under this program beyond a certain percentage of their payroll.

In effect, under universal health insurance, everyone would know that when the need for medical care arose, the means to finance that care would be assured.

I will also continue to urge that the Federal government enact a national system of universal health insurance. A nationwide program is the best approach, but until the Federal government acts in this area, the health needs of New Yorkers must be met.

b. *Hospital Cost Control*

Two years ago, your Honorable Bodies joined with me to enact a pioneering hospital cost control program. This program, combined with other factors, has helped reduce the rate of increase in hospital costs substantially.

However, hospital costs continue to increase at an unacceptable rate. Unfortunately, more stringent State action is prohibited by Federal law and now further action depends on the passage of amendments to Federal law. I will, therefore, continue to urge Congress to adopt cost controls in a manner which will not penalize those states which have recognized and accepted their responsibilities in this vital health area.

2. *The Health Care Delivery System*

A good medical care delivery system requires adequate medical care facilities, sufficient medical manpower, the most efficient organization of the facilities and the manpower and good supportive services such as research and laboratories.

Today, the Nation's health care system is too often characterized by inadequate, outdated, poorly distributed health facilities, medical manpower shortages and a discontinuous patchwork for the delivery of health care to the individual.

In New York, we have gone farther than any other state to correct these deficiencies. We are determined to do more.

a. *Hospital and Nursing Home Loans*

A highly successful \$3,000,000,000 program of loans to non-profit and municipal hospitals and nursing homes has enabled the State to make major strides toward meeting its needs for new and improved facilities.

However, the loan program can be strengthened still further and I will recommend additional legislative action this year to:

—extend loans to new types of health facilities such as out-patient clinics and specialized rehabilitation centers;

—authorize the use of Article 28-B funds, on a limited basis, to purchase existing mortgages so that vitally needed additional construction and rehabilitation will be eligible for State loans; and,

—establish a loan guarantee program as a "stop-gap" measure to insure that construction loans can be made to financially hard-pressed hospitals serving the disadvantaged, pending the enactment of universal health insurance or other programs which will establish their finances on a sound base.

b. *Medical Manpower*

There is a growing manpower shortage in the medical care delivery system which threatens both the affordability and the availability of health care.

Earlier this year, I requested the Governor's Steering Committee on Social Problems, chaired by Joseph Wilson, Chairman of the Board of the Xerox Corporation, to undertake a detailed study of the financing and delivery of medical care. The Committee's report will be available shortly and is expected to recommend major changes in the medical care delivery system which may have a major impact on the demands for medical manpower.

Based on the Committee's report, I expect to offer additional measures to increase the supply and availability of health professional personnel, including physicians.

c. *Promoting Group Medical Practice*

I will propose legislation authorizing the establishment of non-profit medical corporations that would permit physicians to work with hospitals to provide prepaid, comprehensive family-centered health care.

As a non-profit membership corporation, a group practice would have preferred tax status and would also be eligible for State construction loans to build health facilities. The merits of group practice have become increasingly accepted, and the State has an obligation to offer appropriate incentives to its physicians to promote this form of modern medicine.

d. *Physicians' Assistants*

I will propose legislation to establish the new medical occupation of physicians' assistants and to promote the development of appropriate education and training programs for this occupation.

Too much of a doctor's time is now absorbed in tasks that do not require a physician's personal attention. The physicians' assistants can relieve the doctors of many of these time-consuming duties.

3. *Health Research*

a. *Killer Diseases*

Killer illnesses, cancer, heart disease and cardiovascular disease, now account for more than three of every four deaths in our State, a rate five times that of 1900.

State research efforts, such as those at the State Health Department's research hospital at Buffalo, have made major contributions toward the understanding and treatment of these diseases.

I intend to continue strong State support for these vital programs in the coming year to insure that progress continues in the fight against these killers.

b. *Blood Resources Center*

Health Department investigation has revealed that hundreds of cases of hepatitis were transmitted last year through blood sold by addicts to support their drug habits. The report also showed that much of the blood given by donors is wasted. These problems are costing health care consumers up to \$6,000,000 a year.

This Administration has already established a Blood Resources Center to strengthen testing techniques to stop the spread of hepatitis through donated blood. This year the Center will step up its efforts to make sure that blood is distributed safely and efficiently.

c. *Toxicology and Drug Center*

The State Department of Health has a major responsibility to identify and evaluate the impact of the chemical products of our modern technology upon man and his environment. To improve its capability in this area I will recommend this year the creation of a Health Department Toxicology and Drug Center.

The purpose of this center will be to identify forms of chemical contamination and to suggest ways and means to control or neutralize the effects of toxic substances on the consumers.

The recent experiences with mercury and phosphates make clear the need to identify toxic substances and their impact at the earliest possible moment.

4. *Family Planning*

The President has set a national goal of making voluntary subsidized family planning assistance available to all citizens

by 1975. Currently, half of the counties in New York State are without family planning clinics. Several counties have no physicians trained in this specialty.

In order to help the President meet the national family planning service goal, I am directing the State Health Department to develop detailed plans to avail New York of the Federal assistance appropriated for this purpose.

5. *Abortion*

The State Public Health Council has recommended lowering the maximum period of pregnancy during which an abortion can be performed from the present 24 to 20 weeks. I support this recommendation.

I have requested the State Public Health Council to continue reviewing the State's experience under the abortion law to make any further recommendations to protect the health of women, both residents and non-residents, undergoing abortions in this State.

6. *Health Care for the Elderly*

Aged persons too often lack the mobility and the means to get the health care they need. I will submit legislation to increase the availability of special health services to meet the needs of older people.

B. *Mental Health*

New York State has led the Nation in new approaches to the care of the mentally ill. We moved from the concept of custodial care in remote locations to the concept of treatment close to home and treatment aimed at cure.

We will continue those efforts now underway to keep improving the quality of services to the mentally ill including:

—continued improvement of staffing at State mental hospitals and institutions that has enabled us to lower the patient to staff ratio, from 2.8 to 1.4;

—continued decentralization of large institutions for the mentally ill and retarded into smaller units where more intensive, personal care can be provided;

—gradual modification or replacement of all large, older institutions for the retarded by small, community-based facilities; and,

—continued development of programs to meet the unique needs of special patient groups such as the senile, the chronically ill, the adolescent mental patient and the alcoholic.

C. *Primary and Secondary Education*

Along with health care, the other fundamental requirement for the individual to realize his or her fullest human potential is educational opportunity.

I have already spoken of the vital need to increase the possibilities for the growth of the human spirit in our educational system.

One illustration of the need to do so may be found in the unfortunate growth of cold-blooded experiments on live animals in secondary schools, staged in the name of science without regard for the brutalizing effect on the children participating in them.

