

Project # 806

THE REORGANIZATION OF ALABAMA'S STATE GOVERNMENT

Some suggestions for reorganizing the executive and administrative branch of Alabama's state government, made at the request of the Legislative Council of the State of Alabama

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STATE OF ALABAMA
Legislative Reference Service
Montgomery

FOREWORD

The governing of the State of Alabama is a complex administrative undertaking. The State is currently spending about 140 million dollars annually in state-collected revenue and an additional 35 million dollars in federal grants. Today an estimated 5 cents out of every dollar of income earned in the State goes directly into the treasury of the State of Alabama. The State now employs over 16,000 persons, 9,269 being employed in regular state agencies, 5,608 by state educational institutions, and 1,182 by state business enterprises. One out of every 200 persons living in the State is now directly on the state payroll. These state employees are hired by the 117 individual state agencies which comprise the total organization of Alabama's state government.

The effectiveness with which these millions of dollars are spent, the manner in which the services of state employees are utilized, and the general standard of state services are to a large extent dependent upon the organizational arrangement of the state government. Until a conscientious effort is made to reorganize the executive branch of state government Alabama will continue to dissipate its limited financial resources and fail to meet the minimum standards of an effective state service.

This report contains an organization chart of Alabama's state government. To our knowledge this is the only such chart ever drawn of present-day Alabama state government. The report also contains a listing of the major organizational features, expenditures, and personnel of each state agency. Certain suggestions have been made for revamping the State's organization, and these suggestions are reflected in a suggested organization chart. If this report has no other significance, the organization chart of Alabama's present government and the listing of all state agencies should be valuable.

We are indebted to the State Planning Board for assistance in preparing the organization charts contained in this report.

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THE REORGANIZATION OF ALABAMA'S STATE GOVERNMENT

I. INTRODUCTION

The Legislative Council recently directed the Legislative Reference Service to make some suggestions for reorganizing the executive and administrative branch of the state government. Before proceeding to set out these suggestions, however, it appears to be desirable to examine briefly the present organization of Alabama's state government, the principles upon which a more satisfactory organization can be established, and the results that might be expected to follow from a reorganization.

Reorganization does not insure good government. But a reorganization can facilitate a more efficient employment of personnel and better financial management. Alabama should have an efficient state government which concentrates upon rendering only the essential services of government.

At various times attempts have been made to secure a more reasonable and satisfactory executive organization. The most notable of these attempts was the detailed study and recommendations made by the Brookings Institution in 1932.¹ No major or comprehensive reorganization has resulted from any of these attempts, although considerable improvement was made in state organization by the adoption of certain changes recommended by Governor Frank M. Dixon.

Present Organization

Chart 1 illustrates graphically the present governmental organization in Alabama. This organization has evolved in a rather haphazard manner since Alabama's admission to the union and through a series of constitutional changes. From time to time as the need has arisen new agencies have been created to administer various functions, services, and regulations assumed by the state government. These agencies have been created with little regard to the over-all pattern of state organization. There has been no real uniformity as to the method of selecting executive officials, the structure of the agency created, or the lines of responsibility within the state administrative organization.

There are at the present time in Alabama 117 separate offices, departments, boards, commissions, agencies, and institutions. The heads or executive authorities of these agencies are chosen in a variety of ways. Eleven state officials are elected directly by the people. Of the executive authorities of the remaining agencies, some are appointed by the Governor alone, some are appointed by the Governor with the consent of the Senate, some are appointed by self-perpetuating boards, some serve ex-officio, and some are appointed by authorities other than the Governor.

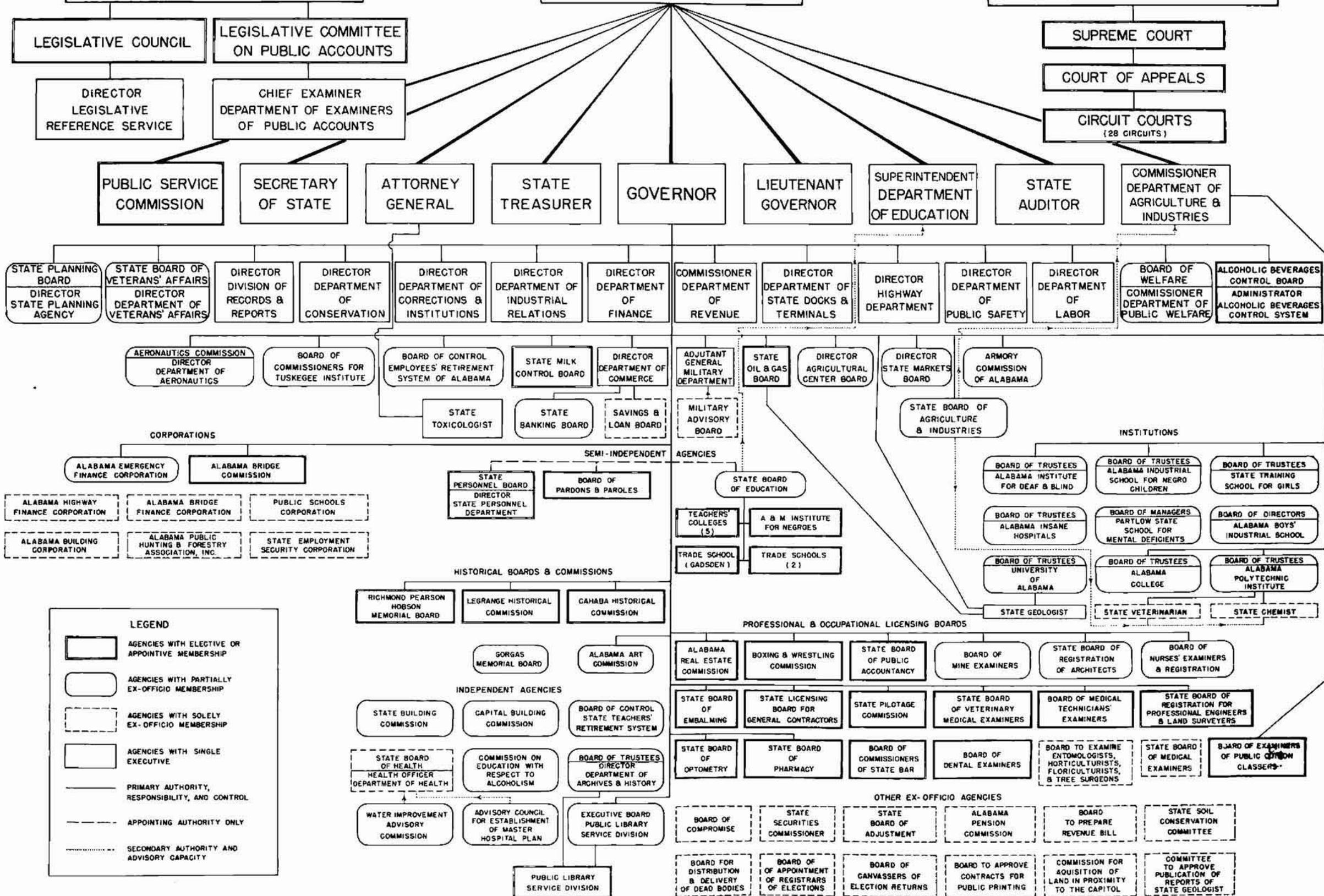
¹Report on a Survey Submitted to Governor B. M. Miller, Brookings Institution, Washington, D. C., 1932.

