



## League of Women Voters of Minnesota Records

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I have the honor to announce the passage by the House of the following Senate File, AS AMENDED by the House, in which amendments the concurrence of the Senate is respectfully requested.

S. F. No. 352: A bill for an act relating to public health and to the control of preventable diseases; to authorize counties to establish and join in establishing county or multiple county health departments; to provide for financing by local, state and federal governments and for private gifts; to provide for boards of health and full time health officers; to provide for the suspension under certain circumstances of existing local boards of health and health officers; to provide for promulgation by county boards of regulations for preservation of the public health.

Senate File No. 352 is herewith returned to the Senate.

G. H. LEAHY  
Chief Clerk, House of Representatives.

CONCURRENCE AND RE-PASSAGE.

Mr. Wahlstrand moved that the Senate do now concur in the amendments by the House to S. F. No. 352 and that the bill be placed on its re-passage, as amended.

Which motion prevailed.

The question being taken on the re-passage of the bill, as amended,

And the roll being called, there were yeas 49, and nays none, as follows:

April 7, 1949

16

JOURNAL OF THE SENATE.

[67th Day

Those who voted in the affirmative were:

Almen	Dennison	Johnson, J.A.	Nelsen	Swenson
Bridgeman	Dernek	Julkowski	Neumeier	Vukelich
Burdick	Dietz	Larson	O'Brien	Wagener
Bushnell	Duemke	Lauerman	Pedersen	Wahlstrand
Carey	Feldt	Ledin	Peterson, E.	Wefald
Carley	George	Lofvegren	Rogers	Welch
Carr	Goodhue	Miller	Simonsen	Welle
Dahle	Grottum	Mitchell	Sinclair	Wright
Dahlquist	Hagen	Mullin	Sletvold	Zwach
Davis	Johnson, C.E.	Myre	Spokely	

So the bill, as amended, re-passed and its title was agreed to.

## STATE OF MINNESOTA

FIFTY-SIXTH  
SESSION }

H. F.

No. 700

Introduced and Read First Time Feb. 11, 1949, By Mr. Herseith for the Committee on Education.

Re-referred to Committee on Education.

Reported Back To Pass, as Amended and Re-referred to Committee on Appropriations Apr. 8, 1949. Reported Back To Pass.

Read Second Time Apr. 11, 1949.

Matter in italics is new; matter in capitals when ( ) is old law to be omitted.

## A BILL

A Bill of an Act Relating to State Aid for Schools, Providing Tuition for Pupils and Revenue Therefor; Amending Minnesota Statutes 1945, Section 125.06, Subdivision 11 as Amended, Section 128.07, Subdivision 4, 5 and 6 as Amended, Section 128.08, Subdivision 2, Section 131.01, Subdivision 1, as Amended; and Amending Laws 1947, Chapter 633, Section 11, Subdivisions 1 and 3, Section 12, Subdivisions 1, 2, 3, 4 and 5, and Section 20, and Section 21, Subdivision 2.

*Be it enacted by the Legislature of the State of Minnesota:*

SECTION 1. Minnesota Statutes 1945, Section 125.06, Subdivision 11, as amended by Laws 1947, Chapter 633, Section 1, is amended to read:

3 Subd. 11. It may provide for the admission to the schools of the district, of non-resident pupils,  
4 and those above school age, and fix the rates of tuition for such pupils. In case a person owns land and  
5 pays the taxes thereon, in a common or an independent school district other than the one in which  
6 he resides, then such person or his tenant shall be admitted to all the benefits of said school the same  
7 as residents therein, *in respect to elementary pupils* upon conforming to such reasonable terms for  
8 tuition and transportation as the board of education of such school district may have established for  
9 non-residents, except that he shall be entitled to have the amount of school taxes which he pays to  
10 the support of said district applied in payment of said tuition and transportation fees. (NOTHING  
11 IN THIS SUBDIVISION SHALL BE SO CONSTRUED AS TO AUTHORIZE ANY PERSON WHO  
12 MAY RECEIVE ANY OF THE BENEFITS OR PRIVILEGES TO VOTE AT ANY SCHOOL DIS-  
13 TRICT MEETING OF THE SCHOOL DISTRICT WITHIN WHICH HE MAY RECEIVE SUCH  
14 BENEFITS OR PRIVILEGES, BUT OF WHICH HE IS NOT A MEMBER.) In the payment of

15 (SAID) state aid, the district in which the pupil attends shall be considered the district of his residence  
16 because of the provisions of this subdivision.

SEC. 2. Minnesota Statutes 1945, Section 128.07, Subdivision 4, as amended by Laws 1947, Chapter  
2 633, Section 8, is amended to read:

3 Subd. 4. The state board of education may assist school districts or the county board of education  
4 for unorganized territory in any county in providing for the transportation or board of such cripp-  
5 pled children of school age as are unable to walk to school with the exercise of normal effort, but are  
6 able to carry the regular courses of study. It may grant to such school districts not to exceed (\$150)  
7 \$225 annually for each such pupil transported or boarded. The state board may grant such aid to the  
8 district or residence when a crippled child is transported for the purpose of attending a special class (.).  
9 (PROVIDED THAT THE TOTAL EXPENDITURE UNDER THIS SUBDIVISION SHALL NOT  
10 EXCEED THE SUM OF \$40,000 FOR ANY ONE YEAR.) To assist in providing transportation or  
11 board and lodging of deaf, blind, and crippled children regularly enrolled in special classes for handi-  
12 capped children, the pupil's resident district shall be reimbursed at rates to be determined by the state  
13 board of education not to exceed \$225 annually for each such pupil transported or boarded.

SEC. 3. Minnesota Statutes 1945, Section 128.07, Subdivision 5, as amended by Laws 1947, Chap-  
2 ter 633, Section 8, is amended to read:

3 Subd. 5. In a school district without a secondary school, resident pupils may attend a classified  
4 secondary school in another district and shall receive board and lodging in or transportation to a dis-  
5 trict having a classified secondary school at the expense of the (COUNTY OF) school district of pupil's  
6 residence. The county shall reimburse the school district not to exceed one and one-half times the amount  
7 of state aid. The county may pay the reasonable cost of such board and lodging or transportation in  
8 excess thereof. The state will reimburse the county therefor not to exceed \$40 per pupil per year. This  
9 subdivision applies to all districts which do not maintain senior high schools, to the unorganized terri-  
10 tory of any county, to county districts, and to ten or more township districts where pupils are trans-  
11 ported to or boarded at high schools in other districts.

SEC. 4. Minnesota Statutes 1945, Section 128.07, Subdivision 6, as amended by Laws 1947, Chap-  
2 ter 633, Section 8, is amended to read:

3 Subd. 6. In a district which does not maintain an area vocational-technical school or vocational  
4 classes, a resident pupil when authorized by the school board in the district where he resides may at-  
5 tend a classified public area vocational-technical school or vocational classes in a classified secondary  
6 school in another district when the resident district does not provide instruction in the vocational  
7 course or courses desired by the pupil. When he so attends, the resident district shall provide him board  
8 and lodging or transportation between his district and the school attended as provided in subdivision 5.

SEC. 5. Laws 1947, Chapter 633, Section 11, Subdivision 1, is amended to read:

2 Sec. 11. Subdivision 1. A pupil unit is the denominator used to compute the distribution of  
3 state aid. Pupil units for each resident pupil in average daily attendance shall be counted as follows:

4 (1) In an elementary school, for kindergarten pupils attending half-day sessions throughout

5 the school year, one-quarter pupil unit and other elementary pupils, one pupil unit.

6 (2) In secondary schools, pupils (IN GRADES SEVEN AND EIGHT,) in junior high school  
7 or a six-year high school, and all other pupils in secondary schools, one and one-half pupil units (.).  
8 (BUT ONLY ONE PUPIL UNIT SHALL BE COUNTED IN RURAL SCHOOL DISTRICTS UN-  
9 LESS SUCH DISTRICT DOES NOT MAINTAIN AN ELEMENTARY SCHOOL AND, PROVIDED  
10 FURTHER, THAT ONLY ONE PUPIL UNIT SHALL BE COUNTED TO A RESIDENT SCHOOL  
11 DISTRICT UNLESS THE PUPIL ATTENDS THE SECONDARY SCHOOL WITHIN THE DIS-  
12 TRICTS HIGH SCHOOL AREA.)

13 (3) In area vocational-technical schools one and one-half pupil units.

SEC. 6. Laws 1947, Chapter 633, Section 11, Subdivision 3, is amended to read:

2 Subd. 3. Basic aid is the sum required to be paid to a school district which, when added to the  
3 sum paid to the district as apportionment (PLUS \$10.00 FOR EACH PUPIL ENROLLED IN THE  
4 PUBLIC SCHOOLS,) shall total a sum equal to \$50, multiplied by the total number of pupil units of  
5 the district, provided, however, that for each year of the biennium beginning July 1, 1949, only, such  
6 aggregate sum shall be \$60.00 multiplied by the total number of pupil units of the district.

SEC. 7. Laws 1947, Chapter 633, Section 12, Subdivisions 1 and 2, is amended to read:

2 Sec. 12 Subd. 1. When the assessed valuation of all taxable property of a district is less than  
3 \$2,000 for every resident pupil unit in average daily attendance of the district, the state shall pay  
4 equalization aid for each resident pupil unit in average daily attendance in accordance with the follow-  
5 ing schedule:

6	ASSESSED VALUE OF DISTRICT	EQUALIZATION AID PER RESIDENT	
7	PER RESIDENT PUPIL UNIT IN	PUPIL UNIT IN AVERAGE	
8	AVERAGE DAILY ATTENDANCE	DAILY ATTENDANCE	
9	\$2,000 or over	—	—
10	1,900 to 2,000	(\$)	(3) \$ 3.50
11	1,800 to 1,900		(6) 7.00
12	1,700 to 1,800		(9) 10.50
13	1,600 to 1,700		(12) 14.00
14	1,500 to 1,600		(15) 17.50
15	1,400 to 1,500		(18) 21.00
16	1,300 to 1,400		(21) 24.50
17	1,200 to 1,300		(24) 28.00
18	1,100 to 1,200		(27) 31.50
19	1,000 to 1,100		(30) 35.00
20	900 to 1,000		(33) 38.50
21	800 to 900		(36) 42.00
22	700 to 800		(39) 45.50
23	600 to 700		(42) 49.00

24	500 to 600	(45)	52.50
25	400 to 500	(48)	56.00
26	300 to 400	(51)	59.50
27	200 to 300	(54)	63.00
28	100 to 200	(57)	66.50
29	Less than \$100	(60)	70.00

30 Assessed valuations used as the basis for computing valuations per resident pupil in average daily  
31 attendance mentioned in this section shall be the latest available assessed valuations as reported by the  
32 county auditors of the state to the state department of education.

33 (SUBD. 2. IN A SCHOOL DISTRICT WHICH MAINTAINS NO SECONDARY SCHOOL  
34 BUT MAINTAINS AN ELEMENTARY SCHOOL OF INSUFFICIENT SIZE TO MEET GRADED  
35 SCHOOL STANDARDS, EQUALIZATION AID IS PAID BY THE STATE FOR SECONDARY  
36 SCHOOL PUPILS RESIDING IN THE DISTRICT BUT ATTENDING A SECONDARY SCHOOL  
37 IN ANOTHER DISTRICT UPON THE FOLLOWING BASIS:)

38 (ASSESSED VALUATION OF DISTRICT) (EQUALIZATION AID PER)  
39 (PER RESIDENT PUPIL UNIT IN) (RESIDENT PUPIL UNIT IN)  
40 (AVERAGE DAILY ATTENDANCE) (AVERAGE DAILY ATTENDANCE)

41	(\$2,000 or over	\$10)
42	( 1,500 to 2,000	20)
43	( 1,000 to 1,500	30)
44	( 900 to 1,000	33)
45	( 800 to 900	36)
46	( 700 to 800	39)
47	( 600 to 700	42)
48	( 500 to 600	45)
49	( 400 to 500	48)
50	( 300 to 400	51)
51	( 200 to 300	54)
52	( 100 to 200	57)
53	(Less than 100	60)

54 (ASSESSED VALUATIONS USED AS THE BASIS FOR COMPUTING VALUATIONS PER  
55 RESIDENT PUPIL IN AVERAGE DAILY ATTENDANCE MENTIONED IN THIS SECTION  
56 SHALL BE THE 1945 ASSESSED VALUATIONS AS REPORTED BY THE COUNTY AUDITORS  
57 OF THE STATE TO THE STATE DEPARTMENT OF EDUCATION. IF IT APPEARS TO THE  
58 COMMISSIONER OF EDUCATION THAT INEQUALITIES OF ASSESSMENTS EXIST UNDER  
59 THE PROVISIONS OF THIS ACT, HE SHALL MAKE KNOWN SUCH INEQUALITIES TO THE  
60 COMMISSIONER OF TAXATION FOR THE PURPOSE OF INVESTIGATION AND ADJUST-  
61 MENT. IF UPON INVESTIGATION THE COMMISSIONER OF TAXATION IS SATISFIED THAT

62 INEQUALITIES OF ASSESSMENT EXIST, HE SHALL ORDER A RE-ASSESSMENT OF SUCH  
63 DISTRICTS, THE COST OF SUCH RE-ASSESSMENT TO BE CHARGED TO THE DISTRICT AS  
64 PROVIDED IN MINNESOTA STATUTES 1945, CHAPTER 274.)

65 Subd. 2. Pupil units in area vocational-technical schools shall be included with the resident pupil  
66 units in determining the equalization aid as provided in subdivision 1.

67 Subd. 3. In school districts that do not maintain a secondary school or an area vocational-techni-  
68 cal school but provide for elementary, secondary and area vocational-technical school pupils shall be  
69 used in determining the rate of equalization aid for the elementary pupils in such districts in accordance  
70 with the schedule in Subdivision 1.

71 Subd. 4. The equalization aid for nonresident pupils attending a secondary school or area voca-  
72 tional-technical school shall be the rate for the resident pupil units in the school where the nonresident  
73 pupils attend; except where secondary pupils attend a laboratory school or a secondary school in  
74 another state where the pupil is entitled to attend, the pupil unit equalization aid of the pupils' resi-  
75 dent district shall apply.)

76 Subd. (3) 5. Where two or more school districts hereafter unite the state aid shall continue to  
77 be paid (ON THE BASIS OF SECTION 12, SUBDIVISION 2 OF THIS ACT FOR SECONDARY  
78 SCHOOL PUPILS FROM THE DISTRICTS UNITING WITH THE DISTRICT THAT MAINTAINS  
79 THE SECONDARY SCHOOL) for the remainder of the school year in which the union was completed  
80 as the state aids were paid to the individual districts prior to the union.

81 Subd. (4) 6. Every school district which provides instruction in other districts and which receives  
82 basic aid, (EXCEPT) and the county as provided in section 21, subdivision 2, shall pay (\$110 PER  
83 PUPIL UNIT IN AVERAGE DAILY ATTENDANCE PER ANNUM OR THE ACTUAL COST OF  
84 INSTRUCTION CHARGEABLE TO MAINTENANCE, WHICHEVER AMOUNT IS LOWER,  
85 BASED ON AVERAGE DAILY ATTENDANCE) to the district furnishing elementary, (AND)  
86 secondary or (SCHOOL) area vocational-technical school instruction on account of (ELEMENTARY  
87 AND SECONDARY SCHOOL PUPILS ATTENDING SCHOOL IN ANOTHER DISTRICT. THE  
88 PER PUPIL UNIT COST OF INSTRUCTION CHARGEABLE TO MAINTENANCE HEREIN ES-  
89 TABLISHED SHALL BE EFFECTIVE UNTIL JULY 1, 1949.) such instruction, the actual cost  
90 thereof chargeable to maintenance exclusive of transportation but not to exceed \$160 per pupil unit  
91 in average daily attendance of the district.

92 Subd. (5) 7. Every school district which receives special state aid shall (1) maintain school  
93 or provide instruction in other districts, in teacher's college laboratory school or in the university  
94 laboratory school, at least nine months in a year, and (2) furnish free textbooks to pupils, and all  
95 school districts are authorized to provide such free textbooks, and (3) (WHEN IT EMPLOYS  
96 TEACHERS) expend for teachers' salaries (AT LEAST) not less than 65% of the maintenance ex-  
97 penditures (UNLESS SUCH MAINTENANCE EXPENDITURES EXCEED \$110.) exclusive of  
98 transportation (COSTS FOR THE PUPIL UNITS IN AVERAGE DAILY ATTENDANCE EN-  
99 ROLLED IN THE SCHOOLS OF THE DISTRICT.) but when such expenditures exceed \$130 per

100 pupil unit in average daily attendance, such annual teachers' salary expenditures need not exceed  
 101 65% of the \$130 per pupil unit in average daily attendance exclusive of transportation, and (4) in  
 102 any city of the first class in this state, operating under a home rule charter and in which city the  
 103 schools are operated as a part of the city government under a Department of Education the city coun-  
 104 cil or other governing body thereof is authorized and empowered to amend at any time the budget  
 105 of said city in reference only to receipts and expenditures made or to be made for education purposes  
 106 within said city to the extent that if current receipts, during the applicable period of operation of  
 107 said budget, exceed the amount of the estimate of special state aids set out in said budget, such re-  
 108 cepts over the estimate thereof may be spent in the years received for educational purposes.

109. Subd. 8. If maintenance expenditure exclusive of transportation costs is less than (\$110) \$130  
 110 per pupil unit in average attendance, the amount of special state aid shall be reduced in like propor-  
 111 tion.

SEC. 8. Minnesota Statutes 1945, section 131.01, Subdivision 1, as amended by Laws 1947, Chap-  
 2 ter 633, Section 16, is amended to read:

3 131.01. Subdivision 1. For the purpose of administration all public schools shall be classified un-  
 4 der the following heads:

5 (1) Elementary,

6 (a) Graded elementary,

7 (b) Ungraded elementary.

8 (2) Secondary,

9 (a) Four year high,

10 (b) High school departments,

11 (c) Junior high,

12 (d) Senior high,

13 (e) Six-year high,

14 (f) A vocational school.

15 (3) Junior Colleges.

16 (4) Area vocational-technical school.

17 Subd. 2. (1) An elementary school includes all schools below the grade of a high school.

18 (a) A graded elementary school shall be a school giving instruction in the first six years of  
 19 the public school course and employing at least three teachers devoting their entire time to element-  
 20 ary school work, or a school giving instruction in the first eight years of the public school course,  
 21 and employing at least four teachers devoting their entire time to elementary school work. In each  
 22 such school one teacher may be designated as principal.

23 (b) An ungraded elementary school shall be a school giving instruction in the elementary  
 24 course and employing one or more teachers but not having the rank of graded elementary school.

25 (2) A secondary school includes four-year high school; high school department; junior high  
 26 school; senior high school; and six-year high school. A secondary school may include a vocational

27 school.

28 (a) A four-year high school shall be a school giving one or more four-year courses beyond  
 29 the eight-year elementary course, and which shall employ a superintendent, a high school prin-  
 30 cipal, and one or more high school teachers.

31 (b) A high school department shall be a school giving instruction in high school subjects beyond  
 32 the eight-year elementary course. Such high school department shall employ two or more qualified high  
 33 school teachers to give instruction in such high school subjects, one of whom may be the superin-  
 34 tendent of the high school department and the elementary school associated therewith.

35 (c) A junior high school shall be a school having a separate organization and employing a  
 36 principal and two or more teachers giving instruction in the seventh grade, eighth, and ninth years of  
 37 the 12 year public school course. It shall be located in a school district which employs a super-  
 38 intendent for the entire system of public schools in such school district.

39 (d) A senior high school shall be a school having a separate organization and employing a  
 40 principal and two or more high school teachers giving instruction in the 10th, 11th and 12th years  
 41 of the 12 year public school course. It shall be located in a school district which maintains a junior  
 42 high school and which employs a superintendent for the entire system of public schools in such school  
 43 district.

44 (e) A six-year high school shall be a school employing a superintendent, a high school principal,  
 45 and three or more teachers giving instruction in grades seven to 12 inclusive of the public school  
 46 course.

47 (f) A vocational school is a school offering approved vocational training either independently  
 48 or in conjunction with any of the kinds of schools included in subdivision 1, clause (2).

49 (3) A junior college shall be a school organized according to sections 131.02 to 131.07.

50 (4) An area vocational-technical school is a school organized according to Minnesota Statutes  
 51 1945, Section 120.36, and may be included in subdivision 1, clauses (2), (3) and (4).

SEC. 9. Laws 1947, Chapter 633, Section 20, is amended to read:

2 Sec. 20. Subdivision 1. Any person of school age residing in a school district in which no classi-  
 3 fied secondary school or area vocational-technical school is maintained is entitled to attend (A  
 4 CLASSIFIED SECONDARY) such school outside his resident district under standards established  
 5 by the state board of education.

SEC. 10. Laws 1947, Chapter 633, Section 21, Subdivision 2, is amended to read:

2 Subd. 2. The (BOARD OF COUNTY COMMISSIONERS) county auditor of the pupil's resi-  
 3 dence shall thereupon cause to be paid out of the county school tax fund hereby created to each  
 4 such school district which furnished such instruction the tuition so charged for such instruction.

SEC. 11. Minnesota Statutes 1945, Section 128.08, Subdivision 2, is amended to read as follows:

2 Subd. 2. (ALL OF THE ABOVE PROVISIONS SHALL BE APPLICABLE TO THE STATE  
 3 SCHOOLS OF AGRICULTURE, THE AID FOR EACH ELIGIBLE PUPIL TO BE PAID TO THE  
 4 PARTICULAR SCHOOL OF AGRICULTURE ATTENDED BY THAT PUPIL.) For the tuition of

5 nonresident high school pupils attending the state schools of agriculture the state shall pay to the  
6 University of Minnesota, to be applied upon the tuition and laboratory and equipment fees of such  
7 pupils for the six months period of the school year, but in no case to exceed \$7.00 per pupil per  
8 school month, and in addition thereto, and for such pupils transported or boarded at the rate of  
9 \$4.50 per pupil per month.

10 The appropriation for the above tuition and transportation shall be paid each year of the bien-  
11 nium out of the balance of the income tax school fund to the University of Minnesota, which in turn  
12 shall distribute these funds to each of the state schools of agriculture in proportion to the number of  
13 eligible pupils provided for above.



Affiliated with the  
National League  
of Women Voters

# ACTION

February 10, 1949

Dear Presidents:

Subject: State Aid to Education

Amendments to the present state aid school law are being prepared for introduction in the state legislature. The LwV of Minnesota has consistently supported adequate state aid for education. Now is the time for your League and individual members to write your Senators and Representatives concerning the amendments which provide:

1. Increased state aid from \$50 to \$70 per pupil
2. Include recognized public junior colleges in this per pupil aid.

There is talk of diverting the state income tax revenues which are dedicated to education to other purposes. Until the entire problem of dedicated funds is explored and solved and some other security is established for the provision of public education, the Minnesota League opposes any diversion of state income tax derived funds to any other use.

Immediate expression to this effect to your legislators is imperative.

Sincerely,

*Malcolm Hargraves*  
Mrs. Malcolm Hargraves  
President

# SCHOOL AID BILL DRAFTED

Early Action by  
Committees Sought

By RICHARD P. KLEMAN  
Minneapolis Tribune Staff Writer

Final version of a new state educational aid bill—increasing the basic aid from \$50 to \$70 per pupil unit—has been prepared by the state education department for possible legislative presentation late this week.

Sen. A. L. Almen, Balaton, chairman of the senate education committee, and Rep. E. B. Hereth, Klinton county, chairman of the house education unit, both said Saturday they expect to present the aid bills to their committees Thursday — if other business has been sufficiently cleared away.

## SEEK FULL APPROVAL

Purpose of the early presentation to the committees — before introduction — is to obtain unanimous committee consent to make the measures "committee bills"—bills sponsored by the committee and thus insured of more favorable legislative consideration.

Although Gov. Luther W. Youngdahl, in his inaugural and budget messages, mentioned no specific figure to which basic aids should be increased, he did indicate support for an increase, which he said could be paid out of the surplus in the income tax fund without any increase in taxes.

While the new bill has been prepared for the \$70 figure, Hereth indicated that he is not committed to this version and is considering proposing that more of the increased costs of operating schools be shifted to the local school districts.

"I doubt that the legislature will be willing to go along with bearing the entire burden of the increase in school costs," Hereth declared.

Instead, he suggested that the formula established under the 1947 aid bill, whereby the state paid about 60 per cent to the local district's 60 per cent, be maintained.

The basic state aid is a complicated mechanism.

## BASED ON ATTENDANCE

It is based on the pupil unit: one elementary school pupil in daily attendance, Junior high and high school pupils, on whom more money must be spent, are counted as one and one-half pupil units.

Under the 1947 bill, the state agreed to a formula fixing the overall cost per pupil unit at \$110 per year. Thus for secondary school pupils, the overall cost figure would be \$165.

Of this, the state agreed to contribute \$50 in 1947.

The \$110 figure, Almen emphasized, is not set up as a legal requirement, but rather as a minimum standard.

Some school districts raise more than this amount, some less, explained the Balaton school superintendent. He is a veteran of 38 years of teaching.

The actual average cost per pupil unit in 1948 was \$137, Almen pointed out.

"This year, it'll be higher than that—there's no doubt about it," he added.

## WOULD GO TO \$130

Now the proposal is to increase the per-pupil-unit cost figure to \$130, the state to contribute up to \$70. For a secondary school pupil, that would mean an overall cost of \$195 (still below actual average 1948 costs) with the state's contribution \$105.

It is this almost total assumption by the state of the increased costs of which Hereth is wary.

In addition to its basic aid to



Hereth Almen

local school districts, the state pays an "equalization" aid to districts with low assessed property valuations.

Where a district has \$2,000 or more in assessed property value for each pupil unit in daily attendance, the state pays no such aid. For each \$100 that the assessed value falls below \$2,000, the state pays \$3 in equalization.

Thus a district with between \$1,000 and \$1,100 in valuation per pupil unit would receive, in addition to the present \$50 (or proposed \$70), \$30 from the state. A district where valuations have fallen below \$100 per pupil unit would get the full \$60 which is supposed to be the local contribution to education costs.

## FORMULA WOULD STAY

That formula of assisting districts where assessed valuations are inadequate to raise sufficient local taxes would remain unchanged under the proposed new aid schedule.

The new bill also would provide for considerable increases in the "special" state aids for training deaf, blind and crippled children, for mentally retarded youngsters and those with defective speech.

A large increase also would go for crippled children who are continuing schoolings although homebound.

Not only would the financial aid to homebound crippled children be increased, but the law

# OPPOSE 'RAID' ON FUNDS

Legislators to Get  
Plans for Schools

Organizations that will notify Minnesota legislators of the desires of state education groups marshalled their strength behind three main points and vowed an active and immediate campaign Tuesday.

Some 30 members of the state-wide citizens committee on public education met at the state office building, St. Paul, and mapped plans to swamp legislators with mail and telegrams calling for:

- No "raids" on the balance of more than \$30,000,000 in the state income tax fund, traditionally reserved for public education purposes.

- Retention and amendment of the 1947 school district reorganization act, which is beginning to meet a rising tide of rural opposition.

- Increases in basic state school aids, probably from \$50 to \$70, as provided in a bill readied for introduction in both legislative houses.

## BIRTH RATE CITED

Dean Wesley E. Peik of the University of Minnesota college of education told the committee members why—despite the fact that modern practice is against earmarking of any tax funds—income tax proceeds should not be used for other purposes.

"There is a big job ahead of us in education — one more difficult than it ever has been — and we are already falling behind," Dr. Peik said.

Specifically, he cited the tremendous birth rate increases during the war—increases which will "catch up" with the school system at different levels for the next 10 years at least. He pointed also to Minnesota's inability to hold "some of our better superintendents and more experienced teachers" in the face of more attractive offers in other state school systems.

"We need 2,000 elementary school teachers and will have less than 1,000 to fill those jobs," Dr. Peik declared.

## SPEAKERS NEEDED

Mrs. Lewis Minion, Bingham Lake, representing Minnesota Farm Bureau federation, told of the opposition the reorganization



Dr. Headley Mrs. Minion

program is meeting on the farm, although the bureau supports the program with amendments.

The farm people opposing the program are "not all wrong, I assure you," Mrs. Minion declared, adding that they need principally speakers to explain the program to them—to "talk with them, not talk at them."

A sub-committee headed by the group chairman, Morris Bye, Anoka superintendent of schools, will meet today to plan the program further.

Represented yesterday were the MEA, farm bureau, Minnesota Vocational association, American Association of University Women, Minneapolis College Women's club, Minnesota League of Women Voters, Teachers Retirement association, the congress of PTSS, Minnesota Federation of Teachers, the state CIO council, and the state education board and department.

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Minneapolis Tribune Staff Writer

Final version of a new state educational aid bill—increasing the basic aid from \$50 to \$70 per pupil unit—has been prepared by the state education department for possible legislative presentation late this week.

Sen. A. L. Almen, Balaton, chairman of the senate education committee, and Rep. E. B. Herseth, Kittson county, chairman of the house education unit, both said Saturday they expect to present the aid bills to their committees Thursday — if other business has been sufficiently cleared away.

## SEEK FULL APPROVAL

Purpose of the early presentation to the committees — before introduction — is to obtain unanimous committee consent to make the measures "committee bills"—bills sponsored by the committee and thus insured of more favorable legislative consideration.

Although Gov. Luther W. Youngdahl, in his inaugural and budget messages, mentioned no specific figure to which basic aids should be increased, he did indicate support for an increase, which he said could be paid out of the surplus in the income tax fund without any increase in taxes.

While the new bill has been prepared for the \$70 figure, Herseth indicated that he is not committed to this version and is considering proposing that more of the increased costs of operating schools be shifted to the local school districts.

"I doubt that the legislature will be willing to go along with bearing the entire burden of the increase in school costs," Herseth declared.

Instead, he suggested that the formula established under the 1947 aid bill, whereby the state paid about 40 per cent to the local district's 60 per cent, be maintained.

The basic state aid is a complicated mechanism.

## BASED ON ATTENDANCE

It is based on the pupil unit: one elementary school pupil in daily attendance, junior high and high school pupils, on whom more money must be spent, are counted as one and one-half pupil units.

Under the 1947 bill, the state agreed to a formula fixing the overall cost per pupil unit at \$110 per year. Thus for secondary school pupils, the overall cost figure would be \$165.

Of this, the state agreed to contribute \$50 in 1947.

The \$110 figure, Almen emphasized, is not set up as a legal requirement, but rather as a minimum standard.

Some school districts raise more than this amount, some less, explained the Balaton school superintendent. He is a veteran of 38 years of teaching.

The actual average cost per pupil unit in 1948 was \$137, Almen pointed out.

"This year, it'll be higher than that—there's no doubt about it," he added.

## WOULD GO TO \$130

Now the proposal is to increase the per-pupil-unit cost figure to \$130, the state to contribute up to \$70. For a secondary school pupil, that would mean an overall cost of \$195 (still below actual average 1948 costs) with the state's contribution \$105.

It is this almost total assumption by the state of the increased costs of which Herseth is wary.