While the need to deepen the human and spiritual dimensions of our educational system are clear, we continue, at the same time, to grapple with the increasingly acute fiscal problems of education.

Our aim must be to gain control over the relentless rise in educational costs, while maintaining the quality that has come to mark all levels of education in this State.

1. *State School Aid*

State School aid will be increased by more than \$175,000,000 in the State budget for fiscal 1971-72. But any increase beyond that level will depend importantly on whether the Federal government will assume a larger share of the Nation's education costs than the 5 per cent of these costs that Washington now provides.

2. *The Fleischmann Commission*

In light of the continuing sharp upward trend in school financing costs, we are looking forward to the recommendations of the Fleischmann Commission on the quality, cost and financing of primary and secondary education. We look to this commission for creative proposals to put educational finance in this State on a sound, long-term basis.

3. *Second Passage of Blaine Repeal*

Virtually all schools, public and private are feeling the terrible effects of rising education costs. In fact, at no point, has the future of parochial and other non-public schools been more bleak. The economic collapse of these schools is not an isolated matter. It affects us all. If non-public schools fail, their students and the cost of their education are added to already overburdened public schools.

Last year, the Legislature approved first passage of the Blaine Amendment repeal, substituting in its place the less restrictive language of the First Amendment of the Federal Constitution regarding separation of church and state.

I remain convinced that this amendment will afford all the constitutional safe-guards we need, while at the same time giving the State maximum flexibility to deal with the educational problems and needs of all school children.

It will also remove the barrier which now exists between Bundy aid and many of our private colleges and universities which are in dire financial straits.

Therefore, I urge second passage of Blaine repeal by your Honorable Bodies and approval by the voters next fall.

4. *Office of Child Development*

The earliest influences upon the child are obviously going to be life-long influences. In order that children, especially those from deprived backgrounds, can have a good start in life, I will propose the creation of a State Office of Child Development.

The Office of Child Development will plan and coordinate all State efforts to:

- expand the number of day care centers;
- help local school districts set up day care centers for pre-school-age children in the schools;
- provide grants to renovate and equip day care centers; and,
- develop training for day care center personnel.

D. *Higher Education*

Today in New York State, no family's son or daughter need be denied the opportunity for higher education or advanced training for lack of personal means or lack of educational facilities.

We have achieved this expansion of educational opportunity by building a great statewide university system, by giving unprecedented help to the City University and private universities throughout the State, and by aid to the students themselves.

The material progress has been made, the physical expansion achieved. The challenge to our institutions of higher education for the next four years is to place more emphasis on the growth of the human spirit.

1. *Expanded Higher Education Facilities and Aid*

We must, at the same time, insure that our educational facilities keep pace with our growing student-age population. In order to keep pace, the Administration will propose continuing the expansion plan of the State University. We will propose continuation of aid to City University of New York under the present 50-50 matching aid formula. The administration will also propose continuing the Bundy Program of State aid to private colleges.

2. *College Loans*

I will propose a realistic increase in the maximum amount students may borrow under the Higher Education Assistance

Act, from the present \$7,500 to at least \$10,000 in order to meet increased education costs. I will also propose that students be given more time to repay these loans.

Further, we recognize that even this expanded loan program may not be enough. It is no longer possible to meet the actual costs of higher education at many institutions through tuition, government aid or gifts by alumni and others. Therefore, we are studying a plan which would involve State subsidized loans making it possible for the student to borrow amounts closer to the actual costs of his or her education. An extended period would be allowed during which no interest would be charged on the loan, thus giving the graduate ample time to get established.

The availability of larger loans is particularly relevant to graduate professional study where costs per student are now running as high as \$20,000 per year, but where future incomes are commensurately high. A viable long-term means of meeting these costs is essential to head off the real possibility of financial collapse in many colleges.

3. *Community College Health and Environmental Courses*

Part of the great success of the community college movement has been its ability to fill specific community needs. Few skills are in greater need today than those required to combat environmental pollution.

I will, therefore, propose incentives for the development of new courses in health and environmental careers to be offered in the community colleges.

4. *Greater Youth Involvement*

We must develop more and better ways for people, especially young people, to become involved on a natural and human basis in their government.

In this connection, a very important factor affecting the future will be our ability to establish more effective communication between youth and other groups and the "establishment"—including government and business as well as the academic and scientific communities.

a. *Youth Clearinghouse*

Therefore, I will continue a special effort I have initiated to provide within the Executive Chamber an ongoing channel of communication with the college students of this State. By enabling students to have a direct line of contact to the Governor's Office, I hope to create an arena where ideas can be exchanged freely and examined without prejudice. In the spirit of this clearinghouse effort, I urge each of you to seek to engage young people in the solution of the problems and issues facing our State.

b. *State Student Internship*

I will also submit legislation to create a student intern program. Under this program, students will work part of a school year, particularly in those public causes which have attracted the commitment of youth, and they will receive college credit for doing so.

Under the student intern concept, engineering students could, for example, work on projects for the Department of Environmental Conservation, law students with the Attorney General's Consumer Frauds Bureau, and pre-med students in ghetto public health campaigns.

c. *18-Year-Old Vote*

I also urge second passage of the constitutional amendment lowering the voting age to 18. This action is especially desirable now to assure a full opportunity to vote in this State, since the Federal government has already lowered the voting age to 18 for Federal elections.

5. *Educational Television*

While educational television stations occupy a growing place of importance in education, their financial condition continues to be precarious. I will, therefore, propose legislation to increase State aid to the State's educational television stations to one-third of their approved operating costs.

I will also propose that the State University exercise major leadership in the field of educational television. Specifically, I will recommend support for the State University's development of educational television activities including the operation of the State's educational television network and creation of adult education television programming.

E. *Welfare*

Our objectives regarding welfare are to strengthen family stability among those on welfare, to meet the humane obligations of a compassionate society towards its least fortunate members, to help people achieve the dignity of self-sufficiency by helping them get off welfare rolls and onto payrolls and tax rolls.

1. *Federal Family Assistance Plan*

In progressing toward these objectives, I will continue to support passage of the national administration's Family Assistance Plan. This proposal could benefit from amendments that would recognize and relieve the special problems of States like New York, which get a disproportionate share of the national welfare migration. I shall urge such amendments upon the Federal administration.

However, the Family Assistance Plan does contain fundamental features which this State administration strongly supports including:

- work incentives to move people out of welfare dependency and onto working independence;
- assistance to the "working poor";
- provisions that would help keep families together and promote family stability; and
- national standards of assistance.