ELECTORATE

LEGISLATIVE

EXECUTIVE

JUDICIAL



LEGEND

- AGENCIES WITH ELECTIVE OR APPOINTIVE MEMBERSHIP
- AGENCIES WITH PARTIALLY EX-OFFICIO MEMBERSHIP
- AGENCIES WITH SOLELY EX-OFFICIO MEMBERSHIP
- AGENCIES WITH SINGLE EXECUTIVE
- PRIMARY AUTHORITY, RESPONSIBILITY, AND CONTROL
- APPOINTING AUTHORITY ONLY
- SECONDARY AUTHORITY AND ADVISORY CAPACITY

State agencies are responsible or not to the Governor in varying degrees. Certain of the agencies are directly under his control, others are semi-independent of him, and still others are entirely independent of his authority. Frequently the degree of independence enjoyed by an agency bears little relation to the type of function it performs. Many agencies whose functions are primarily administrative are independent of the Governor; and other agencies whose functions involve policy determination and regulation, which might well be independent of the Governor, are directly under his authority.

Likewise there is little uniformity as to the structure of agencies performing similar functions. Some are headed by a single individual, others take the form of multi-membered boards and commissions, others are in the corporate form, and still others are wholly or partly ex-officio. Thus it can be seen that the lines of authority and responsibility to the Governor are in a large number of cases tenuous or obscure and in some cases non-existent.

Defects of Present Organization

The fundamental defects which appear from an examination of Alabama's present governmental organization are:

- 1) There are a multiplicity of agencies performing similar or related functions.
- 2) There is a lack of centralized authority and responsibility in the chief executive.
- 3) The organization of many agencies is ill-suited to the type of function performed, and purely administrative functions have been vested in multi-membered boards and commissions.

Due to these fundamental defects, Alabama has a poorly coordinated and loosely knit governmental organization. It is an organization within which intelligent over-all planning and management is impossible. Related functions and services are not properly integrated or correlated. Finances are poorly managed, and personnel is not effectively employed. Responsibility is diffused and the administrative organization is not sensitive to democratic control. Some agencies are not subject to any supervision except that sporadically supplied by the legislature.

Principles of Sound Organization

The major principles which should be followed in obtaining an acceptable governmental organization are briefly listed below:

1. Administrative authority and responsibility should be concentrated, and the Governor should in fact be the chief executive and chief administrator of state government.

2. Similar or related functions should be grouped together and performed by a single administrative agency, to the end that there be as few agencies as possible.

3. Agencies which have primarily administrative duties should be headed by single executives.

4. Independent boards and commissions should be employed only when the function to be performed is quasi-legislative or quasi-judicial in nature; or when the function involves policy determination which should not be subject to gubernatorial influence.

The recommendations made below have been determined largely on the basis of these principles for a sound organization.

Results of Reorganization

As to the results which may be expected to follow from such a reorganization, it is felt that the primary result will be increased efficiency in government. A reorganization in itself should not be expected to effect any considerable immediate saving of money. However, the increased efficiency in administration resulting from a reorganization should moderate the ever present pressure for increased taxes. It will be possible to render better governmental services without the expenditure of more money. It is strongly believed that until a more satisfactory organization is established no substantial decrease in governmental expenditures can be expected, but rather on the contrary governmental administrative expenditures will probably continue to increase.

Obviously the reorganization suggested below will result in a decrease in the number of state agencies. The abolition and fusing of agencies will also result necessarily in a small number of state employees losing their jobs, and should, but probably will not, result in an even greater reduction of personnel. Furthermore, the adoption of these proposals should result in much more effective control and direction of the over-all administrative system; and should place the responsibility for managing state affairs to a large extent squarely upon the shoulders of the Governor. The centralization of authority and responsibility in the Governor, the elimination of some of the independent agencies, the abolition of several elective offices, and the clarification of functions and jurisdiction as between agencies should make the governmental organization more responsive to democratic popular control.

II. SUGGESTIONS FOR REORGANIZATION

Most of the suggestions for reorganization made below have involved at least one of the following changes:

1. Placing independent agencies within another existing department, or combining presently existing agencies performing a similar function to form a single new department.

2. Changing certain administrative boards and commissions to advisory boards and commissions.
3. Abolishing superfluous or obsolete agencies.
4. Converting an elective office into an appointive office.
5. Increasing and strengthening the independent position of certain agencies.

None of the proposals are offered as the final or best possible measures for improving state organization, but rather are tentative and subject to further evaluation and consideration. It is felt, however, that the action suggested is in the proper general direction for establishing a sound state governmental organization.

Finally, it should be pointed out that no suggestions have been made in regard to the state's hospitals or institutions of higher learning. They were considered to be outside the purview of the report. Certain facts about them are included for informational purposes only and to indicate their position in the administrative organization.

Chart II pictures the way the state's administrative organization would appear if the proposals made herein were adopted.

GENERAL GOVERNMENT

Governor

1. Method of selection: Elected by people
2. Term: Four years
3. Compensation: \$12,000 annually, beginning 1951
4. Annual appropriation: \$57,800, plus contingent fund
of \$25,000
5. Number of employees: 12

The Governor is ex-officio member of thirty-five boards and commissions. It is suggested that he be relieved of this duty in most instances. Such service is primarily administrative in character and concerns the internal operation of various departments and institutions, and requires too much of the Governor's time. He should be concerned only with over-all administration. Since he has the authority to appoint and remove members of most of the boards and commissions and many department heads, removing him from membership on these bodies would not deprive him of effective general control. This recommendation was also made in the Brookings Report.

Finally it is suggested that all gubernatorial appointments be made subject to senatorial confirmation, and that the Senate make confirmation a real check upon the Governor.

Lieutenant Governor

1. Method of selection: Elected by people
2. Term: Four years
3. Compensation: \$22 per day while legislature in session
4. Annual appropriation: None
5. Number of employees: None

No suggestion.

Attorney General

1. Method of selection: Elected by people
2. Term: Four years
3. Compensation: \$7,500 per annum
4. Annual appropriation: \$103,500
5. Number of employees: 23

It is suggested that a State Department of Justice be created and that it be headed by the Attorney General. All law enforcement functions of the state should be placed in this Department. The functions of the following agencies or officials should be performed by the Department: the Department of Public Safety (including the Highway Patrol), the Fire Marshal, the State Toxicologist, the ABC law enforcement division, any special investigators heretofore appointed or usually maintained by the Governor. This change appears to be desirable in order to obtain an integrated and centralized administration and enforcement of the criminal laws of the state. At present administration and enforcement is dispersed and diffused among various agencies and probably is not as effective or comprehensive as it should be.

The Attorney General should be appointed by the Governor with the advice and consent of the Senate since the Governor is charged with the responsibility of enforcing and executing the laws. Whether he is made appointive or not, there seems to be no determinative argument against the creation of a Department of Justice as suggested.

The Brookings Report recommended that the Attorney General be appointed by the Governor for an indeterminate term as well as the creation of a far more comprehensive Department of Justice with the power to appoint sheriffs and circuit solicitors.

Secretary of State

1. Method of selection: Elected by people
2. Term: Four years
3. Compensation: \$4,800 per annum
4. Annual appropriation: \$21,520
5. Number of employees: 6

It is suggested that the office of Secretary of State be abolished. The Secretary of State has no duties which justify his being elected by the people. The duties of the office are almost wholly ministerial and clerical in nature and he has no policy determining functions. The office has existed in all the states by the force of tradition and is an archaic carry-over from colonial times.

