

**Toward a Better Living
in Vermont**

Through

VOCATIONAL EDUCATION

**A Program of Progress
for Vermont**

STATE OF VERMONT

Mortimer R. Proctor, Governor

1945-1947

FIVE STEPS
TOWARD A BETTER LIVING IN VERMONT
THROUGH VOCATIONAL EDUCATION

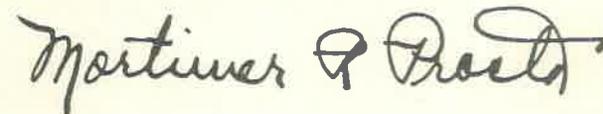
1. Clarify State laws relating to Vocational Education.
2. Free families from paying tuition and transportation to schools offering vocational courses.
3. Encourage use of vocational teachers and departments to maximum capacity through cooperation between schools in each of eighteen areas, as recommended by Area Advisory Councils.
4. Develop five vocational centers to offer special services and courses to veterans and young adults.
5. Increase State financial support to extent needed for next biennium.

FOREWORD

A better Vermont requires our concerted efforts in intelligent planning and action on our major problems. Education is the cornerstone of a progressive civilization. It is the foundation of the moral and civic progress of mankind. One special branch, vocational education, is the subject of this bulletin. Vocational education aims to make possible increased skill and job satisfaction of those people performing the bulk of the world's work. It is therefore, properly selected as a key pattern in our design for a better living in Vermont.

We, as a people, go forward confident in our opportunity and ability to achieve. Through our democratic processes, we shall provide conditions favorable to such achievement.

The State has a very real interest in the problem of securing more and better opportunities for youth and adults, and is prepared to take the lead in cooperating with local communities to make those needed opportunities available.



Governor.

TOWARD A BETTER LIVING IN VERMONT
Through Vocational Education

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A BETTER LIVING IN VERMONT

Since pioneer days Vermonters have been devoted to "Freedom and Unity". In this, our State Motto, we may find a guide toward shaping opportunities for a better living.

How much freedom we have depends upon many factors. One kind of freedom desired by most of us is economic. Economic freedom means opportunity to secure work at which we can earn enough to have good homes, adequate food, clothing, and other material goods of the world for our families. Until we have this kind of freedom, few will be able to realize other opportunities which make for better living. Economic freedom of this basic sort also means a chance to work at or near the top of our abilities. It means a chance to choose work on which we think we can make our best contribution, both for our own economic freedom and also for the welfare of our State.

This idea of economic freedom for us as individuals is closely allied to that of unity. We need to recognize that unity of state is increased as its individual citizens gain in economic freedom. The State, therefore, if it would attain a unity of the highest degree, has a responsibility for promoting and encouraging economic freedom of the individual.

VOCATIONAL EDUCATION TODAY

The public schools of Vermont have played and continue to play a very important part in helping the individual in fostering state unity. Vocational education in particular has done much toward making possible a better living in Vermont.

Sixty-seven per cent of our high schools in 1945 were offering one or more courses to help the individual get ready to secure definite employment although only 30% had courses for boys. Our high schools offered their courses to adults as well as youth. Included among these were courses in agriculture, retail selling, homemaking, auto mechanics, machine shop, carpentry, and printing.

Schools For All of the People

In checking over what we are doing we should look to see just what has been happening to the enrollments in our high schools. More boys and girls are going to high school today than ever before. We want that opportunity for every Vermont girl and boy. In 1890 there were some 5,000 pupils enrolled in Vermont high schools and academies. In 1940 there were almost 17,000 enrolled in the public high schools alone; including academies, the total number of boys and girls in secondary schools was over 20,000, an increase of more than 400%. During this same fifty-year period there was little change in the population of the State.

We do not have figures on the numbers going on to college in 1890 but various estimates range up to 70% of the graduates. However, in 1940 the public school enrollment had increased to the point where less than 15% of the graduates went on for further studies in business college, normal schools, or nurses training.

It is evident that our high schools are serving a vast majority of Vermont's youth. Too, for most of the boys and girls our high schools represent the end of their formal schooling. It is from the high schools of our State that our youth go to find employment—to create their economic freedom. It is here that youth should learn the skill and develop the work habits needed to help them in this effort.

Vermont has long recognized the need and importance of vocational education. As early as 1908 it provided some financial aid to towns. With further assistance from the Federal

Government provided under laws of 1917 and later dates, our high schools were able, in 1940, to enroll over 4000 individuals in vocational courses. There can be no doubt that the development of vocational courses in our high schools has been a factor in larger enrollments. Further, the vocational offerings have made it possible for the schools to better serve all of the people. When we can offer this practical education youth who are not going on to college can profit. More and more our high schools are serving all of the people. No longer must those who have no interest or ability for Latin, Algebra, and other College preparatory work be denied a high school education suited to their needs. The schools must continue to provide for the needs of all.

To all practical intents and purposes our vocational courses are operated as a definite part of the high schools. The courses are under the control of the local board of education. The board has responsibility for providing buildings and equipment, hiring the teacher, setting salaries, and has, in general, complete responsibility whether or not it receives any aid from the State.

Through the State we are able to make available two kinds of aid for schools offering vocational courses. The State receives some money from the Federal Government which it uses to aid schools. The State Board of Education has set up a plan for the use of this money and approves its distribution. In addition, through State Legislation, there is a lesser amount appropriated for aid to schools offering vocational courses. The State also provides for the full cost of operating the State School of Agriculture at Randolph.

Vocational courses, by their nature, are more expensive than general courses. Special provision must be made for shop space, homemaking laboratories, tools and special equipment. Classes must be smaller. For these reasons financial aid to schools has been provided. To date, the schools which have the better facilities and programs have received more aid. Local districts, however, have always paid considerably more than half of the total costs.

Vocational classes as a part of the high school program, insure a well rounded secondary education. The youth who takes vocational courses is also enrolled in English, citizenship, physical training, American History, and other subjects offered. He takes part in all school and community activities. By providing for vocational education in our regular high schools we have merely recognized that most of our youth need special courses which give definite occupational training insuring economic independence.

THE RECORD

The number of centers and the enrollment in vocational courses has increased materially in recent years. Courses for farmers and future farmers, homemakers, and, in the trades, for apprentices, craftsmen and foremen have been offered since 1917. Education for those in public services and merchandizing occupations was initiated more recently.

Agriculture

Facilities for instruction in agriculture have been developed in 36 secondary schools. The majority of these centers include adequate space and equipment for farm shop instruction. During the war the number of departments was reduced to 18 as a result of the loss of teachers to the military services. Peak enrollments in vocational agriculture in 1942 included 1,400 youth and adults.

The program in vocational agriculture for boys is developed from their farming programs. The production, marketing, mechanical, conservation and management problems found on the farm are used as the basis of class instruction. Every department has a Future Farmer of America Chapter which is considered as an integral part of the program in vocational agriculture. The Future Farmers of America is a National Organization of farm boys studying vocational agriculture. Through participating in F. F. A. activities members develop leadership and gain experience in cooperation. They "learn by doing".

Instruction for adult farmers is designed to aid in securing more efficient production. During war years major emphasis was placed on the repair of farm machinery and efficient use of labor.

Vocational agriculture is emerging from the war period in a position to render improved services. Many of the teachers will be veterans with special skills and unusual leadership abilities. School facilities for vocational agriculture have been improved. The operation of war training programs for adults has demonstrated to all the value of adult education. Returns have been favorable to agriculture and interest in it as an occupation is good.

Distributive Education

Distributive Education was introduced in 1940. The cooperative program open to high school seniors whereby youth work half time in local stores and go to school half time is the prevalent type. It is found in four centers. Employing merchants, working with the teacher-coordinator, plan opportunity for the boys and girls to gain real experience in all phases of the business. Practically 100 per cent of students from the cooperative program have entered store work directly after graduation.

Instruction is available on a specialized level for employed workers desiring to advance in the occupation. This instruction is given by a qualified special teacher.

Other special courses for adults which have been offered under the distributive program include training for extra holiday help, store supervisors, and other workers directly involved in the selling of goods and services.

Homemaking

Seventy-three of our secondary schools have developed facilities for homemaking education. In 1944-45, they employed 80 homemaking teachers to give instruction to some 3,700 boys and girls.

Nearly half of all the girls attending public high schools take homemaking, and learn such practical things as how to plan and serve family meals, to provide the family's clothing, and to improve housing. Emphasis is also given to wise use of money and time. Problems of family relationships receive attention throughout the course. One device used to further the development of leadership among young people in improving home and community living is the new Vermont Homemaking Club. This is a State organization with chapters sponsored by homemaking teachers in the various high schools.

In a few centers, courses for boys have been offered. However, the limited number of teachers has prevented extension of such opportunities to all who have requested them.

In 1944-45, twenty-four courses were organized for women and men. Adults have requested courses at all centers where homemaking is given but limitations of teachers and funds have prevented the organization of adult classes in other centers.

Trade and Industry

In the past nine years the number of centers offering one or more trade courses has grown from 3 to 13. Barre, Springfield and St. Johnsbury were among the earliest established. The records made in these three centers clearly demonstrate the increased earning power in trade and industrial education. Today the majority of the superintendents, foremen and other highly skilled personnel employed in industry at these centers are graduates of the vocational courses.

In addition to training for machine shops and the granite industry a good beginning has been made in developing centers providing instruction for auto mechanics, carpenters and electrical workers. It is interesting to note that the training of craftsmen in the production of fine articles characteristic of Vermont handicraft has become increasingly popular.

Fireman training has been offered in several of the larger communities. This is an example of the training for public service workers which can be expanded.

Wartime Contributions

All educational services contributed to the war effort. Vocational education, because of its practical nature and the facilities which had been developed over the years, was able to carry on especially vital training.

In rural communities the agricultural education service operated courses in auto mechanics, electricity, farm machinery repair, food production and conservation. Over 11,000 individuals were enrolled in these courses which were conducted in 117 different centers in Vermont. As a result, much farm machinery continued to function in the production of food which otherwise would have been discarded. The value of the 17,000 items of farm machinery and equipment which were repaired or constructed by farmers was estimated by them to be worth more than a quarter of a million dollars.

As an outgrowth of the trade and industrial programs important contributions to the winning of the war were possible through the war production programs. Total number of persons receiving this training was over 13,000 and the number of centers in which training was carried on was thirty-six. From these training centers went welders for shipyards and tank factories, machine operators for aircraft factories, auto mechanics, and radio operators. Special training for foremen was also carried on in many industrial plants.

In all war production training programs, the total operating costs were paid from Federal funds. It was also possible through these programs to multiply the equipment available for vocational education, since ownership of that purchased with Federal funds subsequently passed to local schools. The equipment is now available for use in our local school programs and has been further supplemented by that from the National Youth Administration and with recent acquisitions from government surplus property.

VALUES PROVED—A SUMMARY

The advantages of more earning power to individuals taking vocational education is evident. Such training has also been proven valuable to community and State. By reducing the time required to break in new workers, by saving of supervisors' time in plants, and by the saving of material, and by increasing efficiency, direct and indirect benefits have come to our industries. To these advantages should be added the quality and stability of workers receiving an education in Vermont.

The State is also gaining desirable industries which this training has helped to bring to Vermont. The actual and potential supply of skilled workers and local training facilities are often major factors in the choice of location by manufacturers who employ high grade labor. In recent years new industries have started coming to Vermont. This has brought to our State the income from the sale of more industrial products, has provided an opportunity for part-time employment of agriculture workers, and has expanded the local market for farm products.

The following tables summarize what we have been able to do in meeting the needs of Vermonters for Vocational Education through the public schools.

TABLE I
Vocational Opportunities for Youth

Vocational Fields	Total No. of Centers	Percentage of Schools Served	Number of Schools that Received Federal Aid	Percentage of Schools Receiving Federal Aid
Agriculture	36	34.6	32	30.7
Distributive Education	4	4.8	4	4.8
Homemaking	73	70.1	36	34.6
Trade and Industry	13	12.5	13	12.5

TABLE II
Vocational Centers for Adults in 1944-45

Vocational Field	No. of Centers	ENROLLMENT	
		Regular Program	War Production Program
Agriculture	47	248	2840
Distributive Education	5	175	
Homemaking	12	307	
Trade and Industry	12	161	936

In twenty-five years a firm foundation of vocational education had been laid. This was the development which made possible the great wartime training program. The rapid growth of regular vocational education in Vermont through recent years was natural. It came in response to real local demands. It sprang from the close cooperation of the public schools with the homes, farms and industries of the communities.

The cost of this vocational education in the public schools has been repaid many times over in individual financial returns, in self-supporting citizens, in better use of the family income and happier homes, in community and industrial leadership, and in life-work dreams brought to reality. The certain employment of graduates from trade and industrial courses and their relatively high earnings, the profits made by farm boys from their supervised farm projects while in school and the success attained by farmers who were once graduates of these courses, the homes of former students in homemaking classes, the confidence and leadership training gained by boys who have been Future Farmers of America, the success records of industrial executives based on their start in trade and industrial classes—all of these backed by case records ever growing in number prove beyond doubt the great value of this type of education.

