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ANNUAL MESSAGE  
OF  
**J. Strom Thurmond**  
GOVERNOR OF SOUTH CAROLINA  
TO  
THE GENERAL ASSEMBLY



STATE CAPITOL  
COLUMBIA, SOUTH CAROLINA  
JANUARY 12, 1949  
8 P. M.

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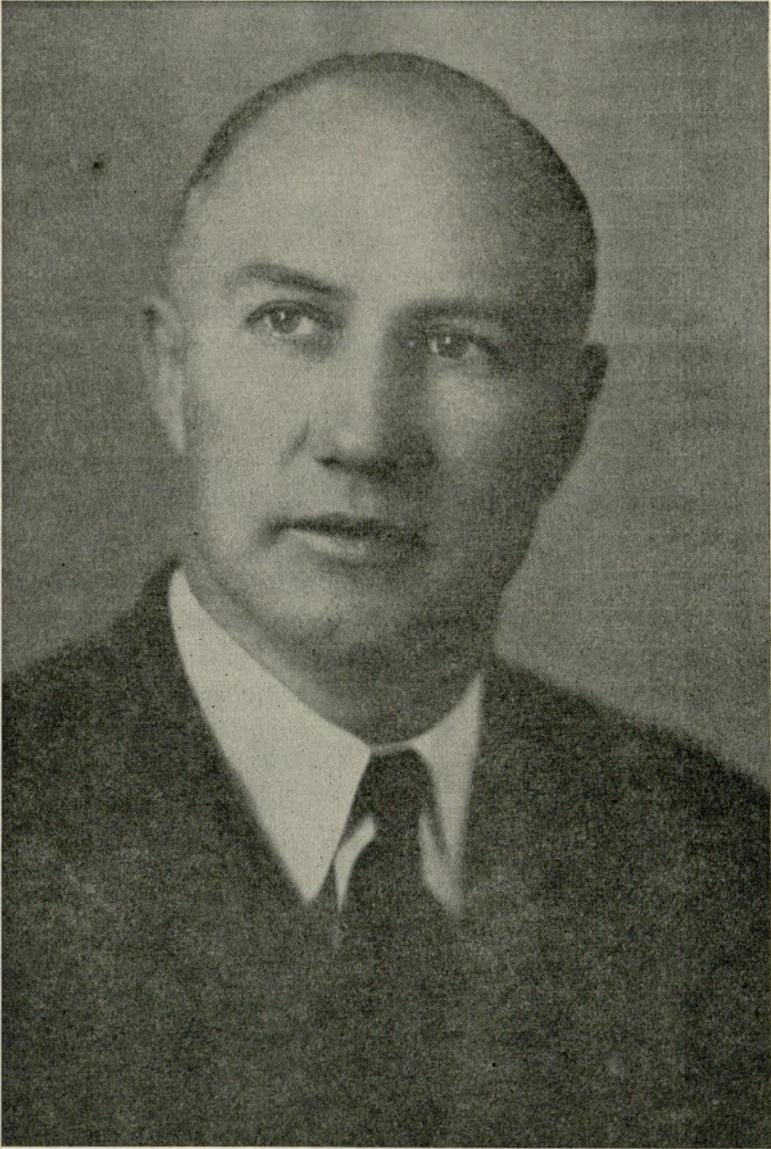
COLUMBIA, SOUTH CAROLINA

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J. STROM THURMOND  
Governor

## I. INTRODUCTION

Members of the General Assembly and my Fellow South Carolinians:

South Carolina is on the move.

At every turn and on every side we see signs of progress in our State. Our farm income rests on a broader production base, and has now reached \$411,000,000. New industries are moving into our State. Payrolls now exceed half a billion dollars annually. Management and employees are working together and harmony prevails in our industrial life. Our per capita income continues to increase.

While our people are gravely concerned over continued threats to the peace of the world, our spirit for building a bigger and more prosperous South Carolina remains undaunted. We are determined that the obstacles which have stood in the way of the economic and social development of our State shall be overcome, and that South Carolina shall take her rightful place in the Sisterhood of States.

In my Inaugural Address before the 87th General Assembly, I outlined a broad and comprehensive program for the development of South Carolina, and the general improvement of the State governmental structure. Many of these recommendations have been enacted into law and are now bearing the fruits of good government.

More remains to be accomplished, and I bespeak the cooperation of the new General Assembly in completing the program upon which we have entered. I want to extend greetings to all new Members, and to say that I will welcome their advice and counsel, as well as the continued assistance of the old Members who have returned. I hope by our working together as a team, with the Divine guidance we seek in all great and important undertakings, we will accomplish what our people expect us to accomplish in putting our governmental and economic house in order.

In this spirit of mutual understanding and recognition of our respective responsibilities, I desire to discuss with you a number of legislative enactments which I am certain will further the cause of good government in South Carolina.