In addition to its basic aid to



Herseth Almen

local school districts, the state pays an "equalization" aid to districts with low assessed property valuations.

Where a district has \$2,000 or more in assessed property value for each pupil unit in daily attendance, the state pays no such aid. For each \$100 that the assessed value falls below \$2,000, the state pays \$3 in equalization.

Thus a district with between \$1,000 and \$1,100 in valuation per pupil unit would receive, in addition to the present \$50 (or proposed \$70), \$30 from the state. A district where valuations have fallen below \$100 per pupil unit would get the full \$60 which is supposed to be the local contribution to education costs.

## FORMULA WOULD STAY

That formula of assisting districts where assessed valuations are inadequate to raise sufficient local taxes would remain unchanged under the proposed new aid schedule.

The new bill also would provide for considerable increases in the "special" state aids for training deaf, blind and crippled children, for mentally retarded youngsters and those with defective speech.

A large increase also would go for crippled children who are continuing schoolings although homebound.

Not only would the financial aid to homebound crippled children be increased, but the law

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# PLAN TO 'RAID' SCHOOL FUND DRAWS FIRE

**Speakers Cite Need  
for Education; Reject  
Use of Money for Bonus**

Stern opposition to tapping the \$50,000,000 income tax balance for purposes other than school aid was voiced Thursday at the Minnesota School Board association's annual meeting in St. Paul.

"The surplus in the income tax fund should not be looked upon as a surplus but as a reserve," Dean M. Schweickhard, state commissioner of education, told delegates who filled the St. Paul auditorium.

## REYNOLDS AGREES

Schweickhard's words were echoed by Harry M. Reynolds, Winona, Minn., who said, "The reserve must be preserved for school purposes and no other."



Schweickhard and Reynolds were among participants in an afternoon panel discussion of state school aids.

State Sen. A. L. Almen, Balaton, Minn., another panel

member, urged the audience to contact their legislative delegations to let them know the folks back home are opposed to any tampering with the reserve.

"We are in favor of the University of Minnesota and the state teachers colleges," Almen said, "but we cannot let them tap this reserve when our first duty is to provide young people with elementary and high school educations."

(Some legislators have proposed "raiding" the fund to pay a veterans' bonus, a portion of Gov. Luther W. Youngdahl's mental health program or to help finance the programs of the University or the state colleges.)

The senator predicted a revised state aid bill will emerge in the present session, which will be a compromise between groups which favor all increases in basic aid and those who want the increases in equalization aid.

## NO RELIGIOUS CLASSES

Theoretically, basic aid is distributed on per-pupil cost, while equalization aid is apportioned according to an ability-to-pay formula.

In answer to a question from the floor, Schweickhard said, denominational instruction classes cannot be organized and con-

# SCHOOL FUND

*Continued From Page One*

ducted in Minnesota public schools when school is in session.

He said a student may receive such instruction outside the school on released time up to three hours a week at the parents' request or any religious denomination may ask the school board to use the building for denomination instruction after school hours or on Saturdays or Sundays.

T. J. Berning, Schweickhard's assistant, was consultant and Maile L. Robinson, director of field service for Minnesota Educational association, was moderator.

Rep. E. B. Hereth, Kittson county, said there are 7,500 school districts in Minnesota at the present time and only two or three other states have more and a lot of states have about one-seventh that number.

"We cannot get away from the fact that the problem is confined to Minnesota alone; other states have found a re-districting movement necessary," Hereth said. There are 2,600 Minnesota school districts that are not open at the present time, which means 2,600 school districts are not serving the purpose for which they were originally established, he said.

Dr. A. E. Jacobson, Thief River Falls, Minn., president of the school board association, opened the annual meeting by describing the lack of suitable buildings as the big stumbling block in the way of reorganizing Minnesota's sprawling school district system.

He said Minnesota, because of its building predicament, should give serious thought to favoring

legislation that provides federal aid for school construction.

Election of officers is scheduled today and a closing dinner will be held in the Lowry hotel ballroom tonight with Dr. Clyde A. Erwin, Raleigh, N. C., superintendent of public instruction in North Carolina, as speaker.

At an evening panel discussion, details of the 1947 school district reorganization act and the amendments to it now being proposed were discussed by 11 persons closely identified with the movement.

Clyde A. Erwin, superintendent of public instruction in North Carolina, prefaced the discussion with an outline of the 14 years of progress of reorganization in his state. Under it, the southern state has cut more than 10,000 districts to what Erwin termed 1,400 "larger and more powerful units."

J. S. Jones, secretary of Minnesota's Farm Bureau federation, staunchly defended the Farm Bureau's support for reorganiza-

tion as having been democratically arrived at. He acted as moderator for the discussion.

History of the reorganization movement was traced by its foremost sponsor in the 1947 legislature, former representative Joseph Daun, St. Peter.

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# SCHOOLS DENY 'RIGGING' AID

## State Board Lists Equalization Grants

State education officials last week brought out their statistical answer to charges that some Minnesota school districts are "chiseling" on state school aids.

The department issued statistics prepared under the supervision of T. J. Berning, deputy commissioner of education, showing how many school districts of the state get additional grants to make up for their low property valuations.

### EQUALIZATION AID

These grants—known as "equalization aids"—are given to a school district which has less than \$2,000 of assessed valuation for each pupil unit in average daily attendance. For each \$100 that the district is below this standard, it gets an additional \$3 per pupil per year.

"Pupil unit in average daily attendance" is education jargon for a pre-high school pupil. A high school or junior high school pupil is counted as one-and-one-half pupil units.

The Berning report shows that, of the 7,481 school districts in the state, 5,127, or 68.22 per cent will receive no equalization aid this year.

These districts will get only the \$50 per pupil unit basic aid authorized by the 1947 legislature—and, of course, various special aids which are available to all the school districts qualifying under special circumstances.

Of the remaining 2,354 districts, the survey showed, 1,344 will be given less than \$30 per year for each pupil unit. These districts, in other words, have assessed valuations of more than \$1,000 back of each pupil unit.

### ONLY 1,010 LEFT

That leaves only 1,010, or 13.49 per cent of the school districts of the state to get \$30 or more in equalization aid for each pupil unit in attendance in 1949. Maximum equalization aid is \$60, to be received by only eight districts this year.

Discussion at the legislature recently has brought from several members the charge that some districts which do not need the equalization aid are receiving it. Sen. Ancher Nelson, Hutchinson, has said that some districts deliberately "rig" their assessments low and levy higher millage rates to qualify for the added state money.

Sen. William E. Dahlquist, Thief River Falls, has said he will seek to have the state aid bill that comes out of this legislative session grant the extra aid only to districts with less than \$3,000 behind each pupil unit.

To justify the present "breaking point" between the equalization aid and the no-equalization-aid districts, however, Berning points to the fact that there are 1,287 districts with valuations of \$2,000 per pupil unit or more (the lowest of the no-aid classes), while there is a sharp drop to 133 districts in the very next class: districts with valuation between \$1,900 and \$2,000 per pupil unit.

In the "no equalization aid" category, the largest class is that of districts with \$3,000 to \$10,000 back of each pupil unit. There are 1,408 of them this year.

Largest classes in the equalization aid category are the \$1,100-\$1,200 and the \$1,200-\$1,300 classes, each of which contains 168 districts, the former receiving \$27 and the latter, \$24 per pupil unit.



**STATE GIVES EXTRA SCHOOL AIDS TO ALL DISTRICTS IN 39 COUNTIES**—The 39 counties in the above map are those in which all school districts with graded elementary schools or high schools have a value of taxable property for each "pupil unit" in daily attendance of less than \$2,000. All such districts receive an "equalization" aid from the state, graduated in proportion to the amount that the values fall below \$2,000. The minimum equalization aid is \$3 per pupil unit, which will go to 133 districts in the state this year. The maximum is \$60, going this year to only eight districts, a state education department report showed last week. (Pupil unit: elementary school pupil in daily attendance; high school and junior high school pupils count for one-and-one-half pupil units.)

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State  
House

## Would Divert Monies to Other Purposes

By RAY WIELAND

Minneapolis Star Staff Writer

Some of Minnesota's legislators are hoping for an early chance to make a fight on the state's system of dedicated funds.

The system, by which the constitution or statutes permanently restrict use of money from certain tax sources to certain special purposes, has resulted in an accumulation to date of more than \$330,000,000 in 124 special funds.

This effectively withholds any such money from legislative consideration for current appropriations.

Heavy pressure to dig up millions for a veterans bonus, the mental health program and a general sharp increase in state operating expenses may push the issue into the open soon.

Numerous representatives and senators are privately in favor of junking much of this dedication and thereby licking the current money shortage.

Even some of those who favor the earmarking admit there is much sentiment against it in the legislature as an unsound business practice.

However, backers of school, highway, game and fish and other earmarked funds exert a dominating influence in the state and hence over the legislature.

Chief target would be the income tax revenue going into a special "income tax school fund" created by the legislature in 1933 and which now contains an estimated surplus of over \$50,000,000.

Game and fish earmarked funds probably would have sufficient protection in the recognized need for conservation and protection of wild life activity, many legislators believe.

Two major funds could be reached only by constitutional amendment, the gas tax-motor vehicle or "trunk highways" fund and iron ore occupational taxes.

Any attack on the \$166,000,000 permanent school trust fund built up from 40 per cent of the occupational iron ore tax plus proceeds from sale and management of trust, swamp and forest

lands could probably be aimed only at future monies presently earmarked for this fund.

Altogether, well over 20 per cent of the state's revenue goes into special funds without the legislature's finance and appropriations committees having a chance to pass on it.

Of the dedicated funds, about 20 per cent goes into the highway fund, another 25 per cent for education, game and fish and other purposes and the remaining 35 per cent to non-revenue funds such as those arising from fees and licenses.

\*\*\*  
The income tax fund was expected to yield about \$5,000,000 a year for the schools. In 1948, income taxes produced well over \$40,000,000.

Among advocates of the dedicated fund system, however, are several influential leaders who believe abandoning the earmarking would be dangerous.

Senator A. L. Almén, Balaton, himself a school principal, is the chief champion of the dedicated income tax school fund. Around his steadfast position over the years has grown the defense of the other dedicated funds.

Once the bars are let down, the

future of school financing would be uncertain, he maintains.

Senator Karl Neumeier is the most outspoken of those attacking the earmarked fund system.

"Would a farmer who had \$1,000 more than he needs in his cattle fund and not enough money for a new chicken coop go to the bank and borrow money?" they ask. "Of course not, he'd use the \$1,000 in his cattle fund."

They say the system is too rigid to meet changing costs of government for various items during depression or boom times and that it ties the legislators' hands, putting into hands of administrative officers the power over appropriation and taxation intended for the legislature.

Result is, they claim, that when income from various tax sources swells, the administrators find ways of elaborating programs and spending all monies at their disposal while the taxpayers are taxed more heavily to make up deficits in other departments.

Senator Gerald T. Mullen, Minneapolis, led an unsuccessful fight against the dedication principle in the constitution revision commission last summer. He has repeated his arguments on the floor of the senate this year.

Files, Sub. 2/15/49

## Schools and Bonuses

MANY Minnesota educators are still apprehensive lest the state's income tax surplus, which is dedicated to the schools, be diverted to other purposes. This reserve now amounts to more than \$50 million.

At the Minnesota School Board association's annual meeting last week, the idea of diversion was sharply disapproved. Dean M. Schweickhard, state commissioner of education, referred to the income tax fund as a "reserve" rather than a "surplus." With others, he urged that this reserve be carefully safeguarded for the schools.

Whether income tax revenues should be forever dedicated in their entirety to the schools is a question on which many persons disagree. But there should not be much disagreement on the folly of dipping into this reserve to help finance a veterans' bonus, to cite one of several more or less latest threats against the fund.

Such a scheme would be short-sighted by any test. The veterans themselves, through their children, have a stake in the state's schools which should make them hesitant to dissipate a surplus dedicated to the schools. Whether the income tax fund is viewed as a surplus or a reserve, it would be most imprudent to transfer it from the school pocket to a bonus pocket.

If a bonus is to be paid, it should be financed by a special tax, and not drawn in any part from a reserve whose quick depletion would be sure to work a lasting injury to our schools.

# Bill Would Return School Fund Surplus to Districts

## Plan Proposes to Handle Allocation on Per Cent Basis

A new twist to the problem of handling the state's income tax school fund surpluses was offered the Minnesota legislature today.

Representative Carl Wegner of Minneapolis proposed that the state return the surpluses to the school districts so the funds can be used for school purposes.

Although the proposal would apply only to future surpluses which might occur, Wegner and Representative Alf Bergerud of Minneapolis, co-authors of a bill embodying the plan, indicated they also were considering an amendment to the state school aid bill so that the anticipated \$50,000,000 surplus of July 1 could receive the same treatment.

Allocation to districts would be handled on a percentage basis, with each district getting a share based on total income tax paid by its residents.

"This proposal would not only help out the schools, but would

make it possible for many districts to cut their local levies," Wegner said. "An that way there would be a fairer return to the districts of the income tax dollars paid by the residents."

### HOPES FADE FOR SCHOOL DISTRICT BILL

With hopes fading for passage of an independent school district bill, Minneapolis school officials today faced a gloomy future for financing city schools.

A majority of the Hennepin county legislative delegation has indicated strong opposition to the independent district plan, with its "blank check" tax-levying powers.

Members of the senate delegation will consider the bill at a meeting Friday, but there was little prospect of favorable reaction.

Walter F. Gustafson, school director of financial affairs, has estimated that revenue now in prospect for this year will be adequate to keep the schools open only until Oct. 1.

Several Minneapolis senators expressed resentment that lobbying by Gustafson and Charles A. Sawyer, school board attorney, for the independent district bill has been carried on chiefly with out-

state legislators—over the head of the Hennepin delegation.

The state senate education committee refused today to introduce the state school aid bill as a committee bill.

The proposal would increase school aid by approximately \$20,000,000 a year, principally by raising the basic per-pupil aid from \$50 to \$70.

Senator Oscar Swenson, Nicollet opposed the bill because it would cost too much.

Senator Frank Dougherty, Fairmont, objected to extending aid to junior colleges and Senator Ancker, Nelson Hutchinson, disapproved of what he called inequalities in aid distribution.

Senator A. L. Almen, Balaton, committee chairman, indicated that he would introduce the bill later.

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## State Just Average in Local Government Aid

By LEWIS C. MILLS  
Minneapolis Star Staff Writer

Minnesota lags far behind Wisconsin in per capita contributions to hard-pressed local governments, but its record is better than those of other adjacent states.

The question of aid to local communities is a hot issue in the legislature of 42 states, which are now in session, and in most of them, as in Minnesota, officials of municipalities have united in support of increased state contributions to help solve financial problems of local governments.

To provide information on this question, the American Municipal association requested and largely financed a special study of the federal census bureau.

The bureau's report, as summarized in the current issue of American Municipal News, includes the following findings:

Cost of local government in the United States has increased 33 per cent or more since 1942.

"Cities everywhere are seeking desperately for new revenue to relieve the fiscal malnutrition resulting from inflated prices."

The issue involves meeting basic

urban needs—schools, hospitals, highways, welfare, transit and other services—"or letting them decay through financial default."

State aid of \$2,600,000,000 in fiscal 1947-48 comprised 31 per cent of all state general expenditures, and it amounted to 28 per cent of the revenues of all local governments.

These figures show that state governments have not ignored the steadily rising costs of local operations. However, local government support is chiefly from property taxes, which respond slowly to economic changes.

Increased state financial aid has been urged . . . as one means of

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meeting such local fiscal problems.

States also have been caught in the inflationary squeeze, but they are generally able to tap sources of revenue—sales, income and other excise taxes—which respond faster and farther than property taxes to monetary fluctuations.

Therefore, municipalities have felt that their continued requests for increased aid are justified.

The census bureau report commented that earmarking of funds has had a "decided and sometimes sad effect on the ultimate value of state aid."

Because of earmarking, the report stated, a city may have more state aid than it can justifiably use for a particular purpose, and yet suffer desperate need otherwise.

The average amount of state aid during the 1947-48 fiscal year was \$18.35 per capita. Minnesota was almost an average state with \$18.59 per capita.

Minnesota was far exceeded by

Wisconsin, which paid \$30.78 per capita to local communities. Iowa was slightly behind with \$17.45, while North Dakota, \$10.86, and South Dakota, \$6.22, were far below average.

Of all 48 states, Colorado led in per capita state aid with \$43.64, and New Hampshire brought up the rear with \$3.71.

About 40 per cent of all state aid was allocated for purposes of education, amounting to \$1,100,000,000 of the total contributions of \$2,600,000,000. Local welfare services received \$495,000,000 and local highways, \$417,000,000.

*Wf. Star 3/15/49*

## Bonus Stirs Battle on School Funds

By RAY WIELAND  
Minneapolis Star Staff Writer

The first major battle of the 1949 Minnesota legislature over earmarking of income tax funds for schools is expected to break into the open Wednesday when the senate bonus committee receives its subcommittee report.

Senator Frank E. Dougherty, Fairmont, chairman of the senate soldiers welfare committee, said today he will try to keep his committee in session until the subcommittee report is approved or rejected.

His aim is to introduce as a committee bill Thursday the subcommittee's bonus plan.

This will put backers of income tax earmarking squarely on the spot.

The subcommittee's report is almost certain to have majority committee support, although Senator Harry L. Wahlstrand, Willmar, one of education's staunchest senate defenders, is a bonus committee member.

Wahlstrand is expected to lash out against the subcommittee proposal to use \$50,000,000 of funds "not otherwise needed" in the state treasury to pay cash bonus to half of the state's 290,000 eligible veterans.

His argument will be that this is an indirect raid on income tax monies earmarked in 1923 by the legislature for exclusive school use, since the income tax surplus makes up a big part of "cash on hand" in the state treasury.

Subcommittee members, principally Senator A. R. Johanson, Wheaton, will attempt to pacify

him with a promise to gradually replenish the "cash on hand."

They also will point out that no explicit raid on income taxes is planned since there is no reference in the subcommittee proposal to any earmarked funds.

This will be a preview of the fight in the senate tax committee, where Senator A. L. Almen, Balaton, dean of education proponents in the legislature, will make his big stand.

Almen and Wahlstrand will be joined by Representative E. B. Herseth, Kittson county, when proposals are made in conference committee to boil the senate proposal into the house bonus bill.

The senate's plan proposes an "optional" bonus of \$10 a month for 45 months following Dec. 7, 1941, in cash if individual veterans ask it or payment in a bond cashable at any time which would be worth \$15 for each month of service if held 15 years.

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## SHIFT URGED IN SCHOOL AID

### Proposal Would Cut Tax Fund 5 Million

A proposed change in distribution of state school aids will cut Minnesota's income tax school fund surplus \$5,000,000 annually even if present high revenues continue, it was estimated Tuesday.

Rep. E. B. Herseth of Kittson county, chairman of the house education committee, said that a revision of the department of education's earlier estimates of costs of education in the state showed the potential reduction.



Herseth

The house education committee has before it a proposal to remove from the school aids distribution formula the flat \$10-per-pupil payment made on a census basis. The payment would be made separately to facilitate computations, but not changing the remaining state contributions formula that now distributes \$50 per pupil.

State income tax revenue may be spent only for elementary and secondary schools. It has accumulated a \$51,814,869 surplus.

### WOULD CUT SURPLUS

On the present \$50-per-pupil scale, the formula change would cut that surplus to \$39,743,069, Herseth said. Its effect under the increased per-pupil allowances being considered would reduce the formula still more with a per-pupil grant of \$35 cutting it to \$34,552,579, \$60 to \$29,360,089, \$65 to \$24,167,599 and \$70 to \$18,975,109.

Distribution of \$6,818,168 in aids to public schools in Minnesota was announced yesterday by the state department of education.

St. Louis county will receive a total of \$473,746, of which \$192,215 is for Duluth. Hennepin county schools will receive the largest amount, \$1,129,164, of which Minneapolis will get \$812,801. Ramsey county will receive \$567,950 of which \$474,923 is for St. Paul.

Smallest payment goes to Cook county, in northern Minnesota. Its total is \$9,013.49, of which \$1,663.53 is in endowment fund proceeds, \$3,895 from the income tax fund and \$4,454.94 from special aids.

### SCHOOLS ASK BOOST

The March distribution this year is 15 per cent of the year's total, Schweikhard explained, because school districts last fall asked to have larger amounts made available to them early in the school year.

The schedule for this year was fixed at 80 per cent of the total aids to be distributed in October, 15 per cent in March and 5 per cent in August.

## MINIMUM LOCAL TAX EFFORT CALLED NEED

By RAY WIELAND

Minneapolis Star Staff Writer

Strong efforts will be made in the legislature to revamp the basis of distributing state aid to schools, Senator Anchor Nelsen, Hutchinson, said today.

In addition, Nelsen said, an effort will be made to require a "minimum local tax effort" of every school district in the state.

This came after a check of state tax department figures showed that 100 districts maintaining ungraded elementary schools in 1948 levied no taxes for schools, and that 340 levied less than 10 mills.

"The presumption is," Nelsen said, "that these 100 districts either operated no schools or else relied entirely on state aid, while others taxed themselves heavily."

In either case, he said, some local taxation for schools should be required.

Nelsen's proposal for Minnesota, to be contained in a bill now being prepared, is a system to equalize assessments and vary local tax rates accordingly to make every school district carry its "fair share of the load."

"Some districts are just taking a ride on state aid," he charged, adding that the state now contributes nearly one-half to the biennial \$200,000,000 overall school bill in Minnesota.

Senator A. L. Alm, Balaton, and Representative E. B. Hereth, Kirtland county, legislative mainstays for education, agreed that "if it's true, there should be some local tax effort required."

All 48 states give state aid to

schools and 36 require some local tax effort.

This was reported to Nelsen by R. F. Hatfield, tax research director, state department of taxation.

Schemes vary, Hatfield reported, some states requiring a flat minimum local levy for educational purposes before state aid is extended.

Other states require a minimum local expenditure per pupil or per classroom, state funds making up the difference between the local expenditure and a state-imposed "minimum" considered essential to providing good educational standards.

Nelsen has discarded as "too complicated," the systems used in Alabama and West Virginia, extending state aid in proportion to local ability to pay for schools.

These two states establish a county index of ability to pay by considering amount paid in income taxes, automobile license fees and

public utilities taxes plus farm incomes, value of manufacturing, population, sales tax receipts and school levies in prior years.

Following is a compilation, based on Hatfield's report to Nelsen.

It shows the number of school districts maintaining ungraded elementary schools or graded and secondary schools in Minnesota, and mill rates in property taxes levied for schools in 1947 and 1948:

Levy	Ungraded Elementary Schools		Graded and Secondary Schools	
	1947	1948	1947	1948
No levy ..	92	100	..	..
1-10 .....	418	495	..	..
10-20 .....	1,281	1,288	4	6
20-30 .....	1,818	1,781	18	7
30-40 .....	1,486	1,453	14	21
40-50 .....	794	679	101	77
50-60 .....	456	473	113	89
60-70 .....	228	259	99	84
70-80 .....	117	128	82	69
80-90 .....	57	57	53	28
90-100 .....	23	42	19	21
Over 100 ..	40	62	29	23

# Protection of State School Funds Against Use for Bonus Urged

## Senator Contends Surplus Already 'Appropriated'

Strong opposition was developing today to financing methods suggested by the Minnesota senate's bonus committee for payment of its \$125,000,000 "optional" cash or bond bonus.

Senator A. L. Almen, Balaton, said he has ready for submission to the finance committee today amendments which would preserve the "income tax school fund," expected to have a \$50,000,000 surplus when all income taxes are paid this year.

The financing plan proposes to pay one-half of the state's 250,000 veterans expected to ask for a cash bonus with \$50,000,000 in the state treasury "not otherwise appropriated."

One amendment to be offered by Almen would say that "for purposes of this act, income tax school funds and school aid funds are considered appropriated."

His contention is that "income tax school funds are appropriated money by dedication in 1933 by statute of all income tax money for schools—even though it's all spent in one year."

A second amendment he will propose would require "taxes to run as long as necessary to pay back this \$50,000,000."

Almen was joined in his attack on the plan by Senator Gerald T. Mullin, Minneapolis, who said the threat of an unlimited property tax levy is tied up in the proposal.

State Auditor Stafford King has

said that \$75,000,000 would be available July 1 for investment by the state under a law passed this session to permit investment of "funds not otherwise needed," amounting at certain times of the year to over \$100,000,000.

This money, he said, however, is not general revenue money but that collected for earmarked funds, principally education, highways and game and fish, among the 166 state funds.

Mullin argued the "day of reckoning" when this money would be needed in the various funds might come sooner than expected and necessitate a property levy. Mullin, however, is strongly in favor of wiping out the system of dedicated funds.

The senate bonus proposal calls for \$10 a month cash for 45 months after and including Pearl Harbor with a \$450 overseas and \$400 stateside maximum. At the

veterans option, it proposes \$15 a month if a 15-year bond is accepted.

Cash outlay is estimated at \$50,000,000; cost of the deferred part is estimated at \$75,000,000.

The house of representatives proposal was slated for first floor debate today. It suggests \$10 a month for 45 months stateside and \$15 a month for overseas service, with no maximums. This would be a cash bonus, financed by issuance of bonds.

S \*\* MINNEAPOLIS MORNING TRIBUNE Friday, Mar. 25, 1949

## BONUS PAYMENT FROM SCHOOL FUND PROPOSED

By WALLACE MITCHELL

Minneapolis Tribune Staff Writer

An effort will be made to adopt the house soldiers bonus bill to permit optional acceptance by veterans of 15-year bonds, with immediate cash payments borrowed from the income tax school fund.

Rep. E. J. Windmiller, Fergus Falls, chairman of the house military affairs committee that wrote a bill calling for

\$10-a-month payments for domestic duty and \$15 for foreign service, will offer the financing amendments to the appropriations committee. That committee now has the house bonus bill for hearings.

Windmiller

"This is a proposition to borrow from the surplus in the income tax school fund," Windmiller said Thursday.

### 'HEAVY TAX AVOIDED'

"It calls for borrowing not more than \$55,000,000 to pay the cash portion of a bonus we think veterans will want."

"It avoids the levying of any heavy tax, which is what we think the people of the state are hoping the legislature can avoid."

Windmiller has conferred for several weeks with state legal and budget officials on the plan. It is the latest of nearly a dozen methods offered to pay the cost of the bonus.

The proposal consists chiefly of meeting the demand for immediate cash payments by borrowing from the income tax school fund. Such a loan would be covered by certificates of indebtedness—state "IOUs"—merely showing that one state fund owes another fund.

### ONE-MILL LEVY ASKED

If needed for school purposes, the legislature would be authorized to levy whatever tax is needed to meet such a demand. If school costs do not require dipping into the surplus, the bonus loan conceivably might never be repaid.

Windmiller's proposal would call for a one-mill tax levy on real and personal property to establish a sinking fund to meet the balance owed in the bonds issued to veterans. Such a tax is expected to raise approximately \$21,000,000 over a 15-year period.

That amount of money is expected to be invested and re-invested to swell the total to \$30,000,000 in interest earnings.

The senate bonus bill which also calls for use of currently idle state fund surpluses, was passed along from the finance to the tax committee yesterday. The finance committee struck out the section calling for a \$50,000,000 appropriation from idle treasury funds.

Chairman Henry H. Sullivan,

St. Cloud, explained that until the six major appropriation bills were approved by his committee and until the tax committee passed on the financing plan contained in the senate bonus measure, it would be futile to fix an appropriation figure.

Surtaxes on income and franchise levies, a 1-mill property tax, a surtax on iron ore occupation and royalty taxes and the railroads gross earnings tax, and re-establishment of the money and credit tax suspended in 1943 are offered in the senate bill as finance measures.

Earl L. Berg, commissioner of administration, told the finance committee that he saw no provision in the bonus bill to pay back the various funds from which the \$50,000,000 would be taken.

### ESTIMATES DIFFER

State Auditor Stafford King claimed Wednesday that money from the "idle" funds would be loaned only, and that they would not be depleted.

Berg estimated revenue from the various tax measures contained in the bonus bill would produce just under \$7,000,000 each year.

While authors of the bill estimated that one-half of the state's

veterans would ask for cash immediately and the other half would accept 15-year deferred payments that would net them 50 percent more, Berg said his estimates assumed that 90 percent would demand cash.



Windmiller

## \$18,000,000 Cut in School Aid Seen

An economy-minded Minnesota legislature had before it today a proposal to lop \$18,000,000 off recommended increases in basic state aids to schools by putting the aids on a "need" basis.

Also wrapped up in the proposal of Senator Ancher Nelsen, Hutchinson, was a sweeping revision of assessment supervision to put local tax efforts on a "fair and equal basis."

Nelsen placed before the senate education committee Thursday huge charts proposing the state assume from 10 to 50 per cent of educational costs in communities levying 50 mills or more property taxes for school purposes.

He suggested the state auditor be given power to review assessed valuations in all counties and make reassessments with state assessors where assessed valuations are "too low" in proportion to full and true value of property.

By writing down assessments, he charged, many school communities are qualifying for more state aid than they should "fairly receive."

Nelsen attacked the education department's proposal to increase basic state aids from \$50 to \$70 per pupil unit—a cost of \$20,000,000—as a means of buying support for the school aid bill.

He said his proposal would cost a minimum increase of \$2,000,000.

Nelsen also said Minneapolis, St. Paul and Duluth are "entitled to more school aid because they have other problems peculiar to large cities."

These cities of the first class would get no additional aid under the present Nelsen proposal. He asked for "any suggestion on how it should be done" and said he would support additional aid to the large cities.

Nelsen presented to the committee charts showing amounts of state aid, over and above present aids, which 346 districts would receive under his proposal. In 1948, 540 districts levied less than 10 mills, he said.



## SCHOOL AID SHIFT URGED

### Senator Would Pay According to Needs

A rural Minnesota state senator Thursday produced statistics to support his plan for a new system of state school aids based on the need of school districts receiving them.

The plea of Sen. Ancher Nelsen, Hutchinson, was subjected to criticism by Sen. A. L. Almen, Balaton, chairman of the senate education committee.

Almen, himself a superintendent of a small high school, admitted, however, that with some revisions, Nelsen's plan might have merit.

### OPPOSES BILL

Nelsen opposed the new school aid bill which Almen's committee is considering because it would, he charged, give each district an increase from \$50 to \$70 in basic state aid, with no heed paid to the amount of its local school tax levy.

Instead, he proposed that the state assume some of the cost of education above a 50-mill local tax levy. If one-half of this excess were paid by the state, it would cost only \$1,940,736, Nelsen pointed out.

"I don't go along with the idea of giving people the same thing whether they need it or not, just so they'll be for the bill," Nelsen declared.

His figures, prepared by the legislative research committee, showed that 346 independent school districts in the state levy more than 50 mills. Their total levy in excess of that millage is \$3,881,423. Under his proposal,

the St. Louis county unorganized territory school district would receive, the largest single amount of aid and the St. Hilaire district, the smallest.

Average levy in excess of 50 mills among the 346 districts is \$11.218.

### BONUS WEIGHED

The senate tax committee yesterday gave preliminary consideration to the tax provisions of the veterans bonus bill.

