

Fred Hall

MESSAGE OF GOVERNOR FRED HALL to the KANSAS LEGISLATURE January 13, 1955

Ladies and Gentlemen:

You are gathered in these halls to perform the important and responsible legislative function vested in you by the constitution of the state of Kansas. Our constitution also provides that the governor shall outline to you the condition of the state and recommend for your consideration such measures as he may consider necessary and essential for the continued progress of the state and the well-being of its citizens.

Monday, in my inaugural address, I suggest some basic policies, which I will not repeat at this time, but which I believe should guide us in approaching the work of this legislative session. In a dynamic and growing society there always are problems arising which require legislative action and I shall confine this message to a discussion of some of the problems facing the state of Kansas and suggest legislation that I think necessary to solve them.

One of the greatest improvements made in the administration of our government has been the department of administration which was created as a result of the work of the 1951 and the 1953 legislative sessions. This session will be the first to benefit from the work of this department. For example, you have been furnished the first complete financial report of the state of Kansas. I invite your careful attention to its contents. I, too, and the first governor to enjoy these benefits. As the governor-elect, I proceeded under the law and in co-operation with the department of administration to prepare a budget for your consideration.

Within a few weeks, I am required to present a budget for your consideration. As soon as it is printed, I shall present a special budget message. I think, however, that I should discuss the general financial position of the state in this message.

The total budget request of all the departments in your state government was approximately two hundred and thirty-six million dollars (\$236,000,000) for the fiscal year 1956. Of course, this figure includes the special revenue or so-called "fee" agencies such as the highway department, the forestry, fish and game commission and other agencies whose funds are collected for their specific use. It also includes the agencies which are financed from the sales tax. It represents the total amount of state money requested to be spent by your government.

The total requests against the general fund were approximately forty-nine million dollars (\$49,000,000). It was at this point that our problem of balancing the budget really began. The budget division estimates, and I concur generally, that anticipated revenues to the general fund for the fiscal year 1956, exclusive of transfers and tangible ad valorem property tax, will approximate twenty-seven million dollars (\$27,000,000). The estimated beginning cash balance will be approximately eleven million dollars (\$11,000,000). It has been the practice of the legislature to transfer some money from the sales tax fund to the general fund. It also has been the practice, until the past two years, to make a state ad valorem levy on tangible property to balance the general fund budget. If these same policies are followed, and I am asking the legislature to do so, we shall be able to finance general revenue fund expenditures in the fiscal year 1956 of approximately forty-one million dollars (\$41,000,000). This is an increase over the actual expenditures of the fiscal year 1954 of approximately four and one-half million dollars

(\$4,500,000).

I am taking this position on the general fund budget. Forty-one million dollars (\$41,000,000), more or less, will allow the state government a normal increase of approximately ten percent over the actual expenditures of the fiscal year 1954. It will not allow any substantial expansion of programs. I am recommending only one large additional program in this year's budget. This problem is state aid to our high schools which I anticipate will cost from five to six million dollars. I propose to pay the first year's operation out of sales tax by adjusting the date of distribution of our elementary school aid. I have asked the department of administration to review this possibility and have been assured that this can be done by some minor changes in the present statutes as a "one shot deal" without prejudice to the budget or changing the amount actually distributed for elementary school aid. I also am recommending a small budget of fifty thousand dollars (\$50,000) for an expansion of our water resources activity. Otherwise, I have held the line with an over-all increase in the expenditures of the general fund of approximately ten percent over 1954.