## II. PARDONING POWER AMENDMENT

In carrying out the recommendation in my Inaugural Address, the 87th General Assembly submitted to the people a constitutional amendment to remove the power of clemency from the Governor, except in capital cases. In the November election, the people approved this amendment by a vote of 66,019 to 22,123.

To make the amendment final, this General Assembly must ratify it. I earnestly urge you to follow the mandate of the people by passing the necessary ratifying legislation. I am advised that every circuit judge, every circuit solicitor, and every sheriff in South Carolina, has endorsed this amendment.

I call your attention to the fact that under this amendment, no Governor may appoint more than two members of the Probation, Parole and Pardon Board during his term of office. This makes it impossible for any Governor to gain control of the Board by appointment of members who would carry out his directives in granting pardons.

Nothing has done more in the past to undermine respect for law than the abuse of the pardoning power. Our people well remember how hardened criminals, murderers, and even rapists, were turned back on communities in this State as a result of pardons being arbitrarily granted under questionable influences.

Since I have been Governor, no clemency has been extended except upon the recommendation of the Probation, Parole and Pardon Board, and there have been no "back-door" pardons by the granting of leaves of absence.

This constitutional amendment enables the General Assembly to safeguard the exercise of clemency, protect the sanctity of the judgments of the courts, and prevent the return of a pardon racket in South Carolina.

## III. FINANCES

The finances of the State continue in good condition.

Notwithstanding the fact that additional services to the people of the State have been undertaken during the past two years, our revenue sources have continued to yield sufficient funds to operate all of our governmental units, with margins sufficient to maintain a reasonable general fund surplus. In the last two fiscal years, the sum of \$13,627,000 has been allocated from the

State's surplus to provide for much-needed buildings and other improvements at our educational and welfare institutions, and for county hospitals and health centers. After setting aside these funds, there remained in the General State Surplus at the beginning of the present fiscal year, the sum of \$6,640,000.

It now appears that this surplus will at least be maintained, and probably be increased to some extent, from the current year's operations.

The yield from our revenue sources should be carefully and continuously watched, however, and the financial commitments of the State kept well within the limit of our revenue. The operating budget of the State must be held in balance, and to this end it is my intention, as expressed two years ago, to withhold my approval of any appropriation measure which will include an operating deficit.

While the State's revenue structure is generally satisfactory, and favorable when compared to those of other States, my attention has been called to a number of apparent inequities which exist in some of our tax laws. I recommend that the General Assembly provide for a study of our tax legislation, with the view of correcting any inequities which may be found to exist, in order that no group may escape its fair share, and no person or group shall be forced to carry an unfair share, of the cost of our State government.

The Budget Commission is recommending a budget for the next fiscal year totaling \$69,322,143.96, as compared to \$69,229,151.54 for the current fiscal year.

Cost of government, like everything else, has gone up. However, it has been my determination to hold down expenditures wherever possible. I have insisted that all departments live within their appropriations, and we have eliminated the piling up of huge deficits in operating expenses formerly indulged in by some departments.

We must continue to handle the State's finances in a prudent and business-like manner, on a sound basis, and with a balanced budget. The State government, like private business, must operate within its income.

## IV. EDUCATION

In addition to passing the most progressive and constructive school legislation in the history of the State, the last General Assembly provided for a survey of the public school system. This survey has now been completed and will be available to each member of the General Assembly for consideration.

Although all of us will not agree with every recommendation made in this survey, it is immeasurably valuable for the wealth of information which it contains, never before available in its entirety. It is evident that much remains to be done to make the public school system of South Carolina the important instrument in the life of our people that it should be.

The solution of our educational problems, like the solution of so many other problems which face us, is inextricably bound up with the task of raising our economic level of life to a point more nearly approaching the national average. We rank 44th among the 48 states of the nation in school expenditure per pupil, spending \$74.31 as against the national average of \$136.41. But, as a State, we spend 1.81% of our income on education as compared with the national average of 1.59%. Our effort is nearly 14% higher than the national average. It is economic means, and not the will to do the job, which we lack.

Our economic development is also inevitably dependent upon equipping our people, both white and colored, to become productive citizens and carry their per capita share of the load.

Higher income follows better education and training, and the educational dollar yields the highest possible return on the investment.

South Carolina struggles under health, welfare, and educational burdens of a State of nearly 2,000,000 people, only 60% of whom contribute substantially to our economic production and the payment of our tax burdens.

The productive potential of our colored people is perhaps our largest undeveloped economic resource as a State.

Increased production and greater purchasing power are needed in South Carolina's effort to improve the economic opportunity of its citizens. Education is the means whereby we can most quickly equip our colored citizens to make their maximum contribution to the State's total economy, to the great advantage of both races.