Its only attempt at action was blocked when a majority of the committee refused to agree with Sen. Ray Julkowski, Minneapolis, that "dependent brothers and sisters" should not be possible beneficiaries of this bonus paid for a brother killed in service.

Julkowski and Sen. Daniel Feidt, Minneapolis, wanted that provision stricken from the bill and only wife, child or parent—if dependent on the dead veteran—left as beneficiaries.

The senate yesterday spent nearly one hour in debate over a bill to license all real estate dealers but adjourned without action on the perennial and always controversial measure.

The full senate did give its preliminary approval, with no opposition, to a bill providing that future Minnesota motor vehicle license plates shall bear the slogan "10,000 lakes." Sen. Feidt, sponsor of the bill, said it provides that license plate size return to what it was before this year, despite the added words.

## Legislators Split on Aid to Schools

Education committees of the Minnesota senate and house of representatives were at loggerheads today over policy to be followed in granting increased state aid to elementary and secondary schools.

The senate committee today voted for a "principle" emphasizing increases in equalization aid. The house committee last week favored emphasis on basic aid.

The overall state aid program is almost certain, as a result of this action, to become a compromise reached in conference committee.

Equalization aid is distributed according to a schedule by which school districts with lower assessed valuations on property receive greater amounts of state aid.

Basic aid is distributed as a flat sum per pupil to all school districts, regardless of property valuations.

Senate committee action created a wide split in policy between the two branches of the legislature.

The house proposal would add \$10,000,000 a year or about \$19 per pupil to the combined bill for basic and equalization aid.

The senate proposal would add about \$7,000,000, nearly all of it to equalization aid costs. Last year equalization aid was \$6,000,000. Under the new senate pro-

posal it would be about \$13,000,000.

The senate proposal also would cut the Twin Cities out of the increased aid picture to a large extent.

Senator Donald O. Wright of Minneapolis charged that "freezing us (Minneapolis) out of the increases is unfair—there'll be nothing we can do about it, though, because we are in the minority."

Senator Milton C. Lightner of St. Paul said that city must raise an additional \$3,000,000 in the next year for schools and "we are willing to do it."

This would require a 19-mill increase in St. Paul property tax levies.

Under the original house proposal St. Paul would have received \$950,000 more, but this was cut back to about \$700,000. Lightner said this was insufficient.

## HOUSE UNIT ASKS SCHOOL AID HIKE

### Measure Would Cut Into Tax Surplus

The Minnesota house appropriations committee Saturday recommended for passage a school aid bill estimated to reduce the income tax surplus from \$51,813,589 on July 1, 1949, to \$28,419,469 two years later.

The measure would increase basic per-pupil aids from \$50 to \$69.

The department of administration estimated this would require \$94,394,400 from income tax funds for school aids during the next two years.

Income tax collections in the next biennium are estimated at \$70,000,000. Adding this to the current income tax surplus of about \$51,000,000 would give a total of about \$121,000,000.

Subtracting expenditures from this total would leave an estimated \$28,000,000 in the income tax school fund at the end of the next two years.

Total expenditures under the aid bill during the coming two years, including money from trust funds, is expected to amount to \$96,960,800. This compares with \$67,739,947 during the current two-year period.

## SCHOOL AID PLAN SLIGHTS CITY

### Bar to Increases in Minneapolis Seen

The Minnesota senate education committee Monday adopted a policy which, if enacted into the state aid law, might bar state aid increases to Minneapolis public schools in the next two years.

On the motion of Sen. William E. Dahlquist, Thief River Falls, the committee voted to have its new state aid bill stress boosts in the rate of equalization aids but not in basic aids.

Equalization aids are paid to school districts with low property valuations. The state now pays \$3 for each \$100 that a district falls below a valuation average of \$2,000 per pupil unit.

A plan Dahlquist proposed would change that ceiling to \$3,000, retaining the \$3 payment for each \$100 below that. A maximum of \$90 per pupil unit in extremely poor districts would be set.

### NO PLAN ACCEPTED

But Minneapolis would get no increase, since its valuation per pupil unit is higher than either the present or proposed ceiling.

The committee vote was 2-4, with two Twin Cities senators, Donald Wright, Minneapolis, and Milton Lightner, St. Paul, joined in their opposition by Frank Dougherty, Fairmont,

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and Leonard Dernek, Winona.

While the committee did not adopt Dahlquist's plan or any other specific plan, its policy-setting action placed it at variance with the house education committee.

### COMPROMISE SEEN

That group last week recommended, and house appropriation's committee approved Saturday, a state aid bill calling for increases in both basic and equalization aids. Only if the basic aids are increased can the Minneapolis public schools expect any increased state funds over what they received out of the act passed in 1947.

Education committee members expect the state aid measure finally passed will represent some compromise between the house and senate versions now written.

# \$97,000,000 BILL PASSES UNANIMOUSLY

State Help Program  
Boosted 45 Per Cent;  
Senate Action Awaited

By WALLACE MITCHELL  
Minneapolis Tribune Staff Writer

The proposed \$97,000,000 spending program for Minnesota's schools, largest in state history, Tuesday passed its first important legislative test.

The house of representatives approved the bill without a dissenting vote. It now goes to the senate where a companion measure still is before the senate education committee awaiting action.

The school-aid measure, like virtually every major legislative action, will be settled in a joint committee of house and senate members. The senate is expected to enact certain provisions that the house has opposed, and a final compromise version will be worked out in the joint committee.



Hereth

## 45 PER CENT INCREASE

By liberalizing funds granted to subsidize the education of \$15,173 elementary and secondary school pupils, the state aid bill represents a 45 per cent increase in appropriations over those voted by the 1947 legislature for the current two-year period ending June 30.

The aid program is a 100 per cent jump over appropriations made four years ago.

Full impact of the bill's scope is seen in its effect on the \$31,813,869 surplus expected in the income-tax school fund at the close of the fiscal year June 30.

It will dwindle to \$28,419,468, it is estimated by Rep. E. B. Hereth, Robbins, house education committee chairman. Income tax revenues are expected to reach \$71,000,000 in the next two years.

Cost of the house school aid bill to the income tax fund is approximately \$90,000,000, with the balance coming from state trust funds.

In addition, \$4,000,000 must be spent from the income tax fund for administration of that division of the state tax department, and for expenses of the state department of education.

No attempt was made during house debate on the bill to alter the provisions by which funds are allocated to school districts on a per-pupil basis.

That figure, \$30 in the 1947-1949 program, increases \$20 per school child in the proposed program.

However, Rep. Stanley Holmquist, Grove City, a member of the house education committee took his unsuccessful fight in committee on the equalization aids formula to the house floor. Equalization aids are grants to districts according to assessed valuations.

## FIGURE BOOSTED TO \$3.50

Under the old bill every school district, in which property valuations are below \$2,000 for each school pupil, was allocated \$3 for each \$100 its valuation fell below \$2,000; a district with \$1,800 per-pupil assessed valuation received \$8 for each pupil in its schools.

The new figure raises the grant to \$3.50 per \$100.

Holmquist argued that the grants should be made on 1947 assessed valuations instead of "the latest available," as provided in the bill.

His proposed amendment lost on a voice vote.

Rep. Vladimir Shipka, Grand Rapids, also failed to hitch to the bill an amendment bringing the 10 junior colleges in the state within the state-aid program.

The school aids appropriation approval brought to \$130,000,000 the funds voted by the house on two measures. Approval also was given unanimously to a \$35,620,000 appropriation for the operation of the 50 state departments in the coming two years.

# 3-Way School Aid Boost Is Studied

Minnesota senate education committee policy was crystallized Wednesday on a revision of the state school aid bill calling for higher basic, equalization and transportation grants to local school districts.

The bill was proposed by Sen. John Zwach, Wabasso.

The committee yesterday asked T. J. Berning, deputy commissioner of education, to prepare cost figures on it for today.

## DEPART FROM POLICY

However, early estimates that the senate version will be \$10,000,000 less costly than the \$97,000,000 two-year aid bill passed by the house Tuesday appeared unfounded.

In showing even passing interest in the Zwach proposal, the senate committee departed from a policy adopted earlier this week, which "attested" increases in equalization aids at the expense of basic grants.

The Zwach version which the committee will take up again this morning would make three-way increases. Principal features of the proposal as contrasted with the house bill are:

● Where the house bill calls for a net per-pupil increase of \$20 per year in basic aid, the Zwach pro-

posal would mean a net increase of only \$10.

● Where the house bill would give districts with low property valuations a maximum equalization aid of \$70 per pupil, the Zwach plan would set a \$75 maximum. It would also give equalization aid to an estimated 2400 districts that did not receive any in the 1947-49 biennium.

● Where the house leaves the \$40-a-pupil transportation grant unchanged, the Zwach proposal would raise it to \$50.

## HIGHER COST SEEN

Zwach himself estimated an increased annual cost under his plan of some \$8,750,000. Later study, however, disclosed factors not taken into account in these figures which may result in considerably higher estimates from the education department today.

The difference to Minneapolis public schools in the two versions of the bill would be about \$650,000 per year.

Under the house version the city would get an estimated \$1,300,000 more than under the 1947-49 state aid program. Under the Zwach proposal, the Minneapolis increase per year would be half this amount.

State school aid to Minneapolis

in the past two years has been more than \$3,000,000 per year.

The house of representatives yesterday passed, 108-0, amendments to extend and broaden the 1947 school district reorganization act.

## DIFFERENCES EXIST

Several differences exist between the house and senate versions of the changes, which now go back for senate concurrence in the house version.

The senate is expected to refuse concurrence in only one of these differences, creation of a reorganization arbitration board appointed by the local district court when any school district objects to a proposed reorganization plan. Under the senate bill, a state commission would hear such matters.

The difference probably will have to be ironed out in a senate-house conference committee.



Zwach

## School Equal Aid Proposal Under Study

The Minnesota senate's education committee today got down to studying details of a new three-way proposal which would emphasize "equalization aid" to rural elementary and secondary schools.

The proposal was advanced Wednesday by Senator John M. Zwach, Wabasso, a former superintendent of schools and now a farmer.

The Zwach proposal would:

**Slash to \$10** a house of representatives increase of \$30 per pupil in basic aid distributed to all schools, including those in the larger cities. The present aid figure is \$50 per pupil.

**Boost to \$75 from the house's \$70** the maximum equalization aid for which a district with low property valuations could qualify. It would extend equalization aid to about 2,400 districts.

**Increase rural transportation** aid from \$40 per pupil to \$50. The house had made no increase.

Cost of the senate proposal is estimated at an additional \$8,000,000 to \$10,000,000 and would bring over-all figures of both houses for state aid to about \$15,000,000. However, it leaves a wide split in arriving at the figure, the house emphasizing the basic aid under which Minneapolis would get an additional \$650,000, and the senate plan emphasizing equalization aid, which would not benefit Minneapolis.

Basic aid is paid to all school districts on a per-pupil basis.

Equalization aid is paid to school districts on a property valuation basis, taken as an index of ability to raise money by local taxation, which cuts down automatically state money paid to larger industrial cities with comparatively high property values.

## Conferees to Iron Out Snag in School Bill

Hopes for efficiency-reorganization of more of Minnesota's 7,000-odd school districts were high today, as a conference committee of state senators and representatives prepared to iron out one last snag.

Main point of difference, after the house of representatives late Wednesday passed the 1949 reorganization bill unanimously, is on who should appoint appeal boards when disagreements between school districts arise.

The bill thus has weathered some of the most determined battering of any piece of legislation this session. A couple of months ago, a hearing on the subject drew 400 persons mostly from rural southern Minnesota, and mostly disgruntled with how the 1947 reorganization bill had been working out in their districts.

Urban centers were dictating reorganization policy to the less populous rural areas, these protesters said.

Children were riding an hour each way on buses to and from school, when they used to be able to walk to "the little red school-house" nearer their farm homes.

There was too much "bureaucracy" filtering down from the state department of education, the rural people also charged.

But today, after months of patient rewriting of the pioneer 1947 statute, the economies of school district reorganization are offered on a longer-term basis, with guarantees against undue urban dominance.

Reorganization is put into effect only after counties first vote to make surveys of need, then survey committees are named from adjoining school districts which might want to combine.

Final reports of these survey groups would be deferred under the new bill until June 1, 1951, and final vote by the people involved to April 1, 1953, with public hearings in each school district and appeal to arbitration committees provided for in the interim.

Only a small fraction of the state's scattered school districts have carried reorganization through to completion yet, but eventually the 7,000 or more districts could be reduced to around 2,000, if local voters so desired. Representative Stanley W. Holmquist, Grove City, house sponsor, predicted.

The chairmen of the senate and house education committees, Senator A. L. Almén, Balaton, and Representative E. B. Herseeth, Kittson county, both backed the bill.

It extends another chance to the 21 counties which have thus far not voted to make the initial survey of possible school district reorganization needs.

So important is continuance of the reorganization plan to its "father," former Representative Joseph J. Daun, Nicollet county farmer, that Daun, though he did not run for re-election to the 1949 legislature, has made numerous trips to St. Paul this session to advise on amendments to make the plan more acceptable state-wide.

# DAHLQUIST TO PROPOSE PLAN TODAY

Teachers' Colleges  
Would Get Split;  
Hot Fight Foreseen

A proposal to use state income tax funds for the University of Minnesota and the five state teachers' colleges is to be made at a meeting of the senate finance committee today, it was learned Sunday.

It is expected to touch off a first-class row.

Sen. William E. Dahlquist, Thief River Falls, disclosed that he will make the proposal when the finance committee takes up teachers' college budgets at 9 a.m. today.

## EARMARKED IN PAST

State income tax revenues have been dedicated by the legislature for more than a decade for elementary and secondary education. But Dahlquist said yesterday he draws no distinction between education on this level and university or teachers' college schooling.

"I am going to propose payment of part of these costs out of the income tax fund because otherwise I fear we will have to borrow or place an unbearable burden on real estate," Dahlquist said.

At the same time, he announced he will fight any attempt to cut income taxes.

One such attempt—extending the federal community property principle for married couples to the state tax—will come up for senate debate this week. The senate tax committee has recommended the community property plan.

It would mean a cut of some \$2,000,000 per year in state income tax take, which otherwise is expected to jump from \$42,000,000 to \$49,000,000 per year in the next biennium.

## 'NEED IT ALL'

"We may not need all this income tax now for elementary and secondary schools, but we will need it for other purposes," Dahlquist declared.

The proposal to divert income tax money for other uses has been a steadily recurrent one during this legislative session, as staggering financial problems confronted the lawmakers. But Dahlquist's proposal will be the first formal suggestion of such a plan since the legislature convened.

It is expected to garner more support than would any proposal to use income tax money for purposes other than education.

It is certain to meet with staunch opposition from Sen. A. L. Almen, Salton, chairman of the senate education committee. Almen and others interested principally in elementary and high school education see red at any hint of what they term "raids" on the income tax fund.

Almen expressed surprise last Saturday when Dahlquist and Sen. Oscar Swenson, Nicollet, made no great protest as the finance committee whipped through a \$29,000,000 University of Minnesota two-year budget, granting almost everything asked.

## SURPLUS TO DROP

"There must be something in the wind," he commented as the meeting adjourned.

Dahlquist's proposal today probably is the "something" Almen expected.

The income tax school fund is expected to show a surplus of more than \$50,000,000 when the current biennium ends June 30. But this would be cut to \$28,000,000 by June 30, 1951, if the increased school aids proposed in different bills by the house and senate education committees are voided.

# FLOOR FIGHT PROMISED ON SCHOOL AID

Wright, Lightner  
to Press for More  
Funds for Cities

A fight on the floor of the Minnesota senate for a "fair shake" for Minneapolis, St. Paul and Duluth public schools was promised Saturday as the senate education committee approved a \$95,485,400 school aid bill.

Senators Donald O. Wright, Minneapolis, and Milton Lightner, St. Paul, told the education committee—of which they are members—that they "could not accept" the committee-backed school aid measure.

While the aid bill calls for an increase of more than \$28,000,000 in school aids over what was appropriated by the 1947 legislature, Wright charged it would mean an increase of only some \$898,000 per year for Minneapolis.

## LESS FOR OTHER TWO

There would be lesser increases for St. Paul and Duluth.

"We can't stand for a proposal like this. It's absolutely ridiculous. I should think you men would feel that you aren't doing right by us and could see it," Wright told the committee.

Lightner said he was ready to "go along" with the \$97,000,000 school aid bill which the house of representatives passed last week.

By an increase in basic aid of nearly twice what the senate bill provides, the house measure would give the three cities a larger share.

Basic aids are paid to all school districts on a per-pupil basis. The senate bill would boost these aids by \$10 per pupil, while the house bill calls for an increase of \$13.

The senate bill, on the other hand, goes further in increasing transportation assistance and equalization aids, which benefit rural districts only.

## \$50 FOR TRANSPORTATION

The per-pupil transportation aid, left unchanged at \$49 in the house bill, would be upped to \$50 per pupil in the senate committee's version.

Equalization aids are paid to school districts with low property valuations for each pupil in attendance. The house bill maintains the present formula of paying such aids only where a district has less than \$2,000 in valuation per pupil unit, but increases from \$3 to \$3.50 the amount paid for each \$100 the valuation falls under that amount.

The senate bill raises the ceiling to \$2,500, but would continue to pay \$3 for each \$100 that valuations fall below that figure.

Thus maximum equalization aid for any single district would be \$70 under the house proposal, \$75 under the senate's.

Where the house bill would increase total equalization aids for the biennium from \$11,343,261 paid in 1947-49 to \$11,750,000, the senate bill would boost this to \$17,230,000.

## ENROLLMENT ISSUE

Wright's floor opposition to the aid bill is expected to revolve around the basic aid formula. By deletion of 10 words in the senate bill covering a \$10 per-pupil "enrollment aid," the Minneapolis share of basic aids could be doubled.

This change also would shoot the total cost of the senate bill to some \$3,000,000 more than the house bill, however.

Wright charged the committee yesterday with "log-rolling" to secure state-wide support for the aid bill.

"I suppose there's been enough log-rolling around here, so the rest of the state aid school fund can be diverted for some other thing like the bonus—and we in the cities will have to pay 40 per cent of that, too," he declared.

"But as long as the country gets theirs out of it, I suppose they don't care if we get ours," he added.

Any strictly city-country vote split in the senate would result in victory for rural members.

## SENATE VOTES SCHOOL AID

### Compromise Must Iron Out Bills' Differences

The Minnesota senate Wednesday night passed a two-year school aid bill by a 47 to 19 vote.

The bill, which differs considerably from the version passed by the house of representatives, would increase by some \$28,000,000 the two-year appropriation from the state income tax school fund for aid to elementary and secondary schools.

#### BIG CITIES LOSE PLEA

Minneapolis, St. Paul and Duluth lost out in two separate attempts to gain for their fund-strapped public schools a larger share of the increased aid.

Hopes of the three cities now rest on a compromise which will have to be reached in conference committee between the house and senate.

The house bill makes its principal increase in basic aids by raising the present \$50-a-pupil unit to a net of \$69. The senate basic aid increase is only \$10 per pupil unit.

Minneapolis, which received \$3,571,443 in the 1947-1948 school year, would receive \$4,456,958 under the senate bill. The house bill would mean a total aid to Minneapolis in the next year of \$3,118,638.

#### SIEGEL'S MOVE LOSES

First attempt to change the senate bill was made by Sen. George Siegel, St. Paul, who moved to make the senate basic aid increase conform to the house version. He was beaten, 46 to 20, in a vote that represented largely a city-country split.

Voting with the nine Minneapolis, six of St. Paul and two Duluth senators were Sen. Sam W. Dennison, South St. Paul, Elmer Peterson, Hibbing, and Henry Wagener, Waconia.

Sen. Donald O. Wright, Minneapolis, then proposed that the three large city districts get no less state aid than the state-wide average for each pupil.

#### CALLED COMPLICATED

Sen. A. L. Almen, Balaton, chairman of the senate education committee, said the Wright plan would be too complicated to figure out. Wright was beaten 41 to 17.

The two provisions of the senate state aid bill that would give greater assistance to needy rural school districts that the \$97,000,000 house-approved bill are an increase in the per pupil transportation aid from \$40 to \$50 and an increase in equalization aids.

Equalization aids, paid to school districts with low property valuations, were increased slightly in the house bill but considerably more under the senate version.

## 'FAIR' AID FOR CITIES ASKED BY YOUNGDAHL

Gov. Luther W. Youngdahl Wednesday appealed to the legislature for "fair" treatment of Minneapolis, St. Paul and Duluth in distribution of state school aid.

In a letter to Sen. Adam L. Almen, Balaton, and Rep. E. B. Herseht, Kittson county, chairmen respectively of senate and house education committees, the governor said:

"As I indicated to you yesterday in our conference, I sincerely and strongly feel that it would not be fair to the three large cities if they did not get at least the same proportion of state aid distribution as they received two years ago under the state aid bill.

"As I understand it, the bills under consideration in the house and senate reduce the proportionate amount from two years ago, the bill in the senate reducing it more than the bill in the house.

"I am sincerely appreciative of the leadership that you have taken in educational matters and the respect and the confidence that you have among the members of the legislature for your position. I, therefore, would appreciate it if you would give serious consideration to adjustment of the proportion of distribution of state aid to these three large cities, who are in desperate plight."

The house-passed \$97,000,000 school aid bill would give Minneapolis more than \$1,300,000 for each of the next two years, but the senate bill of \$95,500,000 would give only an estimated \$868,000 increase over Minneapolis' present allotment.

# SCHOOL BILL AGREED UPON

## House, Senate Leaders Draft Compromise

By RICHARD P. KLEEMAN  
Minneapolis Tribune Staff Writer

Minnesota house and senate education leaders Saturday night reached agreement on a compromise state school aid bill estimated to cost \$95,800,000 for the next two years.

It represents an increase of more than \$28,000,000 over the state aid allowances for the 1947-49 biennium.

The bill represents a down-the-line compromise of the house and senate versions of the bill. The senate passed a \$95,500,000 bill with increases in basic, equalization and transportation aids. The house bill, with a \$97,000,000 price tag, raised only the basic and equalization assistance grants.

The compromise measure increases all three, but in lesser amounts than the senate version.

The agreement—to be submitted to both houses today—was reached by the 10-member conference committee shortly before 10 p.m.

To Minneapolis public schools,

the compromise represents an increase of more than \$1,200,000 per year in basic and "fringe" aids over what was received from the state in the past two years. This compares with a \$900,000 increase under the senate version, protested hotly by Sen. Donald Wright, Minneapolis, and an estimated \$1,500,000 per year which the city schools would have received under the house bill.

### COST IS ESTIMATED

Agreement on the aid bill also means that a conference committee now can take up serious consideration of a special bill to raise taxing powers of the Minneapolis school board. House and senate versions of this differ.

The \$95,800,000 overall cost of the compromise aid bill is only an estimate, committee spokesmen said. The education department is working out final cost figures for presentation to both houses today.

Details of the compromise state aid bill are as follows:

**BASIC AID:** Given on a per-pupil basis to all school districts. Under the senate bill, the increase was from \$30 to \$60 per pupil. Net effect of the house bill was an increase from \$30 to \$69. Net effect of the compromise measure: \$15 increase to \$65 per pupil. Total cost for the biennium: \$50,000,000, compared with senate \$44,700,000 and house \$55,100,000.

**TRANSPORTATION AID:** Distributed to rural districts using school bus service. House bill left this unchanged at \$40 per pupil. Senate bill raised it to \$50. Conference compromise: \$47.50. Total cost for the biennium: \$10,100,000.

**EMERGENCY AIDS:** Distrib-

uted by the state board of education to "distressed" school districts during the biennium. Senate bill proposed \$2,000,000 to house bill's \$600,000 for the biennium, as compared with 1947-49 appropriation of \$587,000. Compromise agreement: \$1,000,000.

**EQUALIZATION AIDS:** These are distributed to school districts with low property valuation per pupil.

Under the 1947 act, every district which had less than \$2,000 in property valuation back of each pupil unit received \$3 for each \$100 that the values fell below \$2,000.

This produced a maximum equalization aid of \$60 for any district.

The house proposed to leave the \$2,000 base but pay in \$150 steps for a maximum aid of \$70.

The senate version retained the \$3 steps but upped the base to \$2,500 with the maximum aid at \$75.

Under the compromise, the maximum would be \$72, with this aid going to districts with less than \$2,300 per pupil unit in property values.

### COST FIGURES CLOSE

A district in the \$2,200-2,300 range, would get \$2 per pupil. The next two \$100 ranges would be increased \$2 and \$3 respectively, after which the aid would increase by \$3.25 steps for each succeeding \$100 of lower valuation up to the \$72 maximum.

Estimated two-year cost of the compromise equalization schedule proposed by Rep. Arthur Gillen, South St. Paul, is \$13,900,000. This compares with a 1947-49 appropriation of \$11,300,000, a senate proposal calling for \$17,250,000 and the house version, which would have meant a \$11,750,000 outlay.

Sen. A. L. Almen, Balaton, and Rep. E. B. Herseeth, Kittson county, chairmen of the education committees of both houses, headed their respective conferring groups.



2/11/45  
\$6,000,000 in  
School Funds  
Are Diverted

The \$51,000,000 state income tax school fund stood pledged today to pay up \$6,000,000 worth of a threatened \$12,000,000 shortage in the state budget for the next two years.

Diversion from the school fund of \$3,000,000 a year, for two years only, was voted by the state house of representatives at 1:30 a.m. today, 74 to 53, after a stormy three-hour debate.

The senate reconvened today, its members already pledged to the three-point budget-balancing program hammered out Saturday between legislative leaders and Gov. Luther W. Youngdahl: (1) limited income-tax diversion; (2) one-cent cigaret tax boost, and (3) \$5,000,000 paring of senate appropriations.

A senate-house conference committee was completing today the unhappy job of bringing the senate appropriations bill down to \$132,000,000—\$2,000,000 above the original house figure but about \$7,000,000 below the governor's budget request.

Confronted with this dilemma, and rather than come back for a special session with spring planting upon them, the legislators took a long look at the income-tax fund, and decided it could give \$3,000,000 in each of the next two years without going dry.

The "dedicated fund" policy, under which Minnesota's legislature actually controls (by appropriations) less than half the funds spent by the state, was shaken to its roots in the midnight debate.

"It's just not good business, this policy of dedicated funds—I don't think any business could operate that way," said Speaker John A. Hartle, Owatonna.

A farmer, he stressed declining farm prices as a reason for holding taxes down.

"I voted for \$12,000,000 diversion from the income-tax fund before," he said, referring to the "loan" arrangement worked out at the 1945 session to tide over the University of Minnesota and the teachers colleges with some of the funds generally reserved for elementary and high schools.

"I'm not a bit afraid," Hartle went on, allaying fears of the "school lobby" which had helped

whip a larger diversion bill 101 to 15 only five days earlier.

"In fact, I think my constituents will pat me on the back and tell me I did the right thing," he said.

The income tax diversion plan was fought as much on the issue of iron-ore taxes as on its merits.

The Liberty minority of some 45 members, aided by a half dozen others from the Conservative bloc, used this final big floor debate as their arena for one last vain try at getting the 11 per cent iron ore tax boosted.

The house tax committee came in for a lashing, Representative Richard Silvola, Virginia, laying on the whip while Tax Chairman Fred W. Schwank, Deerwood, sat silent.

"The tax committee of this house hasn't faced its responsibilities like the other committees have," Silvola shouted. "It has spent the majority of its time trying to decrease taxes, instead of finding new sources of revenue to match expenditures which the appropriations committee found necessary."

A senate bill would have provided a \$245 tax collection limit per pupil unit, while a second house measure would have set that limit at \$225.

Senator Daniel S. Feidt, Minneapolis, vice chairman of the Hennepin county senate delegation, said on the senate floor prior to passage of the bill:

"On behalf of the senate delegation, I want to state that the delegation does not agree with the position taken by the house, but under the circumstances we believe we have no choice."

H. F. No. 700, A bill for an act relating to state aid for schools, providing tuition for pupils and revenue therefor; amending Minnesota Statutes 1945, Section 125.06, Subdivision 11 as amended, Section 128.07, Subdivisions 4, 5 and 6 as amended, Section 131.01, Subdivision 1, as amended; and amending Laws 1947, Chapter 633, Section 11, Subdivisions 1 and 3, Section 12, Subdivisions 1, 2, 3, 4 and 5, and Section 20.

Was read the third time, as amended, and placed upon its final passage.

The question being taken on the passage of the bill, as amended,

And the roll being called, there were yeas 124, and nays 0, as follows:

Those who voted in the affirmative were:

Allen	Dixon	Illsley	Mills	Rundquist
Anderson, A.B.	Dominick	Istrup	Morberg	Rutter
Anderson, H.R.	Dunn	Iverson	Moriarty	Ryan
Anderson, J.A.	Ehrenberg	Johnson, A.I.	Mosier	Ryti
Anderson, V.F.	Enestvedt	Johnson, L.A.	Mueller	Schenck
Appeldorn	Erdahl	Johnson, M.N.	Murk	Searles
Aune	Erkel	Kaplan	Nelson	Sheran
Basford	Ernst	Karas	Nordin	Shipka
Bearblossom	Felt	Keller	Norman	Silvola
Bergerud	Flom	Kinzer	Oberg	Swanson
Biernat	Frederickson	Knutsen	O'Brien	Swanstrom
Bloomquist	French	Kosloake	Olson	Talle
Bondhus	Gesell	LaBrosse	O'Malley	Thompson
Burroughs	Gibbons	Langley	Omtvedt	Tomczyk
Carlson	Gillen	Lee	Ottinger	Tucker
Chilgren	Goodin	Lejk	Otto	Tweten
Christie	Hagland	Letnes	Peterson, O.	Volstad
Cina	Halverson	Lundrigan	Peterson, P.K.	Voxland
Clark	Hegstrom	Lux	Podgoraki	Walbel
Croswell	Hersteth	Madden	Prifrel	Wanvick
Dahle	Hill	Matchan	Reed	Wegner
D'Aquila	Holm	Mattson	Richardson	Welch
Day	Holmquist	McReynolds	Riedner	Windmiller
Dickinson	Holtan	Meihofer	Rinke	Mr. Speaker
Dirlam	Howard	Memmer	Root	

So the bill was passed, as amended, and its title agreed to.

H. F. No. 700: A bill for an act relating to state aid for schools, providing tuition for pupils and revenue therefor; amending Minnesota Statutes 1945, Section 125.06, Subdivision 11 as amended, Section 128.07, Subdivisions 4, 5 and 6 as amended, Section 131.01, Subdivision 1, as amended; and amending Laws 1947, Chapter 633, Section 11, Subdivisions 1 and 3, Section 12, Subdivisions 1, 2, 3, 4 and 5, and Section 20.

Was read the third time.

Mr. Siegel moved to amend H. F. No. 700, the printed unofficially engrossed copy, as follows:

In Section 7, Subdivision 3, line 3, by striking out the following: "plus \$10.00 for each pupil enrolled in the public schools".