With the winning of the war we gained freedom from oppression. Vocational education, as has been shown, had a big part in the victory. There now remains for all of us the job of winning the peace, of insuring to all mankind other freedoms including economic freedom.

Now we do not need to be at war in order to have an effective educational system. In peace as well as in a war period we need, and must have, vocational education in our public schools. We want every youth and adult provided with an opportunity to learn that which will make him individually an efficient producer and a contributor to the welfare and unity of our State.

OUR VOCATIONAL PLANS FOR TOMORROW

In the first section we dealt with the vocational education as it was operating in 1945. For the quarter of a century that vocational courses have been organized, we traced some of the important accomplishments, and pointed out the importance of such work to the economic freedom of the individual and the unity of state. Some may think we have achieved a near perfect program; this is not the case.

Now we shall consider groups not yet being served and needs of community and state not as yet met. We shall consider questions like the following: To what groups should present vocational courses be extended? What new vocational courses should be added and why? What changes in courses are needed? What effect would such changes have on our scheme of organization for education?

Three-Fold Service

Vocational courses provide three types of services. First, and most important, are the individuals, whether youth or adults, who are students in such courses. To them we must offer training which will help them get the skill and knowledge required for entrance or advancement in their chosen occupations. Secondly, vocational education must serve industry, agriculture and commerce by helping youth and adults learn to be more efficient producers, to work with one another, and come to understand the importance of the industry. Thirdly, we look to vocational courses to serve the community and the state. In serving of the individual and the occupation vocational education has, in part, discharged its obligation to the community. There are, however, other ways in which vocational education may contribute to better living in the local community and state.

How then shall we say what should be done to serve the people better? We all realize that figures for totals and averages leave much to be desired but much of what we say will, for lack of a better way, have to be so expressed. We might look at the individual problems of youth and adults who have been denied the opportunity to get the kind of vocational courses that they needed. We might consider the sacrifices made by parents to send their children where they could secure the advantages of certain vocational courses.

In the youth of our State lies our hope of the future. To them, then, we owe our first consideration. We saw in the early part of this bulletin that our high schools are now reaching nearly

all of the youth of the state. However, our schools can improve even in this respect since only about two-thirds of the boys and girls of high school age have been actually in school in any one year. Many now drop out during the freshman year—a few never enter.

A High School Education for Every Vermont Boy and Girl

One goal on which we can agree is a high school education for every Vermont boy and girl. Many high schools have been offering one vocational course, but very few offer three or four and in 65 secondary schools no vocational courses, meeting the higher standard of those receiving Federal aid, were given in 1944-45.

We need to extend our present program to make it possible for our boys or girls at the high school level to have a chance to get the desired type of vocational education. What do we imply by that? We must recognize first that youth is entitled to some choice in the matter. Youth needs more than one course from which to choose and then, guidance in making that choice. In looking toward a program of vocational education that will provide these things we are planning more nearly to discharge our responsibilities to Vermont's boys and girls.

To make this increase in vocational courses is a real challenge to state, community, industry, agriculture, and the individual. There should be, in the years ahead, an enrollment in our high schools of at least 20,000 youth each year. Upwards of 60% of them should be enrolled in vocational courses. We must gear our program to care for their needs by expanding offerings and extending an opportunity to enroll at least 12,000 high school youths.

Centers for Adult Education

Under the demands made on our people in the war effort, over 6000 were enrolled in vocational courses in each of the war years of 1942, 1943, and 1944. True, we had large amounts of Federal funds at the disposal of the state to promote this effort. But the fact remains, as we examine the production record of agriculture and industry, and, when we look at earnings of individuals, it paid real dividends. In order to go forward to a better living in Vermont we need to maintain vocational courses for the benefits of adults. We need the diversity and wide extension of opportunity which prevailed during the war. This is

needed to insure that we Vermonters may be able to compete on a national and world basis as efficient producers. We need it to guarantee every adult the right to learn more of his work that he or she may attain a better living in Vermont.

Our high schools must be ready to accept new and greater responsibilities for adult education, especially vocational education. They must serve as the educational center for adults as well as youth. To do this job our high schools will require a gradual increase of teachers and facilities. This is more likely to be true for teachers since buildings can and should be used more than through the regular school day. Our rural high schools need good farm shops that may be used by adults as well as youth—they also need a workshop center where homemakers of the community can come to see and try the latest. Let us not forget that much of better living must take place in the home. We need several centers which will have shops where instruction in lumber industries, farm building construction, trucks and tractors, farm refrigeration, and similar rural services may be made available to adults. We need counseling services for adults too.

Yes, the needs are many but in shooting for our goals we stand convinced that these needs must be met and that the returns will far exceed the costs.

Generally speaking, our people in urban areas have enjoyed more opportunities to secure vocational education. Our greatest problem will be to bring equivalent opportunity to the farm and rural people which make up over 60% of our population.

So far we have been largely concerned with extending opportunities similar in character to those now available, to more people. There is, however, a need to provide at an early date for an upward extension of the program. The newer technical processes in industry and agriculture require an increasing amount of technical knowledge. This upward extension would provide in selected centers, opportunities for youth to carry on advanced technical study in various vocations. It would also provide opportunity for adults to gain knowledge needed to secure better positions. Veterans in particular would at the present time welcome the development of these centers. Such technical vocational courses would be of one to two years in length beyond the regular high school program. We should have from five to ten such centers in Vermont, each offering a somewhat different series of courses. There should be no tuition charge for Vermont boys or girls attending these centers. Our normal expectation would be that these centers could be developed as a part of our existing public school system.

Occupational Requirements and Educational Needs

Agriculture, industry, the service trades business, and homemaking, represent the major occupations. In each, with the possible exception of homemaking we find a great variation in services required of workers at different levels. In general, all provide youth the opportunity for entrance at different levels, dependent upon training ability and other factors. What the requirements are of any given occupation in a local community must be determined by the local vocational teacher, or guidance director. Requirements of the occupations then become the basis for the vocational courses leading to that occupation.

In our time when Tokyo and Washington are only some 27 hours apart we must face the fact that peoples of the world are being drawn ever closer to one another. Goods produced in the most distant parts of the globe may be purchased by us. People in all countries are striving for the same basic economic freedom that concerns us. How we, as individuals, share in world economic freedom depends upon our ability to produce a relatively large amount of goods or services per person. In other words, to have a better living in Vermont we must be efficient producers.

The output per worker in both industry and agriculture has tended to increase. According to figures of the U. S. Department of Agriculture, the production per employee in agriculture nearly doubled (191%) in the period from 1910-1945. In industry the increase was even greater (223%).

One reason for the increasing efficiency of the worker has been the progressive improvement in labor saving machines. This trend has been evident for over a century, and closely paralleling it, has been a rising standard of living for our people. Coupled with labor saving machinery in agriculture, have come improved livestock, hybrid seed corn, better adapted varieties, and improved methods of production, conservation and control of disease and insects. All have played a part in making it possible for the individual to produce a larger volume of goods,—all have created new jobs. At the same time, we must recognize that such changes have a definite effect on requirements for vocational training. They increase its importance. Human mind and hands no longer work alone, but with thousands of dollars worth of intricate machinery. As a consequence, far greater demands are made on the competency and technical skill of the individual. The operation of machines is only one phase, while knowing how to use them for varied purposes, their care, and adjustment for efficient production become of equal or

greater importance. Much of the increase in output per individual has been the result of vocational education, the use of labor saving machines, application of new knowledge, and improved methods which are taught in vocational courses in all fields. As the efficiency of the individual has increased so have his earnings, so also his time for recreation, family life, and civic responsibilities has increased. Vocational education in our schools aims to develop the highest possible efficiency of the individual. Whatever the occupation (lathe operator, homemaker, farmer, or a clerk) the individual taking a vocational course learns much that will help him to be a more efficient producer.

Agriculture

The analysis of occupational needs should go much further. For vocational agriculture courses it seems to us just good common sense to place emphasis on dairying rather than citrus fruits. Yet even producing milk which will ultimately be consumed in Boston has become complex in nature. The teacher of agriculture must decide how much time will be given to marketing problems, to production problems,—whether to encourage new practices like artificial insemination; or decide between practices followed in the community. Even in our day we have seen changes in the requirements for those who would succeed in farming. Mechanization of the farm and modernization of the farm home are becoming realities.

An increasing percentage of a farmer's time is involved, with machinery—its operation, selection, care and adjustment. Cooperatives now sell and buy for the farmer to a greater extent than ever before. Many federal agencies are conducting programs at the local level which directly affect the farmer. Income taxes, and labor relations are no longer something which the farmers of Vermont just read about. The foregoing examples will serve to illustrate for agriculture the increasing complexity of the occupation. The ability to deal effectively with these problems is one of the requirements which those who would succeed fully must meet.

Agriculture is the basic industry of Vermont and offers employment to the largest number of individuals in any separate vocational field. It is, therefore, important both for the welfare of our State and the individuals that the best possible type of education should be available for the youth and adults who are carrying on the farms. Programs should be available to serve three groups. First, the high school group which includes farm

boys who are definitely preparing to enter the occupation; second, young farmers who are becoming established; and third, adult farmers who have become established. Where conditions seem to warrant it, a fourth type of program which might be termed pre-vocational agriculture or general agriculture may be offered in the high school.

Every farm boy in Vermont should have the opportunity to take vocational agriculture as a part of his high school program. It is estimated that to provide for replacement of farm operators and managers we would need an enrollment of 4,000 students in the high school vocational agriculture program, grades 9 to 12. This would require more intensive use of existing departments, as well as the addition of 30-40 teachers. To conduct the program for young and adult farmers which would be, to a large extent, an integral part of the work in the secondary school, would require the equivalent of 20 to 30 full time teachers if potential needs are to be met. Instruction in vocational agriculture must continue to place emphasis on the realistic problems of the farm and the farm family. The tremendous increase in the use of machinery on the farms requires that more adequate farm shop and laboratory facilities be made available for a satisfactory instructional program.

Distributive Education

The distributive occupations constitute the third largest occupational field in the country and at the present time is the field which offers the greatest opportunity for expansion and technological improvement. The field offers an excellent and diversified range of positions in both the retail and wholesale fields. Changes in the occupation and increasing requirements are particularly evident in Vermont for the distribution of agricultural and industrial products produced in the State and for training workers in farmer cooperatives.

These fields have been rapidly growing and the success of their operations is increasingly dependent upon skilled personnel. Again Vermont in particular has had tremendous increases in the tourist trade. Distributive education in cooperation with homemaking should develop programs for the training of personnel engaged in these specific fields.

Distributive Education, a relatively new service, has tremendous opportunities for better service in Vermont. One need is for the development of itinerant teachers which would make it

possible for small communities to take advantage of this type of training. There should be approximately 10 itinerant teachers employed who would serve 20 centers and aid in the development of cooperative training programs for high school youth.

To make possible effective training programs in cooperation with farm cooperatives and agriculture, distributing agencies in the State and in the field of distribution of industrial products would need at least 10 especially selected teachers to serve in the field and carry on other phases of adult work. Five additional centers should be able to use to advantage one full time teacher-coordinator for distributive education programs.

Homemaking

The occupation of homemaking is continually changing. A shift in the major emphasis from one of home production of goods and services to one of consumption is evident, though to varying degrees on the farm, in the village and in the city. The homemaker is confronted both with the task of becoming a more intelligent consumer, and with the task of deciding when and how to expend her time and energy in home production to make the family income go farther. Recently the study of labor efficiency, long confined to industry, has been extended to the occupation of homemaking. Findings on this subject are making possible the conservation of the time and energy of the homemaker.

With a continually rising proportion of married women working outside the home, housekeeping, for some families is changing from responsibility of women to one which is shared by both husband and wife. It is becoming increasingly important, then, that both boys and girls, men and women, keep abreast of new developments and techniques in the smooth and efficient management of a home.

The scientific and industrial program that is taking some of the jobs out of the home is changing the character of those still done by the homemaker. The development of labor-saving equipment makes it possible for the homemaker to complete her tasks more easily and with less expenditure of physical strength. At the same time, such devices present new problems which hitherto were of little concern to her. The fact that labor-saving equipment is relatively expensive and that there are various types of instruments for the performance of a single household task, means that homemakers must understand the scientific principles of their construction sufficiently to make

wise selections, as well as to give them adequate care and to make simple repairs.

The job of bringing up children is a changing one. Among village and city families there is now little opportunity to train children to take responsibility for small tasks about the home. Children, except those on the farms, are spending less time in the home.

Family Life Education

Since the family is the basic unit in our society, every boy and girl should receive some education for family living. All boys and girls need instruction in family finance, consumer buying, home safety, nutrition, housing, child development, and family relationships. A homemaking course concerned with these problems should be available to every boy and girl in the 11th and 12th year of school.

Every girl should have an opportunity to prepare specifically for the vocation of homemaking. In addition to the general course described above, there should be for girls in all high schools a homemaking program from 2 to 4 years in length, offering instruction in home management, food, clothing, housing, and family health. Boys, also, should have an opportunity for a special course of from one to two years, for instruction in food planning and preparation, and clothing selection and care appropriate to their needs.