It is suggested that the duties of the Secretary of State in regard to public lands be transferred to the division of state lands of the Department of Conservation; the duties in regard to the recording, custody and sale of public documents be transferred to the Department of Archives and History; the duties in regard to the registration of trademarks and labels and the keeping of records in connection with corporations be transferred to the Department of Commerce; and the duties with respect to elections be transferred to the State Board of Elections hereinafter proposed. It is suggested that all other duties of the Secretary of State, including the custody of the great seal and the issuance of commissions and proclamations, be transferred to the Governor's office. These suggestions are substantially in accord with those made by the Brookings Institution.

Board of Appointment of Registrars

1. Composition: Governor, State Auditor, Commissioner of Agriculture and Industries
2. Term: Four years
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

It is suggested that this Board be abolished and its functions transferred to the Board of Elections proposed below.

Board for Canvassing Election Returns

1. Composition: Governor, Secretary of State, Attorney General
2. Term: Four years
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

It is suggested that this Board also be abolished and its functions transferred to the Board of Elections.

Board of Elections

It is suggested that a Board of Elections be created to perform the duties concerning elections now performed by the Secretary of State, the Board of Appointment of Registrars, and the Board for Canvassing Election Returns. By thus consolidating these various duties it should be possible to secure more consistent and uniform administration of the election laws, facilitate the holding of elections, and simplify the work of county officials. It is suggested that the Board be composed of the Governor, Lieutenant Governor, and the Chief Justice as ex-officio members. It is suggested that the Attorney General be designated the Secretary of the Board and that the clerical work of the Board be performed in his office. The Brookings Report also recommended the abolition of the two above boards and the creation of a Board of Elections similar to this.

Board of Adjustment

1. Composition: Director of Finance, State Treasurer, Secretary of State, State Auditor
2. Term: Four years
3. Compensation: None
4. Annual appropriation: \$21,240
5. Number of employees: One part-time attorney

It is suggested that the Board be composed of the Director of Finance, the Lieutenant Governor, and the Chief Examiner of Public Accounts and that the Director of Finance be secretary of the Board.

Board of Compromise

1. Composition: Governor, State Auditor, Attorney General
2. Term: Four years
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

It is suggested that the Chief Examiner of Public Accounts serve on this Board in place of the State Auditor.

Board to Approve Contracts for Public Printing

1. Composition: Governor, State Auditor, State Treasurer
2. Term: Four years
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

It is suggested that the Board be abolished because printing contracts are actually negotiated by the division of purchases and stores of the Department of Finance and approval by the Board is automatic.

Board to Prepare Revenue Bill

1. Composition: Governor, State Auditor, Attorney General
2. Term: Four years
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

This Board is inoperative and should be abolished.

Building Commissions

Four agencies are responsible for the planning, construction and maintenance of public buildings:

Capitol Building Commission

1. Composition: Governor, Chief Justice, Attorney General, Director of Finance, Secretary of State, Director of Archives and History, two citizen members appointed by other members
2. Term: Four years (citizen members), or term of office (ex-officio members)
3. Compensation: None
4. Annual appropriation: \$100,000
5. Number of employees: None

Commission for Acquisition of Land in Proximity to the Capitol

1. Composition: Governor, Chief Justice, Attorney General
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: \$26,091 (estimated expenditures, 1948-49)
5. Number of employees: None

State Building Commission

1. Composition: Governor, State Health Officer, Director of Finance, State Superintendent of Education, four senators elected by Senate, four representatives elected by House, Commission appoints Director
2. Term: Same as term of office for non-legislative members, legislative members, two years; Director, at pleasure of Commission
3. Compensation: Members, actual expenses and mileage; Director, \$12,000 per annum
4. Annual appropriation: \$50,000
5. Number of employees: 5

Alabama Building Corporation

1. Composition: Governor, Director of Finance, Attorney General

2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: None (May borrow \$250,000 to construct state office building)
5. Number of employees: None

It is suggested that all these commissions be abolished and their functions transferred to a division within the Department of Public Works hereinafter proposed. All the agencies have the same type of functions and were created for similar purposes and there is presently considerable confusion, overlapping, and conflict among them and in respect to their jurisdiction.

The Brookings Report recommended that the functions performed by the building commissions be transferred to a bureau of architecture within a Department of Highways and Public Works.

Personnel Department

1. Governing authority: Three member Personnel Board appointed by Governor with advice and consent of Senate; Board appoints Personnel Director
2. Term: Board members, 6 years; Director, at pleasure of Board
3. Compensation: Board members, \$25 a day, not to exceed \$600 per annum; Director, \$5,000 per annum
4. Annual appropriation: \$52,250
5. Number of employees: 18

Under the present system, each Governor has the opportunity to appoint two members of the Personnel Board. The effective operation of the merit system demands that the Personnel Board be independent of political control. It is therefore suggested that the members of the Board be appointed for twelve year terms by the Governor with the advice and consent of the Senate.

State Planning Board

1. Governing authority: Governor and six members appointed by him; Board appoints Director
2. Term: Board members, 4 years; Director, at pleasure of Board
3. Compensation: Board members, \$10 a day and actual expenses for not to exceed 50 days; Director, \$7,500 per annum

4. Annual appropriation: \$90,500
5. Number of employees: 26

It is suggested that the functions concerning public works planning be transferred from the Planning Board to the proposed Department of Public Works; and that the duties of the Planning Board be confined to industrial, resource, and economic development activities. It is further suggested that the responsibility for industrial development activities now vested in the Department of Agriculture and Industries be transferred to the Planning Board; and that the function of state advertising be transferred from the Division of Records and Reports to the Planning Board.

Employees' Retirement System

1. Governing authority: Board of Control composed of Governor, State Treasurer, State Personnel Director, Director of Finance, three members of retirement system appointed by Governor; Board selects Secretary-Treasurer who administers system
2. Term: None specified
3. Compensation: Board members, actual expenses; Secretary-Treasurer, \$5,700 per annum (also for duties in teachers' retirement system)
4. Annual appropriation: \$1,080,044 .
5. Number of employees: 19 (also work for teachers' retirement system)

It is suggested that the members of the Board of Control presently appointed by the Governor henceforth be elected by the members of the retirement system just as the members of the teachers' retirement system elect members to its Board of Control.

Division of Records and Reports

1. Governing authority: Director appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$4,800 per annum
4. Annual appropriation: \$9,000
5. Number of employees: 2

It is suggested that the Division be abolished. If it is desired to advertise the industrial opportunities of the state, let it be done by the planning agency.

FINANCIAL MANAGEMENTDepartment of Finance

1. Governing authority: Director appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$6,000 per annum
4. Annual appropriation: \$313,100
5. Number of employees: 120

It is suggested below that a division of the state treasury be created in the Department.

State Treasurer

1. Method of selection: Elected by people
2. Term: Four years
3. Compensation: \$4,800 per annum
4. Annual appropriation: \$58,500
5. Number of employees: 17

It is suggested that the office of State Treasurer be placed under the Department of Finance as a division of the state treasury, and that the State Treasurer be appointed by the Director of Finance subject to the provisions of the merit system.

The Treasurer, just as the Secretary of State, has no duties which justify his being an elective official. The duties of the office are primarily ministerial. Furthermore, sound fiscal policy dictates the integration of all financial management and fiscal operations in a single Department of Finance.

Contrary to what is perhaps the popular notion, electing the State Treasurer does not contribute to safeguarding and protecting the public funds. This is true because the Treasurer merely has the ministerial function of making disbursements on the order of the comptroller, who is not an elected official.

The Brookings Report recommended that the State Treasurer be appointed by the Governor but remain a separate office.

