"I shall see no East - no West - no North - no South, but one great State of Florida."

The Message of
Governor Haydon Burns
To the 1965 Florida Legislature

Tallahassee
April 6, 1965
Gift of

Valarie Lockwood
Article Four of the Florida Constitution provides that the Governor "shall communicate to the Legislature at each regular session information concerning the condition of the State, and recommend such measures as he may deem expedient."

The 1965 Legislature convened on April 6, and on that day the Governor presented this message to the members of the Senate and the House of Representatives.
GOVERNOR HAYDON BURNS
Mr. President, Mr. Speaker, my colleagues of the Cabinet, Honorable Justices of the Supreme Court, distinguished members of the Legislature and ladies and gentlemen.

It is with pride that I appear before this joint session of the Senate and House of Representatives at your gracious invitation to carry out the mandate of the Constitution that the Governor "communicate by message to the Legislature at each regular session information concerning the condition of the State, and recommend such measures as he may deem expedient."

But my pride is tempered by sincere humility and full realization of the tremendous responsibility that has been placed in my hands by the people of FLORIDA. I have but one goal as Governor — to give the people of FLORIDA a state government attuned to the needs of the times and dedicated to enriching the lives of each citizen. The recommendations I shall lay before you today are designed to assist in achieving this goal.

It is my duty to recommend those measures I deem in the best interests of the people. It is your duty to weigh these recommendations and to determine whether they are to be translated into law. Under our democratic system, it is only you of the Legislature who may enact laws. I place myself in your hands with full confidence that your decisions will be right. I know that your dedication to FLORIDA and our people is as great as my own.

I pledge to you that the laws you enact will be administered faithfully and with good spirit. Floridians are fortunate that our forefathers had the insight to place the administrative branch of state government under our unique and remarkably effective Cabinet system.

The brief period I have sat in the Governor's chair has given me an even greater appreciation of the Cabinet system which has made the transition of one administration to another so smooth and has provided the continuity of policies and services so important to the proper functioning of our government.

I shall never be able to repay the debt I owe to my Cabinet colleagues for steering me so carefully over the shoals during these early days in new waters. I want the Florida Legislature to know that we have an administrative team — a team in which every member has a voice, but a team that works in harmony toward the common goal.
I wish to acknowledge to the Legislature the dedication and competence of my Cabinet colleagues — Secretary of State Tom Adams; Attorney General Earl Faircloth; Comptroller Ray Green; Treasurer Broward Williams; Superintendent of Public Instruction Thomas D. Bailey and Commissioner of Agriculture Doyle Conner. In days past and for years ahead the sound, stable and friendly counsel of our recently passed friend and colleague, the Honorable Ed Larson, shall be sorely missed.

It is due in no small measure to these Cabinet officers that I have the pleasure of reporting to you that FLORIDA government is moving forward with progress in all fields.

Our State is prosperous, with millions of dollars in new industry established since the Legislature last convened in this chamber, and our average personal income among the highest in the Southeastern United States.

FLORIDA's growth maintains its high pace. But this very growth that expands our prosperity is also the source of our major problems. It presents a tremendous challenge to us.

We must endeavor to meet and overcome current problems. And with the sure knowledge of still greater growth, we must adopt plans to solve problems that will develop in the future. We cannot be content to merely try to catch up. We must overhaul and pass them.

FLORIDA is prosperous, yes, but not all of our citizens are prosperous. There are Floridians who are underfed and underclothed. There are Floridians who are afflicted. There are Floridians who are unfit to take their place in the labor force because of lack of education and training.

Too much of our greatest resource, our people themselves, is being wasted. We must strive to develop the full potential of our human resources.

We must move ever forward in our education program. We must provide the training grounds in science and technology to equip our young people for the space age of which FLORIDA is so important a part.

We have built a wonderful way of life here in FLORIDA. We must assure it by developing and safeguarding our natural resources. We must take the necessary steps to expand our economy, built on the three great keystones of tourism, agriculture and industry.

I am gratified to report to you that race relations are proceeding in an orderly manner. Our people are practicing tolerance and understanding.

In relationships among all people, the Golden Rule should prevail. Hate, with all its kindred evils, should be eliminated from the hearts of men. Preju-
dice and bigotry, whether religious or racial, are damaging to our economic prestige and tear down and destroy the fabric of human character. They have no place in our government.

As we open this Legislative session, I strongly emphasize the needs to strengthen our education, health, highway, conservation, research and training programs.

I would be remiss in my duties as Chief Executive if I did not bring forcefully to your attention that we must accomplish a new apportionment of the Legislature before July 1st.

We have a choice: Either we do the job ourselves under the rule laid down by the United States Supreme Court; or we throw in the towel, admit defeat and turn the task over to the federal courts.

This is not a matter that can be brushed off. It is a solemn responsibility to which we must face up. I regard the matter of Legislative apportionment so seriously that I believe it must be approached by special session of the Legislature that can devote every bit of its experience and knowledge to developing a fair and equitable solution within the mandate of the federal supreme court.

I therefore respectfully request and recommend that you consider no apportionment bills during this regular 60-day session when your minds and energies will be concerned with appropriations and governmental services.

I proclaim here and now that within a few days after final adjournment of this regular session, I shall summon the Legislature into special session to deal with the apportionment, and only with apportionment.

I shall not interfere with your work in this field. Constitutionally apportionment is solely the responsibility of the Legislature. I have every confidence that this Legislature can and will do the job. I will be ready at all times to give you any and all assistance you may seek of me in reaching a solution. I cannot believe that the FLORIDA Legislature is going to turn over this responsibility and duty to the federal courts.

FINANCES

As Chairman of, and in behalf of the Budget Commission, I present to you a balanced budget.