The question being taken on the adoption of the amendment,

And the roll being called, there were yeas 20, and nays 46, as follows:

Those who voted in the affirmative were:

Andersen, E.L.	Duemke	Lightner	Mullin	Rogers
Anderson, M.H.	Feidt	Masek	Novak	Siegel
Dahle	Harrison	Mayhood	Peterson, E.	Wagener
Dennison	Julkowski	Miller	Peterson, E.L.	Wright

Those who voted in the negative were:

Almen	Dahlquist	Johnson, C.E.	O'Brien	Wahlstrand
Anderson, E.P.	Davis	Johnson, J.A.	Pedersen	Wefald
Baughman	Dernek	Larson	Rosenmeier	Welch
Bridgeman	Dietz	Lauerman	Simonson	Welle
Burdick	George	Ledin	Sinclair	Wertz
Bushnell	Goodhue	Lofvegren	Sletvold	Zwach
Buller	Grotium	Mitchell	Spokely	
Carrey	Hagen	Myro	Sullivan	
Carley	Imm	Nelsen	Swenson	
Carr	Johanson	Neumeier	Vukelich	

So the amendment was not adopted.

Mr. Wright moved to amend H. F. No. 700, as unofficially engrossed and printed for the Senate, as follows:

Page 6, Sec. 8, following Subd. 9, line 116, add a new subdivision as follows:

In Section 3, Subdivision 1, lines 3 to 6, after the word "board",  
 and insert in lieu thereof the word "districts".

In Section 4, Subdivision 6, line 20, at the end of the subdivision add a new sentence reading, "The provisions of this section shall apply to both Class 1 and Class 2 special districts when succeeded by independent districts."

In Section 5, after the end of the section, add a new sentence reading, "This section shall not apply to school districts in cities of more than 100,000 population."

In Section 6, Subdivision 1, lines 3 to 6, after the word "board",  
 and insert in lieu thereof the word "districts".

In such districts six directors shall be elected at the school election held in 1950: three for a term of two years and three for a term of four years, such terms to commence July 1, 1950, and insert in lieu thereof the words "three of whom shall serve from July 1, 1949, to July 1, 1950, and three of whom shall serve from July 1, 1949, until July 1, 1952. In such districts three directors shall be elected at the school election held in 1950 for a term of four years."

H. F. No. 700: A bill for an act relating to state aid for schools, providing tuition for pupils and revenue therefor; amending Minnesota Statutes 1945, Section 125.06, Subdivision 11 as amended, Section 128.07, Subdivisions 4, 5 and 6 as amended, Section 131.01, Subdivision 1, as amended; and amending Laws 1947, Chapter 633, Section 11, Subdivisions 1 and 3, Section 12, Subdivisions 1, 2, 3, 4 and 5, and Section 20.

Was read the third time.

Mr. Siegel moved to amend H. F. No. 700, the printed unofficially engrossed copy, as follows:

In Section 7, Subdivision 3, line 3, by striking out the following: "plus \$10.00 for each pupil enrolled in the public schools".

The question being taken on the adoption of the amendment,

And the roll being called, there were yeas 20, and nays 46, as follows:

Those who voted in the affirmative were:

Andersen, E.L.	Duemke	Lightner	Mullin	Rogers
Anderson, M.H.	Feidt	Masek	Novak	Siegel
Dahle	Harrison	Mayhood	Peterson, E.	Wagener
Dennison	Julkowski	Miller	Peterson, E.L.	Wright

Those who voted in the negative were:

Almen	Dahlquist	Johnson, C.E.	O'Brien	Wahlstrand
Anderson, E.P.	Davis	Johnson, J.A.	Pedersen	Wefald
Baughman	Dernek	Larson	Rosenmeier	Welch
Bridgeman	Dietz	Laerman	Simonson	Welle
Burdick	George	Ledin	Sinclair	Wuertz
Bushnell	Goodhue	Lofvegren	Sletvold	Zwach
Butler	Grottum	Mitchell	Spokely	
Carey	Hagen	Myre	Sullivan	
Carley	Imm	Nelsen	Swenson	
Carr	Johanson	Neumeier	Vukelich	

So the amendment was not adopted.

Mr. Wright moved to amend H. F. No. 700, as unofficially engrossed and printed for the Senate, as follows:

Page 6, Sec. 8, following Subd. 9, line 116, add a new subdivision as follows:

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"Subd. 10. In distributing state aids to be paid under this act, school districts in cities of the first class shall receive as a minimum amount for each pupil unit the same proportionate aid per pupil unit as the state wide average aid per pupil unit."

Which motion did not prevail.

Which amendment was not adopted.

The question being taken on the final passage of the bill,

And the roll being called, there were yeas 48, and nays 19, as follows:

Those who voted in the affirmative were:

Almen	Dahlquist	Johanson	Nelsen	Swenson
Anderson, E.P.	Davis	Johnson, C.E.	Neumeier	Wagener
Baughman	Dernek	Johnson, J.A.	O'Brien	Wahlstrand
Bridgeman	Dietz	Larson	Pedersen	Wefald
Burdick	Dougherty	Laerman	Rosenmeier	Welch
Bushnell	George	Ledin	Simonson	Welle
Butler	Goodhue	Lofvegren	Sinclair	Wuertz
Carey	Grottum	Miller	Sletvold	Zwach
Carley	Hagen	Mitchell	Spokely	
Carr	Imm	Myre	Sullivan	

Those who voted in the negative were:

Andersen, E.L.	Duemke	Lightner	Novak	Siegel
Anderson, M.H.	Feidt	Masek	Peterson, E.	Vukelich
Dahle	Harrison	Mayhood	Peterson, E.L.	Wright
Dennison	Julkowski	Mullin	Rogers	

So the bill passed and its title was agreed to.

Mr. Herseth moved that the report of the Conference Committee on H. F. No. 700 be adopted and that H. F. No. 700 be re-passed as amended by Conference Committee.

Which motion prevailed.

H. F. No. 700, A bill for an act relating to state aid for schools, providing tuition for pupils and revenue therefor; amending Minnesota Statutes 1945, Section 125.06, Subdivision 11 as amended, Section 128.07, Subdivisions 4, 5 and 6 as amended, Section 131.01, Subdivision 1, as amended; and amending Laws 1947, Chapter 633, Section 11, Subdivisions 1 and 3, Section 12, Subdivisions 1, 2, 3, 4 and 5, and Section 20.

Was read the third time as amended and placed upon its final passage.

The question being taken on the re-passage of the bill, as amended,

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And the roll being called, there were yeas 114, and nays 0, as follows:

Those who voted in the affirmative were:

Anderson, A. B. Dixon	Holm	Madden	Root
Anderson, H. R. Dominick	Holmquist	Mattson	Rundquist
Anderson, J. A. Dunn	Holtan	McReynolds	Rutter
Anderson, V. F. Ehrenberg	Howard	Meihofer	Ryan
Appeldorn	Enestvedt	Mills	Ryti
Aune	Erdahl	Ilstrup	Morberg
Basford	Erkel	Iverson	Mosier
Beanblossom	Ernst	Johnson, A. I.	Nordin
Bergerud	Felt	Johnson, L. A.	Norman
Biernat	Flom	Johnson, M. N.	Oberg
Blomquist	Frederickson	Kaplan	O'Brien
Bondhus	French	Karas	Olson
Burroughs	Gesell	Keller	O'Malley
Burtneess	Gibbons	Knutson	Omtvedt
Carlson	Gillen	Kosloske	Otto
Chilgren	Goodin	LaBrosse	Peterson, O.
Christie	Greer	Langley	Peterson, P. K.
Cina	Hagland	Lee	Podgoraki
Clark	Halverson	Lejk	Prifrel
Dahle	Hegstrom	Letnes	Reed
D'Aquila	Herseth	Lundeen	Richardson
Dickinson	Hertzog	Lundrigan	Riedner
Dirlam	Hill	Lux	Mr. Speaker
			Rinke

So the bill was re-passed, as amended, and its title agreed to.

Mr. Almen moved that the foregoing recommendations and Conference Committee report on S. F. No. 700 be now adopted.

Which motion prevailed.

Which recommendations and Conference Committee report were adopted.

The question being taken on the re-passage of the bill, as amended,

And the roll being called, there were yeas 59, and nays none, as follows:

Those who voted in the affirmative were:

Almen	Carley	Duemke	Johnson, C.E.	Masek
Anderson, E.L.	Carr	Feidt	Johnson, J.A.	Mayhood
Anderson, E.P.	Dahle	George	Julkowski	Miller
Baughman	Dahlquist	Goodhue	Larson	Mitchell
Bridgeman	Davis	Grottum	Lauerman	Mullin
Burdick	Dernek	Hagen	Ledin	Nelsen
Bushnell	Dietz	Imm	Lightner	Neumeier
Butler	Dougherty	Johanson	Lofvegren	Novak

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O'Brien	Rogers	Sinclair	Wahlstrand	Wright
Pedersen	Rosenmeier	Sletvold	Wefald	Wuertz
Peterson, E.	Siegel	Spokely	Welch	Zwach
Peterson, E.L.	Simonson	Vukelich	Welle	

So the bill, as amended, re-passed and its title was agreed to.

REPORT  
of the  
STATE ADVISORY COMMISSION ON  
SCHOOL REORGANIZATION



to the  
FIFTY-SIXTH LEGISLATURE  
of the  
STATE OF MINNESOTA

January, 1989

LETTER OF TRANSMITTAL

To the Senators and Representatives of the  
1949 Minnesota Legislature:

Pursuant to the provision of Minnesota Laws of 1947, Chapter 421, Section 11, that the State Advisory Commission on School Reorganization "shall file a report of its activities and recommendations concerning school reorganization with the legislature at each regular session thereof, during the life of said commission," we submit to you herewith our first report, covering the period from May 13, 1947, to December 31, 1948.

State Advisory Commission  
on School Reorganization

# STATE ADVISORY COMMISSION ON SCHOOL REORGANIZATION

- Dr. A. E. Jacobson, Chairman.....Thief River Falls  
Dentist; Local School Board Member; President,  
Minnesota School Board Association
- Senator A. L. Almen.....Balaton  
School Superintendent; Chairman, Committee on Educa-  
tion, Senate; President, Minnesota Education Associa-  
tion; Governor's Committee on State Aids
- C. E. Campton.....Two Harbors  
Former City and County Superintendent of Schools;  
Organized the first county unit in Minnesota
- Charles Christianson.....Roseau  
Roseau County Superintendent of Schools since 1935;  
President, Northern Division of Minnesota Education  
Association
- Representative Joseph Damm.....St. Peter  
Farmer; Member, Committee on Education, House of Repre-  
sentatives; Member, Governor's Committee on State Aids
- J. S. Jones.....St. Paul  
Executive Secretary, Minnesota Farm Bureau Federation;  
Member, Board of Regents, University of Minnesota;  
Member, Governor's Committee on State Aids
- William B. Pearson.....Ogilvie  
Master, State Grange; Member, Governor's Committee on  
State Aids, Member, State Advisory Committee on Voca-  
tional Education
- Mrs. C. A. Rohrer.....Winona  
Representative for Minnesota Congress of Parents and  
Teachers; Former Grade, High School and College Teacher
- Mrs. F. H. Stevens.....Alexandria  
Local School Board Member 21 years; Former City  
school teacher, rural school teacher
- Dean M. Schweickhard.....St. Paul  
Commissioner of Education and Ex officio Secretary  
and Executive Officer of the State Advisory Commission  
on School Reorganization

## INTRODUCTION

A problem which has developed in recent years for local school boards is planning an adequate financial program for the support of public education. Several conditions which have served to make this problem very acute are: (a) the shortage of properly prepared and qualified teachers, (b) a changing concept of the curriculum, (c) the decreasing value of the dollar and the increasing costs of education, (d) the wide variations of educational programs and costs between districts, (e) the lack of financial income sufficient to provide for additional housing for overcrowded schools. Realization of this situation, which has revealed inadequate educational programs costing more, has brought careful consideration of plans for improving the administrative units. The result has been school district reorganization which has found its way to all sections of the United States.

Twenty-seven states are reorganizing local school administrative units in some degree. Fifteen of these, including Minnesota, are reorganizing as a result of a formal reorganization act which describes the machinery under which that reorganization shall take place. The states included in the latter group are California, Idaho, Illinois, Indiana, Iowa, Minnesota, Missouri, Montana, New York, North Dakota, Oklahoma, Pennsylvania, Washington, Wisconsin and Wyoming.

The 1947 Minnesota Legislature, recognizing the need for a study of the present school district organization, which has been in existence for a century, enacted Chapter 421, which provides for a survey of the educational services and facilities, and school district reorganization. The provisions of this act assign the responsibility for making the survey and recommendations to the people of the county. The final determination of whether or not the school districts shall be reorganized is given to the local people at special elections.

The statute provides for the formation of a State Advisory Commission on School Reorganization consisting of nine members appointed by the State Board of Education. In compliance with this statutory requirement the appointments

were made by the State Board of Education at their meeting on May 13, 1947. The members of such Commission shall hold office until January 1, 1953, at which time the Commission shall terminate. The Commission members shall serve without compensation but may be reimbursed for necessary expenses incurred in attending meetings of the Commission or while engaged in the work authorized by the Commission.

The members of the State Advisory Commission since its organization meeting have undertaken their responsibilities in a serious and earnest manner. The work has been strenuous in considering the many and varied problems which have been brought to their attention. Much time, exclusive of the Commission meetings, has been devoted to work on the survey and reorganization program by the members. In the execution of their duties and responsibilities they have received the fullest cooperation of many state and nonstate agencies, which to a great extent has contributed much to the success of the program up to the present time.

In their first report the Commission wishes to acknowledge, with appreciation, the work of the many citizens of the state who are serving as members of their respective survey committees. Acknowledgment is also given to those on advisory committees and to those individuals who, in whatever capacity, are promoting this program of securing greater equality in the educational opportunities for Minnesota youth through school reorganization. Chief among these are perhaps the county superintendents, to whom the survey committees have looked for educational leadership and in whom have been placed many of the details in the execution of this law. The interest and the cooperation shown by many groups, such as, farmer organizations, educational associations, women's clubs, civic groups, etc., has resulted in wholesome discussion from which will come a better understanding of the benefits of school district reorganization.

The brief report which follows summarizes the work of this Commission and of the county survey committees, and includes recommendations relating to the clarification of Chapter 421 and the solution of some of the existing problems on reorganization.

## CHAPTER I

### OVERVIEW

The members of the State Advisory Commission met for the first time on May 28, 1947, and organized by electing Dr. A. E. Jacobson as their chairman. Since its organization the State Commission has had several meetings for the purpose of carrying out the duties prescribed in the statute.

At its first meeting, the State Commission discussed the provisions of Laws 1947, Chapter 421, to determine its responsibilities and the duties and responsibilities of other committees and officials. In the study of the act, it was revealed that many of the functions and services for the conduct of the Commission's recommendations would fall upon the Commissioner of Education, who was made executive officer for the State Commission. Some of the duties and responsibilities were delegated to the Director of Rural Education with the approval of the State Board of Education and the State Advisory Commission. The director will supervise the consultant service made available to the county committees and execute the recommendations of the State Commission.

The duties of the State Commission are set forth in Section 11, which is as follows: "The state commission shall assist the commissioner of education in formulating the aims, goals, principles and procedures of public school reorganization in Minnesota. The commissioner of education with the assistance and advice of said commission shall prepare a manual setting forth principles and procedures for the use of the county school survey committees in performing their duties. Such commission shall review the tentative reports of the several county school survey committees and make such suggestions to the respective committees concerning their reports as may seem appropriate, giving due consideration to the educational needs of local communities, to economical transportation and administration, to the future use of existing satisfactory school buildings and sites, to the convenience and welfare of pupils, to the ability of the several communities to support adequate schools, to equalization of educational opportunity and to any other matters

which in their judgment seem to be advisable. In the employment of personnel to work with the several committees and in the allocation of state funds for work in the several counties, the commissioner of education shall advise with and consult the commission.

"Said commission shall file a report of its activities and recommendations concerning school reorganization with the legislature at each regular session thereof, during the life of said commission."

The first step in the program of activities for the State Commission was the preparation of a manual for the use of the county committees. Such a manual was prepared with the advice and guidance of the Commission members. It contains detailed statements of the duties and responsibilities of the State Commission, the county survey committees, the county superintendents and the State Commissioner of Education. The manual contains the aims, goals, principles and procedures for making the surveys and recommendations for public school reorganization.

The scope of the survey program was considered and the Commission, recognizing the necessity for assistance in carrying out its functions, recommended the immediate employment of a supervisor of surveys, a part-time assistant for the summer of 1947, and the necessary secretarial workers. After the organization of the county survey committees, a volume of requests was received from such committees for guidance and assistance. It was recommended that two more consultants be employed in order that the survey committees could secure the assistance that they requested.

Consultant service as recommended by the State Commission has proved to be an invaluable aid to the county survey committees. Since the entry of the consultants upon their activities, they have attended about 350 regular and special meetings of the county survey committees, have held more than 600 special conferences with superintendents, county committee members and other interested persons, and have been present at more than 250 public meetings at which there was an estimated total attendance of more than 30,000 persons.

Such attendance figure does not include the hundreds of persons who have attended the hearings and public meetings held by the survey committees and the area, regional and state conferences of other organizations at which the subject of school district reorganization was discussed.

At the survey committee meetings the consultants have clarified many problems, explained the existing laws and regulations relating to school administration, assisted in the preparation of the tentative and final reports, and in the preparation of the manual, forms for use in making surveys, news releases, and scripts for radio programs.

The staff members of the State Department of Education have contributed greatly to the survey program by attendance at more than 100 public meetings. Their cooperation in this program has been very valuable because of their long experience with the state administrative problems relating to education.

The Commission members have participated in a large number of local, county, regional and state meetings at which time they discussed the purposes of the program of surveys and reorganization. Their participation in such programs has further emphasized the need for a study of the educational services and facilities.

On the recommendation of the Commission, three series of regional conferences have been held. The first series of regional conferences was held at St. Cloud, Bemidji and Wankato on July 15, 17 and 22, 1947, with county superintendents, county auditors and county commissioners in attendance, at which time the survey program was explained. A second series of nine regional meetings for the members of the county survey committees was held during December, 1947, with a total attendance of 421. The duties and responsibilities of the committee were discussed and methods of procedure outlined. Another series of regional conferences for the survey committees was conducted at eight centers during March and April of 1948, with a total attendance of 315. The procedures in analyzing the data and its use were explained and the different types of administrative and attendance units discussed.

One state conference of survey committees was held on October 5, 1948, which was jointly sponsored by the State Commission and the State School Board Association. The Commission members participated in the state conferences of county superintendents and the State School Board Association in February, 1948, at which time the subject of school district reorganization was the major theme.

The Commission has at its several meetings approved the annual and quarterly budgets for the use of the funds appropriated by the Legislature. It has from time to time approved recommendations for amendments to the several statutes relating to reorganization and some of the recommendations will be found in the last chapter of this report. Many problems and issues relating to the survey for reorganization, consolidation or merger of districts have been referred to the State Commission for their advice and recommendations. During September and October the State Commission held five meetings for a total of eight days for the consideration of the 62 tentative reports of the county school survey committees.

In addition to the manual for the county survey committees, five supplementary mimeographed bulletins were prepared for the use of the county committees. Twenty printed and mimeographed bulletins, leaflets and newsletters, explaining the survey program, were prepared for general distribution. A number of bulletins relating to school surveys were furnished to the committees, some were purchased and others were secured without cost. Circular letters and brief reports have been prepared and distributed to the county committees to keep them informed on the progress of the survey program.

## CHAPTER II

### ORGANIZING COUNTY SURVEY COMMITTEES

#### Informational Visits

Before the county meetings of school board members were held as provided in Section 3 of Chapter 421, Laws of 1947, conferences were held by the consultants and representatives of the State Department of Education with all of the county superintendents of schools to explain the provisions of the law and the responsibilities of the county superintendent in the program. These visits were for the purpose of developing a better understanding of the law and establishing a friendly and cooperative attitude toward the program.

#### County Meetings

The meetings of school board members in each county began on September 9, 1947, in Ramsey County and continued through October and November. A consultant or a staff member of the State Department of Education was in attendance at each of these meetings to provide information regarding the statute and to assist the county superintendent in the conduct of the meeting. Sixty-three counties voted to organize school survey committees and twenty counties voted against establishing such committees. Of the four remaining counties, Cook and Itasca have special survey committees and Koochiching and Lake do not come under the law as they had previously reorganized. The election in one county was declared invalid because of lack of proper notification. Sixty-two counties, therefore, have official survey committees consisting of nine members, four representing the high school districts and five representing the rural districts of the county.

Table I on the next page shows the results of the elections by counties on the question of whether or not a county school survey committee shall be formed.

TABLE I  
REPORT OF VOTE ON ORGANIZATION OF  
COUNTY SCHOOL SURVEY COMMITTEES

Group I (53)

Counties in which School  
Survey Committees Are Organized

County	For	Vote Against	County	For	Vote Against
Aitkin	89	13	Lake of the Woods	23	1
Anoka	86	5	Le Sueur	86	48
Becker	85	43	Lyon	88	43
Beltrami	72	6	McLeod	94	61
Benton	86	21	Mahnomen	37	11
Big Stone	72	45	Marshall	169	39
Brown	83	61	Martin	115	111
Carlton	63	3	Mille Lacs	82	18
Carver	72	20	Morrison	211	93
Cass	51	6	Mower	118	13
Chisago	54	25	Nicollet	69	45
Clay	144	88	Norman	151	54
Clearwater	70	8	Olmsted	153	84
Cottonwood	91	53	Pennington	57	13
Crow Wing	126	35	Pine	151	24
Dakota	132	44	Polk	234	138
Dodge	121	38	Pope	126	45
Douglas	83	54	Ramsey	53	8
Faribault	95	51	Red Lake	35	20
Fillmore	200	75	Senville	158	53
Freeborn	113	49	Rice	98	44
Goodhue	142	112	Roseau	79	8
Hennepin	102	51	St. Louis	49	10
Houston	122	38	Scott	70	40
Hubbard	83	23	Sherburne	72	25
Isanti	87	28	Steele	110	49
Itasca	71	39	Sibley	95	51
Kandiyohi	119	57	Stevens	62	35
Kittson	129	6	Traverse	60	59
Lac Qui Parle	110	97	Wadena	125	45
			Wadena	88	39
			Washington	113	32
			Wilkin	109	45

Group II (2)

Counties with Special School Survey Committees

Cook

Itasca

Group III (20)

Counties Voting Against Organization  
of School Survey Committees

County	Vote For	Against	County	Vote For	Against
Blue Earth	91	175	Redwood	87	129
Chippewa	91	98	Rock	52	77
Grant	74	87	Stearns	108	275
Jackson	82	107	Swift	65	49
Lincoln	48	113	Todd	80	88
Meeker	55	137	Waseca	75	88
Murray	39	98	Watson	48	87
Nobles	53	81	Winona	98	104
Otter Tail	235	480	Wright	76	105
Pipestone	32	68	Yellow Medicine	84	117

Group IV (2)

Counties to which the Statute Is Not Applicable

Koochiching

Lake

Notes

Group I

Of the sixty-three counties which voted for the organization of survey committees, there was a total vote of 5,804 in favor of re-organization to 2,037 against.

Group II

Cook and Itasca counties could not organize survey committees according to the provisions of Chapter 421. Itasca county has only two rural districts and Cook county had only one high school district. The school board members of these counties agreed that surveys needed to be made and organized advisory survey committees.

Group III

In the twenty counties which did not vote in favor of the formation of survey committees, 2,584 votes were cast against and 1,585 in favor of the issue. In six of the counties the issue lost by a vote of thirteen or less. Many requests have come from these counties for the privilege of again voting on the question.

Group IV

Lake County has been a county unit for twenty years and Koochiching county now has only two districts.

The map reproduced below will give a graphic picture of the results of the county elections on the formation of county survey committees.

# ORGANIZATION OF COUNTY SURVEY COMMITTEES

State of Minnesota



State Department of Education  
and  
State Advisory Commission on School Reorganization

## CHAPTER III

### COUNTY SCHOOL SURVEYS

#### A. PROCEDURES IN MAKING SCHOOL SURVEYS

The principle objectives of reorganization of school districts as adopted by the State Advisory Commission are to provide:

1. Better educational opportunities for all the pupils and inhabitants of the county
2. More equitable, efficient and economical administration of public schools
3. More equitable distribution of public school revenues and costs of education

#### Duties of the Committees

When counties voted in favor of establishing school survey committees under the provisions of Chapter 421, the committees were charged with certain responsibilities as set forth in Section 7. One of the duties of the county survey committees was to make a study of the school districts of the county for the purpose of gathering the data relating to the present types of organization, and also the present educational offerings. After the committees had gathered the data, such committees were to analyze the data and study possible solutions to the problems discovered. Following a thorough study of the problems the committees were required to submit reports to the school board members of the county and to the State Advisory Commission regarding their findings and recommendations. In the conduct of their survey, the county survey committees were requested to confer with the local school authorities and the residents of each district within the county and to hold public meetings at which time the people might be informed of the problems of the survey and proposed reorganizations.

## Factors Studied by the Committees

Among the factors that were studied by the committees were the following: Population trends in rural and urban areas; trends in pre-school population; school enrollment trends in rural and urban districts; children eligible to attend school not in public school; number of schools closed and transporting; teaching and supervisory personnel, as to training, experience and tenure; transportation of pupils; school sites and buildings; educational offerings; financial program, including school revenue, costs and indebtedness.

### Sources of Information

Information on the above factors was secured from sources, such as: The county superintendent of schools, the county auditor, the county highway department, city school superintendent, boards of education, county agents, State Department of Education and Federal Census Bureau. Maps were prepared and used by the committees showing the present school district boundaries, location of school buildings, types of roads, bus routes and residences of pupils.

### Study of Special Problems

The data collected on the forms and maps were analyzed by the committees so that they could study the deficiencies that now exist in the schools and determine how an adequate educational program could be provided in the light of the "Aims and Objectives" as set forth in the manual. Special attention in the study was given to districts with: Low average daily attendance; low local income, old or inadequate buildings; improper location of buildings; low assessed valuation back of each pupil; inadequate provisions for health and safety; limited educational programs; lack of satisfactory high school opportunities; rapidly declining or increasing population; and transportation problems.

## B. TENTATIVE SURVEY REPORTS

The county survey committees were required to submit tentative reports of their study with recommendations on

September 1, 1948. As provided in Section 11, the State Advisory Commission has reviewed the tentative reports of the 62 counties and has made appropriate suggestions to such survey committees for their consideration. Each county committee was invited to send one or more representatives to attend the meeting of the State Commission when the tentative reports were being reviewed. In these conferences many issues and problems were discussed and clarified, and the exchange of ideas was of mutual benefit to all concerned. The members of the State Commission and the consultants devoted a considerable amount of time and effort, exclusive of the meetings, to reading and analyzing the tentative reports.

The findings of the surveys and studies as given in the reports reveal many glaring inequalities existing between school districts of the same county. Some of these variations are in the cost of instruction per pupil in average daily attendance for both high school and elementary school, curriculum offerings, types of school buildings, enrollments by schools and by grades, qualifications of teachers, assessed valuation, tax rates for school maintenance, road conditions and transportation services. Space in this report will not permit going into a detailed discussion of each tentative report. Copies of such reports are on file in the offices of the State Department of Education and the county superintendent and are available for inspection by the public. Each school board member of the county was provided with a copy of the report.

The most general type of recommended district was that based upon the present high school area, thus providing a type of district that would furnish complete education from grades one through twelve, with everyone becoming a resident of a high school district. This assures to each child a high school education, with his parents participating in the control of the school through the ballot and supporting the school through taxation. In a few cases recommended districts included several high school areas and in some cases the reorganization of school districts for elementary purposes only was recommended. Five committees made no recommendations for larger administrative units, five submitted limited recommendations, and forty-two filed recommendations for

extensive reorganization. The tabulation at the end of this section gives a summary of the recommendations of the committees.

The county survey committees and the county superintendents are to be commended for the excellently prepared tentative reports and their constructive recommendations.

#### Summary of Tentative Recommendations

Table II gives a tabulation of the recommendations for the reorganization of school districts. The data shown on this tabulation may be summarized as follows:

Total number of school districts in 63 counties,  
1947-48.....5,272  
Five counties submitted reports, but made no recommendations.  
These include: Big Stone, Carver, Lac Qui Parle, McLeod  
and Olmsted

#### Counties Making Recommendations

Total number of school districts in 58 counties,  
1947-48.....4,541  
Number of larger administrative units recommended in  
58 tentative reports..... 378  
Number of school districts left unassigned in 58  
tentative reports..... 342

Five additional counties made very limited recommendations.  
These include: Brown, Douglas, Nicollet, Polk and Pope

#### Counties Making Extensive Recommendations

Total number of school districts in 53 counties, 1947-48,  
for which tentative reports make rather extensive  
reorganization recommendations.....4,301  
Number of larger administrative units recommended in 53  
tentative reports..... 343  
Number of school districts left unassigned in 53 tentative  
reports..... 52<sup>a</sup>  
Reduction in school districts in 53 counties.....3,958

<sup>a</sup>In most cases these 52 unassigned school districts may be assigned to one or more of the larger administrative units indicated above.

TABLE II

#### TABULATION OF THE TENTATIVE RECOMMENDATIONS SUBMITTED BY THE COUNTY SCHOOL SURVEY COMMITTEES IN 63 COUNTIES

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Aitkin	97	4	
Anoka	57	8	2
Becker	137	7	
Belltrami	55	4	
Benton	54	2	
Big Stone	60	0	60
Brown	92	2	88
Carlton	34	8	
Carver	55	0	55
Cass	23	8	
Chicago	49	5	
Clay	103	9	
Clearwater	50	10	4
Cook*	7	1	
Cottonwood	71	6	9
Crow Wing	95	6	
Dakota	105	7	
Dodge	82	6	
Douglas	98	11	24
Faribault	118	10	
Fillmore	174	10	
Freeborn	128	4	
Goodhue	155	7	
Hennepin	90	17	1
Houston	105	5	
Hubbard	55	4	
Isanti	58	2	
Kanabec	57	2	
Kandiyohi	110	22	
Kittson	57	6	6
Lac qui Parle	104	0	104
Lake of the Woods	11	1	
LeSueur	95	5	
Lyons	98	7	
McLeod	55	0	55
Marshall	138	11	4
Martin	110	8	
Millie Lacs	81	4	
Morrisons	139	5	
Mower	115	4	
Nicollet	62	3	17
Norman	92	8	
Olmsted	137	0	137
Pennington	75	9	11
Pine	108	8	

TABLE II - Cont'd.

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Polk	210	12	147
Pope	90	7	87
Ramsey	30	5	
Red Lake	37	3	
Resville	131	10	
Rice	104	4	
Roseau	53	17	
St. Louis	29	17	
Scott	67	4	
Sherburne	52	4	1
Sibley	80	6	
Steele	86	4	
Stevens	68	5	9
Traverse	80	3	
Wabasha	97	5	
Wadena	60	4	
Washington	64	5	5
Wilkin	80	4	
TOTALS .... 5, 272		378	773

NOTE: A joint proposal is counted in the county where the high school building is located. "Unassigned" districts refers to existing school districts which are not included in any proposal.