State Auditor

1. Method of selection: Elected by people
2. Term: Four years
3. Compensation: \$4,800 per annum
4. Annual appropriation: \$29,430
5. Number of employees: 7

According to accepted principles of governmental organization and management the auditing function should be independent of the executive in order that the auditor may independently and effectively check on the financial operations of the executive branch. That desired independence may be achieved either by having the auditor elected by the people or appointed by the legislature. At the present time in Alabama there is an Auditor elected by the people and a Department of Examiners of Public Accounts responsible to the Legislature, both of which perform the auditing function. This produces a needless duplication of function and effort and an unnecessary expense. It is suggested that the office of State Auditor be abolished and that the function be performed exclusively by the Department of Examiners of Public Accounts. The Legislature is charged with exercising continuing financial control over governmental operations, by making appropriations and levying taxes, and it is therefore fitting that the auditing agency be an instrument of the Legislature, appointed by it and accountable to it. If the Auditor is elected by the people, he may not be responsive to the wishes of the Legislature and there will be no continuous supervision of the auditing function. Furthermore, continuity in the Auditor's office seems to be desirable and this is not likely if an auditor is elected every four years and is not eligible to succeed himself.

Department of Examiners of Public Accounts

1. Governing authority: Legislative Committee on Public Accounts composed of five members elected by the House, five members elected by the Senate, the Lt. Governor, and the Speaker. Committee appoints Chief Examiner
2. Term: Committee members, two years; Chief Examiner, 7 years
3. Compensation: Committee members, mileage and necessary expenses; Chief Examiner, \$5,700 per annum
4. Annual appropriation: \$364,500
5. Number of employees: 85

It is suggested that the Department take over the performance of all the functions of the State Auditor. It is also suggested that it be furnished with its own legal counsel independent of the Attorney General.

Department of Revenue

1. Governing authority: Commissioner of Revenue appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$5,700 per annum
4. Annual appropriation: \$2,000,000 (estimated expenditures, 1948-49)
5. Number of employees: 431

No suggestion.

Emergency Finance Corporation

1. Composition: Governor and four members appointed by him
2. Term: Four years
3. Compensation: \$10 per day and necessary expenses, limited to 60 days a year
4. Annual appropriation: None
5. Number of employees: None

This Corporation was created for the purpose of borrowing money to relieve want, destitution and distress resulting from unemployment by constructing self-liquidating public works projects. It has never been operative and it is suggested that it be abolished.

PROTECTION OF PERSON AND PROPERTY

Military Department

1. Governing authority: Adjutant General appointed by Governor with consent of Senate
2. Term: At pleasure of Governor
3. Compensation: \$5,700 per annum
4. Annual appropriation: \$319,275

5. Number of employees: 71

No suggestion.

Armory Commission

1. Composition: Governor, Adjutant General, three highest ranking line officers of national guard, three qualified electors appointed by the Governor

2. Term: None specified

3. Compensation: Actual expenses

4. Annual appropriation: \$87,525

5. Number of employees: None

No suggestion.

Military Advisory Board

1. Composition: All general officers of the line, Adjutant General, ranking judge advocate general of the national guard, six ranking officers of line in grades not below major

2. Term: Indefinite

3. Compensation: \$10 per day

4. Annual appropriation: None

5. Number of employees: None

It is suggested that this board be abolished.

Department of Public Safety

1. Governing authority: Director of Public Safety appointed by Governor

2. Term: At pleasure of Governor

3. Compensation: \$5,700 per annum

4. Annual appropriation: \$1,450,000

5. Number of employees: 368

As previously suggested, it is proposed that the functions of the Department be transferred to the Department of Justice and that the Department of Public Safety as an autonomous unit be abolished.

This suggestion is in accordance with the recommendations in the Brookings Report.

State Toxicologist

1. Method of selection: Appointed by Attorney General on nomination of State Chemist
2. Term: Indefinite
3. Compensation: \$4,000 per annum
4. Annual appropriation: \$31,900
5. Number of employees: 15

As indicated above, it is suggested that the Toxicologist be placed in the Department of Justice and that he be appointed by the Attorney General subject to the provisions of the merit system.

HIGHWAYS

State Highway Department

1. Governing authority: Director appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$5,700 per annum
4. Annual appropriation: \$21,266,717 (estimated expenditures, 1948-49, exclusive of federal aid)
5. Number of employees: 3,242

In order to bring together in one agency all public works functions, to eliminate duplication of operations and overlapping of jurisdiction, and to promote economy and efficiency, it is suggested that a Department of Public Works be created. This Department should perform the functions and assume the duties of the Highway Department, the public works planning function vested in the Planning Board, and the functions of the various building commissions. It is further suggested that a Public Works Board be created to approve the construction of public buildings, the construction and location of highways, and to act in an advisory capacity on public works planning matters. The Board might well be composed of two members of the Senate elected by the Senate, two members of the House of Representatives elected by the House, the Dean of the Engineering School of the University of

Alabama, the Dean of the School of Architecture of A. P. I., and three citizen members appointed by the Governor with the consent of the Senate, no two of whom shall be residents of the same congressional district.

Alabama Bridge Commission

1. Composition: Five members appointed by Governor
2. Term: Six years
3. Compensation: \$1 per day & travel expenses
4. Annual appropriation: None
5. Number of employees: None

No suggestion.

Alabama Highway Finance Corporation

1. Composition: Director of Highway Department, Director of Finance, Attorney General
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

No suggestion.

Alabama Bridge Finance Corporation

1. Composition: Director of Highway Department, Director of Finance, Attorney General
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

No suggestion.

DEVELOPMENT AND CONSERVATION OF NATURAL RESOURCESDepartment of Conservation

1. Governing authority: Director of Conservation appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$5,700 per annum
4. Annual appropriation: \$1,721,370 (estimated expenditures, 1948-49, exclusive of federal aid)
5. Number of employees: 638

It is suggested that the various independent boards, commissions and other agencies having to do with historical sites, monuments and shrines, be abolished and their functions transferred to the division of parks, monuments, and historical sites of the Department of Conservation. It is also suggested that the State Geologist be placed in the Department and that he be appointed by the Director of Conservation subject to the provisions of the merit system.

In regard to conservation, the Brookings Institution recommended that two departments be created: a Department of Forestry and a Department of Game and Fisheries.

State Geologist

1. Method of selection: Appointed by President of University of Alabama with approval of Governor
2. Term: Indefinite
3. Compensation: \$4,800 per annum
4. Annual appropriation: \$90,480
5. Number of employees: 27

As previously indicated, it is suggested that the Geologist be placed in the Department of Conservation.

State Oil and Gas Board

1. Composition: Three members appointed by Governor, Geologist is Oil & Gas Supervisor

2. Term: Six years
3. Compensation: \$10 per day and expenses; Geologist receives \$900 per year as supervisor
4. Annual appropriation: \$19,730 (estimated expenditures, 1948-49)
5. Number of employees: None

It is suggested that this Board be attached to the Department of Conservation since its function is a phase of the general function of conservation. Its clerical and administrative duties should be performed by the Department of Conservation.

Committee to Approve Publication of Reports by State Geologist

1. Composition: Governor, Secretary of State, State Geologist
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

It is suggested that the Committee be abolished. It is presently inoperative.

Alabama Public Hunting and Forestry Association, Inc.

1. Composition: Governor, Director of Conservation, Director of Finance, Attorney General
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: \$2,097 (estimated expenditures, 1948-49)
5. Number of employees: None

No suggestion.

