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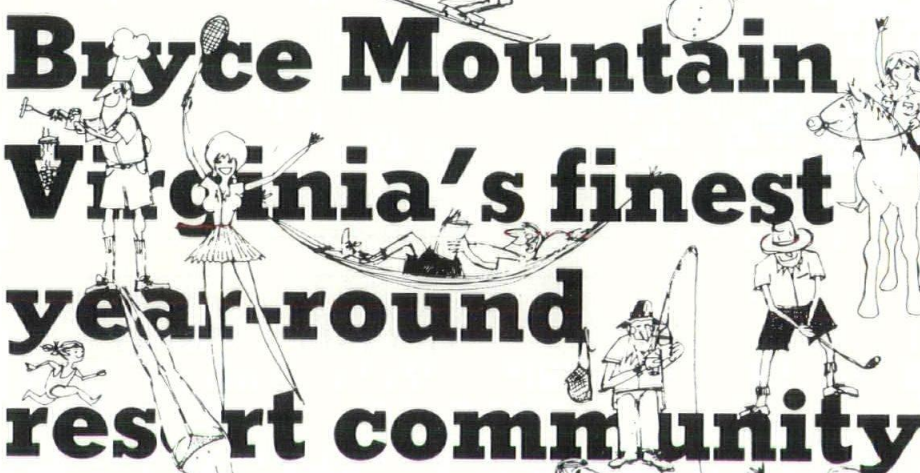
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tative articles and features on statewide and local  
industries, business, governmental and civic or-  
ganizations they are in no other respect responsi-  
ble for the contents hereof.

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## "How Fares the Land that Lives in Us?"

*The land we live in seems to be strong and active.  
But how fares the land that lives in us?*

Grover Cleveland,  
President 1885-1889, 1893-1897

SOON it will be over, the tumult and the shouting, and for a time at least the interminable prognostications that have absorbed newspaper columnists and television pundits since early in the year when Muskie (remember him?) was the most written-about and talked-about man in the world. Looking back over the repetitious analyses of the chances of various ambitious politicians to win the big plum, in perspective it becomes clear that the bulk of these analyses were similar to the pre-game analyses of big sporting events. That is, the important factor was the victory itself.

One side had the best defensive line (or the suburban vote), the other side had the best passer (or the vote of minority blocs). One contender had fallen out of the running because of the lack of a strong running game (or the support of the young) and another had failed through the weakness of its secondary (or lack of personal "recognition"). The Big City Bosses might well have been big defensive tackles, old-line politicians could have been aging line-backers ready to be put out to pasture, and the bright operators of new politics were hailed as the coming of a super rookie quarterback who combined the winning potential of a Namath, a Unitas (in his prime) and a Jim Plunkett. The nation as a whole bore about the same relation to the analyses of the contenders as does the television audience to the Super Bowl. The contenders were concerned with beating the other contenders: the audience-nation was paying, in one way or another, for the spectacle.

Everybody knows that this competitive nation is absorbed in winning, and everybody also knows that this nation, for want of other gods, makes a cult of "personalities." A celebrity service defined a "celebrity" as one with whom the public, or a segment of the public, is familiar. This celebrity need have nothing to do with any accomplishment. Mrs. Onassis, for instance, is probably the best known woman in the world. Clifford Irving is known as an "author," because of money he gained by fraud on a book he did not write, by thousands of people who've never read a book nor heard of the best authors writing today. So, since newspapers must have readers to continue publishing and TV pundits must have listeners, it is natural that great space and time be given to personalities engaged in competition to win. Even where the actual personalities are colorless, as with Nixon and McGovern, they can be played up into "personalities" because they are celebrities—i.e., well known to the public—playing the biggest game in American life.

What seems missing from all this concentration on the potentials of contenders winning the Super Spectacle every four years is the inconclusiveness of the results: after the Big Game is won, things go on as before, with the only difference the growing restiveness of the audience.

(Continued on page 27)



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Governor Holton (center, left side of table) holds first formal session with his new cabinet. The six cabinet officers were joined by State Administrators and members of the Governor's staff. (Richmond News Leader photo)

# The Governor's Cabinet

By  
JAMES M. McELROY

ONE of the most important and perplexing problems facing many of the states of America today, including Virginia, is the reorganization of state government. Government at the state level has become so huge, so monumental in scope and services, and so fragmented in structure, as to be unwieldy and lacking in efficiency.

Virginia, in the first major reorganization since the late Harry Flood Byrd, as governor, instigated the Reorganization Act of 1927, has moved to provide the governor with a cabinet—beginning reorganization at the executive level. The act authorizing the governor to appoint Secretaries for Administration, Finance, Education, Human Affairs, Commerce and Resources, and Transportation and Public Safety, was passed by the 1972 General Assembly, and funds for the Cabinet operation were appropriated.

Long a proponent of the cabinet, Governor Linwood Holton moved swiftly. He named his six secretaries in June, and by early July, they had been sworn in, offices were being readied and an unofficial meeting was held with the governor in Williamsburg.

The cabinet is a reality, its success in performing the tasks assigned to it—promoting economy, efficiency, and a channel of communication to the executive office—will not be known for some time.

For four of the newly appointed secretaries, assuming a cabinet post was a change of title or a promotion, since they already served in state government.

T. Edward Temple, 56, Secretary of Administration, had been Commissioner of Administration since 1970. He will serve as secretary of the cabinet.

Otis L. Brown, Secretary of Human Affairs, and at 37 the youngest member of the cabinet, had been director of the Department of Welfare and Institutions since 1966.

Maurice B. Rowe, 49, Secretary of Commerce and Resources, had been, since 1966, Commissioner of Agriculture and Commerce. He is the only career state employee in the cabinet.

Walter W. Craigie, 41, Secretary of Finance, became State Treasurer in 1970.

The remaining two members of the cabinet had not served in state government before.

Earl J. Shiflet, 54, Secretary of Education, took leave of absence as director of the Virginia Association of Electric Cooperatives, a position he has held since 1957.

Wayne A. Whitham, 48, Secretary of Transportation and Public Safety, is an orchardist, business man, and was serving as vice-president of the Winchester, Virginia, city council at the time of his appointment.

Responsibilities of the cabinet posts were partially fixed by the General Assembly, with discretion left to the governor to reassign any state executive agency or commission to a particular Secretary by executive order. Alignment of agencies and commissions and areas of responsibility was not accomplished until July 28, 1972, when the governor's office issued Executive Order Number Twenty. The complete listing of assignments to each secretary follows:

#### Secretary of Administration

- A. State Agencies Assigned by Code of Virginia
  - Division of the Budget
  - Division of Personnel
  - Division of Engineering and Buildings
  - Division of Automated Data Processing
  - Division of Justice and Crime Prevention
  - Division of State Planning and Community Affairs
  - Art Commission
- B. State Agencies Not Assigned by Code of Virginia
  - Office of Secretary of the Commonwealth, Division of Records
  - Council on the Environment
  - State Board of Elections
  - Office of Special Programs
  - Virginia Public Buildings Commission
- C. Non-State Agencies — Interstate Compacts, Memberships, Commissions, etc.
  - National Governors' Conference
  - Advisory Council on Intergovernmental Relations

Appalachian Regional Commission  
 Delmarva Advisory Council  
 Potomac River Basin Advisory Committee