\*Cook county had an advisory survey committee.

## C. FINAL SURVEY REPORTS

In accordance with Section 9 of the school survey law, the final report of the county survey committee must be filed in the county superintendent's office by November 1, 1948. This proved to be a difficult task for the survey committees because of the short space of time (two months) provided between the filing of the tentative and final reports. The survey committees were required to hold a hearing or hearings on the tentative recommendations during this period in addition to the preparation of the final report.

The county committees in preparing their final recommendations were to take into consideration the suggestions made by the State Commission and recommendations made by the people at the hearings. The statute makes no provision for review of the final report by the State Commission and such report does not require the approval of any state agency.

A review of the final reports submitted by the county survey committees indicates that some splendid work has been done by these committees and the county superintendents. They are to be commended for the continuance of the good work. Copies of the final reports are on file in the offices of the county superintendents and the State Department of Education.

For the most part, the recommendations presented in the tentative reports were adopted for the final report with minor changes. Three of the five counties making no recommendations in the tentative report have now included recommendations in the final report. A few counties making recommendations in the tentative reports have deemed it advisable to eliminate all or a part of the recommendations in the final report.

The Cook County special committee's recommendation for a county unit was approved by the voters of that county at an election held November 2 under the provisions of Minnesota Statutes 1945, Sections 123.23 to 123.41, known as the Lake County Plan. The vote was 1,133 in favor of organizing as a county unit and 268 against.

As provided in Section 13, each recommendation will now be submitted to the legal voters residing in the proposed districts so that they may either accept or reject the recommendations of the county survey committee. The procedures in voting on these issues need to be clarified by amendments to Laws of 1947, Chapter 421. Only a nine-month period is provided in which to hold elections. Requests have been made for an extension of the period in which to hold the elections.

#### Summary of Final Reports

The data for Table III given on page 19 was assembled from the questionnaire sent to the county superintendents at the time this report was prepared. The tabulation of the recommendations, as agreed upon by the county committees at this time, as to the number of larger administrative units is shown in this table. The unassigned districts are those which will remain as they are at the present time. The joint proposals, such as those lying in two or more counties, are counted only in the county where the school building will be located.

The present statute provides for only a two-month period between the filing of the tentative and final reports, and this includes a waiting period of thirty days before any hearings could be held on the tentative reports. This left only thirty days in which to hold hearings, prepare the final reports and have them filed in the offices of the county superintendents on November 1. It was impossible for the county committees conducting surveys to meet this requirement. Most of the committees filed brief final reports which could be supplemented by additional material at a later date. At the time of the preparation of this report of the State Advisory Commission on School Reorganization complete information from all the counties was not available.

TABLE III  
TABULATION OF FINAL RECOMMENDATIONS BY  
THE COUNTY SCHOOL SURVEY COMMITTEES

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Aitkin	97	4	
Asoka	56	3	
Becker	138	5	1
Beltrami	66	3	1
Benton	64	2	
Big Stone	60	5	
Brown	82	2	63
Carlton	34	10	
Carver	84	9	64
Cass	23	5	
Chisago	49	5	
Clay	102	6	3
Clearwater	80	3	
Cook	7	1	
Cottonwood	75	5	5
Crow Wing	96	6	
Dakota	102	7	
Dodge	82	6	
Douglas**	96	11	24
Faribault	118	10	
Fillmore	174	10	
Freeborn	128	4	
Goodhue	155	7	
Hasepina	90	10	12
Houston	105	5	
Hubbard	66	7	1
Isanti	58	2	
Kasabec	66	2	
Kandiyohi	110	9	110
Kittson	56	7	2
Lac qui Parle	104	9	104
Lake of the Woods	11	1	
LeSueur	89	5	8
Lyon	98	7	
McLeod	83	6	1
Marshall	137	11	30
Martin	110	8	
Mille Lacs	59	4	
Morrison	139	6	
Mower	115	4	
Nicollet	62	1	52
Norman	98	6	
Olmsted	120	4	38
Penningson**	75	9	11
Pine	108	7	1

TABLE III - Cont'd.

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Polk	210	10	152
Pope	90	7	28
Ramsey	30	5	
Red Lake	36	3	8
Renville	131	10	3
Rice	106	4	
Roseau	55	16	2
St. Louis	28	4	15
Scott	87	0	67
Sherburne	52	6	
Sibley	80	8	
Steele	86	4	
Stevens	88	8	1
Traverse	60	3	3
Wabasha	97	5	
Wadena	60	5	
Washington	54	5	5
Wilkin	80	4	
TOTALS....5,259		341	828

NOTE: The tabulations were secured from questionnaires submitted to the county superintendents of schools in advance of the filing of the final reports in the offices of the State Department of Education.

\*Cook county had an advisory survey committee.

\*\*The data from the tentative report was used.

## CHAPTER IV

## RECOMMENDATIONS

As the county survey committees have applied Chapter 421 to their specific situations they have found a need for clarification and refinement of the law as it relates to their local problems and to their neighboring counties. Suggestions which have been submitted by these survey committees and by other groups have been given careful consideration by the State Commission.

The State Advisory Commission on School Reorganization submits the below listed recommendations for consideration by the 1949 Legislature of Minnesota.

A. Provide for the extension of time to give:

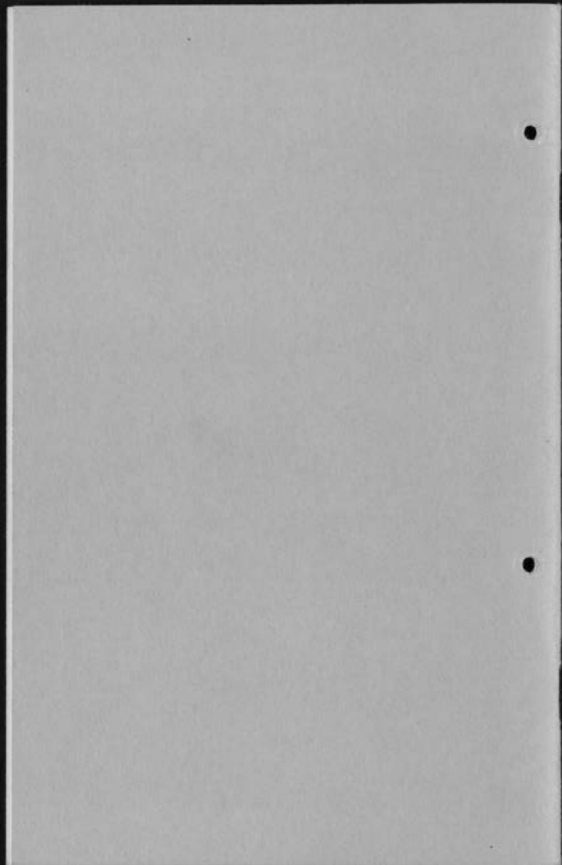
1. Counties which failed to vote favorably for a survey committee in 1947 an opportunity to vote a second time on the question.
2. County survey committees a longer term in which to complete their work.
3. The newly formed survey committees a longer term to study the school conditions and submit their tentative reports.
4. A longer period between the filing of the tentative and final reports to the survey committees which may be organized in the future, for the purpose of holding hearings and preparing the final reports.
5. The people more opportunity to study and discuss the proposed recommendations before voting on the issues.

B. Clarify voting procedures on the recommendations

1. Specify definitely in the statute the establishment of precincts, appointment of election judges, type of ballots and canvassing of the vote.

## CONCLUSION

The people of Minnesota have demonstrated increasing interest in the need for school district reorganization. The general pattern which such reorganization should follow, however, is not clear in the minds of the people nor even in the minds of all members of survey committees. This pattern will evolve only through much thought and open discussion. The process is naturally slow and deliberate but it is sound. Reorganization should therefore be looked upon as a long-range program and not one to be speedily accomplished. In the meantime, great care should be taken so as to not perpetuate, through subsidy or otherwise, any faulty organization or to give encouragement to any procedure that would lead to unwise reorganization.



## 'Redistrict' First, Says Legislator

School district reorganization comes before higher school aids, in the mind of Representative E. B. Herseth, Kennedy, chairman of the education committee in the Minnesota house of representatives.

And that doesn't mean Herseth, a farmer who used to be a high school superintendent, is against increased basic school aids, he says.

He's for them. But he's for reorganization—some call it "consolidation"—of some more of the state's more than 7,000 school districts first.



"We can't set up an efficient state aid system, until we get reorganization," he said today.

He is heart and soul for extension of the reorganization plan now produced drawings which they is supposed to look like when

European union to date:

### MEMBERS

Members of the union: Britain, France, Belgium, Holland and Lux-

in the sprawling school-district system.

His long list of amendments boils down to this:

● **EXTEND THE LIFE** of the county survey committees for school district reorganization, permitting additional districts to come in under the plan.

● **REFINE ELECTION PROCEDURE** to avoid confusion when several school districts are voting together.

Herseth has not yet voiced opinions on proposals to change Min-

## OPPONENTS RAP SCHOOL CHANGES

### Reorganization Foes Turn Out for Hearing

Opponents of the school district reorganization law turned out in quantity Monday night for a hearing on proposed changes in the law.

The plan aims to reduce by at least 50 per cent the state's more than 7,400 school districts.

Opponents of consolidation constituted far more than a majority of the more than 350 persons who packed the floor and galleries of the state house of representatives. The hearing was sponsored jointly by the education committees of the house and senate.

### OPPOSE 'ASPECTS'

Banded together as the "Friends of the Rural Schools"—a group formed in Olmsted county—the anti-reorganization speakers said they do not oppose the organiza-

tion in general, but only certain aspects of the present law.

Consolidation proponents, however, charged them with opposition to any workable reorganization.

Much of the opposition to the present law was based on dissatisfaction with various individual county school survey committees, which were charged with acting counter to the wishes of rural communities in their areas.

G. C. Hamersley of Freeborn county captained the anti-reorganization forces and condemned the law, passed in 1947, as "hurriedly set up and rather unjust." The proposals of some county survey committees he termed "monstrous."

### ASKS CHANGES

C. P. Crawford, Winona county rural school board member, charged the state education department with delay in spreading information about the reorganization program to the local districts.

He called for amendments to the

act, one of which would prohibit a vote on reorganization less than 18 months or more than two years after the filing of the final survey committee report.

This would place the voting date between April 1 and Oct. 1, 1952. The amendments proposed by the state advisory committee on reorganization would permit a vote anytime after June 1, 1951.

Crawford also demanded a county-wide election on a reorganization plan.

Speaking for the reorganization plan, L. T. Schoen, Wells, declared his principal opponents seemed to be "district school boards who fear they will be put out of office and district school teachers who are afraid they will be out of jobs."

H. R. Kurth, 21 years a school board member at Hutchinson, said that with reorganization, Minnesota will "get a system of education that will cost less money for the product we can produce and for the benefits we can obtain."

*Inf. Tribune*  
2/15/49

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Herseth

1947 session by Representative Joseph J. Dunn, Nicollet county farmer, and himself.

Dunn isn't back in the legislature this session. He had to stay home on the farm, he explained, so his son could go to college.

But Herseth is carrying on the fight for further efficiency moves in the sprawling school district system.

His long list of amendments boil down to this:

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Minneapolis and a score of other "special" school districts to "independent" districts capable of setting their own tax levies.

Such a plan might "force on the people of Minneapolis some thing they have denied in a referendum," he thought.

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*Imple. Tribune*  
2/15/49

Info. Sec 7/15/49

## Rural Group Fights to Save Little Red School

### Reorganization Plan Called Unfair to Communities

School district reorganization is all right if locally enacted and not carried too far—but any attempts to “tear down the little red schoolhouse” tradition throughout Minnesota will be fought by rural voters.

That’s about what a two-hour town meeting type of session in the chambers of the Minnesota house of representatives at the state capitol added up to Monday night.

Some 400 men and women, associated as “Friends of the Rural Schools,” filled every seat in the house chamber and galleries, and stood by the walls.

Excessive supervision from above (such as from the state department of education) and long school bus rides for little children, were points which aroused rural fathers and mothers to criticism of the permissive reorganization plan enacted by the 1947 legislature to enable more economical and efficient setup of Minnesota schools now diversified into more than 7,400 school districts.

“There’s been too much attention on the economic side, and not enough on the health and social side,” complained Mrs. Leonard Rollins Weaver, mother of four children and a former teacher herself.

“Sometimes six-year-olds wait a half hour for a bus,” she said.

Applause and shouts of ap-

proval greeted Thomas Walsh, Eyota, when he said, “My boy is saving the state \$40 a year (in bus costs) by using the good legs nature gave him. Yet some people want the school located in town, then they want a gymnasium, then physical instructors to travel around and give the children exercise!”

“Elimination of the rural school should be looked upon as a local expedient rather than a state or national pattern,” Walsh advised.

The reorganization bill’s 1947 author, former Representative Joseph Daun, Nicollet county farmer, sat in the background during the hearing sponsored by the senate and house education committees on his pet measure.

“They’re talking about everything but the actual bill,” Daun said sadly as critics tore into alleged “snoothing” and “over-consolidation” tactics.

Some county survey committees under the Daun bill have made “monstrous” proposals, G. C. Hamersly of Freeborn county charged. He acted as a sort of moderator, along with Senator A. L. Almen, Balaton, and Representative E. B. Herseth, Kittson county, chairman of the respective education committees working on a revised reorganization bill for the coming biennium.

Claire Dotzenrod, a rural school teacher from near Preston, said a teacher in “the red school house” can take more interest in each child than can be shown at a consolidated school far from home.

Points stressed by opponents of

school district reorganization as now set up included:

Rural voters should have more say when reorganization is voted.

A year and a half, but not more than two years, should elapse between the survey committee’s report and the final vote on the reorganization proposal in a given area.

\* \* \*

New survey committees should be named after each report.

Wherever administrative units include towns or villages, there must be adequate assurance for farmer representation on the school boards, said Mrs. Junice Sondergaard, educational director of Minnesota Farmers union.

In speaking in behalf of her school reorganization proposals, Mrs. Sondergaard urged adoption of amendments permitting counties that have voted against a school survey the past two years to raise the question again.

# 'FRIENDS' HIT SCHOOL PLAN

Anti-Reorganization Unit Gains Adherents

By TRYGVE M. AGER  
Minneapolis Tribune Staff Writer

WABASHA, MINN.—Perhaps the fastest-growing organization in Minnesota today is one called "Friends of the Rural Schools."

Made up almost entirely of rural residents, it is fighting the current school district reorganization plan at every turn.

From an inauspicious beginning in Olmsted county early last fall it has spread as far north as the Twin Cities and as far west as the South Dakota state line.

It is now fully organized in 11 counties and has laid the groundwork for organization in nine others.

Nobody knows how many members it has, because it has no membership lists, no regular dues. "Anyone's a member who says he's a member," is the way one man put it.

## CAREY MESSAGE

President of the statewide, or "Inter-county," organization is Thomas Wahlst, an Eyota farmer. Other officers are Albert Hampe, Thiefwater, vice president; Ralph Woolley, Rochester, secretary, and William Williams, Simpson, treasurer.

Working closely with these officers is a group of Wabasha, Olmsted and Winona county residents, who as public speakers have been sharing the task of carrying the Friends' message to gatherings in all parts of southeastern Minnesota.

The speakers include Cy Crawford, president of the Winona county group; Mrs. Leonard Rollins, secretary-treasurer of the Wabasha county unit; the Rev. E. Schaeferman, German Lutheran pastor of Lake City; and John R. Foley, Sr., Wabasha attorney who has been retained as legal counsel and who has represented the Friends before legislative committee hearings at the state capitol.

## DEBATES HEATED

Also active has been Mrs. Paul Schouweller, Wabasha county farm wife who is director of the state school board association for the first congressional district.

Here and there, complaints have been heard that speakers for the Friends of the Rural Schools have "crashed" meetings held for other purposes, but leaders of the organizations insist their speakers go no place where they have not been invited.

Nevertheless, the Friends seem to have been making it a

## 'FRIENDS' FIGHT SCHOOL REORGANIZATION



Crawford

Mrs. Rollins

Mrs. Schouweller

Foley

point to have spokesmen present wherever the topic of reorganization is up for discussion.

"It's nothing but plain rabble-rousing," said a school official in a southeastern Minnesota community.

## IMAGINE EVILS

"They're imagining a lot of horrors and evils that do not exist either in the law or in the reorganization idea," said another.

Meetings arranged by or for the Friends have been drawing big crowds everywhere, their leaders claim.

One county superintendent of schools told this reporter that at a state superintendent's meeting she had boasted to colleagues that she knew the people of her county well enough to know they would never allow themselves to be led in their thinking on reorganization by any outside speaker.

"But how wrong I was," she continued. "You should have seen how all these good people of mine flocked in when the Friends held a meeting. They came in droves!"

The Friends are now organized in Olmsted, Wabasha, Winona, Dodge, Houston, Fillmore, Freeborn, Mower, Goodhue, Sibley and Pipestone counties.

## FARMERS ALARMED

According to Mrs. Rollins, it was a hearing last August on the tentative report of the Olmsted county school survey committee which really brought the Friends of the Rural Schools into being.

At that hearing, she says, farmers got their first realization of the scope of the reorganization plan, and some of them became alarmed.

A petition was prepared requesting the committee to make no recommendations for reorganization and, in effect, discontinue its work. That petition received 3,700 signatures, including, it is claimed,

those of more than 80 per cent of the school board officials who had voted in favor of a survey being made.

Despite the petition the committee went ahead with its task of preparing a final report.

Crawford claims this was done on instructions from either the state department of education or the state advisory commission on school reorganization which feared that if Olmsted should withdraw from the program other counties might follow suit.

In face of the survey committee's refusal to heed the petition, some of the signers decided they were going to have a fight on their hands and agreed to organize. That, they say, is how the Friends started.

It is plain that the Friends are out to delay, disrupt and ultimately defeat the reorganization program. But the reasons their leaders give for this position are apt to be both vague and various.

They have not yet assembled their objections into a clear-cut statement of policy, nor have they found time for working out a counter-proposal or plan for guiding school district consolidation—a trend which most of them agree is bound to continue.

This has been particularly annoying to many county survey workers who complain that the Friends only fear-down and criticize the work of others without having anything constructive to offer in its place.

Among the criticisms the Friends frequently direct at the

reorganization program are the following:

- Replacing a number of small school districts with one big one is "undemocratic" because it abolishes all the local boards and puts all authority into the hands of one six-man board.

- Reducing the number of school districts in the state from the present 7,500 to less than 500 would create "an ideal setup for a Communist seeking power."

- The small rural school—"the cradle of democracy"—should be preserved as long as possible rather than speeded to its death.

- The reorganization program is unnecessary because the state now has legal machinery for effecting consolidation by petition.

- Reorganization will mean higher taxes for the farmer, who doesn't mind paying his full proportionate share of cost of educating a child, but who doesn't want to be stuck for the cost of "football stadiums, tennis courts, etc." which will benefit the urban population almost exclusively.

- The proposed large districts will require a highly developed school bus system and gigantic road building program.

- Large consolidated districts would probably operate their own school buses instead of relying on independent bus drivers as is now common practice. This would, under state law, deprive parochial schools of the bus service they have come to depend upon.

- If the small school districts disappear, then townships may be next in line for elimination—after them the small rural churches.

# SCHOOLS CITE MERGER NEED

All Should Share  
Costs, Officials Say

By TRYGVE M. AGER  
Minneapolis Tribune Staff Writer

DELAVAN, MINN. — If critics of Minnesota school reorganization knew how much the plan would help high schools, opposition would stop, officials of nine high school districts were told at a conference here.

The opinion was expressed by Merle Wood, Huntley, Minn., who presided at a conference of officials from seven Faribault county and two Martin county high school districts.

Chief subject of discussion was the opposition to reorganization being raised by the Friends of Rural Schools group.

The "Friends" have been actively fighting reorganization, aim of which is to merge Minnesota's 7,500 school districts into about 500. To the high school districts serving rural areas, however, reorganization offers a ray of hope for rescue from a welter of pressures and problems, chiefly financial.

## 'SELLING' NEED STRESSED

That's why the school officials, about 50 of them, gathered here Friday to talk things over. They took no action, other than agreeing informally that eventually it may fall to them to get out and "sell" the reorganization idea in their home communities. For the time being they are going to wait and see what the legislature does.

Their discussion made it clear that high school districts have been put on the spot by steadily increasing enrollments, coupled with higher costs of operation and heightened educational standards.

Harold Zupp, member of the Briceyn school board, singled out non-resident pupils as a "main problem" and questioned whether his district could much longer afford to "subsidize" them. Dr. Allen Baird, another member of the Briceyn board, said the district "lost" \$4,000 last year on non-resident pupils.

In other districts reporting the story was much the same, with costs of educating a non-resident high school pupil far exceeding the tuition paid by state and by pupil's home district.

Since the 1946-47 school year this tuition has totaled \$165 per pupil, with \$75 coming from state funds and the balance from home district. Since none of the schools reporting Friday has been able to educate a high school pupil at much less than \$200 (in some instances it ranged up toward \$300), this means the high school district has to stand the difference between the actual cost and the tuition received.

At Briceyn, according to Zupp, it has gotten to point where the board may some day have to consider elimination of non-resident high school pupils.

N. H. Bortz, Minnesota Lakes superintendent, suggested high schools of the county might get together and agree on demanding a tuition fee adequate to cover all expenses of educating non-resident pupils.

## MERGE SMALL DISTRICTS

Unless a rural child lives in a high school district he has no legal right to attend a high school, and this situation puts the high school districts in a position where they can apply various kinds of pressure if they wish. But Wood, as presiding officer, emphasized that is not the present intention.

The reorganization program would to a large extent solve this dilemma by merging a number of small school districts into one large enough to support an adequate high school, Wood pointed out.

Present inequalities were pointed up by Clifford Wood of Delavan.

He said an adjoining school district, which ordinarily sends its children to Delavan schools has a school tax rate of only one mill, while in the Delavan district the school tax rate is 43 mills on agricultural land and 59 mills on non-agricultural.

# NEW SCHOOL ACT DRAFTED

Compromise Made  
in Merger Setup

By WALLACE MITCHELL  
Minneapolis Tribune Staff Writer

Agreement was reached Tuesday on changes aimed at appeasing rural objections to Minnesota's school district reorganization act.

The proposals follow the pattern adopted by the senate education committee. The senate version of the reorganization act revision comes up for final passage today.

The act, passed by the legislature in 1947, has run into opposition in many parts of the state. Many rural legislators this year have questioned the advisability of extending the law by which the state hopes to reduce its 7,000 school districts to a more economic number.

Rep. Stanley Holmquist, Grove City, chairman of a subcommittee of the house education committee,



reported the recommended changes. He conceded that they still may be opposed, but expressed hope that they will enable the act's extension as requested by the governor.

One of the chief amendments would slow down reorganization to a slight extent. County committees formed to survey likelihood of school district reorganization for more economic operation have encouraged shifts of pupils to larger schools.

In many instances, this placed heavy loads on transportation facilities and required grade school pupils to spend relatively long periods in traveling.

That provision would be aimed

at to encourage use of smaller units, chiefly among the elementary schools.

Objections from rural residents that they often are outweighed in consideration of reorganization are met by two proposed amendments.

Rural residents of a school district often complain that communities in the district control the vote on whether recommend-

ed reorganization plans should be made effective. In a recent Ramsey county election on reorganization, urban residents protested they were outweighed by the votes from the rural area.

Under the proposed amendment, a reorganization plan would have to carry both the rural and urban areas.

Another amendment would make it mandatory that in a pro-

posed re-formed district, the school board shall be made up of two urban residents, two rural residents, and two selected at-large.

Proposed amendments extend privileges of reorganization to those counties that rejected it when it was first offered under the 1947 law. Tentative reports of survey committees would be due before December, 1950, and final reports by June 1, 1951.

*Senate 67th Day April 7, 1949*

S. F. No. 675: A bill for an act relating to the survey for reorganization of school districts; amending Laws 1947, Chapter 421, Sections 2, 4, 6, 8, 9, 12, 13, and 14, and adding three new sections, numbered 16, 17 and 18.

Was read the third time and placed on its final passage.

The question being taken on the passage of the bill,

And the roll being called, there were yeas 50, and nays none, as follows:

Those who voted in the affirmative were:

Almen	Dennison	Johnson, C.E.	O'Brien	Sullivan
Andersen, E.L.	Dernek	Lauerman	Pedersen	Swenson
Baughman	Dietz	Ledin	Peterson, E.L.	Vukelich
Bushnell	Duemke	Lightner	Rogers	Wahlstrand
Butler	Feldt	Lofvegren	Rosenmeier	Wefald
Carey	Goodhue	Masek	Siegel	Welch
Carr	Grottum	Mayhood	Simonson	Welle
Dahle	Hagen	Nelsen	Sinclair	Wright
Dahlquist	Imm	Neumeier	Sletvold	Wuertz
Davis	Johanson	Novak	Spokely	Zwach

So the bill passed and its title was agreed to.

69th  
Legislative  
Day  
Wed, April 13,  
1949

House

S. F. No. 675. A bill for an act relating to the survey for reorganization of school districts; amending Laws 1947, Chapter 421, Sections 2, 4, 6, 8, 9, 12, 13, and 14, and adding three new sections, numbered 16, 17 and 18.

Was read the third time and placed upon its final passage.

The question being taken on the passage of the bill,

And the roll being called, there were yeas 108, and nays 0, as follows:

Those who voted in the affirmative were:

Anderson, A. B.	Ehrenberg	Illsley	Memmer	Ryan
Anderson, V. F.	Enestvedt	Iistrup	Mills	Ryti
Appeldorn	Erdahl	Iverson	Morberg	Schenck
Aune	Erkel	Johnson, A. I.	Moriarty	Schwanke
Basford	Ernst	Johnson, L. A.	Mueller	Searles
Bergerud	Felt	Johnson, M. N.	Murk	Shipka
Biernat	Flom	Kaplan	Nelson	Silvola
Blomquist	Frederickson	Keller	Norman	Swanson
Bondhus	French	Kinzer	Oberg	Swanstrom
Burroughs	Gesell	Knutson	O'Brien	Talle
Burtness	Gibbons	Kosloske	Olson	Thompson
Carlson	Gillen	LaBrosse	O'Malley	Tomczyk
Christie	Hag	Langley	Otto	Tucker
Cina	Hagland	Lee	Peterson, P. K.	Tweten
Clark	Halverson	Lejk	Podgoraki	Volstad
Crowwell	Hegstrom	Letnes	Prifrel	Voxland
Dahle	Herseth	Lundeen	Richardson	Wanvick
Day	Herzog	Lundrigan	Riedner	Wegner
Dirlam	Hill	Lux	Rinke	Welch
Dixon	Holmquist	Madden	Root	Windmiller
Dominick	Holtan	Mattson	Rundquist	
Dunn	Howard	Meihofer	Rutter	

So the bill was passed and its title agreed to.

Mr. Herseth moved that the report of the Conference Committee on S. F. No. 675 be adopted, and that S. F. No. 675 be re-passed, as amended by the Conference Committee.

Which motion prevailed.

73rd Day]

WEDNESDAY, APRIL 20, 1949

25

S. F. No. 675. A bill for an act relating to the survey for reorganization of school districts; amending Laws 1947, Chapter 421, Sections 2, 4, 6, 8, 9, 12, 13, and 14, and adding three new sections, numbered 16, 17 and 18.

Was read the third time, as amended, and placed upon its final passage.

The question being taken on the re-passage of the bill, as amended,

And the roll being called, there were yeas 112, and nays 0, as follows:

Those who voted in the affirmative were:

Allen	Dirlam	Iverson	Mosier	Schenck
Anderson, A.B.	Dixon	Johnson, A.I.	Murk	Schwanke
Anderson, H.R.	Dominick	Johnson, L.A.	Nelson	Searles
Anderson, J.A.	Ehrenberg	Johnson, M.N.	Nordin	Sheran
Anderson, V.F.	Eneatvedt	Kaplan	Norman	Shipka
Appeldorn	Erkel	Karas	Oberg	Silvola
Aune	Felt	Knutson	O'Brien	Swanson
Basford	Flom	Kosloske	O'Malley	Swanstrom
Beanblossom	Frederickson	LaBrosse	Olson	Talle
Bergerud	French	Langley	Omtvedt	Thompson
Biernat	Gesell	Lejk	Otto	Tomeczyk
Blomquist	Goodin	Letnes	Peterson, O.	Tucker
Bondhus	Greer	Lundeen	Peterson, P.K.	Tweten
Burroughs	Halverson	Lundrigan	Podgoraki	Volstad
Burtness	Hegstrom	Lux	Prifrel	Voxland
Carlson	Herseth	Madden	Reed	Waibel
Chilgren	Herzog	Matchan	Richardson	Wanvick
Christie	Hill	Mattson	Riedner	Welch
Cina	Holm	McReynolds	Rinke	Windmiller
Clark	Holmquist	Melhofer	Root	Mr. Speaker
Crowell	Howard	Memmer	Rundquist	
D'Aquila	Hilsley	Mills	Rutter	
Dickinson	Hstrup	Morberg	Ryti	

So the bill was re-passed, as amended, and its title agreed to.

Mr. Almen moved that the foregoing recommendations and Conference Committee report on S. F. No. 675 be now adopted.

Which motion prevailed.

Which recommendations and Conference Committee report were adopted.

The question being taken on the re-passage of the bill, as amended,

And the roll being called, there were yeas 55, and nays none, as follows:

Those who voted in the affirmative were:

Almen	Dernek	Johanson	Nelsen	Spokely
Andersen, E.L.	Dietz	Johnson, C.E.	Neumeier	Sullivan
Anderson, E.P.	Dougherty	Johnson, J.A.	Novak	Swenson
Anderson, M.H.	Duemke	Julkowski	O'Brien	Vukelich
Baughman	Feldt	Lauerman	Pedersen	Wahlstrand
Bridgeman	George	Ledin	Peterson, E.	Wefald
Bushnell	Goodhue	Lofvegren	Peterson, E.L.	Welch
Butler	Grottnum	Masek	Revenmeier	Welle
Carey	Hagen	Mitchell	Siegel	Wright
Davis	Harrison	Mullin	Sinclair	Wuertz
Dennison	Imm	Myre	Sletvold	Zwach

So the bill, as amended, re-passed and its title was agreed to.

July, 1950

LEGISLATIVE ROLL CALLS 1949 Session

1) H. F. No. 1814. A bill for an act creating an interim commission to make a study of the veterans' preference in public employment and civil service laws of this state; requiring the commission to make a report covering recommended amendments to and revisions of existing laws to the next regular session of the legislature and appropriating money therefore. Passed the House by a vote of 80 yeas to 18 nays; passed the Senate by a vote of 63 yeas to 0 nays.

2) H. F. No. 810. A bill for an act proposing a convention to revise the Constitution of the State of Minnesota. The bill was lost in the House by a vote of 80 yeas to 40 nays (a two-thirds vote was required).