A program in homemaking education available to every high school boy and girl, will require homemaking departments in the 23 high schools that do not now provide this kind of education. Approximately 50 additional teachers will be needed both for new departments and to increase the teaching staff of many of those departments already established.

Adult classes should be an integral part of the homemaking program in every secondary school. In those schools where there are also courses in vocational agriculture or trades and industries, there should be a Family Shop, where both men and women might receive instruction and use the facilities available there to make over furniture, conserve the family's food supply, make clothing, plan for the improvement of the family's housing, and the like. Such a Family Shop, operated as a cooperative project of the vocational services represented in the school, should also serve as a center where families might learn about and try out new household equipment, and learn how to take care of and make simple repairs on that which they own.

In addition to the need of the Family Shop, some adults will wish classes in specific aspects of homemaking such as child development, home management, nutrition, and clothing renovation. To provide instructors for adults in connection with homemaking departments in the secondary schools, it is estimated that an additional 40 teachers will be required.

Trade and Industrial Education

The trade and industrial field includes a vast number of wage earning occupations. Naturally these occupations are constantly changing, some becoming obsolete while many new ones are brought in with each new scientific development.

One recent trend is toward more employment in what we might term rural service trades, since in country districts and small villages workers are called upon to cover a wider range of duties than are the specialists of the cities. Thus in Vermont basic training could well be given for the automotive, the building and woodworking, and the electrical service trades. The first would include the servicing and repair of trucks, gasoline engines, tractors, and agricultural machinery. The second course would deal with barn and house construction, cement and concrete work, sheet metal and roofing, plastering, painting and paperhanging and the basic training for millwrights and saw filers in furniture plants and sawmills. The training for the electrical rural service trade would include wiring of houses and barns, and the servicing of milk coolers, refrigerators, radios, and motors used on farms and in small factories.

To bring equal opportunity to rural boys in Vermont not engaged in farming and to make available to rural areas the well trained personnel to care for rural service needs, these courses should be given in a minimum of 10 centers. Each school would serve both youth and adults. Teachers might be employed either full-time or part-time but on the average their total service required at a center would be approximately equal to that of 3 full-time instructors.

Recently also we have seen a growth in the number of small factories and branch plants of large manufacturing companies. There is therefore a more widespread need for machine shop workers. This training might be offered in certain centers along with the service trades but it would generally be associated with the more specialized trade training given in the larger centers.

At these cities and large villages the occupational requirements are naturally more advanced and specialized. Also there are found some lines of work in which the total number employed within the State is not large. This is especially

true of new occupations. Therefore at five or more of the principal centers the courses offered should be more advanced and specialized. Certain occupations would be taught at only one or two of these schools.

This advanced training and technical courses at the 13th and 14th school year level are much needed now for the returning veterans. Industry needs about five technicians having some advanced training as against one engineering college graduate. For this work and other extensions of existing programs to reach more people it is estimated that 20 additional teachers would be needed.

Some occupations, of which granite cutting is an example, cannot be taught in school shops. To render service in these cases and to follow up the school shop training in others, apprenticeships are needed. Among such occupations are carpentry, plumbing, printing, sawfiling, and millwright work. Sometimes associated with apprentice training is the field of adult evening classes of a technical nature suitably advanced for employed workers in most of the major industries and including special supervisory training for foremen. Another type of adult classes for which we have been unable to meet the demand is the arts and crafts training. For all of these part-time and evening classes the teaching services required would approximate those of 12 full-time instructors.

In this adult education we find fire department members and others working in the public service are just as much entitled to the advantages as are the workers of industry. The housing shortage and rising costs of new construction serve to multiply the savings possible by reducing fire losses. Well organized technical training on a state wide basis, in full cooperation with associations of fire department personnel, therefore becomes a public investment that may bring high returns in saving both property and lives. Adequately to extend this training which was started before the war would require the equivalent of four full-time instructors.

SUMMARY

In view of preceding statements of our vocational plans for tomorrow, it is evident that a considerable expansion or extension of services will be required to do the job. This is summarized briefly in the table which follows. It includes provisions for making opportunities available to more youth and adults and also for the establishment of some five or more area-type schools where advanced or specialized training would be offered beyond the high school level.

TABLE III
Additions Needed To
Vocational Education Programs

Vocational Fields	Additional Classes	Additional Teachers	Improved or Additional Shops and Classrooms
Agriculture	100	50	25
Distributive Education	50	25	10
Homemaking	300	90	40
Trade and Industry	150	60	25

This review of the specific developments needed in vocational education makes it increasingly evident that some changes in organization will be required. We admit to far-reaching plans but regard them as sound and not visionary. We cannot rely wholly upon tradition to guide us in solving new problems. Gradual change is to be expected, yes, even desired. However, we should consider each of the various needs carefully and weigh the changes in organization and administration which may be required if they are to be met effectively through vocational education.

Summary of Recommendations with Implications for Organization and Administration

1. *Make information about occupational requirements available to youth and adults, and provide counseling services for them on problems of vocational training.*

Our smaller schools individually have not been able to provide such services. Whether they would be able to do so in the future is problematical. A more likely solution is the employment by several schools of a competent person to carry out these duties in more than one school.

2. *Provide all youth of high school age with an opportunity for choosing from an offering of three to four vocational courses.*

Again, small school systems would be laboring under an almost impossible handicap. Vocational courses are expensive. An enrollment of fewer than 12-15 in any one class tends to make the cost per pupil prohibitive. We can look to possible cooperation between high schools, consolidation of schools or the establishment of special vocational schools as possible solutions.

3. *Develop new kinds of vocational courses to serve local, community, and State needs.*

Several possible courses have been indicated. To make intelligent final decisions will require studies at local and state levels. Close cooperation of representatives of agriculture, industry and education will be needed. The establishment and work of these vocational councils should be coordinated at the State level, but primarily would involve local communities' problems.

4. *Expand and improve vocational centers and other services for adults.*

Inasmuch as services to adults closely parallel those for youth, no special problems of organization are anticipated.

5. *Provide vocational technical courses at the post-high school level for youth and adults in 5 to 10 centers.*

We expect some problems of organization in connection with this development. However, if such courses are developed as part of existing public school facilities, we shall only have to work out a fair way of sharing the cost and advantages.

WE SHOULD START NOW

There is before us a rare opportunity to shape the program of vocational education to the needs of people at peace and to promote a better living in Vermont. The need is great. We must act now to insure opportunity for all youth and adults to share in the values of vocational education. This is a problem that can best be solved by working together.

Cooperation Needed

We have learned that by working with one another we may be able to do things more efficiently or cheaply. We have learned that it is often possible to work together to perform certain tasks which were beyond our individual abilities. In these principles of cooperation we find a guide to action whereby school districts of Vermont may join hands to do the needed job.

Why is cooperation necessary?—Vermont high schools have small enrollments.

34 have fewer than 50 pupils
29 have 51-100 pupils
30 have 101-200 pupils
9 have 201-400 pupils
9 have over 400 pupils

The kind of program youth needs requires that courses be offered in three to four vocational fields. To do this and make good use of teacher time and equipment means that at least 30 students must be enrolled in each course. According to estimates of the State Department of Education, we shall require a potential student body of about 500 to secure this efficient size of operating unit. Only by working together therefore, will the majority of Vermont High Schools be able to offer students these courses. Failure to work together can result only in an inadequate or an expensive program. Vermont can afford neither.

As we have previously stated, there is a need to make available more specialized courses for youth and adults. These courses will be more technical than those now offered to high school youth. In many, if not most instances, there would be only one center for each such advanced program. Here too, if we are to attain full benefits and maintain local control to any degree there must be a high degree of cooperation between school districts.

Solutions Possible

There are three general patterns for developing a school system to make possible an efficient program of vocational education. One pattern involves the development of specialized vocational services at one or more schools to be shared by neighboring schools; the second, special full-time schools giving major attention to vocational education; and, thirdly, a number of schools combined to secure larger enrollments. Each pattern has some good and some undesirable features.

All possibilities for developing an improved program of vocational education should be fully explored by advisory councils in local areas. We need to raise, in each instance, questions which will bring out the advantages and disadvantages of all plans. For example:

- (1) Will it provide opportunity for more youth and adults to secure vocational education? More courses—better courses, improved programs for the high school graduates and adults.
- (2) What will be its probable effect on existing schools?
- (3) What costs can be anticipated?
- (4) What savings can be made over other plans?
- (5) What difficulties of organizing and operating such a program need solving.

Specialization

Specialization and sharing between existing schools is one solution which will appeal to many. There are, as has been indicated about 93 schools with fewer than 250 students and only 9 with an enrollment of 400 or more. Yet the majority of our high schools are not more than *30 minutes distant* from one, two, three and even more other high schools. Improved roads and transportation may bring our schools even closer together. Two or more schools so situated could develop a program of vocational education cooperatively to serve students from several schools. The students would continue to attend their local high schools for all except the vocational courses.

In some States, vocational high schools have been developed in large numbers. (Such schools usually are not the only ones serving people in any given section of the state.) Many vocational schools are also geared to the needs of high school graduates as in our Vermont State School of Agriculture.

This may be a desirable solution. There are, however, definite objections to this alternative. The most serious is that it tends to create a dual system of schools and it is agreed that Vermont has no need for any more secondary schools.

Vocational schools in large urban centers have generally remained under local control, but in rural areas major control has usually passed to the State. This matter of control should receive considerable thought in a program which would foster the development of any number of schools primarily for vocational education.

In setting forth certain patterns designed to bring opportunities for a vocational education to Vermonters, we were extremely conscious of the total problems of education. We recognized that providing for vocational education is only one phase of the total needs. We also recognized that it is impossible to solve all of our problems in education at once.

Consolidation of schools, the combining of several high schools, would be favorable to a more adequate vocational education program. It would make possible more offerings, improved facilities and greater economy of vocational courses. This action, however, would extend far beyond the needs of vocational education alone. It has been included here merely as one of the possibilities, and to show that no means of extending vocational education to the citizens of the State through the public schools were overlooked, or should be overlooked by local groups.

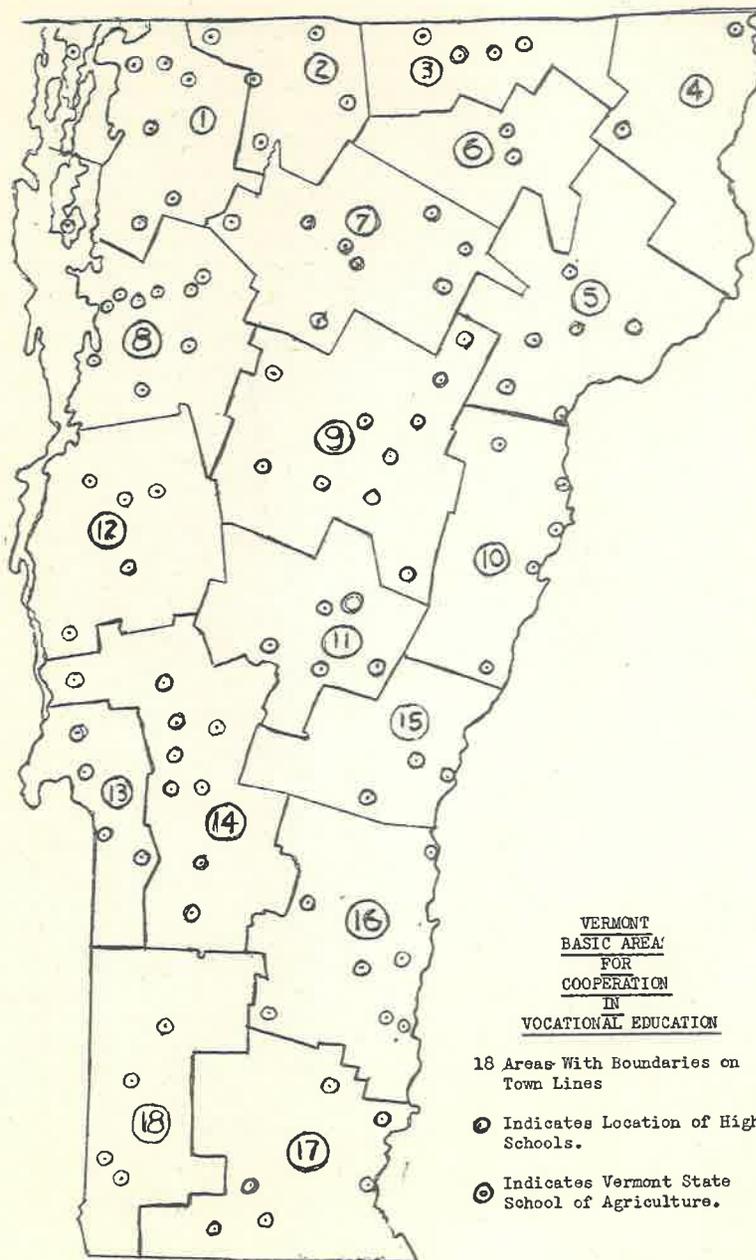
STEPS IN COMMUNITY AND AREA ACTION

Shown on the opposite page 29 is a map of the State of Vermont which illustrates a grouping of schools in 18 areas. It is a preliminary or tentative division, for purposes of studying needs and developing opportunities for vocational education on a cooperative basis. It is to be expected that, as our final plans take form, many deviations from this plan will be necessary. It, however, serves many worthwhile purposes. *First*, it shows graphically that we have, within reasonable distances of one another, a number of secondary schools which could work together on vocational education or other school problems. *Second*, it gives additional emphasis to the fact that neither population nor schools are evenly distributed throughout the State. *Third*, on close checking it is evident that within each area there is a degree of concentration of certain types of industry and agriculture.