2. *Duryea Proposal*

Your distinguished Speaker of the Assembly, Perry Duryea, has made an excellent proposal in the event the Congress does not pass the Family Assistance Plan for the whole country. Speaker Duryea recommends, in that case, that the Congress at least try out the plan on an experimental basis in one area, New York City, which suffers the Nation's most serious welfare problems.

I find this an excellent proposal. It would address itself directly to the understandable objections of Mayor Lindsay over the heavy costs of welfare in New York City brought about, to a large extent, by current Federal welfare policies.

3. *Federal Welfare Takeover*

I will also continue to urge gradual Federal takeover of all State and local welfare costs.

4. *Cost-of-Living Benefit Increases*

Living on meager resources to begin with, the welfare recipient is a tragic victim of inflation. In order to keep welfare benefits abreast of the increased cost of living, I will submit for your consideration, the 7.2 per cent welfare benefit increase recommended by the State Board of Social Welfare.

III. *Community Life*

The basic strength of our free society rests upon the stability of our family and community life.

Today, as the result of rapid industrialization and urbanization, many of our communities large and small are overwhelmed by the problems of the deterioration of the quality of community life—in terms of housing, transportation, public safety, environmental pollution and the delivery of essential public services.

The speed of change and its accelerating disruption of old patterns has exceeded the capacity of our communities to adjust to change.

We have acted together in many important areas to meet specific community needs by:

- massive increases in State financial aid;

- Rescuing failing mass transportation systems;
 - building inter-city and in-city arterials;
 - cleaning up waters;
 - assisting housing; and,
 - combating narcotics and drug abuse, to mention a few.
- Unfortunately, too many of our communities continue to be trapped in downward spirals of urban decay and breakdown of services.

Neighborhood deterioration is the first step in this unfortunate process. As deterioration spreads, crime increases and public services such as sanitation and police protection invariably decline. These factors create a new wave of deterioration that eventually ends in the needless death of what could have remained a vibrant neighborhood. Poor, cramped, crowded, decaying communities are social dynamite. The crime they breed, the human pressures they generate, the tensions they cause send shock waves that threaten the existence of our urban centers.

Sadly, this process repeats itself again and again. And as the breakdown spreads, families flee the core areas of cities creating anew the same problems in the suburban areas, problems of housing, schools and essential services.

This trend must be reversed. We must save our urban centers by preserving the incentives for investment in those centers and encouraging the development of viable communities within them. In this way, we can reduce population pressures on suburban areas, preserving the quality of life there as well as strengthening the quality of life in the urban centers.

The task before us is to find a new and better way to harness the capacity of Federal, state and local governments to meet the total needs of the community. This will require the coordinated effort of all three levels in terms of laws, structure, financing and delivery of services.

We have a compelling obligation at this Session of the Legislature to take decisive action to meet this need, by adopting for submission to the people this Fall:

—the new Community Development Article of the State Constitution to provide constitutional scope for a comprehensive, integrated approach to community development; and

—a Community Development Bond Issue to assure the availability of the public share of the capital resources needed to do the job.

4. *Community Development Article*

The Community Development Article of the State Constitution is before you for second passage. I strongly urge you to give second passage to the Community Development Article and to work together for its approval by the voters this Fall.

Without it the State and local governments are constitutionally restricted in their efforts to stimulate community development in partnership with the private sector.

Present Article XVIII of the Constitution was attuned to the problems of the times when it was approved by the voters in 1938. Now, three decades later, it has become outmoded and restricts rather than encourages private initiative.

The new Article would allow the State to become a greater catalyst and a closer partner with the private sector and local government in meeting community needs.

B. Community Development Program and Bond Issue

Essential to the success of the revitalization of our communities will be the capital resources to do the job. I will, therefore, submit to your Honorable Bodies a proposal for a substantial Community Development Bond Issue for your approval and submission to the voters this Fall.

With the passage of the Community Development Article and the approval of the Community Development Bond Issue, New York State in partnership with local governments and the private sector will be able to breathe new life into deteriorating urban communities.

I view the Community Development Article and Bond Issue, together with a Universal Health Insurance program, as the most important legislative objectives I am presenting to you today, and will address myself to them further in Special Messages devoted solely to them.

C. Planning

It is important that community development go forward with the kind of planning that will maximize the ability to meet the needs of a growing population. The demands of an expanding population and a growing economy must be carefully balanced against the need to preserve our vital natural resources, basic human values and the important characteristics of existing communities. It is extremely significant, therefore, that the State Office for Planning Coordination, which has been working intimately with local authorities, is now completing a pioneering State Development Plan. This can serve to guide and encourage future development in a manner most beneficial to all the people of the State. This historic document reflects a massive effort on the part of the State, and is a tribute to the dedication and competence of the staff involved.

D. Housing

The key to a stable community is the ready availability of sound and attractive housing and dependable community services for the families who live and work there.

Unfortunately—like much of the Nation—we in New York State face a major housing deficiency of growing magnitude. The effects of inflation, high interest rates and construction costs have had a severely adverse effect on housing development. In recent years the private housing market has failed to meet even the demands for new housing on the part of those able to afford it—to say nothing of the need for low-income housing or of the rehabilitation of existing housing.

Based on the experience of the past five years, an average of 95,000 housing units of all types will be constructed through private and public efforts each year over the next decade. The total need for housing, however, approaches 125,000 units annually. Of this total, 80,000 will result from the impact of population growth and 45,000 will grow out of housing demolished, abandoned or otherwise removed from the market. As a result, we face a very real gap of 30,000 housing units a year over the next decade—or, a staggering total of 300,000 units by 1981.

The need for massive rehabilitation of housing is equally serious. Over the next ten years we will be faced with the need to replace 200,000 existing housing units that are already seriously deteriorated. Moreover, about 800,000 existing housing units that are now basically sound will require rehabilitation if they are to be saved from complete deterioration; without rehabilitation, they, too, will be lost to the housing market.

It is clear from the magnitude of these figures that the housing squeeze affects not only the poor and the city dwellers, but also threatens a severe housing shortage for middle-income and suburban families as well.

The reasons for this shortage of housing are complex and interrelated. There has been a decline in institutional investment in new housing and, even more importantly, in the maintenance of existing housing. At the same time, the cost of new and existing housing is fast outstripping the financial ability of many families. Many factors are at fault—including skyrocketing land costs, rising construction costs and high interest rates. These are compounded by the high cost of developing and maintaining the basic utility and transportation systems that are required to serve new housing.

The resolution of these problems will call for new approaches to housing, including:

- consideration of subsidies to bring costs down to what people can afford;
- new forms of home ownership and management;
- new vehicles for rehabilitating structurally sound housing;
- utilization of the financial power of the public funds used for welfare rents to help finance new housing construction for low income families;

—new methods of land write-down for state-aided projects; and

—the adoption of rational controls over housing which will protect tenants and, at the same time, provide sufficient incentives for landlords to maintain their property and construct new housing.