FLORIDA is in a healthy financial condition. We will end this current biennium with 25 million dollars in excess of the amount required to meet needed General Revenue appropriations for the two-year period.
Revenue Outlook for 1965-67 Biennium

Personal income growth will continue to expand the volume of retail sales upon which the Florida revenue system is heavily dependent. Population growth is currently estimated to be approximately 4 percent annually. We will have more than 6,500,000 residents before the 1965-67 biennium closes.

On the basis of these economic prospects, we estimate that existing taxes will yield General Revenue income of $1,071,400,000 for the 1965-67 biennium. This amount represents an increase of 10.5 percent over the $969,400,000 anticipated in 1963-65.

Funds Available During 1965-67 Biennium

Under present law any unencumbered balance remaining in the General Revenue Fund at the close of a biennium must be transferred to the working Capital Fund. It is then available only for equalization transfers to the General Revenue Fund during months when disbursements normally exceed receipts, to be repaid later in the same year when receipts exceed disbursements. I am of the opinion that the authority of Section 215.18, Florida Statutes, together with the shifting of the seasonal pattern of revenue receipts makes changes in the Working Capital Fund now unnecessary. I, therefore, recommend that provision be made for use of the estimated 28 million dollar balance (25 million from current biennium plus 3 million from 1961-63) of the Working Capital Fund be made available to meet General Revenue appropriations for the 1965-67 biennium.

With this change in the Working Capital Fund, total funds available during the 1965-67 biennium to finance General Revenue appropriations will amount to $1,099,400,000.

Recommended Budget, 1965-67 Biennium

We have recommended a total General Revenue budget amounting to $1,085,655,761 for the 1965-67 biennium. This is 15.1 percent above estimated expenditures of General Revenue during 1963-65. In the light of this financial forecast I can see absolutely no justification for any new increased taxes during this session. The budget includes $483,820,463 for operations of state agencies, $577,189,137 for aid to counties, and $24,646,161 for state capital outlay projects.

Aid to county schools and junior colleges will total $548,100,000 during the biennium, an increase of $60,900,000. In addition, our recommendations provide for $33,319,000 for junior college capital outlay from bond proceeds and uncommitted tax receipts in the bond program.
Higher education operating expenditures are recommended at $136,900,000, an increase of $23,200,000 from General Revenue. In addition, the sum of $37,881,000 is recommended for capital outlay from the bond program fund, including $7,000,000 for the East Central Florida University and $5,000,000 for the new West Florida University.

State institutions (including Mental Health, Sunland Training Centers, Child Training Schools, Prisons, Tuberculosis Hospitals, and the School for the Deaf and the Blind) are recommended to have $106,900,000, or $14,600,000 more than during 1963-65.

Provision has been made to start the acquisition of land necessary for the continuation of our flood control and water management projects and we have recommended $10,900,000 for this purpose. Funds have been recommended to increase the Highway Patrol from its present strength of 538 to 650, or an increase of 112 troopers plus the necessary support personnel.

In all areas the Budget Commission’s recommendations have taken cognizance of increased financial requirements, whether it be for students in our universities, welfare recipients, patients in our hospitals or new parks to be opened.

Detailed descriptions of the recommendation for each agency are contained in the Report of the Budget Commission which is now in your hands.

Included within these recommendations are the Budget Commission suggestions for a solution to the serious problem of compensation to the top executive and judicial positions in state government. Salaries at these levels must be reasonably competitive with comparable positions in other governmental jurisdictions and in private industry. We have made a study of this problem and commend our findings to your most serious attention.

The Budget Commission’s recommendations will provide adequate financing for state government at the current level of services and will provide for such needed increases and expansions as are justified at this time in the areas where growth is demanding it.

This entire budget reflects many weeks of arduous hearings, study and labor performed by members of your Cabinet, sitting as the Budget Commission, which meetings were attended and assisted by members of both houses of Legislature assigned by your presiding officers. It provides for a program that will insure the continued growth and orderly development of our State. I recommend and, yes, urge that you pass an appropriations bill based on this budget. In doing so, I repeat emphatically, no new revenue or any new taxes will be needed, and I, therefore, strongly oppose any tax increases.
TAXES

Due to the growth of this State since the turn of the century, our tax structure has developed piecemeal. When our present Constitution was established in 1885 it was only natural that real estate should be made the base of the state tax structure, for then we did not have available, in any appreciable amount, such sources of revenue as taxes on cigarettes, beverages, race tracks, utilities, intangibles, documents, general sales, gasoline and many other forms of excise taxes that have since become available. Real estate, then, was considered the tax base of state, county, and municipal revenues. In later years the State retired from the ad valorem field. With the increased demands and needs of our people for public services we all know that real estate can no longer serve alone as a tax base in our counties and cities.

Our local governments are called upon to provide numerous services that are not provided by the State. Thus far, they have met the challenge. But, having served as Mayor of one of the largest communities in FLORIDA for fifteen years and having been active in the Florida League of Municipalities and frequently associated with various county officials, I feel qualified to tell you that these instruments of government, both county and city, are in urgent need of help. Many of our present programs to provide tax revenue were conceived in haste of emergency, and they contain inequities and disparities which should be corrected and remedied.

For example, there are many, including myself, who think the intangible tax is doing more harm than good. It has in many instances stood as an obstacle to citizens and business concerns of other states becoming residents here. Time will not permit a comprehensive study of our tax structure to be made and completed in time for your consideration during this session. So I recommend and urge that you establish a Commission for Tax Reform, composed of persons from within and without government, authorized, empowered and directed to make a thorough study of the sources and conditions of our tax system on all levels of government — state, county and municipal — pointing out existing inequities and defects, with recommendations of reform sought to be accomplished.