The major points evaluated in the preliminary plan were four in number. (1) Each area was drawn to include a minimum of 500 potential high school age youth, providing that transportation between schools was feasible, (2) Natural centers of trade and service were recognized as significant, (3) Areas were selected with a view to kinds of industry and agriculture to insure a commonness of purpose and needs within the area and (4) The past patterns of school attendance and administration were considered in proposed grouping.

On the basis of these four points, the areas were developed. In each area there tends to be certain problems which are specific. For example, area 7 is characterized by a relatively wide distribution of population. It includes 8 schools none of which enrolled more than 300 students in 1940. The total enrollment of 685 students in grades 9-12 constituted but 72% of the total number of high school age youth. The area is primarily rural in character. Farming is the most important occupation. There is a considerable amount of lumbering and some wood industry. Stowe and the adjacent area is rapidly becoming a winter resort section while Greensboro has long enjoyed a reputation as a high quality summer resort.

One need may be to develop special courses for youth and adults which will make it possible to extend, improve, and market services and goods to our out-of-State visitors. Agriculture is a second important vocational opportunity for many youth. This needs to be considered not only from the standpoint of education



VERMONT
BASIC AREA
FOR
COOPERATION
IN
VOCATIONAL EDUCATION

- 18 Areas With Boundaries on
Town Lines
- Indicates Location of High
Schools.
- ⊙ Indicates Vermont State
School of Agriculture.

for farming, but also with a view to providing services which are needed by the industry.

Area 16 is the machine tool center of Vermont. It includes two large high schools and five smaller ones. There were over 1500 students or 86% of the total youth of the area in high school. Five schools of the area have one or more vocational courses. Springfield has developed a five-year program for both boys and



girls which provides superior opportunities to its youth. The favorable concentration of students, relative wealth, support of industry and labor, community interest, and leadership were factors in bringing the program about. An adult vocational technical evening school program is needed.

There is a need for extending similar opportunities to other youth in the area. In each area cooperation between the several districts in providing for vocational education is a definite possibility.

There have been developed in several areas, examples of cooperative school programs in vocational education. Barton and Orleans have operated a course in machine shop to serve students in both schools. In both Rutland and Burlington

students from non-public high schools are enrolled for vocational courses at the public schools. Students from nearby schools have gone to Chittenden for their vocational courses and carried on their work in the local high school. Groton and Newbury have shared equipment used for carrying on instruction in agriculture.

Such examples of cooperation point the way to more extensive practice. We must explore every possibility for developing positive solutions to our problems and these solutions must come from the people.

HOW ORGANIZE TO START HOW?

We must seek to establish the organization by which people will be able to solve the problems. No amount of State or Federal aid can offset lack of local interest and efficiency. One means of developing interest and ways of getting better vocational education is through Area Advisory Councils.

The councils should be first organized to represent approximately the areas indicated on the map opposite, Page 30. Representatives should be nominated by local boards of education to represent all walks of life and community interests. Particular attention should be given to securing representation of industry, homemakers, labor, agriculture, and business. Thirty people would not be too many for membership on the council.

The purposes of the council should include the following:

1. To determine needs for vocational education
2. To advise on programs of vocational education
3. To explore means of putting the program in operation

The council would call on all resources of the area and State to aid in developing a comprehensive plan for action. It would direct the preparation of an area survey to secure such data as numbers of high school age youth, maps showing pupil location, a survey of employment capacity, present facilities for vocational education, number of youth leaving the area, number going on to other schools and colleges and changing requirement of the occupations.

The Vocational Division of the State Department of Education has now worked out a system of recording the general data for each town and other information which will supplement the local survey. State supervisors are also ready to assist communities.

This council, including ex-officio representatives of school directors, administrators and teachers, would appraise solutions of the cooperative type as to their probable effectiveness with the area; and the council would go on seeking to find in our democratic Vermont way, a practical means of bringing vocational education within the reach of everyone.

HOW MAY AN AREA START ACTION? SUGGESTED STEPS

1. School Boards establish an Area Advisory Council.
2. Council initiates local vocational education survey, State Department assists.
3. Council recommends action to joint session of school boards within the area.
4. Local boards follow through with these recommendations so far as possible and request financial and other assistance from State Department of Education.
5. Council continues to aid and advise on long term development of program for vocational preparations and advancement.

GOVERNMENT SHARING SUPPORT

The need for cooperative action is not entirely limited by the boundaries of any area. Our population today is not bound to any one locality. Since a boy or girl may later work for a livelihood in another area far removed from his school, the State assumes some responsibility for his vocational education. More young people leave Vermont to work than come into it. There has always been, and there probably always will be, some emigration from rural to urban areas and likewise from rural to urban states. Therefore, the State and the Nation share with the communities the responsibility for the economic efficiency of their citizens.

This responsibility is especially important at the present time. If we are to win the peace we must present a united front. A strong national economy requires efficient production. In the near future, we shall be in competition with other countries which use cheap labor. More than ever before, vocational education is a national asset.

Therefore, to a certain extent, the State and National governments should share in the support of vocational education. This tends toward the equalization of opportunity for all, no

matter whether they happen to reside in a more or less wealthy community or State. This applies especially to vocational education which is by nature more expensive than other types and therefore more common to wealthy communities. While the major part of the responsibility and support should rest on the town or city, the State and the Nation should also share to bring about the best results for all.

This is the plan of organization for vocational education in our country. The record has been satisfactory. This practice has stood the tests of time. For nearly 30 years in all the States of the Union, boys and girls, and adults have been profiting by this training. These classes have been financed in part by federal funds provided by the Smith-Hughes Act and the George-Deen Act, recently amended, which were matched by funds from state and local sources. The record of achievement is good. The administration has been sound and effective. The advantages of state and local control have been maintained.

In fact, experience seems to have proved that only when the support of vocational education is shared by nation, state, and local governments can the full advantages of sound, vigorous, uniform development be secured. Whenever a program is financed wholly by the federal government and centrally controlled, it is not easily adaptable to the varying localities and therefore, is often either unwelcome or wastefully operated. On the other hand, when a maximum of state and local control consistent with recognized standards is employed and coupled with local and state support along with a fair amount of federal aid, we find:

1. The need for the school is real and recognized as worthy of local financial support.
2. Since it belongs in the community, it is promoted more vigorously by local citizens and is operated more efficiently.
3. Local citizens realize and appreciate the greater service that can be brought to their children by means of the federal and state aid.

FITTING OUR STATE LAWS FOR ACTION

Vocational education, to be effective, must have an orderly progression. Thus, in the earlier years of high school, such as the 7th, 8th, and 9th, exploratory and general courses in agriculture, homemaking, and industrial arts, and business education should be available to all boys and girls. Then, to those

who do not intend to go to college and who wish to prepare themselves for a vocation, more specific training should be offered in the 10th, 11th and 12th years. Some others either will not have decided to prepare for a vocation until after finishing high school or will find no vocational courses in the small local high school. For these and others who will need more advanced technical courses of a terminal nature, we should extend our secondary vocational courses to the level of the 13th and 14th years.

To bring about these and the other needed developments in our vocational education will require some changes in our State laws. At the outset, we find confusion in the definitions of high schools. These should be coordinated. Those which refer to state aid for general agriculture, homemaking and industrial arts should be clarified by amendments so that they can become effective. At the present time they are contradictory.

In our statutes, we should make some recognition of the 13th and 14th year levels as being a part of our secondary school system. This might be done by a simple change of definition.

The enabling act under which the state is qualified to receive federal funds for vocational education provided by the Smith-Hughes Act should be broadened to include those under the George-Deen and any other subsequent federal act making funds available to the states for vocational education.

Having cleared up our definitions and revised the enabling act for the use of federal funds, certain other changes would be necessary. The last legislature increased the amounts of state aid to towns for education and passed a law permitting several town districts to associate themselves together to form a high school district. To realize the advantages of this, however, the act providing the State Aid should be amended in such a way that towns thus combining efforts would lose none of their State Aid thereby.

To give our youth the opportunities for vocational education, we must free their families from paying tuition, and transport them to the centers where the classes are taught. At present, if the town in which the student resides does not maintain a high school, it must pay tuition for him to the high school he attends. But many small towns in Vermont do have high schools which do not offer vocational courses, in which case they are not required to pay tuition to other schools. Consequently, youth find themselves blocked unless their families are wealthy

enough to afford this extra tuition. The laws governing tuition payments could be so amended as to make it mandatory for towns maintaining high schools but not offering vocational courses to pay half the cost of tuition for their students to high schools with vocational courses, the State paying the other half. Probably this should be only for the Junior year and above. This arrangement would fairly distribute the costs for vocational courses.

Likewise, transportation should be provided so that students may be able to travel the extra distances required to attend schools with vocational courses. The cost of this should be borne by the town and the state, reduced in amount by any Federal aid made available. To avoid situations where students attending vocational courses might be carried free directly past the homes of others attending the same school who would be forced to pay their own transportation because of not taking these courses, such aid on travel cost should probably apply only between schools. Thus it would be the responsibility of the family to take the student to the nearest high school. From there to the one offering vocational courses which he wants to take the transportation cost might be shared by the national, state and local governments. Again, this should probably apply only to the Junior year and above.

THE STATE MUST LEAD

Vermont, as a State, has long been concerned in the development of education for all of her people. The State has many laws which were directed to making education available to the people. While leading, the State has given to local towns most of the control and responsibility for carrying on the educational program.

One instrument of state leadership is the State Department of Education. The regular program of vocational education and the war-time training previously described have developed under the leadership of the vocational division in the State Department of Education. The Department not only has a responsibility for the administration of laws relating to education, but also the challenge of providing needed services and stimulating leadership.

What are some needed State services for the further development of Vocational Education? We need special services to help towns explore the needs for vocational courses and the opportunities to conduct such courses. Such services would help local and area advisory councils to collect and interpret

information on numbers of youth, job opportunities, and qualifications. In fact, through such services the area councils might be brought into existence. Supplements to the service would include such activities as, preparation of maps showing pupil location and transportation needs, assistance in planning school buildings, preparing materials, and procuring equipment.

To a certain extent the department has been providing such services, but with a limited budget it has been handicapped. Over and beyond the needs of our State Department more direct aid must be provided for vocational courses. Such aid is an investment to guarantee the future earning capacity of Vermont citizens.

Aid for vocational education, to be most effective, should stimulate and not stifle local and area initiative. The purposes and provisions should be broad to permit flexibility.

Specific needs which should be included are, (1) Aid on transportation between cooperating schools of students beyond the 10th year. (2) Aid on tuition of students beyond the 10th year for purposes of attending a school offering vocational courses, and (3) Aid on an area basis for the further development of vocational courses to be used for salaries of vocational teachers, and purchase of equipment.

Two principles should guide us in planning for the distribution of State Aid for vocational education. The State's contribution should be distributed first on the basis of need, and secondly, on the basis of a plan for offering vocational courses on an efficient basis.

One specific suggestion as a means of applying those principles would be the development of local or area plans to be submitted to the State Board of Education. When approved, they would constitute an agreement between the State and the local or area group. On the basis of that agreement, aid would be definitely allocated by the State Board of Education. Local communities could proceed with assurance of State aid in definite amounts for specific purposes in the development of vocational courses.

How much State Aid should be provided for Vocational Education? In 1945, our neighboring states provided State Aid to vocational education for every student enrolled in the high schools in the following amounts: Massachusetts \$11.11; New Hampshire \$26.44; Maine \$4.24; and Connecticut \$14.75; Vermont provided about \$2.31 per pupil. These figures are indications of state support for vocational Education.

In 1945, Vermont appropriated to higher institutions of learning \$861,700.00. This was equivalent to \$1,150.00 for every Vermont student enrolled in those institutions.

We have evidence of the increase in vocational courses with Federal support to indicate that even a small percentage of aid proved very stimulating.

Three comparisons may then be made on how much we in Vermont should provide for the special education of the youth who will man her farms and factories, and the men who do so now; for the force to operate our stores and offices; for the special education of our homemakers, the mothers and fathers of future generations. Should we appropriate:

1. As much as do other states on a per pupil basis?
2. As much as does the Federal Government on a per pupil basis?
3. As much as we do for higher learning?

If the answer to these is yes, we would provide annually an amount somewhere between \$4.24 and \$1,150.00 per pupil.