The state of Kansas cannot substantially expand its activities and services to the people without additional revenues. We cannot continue any program of high-school aid beyond the next fiscal year without additional revenues. Some savings can be made in the operation of the government, but not in terms of millions of dollars. I am very much opposed to any piecemeal attempt to patch up the revenue system. I earnestly request that the legislature re-examine our entire tax system during this session. I do not believe that the problem can be solved in this session, and I am asking the legislature to give me a special commission, which may work in co-operation with the legislative council, to study the entire revenue system of our state so that we can present to the legislature at the next annual session, January, 1956, our recommendations on the matter of revenue. Frankly, we are confronted with more than just the normal increase of operating expenses and the addition of some new programs such as high-school aid. We are confronted with an over-all expansion in education to meet the growing load on our schools. We are confronted with growing loads on our highways and with the problem of our elder citizens. The only sound way to approach all of these problems is to approximate where we must go within the foreseeable future and provide the necessary revenue. I believe we would be wise to hold the line which I have suggested for this year with the exception of the high-school aid program.

Now I have placed some exceptions on my own rule.

In 1953 the legislature created a citizens commission on assessment equalization. This commission has made its report to the governor and the legislature. I am in agreement with many of its recommendations, some I am not. I know we will not solve our revenue problem or many inequalities in our tax system until we have improved both the administration of our tax program and the variations in assessment ratio among the counties. If I were to place a priority on any legislation during the current session, I would certainly give this problem a top priority. We cannot make a sound appraisal of our revenue situation this year or next until these problems are met.

I also believe the legislature should re-examine our many tax laws to correct some apparent loopholes in the revenue system. As governor, I shall counsel with the tax department in an effort to secure better enforcement. Better enforcement will result in increased revenues.

There is another special problem which I earnestly submit for your consideration. The people of Kansas, by constitutional amendment, gave the legislature the power to levy special ad valorem taxes to provide for the building programs at our educational institutions and our eleemosynary institutions. In my re-examination of the budgets, I have found that the building requests of both

educational and eleemosynary institutions far exceed the revenues we now receive under the levies made. There may be several explanations for this. It may be that we are proceeding too fast with our building, remodeling and repair programs. It may be that the rising costs of such programs simply make the funds inadequate. The people of Kansas have directed the legislature in its wisdom to provide these special funds. I recommend to you that if, in fact, more monies are needed, the levies be increased so that we shall not allow the general funds to be drained from other programs to provide for the building needs of these institutions. I make no specific suggestion as to the exact amount of the levy. I leave this to your good judgment. I make the following suggestions and recommendations on the functions and departments of our state government.

HIGHWAYS

In the important field of roads and highways I make these recommendations:

We should continue the long-range highway program, placing more emphasis, if possible on the farm to market and secondary road system.

The laws for financing this program and for the distribution of highways funds should be continued. This includes a continuation of a one-fifth-cent gasoline tax.

Many of our traffic laws are antiquated and unworkable. I believe the time has come to re-examine chapter 8 of our general laws to improve the control of traffic on our highways. In this connection I believe our highway patrol organization ought to be expanded. I have provided for some expansion in the budget which will be submitted to you.

It is fundamental that those who use our highways for business purposes should pay their fair share for the construction and repair of the highways. In Kansas we have implemented this principle by the use of the ton-mile tax. This tax has been enacted in other states. In many of the surrounding states it has not. We have a serious problem in Kansas on the orderly flow of interstate goods because of the different systems of taxation on our trucking industry. Two years ago you created the Kansas vehicle reciprocity commission in an effort to solve this problem. As a member of the commission, I believe the commission has done a good job under very difficult circumstances. I think you should re-examine the policy and the workability of the ton-mile tax. If it is the most nearly equitable method of taxation then it should be retained; but if it is not, we should have no hesitancy to replace it with a better system.

There are many other problems relating to our highways which deserve your earnest consideration. I speak of a constitutional amendment to provide for the payment of personal property tax at the time of registration; a better financial responsibility law; the issuance of driver's licenses on a more orderly system than in present use.

Two years ago, in an effort to keep up with the growing traffic load on our highways, the Kansas legislature created a turnpike authority. I supported the principle of this authority then, and I do so now. Under the law, the state of Kansas has no direct obligation for any financial failures of authority. However, the authority is the creature of this legislature and as such is responsible administratively to the legislature and the governor, the same as any other state agency.