3) Root Amendment to H. F. No. 576. This would have provided that a referendum be required for the construction of more than 1000 family units. This amendment was lost in the House by a vote of 72 yeas to 37 yeas. The bill itself covered public housing for low-income groups and provided that no referendum was required for such slum clearance where financial assistance is provided by the federal government or any agency or instrumentality thereof was then passed in the House by a vote of 112 yeas to 0 nays and in the Senate by a vote of 59 yeas to 0 nays.

4) S. F. No. 352. A bill for an act relating to public health and to the control of preventable diseases; to authorize counties to establish and join in establishing county or multiple county health departments; to provide for financing by local, state and federal governments and for private gifts; to provide for boards of health and full time health officers; to provide for the suspension under certain circumstances of existing local boards of health and health officers; to provide for promulgation by county boards of regulations for preservation of public health. Passed the House by a vote of 112 yeas to 0 nays; passed the Senate by a vote of 49 yeas to 0 nays.

5) H. F. No. 700. A bill for an act relating to state aid for schools, providing tuition for pupils and revenue therefore. In the House, Mr. Shipka moved to amend the bill to include aid for junior colleges. This amendment was defeated by a vote of 80 yeas to 23 yeas. In the Senate, there was an effort by city Senators to secure for schools in cities of the first class as a minimum amount for each pupil unit the same proportionate aid per pupil unit as the state wide average aid per pupil unit. Senator Siegel's amendment was lost by a vote of 46 yeas to 20 yeas. The bill then passed the House by a vote of 124 yeas to 0 nays; passed the Senate by a vote of 48 yeas to 19 nays.

6) S. F. No. 675. A bill for an act relating to the survey for reorganization of school districts. Passed the Senate by a vote of 50 yeas to 0 nays; passed the House by a vote of 108 yeas to 0 nays.

Perfect League score:

	1	2	3	4	5	6
Senate	Y			Y	Y	Y
House	Y	Y	N	Y	Y	Y

Key to Symbols Used

Y - Yea  
N - Nay  
NV - Not voting  
AY - Announced for

League of Women Voters of Minnesota  
84 South Tenth Street, Room 406  
Minneapolis 2, Minnesota

July, 1950

LEGISLATIVE ROLL CALLS

<u>LEAGUE</u>	<u>LEGIS. DISTRICT</u>	<u>LEGISLATORS</u>	1	2	3	4	5	6
ASTON-LAKELAND	43	Senator Neumeier	Y			Y	Y	Y
		Representatives Howard	NV	N	Y	Y	Y	Y
		O'Brien	Y	N	Y	Y	Y	Y
AXOKA	44	Senator Ledin	Y			Y	Y	Y
		Representative Nordin	Y	Y	Y	NV	Y	Y
ATWATER	25	Senator Wahlstrand	Y			Y	Y	Y
		Representatives Felt	Y	Y	N	Y	Y	Y
		Johnson, A. I.	N	N	N	Y	Y	Y
AUSTIN	5	Senator Wuertz	Y			NV	Y	Y
		Representatives Holtan	NV	Y	N	Y	Y	NV
		Herzog	Y	Y	N	Y	NV	Y
BATTLE LAKE	50	Senator Butler	Y			NV	Y	Y
		Representatives Anderson, J. A.	Y	N	Y	Y	Y	Y
		Aune	Y	N	NV	Y	Y	Y
		Dunn	NV	N	NV	NV	Y	NV
		Windmiller	Y	Y	Y	Y	Y	Y
BENIDJI	62	Senator Bridgeman	Y			Y	Y	Y
		Representatives Chilgren	Y	Y	N	NV	Y	Y
		Dickinson	Y	N	Y	Y	Y	Y
BUFFALO	27	Senator Welch	Y			Y	Y	Y
		Representatives Ilstrup	Y	Y	N	Y	Y	Y
		Lee	NV	N	Y	Y	Y	NV
CASS LAKE	52	Senator O'Brien	Y			Y	Y	Y
		Representatives Lundrigan	Y	Y	NV	NV	Y	Y
		Shipka	Y	Y	N	Y	Y	Y

## Legislative Roll Call 2

July, 1950

			1	2	3	4	5	6
COLUMBIA HEIGHTS	44	Senator Ledin	Y			Y	Y	Y
		Representative Nordin	Y	Y	Y	NV	Y	Y
DULUTH	57 (set two) 58 59 (over)	Senator Rogers Representatives O'Malley Wanvick	Y			Y	N	NV
			Y	N	N	NV	Y	Y
			NV	Y	N	Y	Y	Y
EXCELSIOR	36 S	Senator Miller Representative Matchan	Y			Y	Y	NV
			NV	NV	NV	Y	Y	Y
FERGUS FALLS	50	Senator Butler Representatives Anderson, J. A. Aune Dunn Windmiller	Y			Y	Y	Y
			Y	N	Y	Y	Y	Y
			Y	N	NV	Y	Y	Y
			NV	N	NV	NV	Y	NV
			Y	Y	Y	Y	Y	Y
GOLDEN VALLEY	36 N	Senator Miller Representative Haeg	Y			Y	Y	NV
			NV	N	Y	Y	NV	NV
GRANITE FALLS	13	Senator Almen Representatives Nelson Peterson, O.	Y			Y	Y	Y
			Y	Y	N	Y	Y	Y
			Y	Y	Y	Y	Y	Y
GROVE CITY	26	Senator Simonson Representative Holmquist	Y			Y	Y	NV
			Y	Y	N	Y	Y	Y
HIBBING	60	Senator Peterson, E. Representatives D'Aquila Rutter	Y			Y	Y	Y
			Y	Y	N	NV	Y	Y
			Y	Y	N	Y	Y	Y
HUTCHINSON	22	Senator Nelsen Representative Ernst	Y			Y	Y	Y
			NV	N	NV	Y	Y	NV
JACKSON	10	Senator Grottum Representatives Bondhus Frederickson	Y			Y	Y	Y
			Y	Y	N	Y	Y	Y
			Y	Y	N	Y	Y	Y

Duluth

59

Senator  
Durr  
Rep.  
H. Rouse  
Swenson

1 2 3 4 5 6

y y y y

y y n y yy

Y Y N Y Y Y

[illegible]

## Legislative Roll Calls - 3

July, 1950

			1	2	3	4	5	6
KASSON	5	Senator Wuertz	Y			NV	Y	Y
		Representatives Holtan	NV	Y	N	Y	Y	NV
		Herzog	Y	Y	N	Y	NV	Y
KNOLLWOOD PARK	42 N	Senator Anderson, E. L.	Y			NV	Y	Y
		Representative Allen	NV	N	NV	NV	Y	Y
LAKE CITY	3	Senator Carlay	Y			Y	Y	NV
		Representative Richardson	Y	Y	N	Y	Y	Y
MARTONEDI	43	Senator Neumeier	Y			Y	Y	Y
		Representatives Howard	NV	N	Y	Y	Y	Y
		O'Brien	Y	N	Y	Y	Y	Y
MANKATO	8	Senator Imm	Y			NV	Y	Y
		Representatives Sheran	NV	Y	N	NV	Y	Y
		Croswell	Y	Y	NV	Y	Y	Y
MINNEAPOLIS	28	Senator Julkowski	Y			Y	N	Y
		Representatives Tomczyk	N	Y	N	Y	Y	Y
		Biernat	N	Y	N	Y	Y	Y
	29	Senator Duemke	Y			Y	N	Y
		Representatives Murd	N	Y	N	Y	Y	Y
		Wegner	Y	NV	N	Y	Y	NV
	30	Senator Wright	Y			Y	N	Y
		Representatives Bergerud	Y	Y	N	Y	Y	Y
		Christie	Y	Y	N	Y	Y	Y
	31	Senator Mayhood	Y			NV	N	NV
		Representatives Hagland	NV	Y	N	Y	Y	NV
		Johnson, L. A.	NV	Y	N	Y	Y	Y
	32	Senator Anderson, M. H.	Y			NV	N	Y
		Representatives Lundeen	Y	Y	Y	NV	NV	Y
		Volstad	NV	Y	N	Y	Y	Y

## Legislative Roll Calls - 4

July, 1950

			1	2	3	4	5	6
MINNEAPOLIS (Cont'd)	33	Senator Harrison	NV			NV	N	Y
		Representatives						
		French	Y	N	Y	Y	Y	Y
		Root	Y	N	Y	Y	Y	Y
	34	Senator						
		Fiedt	Y			Y	N	Y
		Representatives						
		Peterson, P. K.	Y	Y	N	Y	Y	Y
		Welch	Y	Y	N	Y	Y	Y
	35	Senator						
		Mullin	Y			Y	N	Y
		Representatives						
		Goodin	N	Y	N	Y	Y	Y
		Mosier	N	Y	N	NV	Y	Y
	36	Senator						
		Miller	Y			Y	Y	NV
		Representatives						
		Matchan	NV	NV	NV	Y	Y	Y
		Haeg	NV	N	Y	Y	NV	NV
MINNETONKA	36 S	Senator						
		Miller	Y			Y	Y	NV
		Representative						
		Matchan	NV	NV	NV	Y	Y	Y
MOUND	36 S	Senator						
		Miller	Y			Y	Y	NV
		Representative						
		Matchan	NV	NV	NV	Y	Y	Y
NEW PRAGUE	17	Senator						
		Diets	Y			Y	Y	Y
		Representative						
		Erkel	Y	N	Y	Y	Y	Y
NEW RICHLAND	16	Senator						
		Baughman	Y			NV	Y	Y
		Representatives						
		Hartle	Y	Y	Y	Y	Y	Y
		Dahle	Y	Y	N	NV	Y	NV
NEW ULM	14	Senator						
		Zwach	Y			Y	Y	Y
		Representatives						
		Burroughs	Y	N	Y	Y	Y	Y
		Waible	N	N	NV	Y	Y	Y
		Dirlam	NV	Y	NV	NV	Y	Y
NORTHFIELD	18	Senator						
		Goodhue	Y			Y	Y	Y
		Representative						
		Illsley	Y	Y	NV	Y	Y	Y

## Legislative Roll Calls - 5

July, 1950

			1	2	3	4	5	6
OLIVIA	23	Senator Lauerman	Y			Y	Y	Y
		Representative: Enestvedt	N	N	NV	NV	Y	Y
OWATONNA	16	Senator Baughman	Y			NV	Y	Y
		Representatives Hartle	Y	Y	Y	Y	Y	Y
		Dahle	Y	Y	N	NV	Y	NV
PARK RAPIDS	63	Senator Sletvold	NV			Y	Y	Y
		Representatives Norman	Y	Y	N	Y	Y	Y
		Basford	N	Y	N	Y	Y	Y
RED WING	19	Senator George	Y			Y	Y	Y
		Representatives Voxland	Y	Y	Y	Y	Y	Y
		Langley	Y	Y	N	Y	Y	Y
ROCHESTER	4	Senator Burdick	Y			Y	Y	NV
		Representative Madden	Y	Y	N	Y	Y	Y
ST. CLOUD	45	Senator Sullivan	Y			NV	Y	Y
		Representatives Kosloske	Y	N	N	Y	Y	Y
		Reed	Y	Y	N	Y	Y	Y
ST. PAUL	37	Senator Peterson, E. L.	Y			NV	NV	Y
		Representatives Beanblossom	Y	Y	N	Y	Y	Y
		Gibbons	Y	N	N	Y	Y	Y
	38	Senator Novak	Y			NV	N	Y
		Representatives Prifrel	NV	Y	N	NV	Y	Y
		Podgorski	NV	Y	N	Y	Y	Y
	39	Senator Masek	Y			NV	N	Y
		Representative Meihofer	Y	Y	N	Y	Y	Y
	40	Senator Lightner	Y			NV	N	NV
		Representatives Otto	Y	Y	N	Y	Y	Y
		Hill	Y	Y	Y	Y	Y	Y

## Legislative Roll Calls - 6

July, 1950

			1	2	3	4	5	6
ST. PAUL (Cont'd)	41	Senator Siegel	Y			NV	N	Y
		Representatives Carlson	Y	AY	N	Y	Y	Y
		Memmer	Y	N	Y	NV	Y	Y
	42	Senator Anderson, E. L.	Y			NV	N	Y
SOUTH ST. PAUL	20	Senator Dennison	Y			Y	N	Y
		Representative Gillen	Y	Y	N	Y	Y	NV
TRACY	13	Senator Almen	Y			Y	Y	Y
		Representatives Nelson	Y	Y	N	Y	Y	Y
		Peterson, O.	Y	Y	Y	Y	Y	Y
TWO HARBORS	57	Senator Dahle	Y			Y	N	NV
		Representatives Omtvedt		N	N	N	Y	Y
		Anderson, A. B.	NV	N	Y	Y	Y	Y
WABASHA	3	Senator Carley	Y			Y	Y	NV
		Representative Richardson	Y	Y	N	Y	Y	Y
WASECA	16	Senator Baughman	Y			NV	Y	Y
		Representatives Hartle	Y	Y	Y	Y	Y	Y
		Dahle	Y	Y	N	NV	Y	NV
WHITE BEAR LAKE	41	Senator Siegel	Y			NV	N	Y
		Representatives Carlson	Y	AY	N	Y	Y	Y
		Memmer	Y	N	Y	NV	Y	Y
	43	Senator Neumeier	Y			Y	Y	Y
		Representatives Howard	NV	N	Y	Y	Y	Y
		O'Brien	Y	N	Y	Y	Y	Y
WORTHINGTON	11	Senator Davis	Y			Y	Y	Y
		Representatives Halverson		N	N	Y	Y	Y
		Searles	NV	Y	Y	Y	Y	Y

	1	2	3	4	5	6
59- Francis LaBrosse	Y	Y	Y	Y	Y	Y
Dwight Swanstrom	Y	Y	Y	Y	Y	Y
Carr (Senator)	Y			Y	<del>Y</del>	<del>Y</del>
	Y			Y	Y	Y

Introduction by Mary: Presenting Miss Stuhler etc.

BARB: First of all, some background on the legislature: We have the Senate with 67 members, elected for four years, one from each legislative district in the state. And we have the House with 131 members, elected for 2-year term. The number allowed from each legislative district in the House is from one to four representatives based on the most recent population apportionment of 1913. The legislature opens on .....

MARY LOU: The first Tuesday after the first Monday in January of each odd (pounding her gavel) numbered year. Special sessions can be called at any time by the governor. Regular sessions last 90 legislative days and can't adjourn for more than 3 days, Sundays and holidays excepted. There is no limitation on the length of special sessions, except that members are paid \$10 a day with a maximum of \$300 for the session.

BARB: Here, let me introduce the Speaker of the House for our session today....Mrs. Marshall Palmer. I think you'd be the best one, Mrs. Palmer, to tell us how you got your job.

MARY LOU: Well, as you know, I was elected without party designation. But.. hrmph, hrmph, I was party endorsed, of course.

BARB: What do you mean . . . endorsed?

MARY LOU: My party people worked for me, backed me, but I didn't actually wear a label, and I wasn't labelled on the the ballot. There were a lot who were backed by the same party or group, whichever you want to call it. Anyway, we all won, so at our party caucus a week or more after the election, we worked on some of the independents and each other... You remember, . . . you know how it was (turning to Hope)

HOPE: You bet I do, there was a lot of talking, arguing, selling, moving around

MARY LOU: And everyone settling the jobs and appointments

HOPE: Yes, and much promoting of you. Palmer's the one, they all said. No election upsets for you, eh (laughs)

MARY LOU: And oh, and remember when that independent . . .

HOPE: Yes, yes, the one who walked out. We got that all fixed up . . . Someone said, "Now wait a minute, old girl, we need somebody from your district for the Rules committee.

MARY LOU: Well, it all worked out. Our group mustered 66 votes out of 131 which we needed to become the majority group in the House. And I was named Speaker. It's a plum of a job all right. I determine who shall speak on the floor. More interesting than that, I name the chairmen and members of the standing committees. You understand I had all the choice committee appointments figured out already.

BARBARA: The same arrangements go in the Senate except that there, instead of a Speaker, since the Lt. Gov. is the presiding officer, an Organization Committee is nominated at the party caucuses. The vote when the Senate opens results in one group getting a majority and this Organization Committee makes the committee assignments. Actually, the committees line up something like this . . . influential members of the majority group head the important committees. Independents may have some good assignments, perhaps even a chairmanship. Members seek places that will enable them to advance legislation in which they are interested. One Committee stands out above all others in importance... The Rules Committee. It directs legislative procedures. It even may become a special committee on business to be considered toward the end of a Session... so you see it actually makes up the calendar of bills to go before the House if adopted by a majority vote. This often acts as a control to exclude unimportant bills and sometimes to exclude important bills.

MARY: All right. That's your background. Now we're going to pretend the legislature is in session. In fact, we've been in session a couple of weeks. Bills are piling up on the Speaker's desk.

BARBARA: The bills have been drafted in committee with legal aid from the attorney general's staff. The bills have been prompted by direction or request from the state administration the committees, themselves, or by lay or professional groups. The bills can't go on the Speaker's desk without signatures. The signatures are those of the authors or sponsors. The Senate rules say . . . three authors at the most, the House says five. Generally, authors of a bill are wisely enough, members of the majority group. That means better going for the bill.

MARY: Today we're going to deal with just one bill... the County Unit Health bill. A lot of you may remember this bill from the 1947 legislative session. It passed the Senate, but didn't go through the House. We're going to pass it in the House, today, anyway, with the hope that that is what will happen when the 1949 legislature meets. The County Unit Health bill is on the Speaker's platform along with a lot of other bills.

MARY LOU: (raps for attention, reads:)

House File 1..Leg. Res. Council, Memmer, Rogoshesky Leg. Research Committee

House File 293, Housing, French, Hughes, Madden, Ilstrip, Housing Committee

House File 277, State Aid for Education, Herseth, Education Committee

House File 4, Public Health Nursing, Health Committee

House File 150, County Unit Health Bill, Health Committee

BARBARA: Actually, the presiding officer is supposed to read the bills in full when he refers them to a committee, but this is never done. He summarizes the bill, briefly, sends it off to committee. This is called the first reading of a bill. Before a bill becomes law, it will have three readings.

MARY LOU: House File 150, County-Unit Health Bill

Reads Summary (Enclosed to Mary Lou)

BARBARA: At the first reading of a bill, objections can be made, but they seldom are, since ample opportunity remains, in committee and on the floor, to head off unwanted legislation. The bill is now in the Health Committee. Here's what can happen. The committee can recommend that the bill passes, can amend the bill, can indefinitely postpone it which means killing it for the session, can return it to its sponsors which is another way of putting it to death, can pigeon-hole it which means ignoring it, can report it unfavorably or pass it out of the committee without any recommendation. The most favorable action a committee can take is to introduce a bill back in the House as a committee bill. Incidentally, a committee makes no pretense of studying all the bills before it... some are unimportant. If they are unusually complicated a subcommittee will report on them, and the main committee will usually abide by the subcommittee's recommendations,..... The Committee is now in session!

CHAIRMAN OF COMMITTEE: First...umm, er, yes, oh, here it is. The County Unit Health bill, ladies. House File 150. We've already had an explanation of this bill. Are there any members of the committee who would like to express an opinion today?

RURALITE:

Yes, but I don't know. I don't see that we need any more inspectors than we've got, now. They're duplicating each other's work, already. It certainly doesn't give us any more Doctors, either. Doctors! This bill is aimed at helping the rural people prevent disease and accident.. it's not a cure proposition, but a preventive one. They need county health boards that will give them the same kind of service the cities get from their health boards. If we're going to raise health standards in this state, the rural people have to have on-the-spot programs to show them how to avoid accidents, how to save more lives of mothers and babies, how to protect themselves against common diseases like diphtheria..

FARMER:

If I may say so, I think my colleague here has a few points. Now don't misunderstand me. This is a fine bill... it's a step in the right direction, but it may strike the folks back home as pretty expensive. First thing we know they'll be asking us for an appropriation. We gotta consider that possibility in the future.

RURALITE:

That's right. Folks down my way are a pretty rugged lot. Arn't going to like the looks of things if they don't know how much it's going to cost them. I've been thinking about this. Seems to me this bill ought to give a financial boost to the communities that want to go in for health units. Or put a ceiling on what ought to be spent for this kind of thing. Just isn't sensible not to know what you're aiming for ...

IRATE ONE:

Well, the facts I've gathered show that rural people spend around 50 cents per capita for public health assistance now. If they use this bill, it would probably cost them around \$1.50. But they'd be getting something.

FARMER:

Probably seems strange for a farmer like me to be talking a little against something to benefit my own people. I just like to think out all sides. Got to remember, too, this is just permissive legislation. People don't have to set up the county union if they don't want to. But I don't know... I think we ought to give them the privilege of doin' it . . . Maybe keep a lot of kids from getting sick all the time.

OTHER  
COMMITTEE  
WOMAN:

Ladies, ladies, may I add to that statement. This bill is a step in the right direction. Minnesota is the only state in the upper midwest without a law permitting full time local health departments. 41 states in the union have now modernized their provisions for health protection of rural citizens.

CHAIRMAN:

Perhaps this is the time to hear from others on the subject of this bill. Anyone in this room who wishes to speak either for or against this bill, please do so now.

Remarks from the floor

RURALITE:

In view of probable future difficulties with this bill... possible appropriations and a raise in taxes, I wish to move to return this bill to its authors for further working over.

Babble of voices...rumbles of anger etc., etc.

CHAIRMAN:

Is there a second?

No answer

CHAIRMAN:

Any further remarks?

MR. RATE ONE:

Well, I move the Committee recommend this bill, House File 150, to the House for passage.

CHAIRMAN:

Second?

SOMEONE:

Second.

CHAIRMAN: It has been moved and seconded to send House File 150 back to the House, recommended for passage. May I hear the ayes?

(5 ayes are heard)

CHAIRMAN: The noes.

(one is heard)

CHAIRMAN: The motion is carried. If there is no further business tonight - our time is up - will someone move for adjournment?

(Motion for adjournment)

Committee files out.

BARBARA: In having persons speak from the floor at this committee hearing, we have combined in one meeting what generally takes place in several meetings of a Committee. Now the bill is back in the House, committee recommended, which as I said before, is very favorable. It is ready for its second reading which is a routine and hurried reading of a list of bills that are out of committee. The bill is now printed and each legislator is given a copy. It has been placed on General Orders which is the order of business under which bills are taken up, based on their appearance out of committee. But what if the bill is way down on the list, and interested persons are anxious to get it a hearing on the floor?

SPEAKER: A Special Order for the bill may be secured. Any member may, 48 hours in advance, designate the House file number and title of a certain bill and specify the day and time upon which the motion for Special Order is to be made.

(Speaker now asks audience which we pretend is the House for a motion to place House File 150 on Special Orders for March 12th, 2:30. Speaker calls for ayes. All those in favor - aye. Must have two-thirds vote. Barbara tells audience to say "yes".

BARBARA: Now, you've assured consideration of the bill, and all interested persons can be there at the proper time...the time the bill will be discussed. All right, 48 hours have elapsed.

SPEAKER: Raps gavel. We have a Special Order scheduled for this time. House File 150, County Health Unit bill...

BARBARA: Now, when a bill comes before the House for consideration, the House, by a vote, turns itself into what is called a Committee of the Whole. This is done to allow for unlimited debate and discussion, and it's done so that the rules of the House don't have to apply. When the House becomes the Committee of the Whole, the Speaker or the President of the Senate, <sup>as the case may be,</sup> always calls for someone else to preside in his place.

MARY LOU: I would now like to call on the lady from Storm Center County to take over the chair.

(Hope steps up to preside)

BARBARA: This is the time the sponsors of the bill speak out in favor of the bill. Others may speak against it. If there do not seem to be enough people favoring the bill, or friends of the measure are not present, the sponsors call for "progress" which means putting off discussion for another day, to give the sponsors time to promote the bill favorably. Today, however, it looks as though an overwhelming majority from the floor are in favor of the County Health Unit bill.

HOPE RAPS

AND SAYS: The Chair recognizes the lady from Enid County.

LADY FROM ENID COUNTY: You are all now acquainted with the provisions of House File 150, County Unit Health bill. I now move we recommend House File 150 to the House for passage.

CHORUS OF AYES . . . .

BARBARA: Thus the Committee of the Whole closes its discussion, and resumes its character as the House where it hears that this bill has been recommended for passage. Now here, the House can suspend the rules by a two-thirds vote in order to vote on the bill at once. Or it can go on the Calendar for Third reading and final vote. The final vote is always taken by the recording of the individual ayes and nays.

(Laughs and says:)

For brevity's sake, we'll say that our County Health Unit bill has now been voted on by the House and was passed. Does anyone know what happens next?

(Someone in the audience may answer that it goes to the other house. Barbara will pick up from the answers what remains to be explained.... the substitution of bills, a Conference Committee, Engrossing, and the Governor's signature. All briefly.)

MARY: We want to thank everyone for listening so graciously to our presentation, this afternoon. We hope it was a step in the right direction to clarify the proceedings in the legislature which we have found to be rather complicated, but thoroughly necessary to the protection of everyone's interests and needs in our state. Thank you.

1949 League F. C.

#### LEGISLATIVE CLASS

1. Organize a class of selected women. Make it a great honor to be in the class. Women have to serve an apprenticeship before they are ever allowed to work in the legislature. There will be no interviewing the first month for anybody in the class.
2. Class meets once a week at the Capitol, six weeks prior to the session - Monday morning is a good time. They must give one whole day a week at the legislature and be on call and early or late, for a quick poll.
3. Sheets are given to them on lobbying technique, legislative procedure.
4. Rehearse all interviews on every subject and anticipate all objections.
5. Job at the legislature: get seating charts, printed directions.
6. Legislative letters sent out once a week to all local League presidents telling what has taken place the previous week.
7. Have legislative committee made up from all three parties.

Just a suggestion - never been carried out  
just this way -

League of Women Voters of Minnesota

League members signed up for legislative work 1949 session  
on CIVIL SERVICE

Mrs. T. O. Everson  
1956 East River Terrace  
Minneapolis (Br. 0701)

Mrs. Lloyd W. Loucks  
W. Stillwater St.  
White Bear Lake (White Bear No. 3)

Mrs. A. A. Rowberg  
414 Nevada St.  
Northfield (678J)

on STATE CONSTITUTION

Mrs. Robert Aldrech  
1621 W. 31st St.  
Minneapolis (Regent 7798)

Mrs. Richard H. Doe  
736 Ridge  
St. Paul (Em. 3778)

Mrs. Kenneth Erickson  
1920 Eastman Drive  
Minneapolis 21, Minn. (Ne 0724)

Mrs. Wm. E. Johnson  
Afton, Minn. (Cottage Grove 374)

Mrs. F. A. Morris  
211 Woodlawn Ave.  
St. Paul (Dale 5263)

Mrs. Harris Pett  
Christmas Lake (Carver Co.)  
Excelsior, Minn (Ex. 681)

Mrs. Gladys Prichard  
White Bear Lake 10, Minn.  
(White Bear 324M)

Mrs. A. A. Rowberg  
414 Nevada St.  
Northfield (678J)

Mrs. L. A. Thomas  
164 Bedford S. E.  
Minneapolis (Gl 1760)

League of Women Voters of Minnesota

League members signed up for legislative work 1949 session (Continued)

for EDUCATION

Mrs. Charles T. Burnley  
1765 Berkeley Ave.  
St. Paul 5, Minn.

Mrs. Richard H. Doe  
736 Ridge  
St. Paul (Rm. 3778)

Mrs. Kenneth Erickson  
1920 Eastman Drive  
Minneapolis 21, Minn. (Ne 0724)

Mrs. Wm. E. Johnson  
Afton, Minn. (Cottage Grove 374)

Mrs. Lloyd W. Loucks  
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Mrs. R. H. Matson  
Inter Club Council  
1683 Summit Ave.  
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Mrs. F. A. Morris  
211 Woodlawn Ave.  
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Mrs T. P. Regan  
5240 Lake Nokomis Parkway  
Minneapolis, Minnesota (Pa 3991)

Miss Hope Washburn  
550 Summit Ave.  
St. Paul, Minn. (Dale 7994)

Mrs. Harris Pett (Reorg. School Districts)  
Christmas Lake  
Excelsior, Minn. (Excelsior 681)

for HOUSING

Mrs. Charles T. Burnley  
1765 Berkeley Ave.  
St. Paul 5, Minn. (Rm. 9737)

Mrs. Richard H. Doe  
736 Ridge  
St. Paul (Rm. 3778)

Mrs. R. H. Matson  
Inter Club Council  
1683 Summit Ave.  
St. Paul 5, Minn.

Mrs. Gladys Prichard  
White Bear Lake 10, Minn.  
(W. B. 3244)

Mrs. A. A. Rowberg  
414 Nevada St.  
Northfield (678J)

Mrs. Stuart Rothman  
865 S. Cleveland  
St. Paul (Rm. 3285)

League of Women Voters of Minnesota

League members signed up for legislative work 1949 session (Continued)

for LEGISLATIVE RESEARCH COMMITTEE

Mrs. Robert Aldrech  
1621 W. 31st St.  
Minneapolis (Re 7798)

Mrs. Gladys Prichard  
White Bear Lake 10  
(W. B. 324M)

Mrs. Richard H. Doe  
736 Ridge  
St. Paul (Emerson 3778)

Mrs. A. A. Rowberg  
414 Nevada St.  
Northfield (678J)

Mrs. Lloyd W. Loucks  
W. Stillwater St.  
White Bear Lake, Minn.  
(W. B. No. 3)

Mrs. L. A. Thomas  
164 Bedford S. E.  
Minneapolis (Gl 1760)

Mrs. R. H. Matson  
Inter-Club Council  
1683 Summit Ave.  
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for PUBLIC HEALTH

Mrs. E. T. Bettels  
Excelsior, Minn. (961)

Mrs. Gladys Prichard  
White Bear Lake 10, Minn. (W. B. 324M)

Mrs. Charles T. Burnley  
1765 Berkeley Ave.  
St. Paul 5, Minn.

Mrs. E. M. Rusten  
Wayzata, Minn. (Wayzata 462)

Mrs. Richard H. Doe  
736 Ridge  
St. Paul (Em. 3778)

Mrs. Wm. E. Johnson  
Afton, Minn. (Cottage Grove 374)

Mrs. Fallon Kelly  
730 Stewart Lane  
South St. Paul (La Salle 1480)

(Mrs. Emery Kulencamp )  
West St. Paul (Re 3535) )

Mrs. Bert Nelson )non-league members  
121 Bernard )  
West St. Paul )

Mrs. Ralph Reisinger )  
Rosemount, Minn. )

Mrs. R. H. Matson  
Inter-Club Council  
1683 Summit Ave.  
St. Paul 5, Minn.

League of Women Voters of Minnesota

League members signed up for legislative work 1949 session (Continued)

to ATTEND HEARINGS AT THE CAPITOL

Mrs. Robert Aldrech  
1621 W. 31st St.  
Minneapolis (Re 7798)

Mrs. E. T. Bettels  
Excelsior (961)

Mrs. Charles T. Burnley  
1765 Berkeley Ave.  
St. Paul 5, Minn. (Em. 9737)

Mrs. Richard H. Doe  
736 Ridge  
St. Paul (Em. 3778)

Mrs. Kenneth Erickson (monthly)  
1920 Eastman Dr.  
Minneapolis 21 (Ne 0724)

Mrs. T. O. Everson  
1956 East River Terrace  
Minneapolis, Minn. (Br. 0701)

Mrs. Wm. E. Johnson (some)  
Afton, Minn. (Cottage Grove 374)

Mrs. Fallon Kelly  
730 Stewart Lane  
South St. Paul (La Salle 1480)

Mrs. R. H. Matson  
Inter-Club Council  
1683 Summit Ave.  
St. Paul 5, Minn.