I would suggest that this Commission be composed of no more than eleven members, five of whom would be laymen appointed by the Governor, three of whom would be members of the Florida Senate appointed by the President and three of whom would be members of the House of Representatives appointed by the Speaker. To do its work effectively, this Commission will also require a competent staff of researchers.
I am not unmindful that the 1955 Legislature created a Citizens Tax Council for a comparable purpose. But I point out that this study is now nearly ten years old. Our rapid growth during that decade renders it inadequate to serve the need for tax adjustment.

This Commission should be required to file its report with the President of the Senate, the Speaker of the House, the Governor and made public no later than June 30, 1966. It will be of great value to the 1967 Session in producing a more equitable and fair system of supporting government.

An area which would provide fertile ground for a Commission for Tax Reform to plow, in my opinion, is the funds collected by many of the State's regulatory boards. These funds, under law, can be spent only by the boards by which they are collected. Most of the boards have surpluses, and the total amounts to a substantial sum. I would like for the Commission for Tax Reform to consider the feasibility of funneling all fees collected by regulatory agencies into the general fund, from which the Legislature would appropriate operating funds for the agencies involved.

The entire picture of earmarked funds bears careful screening.

Because of special purpose taxes enacted during the past two decades, 58.3 percent of the State's total income is not a part of the General Revenue and thus escapes review by the Budget Commission and the Legislature.

A total of 1.5 billion dollars in revenue is earmarked, either by statute or constitutional provision, for specific programs and is not available for appropriations for other purposes.

Certainly there is justification and merit in the earmarking of some tax revenues for specific programs. But it is my belief that a review of all earmarked funds will prove beneficial.

AUTO TAG SALES

For the immediate present, I am concerned about the high cost of automobile tags and the effect the collection procedure has on the pocketbook of the average citizen.

At the last session of the Legislature a plan was initiated by Chapter 63-528, Laws of FLORIDA, to change the anniversary date of auto tags from January 1, advancing one month per year until 1970, at which time the license-tag-year would run from July 1, to July 1. To implement the plan, provision was made that during each of the next six years the annual license would be the normal statutory tax, plus one-twelfth; or stated differently, our citizens would pay thirteen months of tax for a twelve month license tag.
July, as an anniversary date, was considered for the reason that expenses during the Christmas holidays make it difficult for many people to purchase their license tags in January or soon thereafter.

As well conceived as the plan may be, it is my view that July and August traditionally have come to be vacation months when families enjoy a holiday together and oftentimes become tourists of our own State, thereby benefiting our economy.

The requirement that automobile tags be purchased in July and August would, in many instances, defeat or curtail the family vacation plan. It is, therefore, my recommendation that you amend Chapter 63-528, Laws of FLORIDA, by providing for an anniversary date beginning March 1, of each year. I urge also that you increase the grace period allowed for their purchase from 50 days to 60 days. This will mean that our citizens will then have through April to buy their tags, approximately halfway between Christmas holiday expenses and vacation expenditures, and at a time of year when our state economy is running at its highest.

By doing this, it will no longer be necessary to add the additional one-twelfth tax and our people will get the benefit of a reduction; effective with the next license year.

I would ask the Commission for Tax Reform previously recommended to give top priority to the matter of high auto tag costs.

The immediate reduction in the price of license tags by dropping one-twelfth of the tax will cause some loss of estimated annual revenue. But it is one that we can and must absorb. Just as our citizens tightened their belts to pay the extra month of tag expense in 1964 and again in 1965, our government must tighten its belt to the extent of absorbing this adjustment.

SENIOR CITIZENS

I am terribly distressed that many of our elderly citizens who live in mobile homes and house trailers, located on permanent home sites or in communities designed for their usage, have been victimized by a recent decision of the FLORIDA Supreme Court which described these facilities as personal property and subject to ad valorem taxes.

I take no exception to the Supreme Court decision. The Court was bound by existing laws and the Constitution.

I implore the Legislature to consider that under our present Constitution a retired person residing in a mobile home valued at 5 thousand dollars must
pay the full ad valorem tax rate against this home as personal property. At the same time his neighbor residing in a conventional-type 5 thousand dollar residence is excused from all real estate taxes by virtue of the homestead provision of the Constitution.

On the basis of current millages levied by cities and counties, the permanent trailer resident owning a $5,000 trailer in Miami would pay $36.43 per one thousand dollars valuation in personal property taxes, or $182.15; in St. Petersburg he would pay $40.44 per thousand dollars, or $202.20; and in Tampa he would pay $71.00 per $1,000, or $355.00. I emphasize again the owner-resident of a conventional home pays no ad valorem taxes on the first $5,000 valuation.

Those thousands of senior citizens who have chosen to live here obviously are not the group that cause a drain on our services such as schools. These are people on limited retirement incomes, many of whom sold their residences in other states in order to find peace and contentment here.

Previously, owners of mobile homes and house trailers have paid taxes to the state through purchase of motor vehicle licenses. Last year there were 118,000 such licenses sold in FLORIDA. Using the average FLORIDA family retirement income of $427.00 per month, this totals $48,000,000.00 in our overall economy.

Now, many of them are faced with no choice but to leave our state. Further, this tax situation is discouraging untold thousands of others from coming here.

I recommend a Constitutional amendment, to be submitted to the people at the next general election, which will have the legal effect of exempting from taxation those Senior Citizens 60 and over who live in mobile homes or house trailers. This exemption would simply parallel the exemption for senior citizens already established by the State of Florida on fishing licenses and personal property exemptions now extended to widows and disabled war veterans.

Two years ago this distinguished Legislature created the Florida State Aging Commission. The wisdom and experience, to say nothing of the personal satisfaction of having our senior citizens with us, inspire us to do all we can to assist them in being comfortable and happy during their golden years.

This Commission has been handicapped by lack of financing during the last two years. I strongly recommend that you approve the Budget Commission’s recommendation of funds to enable the Commission to perform the task which you assigned it.

