

Inaugural Message

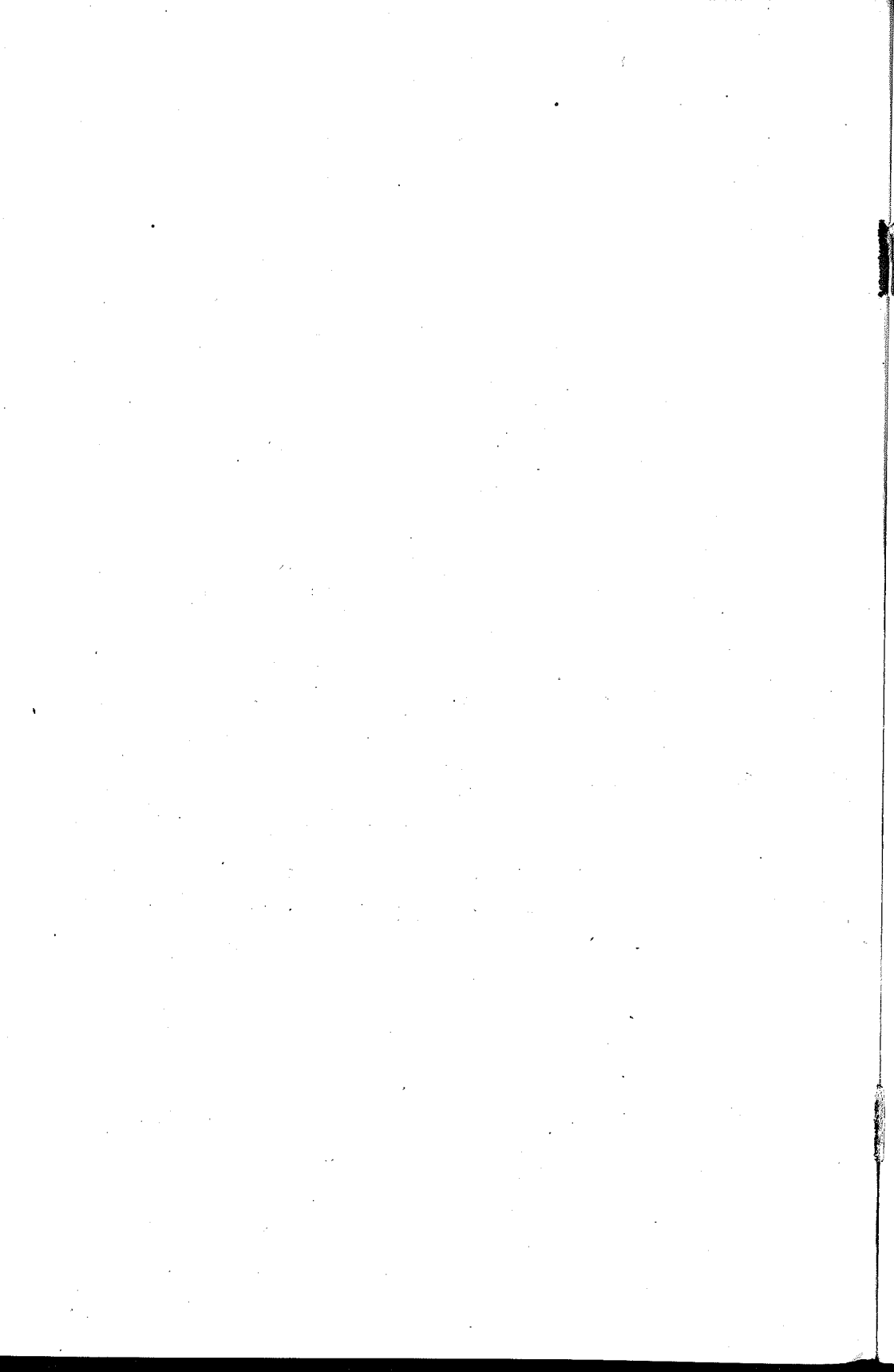
—OF—

Gov. J. A. A. Burnquist

—TO THE—

Legislature of Minnesota

1919



Inaugural Message

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Gentlemen of the Senate and House of Representatives:

Since the last Legislative Session our Commonwealth has shared in the world's baptism of blood. We have seen the eyes of our people, although fired with a righteous determination to win, dimmed with tears of sorrow and pride as their boys have marched away to do and to die. During the past two years many of Minnesota's sons and daughters have lost their lives in their country's service. Others injured upon fields of battle will remain crippled and maimed for life. Nobly and heroically they have played their part in the great war tragedy which has required the sacrifice of millions of lives and unspeakable agony that the ambitious, arrogant and merciless military leaders, bent upon world dominion, might be overcome.

In a soil so stained with blood and tears there must now be planted the seed of a better world, or the sacrifices of those who have so suffered and died will, in a large measure, have been of no avail. The issues for which they fought, have, through a glorious victory, been transferred from the scenes of war to a council of peace, where adequate means should be devised for the just punishment of those responsible for this, the most monumental crime of history and where such international measures should be adopted as will forever hereafter prevent the shameless and barbaric violation of human rights by a few militarists, who ought never to be clothed with the power to declare war.

Our nation entered the conflict with the high purpose of assisting in putting an end to the horrible European slaughter and if possible to all future wars of a similar nature. Now that the war

is won we should not lose sight of this purpose, but should advocate and actively favor the adoption of some practical plan intended to make international struggles between civilized and orderly governments hereafter impossible. We of this generation owe it to the countless dead, to the peoples now living, to our children and children's children not to let the present situation go by without attempting in good faith to establish among those nations that will tolerate neither Kaiserism nor Bolshevism such a form of international court and police power as will have for its purpose the ringing out of an age of war and the ringing in of an age of peace.

In the name, therefore, of present and future civilizations, this legislature and every legislature throughout the land ought, at the earliest possible moment, to go on record, in a memorial to Congress, demanding in unmistakable terms that all men in positions of responsibility should encourage the American representatives at the world's peace table to do everything within their power to secure the establishment of an international tribunal of justice and the elimination to the greatest extent possible of the causes for and the danger of future wars.

ACTIVITIES DURING THE WAR.

Before making certain legislative recommendations, I wish to give you a short resume of some of the activities of the Minnesota Commission of Public Safety, which was created by the last legislature. The members of this Commission have been in session one hundred days since it was organized. It has adopted forty-nine orders pertaining to many different subjects and appointed directors in all the counties of the state. Each county has been organized under such directors, with representatives in each township. Nearly 4,000 such appointees have represented the Commission in the different sections and localities of the state.

Women's Department.

There was also organized, under said Commission, a Women's Department with approximately 1,200 members. This last named organization has done a vast amount of important work in arousing the interest of women in their war duties. Under the efficient leadership of its director, many lines of activity have been followed through the co-operation of numerous women's organizations throughout the state. The Commission has also assisted in pro-

curing a survey of the number of women in our different industries and the kinds of employment in which they are now engaged.

Payments to Soldiers.

The amount of money appropriated to the Commission to be expended under its supervision was the sum of one million dollars. As directed by the legislature, one-half of this amount was paid to Minnesota soldiers who had served at the Mexican border. About \$240,000 remain unexpended. A portion of the Commission's funds were voted for the men on the battleship Minnesota, and the four regiments of Minnesota's National Guard. Provision was also made to assist dependents upon the filing of proper application. Several orders have been adopted giving Minnesota soldiers an opportunity to vote at both the primary and final elections. The camps at which our men were located have been investigated and, since the return of our soldiers, the Commission, through its Bureau of Labor, has located permanent positions for a large number.

Publicity.

Soon after its organization the Commission saw the need of the mobilization of public opinion. It made arrangements for a weekly publication to give its directors throughout the state and citizens generally information with respect to needed activities in connection with the war. Much patriotic and informative literature, published in many different languages, has been circulated throughout the state. A speakers' bureau was early established to assist in the assignment of speakers to various localities.

Home Guard.

Under the order adopted April 28, 1917, with comparatively little expense to the state, there has been maintained a home guard of 334 officers and 7,373 enlisted men. The compensation, after five days service, was made \$1.00 a day for the men and \$2.00 a day for the officers. Loyal citizens from every section of the state have joined this organization. They have shown their willingness to serve in so many ways and have done so much work in such an able manner that they are entitled to the gratitude of the whole state.

Peace Officers.

The appointment of peace officers without uniform was also authorized. These men have been of much assistance in securing

evidence of disloyalty and have voluntarily made investigations as to such charges. Six hundred have been appointed since the organization of the Commission.

Motor Corps.

One of the best institutions organized under the Safety Commission is what is known as the Minnesota Motor Corps. Our state is the only state in the country that has a uniformed, armed and organized military body of this kind. It is composed of 124 officers and 2,450 enlisted men. Nearly all of them are professional and business men, who have unselfishly given their time and the use of their cars without expense to the state. They have furnished their own uniforms and equipment. The services performed by these officers and men at the time of the Tyler tornado and during the recent forest fires are well known. The war has not developed in Minnesota a more useful body of men for all emergencies than the Motor Corps.

Police Regulations.

On testimony and recommendations of police officials and on voluminous evidence procured through commissions appointed for that purpose the Safety Commission has from time to time adopted police regulations with reference to the liquor traffic. Shipments into dry territory have been ordered stopped and saloons closed throughout the state from 10 p. m. to 8 a. m. Regulations of public dance halls, billiard and pool halls have also been adopted.

Forestry Orders.

The Safety Commission has at various times granted requests of the forestry department and voted the expenditure through said department of commission funds intended to prevent forest fires. In May 1917 the Commission prohibited the kindling of fires, except under certain conditions, in 11 northern counties. On August 14, 1917, a similar order was extended to 27 counties. On April 9, 1918, 29 counties were included in another order of the same nature which was in effect at the time of the recent forest fires. The Fire Relief Commission appointed by the Governor has been made the agent of the Safety Commission, which assisted in raising several hundred thousand dollars for temporary relief.