#### Secretary of Finance

- A. State Agencies Assigned by Code of Virginia
  - Department of Taxation
  - Department of the Treasury
  - Department of Accounts
  - Compensation Board
  - Department of Property Records and Insurance
  - Virginia Supplemental Retirement System
  - Department of Purchases and Supply
  - Virginia Alcoholic Beverage Control Board
- B. State Agencies Not Assigned by Code of Virginia
  - Industrial Commission of Virginia
  - State Corporation Commission
  - Auditor of Public Accounts
  - Virginia Public School Authority
  - Virginia Housing Development Authority
  - Treasury Board
  - Virginia Education Loan Authority
  - Virginia Grant and Loan Commission
  - State Education Assistance Authority
  - Virginia College Building Authority

- C. Non-State Agencies — Interstate Compacts, Memberships, Commissions, etc.
  - State Land Evaluation Advisory Committee
  - Consumer Credit Study Commission
  - State Commission on Local Debt
  - Committee to Fix the Salaries of County Courts Personnel

#### Secretary of Education

- A. State Agencies Assigned by Code of Virginia
  - State Department of Education
  - State Council of Higher Education

Virginia Commission on Higher Education Facilities  
 Public Telecommunications Council (Advisory Council on Educational Television)  
 Department of Community Colleges  
 State-supported institutions of higher education  
 Virginia State Library

- B. State Agencies Not Assigned by Code of Virginia
  - The Science Museum of Virginia
  - Virginia Institute for Scientific Research
  - Medical Facilities Commission
  - Commission on Arts and Humanities
  - Virginia Museum of Fine Arts
  - Virginia Institute of Marine Science
  - Virginia Truck and Ornamentals Research Station

- C. Non-State Agencies — Interstate Compacts, Memberships, Commissions, etc.
  - Southern Regional Education Board
  - Compact for Education
  - Institute for Higher Educational Opportunity in the South
  - Education Commission of the States
  - Advisory Research Committee on Plans and Specifications for School Buildings

#### Secretary of Human Affairs

- A. State Agencies Assigned by Code of Virginia
  - Department of Mental Hygiene and Hospitals
  - Department of Health
  - Department of Welfare and Institutions
  - Probation and Parole Board
  - Department of Vocational Rehabilitation
  - Commission for the Visually Handicapped
  - Commission for Children and Youth
  - School for the Deaf and Blind
- B. State Agencies Not Assigned by Code of Virginia
  - Division of Drug Abuse Control

*Cabinet members are to serve as an extension of the governor's authority*

# The Cabinet will "not get bogged down in paper clips and rubber bands"

Governor Linwood Holton

Virginia Council for the Deaf  
Commission on the Status of  
Women

- C. Non-State Agencies — Interstate  
Compacts, Memberships, Com-  
missions, etc.  
Interstate Compact Relating to  
Juveniles  
Interstate Compact on Mental  
Health  
Overall Advisory Council on  
the Needs of Handicapped  
Children and Adults  
Advisory Hospital Council  
Advisory Committee on Emer-  
gency Services  
Virginia Comprehensive Health  
Planning Council  
Developmental Disabilities Plan-  
ning Commission  
Radiation Advisory Board

## Secretary of Commerce and Resources

- A. State Agencies Assigned by Code  
of Virginia  
Department of Conservation  
and Economic Development  
Department of Labor and In-  
dustry  
Department of Professional and  
Occupational Registration  
Milk Commission  
Department of Agriculture and  
Commerce  
Virginia Soil and Water Con-  
servation Commission  
Marine Resources Commission  
State Water Control Board  
State Air Pollution Control  
Board  
Commission of Game and In-  
land Fisheries  
Virginia Historic Landmarks  
Commission  
Gunston Hall  
Jamestown Foundation  
Commission on Outdoor Rec-  
reation  
Virginia Independence Bicen-  
tennial Commission  
Virginia World War II Me-  
morial Commission  
Virginia Employment Commis-  
sion  
Virginia Port Authority  
B. State Agencies Not Assigned by  
Code of Virginia  
Safety Codes Commission

Division of Industrial Develop-  
ment

Product Commissions

- Virginia State Apple Com-  
mission  
Virginia Bright Flue-Cured  
Tobacco Commission  
Virginia Dark-Fired Tobacco  
Commission  
Virginia Pork Industry Com-  
mission  
Virginia Poultry Products  
Commission  
Virginia Soybean Commission  
Virginia Peanut Commission  
Virginia Seed Potato Com-  
mission  
Virginia Sweet Potato Com-  
mission

Virginia Agricultural Founda-  
tion

Virginia State Board of Dental  
Examiners

Virginia Board of Funeral Di-  
rectors and Embalmers

State Board of Examiners of  
Nurses

Virginia State Board of Ex-  
aminers for Optometry

Board of Medical Examiners of  
the State of Virginia

State Board of Pharmacy

Virginia Athletic Commission

State Registration Board for  
Contractors

- C. Non-State Agencies — Interstate  
Compacts, Memberships, Commis-  
sions, etc.

Potomac River Basin Commis-  
sion of Virginia

Ohio River Valley Water Sani-  
tation Commission

Breaks Interstate Park Com-  
mission

Pest Control Compact

Atlantic States Marine Fisheries  
Commission

Middle Atlantic Interstate For-  
est Fire Protection Compact

Southern Interstate Nuclear  
Compact

Board of Visitors to Mount  
Vernon

Board of Reclamation Review

Advisory Committee to the Vir-  
ginia Historic Landmarks

Commission on the Opera-  
tion of the Virginia Research

Center for Historic Archae-  
ology.

Potomac River Fisheries Commis-  
sion

## Secretary of Transportation and Public Safety

- A. State Agencies Assigned by Code  
of Virginia

Department of Highways

Virginia Airports Authority

Division of Motor Vehicles

Department of State Police

Highway Safety Division

Office of Civil Defense

Department of Military Affairs

- B. State Agencies Not Assigned by  
Code of Virginia

Division of Aeronautics (State  
Corporation Commission)

State Fire Marshall (State Cor-  
poration Commission)

Virginia State Crime Commis-  
sion

Law Enforcement Officers  
Training Standards Commis-  
sion

- C. Non-State Agencies — Interstate  
Compacts, Memberships, Com-  
missions, etc.

National Guard Mutual Assist-  
ance Compact

The Driver License Compact

Vehicle Equipment Safety Com-  
pact

Washington Metropolitan Area  
Transit Commission

Northern Virginia Transporta-  
tion Commission

Dulles International Airport  
Development Commission

Advisory Committee on Avia-  
tion

Sheriffs and City Sergeants  
Standard Car Marking and  
Uniform Commission

Medical Advisory Board for the  
Division of Motor Vehicles

It can be readily seen that with so  
many agencies and commissions direct-  
ly responsible to the executive office of  
state government, only a few agency  
heads could expect to have audience  
with the governor. Conversely, the gov-  
ernor, charged with the day-to-day  
responsibilities of administration of the  
state's laws, lacked control. Communi-

(Continued on page 18)

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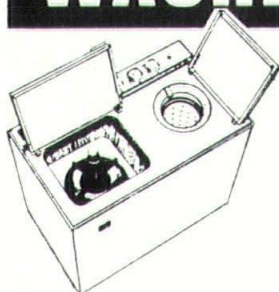
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**T. EDWARD TEMPLE**

## **SECRETARY OF ADMINISTRATION** **and** **Secretary of the Cabinet**

**A**S Secretary of Administration, T. Edward Temple's duties have changed very little from his former position as Commissioner of Administration.

Temple will serve as secretary of the cabinet. He was appointed Commissioner of Administration by Governor Holton in January 1970. Four years earlier, Governor Mills Godwin had appointed him Director of the Division of State Planning and Community Affairs.

His experience in government covers various levels, from municipal to state. He served as City Manager of Hopewell from 1944 until 1947; and City Manager of Spartanburg, South Carolina, from 1947 until 1950. He then took over the helm as City Manager of Danville, a position he held for 16 years, until his appointment in 1966 by Governor Godwin.