Mrs. F. A. Morris  
211 Woodlawn Ave.  
St. Paul ( Dale 5263)

Mrs. Harrie Pett  
Christmas Lake (Carver Co.)  
Excelsior, Minn.

Mrs. Gladys Prichard  
White Bear Lake 10, Minn.  
(W. B. 324 M)

Mrs. A. A. Rowberg (Occasional)  
414 Nevada St.  
Northfield (678J)

Mrs. T. P. Regan  
5240 Lake Nokomis Parkway  
Minneapolis (Pa 3991)

Mrs. Stuart Rothman  
865 S. Cleveland  
St. Paul (Em. 3285) (on state Const)

Mrs. E. M. Ruston  
Wayzata, Minn. (Wayzata 462)

Mrs. I. A. Stevens  
4032 Madison St. N. E.  
Minneapolis (Gr. 3177)

Mrs. L. A. Thomas  
164 Bedford S. E.  
Minneapolis (Gl 1760)

Miss Hope Washburn  
550 Summit Ave.  
St. Paul (Dale 7994)

League of Women Voters of Minnesota

League members signed up for legislative work 1949 session (Continued)

to CONTACT LEGISLATORS

BY LETTER

Mrs. Kenneth Erickson (Ne. 0724)  
1920 Eastman Drive  
Minneapolis 21, Minn.

Mrs. Fallon Kelly (La Salle 1480)  
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South St. Paul

Mrs. Lloyd W. Loucks  
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Mrs. R. H. Matson  
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Mrs. Harris Pett  
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Mrs. Gladys Prichard  
White Bear Lake 10, Minn.  
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Mrs. I. A. Stevens  
4032 Madison St. N. E.  
Minneapolis (Gr. 3177)

Miss Hope Washburn  
550 Summit Ave.  
St. Paul, Minn. (Dale 7994)

(also personally)

CLIP

Mrs. Gladys Prichard (W. B. 324M)  
White Bear Lake 10, Minn.

Mrs. A. A. Rowberg  
414 Nevada St., Northfield (678J)

Mrs. T. P. Regan  
5240 Lake Nokomis Parkway  
Minneapolis (Pa 3991)

Miss Hope Washburn  
550 Summit Ave. St. Paul (Dale 7994)

LEAGUE OF WOMEN VOTERS OF MINNESOTA  
MINUTES OF MEETING OF BOARD OF DIRECTORS  
WEDNESDAY, FEBRUARY 23, 1949

The regular meeting of the Board of Directors was held at the Minneapolis League Headquarters at 10 a.m. February 23, 1949, Mrs. Malcolm Hargraves, President, presiding. Present were: Mesdames Hargraves, Kelly, D. B. Simmons, Pett, Chapin, Brustuen, McNamara, Dibble, Thomas, Grunditz, Nelson, Kehl, Alderman and the Misses Washburn and Stuhler.

MINUTES

The minutes covering the January 20 meeting of the Board were read and approved.

BUDGET

Mrs. Simmons presented the proposed budget for 1948-49 for final adoption by the Board. There was a continuation of the discussion begun at the last Board meeting centering on the advisability of several minor changes: reducing the amount expected from "Direct Contributions" from \$700 to \$500; allowing enough in the publication expense item to provide a small amount for free distribution; increasing the amounts expected from a few local leagues. Mrs. Kelley moved, Mrs. Grunditz seconded the motion that the budget incorporating the above suggestions be accepted. The motion carried.

Mrs. Kehl discussed at some length this year's Housing bill, explaining that it was about like last session's original model. In order to secure passage at that time certain compromises were accepted. The effort now is to improve the act with 18 pp. of restorative amendments. The greatest improvement, it is generally agreed, would be to strike out the clause which calls for a local referendum on low rent public housing, when the project carries itself with the aid of Federal funds. (If a local bond issue is needed it should be authorized by vote of the people). Mrs. Kehl discussed certain controversial issues having to do with management of housing projects and by whom it should be assumed (State or local housing authority).

Mrs. McNamara voiced the sentiments of the Board by commenting that housing legislation was extremely involved, not understood by the membership, and asking what position could be appropriately taken by the League. It was agreed that: Mrs. R. M. Rice be asked to testify at the forthcoming hearing in behalf of the League; we reaffirm our belief in the necessity of legislation providing for low rent public housing, slum clearance and redevelopment of blighted areas; we approve the proposed amendments as aids to flexibility; since this is a local matter, we take no stand on the provision transferring management of temporary housing projects to the local housing authority in the region in which such projects are located.

Mrs. Kehl mentioned the Welch & Wright bill which authorizes cities to engage in emergency housing if funds, as well as plans, for final disposition of the housing were approved by the voters by a referendum. Since this affects local communities, it was agreed that no position be taken by the state Board.

EDUCATION

There was considerable discussion following a review of the January minutes at which time the Board had gone on record as taking no action on increasing per capita state aids, pending improvement of our methods of assessment and school district reorganization. Mrs. McNamara, abetted by Mrs. Hargraves, pointed out that these were two different things, that schools were in too desperate straits to wait for equalization of assessment and reorganization to come about, that the only hope of improving schools pronto was by increasing state aids. Furthermore, until some long range

objective study is made on education and how tax monies are used for it, we should stand pat against diverting any of the income tax funds dedicated to state aids for education.

Amendments which the Board approved in principle in January, on liberalizing the set-up and extending the time for reorganization of school districts have been introduced as HF371 and SF 675. They have been referred to the education committee and are reported to be favorably considered with a fair chance of passage.

Mrs. Erustuen outlined the pros and cons of the bill introduced to abolish the 23 special school districts in Minnesota. These special districts, each operating with its own rules at present, would automatically become independent school districts. Independent districts each have a school board of six members, are authorized to levy taxes for school purposes without the approval of the city council, may go to the voters to ask for bonds through a referendum, may purchase land for school buildings. The chief objection to such is that it negates "home rule", e.g. in St. Paul the voters recently authorized a per capita spending limitation for school purposes. Becoming an independent district would take St. Paul out of the per capita limitation, thus going over the heads of the "people".

It was suggested that the State Board could logically support this on the basis of its being a more efficient school unit. It was agreed that the President write to leagues that are in the special school districts, stating our intention of supporting the bill and asking for an immediate reply if they have objections to this position.

EQUAL  
RIGHTS

In light of the fact that a bill has been introduced which would "memorialize" (importune - says Mrs. Hargraves) the Congress to pass the equal rights amendment, Mrs. Hargraves agreed to review our position on this old-timer for new leagues and the press.

STRUCTURE OF  
GOVERNMENT

Mrs. McNamara pointed out the difficulty of League action at the county level. No solution was presented.

VETERANS  
PREFERENCE

Mrs. Everson was asked to speak for the League at a sub-committee hearing March 2, reiterating our belief in modified preference. Two bills are being considered, possibly one committee bill will result.

CONSTITUTIONAL  
REVISION

Bills to call a Constitutional Convention (SF 659, HF 810) have been introduced and sent to committee. The one-page bill provides for an amendment, to be voted on at the general election in 1950, calling a constitutional convention. An affirmative vote of a majority of those voting is required to pass the amendment. The revised constitution would eventually be submitted to the people for approval or rejection.

HEALTH  
UNITS

Permissive legislation similar to that killed at the last session has been introduced as HF 628 and SF 352 and sent to the public health committee where hearings start Feb. 25. It was felt that mandatory legislation, now being formulated, will probably reinforce rather than hinder the above. Mrs. Kelly will issue a call for action at the opportune time.

STATE  
PROGRAM

The president reported that only 18 active and 2 provisional leagues had made suggestions. She gave a summary of the results.

In line with these the Board agreed on two items for the current agenda for 1949-50. (1) Continued study of constitution revision (2) Analysis of state revenue and expenditures in order to understand and support fiscal policies which provide for present and future needs of state institutions and promote a sound and expanding economy.

When this information is relayed to local leagues they will be reminded that other items may be introduced from the floor at the convention.

ORGANIZATION

Miss Washburn stated that the Stillwater League has found it impossible to continue and moved that the Board withdraw, with regret, recognition of the Stillwater League. Mrs. Brustuen seconded, motion carried. The score for the year - 125 visits (compared to 78 last year) 107 of these to existing leagues. Miss Washburn and Miss Stuhler expect to visit local boards conducting workshop sessions similar to Mrs. Evers' with the state Board. If request for help in organizing new leagues are received, they will be considered realistically - i.e. rejected unless prepared to do a creditable league job.

The organization committee has been reorganized and consists of the following: Mrs. F. Kelly, Mrs. E. Brustuen, Mrs. C. Kerr, Mrs. J. Toutges, Mrs. R. Hedin, Mrs. L. Hayes, and Mrs. P. Allison.

CONVENTION  
PLANS

Mrs. Hargraves appointed the following Board members to work with her in formulating plans for the annual convention: Mrs. Kelly, Mrs. Thomas, Mrs. Brustuen and Miss Washburn.

UNITED  
NATIONS

Mrs. Dibble and Mrs. Pett, U N and International Relations Chairmen respectively, gave enthusiastic reports of their attendance at the Lake Success Conference and the seven follow-up regional meetings held in Minnesota. The conference, financed by the Foreign Policy Fund of the LNW was attended by 54 state delegates and 10 national Board members. In brief its purpose was to inaugurate a campaign from March - June 1949 emphasizing (1) the personal stake every citizen has in the U N (2) the progress U N has made (3) Citizen responsibility resulting in new and significant support for U N.

MISCELLANEOUS

(1) Mrs. Kahl outlined plans for the publicity feature to be carried in the St. Paul Pioneer Press on March 13. There will be seven pictures. Arrangements were made with several Board members to pose for same. (2) Mrs. Hargraves read a letter from Mrs. Dale Yoder, secretary of the Faculty Women's Club, University of Minnesota, urging League interest and action in securing a well-qualified woman member for the Board of Regents. Mrs. Hargraves will write Mrs. Yoder, assuring her of our cooperation.

The meeting adjourned at 3 p.m.

Respectfully submitted,

/s/ Katharine M. Alderman

Mrs. W. H. Alderman  
Secretary

FILE COPY

LEAGUE OF WOMEN VOTERS OF MINNESOTA

84 SOUTH TENTH STREET, ROOM 417

MINNEAPOLIS 2, MINNESOTA

Atlantic 0941

January 31, 1949

Dear Sir:

The mysteries of Minnesota lawmaking are, of course, no mystery to you, but among your wide circle of friends there must be many who use you exclusively as their source of information concerning legislative procedures.

The Minnesota League of Women Voters thought you would like this pamphlet containing all the basic facts about the Legislature. Copies of "Ninety Days of Lawmaking" are available for your constituents and other interested persons at 25¢ each. These may be obtained by writing or coming to this office at 84 South Tenth Street, Minneapolis.

We know that this publication will help your friends to understand the problems you face in being an effective member of the Minnesota Legislature.

Sincerely,

*Gloria H. Livingston*

Mrs. H. H. Livingston  
Legislative Chairman

In

Enclosure



Affiliated with the  
League of Women Voters of the U.S.

LEAGUE OF WOMEN VOTERS OF MINNESOTA  
MINUTES OF MEETING OF BOARD OF DIRECTORS  
THURSDAY, JANUARY 20, 1949

The regular meeting of the Board of Directors was held at the Minneapolis League Headquarters at 10 a.m. January 20, 1949, Mrs. Malcolm Hargraves, President, presiding. Present were: Mesdames Hargraves, Chapin, Pett, Nelson, Brustuen, Kelly, Thomas, Kehl, Grunditz, Everson, Livingston, Mason, Simmons, Alderman and the Misses Washburn, Streeter and Stuhler.

MINUTES The minutes of the previous meeting were read and accepted with the following insertion presented by Mrs. Everson to be added to the first paragraph on page 2, December 9 minutes "If a definite date for termination is included in the bill it will probably be more than five years."

OFFICE ORGANIZATION Mrs. Hargraves asked for a decision on salary for Mrs. Luella Newstrom, formerly part-time, now full-time office secretary. Mrs. Hargraves explained that Miss Stuhler had assumed the responsibility for supervising the office, in addition to her legislative and field work; Mrs. Newstrom will handle routine office matters. Miss Washburn moved, Mrs. Livingston seconded the motion that Mrs. Newstrom's salary be \$140 and that the matter be reconsidered in May. Motion carried.

PUBLICITY Mrs. Kehl disclosed the offer of the St. Paul Pioneer Press to devote the front page of the society section in a forthcoming Sunday edition to a write-up of the L.W.V. The Press indicates an interest in state wide as well as St. Paul activities. Mrs. Livingston volunteered to work with Mrs. Kehl in securing representatives from local leagues and picturing appropriate legislation activities. Details to be worked out later.

FINANCE REPORT Mrs. Simmons presented the treasurer's report which included a report of the status of local league contributions. A copy of each was in the hands of each Board member and is attached to the file copy. Main points: Balance Dec. 31, 1948, \$2,228.82 (since Jan 1, \$1,000 has been forwarded to the national treasurer); only two months remain in this fiscal year; local leagues have paid 71% of the total amount pledged.

Mrs. Simmons also reported for the budget committee, including a summary budget report for April 1, '48 - Jan 1, '49, and a proposed '49-50 budget. (attached to file copy). Discussion indicated approval of the budget committee's recommendations: to raise the price of the Voter from 25¢ to 35¢; to allow \$50 for modernizing the bookkeeping system; to discontinue separating telephone and telegraph charges into promotion and non-promotion items; to set up a petty cash fund. Further discussion and Board action on the budget were postponed to the February meeting.

STATE LEGISLATION Chairmen of respective legislative items discussed the legislative outlook in their fields of interest under the following headings.

A. Operation of government

1. Constitution Revision. Miss Streeter reported that a bill is written and will be introduced soon, calling a constitutional convention (the bill will be referred to the Committee on the Judiciary). The question is whether to support such a bill or accept the idea of "piece-meal" improvement. Miss Streeter emphasized that much of the League's effort is "missionary", i.e. building up an appreciation of the need for and the processes involved in securing a revised constitution. There is apparently a considerable body of opinion that "we have a pretty good constitution and it is better to improve it gradually." It was pointed out that League support of such a bill (calling a convention) would not preclude support of satisfactory amendments were the bill lost. Mrs.

Livingston moved that the League support the bill as now written, calling a constitutional convention. Miss Streeter seconded the motion. Carried.

2. Legislative Research Committee. Mrs. Thomas recommended including in the Voter a summary of the committee's reports. It was agreed that the League would continue its active support of the principle of such a committee and appropriations for its operation.

3. Civil Service Act. Mrs. Everson reported that a bill has been introduced into the House which would put veterans' preference on an absolute basis. Since such legislation is in direct opposition to League philosophy, it was agreed that the League actively oppose such measures at the committee hearings and by writing to legislators (especially those on the civil administration committee) of our position. The League's position, see Dec. 1948 minutes, conforms to that of the Civil Service Assembly of the U. S. and Canada which supports a "modified" veterans' preference.

Mrs. Simmons moved that the League oppose any legislation granting absolute preference to veterans. Mrs. Gunditz seconded the motion. Carried.

#### B. Governmental Services

1. Housing. Mrs. Kehl reported on the Minnesota Housing and Redevelopment Act, passed in the 1947 session of the Legislature. This law was drawn with a two-fold purpose: (1) to enable our cities to qualify for any Federal aid to housing that might be available in the future and (2) to encourage private capital to go into housing and redevelopment of blighted areas in our cities by giving various kinds of financial and other aids. To keep this Act abreast with any changes that may be made in federal housing laws the legislature will undoubtedly receive amendments to it.

At the national level the U. S. L.M.V. has supported legislation which would implement the kind of legislation Minnesota has on its books. In 1945 it was the Wagner-Ellender-Taft bill, which failed to pass and in 1947-48 it was the Taft-Ellender-Wagner bill, which also failed to pass. It is hoped this Congress will enact a federal program which embraces slum clearance, urban redevelopment and public low-rent housing.

In approaching a program for housing in Minnesota the following points might be considered:

1. In the light of changing conditions, there is a pressing need in each community for understandable data about the need for housing.
2. The need for an increased supply of rental quarters is evident in many parts of the state, in addition to the need for an increased supply of reasonably priced houses for sale.
3. Public low-rent housing projects which may be developed with federal financial assistance under the Minnesota Municipal Housing and Redevelopment Act should be permitted without local referendum.
4. There is need throughout the state for improvement and increased uniformity in building requirements, and need for technical research and studies to develop and promote the acceptance of improved and standardized building codes.
5. For municipalities without experience in low-rent housing projects the state should increase its technical and administrative help.
6. Investigation of existing emergency temporary and permanent housing built by municipalities and educational institutions is in order to determine the best method of disposition and replacement.

2. Education. Mrs. Chapin reported that while no bills had as yet been introduced, indications were that proposals would increase aids for the handicapped, for transportation to vocational school and raise the basic aid from \$50 to \$70 per total number of pupil units (kindergarten age -  $\frac{1}{2}$  unit, grades 1 - 6 - 1 unit, grades 7 - 12 -  $1\frac{1}{2}$  unit).

At present cities feel that they are carrying an unfair amount of the bill for education. e.g. Minneapolis pays out five million dollars and gets back three million. There is a disposition to withhold support of increasing

state aids until the assessments throughout the state on which equalization aid is levied are more equitably determined.

It was agreed by common consent that the League withhold judgment on increasing state aids and continue our efforts in behalf of improved assessment procedure and reorganization of school districts.

Mrs. Chapin reported that eleven amendments would be introduced refining the present law on Reorganization of School districts.

1. To allow an extension of time (a) to committees making the report, (b) to those reviewing the report (extend to 15 months), (c) for hearings between submission of tentative and adoption of the final report (d) for holding elections (extended from 9 to 18 months), (e) for survey committee.
2. To permit districts with graded elementary schools to have representatives on the survey committee (the Board's impression was that this was now the case)
3. To authorize the survey committee to recall the final reports for revision on recommendation of the state advisory committees
4. To include in the statutes a legal type of ballot for reorganization
5. To clarify and standardize voting procedures.
6. To clarify and standardize school board representation.
7. To require the survey committee to submit 15 copies of its report to the State Dept. of Ed.
8. To amend the state aid statutes to provide that tuition charged non-residents, not exceed the average cost per pupil for instruction, or the per capita state cost.
9. To provide additional assistance to county superintendents conducting the surveys.
10. To prohibit candidates for or holders of public office from serving on the survey committee.
11. To set dates as follows: recommendations adopted before March 1 to be effective July 1 of the same year; adopted after March 1, effective July 1 of the following year.

There was general agreement by the Board that the above amendments would improve the present law.

3. Health Units. Mrs. Kelly reported on two proposed bills:

1. A bill whereby one of more counties could maintain a consolidated health unit with a qualified staff of doctors, nurses and sanitary engineer. The county health board (appointed by the county commissioners) would appoint the county health officer for a five year term. He would select the other personnel on the merit system.

The law does not apply to a city now having a full-time Board of Health. This legislation is not mandatory and there was considerable discussion as to whether it was "enabling" or "permissive". In any event its effectiveness will depend in large part on the efforts of individual communities.

2. A bill (sponsored by Flom and Ottinger) to revise the present law. The main change would be to make the health unit a county instead of a township one. It would make mandatory a county board of health (two county commissioners, one resident physician) who would manage the health department and select the health officer (who becomes an executive officer on the Board). Jurisdiction would extend to all townships and all municipalities not now having a health officer with public health training or experience, and personnel selected on the merit system.

Discussion brought out that (1) the Legislative Research committee has issued a report on county health units (2) either bill is better than none (3) the bills do not conflict (4) the League might support both - no formal action was taken.

Mrs. Hargraves brought up the important matter (on national agenda) of government reorganization and the advisability of owning a copy of the Hoover report. It was decided to purchase a copy of this report.

Hope Washburn's generous offer to give a subscription to the Senate and House Journals of the 1949 Legislature was accepted with thanks and alacrity.

Mrs. Brustuen reported on the St. Paul League's progress on the civic handbook. The book, which promises to be most attractive as well as accurately informative, will be off the press early in March. It was agreed that during state convention something very special be done to give the book a send-off.

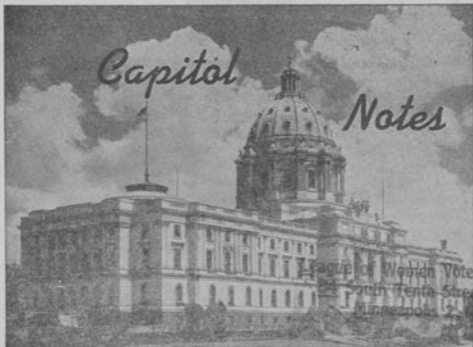
It was suggested by the President that Miss Washburn confer with Mrs. Dibble and Mrs. Pett after their return from the United Nations Conference at Lake Success and determine ways in which they might share this experience with local leagues.

The meeting adjourned at 2:30 p.m. to meet again on February 23rd.

Respectfully submitted,

/s/ Katherine Alderman

Mrs. W. H. Alderman  
Secretary



## A Current Summary

FILE COPY

St. Paul, Minn.  
October, 1948

When the Fifty-sixth regular session of the Legislature convenes on January 4, 1949, its agenda will be heavy. An unusually large number of matters will require legislative action. Among them

- (1) The report of the Constitutional Committee.
- (2) The report of the Supreme Court relating to rules of civil practice.
- (3) The reports of several interim committees.
- (4) A new village code.
- (5) A non-profit corporation code.
- (6) The reports submitted by the Legislative Research Committee.
- (7) Apportionment bills.
- (8) Bills relating to veterans privileges, including the bonus or some adjusted compensation.

Total appropriations at 1947 session were in excess of \$175,000,000. Increased state service and costs of operation will increase state needs by 25 per cent. The tax committees will face a demand for at least \$225,000,000 to carry through to June 30, 1951.

*A Special Copyrighted Feature*

## THE GOVERNOR

**Improving Human and Economic Resources of the State.** The Governor will set forth his program in his inaugural address and annual budget. He will probably emphasize the adoption of legislation to implement and improve the human and economic resources of the state; including the improvement of facilities and an increase in trained personnel in mental hospitals, adequate facilities for conserving and improving the mental health of children, and a multiple health program allowing counties, singly or in groups, to establish health departments thus giving rural communities benefits now enjoyed in larger centers of population. The Governor will advocate an increase in facilities to be placed at the disposal of the Youth Commission, an extension of the school reorganization act, and a bill providing scholarships to encourage young people to enter the teaching profession. He will undoubtedly recommend the enactment of a fair employment practice act along the lines of those considered by former legislatures. He will advocate legislation to encourage new housing facilities, advise extension of the state emergency rent control act and will advocate the passage of a fair employment law. He will advocate extending the agricultural research program in cooperation with the federal plant at Rosemount, additional legislation to encourage soil conservation and reforestation, and the granting of increased facilities to the Department of Business Research and Development.

## LEGISLATIVE RESEARCH

**Committee Releases.** The Legislative Research Committee is solely a fact-finding body. It neither makes recommendations nor proposes bills. It has made exhaustive studies and reports relative to Bangs disease, veterans preference laws, motor vehicle taxation, grade crossing accidents, workmen's compensation as it relates to farmers and horticulturists, a county unit health plan, the Minnesota tax system as compared with the systems in other states, care of the chronically ill and infirm, laws for encouragement of forestry including a study of the lease of state property for a 50-year term to corporations desiring to engage in large scale forestry enterprises. These and other releases will form the basis for needed legislation.

## JUDICIAL

**Adjudication of Tort and Contract Claims Against the State.** A bill will be introduced wherein the state, subject to certain limitations, waives its immunity from liability and consents to be sued when the action is based upon a contract entered into by the state, or in cases of property loss or damage, personal injury or death tortiously caused by the state's officers and employees while acting within the scope of their employment. The district courts will have original jurisdiction over all such

"Capital Notes" Oct. '48

actions. An appeal will lie to the Supreme Court from any final order of judgment. Certain duties are imposed upon the Attorney General.

This modifies the common law rule that the state is immune from suit and makes the state liable upon its contracts, express or implied, and for the torts of its agents.

**Death by Wrongful Act.** Bills have been prepared which will change the present practice whereby the personal representatives of decedents are appointed by the probate court so that hereafter the personal representative, designated trustee, who is appointed by the district court, will have charge of proceedings under M.S.A. § 573.02. Another bill may be introduced removing the limit on the amount of recovery in wrongful death actions.

**Jury.** An effort will be made to provide that a five-sixths verdict may be returned in all civil actions after six hours of deliberation by a jury.

## EDUCATION

**Generally.** Laws 1947, Chapter 603, created an interim commission on higher education. This commission has prepared a long report proposing amendments to our present laws so as to facilitate the consolidation of schools and aid pupil transportation, changing the school aid law, adding further provisions for adult education, and the encouragement of students to enter the teaching profession. Teachers colleges may be converted into general colleges.

**Handicapped Children.** The State Board of Education will ask for authority to institute a program for teaching handicapped children in hospitals and sanatoriums as well as in schools.

**Conservation.** A bill may be introduced making it mandatory to teach the subject of conservation of the state's economic resources in certain classes and in certain schools.

**School Buses.** The legislature may be asked to amend M.S.A. §§ 169.83 and 169.84 relating to the weight limitations on vehicles operating upon the highways of the state to permit school buses to operate though overweight.

**Tax Limitation.** M.S.A. § 127.05 as amended by Laws 1947, Chapter 228, and relating to the limitations of the rate of taxation on agricultural lands must be again amended at the 1949 session.

**State Aid.** The present law relating to state aid needs to be amended so as to fill in the gaps and make it more workable.

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**Organization.** It is intended to make the reorganization of schools easier and to simplify the procedure by amendment of certain sections of Laws 1947, Chapter 421, M.S.A. §§ 122.40-122.54.

**Teacherages.** In many school districts the lack of housing facilities prevents the employment of desirable teachers. A bill will be presented authorizing school boards to provide houses for teachers.

**Certificates.** The law relating to issuance of teachers' certificates will be liberalized. See M.S.A. §§ 130.06-130.08.

**Radio.** The State Board of Education may be authorized to establish and maintain a program of education by means of radio.

**Salary of Commissioner.** The State Board of Education will request authority to determine the salary of the Commissioner of Education.

**Mentally Retarded Children.** Bills will be introduced to clarify and liberalize the law relating to the education of mentally retarded children.

#### CIVIL ADMINISTRATION

**Administrative Law.** Present laws relating to administrative procedure are unsatisfactory and a bill will be introduced authorizing state agencies, with the approval of the Attorney General as to form and legality, to formulate rules and regulations which will have the force of law. This will enable the agencies to implement those laws which are to be enforced by the agency. The bill will prescribe that such notice, hearings, and procedure be had by and before the agencies as the courts have held to be fair play in the adjustment of controversies between the state and its citizens. These rules and regulations are to become effective when filed with the Secretary of State and with the clerk of court of each judicial district. Certain licensing agencies may be excepted from the operation of the bill. Provision is made for the publication of a digest index of these rules and regulations.

**Building Council.** A bill will be introduced creating an administrative building council and prescribing its powers and duties.

#### OLD AGE PENSIONS

Bills increasing state grants to senior citizens may be expected.

#### CONSERVATION

**Soil Conservation; Reforestation.** Bills will be introduced providing for more efficient methods of soil conservation and for a more extensive program of reforestation.

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#### LIQUOR LAWS

**State Dispensary.** There will probably be no material change in the substantive law relating to liquor sales, but bills may be introduced clarifying certain sections. A bill creating a state dispensary under which the state would take over the wholesale distribution of liquor will undoubtedly be introduced.

#### HIGHWAYS

**Report of Interim Committee.** Laws 1947, Chapter 615, created an interim committee to study and report suggested changes in the highway laws. The committee report will propose a revision of a major portion of our highway laws, make recommendations as to the division of excise taxes between the state and certain municipalities, make recommendations as to license fees for trucks and motor buses, and the advisability of adding new routes to the state highway system.

**Unsatisfied Judgment Fund Bill.** In this bill it is proposed to create a state fund by assessment of \$1.00 per automobile license annually from which claims for personal injuries, hospital and medical damages could be met when the judgment debtor is proven worthless or cannot be found. The state would be subrogated to the rights of every claimant to the extent he is compensated.

**Safety Responsibility Laws.** Bills will be introduced to transfer the administration of the issuance of automobile licenses and plates to the State Highway Commission; amending the safety responsibility law so as to provide for the revocation of the license and the removal of the plates of a vehicle involved in an accident in the event the owner has failed to comply with safety requirements; permitting the state and its political divisions to comply with the safety responsibility requirements for the protection of their agents, employees, servants, and the public; and making the safety responsibility law applicable to chauffeurs' licenses.

#### TAXATION

**Excise Tax on Petroleum.** Laws 1947, Chapter 639, proposed a constitutional amendment relating to excise tax on petroleum products. Whether or not the amendment is adopted, there will be bills introduced relating to that subject.

**Local.** There will also be bills authorizing municipalities to adopt new methods for raising revenue.

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## VETERANS AFFAIRS

**Bonus.** Laws 1947, Chapter 642, proposed a constitutional amendment relating to soldiers bonus and adjusted compensation and, whether or not the amendment passes, the matter of bonuses and adjusted compensation and veterans rewards and privileges, will take up considerable time of the legislature. This might necessitate increasing state revenues by a sales tax.

## DOMESTIC RELATIONS

**Divorce.** There is a demand for change in our divorce laws, and opinions vary as to whether we should:

- (1) adopt the uniform marriage evasion act;
- (2) repeal the provisions relating to the waiting period; or
- (3) Supplement present M.S.A. § 517.03 by amending § 518.27 providing for an interlocutory decree such as is in force in a majority of the states.

A bill has been prepared similar to the statute of the state of Washington relating to interlocutory decrees.

## TRUSTS

**Revision.** A bill may be introduced revising M.S.A. §§ 500.13 and 501.01 to 501.22, dealing with the purposes for which trusts may be created and the restrictions on the creation of authorized trusts, with particular reference to simplification and clarification and the elimination of prohibitions and restrictions on duration not clearly required by public policy; and a further revision and extension of the statutory law dealing with the administration of trusts, based upon a study and adaptation of applicable uniform acts such as the uniform trusts act, the uniform principal and income act, and the uniform common trust fund act.

## LABOR

**Wages.** Bills will be introduced repealing M.S.A. §§ 181.24, 181.25, 181.26, relating to hours of employment. They are entirely out of line with present conditions and practice. A further bill will be introduced amending M.S.A. §§ 181.04 to 181.07, with reference to the assignment of wages, providing that such sections shall not be applicable to the assignment of wages by an employee to an employer for the payment of union dues or assessments.