Orders Pertaining to Aliens.

The registration of aliens has been required by the Commission, through the office of the State Auditor. Two hundred thousand such persons have registered. A permanent file of this information has been made up and lists have been sent to each county auditor. Illegal voting and illegal holding of lands were thereby detected. One result of the passage of such order is the promotion of the naturalization of a large number of citizens who, through negligence had failed to become naturalized. Any person not a citizen of the United States has, through the action of the Commission, been prohibited from teaching in a public, private or parochial school, or in any normal school of the state. By complying with certain requirements, those who have declared their intention to become citizens can be granted a permit.

Labor Bureau Established.

A labor bureau was early established to assist in solving the question of farm help during the busy seasons. Twenty-five thousand men have been placed through the service of this bureau, and more than 6,000 of these on farms. Members of the Commission have been active in securing adequate prices for grain and a modification of the present grain grades. The taking of a farm labor and crop census at a very little cost to the state has been of much value in showing the labor needs of the agricultural districts and in supplying useful agricultural statistics. The Commission has voted funds to assist in the eradication of black rust which threatened the destruction of the wheat crop in some sections of the state. An order providing that every male person should be engaged in some useful occupation was adopted increasing thereby the supply of labor.

Lockouts and Strikes.

The Commission has been opposed to both lockouts and strikes during the war. In accordance with an agreement, entered into between representatives of labor and employers organizations, an order was adopted for the settlement of disputes through the submission of matters in controversy to the State Arbitration Board. Between 30 and 40 disputes were satisfactorily settled by this board under said order. The Commission very early took steps to rid the state of certain anarchistic agitators by requesting cities and villages of the state to define such persons as vagrants and providing for their suitable punishment. Such ordinances, where enacted, have had the

desired effect. The Commission having acquired information with reference to disloyal activities of such professional revolutionists sent its attorney to Washington to communicate the facts in its possession to the legal department of the Federal Government, requesting the Federal Government to take action against this lawless and anarchistic element.

Food Regulations.

Food regulation was early taken over by the Federal Government. Prior to that time the Minnesota Commission made the so-called bread and milk investigations, reducing the price of each to the lowest reasonable figure. In co-operation with the state timber department and different counties and villages, steps have been taken to make available for fuel the great supply of fire-wood on state lands. A potato market was established in the Twin Cities under the supervision of one of the Commission's agents. A marketing committee was appointed to assist the rural districts in securing cars and in other ways to facilitate the marketing of products. The board of control and the game and fish commission were appointed agents to supply state fish to state institutions and to the public at a reasonable rate. Under this arrangement about 1,500,000 pounds of fish have been caught and the business thus conducted, although no profit was intended, has netted the state about \$25,000, and reduced the price of fish to consumers in this state about 50 per cent. In August 1917, when it appeared that there was a great shortage of coal, the Commission secured for Minnesota an adequate supply.

Other Activities.

Among other activities that have been carried on under the direction of the Safety Commission, or in co-operation with it, are some of those of the Americanization Commission, the Federal Fuel and Food Administrations, the Training Camps Association, the War Industries Board, the War Records Commission, the Highway Transport Committee and the Child Welfare Commission.

Termination of Commission.

In regard to the continuation of the Commission I would say that the Council of National Defense, the Secretary of War and the Secretary of the Navy have requested the continuance of state councils of defense during the demobilization period. Of the many de-

partments established and orders adopted by the Commission, there are some which the legislature should make permanent. The termination of the Commission as a legal body would make inoperative all these orders and proceedings. As soon as the legislature has acted upon the proposed permanent establishment of certain required departments and upon the suggested enactment into law of certain necessary orders and the Federal officers no longer require their services, the members of the Commission desire to be relieved of their duties.

GENERAL WORK.

As the war work has been uppermost in the minds of the people and public officials for the past two years there has largely been a cessation in state building, public improvements and general state development. The reports of the different state departments and commissions show to what extent they have been able to be active along other lines during the war period. It is neither advisable, nor possible, for me to go into a detailed discussion here of all the information and recommendations given by the numerous state boards and officials, but I trust that each member of the Legislature will give to them the greatest possible consideration.

NATIONAL AMENDMENTS.

There are, however, certain legislative matters to which I wish at this time to call your special attention. The National Congress has, since the last session of our Legislature, passed a joint resolution referring to the states the question of amending the Federal Constitution so as to prohibit the manufacture or sale of intoxicants in the United States. I urge this Legislature to ratify this amendment by proper resolution at the earliest date possible. I recommend the immediate adoption of a resolution memorializing Congress to submit the Women Suffrage amendment to the states, and its ratification by this Legislature when so submitted.

LAND SETTLEMENT POLICY.

A communication from the Secretary of the Interior, pertaining to land settlement for soldiers, requests the Governor to make a recommendation that a proposed bill, of which he sends a copy, be passed by this Legislature. It is questionable as to whether the state of Minnesota can, under our constitution, transact all of the business which would be required by the passage of such a bill. It

will, however, be transmitted to the Legislature with the request that it be referred to the proper committees of the house and senate and with the hope that amendments can be prepared in such a way as to result in the desired co-operation between the Federal and State governments in this matter. The returning soldiers and industrial workers should be given every opportunity to acquire farm homes on the best terms possible. Some weeks ago a commission on land settlement for returning soldiers and industrial workers was appointed to devise in their behalf a land settlement plan for this state. Many valuable suggestions have been made in the Commission's report, a copy of which is hereto attached.

AGRICULTURAL LEGISLATION.

All of our institutions should be built upon a sound, economic basis. With the same amount of ability, investment and hard work, farming should be made as profitable as any other business or occupation. The farmers, in the same manner as business men and laboring men, have a right to and should unite for the purpose of doing everything possible to bring this about and to improve conditions generally in connection with their occupation. To obtain that to which they are entitled, co-operation on their part is necessary. Artificial agencies which are not useful or economically advisable in the distribution of farm products, unnecessary and harmful speculation, unnatural price control, unjustifiable profits and all other practices which are claimed to be injurious to the farmer should be carefully investigated and studied with a view to the elimination of those found to be detrimental. All middlemen who perform a needed service should receive fair profits, but monopolistic control of the market so as to result unfairly in the lowest price to the producer and the highest price to the consumer should not be tolerated.

CO-OPERATION OF FARMERS.

Laws should be enacted which will enable farmers to co-operate in an efficient and just manner. Such co-operation should be based on a spirit of justice and not on that of class hatred. Farm ownership is necessary to secure the highest development of our lands, but land tenantry has been rapidly increasing. Laws providing for the establishment of land credit systems, to enable tenants to buy lands and make the necessary investments for proper equipment, are extremely desirable. Farmers should be encouraged in their right

to form co-operative enterprises for the purpose of competing with any institutions that are detrimental to their interests. The law, however, should provide greater protection against attempts on the part of others to organize farmers for the purpose of taking advantage of certain alleged situations for selfish or fraudulent purposes. In their endeavors to co-operate, no class of people are more entitled to the freedom of speech and the press than the farmers, who must so largely depend upon the mails for information. This Legislature should, therefore, devise some plan to aid in preventing the abuse of that freedom by enacting laws which, if possible, will secure for the farmer the truth instead of falsehood. A step in the right direction is to make the punishment for attempting the destruction of the reputation of persons more severe than the penalty for the stealing of their property.

RURAL SCHOOLS.

More attention should be paid to the rural schools of our state. Distribution of state aid has been made in such a manner that the farmer has paid for this purpose more than his proportionate share. Schools, especially in the poorer districts of our commonwealth, should receive your most earnest consideration. The children who reside in them are as much entitled to an education as any in the state. Any method of distributing school funds, which makes it possible for one district in the state to receive \$40 to \$50 per pupil and another district \$2 to \$3 per pupil is wrong. Children themselves are not to be blamed for their location. They should not be punished for the failure of some school board to comply with the rules now in vogue. What is necessary is a readjustment of the state aid to our public schools, both rural and city, in order that all of our children, insofar as it is possible to do so, shall be given by their state equal opportunities in the obtaining of educational advantages.

SICKNESS IN RURAL DISTRICTS.

The Legislature should also devise some plan for taking care of the rural health situation, especially in certain portions of this state, where there is a lack of medical aid. The same fight against preventable diseases that is made in cities should be made in the rural districts. More health inspectors should be provided for the country and in communities where hospital facilities are needed they ought to be provided by the state to a greater extent than heretofore.

ISOLATED COMMUNITIES.

If settlements are to be promoted by the state, such settlements should be made on a group basis, enabling a larger number of people to be located in the same community. If the state government doesn't have sufficient power now to deal effectively with its own lands in this manner, a constitutional amendment should be submitted so as to acquire that authority. It is a shortsighted policy to urge citizens to locate in communities that are not accessible by reason of the lack of roads, where medical treatment cannot be obtained and there to endanger their lives and to spend a lifetime in the clearing up of a small portion of land, when the state should, through proper legislation, provide a plan whereby settlers could be enabled to procure machinery, hire men and do this work on a larger scale, in a short time, and at a comparatively small expense.

INVENTORY AND SURVEY.

The state needs an inventory of its lands and a soil survey so it will be in a position to give people who desire land, reliable information. Private enterprises should not be permitted to represent that conditions are different from what they really are. The returning soldiers should not be deceived as to land conditions in our state, but should be given accurate information and assistance which will enable them to locate on farms if they desire to do so. Industrial workers should also be encouraged to settle on lands, but we cannot expect either of these classes to take a greater interest in farm life now than heretofore unless farm life is made more attractive to them.

DEPARTMENT OF AGRICULTURE.