AGRICULTURE AND ANIMAL HUSBANDRY

Department of Agriculture and Industries

1. Governing authority: Commissioner of Agriculture and Industries elected by people; State Board of Agriculture and Industries,

composed of Governor, Commissioner of Agriculture and Industries, four farmers, appointed by Governor, and three representatives of industry appointed by Governor

2. Term: Commissioner, 4 years; Board members, 4 years
3. Compensation: Commissioner, \$5,700 per annum; appointed Board members, \$10 a day and expenses
4. Annual appropriation: \$685,156
5. Number of employees: 249

It is suggested that the Commissioner of Agriculture be appointed by the Governor with the advice and consent of the Senate, and be removable by the Governor. The position of the Commissioner is purely administrative just as that of most other department heads who are appointed and there does not appear to be any reason for having him elected and thus independent in a system of administration responsible to the Governor in other aspects. As said in the Brookings Report at page 201 of Volume 2:

"The way to involve a department of agriculture in 'politics' is to make its head elective; and such involvement is particularly likely to reduce the efficiency of a department when its duties are those of regulation and control. For the efficient conduct of such work, the head of the department must be free of political obligations, especially to those whom he is required by law to regulate and control. His predominant qualifications should be those necessary for the fearless, impartial, and efficient conduct of technical administrative work. Unfortunately, such qualifications are not the ones which ordinarily win popular elections.

"Election of the Commissioner is inconsistent with a definite division and allocation of agricultural functions between the Department of Agriculture on the one hand and the Alabama Polytechnic Institute on the other. There are no administrative means to keep an elected Commissioner within the field allotted to him. He is especially likely to assume the role of political leader of the farming population, and in this role, by one means or another, to draw the county agricultural demonstration agents into politics. These agents are responsible, of course, to the Extension Department of the Alabama Polytechnic Institute; but this department of the Institute requires appropriations and may at times need the support of that official who, by reason of popular election, has become the political leader of the farmers."

It is also suggested that the Department be relieved of any duties in regard to industrial development and that such duties be transferred to the state planning agency. The name of the Department should be changed simply to the Department of Agriculture.

It is suggested that the Board of Agriculture and Industries be made a purely advisory board composed of a farmer from each congressional district appointed by the Governor for overlapping six year terms.

In order to centralize in one department all operations relating to agriculture, it is suggested that the State Markets Board and the Agricultural Center Board be abolished and their functions imposed upon the Commissioner of Agriculture. Along the same line, it is suggested that the offices of State Chemist and State Veterinarian be abolished and that their duties be performed by the appropriate divisions in the Department of Agriculture.

The suggestions made here are along the same lines as those made in the Brookings Report.

State Markets Board

1. Composition: Commissioner of Agriculture and Industries and 4 members appointed by Governor; Director, appointed by Board
2. Term: Board members, 4 years; Director, at pleasure of Board
3. Compensation: Board members, \$25 a day and traveling expenses, not to exceed \$1,200 per annum; Director, \$5,000 per annum
4. Annual appropriation: \$15,000
5. Number of employees: 1

It is suggested that the Board be abolished.

Agricultural Center Board

1. Composition: Commissioner of Agriculture and Industries, 4 members appointed by Governor; Superintendent, appointed by Board
2. Term: Board members, 4 years; Superintendent, at pleasure of Board
3. Compensation: Board members, \$25 per day and necessary expenses, not to exceed \$1,200 per annum; Superintendent, \$6,000 per annum
4. Annual appropriation: \$35,000
5. Number of employees: 2

It is suggested that the Board be abolished.

State Veterinarian

1. Method of selection: Dean of Veterinary College at A.P.I.
2. Term: Indefinite
3. Compensation: \$1800 per annum
4. Annual appropriation: \$255,989 (estimated expenditures, 1948-49)
5. Number of employees: 14

It is suggested that the office be abolished and its duties performed by the Department of Agriculture.

State Chemist

1. Method of selection: Professor of Agricultural Chemistry at A.P.I.
2. Term: Indefinite
3. Compensation: \$1200 per annum
4. Annual appropriation: \$22,544 (estimated expenditures, 1948-49)
5. Number of employees: 2

It is suggested that the office be abolished and its duties performed by the Department of Agriculture.

State Soil Conservation Committee

1. Composition: Director of Extension Service of A.P.I., Director of State Agricultural Experiment Stations, Supervisor of Vocational Agricultural Education
2. Term: Indefinite
3. Compensation: Actual expenses
4. Annual appropriation: \$4,500
5. Number of employees: 1

No suggestion.

HEALTHDepartment of Public Health

1. Governing authority: State Medical Association composes State Board of Health, Board of Censors of Medical

Association composes State Committee on Public Health which acts for Medical Association in supervising Department of Public Health, Governor is chairman of Committee and there are ten physicians on Committee; State Health Officer elected by Board of Health

2. Term: Indefinite
 3. Compensation: State Health Officer, \$7,500 per annum
 4. Annual appropriation: \$1,172,100
 5. Number of employees: 409
- No suggestion.

State Water Improvement Advisory Board

1. Composition: State Health Officer, Director of Department of Conservation, Commissioner of Agriculture and Industries, State Geologist, one member designated by Dean of School of Engineering of University of Alabama, one member designated by Dean of School of Agriculture of A.P.I. and nine other members appointed by Governor
 2. Term: Ex-officio members, same as terms of office; all others, six years
 3. Compensation: Actual expenses
 4. Annual appropriation: None (operates on funds of State Health Department and federal aid)
 5. Number of employees: 10
- No suggestion.

Advisory Council for Establishment of Master Hospital Plan

1. Composition: Three hospital administrators appointed by Alabama Hospital Association, one member of State Board of Censors, 4 members appointed by Governor, State Health Officer, Commissioner of Public Welfare, Director of State Planning Board, Director of Finance, Attorney General
2. Term: Ex-officio members, same as terms of office; others, 3 years
3. Compensation: All members, expenses; all except those employed by State, \$15 a day

4. Annual appropriation: \$13,500

5. Number of employees: None

No suggestion.

Board for Distribution and Delivery of Dead Bodies

1. Composition: State Health Officer, Dean of School of Medicine and Head of Department of Anatomy of University of Alabama

2. Term: Indefinite

3. Compensation: None

4. Annual appropriation: None

5. Number of employees: None

No suggestion.

Alabama Insane Hospitals (Bryce and Searcy Hospitals)

1. Governing authority: Board of Trustees composed of Governor and 7 members, appointed by Board with advice and consent of Senate; Superintendent appointed by Board

2. Term: Board members, 7 years; Superintendent, at pleasure of Board

3. Compensation: Board members, actual traveling expenses; Superintendent, \$8400 per annum

4. Annual appropriation: \$2,934,360

5. Number of employees: 945

No suggestion.

Partlow State School for Mental Deficients

1. Governing authority: Board of Managers composed of Governor, Trustees of Alabama Insane Hospitals and 3 members appointed by Board; Superintendent of Insane Hospitals is superintendent but appoints assistant superintendent to operate school

2. Term: Seven years

3. Compensation: Necessary expenses; Assistant Superintendent, \$6,900 per annum

4. Annual appropriation: \$607,500

5. Number of employees: 169

No suggestion.

PUBLIC WELFARE

Department of Public Welfare

1. Governing authority: State Board of Public Welfare composed of Governor and six members appointed by Governor; Board appoints Commissioner of Public Welfare
2. Term: Board members, 6 years; Commissioner, at pleasure of Board
3. Compensation: Board members, traveling and actual expenses; Commissioner, \$5,700 per annum
4. Annual appropriation: \$5,143,000 (estimated expenditures, 1948-49, exclusive of federal and local aid)
5. Number of employees: 116

It is suggested that the Commissioner of Welfare be appointed by the Governor with the advice and consent of the Senate, and that the State Board of Public Welfare be made an advisory board. Just as in the case of the Commissioner of Agriculture, there seems to be no sound reason for having the Commissioner of Welfare chosen in a manner different from that in which other state administrative officials are chosen. The Brookings Report recommended the establishment of a welfare organization similar to the one presently in existence, with a board of public welfare which appointed a director of the department.