The Community Development Article will provide the structure needed to carry out imaginative solutions to the problems of housing and community development. With it and other specific legislative solutions that I will propose in a Special Message to your Honorable Bodies, we can assure that the critical needs for housing in this State in the years ahead can be met.

E. Transportation

The continued development of a balanced, integrated transportation system, shaped to serve the needs of an increasingly complex and urbanized society, is another vital component of total community development.

The people of New York State demonstrated their support of such a system with their overwhelming approval of the \$2.5 billion Transportation Bond Issue for highways, mass transportation and aviation.

Your Honorable Bodies have acted on many fronts to facilitate the development of this system, including creation of the Metropolitan Transportation Authority and the Niagara Frontier Transportation Authority.

To assure that transportation helps rather than hinders the development of a living environment in the years ahead, we must continue to seek to integrate transportation planning more fully into total community development.

In so doing, we should also maintain the pace of the revolution in public transportation that is already underway in New York State.

We have the most comprehensive approach to transportation in the Nation.

In the New York metropolitan area alone, the State has assumed responsibility for the daily transportation of 9 million people.

After decades of decline, decay and bankruptcy, our mass transportation complex has won a new lease on life under State leadership.

Following are some highlights:

1. Highways

We will continue to build and improve the State's system of inter-urban highways and arterials in the State's 62 cities.

Increased emphasis will be placed on the use of modern engineering techniques to upgrade our existing highway system

in order to carry its full capacity, eliminate hazards and extend the life of the system.

This combination of construction and reconstruction efforts will be carried out with minimization of adverse effects on the environment.

2. Aviation

The Metropolitan Transportation Authority has taken over and is now transforming the former Stewart Air Force Base in Orange County into a major general aviation and air cargo airport, and the Republic Aviation Airport on Long Island into a major general aviation and transportation center tied into rail and highway services on the ground.

In addition to advancing these vital projects with all speed, we must also rapidly bring to a head the long delayed issue of a fourth airline jetport serving the New York metropolitan area.

3. Mass Transportation

In the New York metropolitan area:

—the Long Island Rail Road now has 424 new commuter cars, approximately 70% of a modern, air-conditioned fleet of 620 cars;

—electrification of the Long Island Rail Road has been extended for the first time since the early 1920's, by 16 miles eastward to Huntington;

—the new 63rd Street Tunnel beneath the East River is already one-third completed. It will carry both Long Island Rail Road cars and subway trains on two levels, and it is the first new river tunnel in New York City since 1913;

—the New York City subway system is being extended for the first time in 40 years. All 52 miles of the proposed new subway construction are now under engineering design. High speed rail service from Penn Station and Jamaica to Kennedy Airport is under detailed engineering design, sponsored by MTA and the Port of New York Authority;

—last Friday, the Metropolitan Transportation Authority took over responsibility for New Haven Railroad commuter service (jointly with Connecticut) to save it from oblivion and to put it on the road towards modern service;

—the Metropolitan Transportation Authority expects to take over the Staten Island Rapid Transit System in March, with the cooperation of the City of New York, for the same purpose of preserving and modernizing service; and,

—the Metropolitan Transportation Authority takeover of the Hudson and Harlem Divisions of the Penn Central Railroad, with similar objectives, is expected to occur by April first.

Upstate, I have initiated a study of the feasibility of a new high-speed inter-city rail service from Buffalo eastward to Syracuse and Albany and south to New York City.

This is a promising possibility for relieving highway and air congestion, and I shall have a further report when total cost figures are available.

4. *Bus Lines*

We have preserved and improved the bus service on private lines throughout Nassau, Suffolk, Westchester and many up-state counties with the State's emergency maintenance program.

In addition, MTA has taken over operation of publicly owned bus lines throughout the City of New York.

5. *Financing Mass Transportation*

The Governors of New Jersey and Connecticut joined with me in appointing a distinguished Special Commission on Financing Mass Transportation.

I look forward to the Commission's recommendation on ways and means of assuring the broad availability of mass transportation services at a reasonable cost.

6. *Abandoned Railroad Inventory*

I am directing the State Department of Transportation to conduct an inventory of abandoned railroad rights-of-way throughout the State and to study ways to preserve these routes for possible future transportation use.

In these days of increasing costs and difficulties in assembling the right-of-way for needed transportation corridors, abandoned railroad routes offer a unique opportunity to the State.

These rights-of-way, even in small segments, could form essential portions of new transit, or highway routes. At the same time, they would reduce property acquisition costs.

Perhaps most importantly, the dislocation of residents in established neighborhoods, and the need to acquire private property and to disturb land users in rural areas, could be minimized by using abandoned railroad property in whole or in part.

In addition, we should further explore the possibility of using the center malls of future express highways as routes for rail lines.

7. *Transportation Centers and Fringe Area Parking*

As part of the effort to integrate various transit modes, to serve the people and their environment, I propose continued support for the development of transportation centers, serving rail, air, bus, taxi and private auto services in urban areas throughout the State.

Severe traffic congestion now exists in most urban centers because of a lack of sufficient automobile parking facilities. I will propose again this year, legislation to enable the Department of Transportation to construct self-supporting parking areas on the fringes of urban centers in order to provide motorists with a convenient place to leave their cars and to transfer to public transportation.

The legislation would also permit the construction of off-street parking lots in urban areas where they are needed in order to permit lanes currently devoted to parked vehicles to be converted into traffic lanes.

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The dramatic progress made in New York State's program for the expansion, modernization and upgrading of our transportation services has come about because we have assumed responsibility for mass transportation, financed the aviation facilities our modern economy demands and developed an unmatched, highway network.

We must keep our new transportation attuned to the fact that the State's economic future and the well-being of its communities are inseparable from its ability to transport people, move goods—and to develop the necessary facilities for this in harmony with overall community needs and planning.

IV. *Crime and Narcotics*

The growing malignancy of lawlessness and drug abuse in our communities carries an impact far beyond the actual number of criminals and addicts.

The tragedy of individual frustration and fear that rises out of the failure to stem the tide of crime in our communities creates an environment for the further spread of crime and general disrespect for our entire system of criminal justice.

Because of their corrosive effect in the basic fabric of community life, the control of crime and narcotics abuse is an absolute necessity in solving the problems of our communities.

I will treat the problem in five interrelated areas—Safety in the Streets, Aiding the Prosecution, the Courts, Correctional Services, and Narcotics.

4. *Safety in the Street*

1. *Safe Streets Act*

As another principal objective of my program, I am recommending a "Safe Streets Act" for New York which would authorize State assistance to local governments for expansion of police departments in order to deal with particular law enforcement problems.