In order that the state may devote a greater amount of study to agricultural problems, take more interest in matters pertaining to the rural communities and land settlement and pay more attention to grievances of those engaged in the farming occupation, a department should be established by the legislature to assist in securing for the farmers of Minnesota the largest amount of benefits possible and consistent with that which is just. If our citizens are to live on farms, especially in new communities, and not be compelled to suffer the drudgery that so many must now endure, it is necessary that something be done for their relief. Much assistance could be procured from a department of agriculture established to look

into rural conditions, investigate the marketing situation, the grading and inspection of grain and assist farmers in their co-operative and other enterprises. Such a board should have the power to superintend and procure, in connection with other departments, the soil survey hereinabove recommended and such additional information as will be of real advantage to prospective settlers. The supervision of the licensing of land companies could be left with such a department, which ought to co-operate with them in securing group settlement of the undeveloped sections of the state. It should also co-operate with federal, financial and other agencies, created to assist the farmer, returning soldiers and the workers in our industries. A department of this kind should be composed of no less than five non-salaried members with a salaried executive secretary. It should largely have the same relationship to the state that the federal agricultural department has to the nation. Instead of creating an additional department, the immigration board should be abolished and the duties of that board and the proposed land settlement board should be assigned to the suggested department of agriculture. If necessary it could be divided into bureaus as the work requires.

GOOD ROADS.

The foundation, however, of state development, proper land settlement, incentive to consolidation of rural schools, advancement of community life in the country and the delivery of products to markets is the construction of good roads. If the roads to be constructed are properly located, millions of dollars will be saved to the farmers in the marketing of products. We have here an agricultural state and owe it to both the producers and consumers to establish the best transportation facilities possible for the delivery of the farmers' products to market.

The loss entailed on motor vehicles by the wear and tear caused by bad roads amounts to millions of dollars annually. As this would be largely eliminated by the construction of permanent highways machine owners could well afford to have their taxes increased for this purpose. The state as a whole, with its many lakes and wonderful opportunities for outings, will draw to itself tourists from all over the country. This will mean the expenditure of millions of dollars in Minnesota and increase by so much the business of all living therein.

Future generations will be benefited by permanent construction and ought to pay a portion of the cost thereof. The consti-

tution should, therefore, at the earliest opportunity, be so amended as to permit the bonding of the state for a sufficient sum with which to begin the construction of this much needed improvement. This course is being followed by the most progressive states. The well considered plan, proposed by the state highway commissioner, should receive the earnest consideration of every member of the legislature. Prompt action is necessary for the traffic is becoming too great for the type of road now in use. Further delay will only mean poor highways and the waste of millions for their maintenance.

DRAINAGE.

Drainage is a state matter in somewhat the same manner as the building of roads. In road building we have a central authority, the highway commissioner. In drainage matters we should also have a centralized authority. The legislature enacted a measure at its last session intended to bring this about to a greater degree than heretofore, but no money appropriation was made to carry out the provisions of that measure. Such appropriation ought to be made by this body, during the present session, and in addition there should be enacted a law abolishing the drainage commission as now constituted. The powers of the present drainage commission should be vested in a state drainage engineer. If, in connection with this official, it is desired that an advisory board be appointed, the members of said board ought to be engineers familiar with drainage matters and serve without compensation.. Said state engineer should be authorized to take more interest than heretofore has been taken in topographical and hydrographical surveys and to expend larger sums for said purposes. If that were done, much larger appropriations could be expected from the federal government. Minnesota cannot be among the leading states in this great development work, unless the state drainage administration is reorganized and provided with that additional authority which is necessary for work of this nature.

DRAINAGE VETO.

In this connection, I wish to refer to the drainage vetoes at the close of last session. I was of the opinion at that time that the veto of the drainage appropriations would be the best method of calling the state's attention to the fact that Minnesota has permitted too much draining of its lands in certain localities. It is a

well known fact that the drying up of the peat bogs through excessive drainage has increased the fire risk in some sections of northern Minnesota. In certain localities the destruction of forests by fire is attributed to drainage, needless when made. When we take into consideration the fact that it is estimated that there are in Minnesota nearly 7,000,000,000 tons of merchantable peat, which is valued at \$3.00 per ton, the destruction of the peat itself would cause an enormous loss to the state. Another reason for vetoing said drainage items is the failure on the part of the state to protect itself against the possibility of unjust assessments of state lands. If the policy of permitting state assessments, in the construction of county and judicial ditches, is to continue as heretofore without any appropriation of money by the legislature before the work is authorized, the law ought to be so amended as to provide for service of notice on the state auditor in order that the state might protect its interests. Before drainage assessments on state lands are paid the legislature ought to investigate the situation and make provision for a safe-guarding of the rights of the state in the future.

FOREST FIRES.

The greatest calamity that has befallen the state in its history was the forest fires which raged in northern Minnesota, in the month of October, 1918, in which more than 500 lives were lost and \$20,000,000 worth of property was destroyed. Shortly after the occurrence of said fire a commission was appointed to investigate the causes thereof and to make recommendations for legislative action. The report and the recommendations of said commission are attached to this message. Everything that the state can do toward the rehabilitation of this devastated country, the restoration of lost homes and above all the future prevention of the loss of lives of our settlers ought to be done by the legislature. The relief commission appointed at the time of the fire has also made a thorough study of the whole situation and is planning to make recommendations to the legislature, as soon as the data it is collecting are available for that purpose.

PROTECTION OF STATE'S PROPERTY.

The state itself lost very little of its own properties through the recent forest fires. It has, however, lost a large amount through fires in the past. In many other ways the state has, from time to time, failed to take proper care of its resources. There has frequently

been mismanagement or lack of co-operation on the part of the different departments of the state government. At the last session of the legislature an interim commission recommended certain measures for the co-ordination of departments. The governor recommended the passage of these or some other measures which would secure greater co-operation on the part of all those handling the state properties. I wish to renew such recommendation by suggesting that a law be passed requiring the active agents or heads of different departments managing state property to meet at least monthly as a council of Public domain for the purpose of conferring with reference to the protection of state resources and the devising of proper methods for the safeguarding and disposition thereof. An emergency fund ought to be appropriated by the legislature to be used by such a council whenever a majority of all those composing it or such number as the legislature might determine should vote to expend money for any emergency that might arise. The use of this money could be further safe-guarded by providing that the expenditures so authorized by the said council should be approved by the state calamity board or any other board or officer designated for that purpose.

COUNCIL OF PUBLIC DOMAIN.

The proposed council of public domain should consist of the executive secretary of the proposed agricultural department, the superintendent of the timber and land departments, the state forester, the state highway commissioner, the state drainage engineer, the superintendent of mines, the state game and fish commissioner and the chairman of the land improvement board. It is not suggested that the heads of these different departments should surrender any of their powers as managers of their respective bureaus, but in order to secure, without creating any new offices, proper co-operation and co-ordination between the different departments in their work of a similar nature, to work out the best methods for the caring for and the development of state properties and to have a qualified board to pass upon the necessity of providing state funds to protect the state's resources against any emergency which might arise when the legislature is not in session would, in my opinion, be a great step in advance of our present unorganized system. These men should be required by law to meet upon the first working day of each month and at such other times as they may be called together by the chairman that they should have the power to select.

BOARD OF EDUCATION.

The duties of the present high school board and the library board should be combined in a state board of education consisting of five non-salaried members. The last named board should be authorized to make a thorough study of school aid systems and make recommendations as to the proper method of distributing state aid. In the distribution of millions of dollars of state money, the superintendent of education should have the assistance of a state board of that nature. In order to secure closer co-operation between the university, normal schools and the state educational department, the superintendent of education should be ex-officio chairman of a state council of education to consist of the members of the board of regents of the state university, of the normal school board and of the proposed state board of education. The powers of the said council should only be of an advisory nature and the meetings should be called by the superintendent of education for the purpose of acquiring a better understanding among the different boards and of the school situation throughout the state.

CONSOLIDATION OF OFFICES.

In making appointments last year, several offices were consolidated by appointing the same person to more than one office, with the understanding that only one salary should be paid. The insurance commissioner, for example, was appointed fire marshal and also asked to superintend the boiler inspection department. The dairy and food commissioner was appointed chief state inspector of oils and the inspectors of both of these departments have co-operated with the hotel inspector in the inspection of hotels and restaurants. The surveyors general were appointed from among employes in the forestry department, thus uniting these departments as far as that could be legally done. The law pertaining to the appointment of surveyors general should be modified as the work can be handled by one man. The law now provides for appointments in districts where there is no further need for such an office. The office of state oil inspector and that of the fire marshal should be abolished and the duties of these two positions transferred respectively to the state dairy and food commissioner and the insurance commissioner.

OIL INSPECTION.

The present system of oil inspection should also be modified. The law should provide for a proper testing method and for the in-

spection of oil at the place where it is sold to the consumer. If this is not done, the department should be abolished for it is absurd to retain such a system for the sole purpose of creating public positions without giving adequate protection to the public. The oil inspection department can be and ought to be made of much use to the public, but as it is now operated it is of exceedingly small value. In enacting legislation upon this subject, the legislature must follow the principles laid down in the decision of the supreme court rendered last month in the case of Pure Oil Company vs. Minnesota, where the court holds that "if the inspection charge should be obviously and largely in excess of the cost of inspection, the act will be declared void."

PUBLIC HEALTH BOARDS.

In the matter of public health administration, there should also be further consolidation. It was suggested to the last legislature that the powers and duties of the state advisory commission should be placed in a new division under the state board of health. The measure thus recommended was passed by both houses of the legislature, but died in a conference committee. Past friction between these bodies has been detrimental to the administration of both departments. The law should be so changed as to abolish the advisory commission and transfer its activities to a separate department directly under the state board of health.

SOCIAL HYGIENE.