I recommend the following necessary steps:

1. *Teacher Pay*

That our teacher-pay scale be increased in order to attract more young people into the teaching profession. We have done much toward equalizing the compensation of our teachers with other callings, but the State is faced with a severe shortage of teachers. Our teacher pay is still not sufficient to attract the competent teachers which the public school system needs.

2. *Sick Leave*

That the provision allowing sick leave for teachers, stricken out of the law last year, be restored. This privilege is enjoyed by State employees, and our teachers should have equal treatment.

3. *School Transportation*

That a study be made of the school transportation question. Provision should be made for new bus routes where needed. School transportation is furnished to make possible centralization of school facilities and save wasteful capital outlay, and these results should be encouraged.

4. *Building Aid*

That school plant building aid be provided to help local communities or counties in the erection of new buildings. This will encourage consolidation and central location of school plants, and will be of great assistance in promoting the construction of needed new school facilities, and especially those so badly needed for colored children.

5. *Regional Education*

That full support be given to the Regional Education plan of the Southern Governors' Conference, which will provide many educational advantages to our citizens which they cannot now enjoy.

6. *Coordination of Colleges*

That provision be made to coordinate our system of higher education, to eliminate any wasteful or inefficient duplications.

## V. AGRICULTURE

We should not forget that South Carolina is still basically an agricultural State. When our farmers prosper, all segments of our economy prosper. When they do not fare well, the entire State suffers.

There are several matters which deserve your earnest consideration. Some of these are:

### 1. *Animal Diseases*

A vigorous program to eradicate tuberculosis and Bang's disease in cattle should be instituted, and measures adopted to prevent the importation of diseased animals and the continued sale of such animals for breeding purposes.

### 2. *Insecticides*

The present 35-year-old insecticide law should be modernized to protect the lives of humans and animals alike from misbranded or adulterated insecticides, fungicides, and rodenticides.

### 3. *Cottonseed Laboratory*

A laboratory should be established for analysis of cottonseed samples, for the benefit of both farmers and ginners, particularly since the Federal Government has discontinued its price support program on this important product. Pending the development of a quick analysis process for cottonseed, this will furnish a service whereby the actual value of cottonseed may be quickly determined.

### 4. *Research Projects*

Attention should be given to the establishment of State research projects dealing with the production, marketing and processing of livestock, poultry, and field crops products.

### 5. *R.E.A. Service*

Our legislative delegations and county authorities should take measures to review the rural electrification service afforded in each county to be certain that every farmer who desires electrical service may have it.

## 6. *Fish Ponds*

In passing, it is not amiss to call the attention of our farmers, and especially our farm leaders, to the fact that the building of fish ponds on the farm will materially contribute to our live at home program which is so essential to the economic stabilization of our farm population.

## VI. LABOR

### 1. *Wage and Hour Law*

The welfare of the men and women who hold the jobs in our factories and stores and other businesses, must be the deep concern of any state, if economic and social progress is to be made. In this connection, I should like to point out that in the manufacturing, wholesale, retail, and service establishments in this State, two-thirds of the employees are protected by the Federal Wage and Hour Act, but the other one-third (more than 100,000 employees) are without this protective benefit.

I again recommend the enactment of a State Wage and Hour Law, along the general lines of the federal law, in order to give all of our industrial workers, including those in intra-state commerce, a flooring under their wages and a ceiling over their hours of employment. This protection would become increasingly more valuable in case of a recession.

### 2. *Health Safeguards*

Every step possible should be taken to prevent accidents to our working people. I recommend that a broad safety program be sponsored by the State Industrial Commission, and that employers and employees be urged to cooperate in an effort to reduce accidents and conserve human resources.

Many of our industrial plants have wisely installed air-conditioning and other modern safeguards and services for the health and comfort of their employees. They are to be commended. It is apparent that these improvements increase efficiency, and thereby prove a good investment. I reiterate the recommendation in my Inaugural Address that our mills should be required to provide equipment that will maintain temperature and humidity conducive to the health of the employees. They should be required to provide passenger elevators in large plants having

more than two stories. Cafeteria service should also be made available by them.

### 3. *Workmen's Compensation*

Our Workmen's Compensation Law should be studied this year from two angles:

First, there is widespread opinion that the rates charged for insurance are too high by comparison with states having similar programs, and that they tend to discourage the location of new industries in this State; and

Second, there is widespread opinion that the benefits provided are not high enough under current conditions, because they were based upon the lower wages and cost of living prevailing 13 years ago when the law was passed.

Legislation dealing with either of these problems should be considered in the light of the other, and after obtaining all of the information available from both the Industrial Commission and the Insurance Commissioner. I am informed that both problems can be solved at the same time, inconsistent though this may seem. It is only fair to industry and employees that we spare no effort to solve them.

### 4. *Labor Welfare Committee*

In the broad field of labor-management relations, much commendable progress has been made since my inauguration, and I have endeavored to develop a vigorous Labor Department. However, our statutes regulating such conditions as child labor, safety, sanitation, and hours of employment are, in many respects, obsolete and inadequate. I recommend that a Committee representing labor, management, and the general public, be empowered to study these laws, and suggest needed improvements.