In 1968, the New York Crime Control Planning Board and its staff arm, the Office of Crime Control Planning, were cre-

ated by Executive Order to act as the State's planning agency under the Federal Safe Streets Act. Funds have been distributed by the Board as seed money for various local crime control projects. The Federal Act, however, specifically limits the amounts that can be used for personnel.

There is a demonstrated need for creation and expansion of specialized police units. A State Safe Streets Act can provide an important boost, for example, to a city that wants to establish a force to attack large scale drug trafficking and other forms of organized crime.

2. *Increased Training for Police*

Broad training in police techniques, community relations and related areas is also essential for those dedicated men and women who work in the front lines of our criminal justice system. The training provided pursuant to the requirements of the Municipal Police Training Council has provided an excellent foundation for firm and fair police work. To keep the level of training at a pace with the complexity and sensitivity of the problems faced daily by our men and women in blue, the required hours of basic training for police recruits will be increased from 240 hours to 285 hours, with the additional hours being devoted primarily to training in community relations, narcotics control and explosives. I am also asking the Council to review training requirements for first line supervisory and executive level officers, with a view to further strengthening of our training programs.

3. *State Police Women*

I will also submit legislation to authorize appointment of women as full-fledged members of the State Police. Creation of a unit of women in the State Police will improve our law enforcement efforts and is consistent with the growing interest of women in more active participation in meeting the problems of today's society.

B. *Aiding the Prosecution*

1. *Constitutional Improvements*

Last year, I recommended and you gave first passage to a constitutional amendment to extend the term of all district attorneys to four years from the present three-year term. Effective prosecution depends in large measure on the talent and energy of the prosecutors. This measure, together with recent steps we have taken requiring full-time service by district attorneys in the larger counties and providing State aid for the establishment of minimum salaries—will help to attract the best qualified men and women to the office of district attorney.

A second proposal would allow a defendant charged with a felony to waive indictment by a grand jury. This procedural advance would undoubtedly speed disposition of serious cases and help to clear congested court calendars, without infringing upon the defendant's basic rights or the right of society to adequate protection.

Each of these measures would serve to strengthen the administration of criminal justice throughout the State, and I urge your favorable consideration of both of them this year.

I will also recommend a number of other measures to aid in the prosecution of crime and enhance public safety.

2. *Strengthened Firearms and Explosives Control*

I remain convinced that firearms and explosives must be more effectively controlled in order to reduce both the accidental and intentional human tragedies that guns and bombs cause.

The benefits to public safety gained from licensing drivers and airplane pilots are well recognized and accepted. And many of those who have most vigorously opposed firearms regulation successfully urged that every applicant for a hunting license be required to pass a test in the safe handling of weapons.

Those with a legitimate use for firearms have no reason to fear appropriate regulation. Indeed, they should be the first to offer support.

Last year, in recognition of the danger to human life brought about by the illegal use of explosives, I recommended and you adopted legislation providing stricter controls over the use and possession of explosives. This year, I will recommend stronger penalties for the illegal possession of explosives.

3. *Penalties for Tax Evasion*

Organized crime is a business that employs the most sophisticated and up-to-day methods. Unfortunately, it has been far too successful in operations which include drug trafficking, gambling, loan sharking and infiltration of legitimate enterprises. We must be just as sophisticated in our techniques for rooting out organized crime.

Recently, tax law violations have been successfully employed as the basis of organized crime prosecutions, particularly by federal authorities.

I will recommend a substantial increase in criminal penalties for violation of New York's tax laws in order to provide prosecutors with a more effective method of reaching those engaged in organized crime at the highest levels who have previously been immune to successful prosecution.

4. *Revision of the Drug Laws*

At the last Legislative Session, your Honorable Bodies approved my request for the creation of a Temporary Commission to Evaluate the Drug Laws.

I expect to submit proposals, based upon findings and recommendations of the Commission, to revise New York's drug laws, particularly with respect to the so-called "soft drugs". Penalties should be realigned to reflect increased knowledge as to the danger of particular drugs and to provide punishment more closely relatable to the harm caused to society.

I also look forward to receiving reports and recommendations from the Commission on its investigation of other aspects of the drug laws.

C. *The Courts*

The courts stand at the foundation of our system of criminal justice.

A major cause of breakdown in the administration of justice has been the inability of the courts—State and Federal—in New York State, and throughout the country, to keep up with the crush of cases coming before them.

The rapid expansion of the population with the concomitant growth in the number and complexity of new problems to be solved (in addition to an abundant crop of old ones), particularly in the criminal law area, are crippling the courts.

Thus, a system intended and designed to render justice has been transformed into one that may take up to five years to resolve the claims of an accident victim and keep a defendant in a criminal case in jail for months without disposition of his case.

We need a searching reexamination of our basic premises, which have served us well in the past, to determine why our court system is not working and what must be done to right it. The Temporary Commission to Study the Courts, which we created last year, will be conducting that kind of study. The commission's recommendations should provide us with valuable guidance for the long term. I have also asked the Temporary Commission to focus immediately on the emergency in New York City's criminal courts and to provide recommendations for effective remedies.

In addition there are specific actions that can be taken now, to relieve the desperate problems of congestion and delay confronting the criminal courts in our largest urban areas, most particularly in New York City.

As a step in this direction, the Administrative Board of the Judicial Conference has directed that petit juries in criminal trials be questioned by the judges in each case, a procedure that will speed the selection of juries without limiting the opportunity for prosecution or defense to challenge prospective jurors.

I will also submit proposals to speed the process of criminal justice by:

- removing those offenses and other matters that can be effectively handled outside the court system;
- creating special narcotics parts of the court to separate, and channel for expeditious adjudication, cases involving professional trafficking in drugs;

- increasing the number of judges and providing long term State financing for construction of additional facilities where needed; and

- gradually increasing State support of the net operating costs of the court system.

Finally, I will again submit and vigorously promote adoption of a no-fault system for compensating victims of motor vehicles accidents to replace the present slow, cumbersome, costly and out-dated system.

D. *Correctional Services*

In accordance with legislation I submitted last year, and which your Honorable Bodies approved, the new Department of Correctional Services and the Division of Probation came into being on January first. Simply stated, our objective was and is to reduce the number of criminal repeaters by improving the quality and flexibility of rehabilitation services provided criminal offenders in State and local correctional programs.

It is an ambitious undertaking which cannot be accomplished without an extremely high-calibre corps of professionals. I am, therefore, pleased about the excellence of the top leadership of the new Department, and have ordered a nationwide search to assure a staff of the most capable deputies to assist in building the new Department.