Born in Prince George County, Temple attended public schools there, and earned a B. S. Degree from the College of William and Mary in 1937. He received a Master of Education Degree from the college in 1965.

Long involved in the field of education, Temple began a teaching career in Political Science at Hopewell High School in 1937. He was Assistant Principal of Dupont High School in Hopewell from 1939 until 1941, and has served as Adjunct Professor, Evening College Faculty, Department of Urban Studies, Virginia Commonwealth University.

Temple was a cost accountant for Hercules Powder Company in Hopewell from 1941 until 1943, and served as Assistant Director of Personnel for the company during 1943-44.

*(Continued on page 25)*

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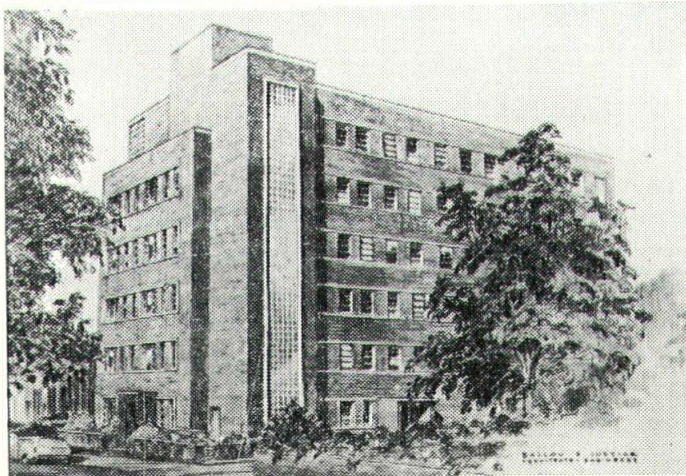

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## SECRETARY OF FINANCE

**W**ALTER Craigie, now Secretary of Finance, had been State Treasurer since 1970. Prior to that he was executive vice president and director of Craigie, Inc., a Richmond brokerage firm, for which he had worked since 1956.

A director of the James River Paper Company, he is a former director of the Falco Corporation of Raleigh, N. C.; Fidelity Management Company, Richmond; Liberty Limestone Corporation, Buchanan; and Food Industries, Inc., Richmond.

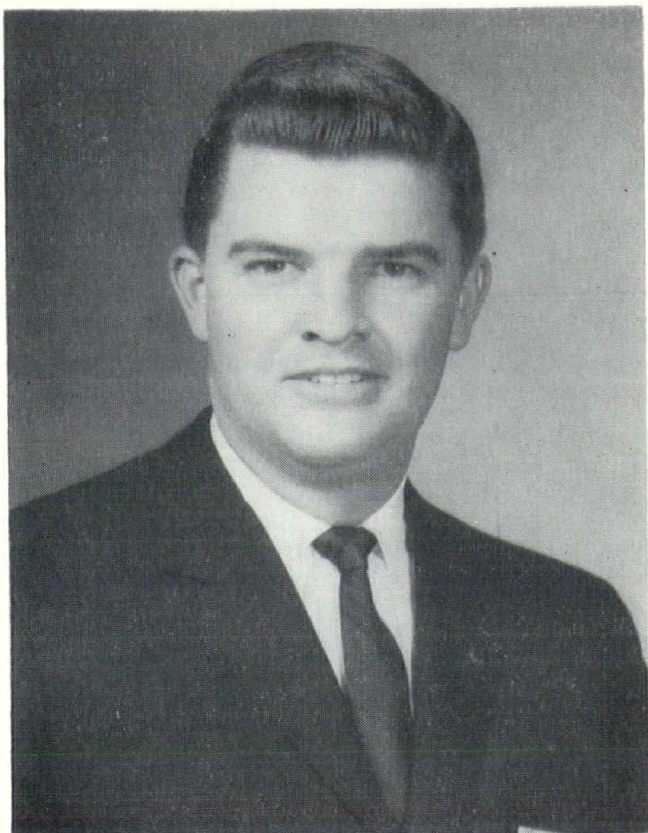
He is a member of the Municipal Finance Officers Association; the Richmond Society of Financial Analysts; the Bond Club of Virginia; and the Bond Advisory Committee, Autex Corporation. He is chairman of the Treasury Board; and a member of the Board of Trustees of the Virginia Supplemental Retirement System; the

State Commission on Local Debt; the Virginia College Building Authority; the Virginia Public School Authority; the Virginia Industrial Building Authority; and from 1970 until 1972, State Chairman, Virginia State Employees U. S. Savings Bond Payroll Savings Campaign.

Craigie is a member of the Executive Committee and Board of Directors, United Givers Fund and former Vice President of Agency Relations. He is also a former member of the Board of Directors of the Richmond Chapter, American Red Cross.

A graduate of Princeton University, Craigie earned an MBA from the Harvard University Graduate School of Business Administration in 1956.

He is married to the former Berenice Ann Dennison of Armonk, N. Y., and has two daughters, Anne Dennison and Mary Frances.



(Dementi Studio)

**OTIS L. BROWN**

## **SECRETARY OF HUMAN RESOURCES**

**O**TIS L. Brown, at 37, is the youngest cabinet appointee. He assumes the post of Secretary of Human Resources after having served as director of the Department of Welfare and Institutions since 1966.

A native of Brunswick County, Brown received his early education in Brunswick. He was awarded his Bachelor of Arts Degree in Political Science from the University of Richmond in 1956. He then served two years in the United States Army, and was discharged as a Captain in 1958.

He was awarded a Master of Science degree in Public Administration by Florida State University in 1960.

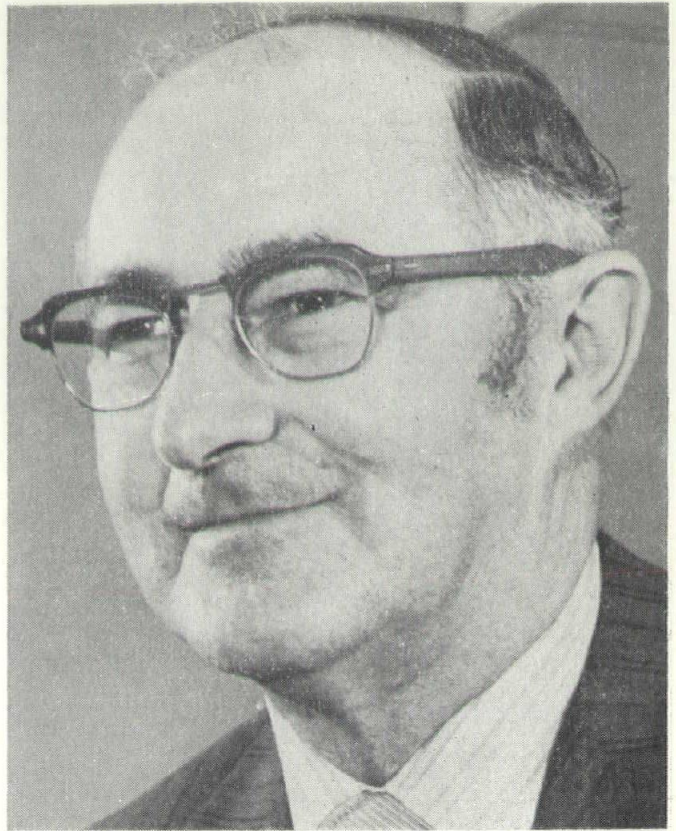
Brown was county executive of Albemarle County for a year before being appointed to the state post. He had served as assistant executive there for three years. From 1959 until 1962, he worked as assistant field secretary for the Virginia Association of Counties.