During the past year, the authority completed plans for the construction of a 236-mile turnpike and gave bonds for one hundred sixty million (\$160,000,000) dollars. This is almost as much as all other combined state expenditures. I am reminded of an old adage, "An ounce of prevention, is worth a pound of cure."

I believe it would be wise for you to call for a complete report on the progress of the authority. I believe such plans and progress ought to be carefully verified.

SOCIAL WELFARE

In the field of social welfare, I make these recommendations:

Our progress in the care of the mentally ill has been dramatic. We must continue this program. I have provided for its continuation in the budget.

Since the beginning of our expanded mental health program we have also made great progress in the physical condition of these institutions. I especially commend to you the legislative council report on the condition of these facilities. As much as possible I have followed the recommendations of this report in preparing the budget for the institutions.

I would add this word of caution. We are all proud indeed of this program. Our faith in it is dramatically revealed by the monies expended on the mental institutions during the past four years. In 1949 we expended a total of \$3,585,000 for the operation of this program. This year, 1955, we are spending approximately \$10,800,000 for operating expenses. I have recommended approximately \$11,300,000 for 1956. These figures do not include the expenditures for capital improvements which have also increased. I honestly feel there must be a levelling off point in the mental health program. Otherwise it may become out of balance with other important state services.

We must continue to provide adequate assistance to the elder citizens of Kansas, the blind, the disabled, the dependent children and others who are unable to care for themselves.

I have been most careful to provide the largest possible budget for these folks.

We do have some serious problems which may require legislative action.

We must provide better care for our elder citizens who need some kind of custodial care but do not belong in our institutions. Kansas has made progress in this field of activity but our present facilities are far from being adequate. I believe we should reexamine our licensing laws for nursing homes in order to provide the best possible protection for these citizens. I have made recommendations to the state board of health and the board of social welfare regarding this problem. I believe we can also improve this situation greatly by better administration.

The whole problem of the aged is one which faces every state in this country. Among the many reports which you will find on your desk this session will be one prepared by the council of state governments on it. The time has come for all of us to give every consideration to the problem so that proper legislation may be developed as quickly as possible.

There is another matter on which I must speak. I speak more as a matter of the heart than of the pocketbook. Personally, I always have been opposed to the so-called "lien clause" or Recovery Act. I made no issue of it during the recent campaign and the Republican party took no position on it in the platform. I believe it should be repealed.

EDUCATION

I have these recommendation to make in the field of education:

The record of the legislatures during the past twelve years on educational matters has been the most constructive and progressive in the history of our state. During this period laws have been enacted providing: (1) A retirement system for teachers; (2) state aid for elementary schools; (3) county wide tax levies for elementary and high schools; (4) certification of teachers; (5) special

education for physically, mentally and emotionally handicapped children including state financial aid for instruction of mentally retarded and home-bound children; (6) continuing contracts for teachers; (7) revision of school laws to provide better educational opportunities for our youth; and (8) recodification of our school laws.

We must now make a complete appraisal of the problems confronting our educational institutions for the next two decades. With all its resulting complexities it is basically a very simple one. The population of our children has increased beyond all expectations. This is reflected in the growing lack of physical facilities in our schools, in the difficulty to obtain qualified teachers, and many other expanding needs. I believe the legislature ought to study this problem in its entirety so that we can intelligently determine how far we must go to meet this financial need.

Because of revenue limitations, I have held expansion in our institutions of higher learning to a necessary minimum. I believe we can do this for another year. But, as with all of our other state programs, we only look forward to increasing costs in the colleges and universities.

Neither the board of regents nor I could give any consideration this year to the television educational program. Television may be the most beneficial educational development in many generations. It is far too ambitious for our budget this year.

Several years ago the state of Kansas decided it was necessary to provide state financial aid for our elementary schools. Since that time it has been proposed that we extend this program into the high schools. I believe a case has been made for such aid. In fact, I have not only personally pledged it to the people of Kansas, but the Republican party has made the same pledge. It is the one and only new program which I am submitting to the legislature which requires a large outlay of money.