By reason of the war, state authorities in 1917 created a department for the handling of venereal diseases. A division for this work was established under the state board of health. This legislature should provide ample appropriations to permit the continuance of the department so established. A recent communication from the secretary of the navy calls attention to the urgent need of securing united action between the state and federal governments in this matter. "To end the wastage of human life," through these diseases, he suggests, "each state will need to take such action as will protect its civilian population as the army and navy have sought to protect the men under arms." After this year the federal appropriations, of which Minnesota's share is now more than \$20,000, will be available only to those states which have appropriated a like or larger amounts for this important protection of human resources.

PARTY PROVISIONS.

Opportunity should be given by law for political parties to legally assemble by selecting delegates at primary elections to attend conventions to discuss party principles and adopt platforms advocating measures pertaining to the welfare of the state and through joint party action endeavor to secure the enactment thereof. For the state to do this in a way which will accomplish the best results, the legislature should be put on a party basis. To go back to the old convention system is unthinkable, but the primary laws should be so amended as to prevent, if possible, minority nominations and enable the members of political parties to adopt platforms so as to create party rather than personal issues in the conduct of campaigns.

VAGRANCY LAW.

It is apparent that professional agitators, frequently and for their own benefit, mislead groups of laboring men most often composed of foreigners unable to speak the English language and unfamiliar with our institutions. We have a labor department in Minnesota, whose duty it is to investigate labor conditions within our state. If enough is not done along that line by this department, it should be enlarged and required by law to do more, but misrepresentations and malicious practices of agitators, which are intended to create class feeling, disturbances of the peace and industrial unrest, are extremely detrimental to the laboring men themselves and to the public. Such activities should be made a crime and adequate punishment provided by law. This can be done by the enactment of a vagrancy statute similar to the safety commission's vagrancy ordinance heretofore referred to. Men, who have no other vocation than that of maliciously creating strike and fomenting trouble, should not be permitted to be at large.

LABOR LEGISLATION.

We all desire for laboring men an adequate reward for services rendered. We are anxious to secure for them the best possible working conditions. They have the unquestioned right to organize but for the benefit of labor itself the form of organization ought to be such as to carry with it proper responsibility. This could be procured by incorporation under the laws of the state enabling the labor corporation so formed to provide adequate guarantees for the

performance of obligations assumed. Without some such provision, the cause of unionism is weakened and the dignity of organized labor is lowered. Legislation which will protect both employes and employers in the carrying out of their contracts would be for their mutual benefit and for the stability of the industry in which they are both engaged.

This legislature should provide methods whereby persons injured and maimed can be properly trained for some particular trade. A commission appointed to make recommendations for this purpose, has made a preliminary report as to the best methods to be pursued. A copy of that report is attached to this message. The collection of wages should be made less difficult through the establishment of additional conciliation courts in large centers of population. State supervision over employment bureaus should be extended and further provision should be made to enable the laboring men to secure work, especially in periods of industrial depression. At such time the proposed council of public domain should be authorized to employ labor in state construction work, such as development of state lands, building of highways, clearing of the forest districts, or in connection with some other public improvements, take advantage of the situation as the needs of labor require. Some fear that, with the return of the soldiers from Europe, the supply of labor may exceed the demand. Giving to such a board the authority to construct public works under such an emergency would greatly assist the returning soldiers and improve labor conditions generally.

WORKMEN'S COMPENSATION ACT.

The workman is entitled to laws which will furnish him certain and prompt payment of claims arising under the state compensation act. Employers should be compelled to insure in companies approved and regulated by state authority or furnish sufficient bonds to secure the payment of the compensation to which employes are entitled under the law. Self insurance, on the part of employers, should be permitted only under safe guarantees. The state can best protect its wage-earners through proper regulation of employers and those who insure them. In this matter as in all other legislative matters, I am in favor of the application of that principal of legislation which will not destroy the free and fair exercise of individual initiative in any enterprise that can be as well or better conducted by private management.

LAWS FOR WOMEN AND CHILDREN.

Child labor laws should be made more stringent and should be more strictly enforced. Children until properly developed and educated belong in school and not in our industries. Women should, I believe, be kept out of factories to the greatest extent possible, but when obliged to work therein the laws should give them proper and ample protection. The experience of different industries has shown that as a rule an eight-hour day produces the most satisfactory results. In the employment of laborers by the state, the eight-hour day should obtain.

RED FLAG MENACE.

Practically all of our laboring people are patriotic and law abiding, but we find some among them and among others with revolutionary tendencies, who prefer the emblem of anarchy to the symbol of America. The red flag has no place in this land where liberty and justice are maintained through law. Advocating the application of force for the purpose of destroying our free government, its citizens and their property should not be tolerated under the guise of freedom of speech or liberty of the press. A law should, therefore, be enacted which will prevent the display of the red flag in parade or otherwise, on any street or highway or in any public place, or from any building or premises or in any other manner in public within the state of Minnesota, and which will more clearly define the law as to illegal assemblies and prevent the holding of any meetings advocating revolutionary destruction of our governmental institutions through force.

HOME GUARD AND STATE MOTOR CORPS.

The recent red flag demonstrations, where threatened destruction of life made it necessary to call out members of the Home Guard and Motor Corps, but especially the services of these men at the time of the Tyler tornado and the forest fires of northern Minnesota, have taught us the necessity for the permanent maintenance of these organizations. It is impossible to know when catastrophies of the kind above named, or of other kinds, may occur, or when further red flag demonstrations, riots, or disorder may be attempted. These voluntary organizations, consisting of mature, level-headed and patriotic men, who have no other purpose in view than to see order and justice prevail, should be authorized by the state.

DISLOYALTY.

As a whole, our people, during the past two years, have shown remarkable self-sacrifice and patriotism. The loyalty of laboring men, farmers, business men and of all classes of citizens cannot be too highly commended. The amount of patriotic work that they have done and the enthusiasm with which it was done have been marvelous. We have all been amazed at what our people have shown they can accomplish when they set their minds to the performance of a particular task, but the attitude pursued by some shows that there is need of a state law defining more clearly the meaning of sedition and disloyalty and providing a more adequate punishment therefor. No one, disloyal to this government, should be permitted to hold property or any office within our state. The recent decision of our supreme court, holding that the present laws are insufficient to permit the removal of a judicial officer who is in sympathy with the warring enemies of this country, should at once be corrected by this legislature so as to make it impossible for such a situation to exist hereafter.

PROPER EDUCATIONAL TRAINING.

It is to our schools that we must mostly look for the future planting and propagation of those ideas which will result in a greater appreciation of our country and a better understanding of its ideals. Through them, all of our citizens of tomorrow should be taught to willingly serve the state and the nation. They must be made to realize more fully that they cannot expect the state or the nation to do everything for them and that they do nothing in return. To secure the best results, the regular instruction in public and private schools should be given in our own language and in no other. Foreign languages should be permitted as cultural studies, but not otherwise. Section 2796 of Minnesota statutes of 1913, our present law upon this subject, should be modified and so extended as to be made to apply not only to public schools, but also to all educational institutions within the state.

EDUCATION OF FOREIGN ADULTS.

A large portion of the men who were selected for military service did not, at the time of entering it, have a sufficient amount of education or knowledge of our language to understand the orders given to them by their commanding officers. Statistics show that as a group, the men with the best education easily lead the rest in our

training camps. From every standpoint it is apparent that the strength of our republic must be in the proper education of our citizens. Our laws pertaining to the compulsory education of our native born should be strengthened. The work of our evening schools, in educating those of foreign birth, should be greatly extended. There were in Minnesota, according to the last federal census, 49,336 illiterates. Many of our citizens cannot speak the English tongue. By careful tutoring, North Carolina, it is said, redeemed 10,000 illiterates in one month. Proper legislation giving to a state board of education sufficient authority to handle this matter will banish illiteracy from our state in a comparatively short period. The learning of our own language should be made compulsory within a specified length of time. No one should have a right to make a living in this country, or exercise the electoral franchise in this state, unless he is willing to learn its language.

SCHOOL AID DEFICIT.

The legislature should pass laws granting generous aid to the schools if the money so appropriated will be distributed in a proper, fair, and just manner. Because I felt that the school aid was not distributed on such a basis, I vetoed the item of \$1,070,193 of the more than \$6,000,000 appropriation for school aid made by the last legislature. The amount appropriated was about \$2,500,000 more than that appropriated for a like purpose by any previous legislature. It was my belief at the time of the veto and as held by the attorney general that the \$1,070,193 school aid deficit could be paid out of the more than \$5,000,000 appropriation available in August, 1917, which, notwithstanding my veto, was nearly a million and a half more than was ever before appropriated for a like period. As a majority of the supreme court reversed the attorney general, I recommend that this legislature make an appropriation for the payment of the said deficit. The districts meeting in good faith, the conditions prescribed by the superintendent of education and the high school board under chapter 296, G. L. 1915, should receive that which they were led to believe they would get. The state aid laws should be so amended that the school districts may hereafter know definitely in advance what they are to receive. The state appropriation is more than a year behind. The same should be brought up to date. If the proposed board of education which I have heretofore recommended is created, it should be given authority to study the state aid situation, to make early recommendations, and to estab-

lish rules within the limits prescribed by the legislature. When such legislation is enacted, the state aid should be put on a millage tax basis providing for as large an amount as the legislature deems advisable.

LARGER SALARIES FOR SCHOOL TEACHERS.

One feature to be recognized in the giving of state aid is the fact that the salaries of school teachers of our state, although larger than in many states, are entirely too low. Men and women who have spent a large portion of their lives in order to become efficient teachers get proportionately much smaller pay than those in other lines of work. Some are paid such ridiculously low salaries that they are continually worrying about their living so that they are unable to give to the state the service that they could otherwise give. The salaries of all those in the teaching profession should be put on such a basis that the teachers can give to the state and nation the best that there is in them.

PHYSICAL TRAINING.