He serves on a variety of boards and social welfare organizations, including the Governor's Advisory Committees on Mental Retardation Planning; State-Local Cooperation; Medicaid; Employment of the Handicapped; and several correctional associations. He was also Chairman of the Governor's Task Force on Human Resources.

Brown has been active in Community Chest, Red Cross, and United Givers Fund drives, and is a former member of the Robert E. Lee Council of the Boy Scouts of America.

In 1965, Brown was selected as one of the five outstanding young men in Charlottesville and Albemarle County. He was named to Who's Who in the Methodist Church in 1970, and received the Better Life Award of the Virginia Nursing Home Association in 1971.

Married to the former Frances Young of Brunswick County, Brown and his wife have two children, Jeffrey Alan, nine, and Susan Leigh, three.



**EARL JONES SHIFLET**

## **SECRETARY OF EDUCATION**

**E**ARL Shiflet, Secretary of Education, was born in Augusta County, graduated from high school in North River, and received a B. S. Degree from Virginia Polytechnic Institute. He then earned a Master Degrees from Columbia University.

Since 1957, he has been Executive Manager of the Virginia Association of Electric Cooperatives, from which he has taken a leave of absence to serve in the cabinet.

A past chairman of the Henrico School Board and a former member of the executive committee of the Virginia School Boards Association, he is a member of the Education Committee, Virginia State Chamber of Commerce.

He is a past president of the Rural Electric Statewide Managers Association, the Virginia Association Execu-

tives, Friends of the Industry of Agriculture, and past chairman of the Agricultural Committee of the Richmond Chamber of Commerce. He serves as a trustee of the Virginia Council on Economic Education.

President of Keep Virginia Beautiful, Shiflet is a member of the Rural Affairs Study Commission; the Total Energy Study Committee of VALC; the Electric Power Task Force on Emergency Resources Planning Committee; and a State Committeeman of the Farmers Home Administration.

Now a Lt. Col. in the Retired Reserve, Shiflet was released from four and one half years of active military duty during World War II as a Major.

He is married to the former Edna McConnell of Winnipeg, Canada. They have two children, Edna Earle and Tommy Mac.



**MAURICE B. ROWE, III**

## **SECRETARY OF COMMERCE AND RESOURCES**

**M**AURICE Rowe, Secretary of Commerce and Resources, is the only career state employee in the cabinet. He had been Commissioner of Agriculture and Commerce since 1966. He had begun work for the Department of Agriculture in 1948 after graduation from Virginia Polytechnic Institute, with a degree in agriculture education.

His education was interrupted by military service with the Fifth Infantry Division in Europe from 1943-46.

A native of Fredericksburg, Rowe was raised on a dairy and livestock farm. He attended Spotsylvania Elementary School and was graduated from James Monroe High School in Fredericksburg in 1941.

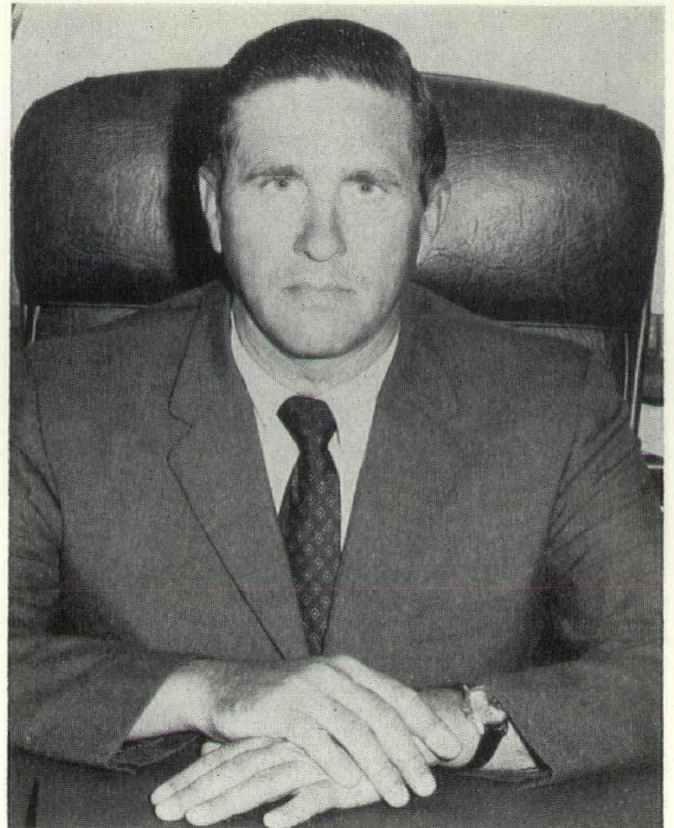
His first task with the Department of Agriculture was in the area of resettling displaced persons on farms. He

was promoted to Supervisor, fertilizer, lime and motor fuels section in the Division of Chemistry and Foods in 1950. In January 1963, he was promoted to Executive Assistant to the Commissioner, and in October 1963, promoted to Director, Division of Regulatory Services. He became Acting Commissioner of Agriculture in October 1965, and received his appointment as Commissioner in March 1966.

Active in civic and charitable associations, Rowe has worked in Red Cross, Community Chest and United Givers Fund drives.

He has been president of the Southern Association of State Departments of Agriculture and was the agriculture chairman of the Southern Conference of the Council of State Governments. He is immediate past president of the

*(Continued on page 26)*



**WAYNE WHITHAM**

## **SECRETARY OF TRANSPORTATION AND PUBLIC SAFETY**

**S**ECRETARY of Transportation and Public Safety, Wayne Whitham is a transplanted Virginian who has lived in the state since 1935. He was born in Larchmont, N. Y., in 1924.

He received a degree in Commerce from the University of Virginia in 1947, and earned his LLB from U. Va. Law School in 1949. After a year as law clerk for Judge Albert V. Bryan, Whitham entered law practice in Winchester for three years before entering business with the C. L. Robinson Corporation of Winchester. The firm is engaged in production, packaging and shipping of fruit. Whitham is also involved in the management of several other businesses in the area.

Whitham was a member of the Winchester Common Council for eight years, with the past four years being served as Vice President of the Council. He was a representative on the Winchester Planning Commission and served on the Executive Committee of the Winchester Memorial Hospital.

Whitham has served as chairman of the Republican Party for the Seventh Congressional District and was manager for James Kenneth Robinson's successful campaign for the House of Representatives in 1970.

He is married to the former Ann Robinson and has three children: Wayne Jr., 20; Stewart, 17; and Elizabeth, 8.

## Cabinet

(From page 9)

cation became a problem. It is the basic nature of bureaucrats and bureaucracies to be self-perpetuating and to expand their domains at the public expense. This is not to infer that Virginia has not had good government. Considering the monumental demand for services from the public, Virginia's government has been remarkably free of corruption. But inefficiencies and duplication have crept into the system.

Governor Holton, early in his administration, initiated the Governor's Management Study, a vast undertaking privately financed by business and industry. These loaned executives from all sectors of private business spent more than 25,000 man-hours of time in studying state government and in making recommendations for improvement.

Among their recommendations, published in a 206-page report, was a section on Executive Reorganization,

wherein the authors called for the appointment of Deputy Governors.

Even before the Management Study Group got under way, it had become obvious to some of those in government that reorganization was necessary, but there were conflicting opinions on its direction or the level at which it should be started.

An excerpt from the Governor's Management Study report gives an indication of the group's thinking:

"In dealing with governmental reorganization, three principles should be borne constantly in mind:

"—Periodical objective reviews of governmental structure should be made, enlisting assistance from the lay, political and professional sectors.