A better indication would be to determine the amount which would be actually needed to make a satisfactory start of this program in the areas which show keen interest for the coming biennium.

Toward a Better Living in Vermont, is not for us a slogan or a vision. It is a practical possibility. We must start now to make it a reality. Vocational Education opportunities must be provided to serve more youth and adults. This will constitute one phase of our overall plan to enable achievement of a better living in Vermont. Our recommendations for Vocational Education are:

I Recommendations for Development of Vocational Program in Vermont:

1. Make a chance for 12,000 more youth and adults to secure special education to aid in entrance or advancement in chosen occupations.
2. Increase the facilities and teaching staff of the public schools to operate 600 more vocational classes.
3. Develop five to ten vocational centers to offer special services and courses to veterans and young adults.
4. Draft a legal way for school districts to cooperate or consolidate efforts in operating a vocational program.
5. Provide State financial support needed for this program.

II *Recommendations for Immediate Objectives:*

1. Clarify State laws relating to vocational education.
2. Free families from paying tuition and transportation to schools offering vocational courses.
3. Encourage use of vocational teachers and departments to maximum capacity through cooperation between schools in each of eighteen areas, as recommended by Area Advisory Councils.
4. Develop five vocational centers to offer special services and courses to veterans and young adults.
5. Increase State financial support to extent needed for next biennium.

Farewell address

of

Mortimer R. Proctor

As it appears in the

Journal

of the

Joint Assembly

1947

Thursday, January 9, 1947

Farewell Address

Members of the General Assembly:

It is customary for the Governor upon retiring from office to render an account of his stewardship. This I now propose to do and in as brief a manner as possible.

My administration has spanned the transition from war to peace. When I took office the war both in Europe and Asia was still raging at its height, bringing the State a multitude of problems to be solved in furtherance of our participation. Triumph over both Germany and Japan came in the first year of my administration—more quickly than had been anticipated. With peace came the not less arduous and intricate problems of reconversion and adjustment. These engaged the earnest attention of myself and your government.

In addition to our efforts with problems directly related to the war and the period of reconstruction, we have continually and diligently endeavored to Build a Better Vermont.

We have adopted measures to improve our economic situation, to provide higher standards in education, to modernize our care of the unfortunate, to better health conditions, and to provide greater opportunity and security. In short, we have focused on further vitalizing Vermont so that Vermonters may share in the forward march of civilization.

Let us now review what has been done to further these ends.

Veterans

The veterans of World War II have been one of my foremost considerations. Approximately 40,000 Vermonters entered the service. Of these 33,000 have returned. Their courage and fighting ability have never been surpassed by any troops under any flag at any time. We salute them for their magnificent record on battlefields throughout the world.

It is highly gratifying to know that only approximately 500 of these veterans are receiving Unemployment Compensation—the lowest among the northeastern states. They are carrying on the Vermont tradition of self-reliance and belief in work.

We established a Veterans' Board with a veteran as full-time Director to attend to their every need. Fifteen measures were passed by the Legislature furthering their welfare. Under the supervision of the Board, 2,845 veterans are taking on-the-job training. Under the supervision of the Department of Education, 3,025 are taking educational training. Some 2,230 establishments have been approved for on-the-job training.

Thirty one thousand two hundred sixty-nine claims for state pay have been paid by the State amounting to \$3,571,190.68. All figures are for mid-December.

A veteran was appointed as full-time Housing Expediter to contact Federal agencies, building material firms and contractors—in short, to do everything humanly possible to aid the veterans in the critical housing shortage.

By an appropriation of \$200,000, toward new dormitories at the University of Vermont, we have contributed toward placing Vermont in the forefront in the matter of enabling veterans to attend college. I feel sure no state will have a smaller number of qualified veterans unable to enter college this year.

We have aided them in obtaining surplus material.

They have been given preference in State jobs.

The State can be justly proud not only of the service records of its veterans but for its foresight in providing for them upon their return.

Education

Education is one of the foremost responsibilities of state and local governments. In efforts to build a better Vermont, we have made some significant changes in this department.

Among the states, in 1940, we ranked about 30th in educational achievement. This might be compared with Vermont's ranking of 30th in per capita income. The amount spent for education by the State has been considerably increased since 1940. While these figures by no means constitute a barometer for future effort, they do indicate that we are in line with our means.

In our planning, we have been actuated by the firm conviction that Vermonters should have the best education that we can afford to give them. Certain phases of this work needed immediate attention.

Believing that much of the responsibility for administration should remain in local governments, we increased the state aid to towns by \$400,000, making a new total of about \$1,250,000. This increases the amount of education per pupil for which the state equalizes the cost to all towns from \$20 to \$25.

The need for an increase in teachers' salaries was desperate. We raised the minimum to \$1000. This figure should be further increased.

In Vermont we have long believed in self reliance and work. We believe in helping others to help themselves. With this in mind we approached the problem of vocational training. We found that only 11 per cent of those attending high school have vocational training facilities available. In this respect we are much behind the times. To improve this situation we have devised an entirely new plan for vocational training which is contained in a pamphlet entitled "Toward a Better Living in Vermont." This plan, if carried out, will provide for many new courses in vocational work and will enable all of our high school students to have vocational facilities available. I strongly commend this plan for your consideration.

The question of consolidating rural schools has become important in our present day planning. Whenever the voters of a town decide in favor of consolidation, the state should aid with new buildings needed.

Agriculture

Agriculture is of vital importance to Vermont. It is important to every county and to most of our towns. We are the most highly developed state agriculturally next to Wisconsin. We are first in cattle and dairy products per capita. In Vermont, 3,900,000 of our 5,900,000 acres are classified in farms.

One of the most important approaches to the further development of agriculture in Vermont is through our College of Agriculture. This institution should lead in formation of new ideas, new methods, products, etc. Through lack of facilities and personnel it has not been as effective as it should be.

To strengthen the College, we initiated a \$500,000 building program. Due to increased building costs, this sum is now insufficient and further funds should be provided. The tuition was \$350.00, the highest in the country. We lowered this to \$150.00 for Vermont students.

Because experiments had revealed the possibilities of developing maple trees with high sugar content sap, a maple research farm was established at Underhill through my efforts. This farm is devoted exclusively to maple experimental work for the purpose of promoting the production of this distinctive Vermont natural product.

Another accomplishment in the interest of agriculture is of great importance. We have set up a blue print, or plan, for the future development of agriculture. About a year ago, I requested a group of Vermont agricultural experts to develop a comprehensive plan covering the Dairy Industry, Poultry Industry, Animal Health, Marketing, Land Use and Rural Utilities. Each of these subjects covers a field vitally important to agriculture. The Committees have done an excellent job—thorough and constructive. Their reports with recommendations make intensely interesting and informing reading. A printed summary of the report is now out. The report in full will be in your hands soon, and I commend it for your consideration. I wish to congratulate the Committees heartily for their outstanding achievement. While we have made good progress in agriculture in past years, this Vermont Agricultural Plan points out the objectives to be attained over short and long-range periods. By having the objectives concisely stated, greater continuity and momentum for further progress will be insured. The plan

provides a united front for agricultural progress in Vermont. Elsewhere, I have discussed the extension of rural electric lines and the lowering of electric rates.

Public Welfare

Some of the most extensive and far-reaching improvements of this Administration have been made in the Public Welfare Department, where we found some of the most serious state needs to exist.

First of all, a study of the situation clearly indicated that there was far too much over-all administrative responsibility placed upon one man—the Commissioner of Public Welfare. Some states have now made a separate division of the state institutions, whereas we combine them with the other welfare work. To effect an improvement here we created an Advisory Board of Public Welfare which has aided in forming policies and in sharing the responsibilities. We also created a Director of Institutions who assumed the responsibility of directing certain phases of this work.

One of the great needs of this state is enlarged institutional facilities. We have initiated and set in motion a one-and-a-half million dollar building program for this purpose. This will include a medical hospital building and nurses home at Waterbury, new dormitories, a classroom and auditorium at Brandon; a remodeling of the Moloney property in Rutland; removal of the fire hazards at both the Waterbury hospital and the Weeks School. This program should be enlarged.

Believing that the needs of such a large and complex department will be more readily met if there is a carefully thought-out program for meeting the needs, I requested the 1945 Legislature to provide an over-all survey. The Public Welfare Board, with assistance from outside authorities, has made a very thorough study of all needs of the Department and formulated a most excellent report with recommendations. This may well be a blue print for further development of this Department, including the institutions.

Through the years the Weeks School has been subjected to quite frequent investigations. There have been two in recent weeks. Following these, the Public Welfare Advisory Board made a thorough, complete study of the School and reported on December 30. I strongly urge each of you to read that report. It states the facts. It is frank, unbiased, and complete. It indicates the weaknesses and makes recommendations. Like any other organization, the School has its defects. They are gradually being corrected. Until the older, more obstreperous boys are placed in a separate institution, as recommended by the Board in their recent survey of the Public Welfare Department, many of the present problems will continue.

DEVELOPMENT COMMISSION

In our determination to vitalize Vermont further and create opportunities for our youth, greater development of our natural resources seemed essential. By so doing, we increase the per capita income, the taxable property of both local and state governments, and enable our youth to find attractive work here in the State.

As one of the major accomplishments of this administration, the creation of the Development Commission by the 1945 Legislature provided for this need. The function of the Commission is to encourage and promote development of agricultural, industrial, recreational and other resources of the State. Through the years much has been done in furthering the development of agriculture—more can and must be done for industry and recreation.

The value of industrial production is now more than twice that of agriculture, although, for various reasons, that is not a fair barometer of their relative importance to the State. Realizing the advantages afforded, many potential industries are now seeking locations in the State. Since V-J Day, approximately 100 new industries have started operation within the boundaries of Vermont.

Industrial payrolls mean much to our towns and it is imperative that the State render all possible assistance not only in bringing new industry to the State but in aiding in the expansion of those already here.

The Development Commission has devoted much time and effort in studying potential locations for large and small business enterprises. It is in the process of preparing an attractive industrial booklet. This is soon to

be distributed and will inform out-of-state industries of the many advantages offered by Vermont in the way of business sites.

Little has been done, compared with what can be accomplished, in the development of our recreational resources. No comprehensive effort has heretofore been made by the State to expand our natural recreational advantages. The Development Commission has made a complete survey of all recreational facilities. This is a good start.

Much more progress could and would have been made by the Development Commission if it had not been for the fact that the 1945 Legislature designated this body as the state agency in flood control matters. Flood control was of such immediate importance that other functions of the Commission had to give way, and I believe the Commission should be relieved of this work so that it may devote its full time to carrying out the work for which it was designed.

I take this opportunity to commend the Commission for the splendid work it has done, handicapped as it was by flood control responsibility and the lack of funds.

FLOOD CONTROL

Much time and effort has been devoted to the subject of flood control.

You may know that, until 1944, Vermont as other states, was wholly without authority to say where flood control projects were to be constructed. In 1944, an amendment was enacted by the Congress which recognized that the states should and did have some rights in these matters of flood control, but in the enactment of this amendment, Congress still retained the final decision.

During my administration, I have maintained a policy of unalterable opposition to any proposed flood control project which would result in the destruction of village properties and good farm lands. At the outset I made it known to the federal engineers that I would exercise my right as governor to disapprove any such project.

While I believe Vermont should share in the responsibility of flood control, it should be done only according to a policy which would locate the dams on the upper reaches of the rivers when destruction of village properties and good farm land would otherwise be involved. We have been making such studies on the various streams with our own engineers, Howard M. Turner of Boston, one of the best hydraulic engineers in the east, and with the aid and cooperation of the federal army engineers, whenever the site proposed by the Army Engineers was unfavorable. Should the State and the Army Engineers fail to agree on any location, then the recommendations of the State, of the Army Engineers and the Chief Engineer go to Congress for final decision. On no occasion, thus far, has it been necessary to submit a problem of disagreement to Congress for final decision.

The matter of loss in taxable property is an important factor in these negotiations. I am hopeful that a plan will be devised whereby the towns will be reimbursed for tax loss. A policy has already been officially agreed upon by the New England Flood Control Committee whereby the states benefiting from these control projects, should repay the towns the tax loss in proportion to the benefits received. Should this means fail, I am informed that a measure providing reimbursement may be introduced in Congress.

Work on the dam at Union Village has started. The project on West River has been approved. Aside from these, I am informed there will be no further construction of flood control projects undertaken until 1949. I have made it clear to the Engineers that certain of the sites now under consideration would not be approved. The Engineers are now undertaking a new survey.

I wish to state in leaving this subject that there has been no time during my Administration when there has been cause for alarm as to the federal government's foisting on our state flood control projects to the detriment of our citizens or the loss of village properties and good farm lands.

PUBLIC SERVICE COMMISSION

An outstanding record in the public interest has been reported by the Public Service Commission during the past two years.

Your attention is called particularly to the tremendous strides made in the electrification of rural Vermont and, secondly, to the material reduction in electric rates.

No small measure of credit should be given to the Public Service Commission for these accomplishments. The fact that the utilities, the municipalities, and the cooperatives have joined efforts fully with the Commission in its approach to these two problems, shows that it has met with success in its efforts.