In 1957, the Employment Service Division of the Industrial Commission renewed its program of service to Older Workers over the age of 45.
However, I am calling upon the Legislature to enable the Industrial Commission not only to intensify these efforts but to establish within their program special services designed to assist Senior Citizens in obtaining part-time employment and to make available to industry their accrued talents and knowledge.

EDUCATION

Advancement in education is the foundation stone of our progress. Equal emphasis must be given to every segment of our public school system from the elementary school to the graduate school. We realize that only through qualified and competent teachers instructing reasonable class loads can we develop the maximum of every young person's capacity and lessen high school dropouts and withdrawals of first year college students.

The State's emphasis on education has been demonstrated over the years by the assistance extended each of our 67 counties for meeting their educational needs. The formula enacted in the last session of the Legislature for a 75 percent state contribution to the Minimum Foundation Program is just another example of the state recognizing its primary responsibility to assist the counties in the cause of education.

I recognize that too many of our teachers are under-paid. I am also quite aware that because of salary differential we are losing the benefit of trained and talented educators to the more lucrative offers of private enterprise.

Recent landmark court decisions, which will affect all counties in FLORIDA, will provide new and additional monies at the local level. These funds will be used at the discretion of local officials and this money not only might well, but should, include teacher salary adjustments.

Real estate, like any tax source, has its breaking point and this relief can only be considered temporary. The long range solution to the problem of money for education as well as other state and local needs will only be found through a complete tax reform as I discussed earlier.

During the past few years, FLORIDA has developed a community junior college program of which we are justly proud. There are at the present time 20 junior college areas operating in FLORIDA and the enrollment as of the fall of 1964 was 59,000. At the present rate of growth, before 1970, we will be providing opportunities for all young Floridians to attend a community college near their homes.

Enrollments in our five state universities this year total approximately 38,000 and are expected to double by 1970 and to reach an estimated 153,000 by 1975.
I am pleased to report there is presently on the drawing board of architects and under contract to them more than $80 million in university and junior college construction. On March 23rd, the State Cabinet sold an additional $25 million of bonds previously authorized by the Legislature and being part of the university construction program which was supported at the polls by the citizens of FLORIDA.

The budget recommended by the Cabinet calls for the issuance of another $50 million of these bonds and provides further for $21 million to be found in surplus revenues of the utility tax. This makes a total of more than $176 million dedicated to university and junior college construction, both now and during the coming two years. Even with this figure, the highest in the history of this or possibly any other state, it is quite obvious that our requirements for the immediate years will call for future Legislatures to give equal or even greater emphasis to this area.

With this kind of expansion greater demands for faculty as well as buildings will be made on us each year.

Knowledge is our greatest asset. This is evident in the development of skills and trades as in the academic endeavors. Strong emphasis is urgently needed in the development of full offerings of technical training in our Junior Colleges.

The leaders of tomorrow are produced in our colleges and universities and for them there is no substitute. It is not enough to provide the facilities; we must above all, provide quality education and develop a far-reaching and efficient pattern for the administering of our state university system.

ROAD DEPARTMENT

The fact that FLORIDA is the second fastest growing state in the nation is a source of justifiable pride to every citizen.

The requirements for both services and facilities confront us with problems at a rate inconceivable to most other states in the nation.

I am glad to report that road construction today is at a record peak in FLORIDA. Currently, there are $357 million in road and bridge projects under way in our state-maintained highway system.

However, even this multi-million dollar expenditure is not enough. Our needs far exceed our ability to finance all the necessary highway improvements.

It is also ironical that we have become a victim of our own high standard of living. Our ability to purchase and operate new automobiles in unprecedented numbers has imposed a tremendous burden on our existing highway network.
FLORIDA is the most automobile-conscious state in the nation. We have one vehicle for every 2.1 persons while the national average is one vehicle for every 3.1 persons. The three million Florida-owned automobiles plus the 2.5 million out-of-state vehicles that tour our state each year create an avalanche of traffic that would strain the most modern highway system in the nation.

Operating with limited funds, we must exercise objective deliberation in preparing a priority construction program for every district. We cannot afford the luxury of isolated highway improvements.

The roadbuilding policy of this administration is to spend our construction dollars to meet the most critical traffic problems.

I believe the priority construction program for our 1,150-mile Interstate System reflects this policy.

Immediate priority has been given to the completion of Interstate Route 95 in Dade, Broward and Palm Beach Counties. This route also will be completed from Daytona Beach to the Georgia line. This program also includes the construction of both the North-South and East-West Expressways in Miami.

Equal priority has been assigned the completion of Interstate Route 75 into downtown Tampa to connect with the East-West Expressway now serving that metropolitan area. Construction of this final link will complete this 214-mile Central Florida freeway from the Georgia line to its intersection with Interstate Route 4 in Tampa.

Route 4, now complete from Daytona Beach to Pinellas County, will be extended to downtown St. Petersburg.

In West Florida, Interstate Route 10 will be immediately completed from the Alabama line to Milton in Santa Rosa County. Last week the State Road Department took bids on the missing link to connect the completed segment north of Pensacola with a 22-mile project now underway in Alabama. Presently, a southerly route into the vicinity of Panama City is being sought for the further extension of this superhighway.

I am happy to report that all of these limited-access highways will be equipped with adequate rest areas that will include picnic, water and sanitary facilities.

The warranted emphasis given the completion of our Interstate System does not detract from the importance of improving and expanding our primary and secondary highway systems.
The four-laning of our most heavily-traveled U.S. routes and continued improvement of our vital secondary network is essential to the safe movement of our record traffic.

The State Road Board and the 67 individual Boards of County Commissioners must exercise sound judgment in selecting top priority projects. All must work in an atmosphere of complete cooperation if we are to receive maximum mileage from every dollar spent for road construction.

In the past 10 years, 488 motorists lost their lives on roads that parallel canals. There are some 1,250 miles of this narrow and hazardous type highway in nine South Florida Counties.