I shall not submit to you a detailed program for high-school aid. You have before you the proposals of the legislative council and other educational organizations. I leave this to your good judgment but I shall use every influence at my command to see to it that such legislation is passed during this session.

I believe my position of financing high-school aid is sound. We must not delay this program any longer.

I am also asking you to continue the present program of state aid to our elementary schools. As the school populations increase, the cost of the state continues to rise. This program began several years ago with an appropriation of twelve and one-half million dollars (\$12,500,000). The estimated cost for 1956 is eighteen million six hundred thousand dollars (\$18,600,000). This is but another illustration of the necessity for an over-all study of our educational needs so that we can determine accurately the ultimate expenditure by the state government.

I am advised that there is a certain amount of duplication of state and federal funds to some elementary schools in defense areas. This should be investigated and determined. A substantial savings may be made.

The teachers of our state have urged two programs which I endorse. It is now possible under the federal social security law to supplement our teachers retirement plan. I recommend enabling legislation to permit local school boards to bring teachers within coverage of the federal old age and survivor's program.

I believe in equality of pay for properly trained men and women teachers performing like services.

I have been very much concerned with the rising cost of school books. During the recent campaign I took the position that the state of Kansas has an obligation to keep the cost of school

books from becoming a burden on the families of Kansas. The Republican party also made this a part of its platform. Frankly, I think the matter of the cost of textbooks has suffered from too much thought and too little action.

There have been several well discussed approaches to this problem.

The state could simply assume the obligation of providing textbooks. Such a plan might call for free cost or a lower cost by use of state subsidy in printing and royalties.

The state could strengthen the present laws which allow local school boards to furnish textbooks and provide that they shall furnish textbooks in such areas as required by the state board of education with the approval of the state superintendent of public instruction. Such a course would permit school districts to select their own texts and eliminate single adoptions and state printed textbooks.

The school textbook rental program is another possibility. This would require a special law permitting school districts to increase their levies to buy school books.

The legislative council has recommended a plan which is substantially a revision of the present method of providing and selling textbooks. This plan awaits the results of a study of the state printing plant.

I am taking a position on this matter similar to the one I am taking on high-school aid. I think the kind of a plan should be left to the wisdom of the legislature. But I cannot urge too strongly the necessity of adopting a plan which will reduce substantially the cost of textbooks to the parents and children of Kansas.

PENAL INSTITUTIONS

I would like to make these recommendations regarding our penal institutions:

It is my general observation that the penal institutions have become the "step-children" of the state of Kansas. I blame no one for this. It is just one of those things that happen in government.

The inmates at the penitentiary have no organized alumni association to speak for them.

Under the circumstances the records is good. Notwithstanding the rising rate of crime in our state and riots throughout the country, there have been no serious disturbances in Kansas.

We have made tremendous strides in the treatment and rehabilitation of patients in our mental institutions. We have done very little for the treatment and rehabilitation of the inmates in our prisons. This is true not only in Kansas but throughout the whole country. We have a glorious opportunity to make the same kind of a record for our prisons that we have made for our mental insititutions.

I believe we should start this projects by providing for a citizen's commission, in co-operation with the legislative council, to study and make recommendations on the penal institutions. I recommend that we do so.

AGRICULTURE

I make these recommendations in regard to agriculture:

Agriculture is, and I predict always will be, the basic wealth and the basic industry of Kansas.

The future of our state depends primarily on the prosperity of agriculture. It is fundamental that the state government of Kansas has the responsibility to preserve its basic wealth and to promote its basic industry. In many respects the state shares this responsibility with the federal government. Some of these things must of necessity be left entirely to the federal government. I

refer to the problems of production controls, prices and marketing.

The state government has never fully defined its area of responsibility. The legislature should do this. I recommend an expanded research program. I have provided for it in the budget.