In 1945 all utilities in Vermont were presented detailed town-by-town maps on which were set forth not only the location of each rural building but also the rural electric lines then in existence. These maps and the detailed supporting data were the culmination of an exhaustive and all-inclusive survey made by the Public Service Commission.

After considerable study and planning, the PSC projected on these maps so supplied the rural electric lines it believed should be built to bring the benefits of electricity to practically everyone in Vermont. Detailed analyses of each proposed "extension" accompanied the maps, so that, when presented, each company had before it a well-charted, carefully-prepared post-war rural extension building program, both on a town-by-town and a system-by-system basis.

Working with this material as a guide and as a tool, the utilities, the municipalities, and the cooperatives proceeded on their construction of rural lines with the amazing result that during 1945 and 1946, over 1,027 miles of rural lines were built, some 400 additional miles of rural lines now being under construction. With rural line construction costing some \$1,000 per mile, it will be seen that approximately \$1,500,000.00 has been spent in this program during this period. Whereas 75 per cent of Vermont farms had electricity available to them on January 1, 1945, today some 90 per cent of Vermont farms have electricity available to them. This is remarkable progress and those responsible—namely, the Public Service Commission, the utilities, the municipalities and the cooperatives--should be strongly commended for their effort in the public interest.

I believe no more valuable service to the people of rural Vermont has ever been rendered by the Public Service Commission than that to be found in this feature of its activities and the manner in which it has followed through with its program of rural electrification. It would appear, furthermore, that in a very short while over 96 per cent of Vermont farms will have available the benefits that electrification can bring and does bring to them. This program should be completed.

Moreover, during this same period, not only have there been major advances in electric service rendered but also a decrease from an \$18.00 per mile per month minimum guarantee requirement to a \$6.00 per mile per month minimum requirement was filed in 1945 with the Public Service Commission by the five larger companies now serving approximately 65 per cent of the retail farm customers in Vermont.

Finally, in no two-year period during the history of the Public Service Commission has the \$525,000.00 in rate reductions filed with it during 1945 and 1946 been even closely approached. As a consequence of these rate reductions which aggregate so much, a great majority of the electric users in Vermont benefited. It is significant that these downward electric rate revisions were filed during a time when the trend in prices for other services and commodities was ever upward.

HEALTH

Health, as we know it and recognize it, is a matter of greatest importance, not only to the individual but the State and the Nation as well. Good health is essential for a vigorous, self-reliant and aggressive people and for full enjoyment of life.

A study of health conditions in Vermont reveals there is much that can and should be done. We have continually recognized that this is a problem of vital importance in building a better Vermont. While it is largely a matter of individual concern, the State should and must play an important part.

In order to determine the exact problem, I appointed a group of fourteen specialists a year or so ago with Dr. Dalton as chairman, requesting this group to make a survey of the health conditions of our state and after having done so, confer with me in the creation of a comprehensive health program which would be beneficial on both school and community levels,— to youth and old age. This committee has worked diligently and faithfully, both on the survey and a program, and I avail myself of this opportunity to commend them heartily for their efforts and the results obtained. Their report is complete and in the main presents 22 recommendations. These recommendations entail careful planning and the expenditure of considerable money. A limited edition of this report has been printed and distributed.

We owe to our youth and all citizens the obligation to provide within our means the best health conditions in which to live. To this end, we have given much time and thought and I believe we have now evolved a practical plan which, if carried out, will afford more and better opportunities for improved health, especially for the younger people of the State, and does, I believe, give special emphasis to the improvement of conditions in rural areas. I commend this plan for your consideration.

MENTAL HEALTH

Mental Health is a large and perplexing problem in Vermont as it is in all other states. At my instigation, a special committee headed by Dr. Chittick made an extensive study to determine what steps should or could be taken in the care and treatment of our feeble minded persons. This committee's report and recommendations comprise a supplement to the health report mentioned above. I direct your attention to this report and it is my sincere hope that you will give further consideration to the recommendations included in it.

LABOR

I believe much progress has been made in making more secure the individual who has experienced misfortune through no fault of his own, in that the Workmen's Compensation law was liberalized in many respects. The more important provisions were: an increase in the minimum and maximum benefits; an increase in the permanent disability benefits; medical and hospitalization benefits.

In the field of Unemployment Compensation, the law was liberalized in several respects including an increase in weekly benefits and elimination of the waiting period.

I desire to take this occasion to commend both management and labor for the excellent relationships that have existed during my Administration. I was very forcefully impressed, during the short period of time I participated as mediator in the recent railroad strike, with the honest and conscientious effort on the part of both management and labor to understand the other's problems, and it has been a source of real pleasure to assist in working out the various state problems with these two groups; problems with which the State must always concern itself.

OLD AGE ASSISTANCE

This department, like many others, has not been without its problems. Shortage of personnel and automobiles, as well as increases in the budgetary requirements, have created some of these problems, but, despite these handicaps, the functions of this department have been carried on most efficiently.

Assistance to our aged is of paramount importance. This must be adequate assistance, and such as we can afford. At the same time, we should not, by this promise of assistance, destroy the things that have made this country strong and self-reliant, namely, the will and desire to save for a "rainy day" which, in turn, makes for self-support and independence in our declining years.

The 1945 Legislature increased the maximum grants for individuals from \$30.00 to \$40.00 and for married couples from \$45.00 to \$60.00. It likewise increased the appropriation and, for the first time in the history of the Department, the waiting list was eliminated.

The problem of assistance to the aged has become and will remain one of the State's primary functions. It must be viewed realistically and appropriations for this purpose kept in line with our ability to pay.

PERSONNEL ADMINISTRATION

The constant increase both in the number of state departments, boards and commissions, and the number of state employees, has created a very definite need for an organized personnel program. In public service, it is my belief that personnel administration must be conducted on a sound and scientific basis, logically and equitably applied.

During this Administration a great deal of attention has been given toward the betterment of matters pertaining to personnel. I believe this to be one of the most important duties of a governor. Our state employees are an exceptionally loyal and competent group and deserve the best the State can afford.

Among the many changes made for their benefit, the most important, I believe, was the inauguration and completion of a state-wide classification study of all positions and the formal adoption of a state-wide classification and compensation plan, effective as of January 1, 1946. This is the first complete study undertaken on behalf of the State by trained authorities in this field. Every state job has been studied, defined, and classified with pay ranges for each classification. As a part of this plan the salaries have been increased in accordance with present day needs.

To correct certain inequities found in the application of this plan, a revised plan was put in effect January 1, 1947.

We have adopted standards for hours of work placing the departmental offices on a five-day week of 37 hours, the state highway garage on a five-day week of 45 hours and the institutions on a 48-hour week. The salaries paid and the hours worked at the institutions have been in the greatest need of correction and I believe these now to be reasonably satisfactory.

Study for a broader coverage for the employees' group hospitalization plan has been made and I hope will become effective soon.

Several other important changes have been made.

In the course of making the classification and compensation plan for state employees, we also decided upon a compensation plan for statutory salaries in line with the changes for employees. This awaits your action.

The Executive budget has carried the expense for personnel administration. I believe there should be a separate appropriation for this purpose and permanent and adequate physical facilities provided for a personnel office.

I wish to commend the State Employees Association for its fine cooperation and constructive work in this important phase of state administration.

Finances

"The State's finances are in excellent condition." This statement was made in my inaugural message of January 4, 1945, and I am pleased to report that the same situation still prevails.

The general fund appropriation from current revenue for the present fiscal year ending June 30, 1947 is the highest in the history of the State. The appropriation for the above year provided by the Legislature of 1945 at its regular and special sessions is approximately \$7,600,000. For the fiscal year ending June 30, 1946, the general fund appropriation was approximately \$6,800,000.

On July 1, 1945 the beginning of *our first* fiscal year, there was an accumulated unappropriated surplus of about \$1,580,000. In *our first* fiscal year ending June 30, 1946 we increased this surplus by approximately \$1,750,000 making a total of \$3,330,030.

From this amount we appropriated for:

Construction at State Institutions

Construction at College of Agriculture

New dormitories at University of Vermont

Retiring certificates of indebtedness, and

Refunds of franchise taxes about \$3,200,000 leaving a balance of surplus, June 30, 1946, of about \$115,000.

Because of the increased cost of consumable supplies and salary adjustments awarded to State employees, many of the appropriations for the present fiscal year ending June 30, 1947 are insufficient and the enactment of deficiency appropriations, which have been estimated to amount to \$300,000.00 will undoubtedly be necessary. I feel that I would be remiss in my duty if I failed to apprise you of this fact.

I firmly believe that the trend of revenue collections in this fiscal year clearly indicates that at the close of the present fiscal year ending June 30, 1947, following the payment of the present general fund appropriations and deficiencies, *a considerable surplus* will be available.

This program has been accomplished without the enactment of additional taxes and with a reduction of \$1,827,031.90 in our State debt.

National Guard

I wish to mention a few facts concerning our State Guard and National Guard.

At the beginning of my administration, the State Guard consisted of 36 units with aggregate personnel of 1469. Following V-J Day, 15 of these units were mustered out and the remaining units carried on until the reorganization of the National Guard was undertaken in accordance with policies of the War Department. As the National Guard units are organized and formulated, the State Guard units, one by one, are mustered out. The reorganization of the National Guard is making rapid progress and at this time seven units have received federal recognition. Vermont's allocation included: 134th Fighter Squadron with three attached units; 172nd Infantry Regiment; 206th Field Artillery Battalion; Army Ground Force Band; two Truck Companies. At such time as the reorganization is fully completed it will comprise approximately 4000 men.

Through persistent efforts, we succeeded in obtaining from the War Department the use of certain buildings at Fort Ethan Allen which at the present time are taking care of the supply activities for the National Guard at the Fort. At such time as the War Department is ready to relinquish the Fort, we have requested it to reserve a certain area which includes permanent buildings located thereon, and which will provide for the needs of our National Guard. The land and buildings are contiguous to Camp Johnson. The buildings already obtained for use are especially valuable at this time by reason of the loss of the arsenal that was destroyed by fire here in Montpelier in 1945.

Before I conclude my comments with regard to the State and National Guard I desire as Chief Executive to pay tribute to those who made up the units of the State Guard over a period of six years and who served voluntarily. I deeply appreciate the loyal and efficient service they rendered when needed. In looking into the future, I am confident that the National Guard now in the process of reorganization will compare favorably with past units and will, I am sure, maintain the high standards of the National Guard of our State.

Motor Vehicle Inspectors

Prior to the enactment of No. 16 of the acts of the special session of 1946, the number of motor vehicle inspectors was limited to 37. With the increased traffic this number was not sufficient to patrol our highways properly, notwithstanding these inspectors were on duty twelve hours a day seven days a week, and subject to call at all times.

Enactment of the above law enabled the Commissioner to employ such number of inspectors as he feels may be necessary to properly discharge the duties of the Department and to provide proper working hours for the inspectors.

I desire to mention that within the past two years there has reached the Governor's office many letters from out-of-state tourists commending the courteous treatment received at the hands of our state inspector. I believe this is a fine testimonial to our inspectors for their efficiency, and such courteous treatment extended our motoring guests brings much favorable publicity to the State.

Insurance of State Owned Property

It has been the policy of the State to insure its buildings having a sound insurance value of \$10,000 or more up to 90% of such value. It came to my attention that the last appraisal of our state buildings was made in 1933

when values were much lower than at the present time. To provide adequate coverage and prevent the possibility of serious loss to the State, I thought it necessary to make a new appraisal. The results of this reappraisal indicated that it would be necessary to increase the amount of insurance from \$4,841,323 to \$8,496,380, or an increase of \$3,655,057. This has been done and the State is now protected from fire loss up to 90% of the sound insurance value on all buildings having a sound insurance value of \$10,000. or over.

On buildings valued at less than \$10,000, the State carries its own insurance.

Personal property, other than liquor stock, of the State was increased at the same time from \$1,599,088 to \$1,800,000, or an increase of \$200,912. The present coverage on the State owned liquor is \$1,400,000. and on the highway department equipment \$75,000. The State also protects its interest in the motor vehicles and other special equipment by standard kinds of insurance.

University of Vermont

The University of Vermont and State Agricultural College, in common with nearly all institutions of higher education, has been faced with an unprecedented demand for its service and has, as a consequence, begun extensive expansion. The University enrolled 2065 students for the fall quarter of 1946 as compared to 1083 in the fall of 1945, an increase of 91 per cent in one year. The University will expand further by admitting an additional freshman class this month and expects to enroll a total of nearly 2700 students by this fall. This total will represent nearly 100 per cent increase over the highest prewar enrollment. Of the 2065 students now enrolled, 1489, or 72 per cent, are residents of Vermont and 1126, or 54 per cent, are veterans of World War II.