Many of the best people in this field are right here in New York. To enhance their opportunities to broaden their knowledge and skills, and to provide similar opportunities to new personnel I will also recommend the establishment of a New York Correctional Services Training Academy to provide specialized training for State and local institutional and field services officers.

E. *Narcotics*

Intertwined with the problems of crime and public safety are the human tragedies of narcotic addiction and drug abuse. Crime and addiction feed upon each other.

Despite all our efforts and the investment of millions of dollars, narcotic addiction and drug abuse continue to plague our society, and to spread a net of fear and despair.

Virtually every parent in America worries that their children may turn to drugs for thrills or escape—and possibly end in destroying their lives.

Drug abuse is nationally the second highest cause of death, and in New York City the highest cause of death, in persons between the ages of 15 and 24.

For every youngster who dies from drugs, many more become its slaves and are condemned to the hollow and lonely existence of the living-dead.

New York has embarked upon the world's most comprehensive programs for the prevention of drug abuse, and for the treatment and rehabilitation of narcotic addicts and drug abusers.

New York has invested more and done more than all of the 49 other states and the Federal government combined.

In prevention, New York has mounted the Nation's largest drug education effort and also supports 226 local Narcotics Guidance Councils to assist communities in developing their own locally-based anti-narcotic efforts.

In law enforcement, New York has also set the pace. It has provided narcotic control training for local law enforcement officials. We have created a special Narcotics Unit in the New York State Police. We have set strict penalties for professional drug pushers, and we have been a leader in coordinating the law enforcement efforts of the various states and the Federal government.

In treatment and rehabilitation, New York's preeminence is unquestioned. In 1966, with the establishment of the Narcotic Addiction Control Commission, New York launched the Nation's most comprehensive program for removing narcotic addicts from the streets, and for helping them overcome their malady through treatment and rehabilitation.

New York State—in this effort—is employing every viable treatment method known and is funding research into all other methods which show any substantial degree of promise.

At the present time, over 10,000 addicts are in State rehabilitation facilities or after-care programs, and roughly another 9,000 addicts are in public or private programs funded or accredited by the State. Of these, more than 5,500 addicts are in the methadone maintenance programs funded and supervised by the State and contracts for an additional 8,500 addicts have already been signed. While methadone is as far as we know only a substitute for heroin and is not in itself a cure for drug addiction, it is nonetheless an important tool in the control of drug addiction and a significant medical advance in the search for a scientific cure.

Last year, the State directed its efforts at a new dimension of the drug problem—the epidemic of drug abuse which now infects scores of thousands of our school children. At my request, the 1970 Legislature appropriated \$65 million for a

50-50 State matching funds program to enable local governments to support community-based public and private drug abuse treatment programs, and, in addition, provided \$200 million in loan funds to assist in the acquisition of needed facilities.

Despite this massive effort—and despite a number of notable successes—we are regrettably still immersed in the tragedy of drugs and drug addiction.

Nonetheless, if we are to survive as a society, we cannot permit ourselves to become subservient to the unreal world of drugs, and we must, accordingly, be prepared to redouble our efforts to eradicate this dreaded cancer.

In this Session of the Legislature, I will ask you to join me in expanding and strengthening existing programs, and to establish necessary new programs to enable New York to meet successfully this most critical challenge.

Accordingly, I will recommend major new actions in the following areas:

1. *Treatment and Rehabilitation*

To strengthen our efforts in treatment and rehabilitation, I recommend:

—expansion of the State's methadone program, and other treatment programs;

—expansion of the State's Local Youthful Drug Abuse Program to include, in addition to matching funds, direct State grants for needy local programs, and to enable these programs to treat drug users who are as old as 24 years of age; and,

—creation of a Drug Abuse Research Institute to expand basic research in the physiological and psychological factors of drug abuse and new methods of treatment, prevention and control of drug abuse.

2. *Preventive Education*

I recommend the expansion of existing drug education and guidance programs, and have asked the Narcotic Addiction Control Commission and the Education Department to develop drug education programs for parents.

We will also establish a review of drug education programs to assure effective implementation in all schools and to measure their impact.

3. *Law Enforcement*

In my Executive Budget I will recommend funds for expansion of the Special Narcotics Unit within the Division of State Police so it can cooperate more effectively with the Special State-wide Prosecutor.

I will also recommend the establishment of a special part in the courts in the City of New York, and elsewhere, where

needed, to speed the handling of cases involving professional trafficking in narcotics and dangerous drugs; and, in addition, I have directed the Statewide Prosecutor to establish as his first priority the detection and prosecution of organized narcotic rings.

V. Environment

Last year marked a milestone in the State's quest to restore a more livable environment. I refer to the creation of the new State Department of Environmental Conservation.

This action, added to the other initiatives put forth by this Administration and approved by the Legislature, have placed New York in the forefront of the Nation in the continuing quest to restore the environment—our waters, air, and land.

A. Firm Enforcement

Over the past six years, we have developed the tools for financing the basic costs of dealing with pollution problems. We have matched these financial tools with reasonable legal standards to be used in enforcing environmental protection. These standards cover the pollution of water and air. In enforcing these standards, we will continue to be fair. But we will be firm.

The pollution laws have been in force long enough for polluters to comply. Consequently, those polluters with a "public-be-damned" attitude will be dealt with sternly.

I am requesting the Commissioner of Environmental Conservation and the Attorney General to conduct a searching review of all outstanding anti-pollution orders:

—to determine which industries and communities are complying with their timetables for halting pollution, and which are not; and,

—to take prompt action against those failing to do so, including the assessment of appropriately heavy fines.

Further, I will request these State officials to move swiftly against new sources of pollution.

This State offers more help, financial, technical and otherwise, to municipalities and industries with pollution problems than any other in the Nation. Consequently, where the protection of our environment is concerned there can be no justification or tolerance for foot-dragging.

The administration will also explore the possible value of dealing with environmental polluters by administrative action rather than through the courts. We are already faced with the problem of court congestion. Also, the resolution of environmental issues often requires a technical expertise that is not always available in a general court of law.

B. Pure Waters

The State's Pure Waters Program enacted in 1965, has moved steadily toward its goal. So far, 363 sewage treatment projects have been built or are under construction or design. Virtually all pollution from municipal sources will be ended when these plants are completed. All remaining industrial polluters are under legal orders to end pollution by fixed deadlines.

In brief, New York State's Pure Waters Program involves a total of \$4.2 billion in government and industry expenditure. It ranks today as the largest, most comprehensive, anti-pollution effort ever undertaken—anywhere in the world.

Our continuing priority must be to keep moving towards the completion of programs already initiated.

I will also propose other important measures meeting special water pollution problems.

1. Curtail Phosphates

I will propose legislation to curtail the sale in New York State of detergents and other cleaning products containing phosphates by 1972.