## VII. INDUSTRIAL DEVELOPMENT

We must continue to encourage in every possible way the industrial development of our State. This is necessary to raise the income of our people and to provide steady employment the year round, particularly in view of the rapid mechanization of our farms.

We have gained much in this field in a brief time. During 1948, industrial plants began production in South Carolina which represented a capital investment of over \$93,000,000 and employing 13,000 persons. In addition, construction now underway or already announced totals \$137,000,000. This means that a total of \$230,000,000 in new industries either began operation, began construction, or were announced last year. As a result of these new industries, more than 17,000 new jobs are being provided for our people with approximately \$28,000,000 in new payrolls.

By encouraging new industry, we can also stop one of the greatest drains on South Carolina—the loss of our young people to other states. In the past, these young people have found better salaries and opportunities outside the State. The most recent census figures show that we lost 22,571 persons, 25 to 34 years old, in the five-year period 1935-40. Of these, 2,458 were 4-year college graduates, all of whom might have found gainful employment in the State if there had been greater economic opportunity. According to the latest census, South Carolina ranks first in the percentage of white population who are 4-year college graduates. We must provide opportunities for these educated young people to remain within the State. We badly need the kind of leadership they can furnish.

The work of the Research, Planning and Development Board is outstanding, and I recommend that this Board be given full support for its activities.

## VIII. NATURAL RESOURCES—CONSERVATION AND DEVELOPMENT

### 1. *Soil*

The productive land areas of the world are being depleted while its population is increasing. Hence, it is essential that greater emphasis be placed on proper soil conservation methods. This is true in South Carolina, just as it is in the remainder of the United States. Soil depletion is very evident in much of our State. We are making progress in soil conservation practices, but this program must be encouraged and accelerated in every way possible.

Every acre of land in South Carolina will grow something. If we will but find a way to put all our land to profitable use, our

State has a real opportunity to help feed others and create a more prosperous agriculture. Many acres now idle may be made productive. For instance, it is estimated that there are 3,000,000 acres in 12 counties alone in our coastal plain area which could be brought into cultivation if properly drained. It must be remembered that South Carolina has only \$5,000,000 acres in cultivation at present.

I recommend the following action:

a. That the Legislature make provision for the Clemson Extension Service to sponsor, in conjunction with other agricultural agencies, an intensive educational program which will bring home to our people the vital necessity of soil conservation and teach them how to practice it.

b. That the Legislature make provision for the Clemson Experiment Station to conduct research concerning the various questions involved in soil conservation, with special emphasis on the maintenance of drainage ditches and the handling of land that has been drained.

c. That the Legislature make provision for an organized study of our drainage laws, with a view to modernizing them. A visit by some of our legislators and agricultural experts to other states having similar problems would undoubtedly be helpful.

d. That the county authorities of the several counties make available to our farmers, through their Soil Conservation Districts, more of the necessary equipment to promote soil conservation practices, and assist them in every way possible to participate in this worthy program.

## 2. *Forests*

South Carolina derives its second largest source of income from timber. Our timber resources are declining rapidly. We must take immediate and vigorous action to preserve them. Unless we act to protect and develop our forests, we will render an injustice not only to our generation, but those who follow us.

As immediate steps, I recommend the following:

a. That greater protection be afforded our forests against the hazards of fire and depletion by bad cutting practices.

b. That provision be made for a more extensive program of reforestation of the 1,500,000 acres of cut-over land in our State. Last year we replanted only 25,000 acres. This program should be greatly accelerated.

c. That Legislative delegations consider making more tree-planting machines available to land-owners in their respective counties. Counties which have purchased these machines find that they pay for themselves in low rentals. Many land-owners are learning that they may both conserve forests and increase their income by planting trees as a future cash crop.

### 3. *Power*

The Clarks Hill project on the Savannah River is progressing splendidly. Concrete is now being poured for the huge dam which will control floods and vastly increase electric power for the new industries we expect to see come to South Carolina as a result of this development. This dam is only one in a series to harness the great Savannah River. I urge that every effort be made to secure the necessary authorization and appropriation for the construction of the Hartwell dam and the others in the Savannah system. These power projects are proving to be self-liquidating, and with an ever increasing demand for power, we should not fail to develop our river resources to the utmost. Construction of the Lyles Ford project has been unduly delayed. The upper section of our State should receive the benefit of this power development on the Broad River as soon as possible.

### 4. *Seaports*

The State's seaports are an important part of our waterways and water resources. Our State program of seaport development is vital to the success of our program to bring about industrial and business expansion in South Carolina. Our seaports help in the importation of raw materials, as well as in the transportation of finished products to national and world markets. Marked progress has been made in the carrying out of this program. I urge South Carolina businesses and industries to make the maximum possible use of our seaports and seaport facilities, both to help themselves, and as a constructive contribution to our port development program.