This expansion has been made possible by the complete utilization of the University's housing facilities and academic plant. Additional students to be admitted this month and in October can be accommodated through the generosity of the Federal Government and of the State of Vermont. The Federal Government is providing a substantial temporary building which will give classroom, laboratory, and library facilities for the students. The Special Session of the Legislature held in September, 1946 provided, through an appropriation of \$200,000, and authority to the University for a bond issue of \$650,000, the necessary funds to erect dormitories to be ready in the fall of 1947 to accommodate approximately 600 students.

The program of improvement of the physical facilities for the College of Agriculture which was made possible by Acts of 1945 Legislature has not been completed. An additional experimental farm has been purchased; a Poultry Plant has been erected and is now being equipped; and plans have been made for the Agricultural Science Building, but because of war-time conditions and the greatly increased cost of building, construction has not begun. The Special Session of the Legislature provided funds for the completion of the Poultry Plant and the erection of an Agricultural Engineering Shop. Further funds should be provided to complete the Agricultural Science Building.

The Medical College at the University of Vermont is of great importance to any plan for improving health conditions. Vermont is largely dependent upon its graduate doctors. A careful study of this situation convinced us that further funds for operating expenses were necessary if the standards of the institution were to be maintained. We therefore increased the appropriation.

TAXATION

Sound banking institutions are essential to the progress of our communities. Until the enactment of the so-called "Bank Tax Law" by the General Assembly of 1945, our banks were taxed on their deposits. Apparently the principal reason for such tax was the convenience of collection. It was my opinion that such a method of taxation could no longer be justified, according to modern practices, and I suggested that an equitable basis of taxation of our banks would be one based on their income rather than on their deposits. Such a law was enacted.

Each bank now pays a 2% tax on net income, plus recoveries and profits less losses and charge-offs, the same as any corporation, and, in addition, pays a 4% tax on the amount of interest or dividends credited to accounts of residents of the State of Vermont. This is a fair tax since a bank now pays when it is making money

and is not obligated to do so when operating at a loss. Both the old and new taxes were and are mandatory on State Banks. National Banks paid the old and have agreed to pay the new.

Since this tax became effective on income for 1946, no tax has yet been paid to the State, and, consequently, no figures are available as to the amount that will be collected.

At first thought, it might seem that the loss to the State in tax revenue would be very substantial since deposits in Vermont banks are at an all time high. However, we have the offsetting factor that Government bonds owned by the banks were a deductible asset from deposits. Since banks own Government bonds today in an amount far in excess of any amount previously owned, the difference under the old and the new method will not be as great as might seem.

But whatever the difference, if any, there has been corrected a situation that for years was inequitable and unjust.

I would furthermore call your attention to the revision in taxing of insurance payments to beneficiaries. Prior to my Administration, amounts so received were taxed under the income tax law. During my tenure of office I authorized a ruling, after consulting the Attorney General, which exempts all payments received as death benefits. I am convinced that the Vermont Legislature never intended that dependents of insured persons should be subject to an income tax on insurance proceeds and am sure the State has profited by this ruling.

At the outset of my Administration, the tax department was re-organized under George Amidon, whom I appointed commissioner. He has effected many improvements in administration and procedure which have greatly benefited both the State and the public.

FIRE PROTECTION AND PUBLIC SAFETY

A study of our fire laws revealed that some of those on our statutes are outmoded, inadequate, and fail to cover hazards that have been created by the use of chemicals in the various industries in operation throughout the state, or to protect the lives and property of our citizens adequately.

The General Assembly of 1945 enacted certain fire preventative measures which in part remedied the situation as it existed at that time. However, we have undertaken an over-all study of our safety measures and there have been prepared certain recommendations that will undoubtedly be presented to you for consideration.

The appalling loss of property by fire in Vermont is alarming and too much emphasis can not be placed upon the enactment of further protective measures.

While we have had no great loss of life by fire in Vermont, the potential danger is present and the recommendations being made are even more urgently needed for this purpose.

FISH AND GAME

Our resources of fish and game constitute an important natural asset to Vermont. They are important from the point of view of enjoyment, health, and finances. Vermont is a natural habitat for much wildlife. There has been a marked increase in hunting and fishing. Because the state is small, with highways penetrating practically all sections, most hunting and fishing grounds are fairly accessible to sportsmen. This makes it difficult to conserve our wildlife.

One of our chief needs has been a long-range program for the conservation and propagation of fish and game. The Director of Fish and Game has now completed plans for such a program. This is now in booklet form and we have distributed a limited edition of it. It contains many and varied recommendations. Among them are: Increased hatching facilities; an enlarged and better equipped warden force; plans for research; game management, and many others. Our needs and requirements are detailed. It is an excellent report and I wish to commend Director Davis and the Conservation Board on the results of their efforts.

There is a great divergence of opinion among sportsmen as to how this state activity should be administered. It is difficult to obtain a united front on just what should be done. The Department has made good progress, yet there is much to be done. The fish and game clubs should play a large part in determining future plans.

AVIATION

The 1945 Legislature, as many of you know, established our present Vermont Aeronautics Commission. As a result of the establishment of this commission civil aviation has greatly expanded.

One of the first things the Commission did was to make a careful study and appraisal of suitable locations for new airfields. In October, 1945 it completed the Vermont Airport Plan. As a result of this thorough study by the Commission, 14 new airfields were recommended which, with present fields, would make a total of 28. During this past year some of these recommendations have materialized and fields opened which are owned and operated by private enterprise. The development of private fields has received assistance and encouragement from the Commission in so far as it was possible to render such aid.

Registration figures for pilots and aircraft in Vermont since May 1, 1946, show an increase of 55 and 73 respectively. The volume of air travel into Vermont by airline and private aircraft surpassed all estimates this past summer.

Continued development of airports and other facilities makes our state more easily accessible to people from neighboring areas and enables our people to remain in closer contact with other parts of the Nation. I hope that future legislatures will give due and careful consideration to all phases of this subject for the further development and advancement of aviation in this state.

FORESTS

A phase of state development to which we have not given sufficient attention over the years is our forest resources. It is true that much thought and effort has been put forth in their behalf but we are still inclined to take our forests rather for granted. When we see a hillside covered with some sort of trees we think that suffices. The extent and quality of our timber is a matter of great importance to Vermont. Three-fifths of our land area is better adapted to growing trees than to anything else. Our forests are important to our fish and game, to our stream flow, to our scenery and recreation, and, what is most important of all perhaps, jobs. We used to have a thousand woodworking plants of one kind or another. We now have approximately five hundred. Our forest resources constitute a large factor in the economic welfare of the State.

Since 1937, an effort has been made to pass legislation adopting better business methods in the handling of our forests. Each time it has been unsuccessful, perhaps because the legislation has been too drastic in the minds of the legislators. In the 1945 Legislature, we were successful in passing a bill which establishes a forest policy for the State. This is a good start but we must go further to the end that our forests may be treated as a crop and not as a mine.

Good forest management includes proper cutting methods, planting, fire protection, pest control and taxation. A commission is reporting to this Legislature on the latter subject. If this great natural resource is to continue to promote the economic welfare of Vermont and all parts of the Nation, we must submit to some curtailment of our personal freedom in the handling of the product. Proper business management of timberland has proved its worth in other lands, beyond the shadow of a doubt.

Our state forests and state forest parks should be increased. They greatly enhance our recreational opportunities.

We have thousands of acres in Vermont earning us practically nothing. Much of this is best adapted to reforestation. Our motto should be, "Not an idle acre in Vermont."

Furthermore it is my hope that an extensive wilderness area may be set aside as a primitive tract for those who enjoy and can take advantage of the charm, peace, beauty, and health to be found in forest land where nature reigns supreme. We have an area now near the center of the State, well adapted for this purpose. It would be a valuable addition to the bounteous benefits of nature in the Green Mountains.

HIGHWAYS

Highway appropriations, with the exception of the State Highway construction items, were restored to prewar levels by the 1945 Legislature.

The appropriation for town roads was increased \$250,000 annually. This makes the State's grant to towns for Town Highways alone approximately one million dollars annually, which is an appreciable percentage of the State's motor vehicle revenue. This will aid materially in the improvement of farm to market roads.

At the end of the fiscal year June 30, 1946, there was an excess in motor vehicle receipts [above appropriations] of \$962,241.74 which was allotted by the Emergency Board to the several highway appropriations, as recommended by the Highway Department.

It was expected that as soon as the war ended an enlarged highway construction program would rapidly get under way, with the assistance of the two million dollars per year appropriation [for three years] to the State by the Federal Government, which must be matched by the State. Many factors have combined to restrict the expected program. Many projects advertised could not be let because of no bids or unreasonably high prices. Contractors could not get the labor or equipment they needed, and many were engaged in lucrative private work. It has been nearly impossible to obtain steel for bridge and culvert construction.

In an attempt to meet this situation, programs have been rearranged and construction plans have been revised to permit work where there was the least interference. The work underway is about the prewar amount in dollars, but the amount of work accomplished will be considerably less due to higher costs.

Some progress has been made in taking care of the deferred maintenance caused by war conditions. However, in some respects difficulties have increased, machines are older and replacement parts have been more difficult to obtain. The same factors that have increased the construction costs have increased the maintenance costs.

Highway improvements interrupted by the war have increased the maintenance burden. During the war our main highways were called upon to carry increased loads, and the end of the war has increased, rather than diminished, this trend. It is evident that additional funds and equipment will be required on this problem.

One of the chief problems confronting this Department is the additional money required, due to higher costs, if we are to continue the schedule of construction and maintenance agreed upon before the war.

COMMUNITY RECREATION

Community recreation is being recognized as a function of state government throughout the country. Its importance is indicated by the fact that many Vermont towns, confronted by their problems concerning community recreation, have turned to the State Community Recreation Advisory Service to receive help in determining, appraising, and meeting community needs—the needs of organizing and administering community programs, raising money, locating and training leaders, and planning facilities. What these communities need and seek is technical, consultive service on how to provide community recreation effectively. They lack the “know-how”, not the enthusiasm or concern and consequently have requested guidance.

I believe that recreation is a vital, positive force in Vermont's way of life because it contributes to the physical and mental health, to the morals, to the education and culture, of its people. It also curbs crime and delinquency, encourages good citizenship, and strengthens family and community life. To the State of Vermont and to local communities, recreation becomes an economic asset by keeping its youth vigorous through wholesome programs of activities, as well as making Vermont attractive to outsiders through its opportunities for leisure-time pursuits. New industries are looking to communities with recreation programs.

During the past two years the State Community Recreation Advisory Service has helped communities with organization, planning, and leadership problems resulting in the stimulation of community interest and responsibility. At the same time this service has prevented communities from making costly mistakes. Two largely attended Governor's Conferences on Community Recreation have indicated widespread interest throughout the State.

We in Vermont who are concerned with better living conditions will want to include the planning for recreation and the cultural side of community life as a legitimate need.

It should be noted that the Community Recreation appropriation terminates with the expiration of the Council of Safety on February 1, 1947.

Therefore, if this work is to be continued, legislation prior to February 1, 1947 will be necessary. I hope that such legislation will be enacted, as community recreation is important in the development of the State.

GEOLOGY

Two years ago, I recommended an increase in the appropriation for the State Geologist primarily for the purpose of enabling him to undertake a systematic geological survey of the State's unexplored regions. A complete survey has not been made since 1865. The Legislature responded favorably to this suggestion and as a result a program has been initiated designed to obtain a complete and systematic survey of the entire state. The results of this survey, so far as it has progressed, will be made available in a report of the State Geologist. In addition to these surveys, the State Geologist has studied and surveyed the activities of all mineral producing companies of the State. The production for 1946 is estimated at a value of \$19,000,000, considerably higher than any comparable period prior to this year.

I might say in passing that surveys which cover mountainous regions are slow, difficult and dangerous. I feel, however, that this work is of sufficient importance to justify its continuance and I hope the work may continue through adequate appropriations by future legislatures.

This is one of several efforts we have initiated to increase the income of Vermonters. Thus to improve the standard of living in Vermont has been one of the chief objectives of this administration.

Stream Pollution

Two years ago, I recommended that the Legislature with the aid and assistance of the Vermont Development Commission, at that time the State Planning Board, make a start in the formation of a broad policy which would bring about the gradual elimination of stream pollution.

While the Legislature did not enact such a measure the Development Commission has been as active in such work as time and facilities permitted. The Commission made a survey of the Winooski basin to determine the extent and location of pollution and has taken part in all stream pollution meetings in the State.

Since 1923 the theme of our recreational publicity has been UNSPOILED VERMONT. Vacationists who are attracted to the State by such publicity are entitled to expect an UNSPOILED VERMONT upon their arrival. One of our greatest assets, in the recreational field, is our rivers and lakes. Many of these are now so polluted that they are not suitable for recreational purposes and are often dangerous to health.

The recreational business in this state has an opportunity to enjoy the greatest expansion, percentagewise, of any income-producing activity in Vermont during the years to come. It would be of tremendous value to the recreational business if we could have our streams more suitable for bathing, camping, and fishing. If we are to take advantage of our opportunities, steps must be taken to eliminate to a considerable extent the pollution now existing in our rivers, streams, and lakes and the State should participate in such planning. Corrective measures would have far-reaching and beneficial results—not only as regards the beauty of our rivers, but likewise the health of our citizens and the promotion of recreational facilities.