It is also suggested that the State Board of Public Welfare be made the governing body to control the operation of the Alabama Boys Industrial School, the State Training School for Girls, and the Alabama Industrial School for Negro Children. The Commissioner of Public Welfare should be an ex-officio member and secretary to the Board for this purpose. These schools are at present controlled by individual governing boards and should more properly be governed by one body and more particularly by one composed of persons with an interest in the welfare and rehabilitation of juvenile delinquents. The Brookings Report also recommended that these institutions be governed by the welfare board.

Placing all the schools under a single board should have the further advantages of coordinating the activities of the institutions, standardizing their practices, facilitating economies in their operations, and centralizing responsibility for the way in which they are conducted.

PENAL AND CORRECTIONAL INSTITUTIONS

Department of Corrections and Institutions

1. Governing authority: Director of Department of Corrections and Institutions appointed by the Governor
2. Term: At pleasure of the Governor
3. Compensation: \$5,700 per annum
4. Annual appropriation: \$3,607,578 (estimated expenditures, 1948-49)
5. Number of employees: 448

It is suggested that an Advisory Board on Penal and Correctional Institutions be created to advise the Director on policy matters and to inspect and keep the public informed in regard to conditions in the state's prisons. It is suggested that the Board be composed of two members of the Senate elected by the Senate, two members of the House of Representatives elected by the House, and three citizens appointed by the Governor with the consent of the Senate.

In the interest of clarity the name of this Department should be changed to the Department of Penal and Correctional Institutions.

The Brookings Report recommended that the administration of all penal institutions be transferred to the Department of Public Welfare.

Alabama Boys Industrial School

1. Governing authority: Board of Directors composed of Governor, State Superintendent of Education, Commissioner of Agriculture and Industries, Commissioner of Public Welfare, Director of Finance, State Health Officer, Attorney General, eleven other members appointed by the Board; Board appoints Superintendent
2. Term: Board members, ex-officio members same as term of office; appointed members, 6 years; Superintendent, at pleasure of Board
3. Compensation: Board members, none specified; Superintendent, \$4,800 per annum
4. Annual appropriation: \$148,500
5. Number of employees: 47

It is suggested that the Board be abolished in accordance with suggestions made in regard to the Welfare Department.

State Training School for Girls

1. Governing authority: Board of Trustees composed of Governor, Commissioner of Public Welfare, State Superintendent of Education, State Health Officer, and twelve other members appointed by Governor with consent of Senate; Board appoints Superintendent
2. Term: Appointed Board members, 6 years; Superintendent, at pleasure of Board
3. Compensation: Board members, actual expenses; Superintendent, \$3,600 per annum
4. Annual appropriation: \$71,280
5. Number of employees: 27

It is suggested that the Board be abolished in accordance with the suggestions made in regard to the Welfare Department.

Alabama Industrial School for Negro Children

1. Governing authority: Board of Trustees composed of Governor, Superintendent of Education, State Health Officer, Commissioner of Welfare, seven members appointed by the Governor; Board appoints Superintendent
2. Term: Appointed members of Board, 6 years; Superintendent, at pleasure of Board
3. Compensation: Board members, travel and actual expenses; Superintendent, \$2,400 per annum
4. Annual appropriation: \$67,500
5. Number of employees: 32

It is suggested that the Board be abolished in accordance with the suggestions made in regard to the Welfare Department.

Board of Pardons and Paroles

1. Composition: Composed of three members appointed by the Governor with the consent of the Senate
2. Term: Six years
3. Compensation: \$5,000 per annum

4. Annual appropriation: \$190,000
5. Number of employees: 58

In order to insure the largest possible amount of political independence for the Board, it is suggested that one of the members be appointed, with the consent of the Senate, by each of the following officials: the Governor, the Chief Justice of the Supreme Court, and the presiding judge of the Court of Appeals.

At the present time the Board is only a semi-independent agency since the members are appointed by the Governor for six year staggered terms and usually a Governor has the opportunity to appoint two members. The intent in creating the Board was to make it independent of gubernatorial control and certainly the granting of pardons and paroles should be free of politics. It is felt that the above suggestions will go far toward achieving this end.

VETERANS' AFFAIRS

State Department of Veterans' Affairs

1. Governing authority: State Board of Veterans' Affairs composed of Governor, and representatives of various veterans' organizations; State Service Commissioner appointed by Board
 2. Term: Board members, 4 years; Commissioner, 4 years
 3. Compensation: Board members, actual expenses; Commissioner, \$5,700 per annum
 4. Annual appropriation: \$325,000
 5. Number of employees: 128
- No suggestion.

Alabama Pension Commission

1. Composition: Director of Archives and History, Attorney General, Director of Finance; Commission appoints secretary subject to provisions of merit system
2. Term: Same as official term
3. Compensation: None
4. Annual appropriation: \$274,832 (estimated expenditures, 1948-49)
5. Number of employees: 1

The Commission is concerned only with payment of Confederate pensions. There is actually very little involved in this and does not warrant an independent agency. At the present time the Department of Public Welfare partially administers the program; applications for pensions are filed with county departments of public welfare; and in many instances Confederate pensions are supplemented by old age assistance granted by the Department of Welfare. It is therefore suggested that the Commission be abolished and that the entire administration of Confederate pensions be transferred to the Welfare Department.

INDUSTRIAL AND LABOR RELATIONS

Department of Industrial Relations

1. Governing authority: Director of Industrial Relations appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$10,000 per annum
4. Annual appropriation: \$105,300 (exclusive of federal funds)
5. Number of employees: 933

It is suggested that the name of the Department be changed to a Department of Industrial and Labor Relations and that the functions of the Department of Labor be performed by this Department and that the Department of Labor be abolished. This would restore the situation existing prior to 1943 when a separate Department of Labor was created. There seems to be no satisfactory reason for having a separate state labor department, when the functions of the two departments are so closely allied, and when the Department of Labor is such a small Department with such limited scope.

Department of Labor

1. Governing authority: Director of Department appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$5,000 per annum
4. Annual appropriation: \$35,150
5. Number of employees: 9

It is suggested that this Department be abolished and its functions incorporated in the Department of Industrial and Labor Relations as suggested above.

Alabama State Employment Security Corporation

1. Composition: Director of Industrial Relations, Director of Employment Service, Director of Unemployment Compensation
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: None
5. Number of employees: None

No suggestion since the corporation was created for the purpose of borrowing money to construct a state office building.

AERONAUTICSDepartment of Aeronautics

1. Governing authority: Alabama Aeronautics Commission composed of Director of Highway Department, Director of Department of Public Safety, five members appointed by Governor; Commission appoints Director of Aeronautics with approval of Governor
2. Term: Commission, appointed members, 4 years; Director, at pleasure of Commission
3. Compensation: Appointed members of Commission, \$10 per day not to exceed \$500 per annum; Director, \$5,700 per annum
4. Annual appropriation: \$174,060
5. Number of employees: 12

In order to centralize further responsibility and authority for administration in the Governor, it is suggested that the Director of Aeronautics be appointed by the Governor with the consent of the Senate and that the Board be made advisory. The Brookings Report recommended that the functions of the then existing Aviation Commission be transferred to the Public Service Commission.