### 5. *State Parks*

The demands for outdoor recreation have become greater with the increase of our urban population. We need to expand facilities where heavy use has shown them to be inadequate. I recommend that new parks be provided in areas where such facilities are unavailable, such as the Pee Dee, Clarks Hill and Charleston areas. I also recommend the enlargement of our Negro park facilities, and the provision of additional park areas for the use of our colored population.

### 6. *Wildlife*

The wildlife situation in South Carolina is unsatisfactory. I urge you to establish a non-political fish and game commission, with authority to launch a conservation program to restore our depleted wildlife resources. The South Carolina Wildlife Federation, and other conservation organizations, have endorsed such a plan. Our game and fish bring in hundreds of thousands of dollars of additional revenue each year, and with better management this income could be greatly increased, and the destruction of our wildlife halted.

If a Natural Resource Department is established by the Reorganization Commission and the Legislature, the functions of this proposed fish and game commission could readily be absorbed by it; however, wildlife conditions in this State are now such that immediate action is necessary.

A more adequate marine fisheries program is another compelling need, because of the steady decline of oysters, shrimp, shad, and other species. I recommend that a research project, directed by the Board of Fisheries, be authorized, similar to those in progress in other Southern States.

I also urge that our present patchwork of laws governing marine fisheries be revised and modernized, and that the Board of Fisheries be authorized to select its own inspectors and other personnel, so that merit and efficiency may form the basis of selection.

## IX. PUBLIC WELFARE

### 1. *Public Assistance*

Progress has been made in keeping benefit payments to the needy aged, needy blind, and dependent children, in line with

advancing living costs. In 1946, the average monthly payments to the needy aged was \$15.73, and in 1948 it was \$24.11; to the needy blind, \$20.76, compared to \$27.99 at present and to dependent children, \$7.90 as against the present rate of \$12.55. Notwithstanding these increases, it must be conceded that the present amounts being paid are not sufficient to cover minimum living costs. I recommend that such payments be increased, as far as possible within a balanced budget, to more nearly approach a fair standard of living for these dependent citizens of the State.

## 2. *Child Welfare*

South Carolina has a higher percentage of children under 18 years of age in proportion to its population than any other State in the Nation. These children are our greatest wealth and our greatest responsibility. However, this large proportion of children and their relatively high percentage of need, increases the number and complexity of the problems of children requiring services.

I re-emphasize my recommendation that the General Assembly:

- a. Enact legislation to provide for the development of standards of care and services for children, and to regulate the placing of children needing care and maintenance elsewhere than in their own home.
- b. Enact stronger laws regulating the adoption of children.
- c. Re-define the present guardianship and custodial laws in order to protect children who are without proper parental supervision, and enact legislation clarifying the jurisdiction of the several courts as to children.

## 3. *Inspection of Institutions*

There is now no provision for the regular inspection of public and private custodial institutions in our State. I recommend that the Department of Public Welfare be charged with the responsibility for periodical inspections of such institutions, including orphanages, and that full reports as to their physical condition and care of inmates be made to the Governor not less than once a year.

#### 4. *Industrial School for Negro Girls*

Our law enforcement records continue to indicate the need of an Industrial School for Negro Girls. Such an institution would be valuable not only in the enforcement of laws, but also in the rehabilitation of the unfortunate. I again recommend that our State establish such an institution.

### X. PUBLIC HEALTH

#### 1. *Hospitals and Health Centers*

In addition to providing for the \$3,100,000 teacher-clinic at the Medical College in Charleston, the General Assembly in the past two years has appropriated a total of \$3,660,000 for county hospital and health center purposes. I recommend that any further funds made available to the counties for hospitals and health centers be specifically earmarked. I also recommend that the distribution of such funds to the several counties be made on the basis of population and need, rather than on the basis of a lump sum plus a stipulated sum for each member of the county legislative delegation.

#### 2. *Reorganization of the State Board of Health*

The Executive Committee of the South Carolina State Board of Health should be so constituted that a majority of its members be consumers of health services. I renew my recommendation that this Committee be reorganized to include representatives of agriculture, labor, industry, and other lay members.

#### 3. *Public Health Services*

I recommend legislation providing for the creation of County Boards of Health and County Health Departments in each county of the State, so as to provide a unified system of public health services in South Carolina.

#### 4. *Prevention of Disease*

Public campaigns to control and prevent infectious and contagious diseases are continuing to prove successful in many sections of the nation. I reiterate my previous recommendation

that intensive campaigns of this kind be waged in every county of the State. As a valuable preventive measure, I recommend that free dental and physical examinations be given those children who are to enter school for the first time, and where practicable to all students in public schools and colleges. An intensive effort should be made to correct defects found.