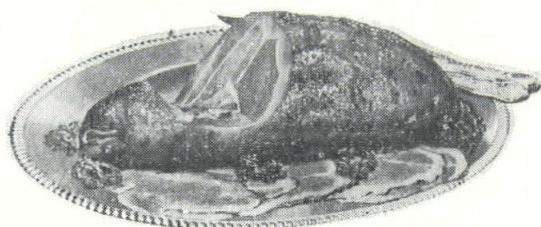
"—Reorganization must be a continuing process, because of the rapidly changing requirements for government services, both in size and nature.

"The Governor, being the state's chief executive officer with the responsibility of seeing that its laws are faithfully executed, is both theoretically and practically the most effective focal point for the initiation of reorganization studies and their implementation."

The report then brings up the Reorganization Act of 1927, for which the late Governor Harry Flood Byrd was the impetus. Quoting from his message to the General Assembly in February 1926, the report continues: "Energy and efficiency of administration of the business of a great corporation requires concentration of authority as well as responsibility in the executive head. Virginia is a great business corporation, collecting and disbursing *thirty-three million dollars annually* (italics supplied). In ten years expenditures have increased from eight million to thirty-three million dollars, and the cumbersome machinery with which we worried along a decade ago will not operate with modern efficiency."

It should be reported at this point that current Virginia expenditures are now crowding the *two billion* dollar mark. It would also be appropriate at this time to point out some of the current statistics involving state government. For instance, in the decade between 1960 and 1970, while the population of the Old Dominion increased 16.5 percent, state employees, full- and part-time, rose from 35,500 to 63,900, an increase of 80 percent. Personal income of Virginians increased 129 percent during this period, but

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government expenditures increased 190.5 percent. New state positions budgeted for the 1970-72 biennium exceeded 4,500.

In this atmosphere of mushrooming government, Governor Holton, backed by the recommendations of the Governor's Management Study report, appealed to the General Assembly for help—in the form of a cabinet. He asked for, and received, authority to appoint a cabinet, which in his words, "would not get bogged down in paper clips and rubber bands," but would be concerned with broad policy matters. The cabinet members are to serve as an extension of the governor's authority, and will have his support in policy recommendations to the agency heads under them.

Although there was some opposition in the General Assembly — opponents described the cabinet as "another layer of government" — editorial writers throughout the state generally supported the concept. The cabinet members have only a year and a half—the remainder of the governor's term—in which to establish the concept and workability of their offices.

"Establishing priorities" seemed to be the key phrase during the early weeks of the cabinet. Only Ed Temple, who has been serving as Commissioner of Administration prior to assuming the title of Secretary of Administration, had sufficient knowledge of his office to present clear-cut priorities. The other secretaries were busy meeting agency heads, commissions, and learning their responsibilities.

Mr. Temple is probably closest to the governor in day-to-day affairs of state. As Commissioner of Administration, he had authority to sign routine papers for the governor, and his office is located on the third floor of the Capitol in close proximity to the governor's office.

The other secretaries, Rowe, Craigie, Whitham, Shiflet and Brown, have established quarters suitable to their positions on the third floor of the new Life of Virginia building at the corner of Ninth and Broad Streets, about a block from the Capitol Building.

According to Temple, one of the biggest problems in administering state government has been lack of coordination among the more than 150 agencies, and commissions, 70 of which were, in theory, required to report directly to the governor. As an example, he pointed out that the shellfish industry of Virginia is administered by four separate agencies—Department of

Health, Commission on Marine Resources, Virginia Institute of Marine Science, and the Water Control Board.

At the last session of the General Assembly, a budget matter concerning the shellfish industry came up. The legislative committee concerned indicated it would have insufficient time to hear from each of the four agencies. Working behind the scenes, Temple was able to bring the four agencies together to appoint a single spokesman for all of them. The matter was settled to the point of satisfaction for all concerned in less time than would have normally been the

case, and with a great deal more efficiency.

The four agencies now will have two secretaries, Secretary Rowe and Secretary Brown, to coordinate their activities, budget requests, and to avoid duplication of effort.

It is only normal that individual agencies and agency heads guard their domains with fanatical jealousy, and it is here that the secretaries, working for the good of the whole, can be of immense benefit in coordinating programs and establishing priorities. The consensus is that each of the secretaries hopes to establish a team con-

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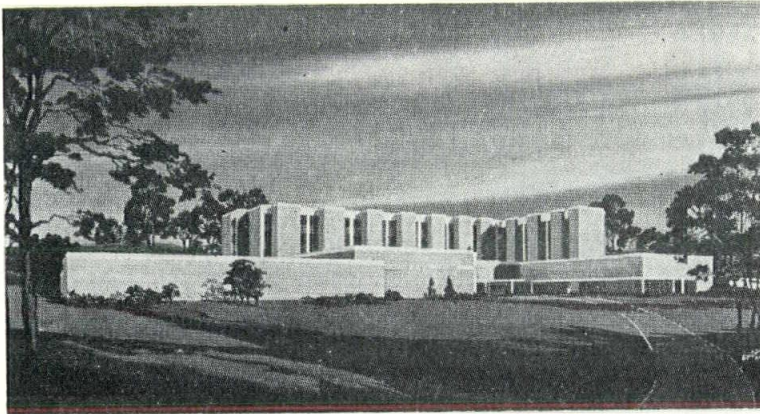
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cept in working with his various agencies, bringing them together as a unit, rather than have them competing for state programs and money. The secretaries themselves, having their offices within one complex, will be able to work out greater cooperation across the lines of responsibility.

Many duplications can be eliminated, hopefully, thereby increasing the efficiency of state government at all levels.

One specific program in Secretary Temple's area of responsibility has already been implemented. Within the Division of the Budget, a small section known as the Management-Engineering Group is to be responsible for studies in efficiency. With only five persons to staff the group, it will act as a miniature GAO section, a watchdog to check on all new state positions and to evaluate all new programs. Duplication of programs and personnel should be greatly reduced.

Secretary Temple firmly believes the future of the cabinet rests squarely upon how the cabinet officers function during the remainder of Governor Holton's term. A good showing in economics, of increased cooperation among the various agencies and a slowing of the rate of increase of the cost of government could firmly establish the cabinet concept, and provide for a smooth transition from one administration to the next. Then too, Temple believes that by 1974, projections on the savings in government to the state can be realistically made.

Otis Brown, Secretary of Human Affairs, sees the cabinet as an extension of government down, rather than of the departments up. He believes that a restructuring of some departments will be necessary so that the services of the agencies are designed for the needs of the individuals, instead of the needs of the departments. The cabinet concept, he believes, has a great deal of merit and a bright future if it is made to work as envisioned.

Virginia, he feels, must get more mileage out of its resources. During the 1970's there has been added emphasis on mental health and corrections. Decentralization of the big prisons, where offenders are merely warehoused, must take place, and community centers or mental health must be established to meet the needs of a society increasingly feeling the pressures of the Urban Corridor extending from Boston to Washington and south.

"We must bring to the attention of the public the needs in human resources," he said.

Secretary Shiflet, presiding over the vast domain of education in Virginia, feels the cabinet will permit all agencies to feel a closer relationship to the governor. He sees the cabinet as beneficial in bringing about greater efficiency and thus, greater economy in the operation of state government.

One of his first programs is to put together what he calls a profile of education in which he will be able to show from each component—elementary, secondary, junior college, senior, college, public institutions of higher learning, private institutions, libraries, museums, educational television and the business and industrial areas—how much input of local money, state money, federal money and private money is allocated to each. This will give a visual aid, from which taxpayers can measure the input, at least, in dollars.