REGULATION AND PROMOTION OF BUSINESSPublic Service Commission

1. Composition: 3 Commissioners elected by people
2. Term: 4 years

3. Compensation: President, \$7,500 per annum; Associate Members, \$6,900 per annum
 4. Annual appropriation: \$150,000
 5. Number of employees: 28
- No suggestion.

The Brookings Report recommended that members of the Public Service Commission be appointed by the Governor with the consent of the Senate for six year staggered terms and that they be removable only by impeachment.

Department of Commerce

1. Governing authority: Director appointed by Governor
2. Term: At pleasure of Governor
3. Compensation: \$5,700 per annum
4. Annual appropriation: \$122,565
5. Number of employees: 33

As previously suggested, it is proposed that the office of State Fire Marshal be transferred from the Department of Commerce to the Department of Justice. There also seems to be a need for clarifying the internal organization of the Department of Commerce. It is suggested that four bureaus be created: a bureau of rates and insurance, a bureau of loans, a bureau of banks with a division of savings and loans, and a bureau of business regulation. Each bureau should be under the supervision of a bureau chief appointed subject to the provisions of the merit system. It is suggested that the bureau of business regulation serve as a central clerical agency for carrying out the clerical and administrative work of the various boards or commissions established to regulate and license persons in various professions and occupations.

It is suggested that the State Banking Board and the State Savings and Loan Board be confined in their activities to giving advice and hearing appeals.

It is suggested, finally, that the name of the Department be changed to the Department of Commerce and Industries and that the administration of all future laws regulating business be imposed upon the Department.

Alabama State Milk Control Board

1. Composition: Five members appointed by the Governor

2. Term: At pleasure of Governor
3. Compensation: \$7.50 per day
4. Annual appropriation: \$48,000
5. Number of employees: 12

No suggestion.

State Securities Commissioner

1. Method of selection: Attorney General, ex-officio
2. Term: Same as term of office
3. Compensation: None
4. Annual appropriation: \$5,400
5. Number of employees: 2

It appears that the function of registering securities should be transferred to the Department of Commerce. This was the recommendation of the Brookings Report.

EDUCATION AND LIBRARIES

State Department of Education

1. Governing authority: State Superintendent of Education elected by people; State Board of Education composed of one member from each congressional district appointed by Governor with consent of Senate
2. Term: Superintendent, 4 years; Board members, 6 years
3. Compensation: Superintendent, \$5,700 per annum; Board members, \$10 per day not to exceed \$250 per annum
4. Annual appropriation: \$200,000
5. Number of employees: 173

It is suggested either that the Superintendent be allowed to succeed himself in office or that the members of the Board be elected by the people in each congressional district and in turn choose a Superintendent who shall serve at their pleasure. Either of these methods would appear to be preferable to the present method of selecting the Superintendent for a single four year

term. Continuity in administration is highly desirable in the field of public education. Having the Superintendent continue in office for more than four years enables him to become more experienced and provides a more professionalized, less political, administration of the public school system.

If Board members are to continue to be appointed, it is suggested that they be appointed with the consent of the Senate for twelve year terms in order to free the Board from undue influence by the Governor and to make it a truly independent agency.

The Brookings Report recommended that Board members be appointed for twelve year terms and that the Board appoint the Superintendent to serve at its pleasure.

Public School Corporation

1. Composition: Director of Finance, Commissioner of Revenue, Superintendent of Education
 2. Term: Same as term of office
 3. Compensation: None
 4. Annual appropriation: None
 5. Number of employees: None
- No suggestion.

State Teachers' Colleges (Florence, Jacksonville, Troy, Livingston, Montgomery)

1. Governing authority: Presidents elected by State Board of Education on recommendation of State Superintendent of Education; Board charged with management, control, and supervision of colleges
 2. Term: Presidents, at pleasure of Board
 3. Compensation: Presidents, \$7500 per annum
 4. Annual appropriations: Florence - \$95,500; Jacksonville - \$95,500; Troy - \$88,500; Livingston - \$88,500; Montgomery (Negroes) - \$400,000
 5. Number of employees: Florence - 199; Jacksonville - 161; Troy - 114; Livingston - 103; Montgomery (Negroes) -
- No suggestion.

University of Alabama

1. Governing authority: Board of Trustees composed of Governor, State Superintendent of Education, and one member appointed by Board with consent of Senate from each congressional district except two members from congressional district in which University located; President appointed by Board
2. Term: Board members, 12 years; President, at pleasure of Board
3. Compensation: Board members, actual expenses; President, \$12,000
4. Annual appropriation: \$3,234,500
5. Number of employees: 2,304 full-time employees and 1,088 part-time employees

No suggestion.

Alabama Polytechnic Institute

1. Governing authority: Board of Trustees composed of Governor, State Superintendent of Education and one member appointed by Governor with consent of Senate from each congressional district except two members from district in which A.P.I. is located; President appointed by Board
2. Term: Board members, 12 years; President, at pleasure of Board
3. Compensation: Board members, actual expenses; President, \$12,000
4. Annual appropriation: \$3,033,600
5. Number of employees: 1,587

No suggestion.

Alabama College

1. Governing authority: Board of Trustees composed of Governor, Superintendent of Education, one member from each congressional district and two from state at large appointed by Governor with the advice and consent of Senate; President appointed by Board
2. Term: Board members, 12 years; President, at pleasure of Board

3. Compensation: Board members, actual expenses; President, \$8,000 per annum
 4. Annual appropriation: \$480,000
 5. Number of employees: 495
- No suggestion.

Agricultural and Mechanical Institute for Negroes

1. Governing authority: State Board of Education appoints President
 2. Term: At pleasure of Board
 3. Compensation: President, \$7,500 per annum
 4. Annual appropriation: \$330,000
 5. Number of employees: 102
- No suggestion.

Alabama School of Trades (Gadsden)

1. Governing authority: Board of Control composed of members of State Board of Education; Board of Trustees composed of Superintendent of Education and 5 members appointed by Board of Education on recommendation of Superintendent of Education; Board of Control appoints Director
2. Term: Members of Board of Trustees, 4 years; Director, at pleasure of Board of Control
3. Compensation: Members of Board of Trustees, \$10 per day and actual expenses; Director, \$5,100 per annum
4. Annual appropriation: \$122,000
5. Number of employees: 76

It is suggested that the Board of Trustees be abolished and that the school be administered by the Board of Education in the same manner other trade schools are administered.

Trade Schools

1. Governing authority: Under supervision, management, and control of State Board of Education; Director for each school chosen by Board

2. Term: Director, at pleasure of Board
 3. Compensation: Directors, \$4,800 per annum
 4. Annual appropriation: \$178,000
 5. Number of employees: Dothan, 16; Winona, 1
- No suggestion.

Alabama Institute for Deaf and Blind

1. Governing authority: Board of Trustees composed of Governor, State Superintendent of Education, 12 other persons appointed by Governor with consent of Senate; Board appoints President
 2. Term: Board members, 6 years; President, at pleasure of Board
 3. Compensation: President, \$7,500 per annum
 4. Annual appropriation: \$585,000
 5. Number of employees: 250
- No suggestion.

Teachers' Retirement System

1. Governing authority: Board of Control composed of Superintendent of Education, State Treasurer, Director of Finance, Executive-Secretary of Alabama Education Association, three members elected by members of retirement system; Board appoints Secretary-Treasurer
 2. Term: Appointed members, 3 years; Secretary-Treasurer, at pleasure of Board
 3. Compensation: Actual expenses; Executive-Secretary, \$5,700 (also for duties in State Employees' Retirement System)
 4. Annual appropriation: \$3,250,000
 5. Number of employees: 19 (also employees of the State Employees' Retirement System)
- No suggestion.