## XI. MENTAL REHABILITATION

Careful study should be made of the State's needs in caring for the mentally deficient and the insane. There is no way of accounting for the loss we have suffered in human resources that might have been prevented by an adequate program in this field. I recommend that you give consideration to the following needs:

### 1. *State Hospital*

A Public Health Survey has shown that our State Hospital is entirely inadequate, both as to available buildings and as to needed repairs. I recommend that action be taken to remedy this situation.

### 2. *Alcoholic Clinic*

The alcoholic cannot be treated properly unless separated from other mental patients. I recommend provision be made for a clinic for these unfortunates, most of whom can be reclaimed for society under modern methods.

### 3. *Training School for Feeble-Minded Negroes*

The State of South Carolina has made no provision for the care and treatment of the Negro who is mentally deficient. While such persons are now being admitted to the State Hospital, this does not solve the problem, since they cannot be treated along with the mentally ill. I recommend that steps be taken leading to the establishment of a training school for Negroes similar to the Clinton institution for white people, and preferably under the same administration.

### 4. *Sex Crimes*

The increasing number of sex crimes, now amounting to 40,000 a year in the United States, is still being handled in a manner

that is likely to increase rather than depress the spread of sex criminality. I recommend that a detention clinic be established in which sex criminals may be given medical attention leading to a cure. I also recommend that an adequate registration system be created for listing persons known to be sexually abnormal. It is time this problem is treated in an open, straightforward, and effective manner.

## XII. HIGHWAY SYSTEM

### 1. *Roads*

During 1948, highway contracts were let for \$18,236,000, bringing total post-war contracts to \$58,413,000 or 79% of the \$74,200,000 three-year program authorized. The work put under way covers 3,301 miles of roads and \$10,600,000 for new bridges.

South Carolina was exceeded by only three states in the number of miles of roads let to contract in 1948, and our total was more than double the national average. Our Primary system now embraces 7,844 miles, and is considered one of the best in the nation.

Our farm-to-market road program is one of the finest projects maintained by the State. For 1948, 780 miles were let under this program, at a cost of \$9,170,000. The last General Assembly authorized \$9,000,000 a year, for three years, for farm-to-market roads. I recommend that provision be made to carry this program forward, and that it be expanded as fast as revenue is available.

### 2. *Safety*

Traffic accidents are always of major concern. While our fatality rate record is now some 20 percent below 1941 (even in spite of an increase of 35% in traffic), there is no room for complacency. The best guide we have for a safety program is embodied in the recommendations of the President's Highway Safety Conference, which stresses thorough driver education, adoption of uniform rules of the road, proper engineering, and an adequate enforcement program.

In our driver education program, the State Highway Department is doing a fine job of sponsoring teacher training courses in our public schools to teach our young people to learn to drive.

The Highway Department is making a comparative analysis of our traffic laws with those of the National Uniform Code. I recommend the enactment in South Carolina of laws in conformity with this Code, especially the "Rules of the Road" laws.

The State Highway Patrol now has a strength of 275 men. I recommend that we continue to train such additional men as are found needed to enforce the traffic laws.

### XIII. LIQUOR CONTROL

Although we are nearer adequate liquor control in South Carolina than we were two years ago, the liquor traffic is still one of our greatest problems. Further measures are desirable and necessary for its regulation, and I recommend the following:

#### 1. *Graduated Liquor Surtax*

a. That the graduated liquor surtax enacted by the legislature in 1947, and carried in the appropriation bill for that year and also for the year 1948, be made permanent and that our State Statutes be amended accordingly.

b. That adjustments in the graduated liquor surtax be made to further curtail the profits of the large dealers, so as to discourage the trend toward monopoly. These adjustments will produce about \$2,000,000 in additional revenue. Although consumption of alcoholic liquors has dropped nearly 40% since January, 1947, revenue from this source has remained nearly the same because of the Gross Profits Tax which I recommended in 1947.

#### 2. *Merchandising Regulations*

a. That every dealer, wholesaler or retailer, should be required to devote his full personal time to the operation of his liquor establishment;

b. That no license should be issued to any individual who has ever been convicted of the violation of any law regulating liquor, or of any crime involving moral turpitude;

c. That any liquor dealer found violating any law or regulation, for the control, distribution or pricing of liquor, should

have his license permanently revoked and his bond forfeited to the State.

#### XIV. PENITENTIARY

For a long time it has been known that the present State Penitentiary is entirely inadequate. The Richland County Grand Jury has called the plant "A disgrace to our State." Many leading citizens have said the same. The present plant does not permit rehabilitation of criminals according to modern penal methods, and physical limitations have produced conditions shocking to behold. Those confined now number 1,396, the highest in 81 years.

While criminals suffer punishment for their crimes, an adequate prison with proper housing and equipment will permit a large percentage of rehabilitation. Many can become law-abiding citizens, earning an honest living by means of trades they learn in prison. This will save the State money, and yield immeasurable gains in human resources, not only among prisoners themselves but in their families at home.