"There are many things that go into quality education," he said, "which are not measurable. The teacher with enthusiasm, commitment, dedication—you can't measure these, even though they are more important than dollars. But we can measure dollars, and this will be a beginning to show what Virginia is putting into the various components of education. I hope, after we start this, we will be able to begin to measure productivity, which can show what products are being turned out. We can do this on quantity only, not quality, since it takes perhaps 25 years to measure the quality of education. Neither can you relate this from one institution to another, until the product has had a chance to prove itself."

There is much about education that cannot be measured, but there is much that can, which will help give a better perspective to the average taxpayer who has to foot the bill, he said.

The total general aim of education is to make a person sensitive to his society, and to prepare him to respond to it effectively. Unless education is related to the society in which a person lives, it is not very much good to him, he said.

"People in education carry an awesome responsibility in seeing that they give those being educated the opportunity to develop themselves to the fullest in keeping with their aptitudes, interests and motivations. But they must not circumscribe their thinking and behavior to the extent that they make a mold to which society has to conform," he said.

Secretary Rowe, having been an agency head—Commissioner of Agriculture and Commerce—feels he has



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an opportunity of looking at his cabinet post as Secretary of Commerce and Resources from both sides, first as a unifying factor in his areas of responsibility, and secondly, as a former agency head who knows the problems faced by the agencies. His interests are diverse, in that his office covers a wide and possibly conflicting, scope. He is responsible for agencies as diverse as agriculture, industrial development, tourism, forestry, as well as the conservation aspects, water and air and those concerned with the ecology of the state.

He believes his office will bring together the diverse interests so that the heads can discuss openly their points of view and the issues with which they are concerned.

"A lot of problems can be solved at this level through discussion," he said.

Referring to his work as an agency head, he outlined the widely ranging interests within the Agriculture Department. I see this role as being somewhat purely agricultural matters, through various sections and divisions.

"We had to establish priorities for objectives and goals for the total department. I see this role as being somewhat similar, although it is much more massive, in attempting to provide coordination, leadership in planning and direction in terms of priorities," he said.

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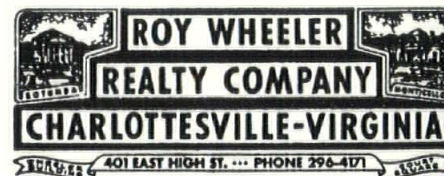


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"Another positive advantage here is the relationship between the secretaries. I believe the five of us located here together will help in coordinating activities, provide more cooperation in crossing lines of responsibility. Now, we have the mechanism to find areas of duplication and overlap, and we can address ourselves to these problems. I also believe we must be of greater assistance to the legislature in making available to the members information and data on programs and activities which will help them in making their decisions on legislation and budgets."

Secretary Craigie of Finance is fortunate that he served as chairman of Governor Holton's task force for finance for the past 15 months, in which time he helped develop the legislative budget for the 1972-74 biennium. During this time, Craigie reported, the task force began to develop operating procedures to eliminate overlapping functions and duplications, and to promote willingness on the part of the various agencies to cooperate with one another. Because of this, Craigie views the cabinet form of state government as having been under way, more or less on a trial basis, for more than a year. He believes the agencies with which he worked on the task force, and with which he will continue to work, fully endorse the cabinet concept.

"Obviously there remain a number of recommendations in the Governor's Management Study report which are not answered or not completed," he said. Some of these recommendations were treated superficially, and the details of implementing them remain to be worked out. He feels that as a cabinet level member, he will be able to accomplish these tasks much better than he could as a task force chairman where he also had line responsibilities.

He also emphasized the accessibility of the other cabinet members to one another as an area in which problems can be ironed out.

"One of our jobs," he said, "is to make the taxpayer dollar be used more productively, more efficiently. At the same time, we have to look at the human side, to find where the dollars need to be spent."

Wayne Whitham, Secretary of Transportation and Public Safety, is responsible for areas which visibly touch the lives of most Virginians every day. Well aware of metropolitan area problems, particularly in transportation, he envisions a thorough

to tell the Virginia Story

study of different types of mass transportation as well as a study of how present means of moving people may be updated. He expects to determine the railroad's plans for their roadbeds; to determine with the Highway Department the possibility of upgrading older highways by adding to their rights-of-way.

He feels his cabinet post is a job primarily of coordination and encouragement to attack the problems of the state. He also expects to look for areas in which economies may be accomplished.

Secretary Whitham feels the term of office of the present cabinet will be too short a time on which to base a judgment of the system. It needs at least a full administration, four years, to be properly evaluated.

He feels that although the agency heads of his line of responsibility are extremely capable administrators, they are so involved in the administration of their departments that they don't have the time to coordinate with other agencies.

"We are working for the public," Whitham said. "If what we are doing doesn't improve the situation, we haven't served anything but government, and that is not our function."

Taking the enthusiasm of the secretaries for the job at hand, the capabilities of the agency heads and their willingness to work for more efficient government, it would appear that the spiraling cost of serving the needs of the people could be held within reasonable limits.

This cabinet has little more than a year in which to prove itself and the concept. Virginia looks to the future and wishes them success.

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## T. Edward Temple

(From page 11)

He has served on a number of committees dealing with problems in schools of Virginia; has been active on many panels on municipal problems; and has prepared several research reports for various municipal organizations and groups.

Temple serves on the State Affairs Committee and the Education Committee of the Virginia State Chamber of Commerce. He is a member of the Virginia Commission of Outdoor Recreation; Secretariat and Advisor of the Metropolitan Areas Study Commission of Virginia; member of the Rural Affairs Study Commission; Chairman of the Potomac River Basin Advisory Committee, and also lists membership on the State Health Planning Council; State Law Enforcement Council; and the Delmarva Advisory Council.

He is a former member of the Board of Visitors, College of William and Mary; and served on the Executive, Education, and Nominations for Honorary Degrees Committees; and chaired

the Finance Committee while serving on the board.

Selected Danville's most Outstanding Citizen for 1963, Temple also was honored as "Optimist of the Year" in 1956 by the Danville Optimist Club, and received the Veterans of Foreign Wars Citizenship Award for 1964.

His strong background in local and state government has been further enhanced by his service as Chairman, Governor's Council on Narcotics and Drug Abuse Control; Chairman, National Laboratory for High Education; Advisor, Commission on the Constitutional Revision; appointment to the Council of Higher Education; the Governor's Representative on the Appalachian Regional Commission; and member of the Advisory Committee on Fellowship Programs of Old Dominion Foundation. He has also been a vice president and president of United Community Funds and Councils of Virginia.

Mr. Temple has contributed a number of special articles to various technical and professional magazines, including "Planning for Urban Renewal" for *Public Management*: "The Re-

lationship of Municipal Zoning to Public Health" for *Journal of Milk and Food Technology*; "A New Dimension in State Government" for *Virginia Town and City*; and "The Challenge of an Urban Society; The State and Local Response" and "New Dividends in Public Service Through Structural Change" for *The University of Virginia News Letter*.

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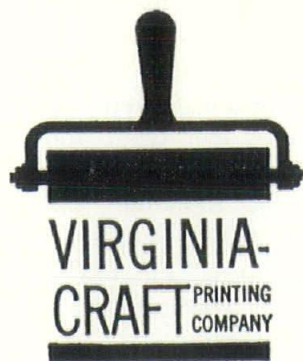
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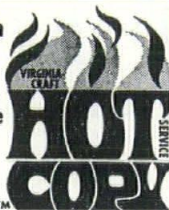


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## Maurice B. Rowe, III

(From page 16)

Virginia Academy of Science. He has served as a member of numerous commissions, including State Rural Areas Development Committee; Virginia Soil and Water Conservation Commission; State Certified Seed Commission; Virginia State Farm Labor Advisory Committee; Advisory Committee of the Water Resources Research Institute; State Commission of the Industry of Agriculture; National Agricultural Census Advisory Committee; World Trade Committee of the Virginia State Chamber of Commerce; the Governor's Council on Environment; Governor's Council on Narcotics and Drug Abuse, and many others.