This condition must and will be corrected. At the direction of the Governor, the State Road Board has initiated both long range and emergency programs to eliminate these deplorable conditions.

Obviously, the long range program will require complete relocation of many of these highways. Emergency action is now under way through the installation of guard rails and other protective measures.

Our highways are actually our front yards and their appearance should reflect our personal pride in the natural beauty of our state. I have directed the State Road Department that all plans for future highway projects must include attractive beautifying landscape features.

FLORIDA TURNPIKE AUTHORITY

The 265-mile Sunshine State Parkway (Turnpike) is an accurate barometer of the traffic volume we must accommodate as the number of annual visitors increases.

This multi-laned, limited-access toll road is one of the safest traffic facilities in the nation, and earnings have far exceeded the most optimistic projections of its planners.

Expected to return 12.7 million dollars during the calendar year of 1964, the Turnpike actually earned 14.2 million dollars. The Turnpike Authority is confident revenue during the calendar year 1965 will climb to an impressive 17.5 million dollars.

DEVELOPMENT COMMISSION

Under the new and able leadership of one of America's outstanding business executives, who is serving without compensation, the Florida Development Commission has new life, zeal and imaginative guidance.
Already the Florida Council of 100 and the industrial staff representatives of the local chambers of commerce have been welded together into the greatest sales team to ever represent any state. A dramatic, but factual approach has been launched to attract new investors of capital and developers of new industry. Supporting planned programs of personal interviews will be one of the greatest and most effective advertising efforts ever directed at the attraction of new payrolls.

Recent cooperative advertising programs directed at tourism are proving their worth by the fact that this year our out-of-state visitors are at an all-time high. Tourists pay approximately 17 percent of all taxes received in the state treasury. Of even broader benefit are the billions of dollars that are pumped into FLORIDA'S economy by out-of-state visitors.

I ask an amendment by this Legislature, increasing the number of commissioners from 9 to 13. It was the concept of previous legislation founding the Development Commission that there be one commissioner for each congressional district and one at large. Since that time our growth has increased our congressional districts from 8 to 12. The increased effort and time required and the many diverse interests of a FLORIDA on the move, I believe, warrant these additional commissioners, all of whom serve without compensation.

WORLD'S FAIR

FLORIDA'S new World's Fair exhibit is the single greatest promotional effort ever in the history of our State. This administration, working in concert with the Development Commission, World's Fair Authority, the Cabinet, leadership of both the House and Senate and the Citrus Commission was successful in making free a true extravaganza for all to see.

A full scale aquatic production under sponsorship of the Citrus Commission to the extent of 500 thousand dollars is the backbone of the show. The New York World's Fair officials have expended more than $300,000 to convert the 8,000 seat stadium into a marine theater at our request, but at no expense to FLORIDA. This expansion of the FLORIDA exhibit physically moves us to the front row on the midway. It completely relieves the isolation suffered last year, despite which the 1964 FLORIDA exhibit drew 5,000,000 visitors.

Last year everything had a price tag ranging from twenty-five cents to $3.00. This year, everything at the FLORIDA exhibit will be free. No one will be able to miss the ski show, porpoise show, Seminole village, alligator farm and all of the beautiful exhibits in the FLORIDA pavilion. Our problem now will be in handling the crowds.
Since this is a one-time effort of such magnitude, it warrants and must receive separate and special appropriations consideration.

**RACING COMMISSION**

The racing industry in the State of FLORIDA continues to reflect a definite trend upward which is indicative of the overall progress in the general economy.

Thoroughbred, Harness and Greyhound racing, plus Jai-Alai, have accentuated their importance in the overall economic structure of our state as well as the paramount role they play as a tourist attraction. Every indication points to the establishment of numerous all-time records in the four categories mentioned above during the present administration.

Thoroughbred breeding has become a source of tremendous capital investment as there are now 133 horse farms in FLORIDA. The quality products from this industry are now apparent to all America.

All of racing is in high gear. For an eight-month period ending March 3, 1965, overall attendance climbed 10.2 percent from 5,000,000 to 5,500,000. Wagering increased 12 percent to $304,000,000. The state’s treasury received $28,000,000, an increase of 12.5 percent.

**INTERAMA**

Today, I take pleasure in reporting that Interama is on the threshold of fulfillment. For many years the citizens of FLORIDA and Latin American countries have looked forward to the day when the Inter-American Center Authority would become an operating reality.

The site for this “Gateway to the Americas” is now being readied. This 680 acre development in Greater Miami will provide our nation with its first permanent international exposition which will be a showcase of the American Way of Life.

It is anticipated that 75 million visitors from all over the world will come to Interama during the first three years it is open to the public. It will create thousands of jobs during its period of construction and more important, it will provide thousands of permanent jobs after it has been completed. Millions of dollars of income for our citizens and tax revenue for our state will be generated by the successful completion of Interama.

Individuals who have contributed to the progress of this project include everyone from interested FLORIDA citizens to the President of the United States. Our able Congressional delegation was able to obtain a 22 million dollar loan for this project and has introduced legislation to secure additional monies.
Interama is located on an excellent site along the Intra-Coastal Waterway with ample room for expansion. The site has been cleared and filled and is now ready for construction of roads, pavilions, buildings and installation of utilities. I have instructed the State Road Department to expedite the planning and construction of access and internal roads and can assure you that the design of these facilities is now underway.

This is a unique and exciting project that will enhance the economic, cultural and international interest of our State. It is one which we display with pride.

HOTEL AND RESTAURANT COMMISSION

The Florida Hotel and Restaurant Commission is charged with the responsibility of licensing and maintaining standards of safety and sanitation by inspection for the protection of our traveling public. This state-wide responsibility to insure comfortable and healthful conditions is being carried on by a department presently limited to only 66 field inspectors.