Plans drawn up as a result of an Act of the last Legislature, show that an adequate prison may be constructed for about \$5,000,000. Bonds in this amount may be financed out of the earnings of the Penitentiary in 20 years. I recommend that these bonds be authorized and a forward step be taken in our penological system.

#### XV. STATE BUREAU OF INVESTIGATION

Law Enforcement will be greatly improved in South Carolina if there is created a State Bureau of Investigation, to render assistance upon call to our Sheriffs and other peace officers. Such a bureau would have a few highly trained men, each an expert in his field, to provide scientific aid in the solution of crimes according to modern police methods. This is a much needed and desirable agency, and I again recommend that the present Constabulary be converted into such a Bureau.

#### XVI. CENTRAL PURCHASING AGENCY

Studies have shown that the State may save hundreds of thousands of dollars annually through the establishment of a

Central Purchasing Agency for all State departments and institutions. Our present system under which each department makes its own purchases, is antiquated, inefficient, and wasteful. It does not take advantage of the bulk purchasing methods familiar to every business man. There are so many demands upon every dollar of State funds, that we cannot afford to waste a penny, and I recommend that legislation be enacted establishing such an agency. Forty-two states in the nation now have a Central Purchasing system.

In this connection, I urge our department heads to insist upon buying from South Carolina firms whenever feasible. There is at present too much out-of-state purchasing of products available at equitable prices within the State.

## XVII. HOME RULE FOR COUNTIES

The Constitution of 1895, under which our State government still functions, failed to make express provision for County government. For many years the General Assembly has consumed much time and expense enacting local legislation and passing County Supply Acts.

In the 1948 session, for instance, out of the 777 Bills introduced, only 191 were statewide, and out of the 576 which passed only 67 were statewide. Hence about 76% of the Bills introduced, and 89% of those passed, were local Bills.

This is an unwieldy and costly system. At least one county has undertaken to make use of enabling provisions in the Constitution to set up a municipal form of county government, so that much of its local matters can be handled outside of the General Assembly.

The Legislative Reorganization Commission is considering this problem. I hope that a solution will be found which will relieve the General Assembly of a great deal of the time and expense of running the various counties of the State.

## XVIII. MERIT PERSONNEL SYSTEM

My experience as Governor has further convinced me that one of the greatest weaknesses of our State government is the absence of a merit personnel system. I again recommend the enactment of legislation under which positions will be scientifically classified, pay standardized, and provision made for vacation,

sick leave, working conditions and examination of future employees. I say again that honesty, ability, energy, courtesy, and courage, rather than political influence, should be the determining factors for original employment, tenure of office, and promotion. Such legislation will be much fairer to present and future employees than the present practices, and will promote efficiency in government.

## XIX. STATE EMPLOYEES

### 1. *Compensation*

It is recognized that higher living costs are imposing considerable hardship on many of those engaged in the State service, especially in the lower salaried brackets. Pending the adoption and application of the proposed Merit System Bill, I recommend that a cost of living increment to these employees be considered by the General Assembly.

### 2. *Travel*

I recommend that no further purchases be made by the State of automobiles for the use of employees, with the possible exception of the State Highway Patrol; and that an upward adjustment in the mileage allowance be provided. I also recommend that automobiles presently owned by the State, with the exception of those operated by the Law Enforcement agencies, carry a suitable emblem denoting State ownership.

## XX. PEACE OFFICER RETIREMENT

No class of people in our State assumes more personal risk in behalf of our citizens than our law enforcement officers. None deserves more consideration from the State. Our Police Insurance and Annuity Fund, therefore, is of utmost importance, and I recommend that this fund be given study and placed on a sound basis of operation. I hope the Legislature will work in harmony with the committee representing this insurance fund, to be certain that our police officers can enjoy the benefits which their long and faithful service has merited.

## XXI. NATIONAL GUARD

During the past two years, South Carolina has made rapid strides in the reorganization of the National Guard. All units except three small medical units have been activated. The South Carolina National Guard has now reach a strength of 700 officers and 8,000 enlisted men, as compared with an authorized strength of 807 officers, 46 warrant officers, and 11,348 enlisted men. I urge the young men of our State to take advantage of the splendid opportunities offered for training and development and for service to the State and the nation, by enlisting in the National Guard.

A recent effort to federalize the National Guard, recommended to the Secretary of Defense in the so-called "Gray Board Report," must be vigorously opposed by all who believe in the principle of States' Rights. This proposal is a direct violation of the militia clause of the United States Constitution.

In time of war or national emergency, the National Guard becomes a part of the United States Army, and there is no need to federalize it.