I also recommend the proposed amendments to the water shed act which you will find in the report of the legislative council.

The agriculture organizations of the state are making many important recommendations to you. Among these are the wheat bill, the strengthening of the pollution laws and an egg-grading law. All of these measures deserve your careful consideration.

Lastly, there is the whole question of conservation and use of our land and water which I shall deal with especially in this message.

WATER

I would like to make these recommendations on the conservation and use of land and water:

Our state has been so rich in the natural resources of land and water that it took the worst flood in 1951 and the drought of the past three years for us to realize that these resources must be controlled and conserved. It also made us realize we have no time to waste. The plain fact of the matter is that the entire future development of the state is now threatened by drought and the lack of water. Such a program should have the highest priority.

I believe the state has full responsibility, in co-operation with the federal government, to establish and maintain a sound policy of conservation and use of our land and water resources.

This policy should include continuing research, improvement in watershed treatment, other conservation practices and flood control. It also should include a system of treatment to rebuild the soil. It should include extensive local flood protection works for our cities, also levies, small dams and large dams where economically sound to the economy of the state.

I have these specific recommendations to make:

The legislative council has suggested amendments to the watershed districts act and the water for beneficial use act. These should be enacted.

I propose that you establish a central state agency charged with the definite responsibility of developing a coordinated land and water policy and program for the state of Kansas. I suggest this agency be known as the Kansas water resources board which should consist of (1) director, state geological survey, University of Kansas; (2) director, agriculture experiment station, Kansas State College; (3) chief engineer, state board of health and about six additional members to be appointed by the governor for staggered four-year terms; two of these six to represent industry, two to represent the municipalities and two to represent agriculture.

My proposal is based on the conclusions of a fact-finding committee established several months ago by the state finance council. Its full report is before you.

The water resources board should report to the governor and the legislature next January. It should recommend a policy and a program. Thereafter the board should have the right to establish policies, adopt rules and regulations and carry out its duties through an executive secretary and staff.

The fact-finding committee has made recommendation carrying a minimum budget of about \$60,000 to a minimum of \$489,000. I request the sum of \$50,000 which I believe is a good figure for the operations of this agency until January, 1956, and until we determine a future course of action.

LABOR

I make these recommendations in regard to labor:

On the whole, Kansas has always enjoyed excellent labor-management relations. I believe the state government can take a great deal of pride in this record. We have always followed a very simple rule. It has been the rule of constructive and helpful, not punitive, legislation.

We have made substantial progress with our workmen's compensation law. All benefits under the law have been increased the past few years. However, we must not forget the spirit of the law. This law was passed to compensate injured workers so that they and their families would be taken care of during the time of incapacity. It is one of the laws which should be reviewed each legislative session to determine if the benefits received are enough to protect the worker and family. I have made my own review and I believe some increase is in order.

We have likewise made progress with our unemployment compensation law. It, too, should be revised.

President Eisenhower in his economic report of January, 1954, stated: "Unemployment insurance is a valuable first line of defense against economic recession. When set at appropriate levels they (the benefits) can sustain to some degree the earner's way of life as well as his demands for commodities. Thus unemployment insurance payments can help to curb economic decline during an interval of time that allows other stabilizing measures to become effective. But even as a first defense the system needs reinforcement."

The president continued, "A second inadequacy is the size of benefits. It is suggested that the states raise these dollars maximums so that payments to the great majority of the beneficiaries may equal at least one-half their regular earnings."

I have since been urged by our national administration to review our unemployment insurance program for the purpose of bringing about the improvements recommended by our president. I will, therefore, have some recommendations to make on this subject for your consideration.

I also recommend that you consider several amendments to the unemployment compensation law requested by employers which will place our state in a better competitive industrial position with other states and at the same time safeguard the benefit fund of the law. I refer to such amendment as the voluntary employer's tax contribution and the zero tax rate.