Our public accommodations, which include hotels, motels, apartments, rooming houses and restaurants consist of 61,000 licensed public establishments; 482,000 rental units; and over 870,000 seats for food service all of which represent a colossal financial investment in FLORIDA. During the past year alone nearly 315 million dollars were spent on construction and renovation of these types of facilities.

FLORIDA INDUSTRIAL COMMISSION

Another great service and regulatory agency is the Florida Industrial Commission. In addition to its many other duties, the Commission embraces the ever-important Employment Security program, and it is making great strides in job placement and the helping of youth and chronically unemployed. Plans are underway for the opening of Youth Opportunity Centers in Miami, Jacksonville, the Tampa-St. Petersburg area, Fort Lauderdale, Orlando, and Pensacola.

This federally financed program will find jobs for young people who work part-time while in school, and likewise assist our rural youth. It is estimated that these centers, as an example, will serve per year approximately 12,000 young people in Miami; 16,000 in Jacksonville, and 12,000 in the Tampa Bay area.

The present total payroll of FLORIDA employers covered by the Unemployment Compensation program is three billion dollars. Last year, our non-farm employment was approximately one-and-a-half million persons, and it is anticipated by 1970 our total employment outside of agriculture will be around two million.
Twenty-five years ago, only 10,000 firms and less than 400,000 workers in FLORIDA were covered by Workmen's Compensation Insurance. Today, there are more than ten times as many employers and some one-and-a-half million employees covered. Looked upon as a model by other states, the Florida Workmen's Compensation program has proven to be one of the most effective enactments of the Legislature, particularly in the fields of rehabilitation and industrial safety. We shall continue our vigilance against on-the-job accidents to eliminate human suffering, prevent loss of income to families and hold down the cost of workmen's compensation insurance.

BANKING

The economic character and status of Florida is changing and rising at a pace likened to the missiles and rockets that are contributing so much to its transition.

Big industries, large scale commerce, and new and expanding businesses are dependent on strong banking facilities. They require accommodations and services operating in full concert with their every need.

The method of granting banking charters, for growth limitations and changes of regulations, all will be likely subjects before this Legislature.

I urge that your considerations, evaluations, and actions be of the same progressive tenor as are FLORIDA'S new and demanding banking requirements.

CONSERVATION

Civilization is dependent upon its water, land, forest and mineral resources. How these basic resources are managed influences man's health, security, economy and well-being.

If we fail to conserve them now through sound planning and programming, we face disaster in future years. We cannot take the bounty of Nature for granted. Our basic resources can be exhausted.

Our State Board of Conservation recognizes the need for development of programs of maximum wise use of our resources. The Board of Conservation is cognizant, too, of the need for assuring that our children and their children also have the benefits of the resources which provide so much to us today.

The Board is concerned particularly with our fresh water resources. Water literally is the fuel upon which FLORIDA runs. We must have good water to drink. Our groves, pastures and croplands would soon wither and die without it. It is one of the prime essentials to industrial production.
Water usage will double in FLORIDA in the next decade. We must invest now in water conservation if we expect to reap the dividends of expanded tourism, agriculture and industry in later years.

We must manage our water resources to prevent floods in times of excessive rainfall, and to create reserves upon which to draw in times of drought. Good planning requires that we procure the lands needed for water storage pools.

FLORIDA has made great strides toward proper water management. In Southeast Florida, the Central and Southern Florida Flood Control District has protected the people from floods and released for community and agricultural development lands that 20 years ago were considered useless. However, our mushrooming cities are daily increasing their demands for water. We cannot gamble that the water will be available. We must assure that it will be. Already, the space cities of Cocoa and Melbourne are feeling the pinch of water shortages. Similarly, several cities on the west coast and others around the state are suffering water problems.

We must meet these present and future threats to our water supplies. This will require sound technical planning and adequate financing.

As the Tampa Bay area expands almost beyond belief, the planned works of the Southwest Florida Water Management District and its Four Rivers Basin project will be called upon to eliminate the floods; and to help provide the fresh water for the people, the industry and the agriculture that will insure the prosperity of the popular West Coast.

All of Florida benefits from these two great water management projects. We must acquire without delay the necessary water storage lands that these projects demand, not just so the projects can accomplish their water management purposes, but also so the great outdoors of this State can be protected and preserved as we know it for the recreation of our citizens and for the sanctuary of our abundant wildlife.

The Cross State Barge Canal, which is now well along with major construction underway, presents to us a major crisis in meeting the state's share of Federal-State obligations.

Congressional appropriations and the program of works by the Corps of Engineers will soon overrun the available rights-of-way and reservoir areas. It is the responsibility of the state to acquire these lands.

Instead of delay, we should be thinking in terms of completion and availability of this vital transportation link, which will make the beginning of a new
economic era for industry, commerce, business and agriculture alike. It is imperative that the land acquisition monies be made available now and on a continuing basis so that we will see this project reach the earliest possible fulfillment.

Though this project was conceived and initiated nearly 25 years ago, its construction beginning has only become a reality since the last session of the Legislature.

Thus, this session is the first to be realistically confronted with the problem of immediately providing the required rights-of-way funds.

Pollution of FLORIDA'S rivers and streams must be curbed or controlled. We must broaden our research efforts and find a way to prevent or control contaminants which are being increasingly discharged from homes, factories and plants. Reckless pollution of our water and air is not only a serious hazard to the health of our people, but it damages vegetation, livestock, metals and building materials.

There must be adequate plans for the protection of our beaches from the ravages of erosion and storm damage and for their restoration. These beaches are indeed one of our most valuable assets.

We must strengthen and enforce the salt water fishery conservation laws, press forward in the battle to control the fish-killing Red Tide, and support the Board of Conservation's marketing program. To safeguard our salt water fishery, I recommend an increase in the enforcement personnel for this Board.