Our schools should also be required to pay more attention to the physical training of the individual. More than one-third of those who were examined for the army were unable to qualify by reason of physical disabilities. This situation can be remedied in a large measure through our schools by proper medical inspection and physical training which would result in much benefit to the state and country by producing for the future a strong and virile citizenry.

SPECIAL TRADES.

Every student should learn some trade or vocation whether he follows it or not. The time may come when this knowledge may be of much benefit to his state, especially in time of war or to himself in time of peace. Requiring young women of school age to take a special course in some vocation as a part of their school work will be of much help to them in their homes and, when necessary, in the making of a livelihood. Provisions should be made through our schools or in some other manner for the special training of those who have become crippled so as to prepare them for that occupation for which they are best fitted.

CONCLUSION.

Thus let us together endeavor, in harmony and in good will, to build up in this state a future citizenry that shall be typically American. In the words of that loyal citizen, whose burial services are being held during this hour, "There must be no sagging back in the fight for Americanism because the war is over." May we so educate our people that all Minnesotans shall be heart and soul for the American Republic; that they shall ever appreciate and take advantage of the opportunities under our state and nation; that they shall always realize the sacredness of agreements and be made to feel that the honest accumulation of property is not a crime, but something that should be encouraged in order that every citizen may strive to acquire a home and make adequate provision for himself and those dependent upon him and thus help to strengthen the very foundation upon which a true civilization must be built.

Proper schooling and the right kind of an education will make the large majority of our citizens understand that the common ownership of all property, depriving the individual of the right to honestly achieve and advance through hard work, cannot be established without at the same time destroying that individual initiative which, if properly encouraged and controlled, will tend to the advancement of all. It is not for those who live under the protection of the free institutions of Minnesota and the American Republic to believe that because some fail to acquire property it is justifiable for them to advocate the using of force to destroy it for the purpose of putting the whole of society on a basis that would mean anarchy and ruin for all.

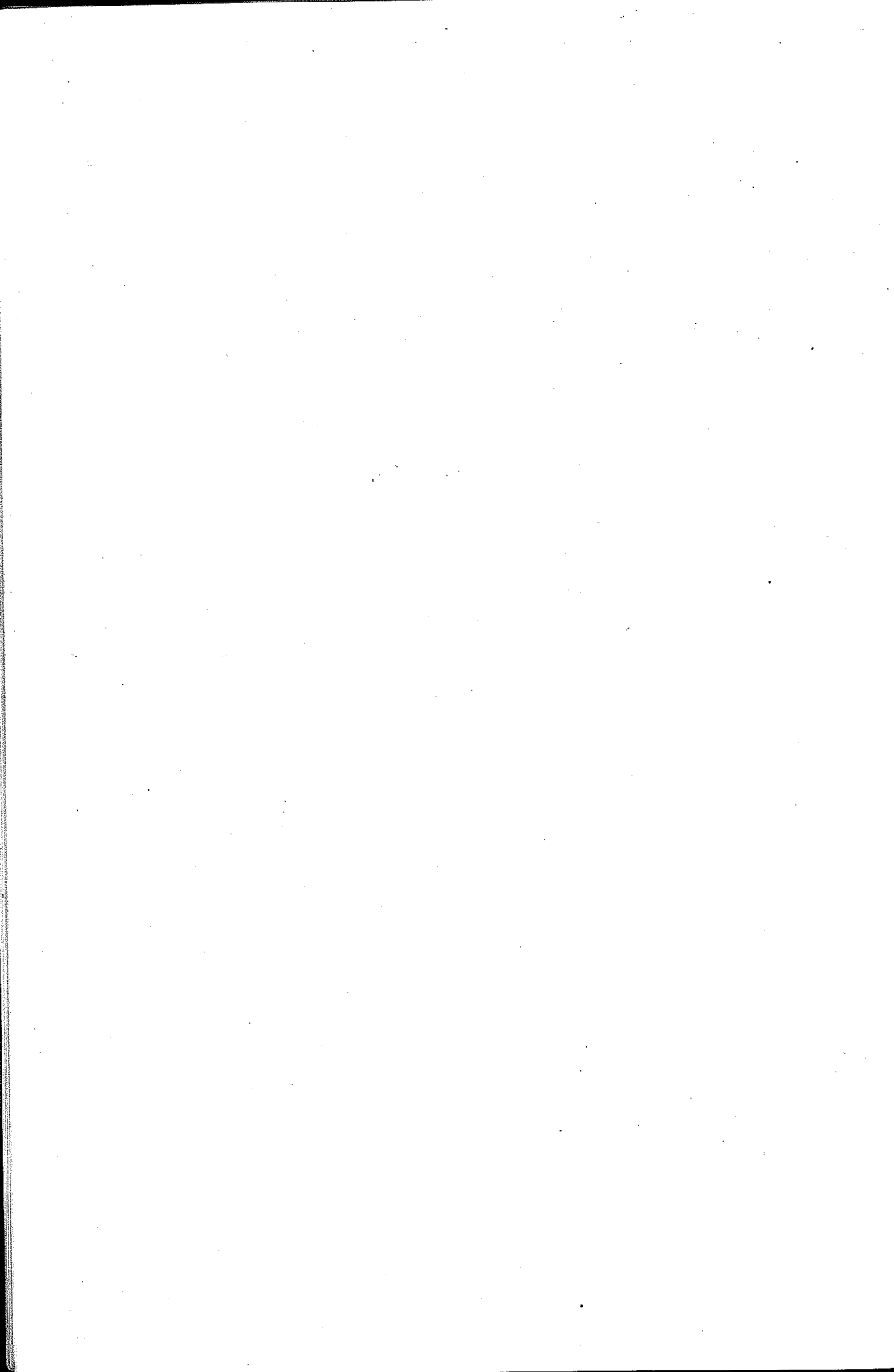
Adequate publicity and sufficient information are the real remedy necessary to off-set the radical theories and indefinite propaganda, advocated by a few socialistically and anarchistically inclined, who, for years, by means of inflammatory speeches and false literature, have been misleading the discontented and poisoning the minds of many of our good citizens through the advocacy of principles which can never be put into practice and others which, if tried, would cause industrial stagnation and the death of individual enterprise.

The radical among the apostles of such doctrines advocate the destruction of private ownership through force. Such tactics by anarchists and their mislead associates would only mean a class war, which, if our people are properly informed, can never be successful. The more conservative among them advocate the elimination of pri-

vate ownership through the government's ultimate taking over of all private property in a peaceful manner. Such governmental action would make it necessary to have at the head of our government a dictating political authority to assign duties and occupations to all of our citizens, creating a situation which would finally result in a slavery that would be infinitely worse than the conditions against which such unbalanced minds are today protesting.

Recognizing the fact that the rights of humanity have a greater claim upon us than the rights of property, but that the privilege to acquire private property is one of the greatest incentives to human development, the only intelligent course for all of us to pursue is to strive through harmonious and sensible co-operation to secure as far as possible equal opportunities for every citizen for we are not living under a government of classes, but in a state where order, individual freedom and justice must prevail and where it is incumbent upon us, as representatives of all of our people, to do our duty as God has given us the power to see it.

APPENDIX



REPORT OF MINNESOTA COMMITTEE ON LAND SETTLEMENT FOR RETURNING SOLDIERS AND INDUSTRIAL WORKERS.

St. Paul, Minn., December 27, 1918.

Honorable J. A. A. Burnquist, Governor of Minnesota.

Your Excellency: Having been requested by you (the Northern Minnesota Development Association, the Red River Valley Development Association, the Minneapolis Civic and Commerce Association, the Association of Commerce, St. Paul, and the Commercial Club of Duluth, joining in such request):

First: To investigate the proposed plans under consideration by the Government of the United States to provide FARM HOMES for returning soldiers, sailors and industrial workers, and formulate a method by which Minnesota may effectively co-operate in such government program;

Second: To study the methods of land settlement and development now in practice in this state and formulate definite proposals for a Minnesota land settlement policy which shall, so far as possible, conform to the most economic proven land colonization settlement and development policies now practiced, your appointed committee begs leave to submit the following report:

Minnesota Committee on Land Settlement for Returning Soldiers and Industrial Workers: D. A. Wallace, chairman; Chas. P. Craig, C. G. Selvig, C. R. Middleton, E. F. Farmer.

The limited time at the disposal of the committee has prevented an exhaustive analysis of the subjects assigned as their very great importance to the state warrants.

If co-ordination with federal plans are deemed desirable, prompt action is necessary. It may be noted that the individual members of the committee have for a long time been familiar with state and other agencies for land settlement in Minnesota and their practices. The committee has, however, made a fairly careful survey of the proven modern land settlement and development laws and practices of other states and nations and, based upon such survey, feels justified in making certain definite recommendations.

CO-OPERATION WITH FEDERAL PROGRAM.

Highly desirable as it would be from the standpoint of both the soldier and the state to attract a maximum number of returning soldiers to the rich agricultural possibilities of our unoccupied prairies and cut-over lands, the committee finds conditions and constitutional limitations preventing this state from availing itself of effective co-ordination or co-operation. All suggested government programs proceed upon the assumption either that the state owns or will acquire the land as its part in the co-operation; that such land shall lie in compact tracts not remote from transportation or other settlement, etc. None of the state-owned land is likely, in the judgment of the committee, to answer these requirements and our constitution would not permit of the state acquiring such lands by purchase or appraisal or entering upon any program of internal improvement.

The committee, while unanimous in the belief that an amendment to the constitution permitting the state to enter upon the scientific development and settlement of the unoccupied lands of the state would be desirable, yet is not advised whether there is a sufficiently awakened public interest and sentiment in the subjects of the welfare of the settler, the desirability of aiding the soldier and the advantages to accrue to the state, to make the affirmative proposal at this time, and will, therefore, confine its recommendations to private and corporate co-operation under state supervision and control.

A MINNESOTA LAND SETTLEMENT POLICY.