The legislative council has made a study of all Kansas labor laws and is recommending some changes in those laws. It is here that you will find suggested legislation on right to work, jurisdictional strikes, secondary boycotts and a proposed state labor relations board.

The laws providing for the protection of women and children also need review to cope with the employment conditions of these times.

In the president's message to congress last week, he placed himself and the Republican party squarely on record in favor of a higher national minimum wage. Kansas is one of the few states of the union which does not have a general minimum wage and hour law. I believe we should and I recommend that you give such a law your fullest consideration.

BUSINESS AND INDUSTRY

I make these recommendations in regard to business and industry:

It is vital to the state of Kansas that we continue our policy of diversifying our economy.

Agriculture will probably always be the basic industry of Kansas but a sound and prosperous economy is dependent upon other business and industry. We have come a long way the past few

years and can boast of some of the largest industrial and business enterprises of the country located in our metropolitan areas.

The state of Kansas, by legislation, can do a great deal to promote the industrial and business development of our state. Laws are a vital part of industry and business, and , consistent with the public interest, should always promote and not retard their development.

The Kansas Industrial Development Commission is the official state promotional agency of business and industry. It should be continued and encouraged.

Kansas is rapidly becoming the tourist crossroads of the nation. Tourist trade is increasing tremendously. I believe you should encourage activities to promote this industry.

SMALL LOAN LEGISLATION

I make this recommendation regarding small loan legislation:

The case for a small loan regulatory law in Kansas has been made over and over again. The time has come to enact a small loan law. I will not quarrel with you over the details of this law. I only ask you to enact a law which will provide protection to the people and which will be for the best interest of the people.

LAW ENFORCEMENT

I make the following recommendations regarding law enforcement:

Our gambling laws should be clarified and strengthened by the enactment of the model antigambling bill as proposed by the American bar association and its committee on organized crime. This bill is before you in the report of the commission on interstate co-operation.

I also recommend the enactment of a new juvenile code. In the larger populated counties consideration should be given to the creation of a separate division of the courts to deal fully with this problem.

I also recommend that our present laws prohibiting the printing, exhibition and sale of publications which tend to incite juvenile delinquency and crime be strengthened.

CIVIL RIGHTS

I make these recommendations in regard to civil rights:

The past year the supreme court of the United States handed down an historic decision upholding the traditional position of the Republican party that there can be no second-class citizens under the American form of government.

We can be proud of the record of the 1953 Kansas legislature which created the antidiscrimination commission for Kansas. I propose to make such administrative changes in the government as the experience of this commission dictates to be essential under the law. I believe the legislature should provide a more adequate budget for the commission. I propose an increase from approximately \$10,000 to \$25,000 for this commission. I earnestly hope that you will grant this request.

CIVIL DEFENSE

I make these recommendations in regard to civil defense:

Two years ago the legislature did not make any appropriation for civil defense. At the request of the national administrator for civil defense the finance council gave the agency a small budget of approximately \$20,000 for each fiscal year of 1954 and 1955. This money scarcely provided for a skeleton agency. I recommend that this appropriation be increased to about \$44,000 for the fiscal year 1956, which will provide a sound administrative organization for the program. Of course, hundreds of thousands of dollars could be spent on this program. This matter is up to you.

The national administrator for civil defense also urges legislation to grant certain emergency powers to the governor in the event of actual enemy attack and other legislation pertaining to the ratification of interstate civil defense and disaster compacts. These bills will be placed before you for consideration.

ELECTIONS

I make these recommendations in regard to elections:

I believe you should enact a law instituting the presidential preferential primary in this state. By this law, the people of Kansas would be permitted freely to express their choice of presidential candidates for the guidance of their convention delegates. Such a law would harmonize with the traditional election policy of Kansas which was one of the first states to adopt the open primary election law.

In the 1953 session it was passed by the senate but failed in committee in the house.

The legislative council recommends you wait until a model bill is drafted for all the states. About twenty-two states now have such a law. I doubt the wisdom of waiting and urge the enactment of the law this session.