**FLORIDA FOREST SERVICE**

Forestry conservation is another of the keys to FLORIDA'S economic security. Our timber and allied industries produce more than one billion dollars annually and provide employment to more than 100,000 residents of our State. It is good business for the state to support forestry conservation and to encourage the reforestation and fire suppression programs.

I have every reason to believe that measures to strengthen conservation procedures and enforcement will be presented for your consideration.

Our woodlands are invaluable to us. Twenty-one million acres of FLORIDA'S total land area of nearly 35 million acres are woodland. And nearly 13 million acres of these woodlands are owned by small independent timber farmers who support their families from the sale of their forestry products. It is these small timber farmers who will derive the benefit of sound forestry conservation programs by the State.
The paper industry is a major factor in our economy. In addition to its payrolls, the industry spends millions of dollars in research and supplies. Its woodlands — more than 4.5 million acres — are open to hunters and fishermen and in cooperation with the Forest Service picnic and rest areas have been created within them.

Our forests are more than an economic asset. The woodlands play a major role in conserving our soil; retaining water; and they provide the habitat for our bountiful wildlife resources.

**AGRICULTURE**

Our gigantic and complex agricultural industry accounts for an astonishing four billion dollars of our state’s annual economy. Inspection forces are constantly at work to insure that our food supply is safe and wholesome. The work being done by Florida’s Experiment Stations and Extension Service is outstanding, and it is in the interest of all Floridians that our agriculture be not only progressive but prosperous.

With pride, I quote from an Associated Press dispatch out of Washington on March 11th of this year, as follows: “FLORIDA has passed California in net income per farm and now stands second in the nation. The U. S. Department of Agriculture said the average FLORIDA farmer netted $12,224 in 1964. This compares with a 1963 net of $9,311 and represents an increase of 31 per cent. Arizona — a state with large farming units — leads the nation with an average net of $19,363.00.”

Our growers and ranchers must have good roads for the distribution of their products and we must expand our research in marketing, nutrition and utilization.

The Industrial Commission, even in recent weeks, has been most effective in the problem of obtaining and retaining adequate harvest labor so essential to all segments of agriculture as well as citrus.

FLORIDA leads the world both in the growing and processing of citrus. This is an outstanding example of what can be accomplished by dedicated people working hard under the free enterprise system.

This industry, so vital to our economy, has always solved its own problems without seeking subsidies or handouts. I understand a united industry will present to you new legislation designed to enable it to continue this commendable policy, in light of rapidly increasing crop sizes and their attendant marketing problems. I commend that legislation to your earnest consideration.
FLORIDA DEPARTMENT OF PUBLIC SAFETY

The Florida Department of Public Safety reports that last year 1,542 people died from traffic accidents; 87,055 were injured; and actual property damage exceeded 50 million dollars. The economic loss to Floridians is estimated to be the staggering sum of 266 million dollars. During the past few years we have witnessed increased liability rates together with higher premiums for other types of insurance policies, and the traffic toll in most instances has been an important factor in these increases. This tragic loss of life and limb and its resultant financial burden must be curtailed. Our population increases by over 4,000 families weekly, and although we welcome these people to our State, it nevertheless creates additional problems that we must cope with.

I urgently recommend that you take the necessary steps to eliminate dangerous violators from our highways, both by laws and appropriations. I most strongly request that you support the Cabinet's proposals to employ additional Highway Patrolmen in sufficient number to adequately enforce our traffic laws and thus protect the public.

LAW ENFORCEMENT

My administration is committed to a policy of strict enforcement of all laws with special emphasis on the anti-gambling, pornographic, narcotic, and illicit whiskey traffic. Further, we owe a duty to our citizens to stamp out as far as possible all crimes of violence.

The law enforcement officers at all levels of Government have the full support of the Governor in the performance of their duties. I shall expect of them a faithful discharge of their sworn responsibility. By the same token, I will not tolerate any public abuse or disrespect of any law enforcement officer.

BEVERAGE DEPARTMENT

The Beverage Department is operating efficiently and effectively. Tight enforcement is protecting against sales to minors and those who make illegal sales after regulated hours.

The estimated yearly tax collection of all beverages in the state based upon 1964 figures is $30,000,000, with the estimated yearly tax collection of cigarettes amounting to $56,000,000.

However, legislation is needed to tighten up and augment activities against the manufacture of illicit whiskey and its transportation. Also, bills are now being drafted which will assure the state of receiving all revenues due it under existing statutes.
JUVENILE DELINQUENCY

The vast number of fine and promising young citizens of our state are often denied due recognition because of the small percentage of juvenile delinquents whose conduct makes the headlines.

However, we cannot afford to overlook that small minority of misguided young people whose ranks increase with the growth of our population. Living in a world where violence is more rampant than ever before, their crimes likewise tend to be more violent.

Public opinion and personal pride are the two greatest restraints on human behavior for juvenile and adult alike. I suggest that the removal of concealed identity for lawless juveniles will be the most forceful deterrent to reprehensible acts and, thusly, would be the most effective single step in the reduction of juvenile crime.

The ultimate solution to this problem rests not with the law enforcement officers and the courts but with parents, teachers, churches, public opinion, and our utilization of programs to provide employment and training.

MOTOR VEHICLE COMMISSION

The steadily increasing number of registered vehicles in FLORIDA has placed a tremendous workload on our Motor Vehicle Commission.

In the past four years the number of Florida-owned vehicles has increased by almost one-half million. Indications are that this popular ownership of private automobiles will continue.

With the cooperation of this Legislature we want to improve the dealer licensing program with stronger surety bond requirements; make statutory corrections to provide better protection for our automobile owners against hidden liens; and to strengthen our vehicle salvage laws to further curb car theft rings.