2. Toxic, Hazardous Substances

I will propose an expanded program for sampling and testing our waters for toxic and hazardous substances in order to determine their immediate and cumulative adverse effects.

This information will be used to promulgate regulations banning the discharge of dangerous substances into the environment.

I will also require firms that use potentially hazardous substances to submit emergency safety plans in the event these substances are lost to the environment.

3. Thermal Pollution

The State already has adopted strict standards to prohibit thermal pollution of our waters from the discharge of excessively hot wastes.

These hot water wastes from such sources as nuclear power plants can be turned to advantage. I will, therefore, direct the Department of Environmental Conservation to conduct research into the beneficial uses of waste heat.

I will also ask the Department to require that potential dischargers submit reports on the possible beneficial uses of hot water wastes.

4. Future Actions

There are, of course, other highly desirable actions that we are prevented from commencing now because of the State's financial difficulties. We will, however, when funds are avail-

able, propose programs to deal with such important problems as accumulated sludge and storm water overflow. In the meantime, research and planning on these problems will continue.

C. Air Pollution

Together, we have led the Nation in actions to control air pollution, including:

—the Nation's first standards of air purity for rural, residential, commercial and industrial zones;

—a ban on open burning of trash and other wastes, which has thus far eliminated over 700 open dumps;

—the first requirement in the Nation for new motor vehicles to be equipped with anti-pollution devices; and,

—a requirement that only low-sulphur fuels be used in heavily populated areas. In New York City alone, this action reduced the sulphur dioxide emissions to the air by about 50 per cent.

I will now set forth our program of stepped-up action against vehicular, industrial and other sources of air pollution.

1. Air Pollution From Motor Vehicles

Last month Congress passed the Clean Air Amendments of 1970, which greatly strengthened Federal controls over motor vehicle emissions and fuel compositions.

This new law, if fully and vigorously implemented, will mark a significant step forward in our efforts to control the Nation's number one source of air pollution—the motor vehicle.

These amendments—which are applicable nationwide and which mandate the manufacture and sale of virtually pollution-free vehicles by 1976—have to a large extent, preempted the states from taking meaningful action themselves in this field. Despite this broad Federal pre-emption, however, there may be opportunities for complementary State action.

Accordingly, I have directed the Commissioner of Environmental Conservation to examine all existing Federal and State controls over pollution from vehicles and to recommend whatever measures—administrative and legislative—the State may take to insure the achievement of the goals of the new Federal act. In particular, I have asked him to examine the need and appropriateness—in light of the new Federal action—for State legislation relating to:

—the sale of any auto gasoline other than lead-free or low-lead gasoline in New York State;

—installation of effective pollution control devices on 1975 and later models;

—guarantees that new vehicles, properly maintained, will perform in accordance with legal pollution standards.

In addition, I will request funds to establish mobile vehicle emission testing teams, working within the existing motor vehicle inspection system.

2. Air Pollution From Industrial and Residential Sources

a. Roving Teams of Smoke Stack Testers

On January 1, 1971, the toughest air pollution control standards in the country became effective and enforceable against industrial polluters in New York State.

To enforce these standards, I will propose roving smoke stack inspectors to police potential pollution sources.

b. Incinerator Control

Up to now, enforcement of regulations governing incinerators has been the responsibility of local agencies. I will initiate State enforcement of air pollution laws wherever local enforcement of these laws is inadequate.

D. Solid Wastes

How we dispose of solid wastes has an immediate impact especially on air pollution and on pollution of the water and land as well.

Over 40 million tons of solid waste are generated in this State every year, 2.2 tons for every man, woman and child. That amount is increasing sharply, by about 8 per cent a year. At this rate, more than 40 per cent of existing disposal sites will be exhausted in the next five years—and all of them within the next 25 years.

Obviously, therefore, we must reduce wastes, reuse much of our present wastes, and find better waste disposal methods to head off this space squeeze.

Few areas offer more imaginative possibilities for turning a liability into an asset than the disposal of solid wastes.

Solid wastes are now being used to extend shorelines, create off-shore islands and build man-made mountains. Waste metals, glass and other materials are being recovered from the trash heap and being reused in everything from manufacturing to road building. Much more can be done.

1. Waste Removal and Disposal Assistance to Communities

a. Clean Streets Program

Under the State's new program of Clean Streets we are making money available immediately for the major cities to clean up—on a crash basis—areas blighted by accumulated trash and rubbish.

b. New Equipment Program

To further aid local governments, I will propose long-term, low interest, self-liquidating bond financing to help them meet the capital costs of solid waste disposal.

c. Regional Disposal Program

I will request funds for site location, preliminary planning and economic studies by the Environmental Facilities Corporation for the development of regional Environmental Facilities Parks.

These parks would include public and private facilities for waste disposal, reuse and recycling, and for research and development in these areas. Such parks can provide the basis for the development of entirely new business and job opportunities as well as enhance our drive for a better environment.

2. Ban on Open Dumps

The above State services will be proposed to help communities dispose of their solid wastes in a sanitary, nonpolluting manner. Since the State expects to make this help available for proper waste disposal, I will propose the elimination of all open dumps and open incinerators by January 1, 1973.

3. Promoting Reduction and Reuse of Wastes

To try to hold down the accumulation of solid wastes in the future, I will:

- recommend expanding the present 100 per cent State aid program for comprehensive solid waste studies to include planning for separating reusable from unusable wastes;
- urge Federal action to reduce the excessive amount of packaging of certain products; and,
- call for similar State packaging controls, if the Federal government fails to act in this area.

4. Abandoned Automobiles

I will propose emergency State assistance to localities for a one-time removal of the 60,000 automobile hulks now abandoned across this State.

To prevent a recurrence of this atrocious form of visual blight, I will submit legislation requiring a driver to submit proof that a junked vehicle has been properly disposed of before another vehicle can be registered.

5. Ban on Billboards

Finally, I will propose legislation to ban billboards on all State highways outside of urban areas.

E. Noise Pollution

Excessive noise has come under increasing indictment for causing not only deafness, but for producing undesirable af-

fects on the digestive, vascular, cardiovascular and nervous systems.

This Administration, with your approval, has already taken initial steps to curb the increasing noise that pollutes our living environment. We have outlawed defective, inadequate mufflers on motor vehicles and motorcycles. State troopers monitor truck noises on the Thruway and issue summonses to excessively noisy trucks.

During this session, I will submit additional legislation to promote a more quiet and tranquil living environment.

F. Youth Environmental Service Corps

I will establish a special coordinator in the Executive Chamber to set up a Youth Environmental Service Corps. In this program we will be matching highly motivated young people to vitally needed environmental programs by employing youth in full-time environmental work and study.