I feel that a program which will ultimately result in the clearing of our streams and lakes can not longer be delayed, and it is my hope that any advance planning having to do with our recreational activities will embody a broad and far-reaching program for the elimination of stream pollution. The first step in such a program would be the prevention of any further pollution than now exists.

Wilder Dam

This administration has given much thought and effort in connection with the redevelopment of the dam at Wilder.

The Legislature of 1945 enacted a bill designating the Public Service Commission as the state agency in matters pertaining to power development. It also adopted a joint resolution directing the Governor to use his utmost efforts to hold the level of the dam at Wilder at 380 feet in the event it was redeveloped.

Following adjournment of the 1945 Legislature, the Bellows Falls Hydro Electric Company petitioned the Public Service Commission for a license to redevelop the dam at a 385 foot elevation. For weeks, the Public Service Commission listened to evidence presented by all interested parties, and, upon completion of the various hearings, had before it for decision the question as to whether the acres to be inundated or the electric power that would result from the redevelopment was the more important to all the people of Vermont. Its decision was in effect that the redevelopment of the dam at Wilder would serve the public good of the State and result in the greatest benefit to the people in that it would encourage the expansion of industry and provide the additional electricity needed for a broad development of the State.

As many of you know, our state Public Service Commission is a quasi-judicial body and during the period the case was with it for consideration, it was my belief that the Governor should at all times maintain a scrupulous detachment. To do otherwise would be comparable to an attempt to influence a decision of the Supreme Court, and this could not, and should not, be tolerated in the orderly administration of governmental affairs, notwithstanding my desire to do all in my power to prevent the destruction of fertile farm lands. In the name of good government the Chief Executive must be fair to all parties.

Following the decision of the Public Service Commission, and while the case was with the Supreme Court for decision, on my own responsibility I attempted to serve as conciliator between the two opposing groups, and endeavored to persuade the New England Power Association to agree voluntarily to fix the level of the dam at 380 feet, and, in doing so, I attempted to impress upon the officials of this Association the loss of farm lands which would occur if the level of the dam were to be redeveloped at 385 feet. In this, I was unsuccessful.

Subsequently, the Supreme Court ruled that the Public Service Commission was without jurisdiction and that sole jurisdiction was with the Federal Power Commission.

The interested parties filed a petition with the Federal Power Commission to reopen the case for the introduction of additional evidence in their efforts to hold the redevelopment of the dam at a level of 380 feet. With the case no longer before the Public Service Commission or the Supreme Court, I felt free to take an active part in the matter. I wired the Federal Power Commission urging it to grant the petition, then pending before it, to reopen the case, and permit the introduction of further evidence. I advised this body that if this were done, I would appoint special counsel to cooperate with the petitioners in holding the level of the dam at 380 feet. The petition was granted, the case reopened, special counsel appointed and additional evidence introduced, but the decision was the same and a license was granted to redevelop the dam at a level of 385 feet.

If we are to encourage the expansion of existing Vermont industries and the establishment of new ones, we must have further power development, but at the same time, this must be done in such a way as to preserve our good farm lands and it is regrettable that the Wilder dam could not be redeveloped at a level of 380 feet which, in my opinion, would solve both problems reasonably well.

STATE OFFICE BUILDING

The first appropriation for a new State office building was made in 1941. A four story building was then contemplated. The 1945 Legislature increased this appropriation by \$150,000 to meet additional building costs.

In its study of the office space required by the various departments, the State Building Commission during the past two years has been convinced that when the new office building is erected, it should be a five-story building. A detailed survey of the needs of each department was made and then a careful recheck followed. Not only will the five-story building be completely occupied, but also the Howland house which is to be moved to a site at the west end of the new office building. All state departments located here in Montpelier would then be in state-owned buildings.

The architect's plans provide for two additional buildings should additional space be needed at some future time; these buildings to be located one at each end of the office building and on an axis perpendicular to State Street.

A further appropriation will be needed before the building can be erected, it goes without saying a new building is greatly needed, not alone because of the uneconomical business conditions resulting from the

scattered location of present buildings now used as state offices, but for other obvious reasons, it is my hope that construction can be started in the near future.

A central heating plant to supply all state buildings was started in 1945 and completed in 1946.

STATE LIBRARY BUILDING

In my inaugural message I recommended the construction of an addition to the State Library Building in order to meet the urgent needs of the State Library and the Vermont Historical Society for additional room, and which would also provide adequate and fireproof storage for the preservation of the historical and non-current records of the State, as well as make such records more readily available for public and official use. The General Assembly of 1945 considered and approved this project but failed to appropriate funds for construction. The current reports of the State Library and Public Records Commission present the facts of this project which is tied in with the plans of the new office building and should be regarded as an essential part of it.

I hope that funds will be made available so that the construction of an addition to the State Library building may be undertaken at the time construction is started on the new office building.

REPORT ON VERMONT GOVERNMENT

A commission which I appointed, as a result of action by the 1945 Legislature, to study Vermont Government and Finances under the chairmanship of J. Harold Stacey has made a very thorough study of several important problems and its report contains recommendations which should be of inestimable value to this Legislature in its consideration of various state problems. It is one of the most constructive and forthright reports issued in a long time. I strongly recommend it for your consideration and commend the committee for its conscientious and untiring efforts.

A COMPARATIVE INDEX OF WEALTH FOR TOWNS

We need in Vermont a comparative index of wealth for our towns--a yardstick to indicate the actual comparative wealth of each town.

The Grand List was intended to provide such an index, and it would if we complied strictly with the laws. Sec. 634 of the Public Laws requires real property to be appraised at its "just value in money." Actually, it is appraised in most cases at varying percentages less than full value, from 30 per cent to 100 per cent of full value.

The Grand List is resorted to for various financial purposes other than local taxation. It is the basis for computing the town's share of State Aid funds. It is the basis of figuring the town's share of a state tax. It is the basis for determining a town's limit of indebtedness. And there are many others.

Let me say right here that in the discussion of this problem there is no desire to alter the present practice of appraisals, so far as they pertain to establishing the Grand List for the purpose of local taxation. The towns should continue to handle their Grand Lists for local taxation just as they do now.

The present discussion concerns only instances where there is financing involving several or all the towns. For this we need something in addition to the present Grand List. We need something which will indicate a true comparison of the wealth of all the towns so that all towns may be treated alike.

One instance will illustrate the serious unfairness existing now. State Aid for education is distributed on the basis of wealth per equated pupil. Actually, two towns might have about equal wealth per pupil. Yet if Town A bases its Grand List on 30 per cent of full valuation and Town B on ninety per cent, Town A would receive three times its rightful share of State Aid compared to B.

There are at least seventeen Vermont statutes in which the Grand List is made the basis for a tax, distribution of funds or other financing, and which, therefore, provide the basis for unfair use of funds insofar as the Grand List varies from a uniform appraisal basis. This injustice is due to the fact that we have no accurate comparative wealth index for all towns in the State.

The method employed by New York to correct this situation has worked very satisfactorily in that State. In general, the Tax Commission of New York satisfies itself as to what basis of appraisal each town is using, whether it is 25 percent or 100 percent. From the appraisal based on such a percentage, the State can easily determine what the one hundred per cent valuation would be.

Such valuation establishes a comparative index of wealth for all towns and provides a basis for treating them fairly whenever there is financing involving several or all, but is not used for local taxation purposes.

The commission which has made a study of Vermont finances and government has made another constructive suggestion for the solution of this problem.

The 1945 Legislature introduced a measure to accomplish this purpose but it failed in its passage. This was due partly, I believe, to the fact that the purpose of the measure was not clearly understood.

I hope the Legislature will study this problem and adopt some method which will establish a comparative index of wealth for all towns.

VERMONT COUNCIL OF SAFETY

The State Council of Defense was created in September, 1940 at the request of the Advisory Commission to the Council of National Defense. It was charged with the responsibility of assisting in the then important program of organizing and utilizing industrial production facilities for the production of defense material for the national needs. It was also charged with the responsibility of preparing such measures for civilian defense as seemed necessary at that time.

In February, 1941, the name of the group was changed to the Vermont Council of Safety and the members were reappointed by the late Governor Wills. In May, 1941, the United States Office of Civilian Defense was created and, thereafter, the major function of the Vermont Council of Safety was the planning, organization, training, and operation of a state system of civilian defense, primarily for air raid protection, reaching into every community. This work was done in close cooperation with the United States Army and the U. S. Office of Civilian Defense.

Other important war-time tasks were undertaken, in the field of Community War Services, such as salvage, child care, conservation programs, and recreation.

The Council of Safety was first given official status by a Joint Resolution adopted by the General Assembly at the Special Session of 1941. It was re-recognized by the State Emergency War Powers Act of 1943 and again in 1945. Since the War Powers Act terminates on February 1, 1947, the Council of Safety will also terminate on this date unless other action is taken by this Assembly.

The work of this Council throughout the war was financed by appropriation made to it by the Emergency Board. The 1945 Legislature appropriated \$12,000 for the biennium ending June 30, 1947 for the continuance of the Community Recreation Office under the Council of Safety. It should be noted that under present statutes, the Council of Safety will terminate on February 1, 1947, before the end of the biennium.

The only other activities of this Council remaining in addition to the recreation service referred to above, are those of the State Fuel Board and the State Property office. The activities of the former are carried on from the office of Frank W. Dalglish entailing only the expense of telephone and telegram charges. The state property office is in charge of the State Fire Marshal, Chester M. Kirby who is the acting officer responsible to the federal government for the various Offices of Civilian Defense property in the hands of local property officers in the numerous municipalities throughout the State. The only expense involved in connection with this office is a \$10.00 annual bond premium which is required to be filed.

Provision for handling the Community Recreation office, the State Fuel Board and the State Property office should be made before the Council of Safety goes out of existence February 1, 1947.

CONCLUSION

The events just related bring to a close another chapter in the eventful history of the Green Mountain State. From those early days back in 1777 when she was fighting for her very existence and for a place in the Union of

States, Vermont has consistently been distinguished for her courage, resourcefulness, self-reliance, honesty, and patriotism. In peace or war she has performed feats of valor that have earned the undying loyalty of Vermonters and the respect of Americans everywhere. We pay tribute to a great fighter for justice and freedom.

Vermont's character is portrayed in part in the tributes to our State recently inscribed on the walls of the north corridor of the first floor of the State House. For several years I have been endeavoring to find an opportunity to establish such a Hall of Inscriptions in a state building, believing that they have much inspirational value to the legislators, the visiting public and to all who read them. While this should be only the beginning, we have at least made a start.

In the course of our dealing with Vermont's needs we were aware that with the passing of years and events, a succession of foremost state needs come to the front in each period. They in turn give way to others. This is evolution, and the way of progress. At this particular era, we have seen out in front, deserving of our foremost consideration:

- 1) education, including better paid teachers, increased vocational facilities, transportation, consolidation of some schools and more state aid;
- (2) development of our natural resources, agriculture, industry, recreation, etc., to further our prosperity and provide better income and opportunities for all Vermonters;
- (3) State institutional needs;
- (4) Improvement in health conditions;
- (5) Benefits for the unfortunate;
- (6) Good business management in government.

These are among the foremost needs today. Upon all of these we have focused special thought and effort resulting, I believe, in considerable progress. They deserve, and I hope will receive at the hands of this Legislature further strengthening and improvement.

When this administration took over the reins of government two years ago, we carefully analyzed the needs of the State. We have endeavored to make this an Era of Development which would place Vermont in the forefront of progress so far as her means permit. We have continually and aggressively tried to Build a Better Vermont for the welfare and happiness of all our people. It is a challenge which is second to none in the abiding satisfaction and inspiration which it brings to those who have the privilege of serving.

For whatever success has been attained, I here express my deepest gratitude to an outstanding Legislature for its cooperation and wisdom, and likewise to our State departments, the State Employees Association, and many others who have aided me in my administration. There has unfailingly been a united front which has left nothing to be desired.

Government as well as all other endeavors, however, consists not of work alone. Friendships, loyalties, and common sacrifices born in the midst of daily efforts, are what we remember longest. No type of person could be finer to work with than the average Vermonter. His common sense, his belief in fair play, his never-failing sense of humor, his genuineness, constitute the most likeable personality I know. In my fourteen years of continuous service with our state government, I am forever indebted to many delightful folks in all walks of life, scattered throughout the State, for some of the happiest hours and most worthwhile experiences of my life.

We must never relinquish the fight for progress. We must strive equally hard to preserve that certain genuineness, hominess, and rugged loveliness that is Vermont. These fourteen years have caused me to have increasingly greater admiration for these hills and their people, throughout the ups and downs which life must always hold for all of us.

For each of you, for all who serve in the State family, and for the Governor who succeeds me, I wish every satisfaction and success which such service can bring.

MORTIMER R. PROCTOR.

The Governor, having concluded the reading of his message was escorted to the Executive Chamber by the committee appointed by the Chair.

The Joint Assembly dissolved.

RAWSON C. MYRICK,
Secretary of State, Clerk.