## XXII. VETERANS

Recognizing that our State should do something to benefit veterans who are entitled to assistance, I appointed a Committee on veterans' legislation to study the matter. This Committee was composed of the Commander and one other representative from the following organizations: The American Legion, The Veterans of Foreign Wars, The Disabled American Veterans, The Military Order of World Wars, and The American Veterans. The Committee has made two recommendations:

1. That veterans of World Wars I and II who are certified by the Veterans Administration as having lost at least one leg, or the use of one leg, be awarded a free permanent automobile license plate on one automobile, and be exempted from payment of all property taxes on that automobile. This is a small measure that can be taken to honor these veterans, to whom we are so indebted for their sacrifice.

2. That the sum of \$15,000 be appropriated annually to assist our accredited veterans' service organizations in the work they are doing to help veterans or their dependents with their claims

for compensation and other benefits to which they are entitled. In this way, a small sum may be of great general assistance to those who served in war.

These recommendations represent a modest request from the veterans of our State. Not only do I endorse their request, but I recommend that the General Assembly consider extending these benefits to veterans who have suffered other major handicaps.

### XXIII. GOVERNMENTAL REORGANIZATION

The State Reorganization Commission, authorized by the last General Assembly, is engaged in its task of proposing reorganization plans which will streamline our State governmental machinery. It is a tremendous task to review and study the 109 separate agencies which we now have operating without logical coordination. From this commission I am confident that reorganization plans will be submitted which will coordinate State functions, eliminate duplication and useless activities and bring about efficiency and economy in our government.

Chairman A. L. M. Wiggins informs me that the Commission will submit reorganization proposals from time to time, and I am sure they will receive prompt approval by the General Assembly. The people are expecting prompt action by the Commission and the General Assembly in getting this needed reform in our State government under way.

The findings of the Joint Committee on Reorganization of the General Assembly have already been placed before you. The report of this Committee is most thorough and comprehensive, and I recommend your earnest consideration of its recommendations to modernize the organization and operation of the General Assembly. I want to commend this Committee for the notable promptness with which it undertook and completed its task.

A Commission on Revision of the 1895 Constitution, also authorized by the 1948 General Assembly, has begun work of modernizing the Constitution and eliminating out-moded sections for later submission to the people. The work of this commission also is certain to prove beneficial to our State.

### XXIV. ELECTIONS

The genius of representative self-government lies in the free expression of the will of the people at the ballot box.

Our general election laws have served their purpose and outlived their usefulness. The overwhelming majority of our people want an Australian or single ballot, so that they may cast their votes in real secrecy; they favor a system of permanent registration; they want the poll tax removed as a voting prerequisite by State action; and they believe that voting qualifications should be strengthened. Some of our counties wish to provide voting machines for use in general elections, if their use is made lawful.

Some of these measures can be enacted by legislation at once and others must be dealt with by constitutional amendment. I have recommended them in previous messages, and I urge this General Assembly to take the steps necessary to bring about such modernization of our election laws.

We should also give careful study to the subject of primary laws, so that we can enact in ample time a law providing for the organization of political parties and the holding of party primaries, in case this action should be found necessary.

Other states have primary laws which protect the integrity of political parties against invasion by those who are not in sympathy with their principles and objectives, and we should not run the risk of permitting party primaries in this State to be conducted again by Federal fiat.

## XXV. CONCLUSION

In conclusion, let us remember that one of the most priceless rights of the people of America is the right of local self-government through their sovereign states, guaranteed to them in the Constitution.

The people of South Carolina have left no doubt that they value this right, and they have been willing to fight and endure to protect it.

Our American system is the greatest form of government ever devised by men. It has attained its greatness because our founding fathers wisely divided governmental sovereignty between the Federal government and the state governments. It is essential to the liberty of the American people that this division be preserved, and that the right of local self-government not be destroyed by permitting all governmental power, in local as well

as in national matters, to be drawn to Washington. Concentration of governmental power on the banks of the Potomac is fundamentally as dangerous to human liberty as it was on the banks of the Tiber in Italy, or on the banks of the Rhine in Germany, or as it is on the banks of the Volga in Russia.

The greatest safeguard against Federal encroachment upon state sovereignty is a vigorous people exercising their sovereignty in their domestic concerns through a self-reliant state government.

We must assert and protect the rights of our State; but we must not neglect our correlative responsibilities.

We must not abdicate the proper functions of the State in its constitutional sphere of jurisdiction, nor suffer them to be lost by supine reliance upon the Federal government, where the duty is ours.

Whenever and wherever changing times may demand that the powers of the Federal government be broadened, the Constitution provides the process of amendment.

It is our solemn duty not only as South Carolinians but also as Americans to oppose any and every attempt to whittle away from the States the rights reserved to them under the Constitution.

As your Governor, I have fought to preserve the rights of the States and constitutional government in the United States, and as long as God gives me strength, I shall continue to fight for those principles of government upon which I believe the future welfare and happiness of our people depend.