Our efforts at settlement and development of our public and unoccupied lands suffer severely by comparison with those of other countries and indeed other states of the Union. In the now well defined sense of the term Minnesota has no land settlement policy. The procuring of settlers has been left to unrelated, unregulated private enterprise and exploitation of the settler. The same policy has been pursued by the state with respect to the public domain. We have been offering to the man seeking a farm home a temptation instead of an opportunity, with the result that development and utilization of our idle land has been retarded rather than hastened.

From a study of land settlement policies in this and other countries, your committee finds that there are certain fundamental principles that must be considered in any constructive plan of effort. These principles are briefly stated in the following paragraphs. In addition to this statement of principles, you will find attached a general explanation of such proven economic land settlement policies and practices as we believe apply to existing conditions in Minnesota.

State Regulation: The securing of favorable conditions for the land seeker involves regulation by the state of colonizing activities. This regulation should include all phases of immigration work as at present conducted, but, in addition, the securing of proper safeguards for the settler in real estate transactions and such advantages as might be secured by a properly constituted state body. Your committee therefore recommends the passage of legislation creating

A LAND SETTLEMENT AND DEVELOPMENT BOARD

composed of five appointed members; which board shall employ an executive secretary to carry out the work as directed by the board. The members of the board are to receive merely a per diem and expenses for their services to the state. The executive secretary to be a salaried official. In creating this land settlement and development board due regard should be given to plans proposed by the federal officials creating the necessary machinery for carrying out the plans for settlement of lands by returning soldiers and sailors. This board should properly take over the functions of the present immigration commission and immigration commissioner and supervise and carry out all of the relations of the state toward the government and toward the settler.

It should very properly take over the duties of any other state boards, commissions, or officers, charged with duties naturally functioning with this board, it being the thought of the committee to consolidate in this board all of the present and proposed activities of the state in the matter of land colonization, settlement and development.

Supervised Colonization: Successful private colonization must first protect the land owner; that is, afford a reasonable profit to those who sell the land and undertake to finance the settlement. Second, protect the settler by giving him and his family an opportunity to work on the land; give him a livelihood while working to make his farm, and acquire ownership in a reasonable time. Third, each colony must advance the interests of society.

It is highly desirable therefore that lands such as we have in Minnesota should be settled by communities under leadership embracing the economic and social aspects. Such advantages are impossible if settlement is left entirely to private endeavor, which always results in sporadic settlement. There should, therefore, be a well-defined relation between the State Land Settlement and Development Board and all private companies dealing with the land seeker. Since most of the land available for settlement in Minnesota is now owned by private corporations or individuals and since there can be no group settlement of lands except through co-operative effort, your committee would offer the following suggestions:

That suitable legislation be initiated providing for the incorporation of colonization companies and land-holding companies to be under the supervision of the Land Settlement and Development Board under which private ownerships could pool their land interests, work in the fullest co-operation with and under the control of the State Land Settlement and Development Board and effect in the highest degree the advantages of group settlement. It could be a condition precedent to incorporating under the act that their plans be submitted to and approved by the Land Settlement and Development Board before allowing them to engage in business. It is believed that the confidence which would be inspired in the public, and especially the prospective settler, through knowledge of the fact that the corporation with which he was dealing was accredited by the state, its work supervised, to assure him a square deal, would make the procuring of settlers so much easier that owners would be induced to avail themselves of incorporation under this act.

GOVERNMENT AND STATE CO-OPERATION—FINANCIAL.

The Federal Farm Loan Bank, an already organized institution of the government, will afford great assistance in the work of modern supervised group settlers; but its resources only become available, under the provisions of the act, at an advanced stage of the colonization work.

As applied to the returning soldiers, sailors and industrial workers, the proposal of the secretary of interior, Franklin K. Lane, offers liberal financial provisions wherever states are permitted by their constitutions to enter into full co-operation, or where by enactment of laws the state can provide for colonization, or holding companies so regulated by the state as to bring them within the government requirements. We are advised that organizations such as are suggested herein would meet those requirements.

These two financial resources being available under certain conditions and in behalf of certain classes of settlers only, your commission believes there should be a still further provision in our laws applying to all classes of settlers and available under all conditions and to every individual owner, private corporation, or quasi-public corporation, and to supply this need we recommend legislation providing for the incorporation of LAND MORTGAGE ASSOCIATION, modeled after the law now in force in the neighboring state of Wisconsin.

THE SETTLER AND THE GOVERNMENT.

National and state prosperity depend to such a marked degree on the number of people living in content and prosperity on the land, that land settlement is a matter of public, rather than private concern. Whoever makes the attempt is entitled to all the consideration the state can safely extend. In the absence of power of the state, through constitutional limitation, or otherwise, to itself extend the service, state regulation of private colonization work becomes the FIRST essential.

Supervised settlement with enlarged opportunity for both the land owner and the land purchaser is the SECOND requirement;

While proper credit facilities for the settler and the colonizing company, to the end that the settler's earned capital may not be unduly impaired and his labor be capitalized in the making of his farm, is the THIRD requirement.

Economic success depends upon the proper combination of the three elements: LABOR, LAND, CAPITAL. They will make possible the development of such of our idle land as is suitable for profitable agriculture.

Very respectfully submitted,

D. A. WALLACE,
Chairman.

REPORT OF FOREST FIRE INVESTIGATION COMMISSION.

To His Excellency, The Honorable J. A. A. Burnquist, Governor of Minnesota.

Sir: The undersigned appointed by you as commissioners to investigate the facts with reference to the recent conflagration in northern Minnesota and make recommendations for the future, beg leave to report that at the call of the Chairman we met at the City of Duluth at 9:00 A. M. on November 14th. Commissioner Dittenhoffer, of St. Paul, has not participated in the work of the commission, explaining his inability to do so because engaged in Red Cross work and work pertaining to the public health. Mr. George D. Dayton, of Minneapolis, declined to accept the appointment upon the commission on account of other public work occupying so great a part of his time.

We have had hearings and taken much evidence in Duluth, Moose Lake and Cloquet. We have driven through large areas of the burned districts by various roads. Parts of the commission and individual members have pursued lines of inquiry and investigation, examined persons and made report thereof. We have expended but little money. Most of the stenographic work has been contributed. The commission is under obligations to Mr. John G. Williams and Sheriff John R. Meining for the free use of automobiles. We had an evening session with the Minnesota Reclamation Committee of which Mr. D. A. Wallace is chairman. We also acknowledge assistance from Mr. W. T. Cox, State Forester; Colonel H. V. Eva, vice chairman and general manager of the Minnesota Forest Fires Relief Commission, and generally we have met with cheerful assistance. We have not been compelled to subpoena any persons whose attendance before the commission was requested. We did not pursue the policy of requiring persons, even those who were definitely examined, to be sworn, believing that we were securing information more freely by less formality.

We have not conceived it to be the purpose of our appointment to gather statistics concerning the fire nor to pursue the inquiry to the end of securing evidence upon which to found legal proceedings unless a state of facts should develop disclosing a criminal intent, but rather to pursue the investigation in the broader way of ascertaining the causes of this disastrous conflagration and great public calamity, the magnitude of which has not been appreciated by the general public because of attention being centered upon the great events happening with rapid sequence, in connection with the world war in which our nation has been involved.

Exact data will not be available for some time, but generally we may say that territory aggregating not less than 300,000 acres has been burned over; personal property and buildings destroyed of about \$20,000,000 in value; upwards of five hundred lives have been lost by the most horrible of deaths, to escape which some perished by drowning; a multitude of people have been rendered homeless, the country defaced and its beauty marred.

THE FIRES AND THE CAUSES.

This conflagration was not one fire. This work of destruction did not have a single origin. A map furnished us by the relief commission is here-with transmitted on which the burned districts of irregular form are represented in red. These will be distinguished from the small red squares diffused over the whole map which designate certain land ownerships on the map which was used to mark the burned districts. This map is not claimed to be accurate as there are some burned areas not shown at all, some that are shown are in fact larger than the map would indicate, and in much of the burned territories as designated on the map the fire by aid of its ally the wind committed many pranks, leaving streaks, islands and irregular shaped considerable areas unburned. In time the forest service will have definite and more accurate maps of the burned areas completed. However, this map is sufficiently conformatory to the facts as to have been

of great use to the commission, and will be appreciated by those whose duty requires them to read this report and consider its contents.

The season was exceedingly dry, being we are advised, fully eleven inches short of normal rainfall up to the time of the fire.

There has been a vast amount of drainage of bogs and wet lands carried on in northern Minnesota in the past few years and this has increased the fire risk, operating to render the soil itself in many such places burnable. There has been a considerable increase in the settlement of this northern country and the work of clearing lands has materially increased. Fire is the means that is used and must be used in the process of clearing and there has been much burning not only of brush and stumps and other debris but also of meadows and muskeg swamps. Under such conditions the greatest care should be exercised in setting out fires. The evidence shows, however, a vast number of fires to have been in existence—the number of them the commission does not pretend to say, but doubtless there were hundreds of them. There were many of them started by railway operation and many more from clearing up lands and from burning meadows and bogs. This had been the case for a considerable time prior to the big fire, and some of the fires that were in existence on October 11th and 12th had been burning for days, and some of them in the bogs and swamps, especially where there had been drainage inaugurated, and also in stumps and logs had been burning more or less for weeks.

This commission has no hesitancy in saying that negligence in starting fires, in failing to control them, and in failing to notify the forestry service of them until they got beyond control, has been of common occurrence. There have been a good many fires started along the railroads now under government operation. On some of the roads there have been patrols kept adequately either to put them out or keep them under control, and there has for the most part been good co-operation between the forestry service and the operating servants of the railroads. There was considerable evidence before the commission tending to show that along the Soo Line which runs through Moose Lake and northwesterly to Bemidji there had been many fires started partly due to the style of locomotives used, and very little attempt made to care for them, and little if any patrol work done even where a request or order had been made by the forestry service therefor. So that throughout this burned district there were on October 12th many fires burning.