The Virginia State Poultry Federation awarded Rowe a Special Citation for Service to Virginia Agriculture in 1968. He received the Progressive Farmer award as "Man of the Year in Service to Virginia Agriculture for 1968" and was awarded an honorary degree of State Farmer at the State Convention of the Future Farmers of America in June 1969.

He is married to the former Joyce McKissick of Blackstone, and has two children, Caroline and Maurice IV.

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## "How Fares the Land . . ."

(Continued from page 5)

nation. Forty years ago, Roosevelt began making major fundamental changes in the American system. Since then, Republican Eisenhower changed nothing fundamentally from Democrat Truman, nor did Democrat John F. Kennedy make any fundamental changes from Eisenhower; Lyndon ("The Great Society") Johnson did surpass his predecessors in the profligality of his spending, although this was a difference in degree and not in kind, but then Nixon outspent Johnson without making any fundamental changes. Excluding 1972's Big Game, we've had six super spectacles and five presidents since the death of Roosevelt, and it's all more of the same—bigger national debt, bigger Federal bureaucracy, bigger experimentations with the economy and a bigger spread of the population to be included in bigger and more complicated Federal largess out of higher taxes.

Yet, there are fundamental changes going on the country. The most fundamental is the probability that the United States—along with the Western World, which it presumes to lead—is entering a critical stage in what has been called The Modern Age. The full flowering of the Modern Age coincided, incredible as it sounds, with the triumph of "Reason." We left behind the Age of Faith when we emerged from the medieval world, after Copernicus (who died in 1543) broke the illusion that the tiny planet occupied by man was the center of the universe.

Then, no more than now, did a new understanding of the nature of things immediately change politics. While Copernicus was changing man's place in the universe, Henry VIII kept his government busy legalizing the murder of a couple of wives

and the divorce from several others, and his subjects regarded this gross man as close to a deity. Nearly a century after Copernicus' death, Galileo, his interpreter and developer of the telescope for heavenly bodies, was forced by the Inquisition to recant his Copernican theories, while in England the Stuarts and in France Louis XIV lived as sultans by the Divine Right of Kings. But the idea was getting around among the top thinkers that the new concept of man in the universe demanded a new order for man on his little planet.

About 150 years after America was settled at Jamestown, the brains (such as Thomas Jefferson) among British Colonials absorbed the ideas emanating from England and the Continent to the effect that man should be freed from the control of existing institutions and superstitions in order to live by reason. Whatever date the philosophers give as the beginning of the Age of Reason, in something over two centuries after Copernicus struck the first blow at the Age of Faith, leaders of

the American Revolution (such as Jefferson) based their demands for change on "the rules of humanity" and "natural laws," then designed a new form of government among the nations of this planet dedicated to the proposition that men, masters of their own fate, could govern by reason.

From our vantage point of wisdom and sophistication, blessed with the wonders of scientific knowledge and the miracles of a technological society, how simple-minded and naive the Western people appear ever to have accepted the Divine Right of Kings and the medieval cosmology which actually believed the world was flat and the center of the universe! How could they get by with such a primitive view of life? Somehow they did manage to produce Shakespeare and Bach, and audiences for them, Michael Angelo and Leonardo, and the *people* of Florence whose support of their artists made their city unsurpassed for artistic beauty. But such manifestations belonged to the Age of Faith, and our Age of Reason produces more prac-

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tical accomplishments for a more practical people.

Before the Age of Faith which preceded ours, the benighted medieval times were preceded by Western civilizations whose faiths seem actually grotesque. The Romans, a practical people like the Americans, and the culture-conscious Greeks, the fountainhead of Western civilizations, both believed in a galaxy of anthropomorphic gods whose whims and caprices make the Modern Age wonder how such minds as Aristotle and Sophocles could ever have functioned with those quaint beliefs. In the middle east, from whence rose the Jewish-Christian concepts, ancient civilizations, as Egypt and Babylonia, actually deified animals and built images ("graven images") to whom they attributed divine powers. In our own New World, in pre-Columbian days the civilizations on both the North and South American continents placed their faith in fiendish powers that demanded the most bloodthirsty sacrifices. In fact, all civilizations which preceded ours felt the inadequacy of man to cope with na-

ture without the intervention of Powers outside of and beyond himself.

When earthquakes and floods destroyed homes and lives, the various civilizations each had their own way of trying to appease the gods. With us, the Federal government makes "disaster areas" of the blighted places, though of course the money does not restore lives nor protect against other earthquakes or hurricanes. The naive civilizations prayed to their gods of healing for their ill, where our faith in man's control of nature funnels billions of dollars into scientific research for the cure of cancer and the common cold. While we know that some day there will be a "breakthrough," nature's indiscriminate spreading of cancer claims victims every hour of the day. Not only has Reason not "tamed" nature in the nearly four centuries of the Modern Age, but experts warn that man's violation of nature during the period of advanced technology threatens to make our planet less habitable in the foreseeable future.

But most of all Reason has failed to tame nature in its manifestation in *human* nature. In those civilizations characterized by some variety of faith, the people evidently did not include such human states as *boredom* and *discontent* in those categories for which they petitioned the Powers they believed governed them. The struggle for survival was too hard to permit of boredom and their acceptance of their lots in the order of things precluded permanent states of discontent. Those people of course knew greed and self-love, but the opportunities for their expression were limited to too few of the members of the society for their civilizations to be characterized by these traits.

The great Queen Elizabeth I showed excessive (even brutal) greed and carried on a life-long infatuation with her own power, but to her subjects she was ordained to her position—and there was only one Queen. Even in the not too distant past of our Republic, there were only a few millionaires, only a few great combines of power, and the majority of citizens were too occupied with earning a living, improving their status and educating their children, to be overmuch concerned with the very rich. In fact, the goings-on of the publicized rich (like, say, the Vanderbilts) were published in Sunday supplements for readers avid to share vicariously these glamorous, carefree lives.

All that, as we know, is no more. *Struggle* has ceased to be an inherent

part in the American version of Western civilization. Jefferson's "*pursuit of happiness*" has been translated to mean a "guaranteed *provision* of happiness." As Jefferson meant "*pursuit*" (as in the second dictionary definition), "the act of striving," the word appeals to fewer and fewer Americans, and is actually incomprehensible to more and more. Increasingly more Americans have no place which they can accept or want to accept, because the Age of Reason does not provide an Order of Things. For the same reason, our institutions have no sanctity.

When the American revolutionaries repudiated the governmental institutions of England, they had in their minds new institutions which would be manifestations of the triumph of man's Reason. However, these designers of the Republic could not have foreseen the sociological effects of technology—the generalized affluence brought by it—in combination with the intervention of a centralized Federal power. Hence they could not have imagined the effects on human nature of a course based on Reason, which they had seen in motion. Since nothing of the present *states of being* prevalent among Americans was anticipated—in fact all of our national slogans and myths were to the contrary—our authorities in government at all levels and in the education industry, have been unable or unwilling to recognize the reality of the failure of Reason to cope with the human condition in this latest (some say, last) phase of the Modern Age.