WELFARE AND HEALTH

No government service is more necessary than programs directed to assist those in need of welfare and medical aid. We have long been committed to the proposition that the needy and afflicted are entitled to something more than a bare subsistence, and we must continue to give them the best our State can afford.

In addition to providing assistance, our Welfare Department is undertaking new services, including guidance and social rehabilitation, especially among our needy children. An increased appropriation for the Welfare Department has been recommended by the Cabinet.
A new, unique, but sound approach is being taken through implementation of the Federal Economic Opportunity Act to provide education, training and rehabilitation, especially for junior members of those families in the lowest economic strata. Projects under this program, though diversely varied are all designed to prevent later additional welfare households.

This is a brand new Federally financed program that already has been activated in scores of Florida communities. Projects vary from nursery care of children of working parents to development of skills and trades among teenagers and adults, all of which point toward higher individual earning capacity and standard of living.

As Governor, I know I enjoy the support and sentiments of this Legislature in complimenting the civic groups and those at the local levels of government for their ingenuity and the practical approaches being taken toward implementing this worthy undertaking.

MENTAL HEALTH

Mental illness is the cause of more suffering and drain on both our human and financial resources than any other single condition. Although FLORIDA has made considerable progress in the treatment of the mentally ill, there is still a great deal to be done, not only to expand and improve our existing standards of care for our immediate needs, but also to plan for future improvements to satisfy the demands of our rapidly increasing population.

FLORIDA’s overall mental health program must be consolidated within a single agency. Side-stepping the issue with any less pronounced action can only lead to inefficiency and waste of both professional skills and money. I am most pleased that after two years of detailed study, the Legislative Council’s Committee on Mental Health has concluded that such reorganization can most effectively be accomplished by assigning the responsibility for both community and hospital programs to the Division of Mental Health of the Board of Commissioners of State Institutions. To this, I wholeheartedly subscribe.

This would allow for maximum coordination for all mental health services within one agency. In addition, there will be cooperation with all other agencies, governmental and private, which are, or should be, involved with the primary goal of better mental health treatment for citizens of FLORIDA requiring this humane assistance.

Under sound business practices, regionally based mental health centers can be established in all major metropolitan areas. This can be done by utilizing monies presently distributed among several agencies. Local communities must
take some definite financial responsibility for expanded community programs along with continued help from the state.

Likewise, it is absolutely necessary that we take every opportunity to afford ourselves of the knowledge and advantage of research that has been accomplished in other areas of the nation.

The implementation of an established, knowledgeable program can save us the waste that would come from duplicated research and effort.

**DISTRICT COURT OF APPEALS**

I join in the recommendation of the Florida Bar, the Judicial Council of Florida and the Appellate Judges' Conference that the Constitution be amended and the necessary legislation be enacted to establish a Fourth District Court of Appeal. Also, to provide constitutional authority for the Legislature to increase the number of judges in each District Court of Appeal as the need arises.

Each of the bodies I have mentioned has made an extensive study of the problems caused by the existing case loads in the District Courts of Appeal. It is my understanding that each member of the Legislature has been furnished with a copy of their extensive and comprehensive reports.

**CONSTITUTIONAL REVISION**

Much has been said and done with respect to constitutional revision by many legislators and other dedicated persons serving numerous outstanding organizations in FLORIDA. In paying tribute to this effort, which eases the way for a wiser revision of our amendment-riddled constitution, I commit my administration to a position of leadership. Two years ago, by resolution, you placed on the ballot for the 1964 general election a proposed constitutional change which would simplify the revision of our present State charter. The first election returns indicated that this amendment had failed to pass, and the State Canvassing Board so certified. It later developed that mathematical errors apparently had been made in some instances, the correction of which would show that the amendment had passed. Last week the Supreme Court of Florida reviewed the controversy, and decided the amendment which you proposed two years ago had been adopted by the people and is now a part of our State Constitution.

Time will not permit your preparing for submission a revised Constitution at this session which is already burdened with other important matters. I, therefore, recommend that you provide for the creation of a Constitutional Revision Commission to be made up of members of the legislative, executive
and judicial branches of our government and a limited number of laymen and
that you direct such Commission to prepare a proposed revision of the Florida
Constitution to the next regular session of the Florida Legislature.

CONCLUSION

I have presented to you an ambitious program but one which I believe
includes our most essential needs. While it will not be an easy one to fulfill, it
can, with careful planning and prudent leadership be achieved at a cost within
the limitations of our recommended balanced budget.

Money is not the sole solution to our problems. For example, I have
reviewed legislative proposals to strengthen administrative procedures and
services in the major areas of government which I consider necessary to enable
us to move FLORIDA closer to the great destiny that is ours. On this journey we
must travel first-class insofar as we are able to pay the bill without impairing our
financial posture for the future.

Just as I have conveyed to you our pressing requirements as I see them,
I know that at the end of this session your actions will have reflected your most
serious expression with equal sincerity, courageous vision and the same devotion
to our State.

As I said earlier, I am deeply grateful to the members of our Cabinet for
their joint efforts in preparing for your consideration a foundation on which we
may build a house in which the great family of all Floridians may live with pride
and abundant enthusiasm for the years ahead. I shall at all times be receptive
to the advice and counsel of your legislative leaders and every member of the
Senate and House.

The responsibilities of the Legislative and Executive branches are clearly
spelled out in the Constitution. I will, however, be available at all times to be of
whatever assistance I may provide as you go about your deliberations. I shall
likely ask you to again meet with me in joint session for special presentation of
a program or programs, which you will, I am sure, agree justify emphasized
consideration.

In the daily performance of my task, I see no East — no West — no North —
no South — no county so big as does not need helpful concern — no county so
small as to be subject of neglect, but one great State of FLORIDA.

It is in this spirit, calling on God's Divine guidance for us all, that I leave
with you in this message — my hopes, my dreams, your Governor's aspirations
for our state and its people.

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