On that day a high wind arose and increased in volume and velocity until it was little less than a tornado and whipped all these numerous fires into a great conflagration. The wind did not die down until far into the night. Burning embers of great size were carried for long distances and many more fires were thus kindled and the whole country became a veritable inferno. The fire carried everything before it, and buildings once lighted burned with great rapidity. Roads became choked with flames and smoke and flying embers; travelers and refugees could not escape, and many lives were lost. The results are most appalling. Cloquet, a city of upwards of 10,000 people, and a number of villages were in a short while after the flames attacked them in ashes with scarcely a building of any kind left. In country districts swept by the fire, here and there and everywhere, the roads are lined by small piles of rocks or brick and the charred remnants of metal utensils to make the spot where there had been comfortable homes. That which remains is remarkably small. Ashes and many particles that usually mark the place of a fire were blown away. It must also be said that remains of the skeletons of the former occupants in some cases were by the rescue workers found in the cellars. Strange pranks were sometimes played and a building left standing by the side of the burned embers of another which had stood nearby. Sometimes a building standing alone was burned and the country immediately about it not, and in some places a building escaped, although almost everything nearby was burned. The strong and shifting winds driving the flames to or away from combustible material alone can account for some of these. The wind is conceded to have reached a velocity of sixty miles an hour or more.

The fire in the Millward or Arthyde district on the Soo Line southwest of Moose Lake so far as our evidence shows started in at least two places some distance apart from clearing fires and a bog fire burning near the railroad, and all burned together. There were also fires of uncertain origin in the ditched peat bog lands in the heart of this burned district that had been burning more or less since September.

The fires that burned Kettle River and Moose Lake the evidence points had been burning for several days along the Soo Line on both sides of the track, originating on October 3d, about one and one-half miles northwest of the village of Kettle River on the railway right-of-way. Frank Ronkainen, resident near the village, a farmer and sawmill operator, had been asked by the ranger to go and fight the fire, summon aid and take charge of it while he went to look after other fires. He did so with the help of citizens whom he had summoned to his aid, increasing the number as the work became greater. He continued to fight it until all had to flee for their lives, many of whom never escaped. Some fifteen or twenty whom he had pressed into service lost their lives, being cut off from escape. Ronkainen lost his home and all his valuable papers, including his money and liberty bonds. The work of this man was so heroic and the statement he made of his experience so vivid and straightforward that the commission voted unanimously to make special mention of him in this report. It should be said, however, that many other cases of heroic self-sacrificing conduct and harrowing experiences have come to the attention of the commission. There were also fires burning to the south and southwesterly from Kettle River some distance further away.

The fire that burned Lawler apparently came from further up the line, originating near Mile Post 263, and had been burning for a long time. The fires north of Tamarack, Wright and Cromwell had been burning for some time, and much work had been done by the ranger of this district in subduing and controlling them.

At least three fires seem to have contributed to the burning of Brookston, one known as the Poupore fire originating by burning off the right-of-way, by the contractor, of the Brookston road, which burning had been going on for a long time, the same at times being under control, at other times getting beyond control and at times seemingly wholly neglected; another a fire along the Great Northern Railroad originating near Mile Post 62, apparently from train operation, and the third one, known as the Big Fire, north of the St. Louis River, burning for some time in the peat bogs.

The burning of Cloquet seems to be due to a number of fires started in land clearing work to the west and southwest, and the fire from Brookston came down from the northwest, all joined together and wrought quick destruction of the city. Thence the fire swept eastward and all the other fires being stimulated into activity by the wind, the burned area eastward is well nigh continuous to and into the eastern and northeastern suburbs of Duluth. In this territory there were many independent fires, as for instance one at Sunset Lake, a short distance southeast of Burnett Station, which, starting on the land of one of the cottagers, had been burning several days and had been fought with more or less success, but augmented by the wind destroyed most of the cottages at the lake, hay, timber and other property. There were also other fires about Grand Lake, and many fires in the territory eastward, and in the holocaust fires became united and the whole country became on fire. Some of this territory burned earlier than the city of Cloquet.

We do not find evidence of any willful setting of fires for the purpose of intentionally burning any city, town, village or habitation, but negligence under the conditions existing is all too evident.

RECOMMENDATIONS.

We are asked to make recommendations. Some we are quite willing to make:

(a) That there must be an increased effort in the way of educating the people who undertake to do the noble work of clearing up the cut over lands in the northern part of this state and rendering them productive that

simply because they own the lands does not give them the right to set fires which they cannot control. They must be made to realize that care must be taken as to the time and conditions when they shall use the necessary means of fire in the work, and that it is their duty to keep fires under control. The existing laws seem plain and quite sufficient to point out their duty, but few read the law or appreciate its obligations, although all are presumed to know it.

(b) That the forest service should be increased so that the rangers shall have smaller territory and that there shall be patrolmen enough to discover and give attention to fires while they may still be put out or controlled. This commission is firmly of the opinion that an increase in the forestry service is the most effective prevention of a recurrence of such conflagrations. The ranger of the district in which Moose Lake is located has 160 townships in his district and two regular patrolmen. While many men in this district were pressed into service in fighting fires, the extent and character of the country are such that unless fires were promptly reported they could easily burn beyond control before discovery. There should be more rangers with smaller districts and many more regular patrolmen with definite smaller patrol sub-districts. We do not say what the size of these patrol sub-districts should be, but there was respectable evidence that would indicate from five to eight townships to be large enough. This is a case too where we think investment in a few light automobiles would be wise.

(c) There seems for the most part to have been willing response on the part of citizens to the calls of the officers of the forest service in fighting fires, but there has in some sections been complaint of lack of payment for work done, and some unwillingness to respond on that account. It seems a wide discretion has been exercised by the state forester in granting or withholding payment upon the reports of rangers sending in service time slips, and where those so engaged were fighting fires to protect their own property or community, by reason of inadequate funds at his disposal he has not paid them.

This commission is in doubt whether, except in case of hiring men to go and assist in the work of fire control or protection work, compensation should be allowed at all. We are disposed to believe that all residents should be required as one of their obligations to the community to respond to the calls of the officers invested by law with the authority to call them out and help to fight the elements of destruction, without hope or expectation of compensation. This duty enforced might have a tendency to make men less careless in setting out fires which the law already forbids them to do. This does not suggest a very wide modification of the present law. See particularly sections 3794, 3799 and 3800, General Statutes of 1913.

(d) It has been urged before the commission that prosecutions before justices of the peace for unlawfully setting or neglecting fires are quite generally mere farces. That convictions are seldom obtained unless a plea of guilty is entered by the accused, and that the penalty is too small. It has been urged that some different kind of a court should be established for such prosecutions more nearly conforming to a court martial. This commission is unwilling to recommend such a change even if it should be held constitutional. We are willing to suggest that sufficient changes be made in the law so as to increase the penalties for wrong doing, and perhaps certain facts, as for instance, the existence of a fire upon one's lands or in proximity to the place where he was working might be made to constitute prima facie evidence of having started it and of negligence in so doing. Prosecutions could be conducted in the courts of competent jurisdiction now existing. Under Order 29 of the safety commission fires were prohibited except under permits. This order although generally posted was not universally heeded. As one witness puts it, "they will start fires and burn—law or no law—permit or no permit." There is evidence, however, tending to show that in one district only one fire out of fifty where permits were given got beyond control, so that the order did produce some beneficial results. Permits when given required the licensee to keep the fires under control and to exercise care in setting them.

(e) This commission is of one mind that the carrying on of drainage enterprises on a large scale indiscriminately is of doubtful benefit, if not a positive injury to the public interests. Not every swamp or bog or tract of low land is fitted for cultivation or other beneficial use by drainage. The drainage of tracts ought not to be undertaken simply or largely because drainage contractors want to have the same inaugurated. The fiction of benefits to the public health might at least be applied with some discrimination as to whether the general interests are really to be conserved. We do not wish to be recorded as opposed to the improvement of the millions of acres constituting such a large part of this state which are classed as forest lands, now mainly cut over, nor of swamp lands in the entirety, but the question of conserving the streams and lakes of the state and to a proper extent the sources of their supply and the consequent atmospheric conditions is one of vital importance to the public—paramount to the beneficial results to be obtained from rendering usable some particular parcel of land or furthering some real estate enterprise. Drainage dries out the soil and increases the fire menace for it clearly appears that when fire gets into one of these drained muskeg swamps it is scarcely possible to put it out until it is extinguished by rainfall or frozen to death. The evidence shows that they will burn for weeks. That the soil burns sometimes to a depth of two feet or more. That the fire will creep under ground for long distances and break out to the surface—sometimes even through a covering of snow. This commission doubts whether the public health requires the drainage of such territory and suggests that the tendency to excessive drainage might at least profitably be thoughtfully arrested.

(f) One of the principal items on which it seems some expression of the commission should not be withheld is the menace caused by the partially burned timber and the debris left on the lands and also by the combustible material that will grow in the burned over lands. Much of the timber and small stuff in the burned over territory was blown over and is now piled in charred masses on the land, and much other will blow down. It has been earnestly asserted that when this season is cut the fire menace will be greater within two years than it was before, and in the next fire that which burned this time will burn again and much more with it.

The question is a grave one and in some form should be dealt with. Various suggestions have been made before us and some of them were interestingly and earnestly discussed at the meeting attended by this commission mentioned earlier in this report. That this vast territory in northern Minnesota constituting nearly one-third the area of the state should be utilized and settled and made productive in the manner for which it is fitted and that the work should go forward should need no argument.