It is this reality which the commentators bypass in their endless absorption in the hows and whys of the chances of the contenders in the quadrennial Big Game. No matter who wins (or loses), nothing that bears any relation to this reality is going to be changed by a new face in the White House (and on television), a few new faces in the Congressional maze of politics-as-usual and a few (or many) more monstrosities of legislation brought forth by the governmental machinery near collapsing from its own dead weight. Every one in a position to achieve real change, or to write/talk on the lack of it, seem caught up in the transient minutiae of aspects of the game. It is as if a mass fear, and/or a commitment to escape has caused an unspoken agreement to avoid the reality.

We all know that automation has rendered man obsolete in certain areas, creating classes of *permanently* unemployed. We all see unions such as those in the railroads striking again

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already bankrupt systems to keep men on the payroll for whom there is no need, no place. These efforts to stop the clock are doomed. This sort of thing has nothing to do with the statistics of a percentage employment loss in one month or a percentage in unemployment lowered in another. This condition of permanent unemployment, caused by technology, is merely the most surface symptom—a pimple—of the crisis confronting man in the Modern Age. *What the American in his heart senses is that a society presumably governed by Reason is not working.*

The observers who have vast media at their disposal seem, at least to me, to be the ones to look beyond the transitory trivialities of daily happenings to point the way toward a perspective in Time. All the emphasis on the *now* neglects the awareness that the *now* is a crossing-point between yesterday and tomorrow. "Now" is not a permanent state, any more than we are a permanent civilization as now founded.

Every civilization preceding ours looked back with security on the fallacies and unenlightenment of the civilization preceding theirs. The United States, with all its scientific knowledge, seems tacitly to assume that this civilization is the end of the line: change and transmutation halt with us. If we have no other fallacies in our enlightenment, we certainly have a fallacious underpinning in that kind of pride. For those who are most proudly *now* will become in the twinkling of an eye (in Time's perspective) only another *yesterday*. Because the emphasis on the transient superficialities of the *now* is not a true crossing-point of the past and the future, it derives from no yesterday and can lead to no predictable tomorrow.

But running frantically to keep even on this razor's edge, between the vacuum we've made of the past and the abyss of the future, we'll continue in the ever-narrowing now, without future plan or moral purpose, diverted from our plight by the daily magnification of—what against our background of crisis is—ephemera.

*Clifford Dowdey*

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1. Date of filing: September 13, 1972.
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Joe H. Young, Business Manager

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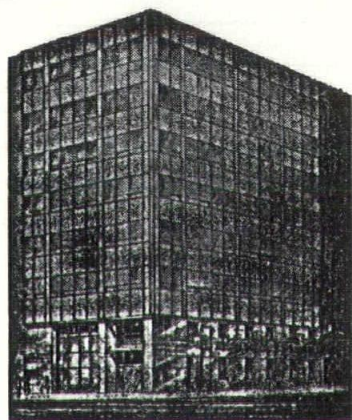
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1. Sales through dealers and carriers, street vendors and counter sales	75	62
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C. Total Paid Circulation	5,080	5,149
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I certify that the statements made by me above are correct and complete.

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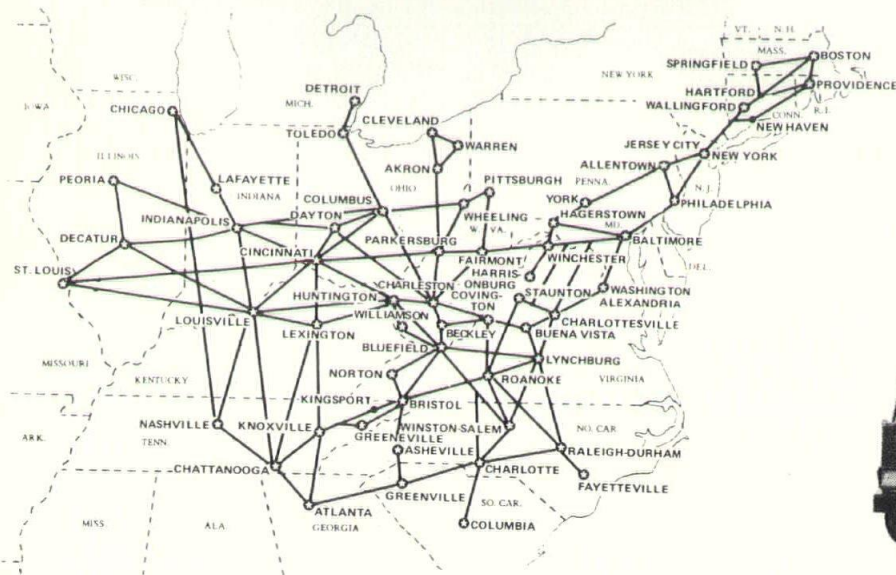
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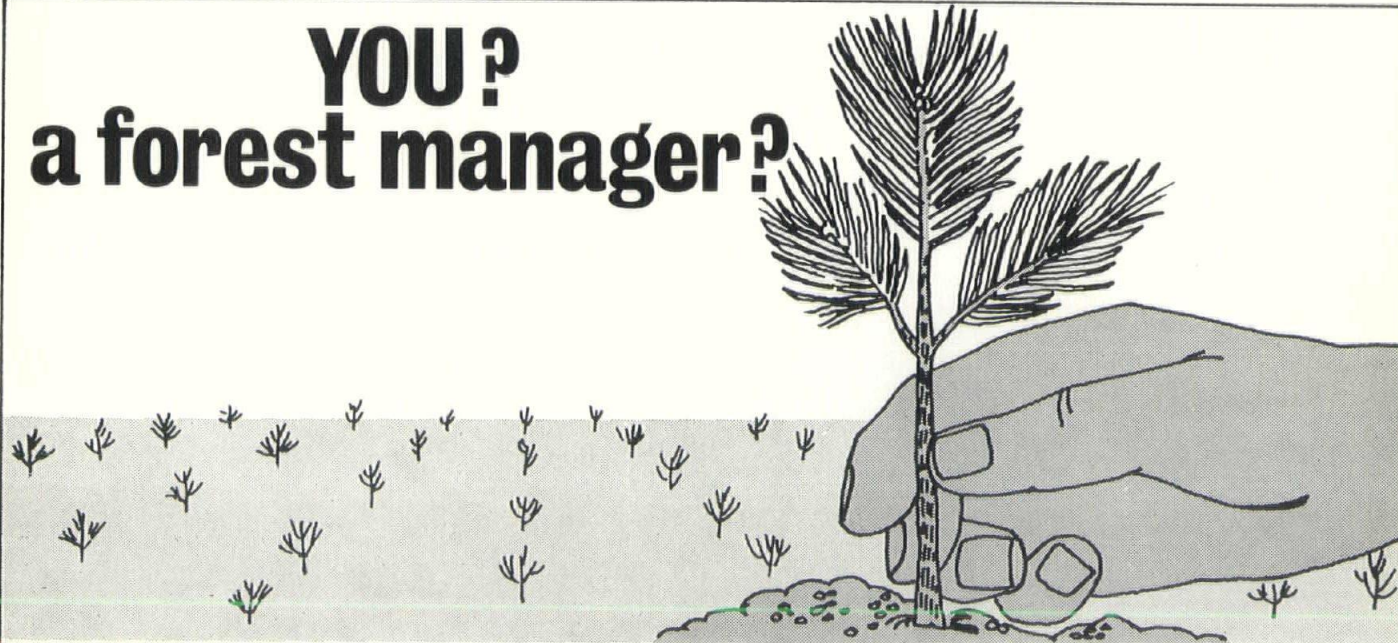


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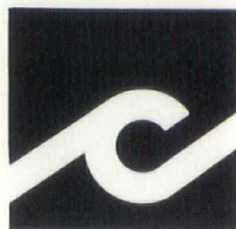
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
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