Commission on Education with Respect to Alcoholism

1. Composition: Superintendent of Alabama State Hospitals, Commissioner of Public Welfare, State Health Officer, Director of Division of Vocational Education, Professor of Psychiatry of University of Alabama Medical School, two citizens appointed by the Governor; Secretary appointed by Commission
 2. Term: Appointed members, 4 years; Secretary, at pleasure of Commission
 3. Compensation: \$10 per day and expenses
 4. Annual appropriation: \$5,000
 5. Number of employees: 1
- No suggestion.

Board of Commissioners for Tuskegee Institute

1. Composition: Composed of State Superintendent of Education, 5 members appointed by Governor
 2. Term: 4 years
 3. Compensation: None
 4. Annual appropriation: None
 5. Number of employees: None
- No suggestion.

Department of Archives and History

1. Governing authority: Board of Trustees composed of Governor, one member from each congressional district appointed by Board subject to confirmation by Senate; Board appoints Director
2. Term: Board members, 6 years; Director, 6 years
3. Compensation: Board members, actual expenses; Director, \$4,200 per annum
4. Annual appropriation: \$60,420
5. Number of employees: 23

As previously suggested the Department should perform the recording functions of the Secretary of State. It is also suggested that the Board of Trustees be abolished and that the Director be appointed by the Governor with the consent of the Senate. Just as in the case of the Commissioner of Agriculture and the Commissioner of Welfare, there is no reason for having the Director of Archives and History chosen in a manner different from that of choosing other administrative officers.

The Brookings Institution recommended that this Department be abolished and its functions allocated partially to a Legislative Reference Bureau and partially to the Library of the University of Alabama. If this was not done, the Report recommended that the Board of Trustees of the Department be abolished and the Director appointed by and serve at the pleasure of the Governor.

Library Service Division of the Department of Archives and History

1. Governing authority: Executive Board composed of Director of Archives and History, five members appointed by Governor; Board selects Director of Division
2. Term: Board members, 5 years; Director, at pleasure of Board
3. Compensation: Board members, \$5 per day and transportation; Director, \$4,800 per annum
4. Annual appropriation: \$81,000
5. Number of employees: Figure given for Archives and History includes those for this Division

Good administrative practice demands that this Board be abolished and the Director of the Division be made appointed under the Merit System by the Director of the Department of Archives and History of which the Library Service Division is, and should be, a unit.

Historical, Memorial, and Fine Arts Boards

- Alabama Art Commission (appropriation: None)
- White House Association (appropriation: \$2,250)
- Richmond Pearson Hobson Memorial Board (appropriation: \$2,500)
- Gorgas Memorial Board (appropriation: \$2,500)
- Cahaba Historical Commission (appropriation: \$500)
- LaGrange Historical Association (appropriation: \$500)

It is suggested that these agencies be abolished and that their functions with respect to maintenance of historical sites be transferred to the division of parks, monuments, and historical sites of the Department of Conservation.

STATE ENTERPRISES

Alcoholic Beverage Control Board

1. Composition: Board composed of three members appointed by the Governor with the consent of the Senate; Board appoints Administrator
2. Term: Board members, 6 years; Administrator, at pleasure of Board
3. Compensation: Board members, \$10 per day, not to exceed \$1,200 per annum, and actual expenses; Administrator, \$5,700 per annum
4. Estimated annual gross receipts: \$46,000,000
5. Number of employees: 700

In order to remove the A.B.C. system as far as possible from political influence and control, the following recommendations are made: 1) The terms of the members of the Board should be increased from six to seven years, and their terms should be staggered. Seven year terms would make it less likely that one governor would appoint more than one member to the Board. 2) The Board members should be removable by impeachment only rather than at the pleasure of the Governor, as at present. 3) The Administrator should be appointed by the Board with the advice and consent of the Senate, but not subject to the provisions of the Merit System, and should serve at the pleasure of the Board.

Department of State Docks and Terminals

1. Governing authority: Director of Department appointed by Governor; State Docks Advisory Board composed of Governor, Director, three persons appointed by Governor
2. Term: Director at pleasure of Governor; Board members, 6 years
3. Compensation: Director, \$9,000 per annum; Board members, \$15 per day and expenses
4. Annual appropriation: \$2,853,000 (estimated expenditures, 1948-49)
5. Number of employees: 482

It is suggested that the State Docks Advisory Board be abolished; that a State Docks Board be established and be composed of three persons appointed by the Governor with the consent of the Senate for seven year overlapping terms, and that they be removable for cause by impeachment only. It is further suggested that the Board appoint a Director with the consent of the Senate who shall serve at the pleasure of the Board. It is felt that such an arrangement will result in a less political administration of this state business.

REGULATION OF PROFESSIONS AND OCCUPATIONS

In Alabama there has developed through the years an intricate pattern of professional and occupational licensing and examining boards. The nineteen licensing and examining boards now operative in Alabama are:

- A. Alabama Real Estate Commission
- B. Board of Commissioners of State Bar
- C. Board of Examiners of Public Cotton Classers
- D. Board of Mine Examiners
- E. Boxing & Wrestling Commission
- F. State Board of Public Accountancy
- G. State Board of Registration for Professional Engineers & Land Surveyors
- H. State Board of Registration of Architects
- I. State Licensing Board for General Contractors
- J. State Pilotage Commission
- K. Board to Examine Entomologists, Horticulturists, Floriculturists, and Tree Surgeons
- L. State Board of Veterinary Medical Examiners
- M. Board of Dental Examiners
- N. Board of Medical Technicians Examiners
- O. Board of Nurses Examiners and Registration
- P. State Board of Embalming
- Q. State Board of Medical Examiners
- R. State Board of Optometry
- S. State Board of Pharmacy

In general the members of these Boards are appointed by the Governor, however, in the case of the medical, dental and bar examining boards the members are chosen by the professions. All of the Boards are financed by fees derived from their operations. Each of the Boards performs essentially the same work. Each of the Boards conducts examinations and grants licenses to persons desiring to engage in particular occupations. All of the Boards have the authority to conduct hearings and revoke licenses. All of these Boards appoint their own officers and secretaries. A few have full-time employees. In most cases the records of the Board are located at the residence of the secretary, which means that they are

scattered all over the state. It seems desirable that the state adopt some policy which will enable it to perform this regulatory function as effectively and economically as possible. As previously mentioned, there should be created in the Department of Commerce a bureau of business regulation to serve as a central secretariat for all examining and licensing boards. Each Board would retain its authority to determine policy, conduct examinations, hold hearings and revoke licenses. No Board should be allowed to employ any personnel. The expenses of the Bureau and of the Boards would be paid by a legislative general fund appropriation and the receipts of the Boards would be covered into the general fund of the State.

THE LEGISLATIVE COUNCIL OF THE STATE OF ALABAMA

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The duties and powers of the Legislative Council are:
1) to suggest research studies to the Legislative Reference Service; 2) to examine or cause to be examined the effects of constitutional provisions and statutes of the State of Alabama and the effectiveness of operation of state and local government in Alabama; and 3) to prepare suggestions for legislation, in the form of bills or otherwise, which in its opinion the welfare of the State of Alabama demands, and it shall submit these suggestions to the Legislature at each session. (Act No. 152, H. 60, approved June 20, 1945, General Acts of Alabama, 1945, p. 190)