G. Preserving the Adirondacks

The members of the Temporary Commission on the Future of the Adirondacks have performed an outstanding public service. They devoted thousands of hours of their time to this monumental effort without compensation.

Their report will be a landmark in the environmental history of this State. It raises for us the basic issues we must decide for the future of the Adirondacks and presents thoughtful options for action.

I shall study this report carefully and thoroughly and shall, at the appropriate time, transmit to the Legislature my recommendations.

VI. The Need For Responsive Federalism

As I pointed out in my Inaugural Address last week, we have reached a crucial point. We as a single State can no longer realize our future hopes alone. We must recognize that we are all part of a Federal system involving 50 States and a national government, all having reached a point of complete interdependence, and that we can only move ahead together.

To make our system of shared government responsibility at the federal, state and local levels responsible and relevant to the peoples' needs in America today, the following steps are essential:

4. Federal Action

At the Federal level, the President and the Congress need to do three things:

1. Adopt a Federal revenue sharing program effective July 1, 1971 that will return a minimum of \$10 billion of new

money to state and local governments nationwide—including a \$1 billion approximate share for New York—to help support basic local services to the people;

2. Enact a major simplification of the existing structure of over 1000 categorical Federal aid grants. These grants, which require state and local matching funds, have the strong effect of pushing state and local governments into new programs and new expenditures—often beyond their means. In turn, these expenditures take money away from state and local programs for meeting their basic service responsibilities; and,

3. Take over the total responsibility for financing and direction in certain areas of national responsibility, such as welfare, and health care through a national universal health insurance system.

B. State Action

At the state level, your Honorable Bodies and the Executive Branch should:

1. Continue to support to the maximum degree possible the strength and capacity of local governments to meet the needs of their citizens with State aid. At present, sixty-three cents of every tax dollar we collect goes back to the local governments to help them meet their responsibilities.

2. See that performance standards set by the Legislature in connection with State programs and State-supported services are lived up to by local government or private enterprise when they are responsible for the execution or administration of the programs or services.

In this connection, uniform statewide audits of all levels of local government can make a great contribution to efficient and economic administration and use of the taxpayers' dollar; and,

3. Assure greater State financial and administrative responsibility for certain services which can no longer be effectively handled at the local government level or by private enterprise. Mass transportation is a good example.

In addition, the State must create a framework of laws which will facilitate and encourage a reduction in the overlapping functions of local government.

This will involve the consolidation and simplification of the structure of local government. In some cases, it may also call for a reduction in the size of units of local government responsible for certain local services, in order that they can be more directly responsive to community needs and concerns.

In other cases, consolidation may be desirable in the interests of efficiency.

Our experience with the public schools in New York City offers interesting examples of the steps that can be taken to

achieve the essential balance between efficiency and individual citizen involvement.

On the one hand, we have consolidated 10,000 small school districts into 750 more efficient districts in recent decades.

On the other hand, your Honorable Bodies voted in 1969 to decentralize the massive public school system of New York City in the interest of closer citizen relationships with the schools.

C. Local Government Action

At the local level of government, we must achieve:

1. Simplification of the revenue-raising structure of the various levels of local government to remove detrimental overlapping and duplication;

2. Simplification of the structure of the various levels of local government in terms of function and jurisdiction in order to make them more relevant to our present industrial, urban society; and,

3. A sorting out of functions, both from the point of view of financing and of administration, among local, state and Federal levels of government.

In the analysis and consideration of the means to accomplish all these objectives, I am confident that the State Commission on the Powers of Local Government, headed by the Honorable Robert F. Wagner, former Mayor of the City of New York, can and will make a major contribution.

When I established this Commission last year, the Commission was asked to:

—reevaluate the whole range of fiscal relationships between Federal, state and local governments;

—evaluate the capacity of the local tax base to meet local needs;

—reevaluate the present allocation of public services to different levels of government; and,

—recommend the most effective levels for the performance of these services.

D. Other Required Actions

Other aspects of the problems relating to three levels of government must be dealt with.

1. State Sharing of Mandated Costs

State programs and policies can, at times, have serious fiscal implications for local governments.

To help improve the partnership that currently exists between the State and its localities, I will initiate a policy under which the State will share in any additional costs created for a local government by the imposition of State mandates.

2. *Executive Reorganization*

In 1969, your Honorable Bodies gave first passage to a constitutional amendment authorizing the Governor to initiate future Executive reorganizations subject to a legislative veto.

Favorable action on this Amendment this year will greatly simplify the procedures for reorganization and better enable us to meet new requirements and demands that will confront us.

3. *Administrative Procedures Act*

There is a clear need to provide the public with a system of administrative procedures that are both fair and easy to follow. Such a system will greatly facilitate the dealings that the public must have with the agencies of the State.

The Law Revision Commission recommended last year the adoption of general standards to govern administrative rule-making and adjudication as well as judicial review of administrative decisions. I will submit an Administrative Procedures Act this year to provide these standards.

4. *Election Law Reform*

There are additional areas of election law and procedures which are in serious need of overhaul and reform. The Joint Legislative Committee on Elections has already held hearings and is now preparing its recommendations. I urge your Honorable Bodies to join with me in the careful review of their findings along with the recommendations of the Attorney General so that we may develop the needed changes this year.

5. *State Center for Governmental Policy Analysis*

The problems that confront government are becoming increasingly complex and interrelated. As a result there is a recurring need to bring new viewpoints and new ideas to bear on the development and evaluation of programs and services.

Recently I announced the establishment of a State Center for Governmental Policy Analysis which will allow top-flight professionals to make a contribution to the development and review of State policy. I will recommend that this Center be strengthened and continued.

Conclusion

This, then, completes the major recommendations I will make to your Honorable Bodies in this Annual Message.

I will communicate further legislative recommendations to you in the following weeks.

The year now before us will be a testing time—not alone for our State, but for our entire system of Federalism.

Many local governments, particularly in our great cities, verge on actual financial collapse, and now, for the first time, the states also find their backs to the financial wall.

Yet, while state and local governments bear most of the Nation's domestic burdens, the Federal government collects most of the taxes.

Our Federal system has reached a crucial point. We recognize, realistically, that we as a single state can no longer realize our future hopes alone. It is a time of testing for our National government.

Only through the effective joint action of all levels of government working together, on a coordinated basis, can we effectively meet people's needs and shape our future.

These hard realities dictate the course to which we must commit ourselves.

Let us tighten our belts and exercise our imaginations fully to do what must be done to meet the people's needs within our limited means.

Let us press vigorously for our Federal government to start shouldering more of this Nation's needs—right here at home.

And with God's help let us continue to maintain New York as a model to the Nation of what creative, responsible state government can achieve for the people.