The president has again asked congress to give favorable consideration to lowering the voting age to eighteen years. In line with this policy and because of my conviction that a citizen old enough to shoulder arms for his country, is old enough to perform the responsibilities of voting, I ask you to consider lowering the voting age under the laws of Kansas to eighteen years.

ADMINISTRATION AND CIVIL SERVICE

I have full faith in the principle of the merit system and I believe that this system should be maintained and its scope enhanced in order to facilitate the everyday operation of our state government. I am concerned, however, over the political use of state employees protected under the merit system. I realize that the effectiveness of this law lies in its administration, but I also believe that the legislature should review the merit system. Perhaps what Kansas needs is a little Hatch act.

It is the duty of the legislature to provide for the salaries and wages of all persons in the state government. Under the civil service system, I believe we have adequately provided for those persons in the classified service. I am opposed to any general increase in these salaries and wages. One of the real problems of our government today is meeting the increased costs of salaries. While in 1944 the total expenditures of the general revenue fund was only \$9,493,000; in 1954, ten years later, the state of Kansas expended from this same fund for salaries and wages alone \$24,336,254.33. And during the fiscal year 1955, from all of the funds of this state, salaries and wages cost the state a staggering \$50,468,016.

I do believe that we would attain a much greater efficiency in our government if we provided a higher salary level for executive personnel. I have asked the budget division to prepare a proposal along these lines which I will submit later for your consideration.

I am also concerned about the uncertainties in our corrupt practices act. I realize that here too much of the effectiveness of the law lies in the administration of it, but I believe that the legislature should review the corrupt practices act with a view of better enforcement and administration.

I recommend that the legislature investigate the possibilities of investing inactive funds which will mean an additional source of revenue for the state of Kansas.

I believe that every citizen of the state is entitled to a proper and open hearing before any board or commission where he has business to transact. You should consider the advisability of enacting an administrative law code.

VETERANS

I make this recommendation regarding the veterans. We owe it to the veterans of all our wars to be alert to their needs. We should continue to acknowledge the state's responsibility to the veteran and to make provisions therefor.

I am asking you to continue the present program of the Kansas veteran's commission.

FORESTRY, FISH AND GAME AND RECREATION

I make these recommendations in regard to forestry, fish and game, and recreation:

For many years it has been the policy of the state of Kansas to provide for the preservation, propagation and hunting of fish and game. In more recent years there has been a growing public demand to extend this program to include recreational facilities. The legislature has yet to determine a definite policy or program on recreation. I urge you not only to continue our present program on fish and game, but also to provide recreational facilities for the citizens of Kansas.

CITIES AND COUNTIES

It has been the policy of the state of Kansas to collect and share its revenues with our cities and counties. I believe we should continue this policy and that we should not diminish the amounts we are sharing with these local units of government.

Last November the people of Kansas adopted a constitutional amendment and thereby endorsed more home rule for the cities and counties of our state.

I am a firm believer in the principle of home rule, especially in the larger cities and counties where the complexities of administration make it difficult for the legislature to enact general laws to fit their specific needs. You should implement in every way possible this constitutional amendment and provide as much latitude as possible to the cities and counties to solve their own problems.

LEGISLATIVE COUNCIL AND INTERSTATE CO-OPERATION COMMISSION

The legislative council and interstate co-operation commission are special agencies of the legislature. They have both submitted reports to you covering other important legislation for your consideration.

I certainly recommend that you give these reports the good merit they deserve.

CONCLUSION

Ladies and gentlemen of the legislature, I have concluded my duty under the constitution of advising you of the condition of the state and my suggestions to improve those conditions. It is your duty to provide for the legislative needs of our state. It is the duty of both you and I to work for the best interests of the state. Let me assure you that my only desire is to do this. I look forward to our pleasant and co-operative associations during the legislative session. I am confident your record will be one of the most constructive in the history of Kansas.

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