The state has not power under its constitution itself to engage in the acquisition and improvement of these lands as is now being done by the state of California. It has been suggested that the police power of the state could be invoked and under it the clearing up of these lands be carried on on a large scale and thus done more cheaply, and the cost thereof charged as a benefit against the land, and spread over a long period of years at a low rate of interest and collected in installments with other taxes. That such work be undertaken in districts marked out for each proceeding and either done by the state direct or by counties authorized thereto by the legislature, and that the lands so cleared to the stump be seeded down as a part of the work. The plan suggests some legal questions which the commission does not undertake to solve nor yet to suggest that they are insurmountable. It has merit, but unless cleared tracts were followed by speedy settlement and either cultivation or pasturing, a fire menace would grow in the form of grass and weeds and brush. If such a plan should be undertaken it might be done in sections at first where the menace is greatest, and if settlement and use stimulated by the efforts of the people and landowners and by the public immigration officials should follow, the experiment might be extended. Many are looking toward this section in which to establish stock growing, and it has been generally claimed that the region presents many advantages for such industry.

Our attention has also been called to the flood control act passed by the last legislature, chapter 442, General Laws of 1917, and it has been suggested that a similar law could be enacted with reference to fire control and founded on the same principle.

We might be warranted in suggesting that not all of the land is fitted for any one purpose. Some of it is probably valuable for no other purpose than reforestry, and it has been claimed before us that reforestry of parts of tracts by occupants could be inaugurated by planting or tree protection, and that while the ultimate crop of trees could not be harvested in the lifetime of such occupants, nevertheless an accretion of value would be realized from year to year. This all suggests the wisdom of the serious consideration of a soil survey or land classification.

We submit these suggestions for the consideration of your excellency and your official legal advisers and for such consideration by the legislature as you may invoke or the interest of members in the public welfare inspire. Whatever course is pursued, it should be with as little delay as possible.

(g) The existing laws put certain obligations upon cities, towns and villages in the way of creating fire breaks by clearing and plowing about the same, and providing thereby a means of back firing. See section 3801, General Statutes 1913. We doubt if this requirement is generally, certainly not universally obeyed. This would not have stayed such a fire as this one was but under ordinary conditions much protection might be thus afforded. There are obligations put upon city, town, village and township officers also with respect to fires under the provision of the statute relating to protection against fire, etc., chapter 36. Sections 5129 et seq. General Statutes 1913, especially see section 5134. We scarcely believe these are universally obeyed. Under provisions of law already referred to the officers of the forest service may call upon the town, village and township officers. We do not say that these provisions need any amendment, although some of them might have been couched in more positive language, but we do recommend that all these officers annually, or oftener, be advised by the governor of the state in some manner, perhaps by proclamation published throughout the state by the newspapers, concerning their duties and the performance thereof enjoined. It has been suggested that it might be wise for the governor to appoint in each county or each township some representative citizen whose duty it should be to notify the forest service of fires or to take timely steps for the control of fires and to have them put out. The selection of a citizen for such service by reason of his fitness and dignifying him by appointment by the governor, might bring more diligent co-operation with the forestry service and produce better results.

(h) What shall be done for the fire sufferers by the state? We do not know whether this is within the scope of our duty to deal with or not. There are citizens who have been engaged in relief work and whose human sympathies have been stirred by the suffering and devastation they have witnessed, and there are also those whose political or economical views accord therewith, who declare that the state should make the financial losses of these sufferers good. Such a course would be fraught with many difficulties and would either invoke a payment of money where not needed in some cases or involve discrimination and class distinction along arbitrary lines and be wanting, we are constrained to believe, in any sound foundation principle. This, however, does not prevent the state, acting through its legislature, from appropriating some reasonable amount for the aid of those who have severely suffered and who need help to get upon their feet. That the state may always do to relieve its citizens from distress resulting from public or widespread calamity. A great and generous work has already been inaugurated and ably conducted for the immediate relief of the sufferers and the stricken communities. This is being done by the judicious use of funds contributed by the people, amounting in the aggregate to the princely sum of more than \$800,000, which sum is practically exhausted by expenditures and contracts already made. We are also advised that the calamity

board has appropriated \$300,000 more which has not yet been drawn from. Whether the state funds should be added to the funds available for the commission which is now in charge of this work or made available through other channels is a matter for the legislature to determine. Many have begun the work of reconstruction without aid. As a good way to help people is to help them to help themselves, a principle which it is alleged the Divine Authority follows, it might be well to make some provision for loans to be made to those whose homes and property have been burned, at a reasonable rate of interest and with liberal time and terms of repayment, and provide a fund for that purpose, or make available for such loans funds of the state which are required to be loaned and enact a measure if necessary to render that possible. We cannot say what this sum should be, but might be justified in venturing upon an estimate of not less than three millions of dollars. The Federal Loan Bank, we believe, has been arranging to be of material assistance, but it can hardly be expected to cope with the whole matter. Within all proper limitations we hope these people who have suffered both physically and financially will have no reason to feel that either the state or its more fortunate citizens are unmindful of their misfortune and that consistent and generous efforts by and within our own commonwealth will result in this people renewing their energies and that in these regions now marked by desolation the work of subduing, cultivating and pasturing these lands will go forward with greater rapidity and the country rise from the ashes of this great conflagration better, safer and more prosperous than ever before.

Respectfully submitted,

J. S. WASHBURN,
J. P. WREILLING,
ANDREW R. JACKSON,
L. C. PEDERSEN,
A. J. MCGUIRE,
S. SWANSON,
MARTIN COLE,

Commissioners.

Dated November 26, 1918.

REPORT OF THE COMMISSION ON REHABILITATION OF INDUSTRIAL CRIPPLES.

St. Paul, December 23, 1918.

To His Excellency, J. A. A. Burnquist, Governor of Minnesota.

Sir: Your commission appointed to inquire into the problems connected with the rehabilitation of industrial cripples and to suggest desirable legislation along this line submits herewith a preliminary report.

1. As to the number of persons affected, the commission has adopted the figures indicated by the population co-efficient which was worked out very carefully from the only adequate American data in existence by Mr. T. Norman Dean, statistician of the Workmen's Compensation Board of Ontario. This places the number of persons in Minnesota who require rehabilitation as a result of accidents, both industrial and non-industrial, at from 950 to 1,025 each year. The result agrees closely with an independent estimate of 1,000 reached by a study of all existing Minnesota accident and fatality statistics.

2. As to a system for the re-education and placement of cripples, the commission found the general lines that such a system should take pretty well indicated by the provisions of the Smith-Bankhead bill; Senate 4922, House of Representatives 12880, which was introduced in Congress at about the time this commission was appointed. The measure parallels very closely the provisions of the Smith-Hughes vocational education act. The plan is for the federal government to duplicate within certain limits whatever money is spent in a state for the re-education and placement of "persons disabled in industry or otherwise." Minnesota could get about \$17,000 in federal aid in the fiscal year beginning August 1, 1919, and \$22,650 in each succeeding fiscal year. Supervision of the work is required to be in the hands of the state board for vocational education, and the agency administering the workmen's compensation law must enter into a plan of co-operation with such board.

Your commission made a thorough study of the Smith-Bankhead bill and came to the conclusion that it probably covered the subject in the best possible way from the national viewpoint, and that the state organization which it required was perhaps the best plan in any event. We have, therefore, on the assumption that the federal bill would pass, drafted a bill accepting its provisions for Minnesota, empowering the state board for vocational education to take charge of the work, and making an appropriation sufficient to secure the maximum federal aid. In the event the Smith-Bankhead bill does not become a law the commission favors the passage of a bill which will permit the state board for vocational education to undertake this work anyhow, both re-education and placement, and will carry the same appropriation. Of course, without the federal aid the work could only be done on one-half the scale. It is the idea of the commission that the state board would have to establish the re-education work directly in the three large cities, meeting nearly all of the expense. In all other communities which desired such work it could be established by the state if sufficient need were shown, or could be merely subsidized in part. The chief reason the commission has not filed its final report by this time is that it is endeavoring to ascertain what the prospects are for early action by Congress. If the prospects are not good the commission may make two bills out of the one drafted, the first to be offered at once, establishing the state system of rehabilitation, and the second, to be offered when the Smith-Bankhead bill passes, merely accepting the terms of that act.

3. Your commission believes that a law is needed to prevent discrimination in workmen's compensation insurance rates against the employ-

ment of handicapped persons. Insurance underwriters deny that there is any discrimination at present, but the impression is so widespread among employers that their insurance rates will be raised if they employ cripples, that it would seem there must be some foundation in fact. In any event the number of handicapped persons will be increased appreciably by the war and there will be a greater tendency to consider them in fixing rates, hence the law is desirable even as a precaution. There is no reason why the increased risk from the presence of cripples should not be spread over the entire industrial group.

4. The commission also took under consideration a number of passages in the workmen's compensation law, discussing their bearing upon the problem of the cripple. It was found, however, that the Department of Labor and Industries had already made recommendations on these matters, hence the commission decided not to offer any bills covering them. The commission contented itself with adopting resolutions strongly urging two changes in particular:

(a) That the medical section of the act be revised so that the employer would be required to furnish working prostheses to the employe suffering a permanent partial injury, that to insure adequate care the present time and money limits be extended, and that supervisory power be given some central agency.

(b) That some plan be adopted by which persons who are made permanent total cripples as a result of a second injury shall receive from a special fund the difference between the permanent partial compensation law allowed by the law and the compensation fixed for total permanent injury. This will affect the returning soldiers as well as the men in industry. To illustrate, as the law is at present a soldier who had lost one eye in the service of his country, would if he lost the other eye in industry on his return, receive compensation for only one hundred weeks, the indemnity for the loss of one eye, instead of 550 weeks, the total permanent indemnity. The New York plan of creating a special fund for paying the difference by levying a charge against every fatal case where there are no dependents illustrates one solution.

We hope to have our final report in readiness within a few weeks.

Respectfully submitted,

OSCAR M. SULLIVAN,
Chairman.