## COUNTIES

**Patients in Public Institutions.** A bill will be introduced to repeal Laws 1947, Chapter 534, subd. 4, M.S.A. § 246.31, subd. 4, providing for payment by counties for the care of patients committed to certain public institutions.

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## AVIATION

**Compulsory Liability Insurance.** A bill will be introduced regulating the liability of persons operating aircraft and requiring public liability insurance coverage.

**Condemnation of Property.** Legislation may be suggested allowing a municipality to acquire by condemnation any interest in real estate which it desires without being compelled to acquire full fee interest, as is now the law.

## ELECTIONS

**Judicial.** A so-called "Alley Bill" will provide that where two or more vacancies are to be filled either in the office of Associate Justice of the Supreme Court or in the office of a judge of the district court in any district, each vacancy is to be filled as a separate office and any person filing for such office must name the justice or judge whom he desires to succeed. The sitting justice or judge files to succeed himself.

**Presidential Electors.** Following the practice in other states, a new method of nominating and selecting delegates to national conventions and presidential electors will be proposed.

## MUNICIPALITIES

**Gifts.** M.S.A. § 465.03 will be amended so that any city, county, school district, town, or village may accept a grant or devise of real or personal property. The resolution of acceptance must be adopted by a two-thirds majority of the governing body.

**State Purchase of Municipal Obligations.** M.S.A. Chapter 475 relates to municipal borrowing, Chapter 476 to the purchase of municipal obligations by the State, and Chapter 477 to the refundment of municipal obligations. Laws 1947, Chapter 296, cured the errors, omissions, and inconsistencies in Chapter 475. Municipalities do not need a separate chapter relating to state loans. A law providing for one method of borrowing money by municipalities should be sufficient. Municipalities should have the privilege of selling their bonds either to the state or to private parties. It is planned to repeal the provisions of Chapter 476 and, by making a few minor changes in Chapter 475, to place municipalities in a position to sell their bonds to private parties or to the state. The nine legislative acts forming Chapter 477 are in the nature of special acts, were motivated by a situation which arose when a certain municipality was unable to refund its debts under Chapter 475 or 476 and needed powers or privileges not granted under the general laws. These acts have served their purpose and should be repealed. A law passed to meet an exigency should not be kept in the statutes indefinitely.

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## DEBENTURE COMPANIES

**Farm Mortgage Debentures.** M.S.A. Chapter 54, [Laws 1905, Chapter 93] Mortgage Debenture Companies, will probably be repealed. Organization difficulties and lack of popular appeal prevented any use of the law.

## REAL PROPERTY

**Restriction of Sale.** M.S.A. § 500.20 will be amended so as to provide that any covenant, condition, or restriction hereafter created by which the title or use of real property is affected shall cease to be valid and operative 30 years after the date of the instrument or the date of the probate of the will creating the covenant, condition, or restriction.

## PROBATE CODE

**Limitation on Claims.** A bill will be introduced amending M.S.A. § 525.42 so that it will include a provision eliminating the statute of limitation as to claims filed in probate court. Experience has shown that occasionally claims are filed and allowed and the six year limitation runs before the estate is able to pay them.

**Service of Notice of Appeal.** M.S.A. § 525.712, relating to appeal from the probate court to the district court, will be amended so as to provide for service of notice of appeal upon persons in interest instead of upon the probate judge.

## CORPORATIONS

**Nonprofit Corporation Code.** A bill for a non-profit corporation code will be presented. This bill is the result of a complete and thorough research and will be recommended by the State Bar Association and other agencies.

**Cooperative Credit Associations.** M.S.A. §§ 23.01 to 23.14 relating to cooperative credit associations or corporations have never been used, and no corporations have ever been established thereunder. Section 23.04 provides that their articles must be approved by the Commissioner of Banks but under present conditions there can be no approval. Because of the non-usage of this law for so many years a repeal is in order. A bill has been drawn for that purpose.

**Voluntary Dissolutions.** A bill will be introduced providing that in designating trustees under M.S.A. § 301.47, subd. 2, one of them must be a resident of the state.

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## NEWSPAPERS

**Session Laws.** A bill will be introduced placing the duty of preparing a usable index for the newspaper edition of the session laws upon either the Attorney General or the Revisor of Statutes.

**Folio.** A bill will be introduced harmonizing the inconsistency between "folio", as defined in M.S.A. § 331.07 and in § 645.44.

## INSURANCE

**Generally.** The Insurance Code was brought up-to-date by the legislature in 1947, so only clarifying and correctional bills will be necessary in 1949.

## RULES OF CIVIL PROCEDURE

**Report.** By Section 12 of the Minnesota Organic Act, laws in force in the Territory of Wisconsin continued to be valid and operative in Minnesota subject to alteration or repeal by the Territorial Legislative Assembly. The Territorial Legislature, by an act approved March 31, 1851, adopted and enacted the Revised Statutes of the Territory of Minnesota, 1851, and incorporated therein the Field Code of Civil Procedure. The Minnesota Code of Civil Procedure was amended by an act approved March 6, 1852. Laws 1853, Chapter 1, abolished the distinction between suits in equity and actions at law. The Field Code dealt only with adjective law, not with the substantive rights of litigants.

Minnesota, from the first, escaped the formalism, fictions, and artificial factors of the common law and subtleties of equity practice. The Constitution of the State, adopted October 13, 1857, by Article 6, Section 14, provides: "Legal pleadings and procedures in the courts shall be under the direction of the legislature." Prior to the passage of Laws 1947, Chapter 498, M.S.A. §§ 480.051-480.058, all changes in the Code of Civil Procedure were by statute. Chapter 498 directed the Supreme Court "to regulate the pleadings, practice, procedure, and the forms thereof in civil actions in all the courts of the state, other than probate courts, by rules promulgated by it from time to time." "Such rules shall not abridge, enlarge, or modify the substantive rights of a litigant." Present laws relating to pleadings, practice, and procedure remain in effect until modified or superseded by court rule. The legislature retains the right to enact, modify, or repeal any statute or modify or repeal any rule adopted by the Supreme Court. Before these rules are adopted by the Supreme Court, it is directed to appoint an advisory committee to assist it in considering and preparing such rules as it may adopt. Before the proposed rules are adopted, hearings must be had to which the Bench and Bar are invited to appear. The report of the Supreme Court relative to the promulgation of these rules of civil practice will be a matter to be considered by the legislature.

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## A NEW MINNESOTA CONSTITUTION

Minnesota became a state 90 years ago and its people adopted a Constitution for the state at that time and we are still operating under that Constitution.

In those 90 years, the Constitution has been amended 74 times. This patch work makes the Constitution a "crazy quilt."

To say that the state has outgrown its Constitution is to state that an adult has outgrown his boyhood knee breeches.

The job of formulating a new Constitution is a challenging one. It demands the best thought and utmost effort of our leaders in every walk of life. It is time for the people to do some serious thinking about their Constitution. The job should be tackled in dead earnest.

The Constitutional Commission created by the legislature in 1947 is carrying on a thorough research through its various committees. These committees have worked out many proposed changes. Such of these proposed changes as are approved by the Commission will be reported to the 1949 legislature. There will be controversy over some of the proposed changes. This is good.

What will the legislature do with this report? Perhaps it would be best to call a constitutional convention to draft a new Constitution.

Drafting a Constitution is a task not to be done in a hurry. The delegates to a constitutional convention will have to devote many months of deliberation. The work of the Constitutional Commission has been an immense benefit to the people, and a constitutional convention would reap much benefit from its work.

It might be interesting at this point to examine the work of the committees of the Constitutional Commission, taking the report of each and briefly noting the effect of the proposed changes suggested.

**Steering Committee.** To this committee was assigned the following articles and sections of the Constitution: The Preamble; Article II, Sections 1 and 2 (Name and Boundaries); Article 3 (Distribution of the Powers of Government); Article 14 (Amendment of the Constitution); Article 15, Sections 1, 4, and 5 (Miscellaneous). The principle change in the Constitution, proposed by this committee, relates to the matter of amendment of the Constitution. At present, only a majority of each house of the legislature is required to propose constitutional amendments, which are to be submitted to the vote of the people, and adopted by a majority vote of all the electors voting at the election at which the amendment is submitted. The committee proposes that two-thirds of each house of the legislature be required to propose constitutional amendments; any proposed constitutional amendment to be submitted

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at a general or special election; and that only a majority of the electors voting on the question of adopting the amendment be required for adoption.

This committee suggests the legislature be required to submit to the people, at periodical intervals, the question of calling a constitutional convention. Iowa, Michigan, Missouri, and New York have these provisions and the experience of these states indicates that such provisions do not result in frequent conventions, but the power of the people is there if they wish to exercise it.

This committee suggests minor changes in the other sections assigned to it in order to eliminate obsolete material and bring these sections into conformity with other proposed changes.

**Judiciary Committee.** This committee was given the task of making a study of the Bill of Rights and of the Judiciary Article.

The committee proposes some changes in the section pertaining to the right of trial by jury. At present a person charged with a violation of a municipal ordinance is not entitled to a jury trial. Under the proposed amendment, he would be entitled to a jury trial in those instances where he might be punished by imprisonment or by a fine in excess of \$50.

At present this section provides that a jury trial may be had in all cases at common law regardless of the value in controversy. The proposed amendment eliminates this right to cases where the value in controversy exceeds \$100.

It is proposed to modify the right against unreasonable searches and seizures by providing that the evidence obtained as a result of an unreasonable search and seizure may not be used as evidence against the person whose rights have been violated by reason of the improper search and seizure.

The committee proposes to delete the section declaring that all lands within the state are allodial and prohibiting feudal tenures. It was thought that it served no useful purpose and could be deleted without adverse effect.

The salient features of the proposed amendment for the improvement of our judicial system may be summarized as follows:

- (1) Courts established by constitutional provision or which may be created by law:
  - (a) A supreme court, a district court, and a probate court;
  - (b) Other courts with jurisdiction inferior to the supreme and district courts may be created by law;
  - (c) Special provision made for juvenile court work.

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(2) Justice of the peace courts no longer required by constitutional mandate.

(3) Provision for administrative council to consist of the chief justice and representatives of other courts, the legal profession, and the public. This council will formulate policies for the efficient administration of the court system.

(4) Provision for retirement of all supreme court justices and district and probate court judges at the age of 70 years.

(5) Judges to be elected for a term of six years.

(6) A modified plan for the retention of the supreme court justices may be authorized by the legislature.

(7) Probate court provisions:

(a) Unlimited jurisdiction in law and equity for administration of estates, etc.;

(b) trust estate jurisdiction may be conferred by law;

(c) jurisdiction for determination of taxes contingent upon death may be conferred by law;

(d) each county made a probate court district unless otherwise provided by law.

(8) District court clerks to be elected.

(9) Clerk of the supreme court and state law librarian to be appointed by the supreme court.

(10) All justices of the supreme court and judges of the district and probate courts must be learned in the law. Incumbent judges of probate recognized as learned in the law. Qualifications of other judges to be prescribed by the legislature.

(11) Judges of the supreme court and justices of the district court may not hold any other office.

**Executive Committee.** To this committee was assigned those parts of the Constitution relating to the executive branch of the government, principally Article 5. The recommendations of the committee are based upon the experience of our own state, that of other states, and the federal government, and embody some substantial changes. The principal features of the committee recommendations are as follows:

(1) The number of constitutional elected officers is reduced to three.

(2) The terms of office of the governor, lieutenant-governor, and attorney general are extended to four years.

(3) The position of auditor is made responsible to the legislature.

(4) Succession to the governorship is clarified and provision is made for additional successors.

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(5) The governor is required to submit a budget to the legislature. This is a statutory requirement at the present time.

(6) The merit system in state and local employment is provided for.

The committee sought to adhere to the principle of placing executive responsibility in the hands of a single popularly elected officer, the governor. It is his duty to take "care that the laws be faithfully executed."

The officers of the secretary of state and treasurer are removed from the constitution; neither has anything to do with policy formulation or control functions. Their powers are administrative. Their duties are statutory. The legislature will determine whether these offices will be continued, whether they will be elective or appointive, or whether the duties will be assigned in whole or in part to other offices.

Increasing the terms of office of the governor, lieutenant-governor, and attorney general to four years provides a more ample opportunity for the governor to establish and carry out an effective program.

In providing for an executive budget, the state is assured of the continued use of this system of executive responsibility for presenting to each regular session of the legislature a coordinated plan of revenue and expenditure.

The composition of the board of pardons is changed by the omission of the chief justice of the supreme court. The change is in accordance with the theory that the pardon power should be placed exclusively in the executive branch of the government.

The senate is relieved of the necessity of approving the appointment of hundreds of notaries public by another change in this section.

A self-executing succession to the governorship is established. This provision covers almost all of the exigencies that may occur.

The section proposed for the establishment of the merit system is similar to one found in the New Jersey Constitution adopted in 1947.

The committee recommends the creation of a post auditor chosen by and responsible to the legislature. This will insure financial responsibility to the legislature which is the body which has constitutional responsibility for the raising and spending of state funds. At present, the legislature has no effective method of determining how its mandates are being carried out, and what changes should be made by law for the more efficient handling of public funds.

The committee proposes that the time in which the governor may consider a bill be extended, believing that this additional time will provide for more thorough examination of the work of the legislature.

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The present three-day limitation after adjournment of the legislature sometimes requires the governor to consider as many as 100 bills in a day.

**Legislative Committee.** To this committee was assigned those parts of the Constitution relating to the legislature, suffrage, and impeachment. These constitute most of Article 4, all of Article 7, some sections of Article 9, all of Article 13, and two sections of Article 15.

The committee sought to combine these sections into a legislative article that would assure the operation of the executive branch of the government on an efficient basis. Many substantial changes are recommended by the committee, and many minor changes are made, chiefly the deletion of obsolete material.

The sections on reapportionment have been revised to assure that apportionment will be carried out, as required, either by the legislature or by a commission appointed for that purpose. Apportionment of the house of representatives is strictly on a population basis. Apportionment in the senate is based on population qualified by a restriction that no county may be apportioned more than one-eighth of the senators and no two adjacent counties may be apportioned more than one-fourth of the senators.

The legislature is given greater control of its own procedure and is given the power to call itself into session. Methods of expediting the work of the legislature, such as the power to extend the session, limitation as to time which bills may be introduced, permitting introduction of revenue measures in either house, have been included as a means of insuring prompt handling of public affairs.

The sections relating to special and local laws have been entirely revised, omitting all reference to local laws. This omission is due to the fact that a local government committee has been appointed to consider the matter of local governments and local laws.

Obsolete provisions on suffrage have been deleted.

The present 90-day limit on sessions is modified by permitting the legislature to extend the 90-day limit by concurrent resolution adopted within 75 days.

The provision for introduction of bills during the last 20 days by written request of the governor has become meaningless because the governor has made a practice of requesting the introduction of bills of the most trivial nature. Now no bills may be introduced at a regular session after the seventieth legislative day unless consent is given upon important matters by concurrent resolution.

Reapportionment is to be made at the first regular session after the adoption of the Constitution and at the first regular session follow-

ing each decennial census of the United States. Reapportionment becomes effective so as to coincide with the expiration of the terms of the members of the existing senate.

The drastic provision which comes into use in the event the legislature does not reapportion, should be sufficient to compel the legislature to reapportion.

The validity of reapportionment is made a jurisdictional question of which the supreme court has original jurisdiction.

The present restrictions as to holding office are unnecessarily drastic. The proposed change would enable a member of the legislature, by resigning his legislative position, to qualify for another office. A like provision is contained in the Federal Constitution.

The present exception is that of postmaster. This is changed and an exception made in favor of notary public. There is nothing incompatible between the office of legislator and the office of notary public.

The requirement that every bill shall be read on three different days in each house and twice at length is unworkable. The recommended change follows closely the present practice.

The penalty imposed for failure of the presiding officer of either house to sign a bill previously passed by both houses was rather drastic for the offense and the committee recommends that it be omitted.

The state supreme court has ruled that a man can be convicted of felony in federal court and not lose his right to vote. The committee believes that the revocation of the right to vote should follow the conviction of a felony in a federal court as well as in a state court.

The committee has recommended a change in the section relating to the payment of money from the state treasury. This change assures to the legislature power to appropriate money for the conduct of its own business. This becomes a necessity, concomitant with the power of the legislature to call itself into session.

**Local Government Committee.** To this committee was assigned those parts of the Constitution relating to local government; Article 4, Sections 33 and 36, and Article 11. The committee recommended some substantial changes.

The provisions in relation to the reorganization and classification of local governments were revised with a view to limiting the amount of special legislation.

The legislature may enact special legislation affecting individual local governments, but these acts will not become effective until the voters of the local government ratify them.

Counties, as well as cities, may adopt home rule charters for their government.

The details of home rule charter procedure are left to legislative action; but the power to submit and adopt home rule charters is declared to be a continuing one.

Provision is made for the consolidation of cities and counties.

"Special law" is defined, as an aid in differentiating between special laws and general laws.

"Home rule charter" is also defined.

The legislature is authorized to provide by general law for the creation, organization, administration, consolidation, and division of local governments and their functions, also for the change of boundaries and the transfer of county seats. A change of county boundary or transfer of county seat requires approval of the voters of the counties affected.

A provision is included that a general law prevails over a home rule charter only if the law so states. Thus, frequent litigation may be avoided.

The committee has limited the classification of local governments as an inducement to the enactment of general legislation for all classes of local governments, and thereby restricting special legislation.

Special laws may be enacted for any local government and may designate the local government by name.

Before any special law becomes effective it must be approved by the local citizens concerned. However, any special law may be repealed without local approval.

Counties, as well as cities, may adopt home rule charters. Any such charter shall provide for the form of the government, for the election of the principal governing body, and for the performance of all duties imposed upon the local government.

Charter commissions are provided for. Elected officials may be members of the charter commission. The present differences in the vote necessary to adopt or amend a charter are eliminated. The power of charter commissions to submit a charter is a continuing one, not limited to the original submission.

Counties and cities may be consolidated into single units of government; thus providing a method of reducing overlapping governmental functions and the resulting high cost of operation and maintenance.

The legislature may provide that any city of over 50,000 inhabitants may be organized as a city-county under a home rule charter, with

<sup>1</sup>"Capital Notes" Oct. '18

a proper division of property, debts, and records between the city-county and the remainder of the county, and for the government of the remainder of the county. Such a charter may be presented and submitted in the same manner as a city home rule charter. A city-county has the powers and duties of a city and a county.

**Committee on Banks and Corporations.** Those parts of the Constitution relating to banks and corporations: Article 4, Section 35; Article 9, Section 13; and Article 10, were assigned to this committee.

It recommended a deletion of all the sections assigned to it with the exception of one section relating to banking laws.

The principal recommendation is for the removal of the constitutional provision requiring double liability for state bank stockholders. The depositors of most state banks are adequately protected by insurance. Minnesota and Illinois are the only states that impose double liability of state bank stockholders by Constitution.

The elimination of the balance of the sections assigned to the committee is recommended for the reason that the material is either obsolete, is covered by another constitutional provision, or is more properly the subject of legislation.

Article 4, Section 35, forbidding combinations or pools to effect markets, was adopted in 1888 before the enactment of the Federal Anti-trust Act. The committee believes that this subject is more properly one that could be left to the legislature.

Article 9, Section 13, the General Banking Law, now reads: "The legislature may pass general banking laws."

This is merely declaratory of an inherent power already vested in the legislature. It was not thought wise to assume the responsibility of completely deleting any provision relating to banking, even though the provision is only a declaratory one.

Much of section 13 became obsolete at the time of the Civil War, with the establishment of national banks and the enactment of a federal tax of ten per cent on all state bank notes.

The paragraph on the suspension of bank payments is no longer effective as the government has suspended all gold payments. Three other paragraphs apply to the issue of state bank notes, which went out of circulation over 80 years ago. The paragraph requiring the recording of names of all stockholders of bank stock is a matter that could well be left to the discretion of the legislature.

Article 10, Section 1, defining "corporation" is deleted because the committee did not consider it appropriate to extend the length of the Constitution by including such a well accepted legal concept.

<sup>2</sup>"Capital Notes" Oct. '18

Other sections are duplications of matters adequately covered in other places.

**Committee on Education.** There was imposed on this committee the task of studying those parts of the Constitution relating to the system of public education in the state, principally Article 8. Its report provides a considerable revision and re-arrangement of the contents of this article.

The committee recommends that:

- (1) The educational trust funds be retained.
- (2) The provisions on state school lands be combined into a single section, eliminating obsolete material.
- (3) The proceeds arising from the disposal of lands and mineral resources found beneath waters owned by the state and beneath navigable waters, be allocated to the trust fund for the use of schools.
- (4) The provision relating to the investment of state trust funds be placed in a single revised section, eliminating obsolete material.

The committee consolidated the first paragraph of Article 8, Section 3, with the present Section 1 into a statement of the educational policy for the state.

The committee suggests a consolidated section on public lands, combining parts of Article 4, Section 32, (b), and Article 8, Sections 2 and 8, eliminating reference to the time and place of sale and the valuation of these lands, which could be left to the legislature for determination.

The committee recommends that the proceeds from the disposition of lands and minerals under public waters and navigable lakes and rivers constitute a trust fund for the support of public education. These may prove to be exceedingly valuable.

The committee has made a short, clear statement encompassing the distribution of the present constitutionally established trust funds.

Certain matters, such as assessed value against which loans may be made to local governments, and the interest rate and duration of such loans, are recommended for elimination from the Constitution because the committee felt that such variables should not be frozen by constitutional provisions but could be appropriately fixed by statute, thus making it possible to adjust these variables to meet periodic and economic fluctuations.

The present constitutional provision on the distribution of the endowment school fund has been eliminated, leaving to the legislature the method of distribution.

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It recommends the elimination of the investment of trust funds in farm mortgages and that they be invested only in federal, state, and local bonds.

The distribution of the income from the swamp land fund has been changed from one-half to schools and one-half to charitable institutions of the state to the schools in its entirety. The reasons that appealed to the committee are that the amount distributed to any one educational or charitable institution is relatively small in relation to the annual cost of their operation; and that the present method of allocation of the income from this fund results in an unnecessarily complicated system.

**Highways and Airports Committee:** Highways. This committee had the study of the sections relating to highways and airports.

The committee recommends:

- (1) The elimination from the Constitution, except by reference, of the detailed listing of trunk highway routes.
- (2) The establishment of a commission to study and report to the legislature on the advisability of additions or deletions from the trunk highway system.
- (3) Placing in the hands of the legislature the power to delete from or add to the state highway system, routes other than those listed in the present Constitution.
- (4) Retention of the dedication of highway user taxes for the construction and maintenance of roads.
- (5) The retention of the present article on aeronautics.

The provisions relating to highways are gathered into one article. The first section relates to the tax on motor vehicles. A more concise section was drafted without making any fundamental changes. Section 2 relates to the method of dividing the income from the gasoline tax between the counties and the state. No recommendation was made because this question will be presented to the people at the November election this year.

In order to provide for a unified system of roads in the state, the committee believes the state should have supervision of the highway construction for which the state furnishes money.

Section 3 retains, by reference, the routes constitutionally established by the amendment adopted November 2, 1920. Eliminating the detailed enumeration of these routes reduces the length of the present Constitution by approximately 25 per cent.

Section 4 provides that the routes added to the trunk highway since the adoption of the Babcock Amendment in 1920 be retained as part of the trunk highway system until otherwise provided by law.

Section 5 provides for the establishment of a commission to study and recommend to the legislature changes in the trunk highway system.

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Section 6 authorizes the legislature to alter, change the location of, add or delete from the trunk highway system any route not fixed by the Constitution.

Section 7 eliminates the present limitation as to the amount of bonds that may be sold in any one year or the total amount issued for the purpose of financing highway construction.

**Highways and Aeronautics Committee; Aeronautics.** The committee recommends that the article relating to aeronautics be not changed. The reason for this is that the article was recently adopted, in 1944, and the experience as to operation is limited.

**Taxation and Finance Committee.** The taxation and finance committee was assigned to study the following articles and sections:

Article 2, Section 3 (Acceptance of Enabling Act); Article 4, Section 32, (a), (Railroad Taxation); Article 4, Section 32, (b), (Internal Improvement Lands); Article 8, Section 2, (School Lands and School Fund); Article 8, Section 5, (Loan of School Funds); Article 8, Section 6, (Investment of School Funds); Article 8, Section 7, (School Forests); Article 9, (Finances of the State); Article 11, Section 5, (County and Township Power to Tax); Article 17, (Forest Fire); Article 18, (Reforestation); Article 19, Sections 2, 3, 4, (Air Navigation).

The committee is of the opinion that inflexible limitations and controlled taxations should not be placed in the Constitution. The provisions relating to policy should be stated in terms broad enough to permit the adjustment of tax laws to current needs by legislative action more readily than at present, but without disturbing the formal structure of the tax system. With these principles in mind, the committee sought to provide a tax article that is short, simple, and substantially more flexible than the present provisions.

The principal features of the changes recommended are:

- (1) Power of the legislature to classify all kinds of property for purposes of taxation.
- (2) Strengthening the provisions on tax exemption, expressly giving to the legislature the power to define the limits of exemption.
- (3) Defining the legislative power to exempt certain classifications of personal property.
- (4) The present constitutional section on state debt is inoperative, due to the practice of issuing interest-bearing certificates of indebtedness instead of bonds. This has been revised so as to require the state to place its debt service on a sound financial basis.
- (5) Elimination of the present limitation on general state indebtedness.

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(6) Elimination of the requirement for a referendum on the repeal or amendment of the gross earnings tax on railroads.

(7) Combining the constitutional sections on state lands into a single paragraph, eliminating obsolete material.

(8) Enlarging the constitutional provisions on land exchange so as to permit the sale of public lands for tax-forfeited lands.

(9) Placing the taxation of taconite mining and production facilities in a separate category insofar as changes in the method of rate or taxation are concerned.

The committee recommends the retention of the so-called "wide open" tax section.

The committee recommends that the present provision on the exemption of property be strengthened. In 1944 approximately 25 per cent of the assessed value of all taxable real property in the state was exempt from taxation.

No substantial change in the severance tax on timber was made.

The committee recommends a substantial change in the gross earnings tax imposed on railroads. It does not believe that the railroads, as an industry, are today entitled to a constitutional tax denied to all other corporations and individuals. No other state constitution requires the change of rate or the method of taxation of a railroad corporation, yet the railroads apparently operate successfully in the other 47 states.

The section relating to state lands is considerably re-worded, but safeguards on retention of mineral rights and water power sites are kept.

The committee recommends the retention of the occupation tax on iron ore.

The tax protection extended to the taconite industry is based on the following factors:

(1) The high grade ores are rapidly facing exhaustion while unlimited amounts of taconite are available. If the industry can be encouraged to make the necessary investments, the state and its people will reap unusual benefits.

(2) The taconite industry is a new industry requiring tremendous capital investment in processing plants.

No change has been made with regard to the dedicated trust funds.

It is recommended that all revenue receipts from taxes, licenses, fees, fines, interest, service charges, and department earnings be deposited in a general revenue fund and that no money be withdrawn from the fund except by appropriation.

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No obligation for the payment of money shall be impaired except as authorized by law; but the legislature may authorize certain funds to be not subject to those restrictions. It is expected that this will place state financing on a sound basis and leave to the legislature the control of the expenditures of moneys paid in taxes; thus assuring the tax bearers that all funds will be used efficiently for the purpose for which intended.

The disposition of the income from the trust funds is not changed from the present provisions in the present Constitution except that for the internal improvement fund.

It is provided that increases in capital received from trust funds shall bear their own cost of collection.

Local taxation is authorized. This change clearly establishes the principle that the power of taxation, experienced by all local governments, shall be subject to the control of the legislature.

The motor vehicle tax section is not materially changed. The other provisions not relating to taxation are repealed, for the reason that their provisions have been covered in other portions of the report of the committee, or for the reason that the material therein is obsolete.



Dr. Sullivan  
will take  
initiative  
in providing  
new bill.  
4. 24

only 7 states  
need it.

LOCAL FULL-TIME HEALTH  
DEPARTMENTS FOR MINNESOTANS

Advised  
Acme Chemical  
Letter Co.  
Miss Snyder

at 1010

Reverley  
8th & 1st

MINNESOTA COMMITTEE ON LOCAL HEALTH SERVICES

APRIL 1948

Done  
4/6/48  
S. J. J.

150

Miss J. J.  
4867  
4/25/48

4/26/48

## WHY MINNESOTA NEEDS LOCAL, FULL-TIME HEALTH DEPARTMENTS

Nearly two million people in Minnesota today have no adequate public health services. Such services are constantly needed:

- To furnish protection against disease
- To safeguard water, milk, and food
- To save the lives of mothers and babies
- To help find early, curable cases of tuberculosis, cancer, and other diseases
- To help prevent accidents
- To provide public health nursing services for all who need them
- To spread authentic information about health

These services and many others are provided to some extent by the State Department of Health. Six branch offices of the Health Department are organized temporarily to bring health services to the people of certain districts. But, to meet local problems adequately, every Minnesota community needs its own local health department, locally sponsored and administered.

Such a department may serve a county, a city and its adjacent county, or several counties united for the purpose. It has been estimated that about 24 local health departments could adequately serve the health needs of Minnesotans who live outside the three large cities. For the greatest efficiency and economy, each local health department should serve about 50,000 people.

Local full time health departments, adequately staffed and financed, are now accepted by leading public health authorities as the answer to the rural health problem. Forty-one states now have such departments or have passed laws permitting their formation. MINNESOTA IS ONE OF SEVEN STATES THAT DO NOT YET HAVE SUCH A LAW.

At present, there are more than 650 local health officers in Minnesota, almost all of them serving on a part-time basis, without salaries, expense budgets, or assistants. This situation is inefficient and people in all parts of the state are demanding a change. In order to obtain local health departments for Minnesota, we must pass a state law that will give county boards of health the same authority in regard to health matters that is now held by towns, villages, and cities.

This service, which will be provided when the majority of the people in a particular section vote for it, will cost approximately \$1.50 per person per year--a very small sum in comparison with the hundreds of deaths that can be prevented, the thousands of days of illness that can be avoided, and the millions of dollars that can be saved.

AS LONG AS MINNESOTA HAS A SINGLE DEATH FROM PREVENTABLE DISEASE, PUBLIC HEALTH IS NOT GOOD ENOUGH.

The following pages answer the questions most frequently asked about local health departments for Minnesota. If you have further questions, call or write:

Minnesota Committee on Local Health Services  
2808 West River Road  
Minneapolis, Minnesota  
Dr. 8863

## I. BENEFITS OF LOCAL FULL-TIME HEALTH DEPARTMENTS

The question is often asked: What help would a local or county health department be able to give me and my home community?

The following points give a partial answer to this question. They name a few of the benefits that YOU and YOUR COMMUNITY would receive from having a local full-time health department in your area.

\* \* \*

TO ALL CITIZENS, the presence of a local full-time health department would mean that:

1. Your own representatives would set up the policies, do the planning, and carry out the program for promoting public health in your community.
2. Your health and your family's health would be the immediate concern of your own local health department. The taxes you would pay to support your health department would be spent for the betterment of health in your own community.
3. You would have, right in the area where you live, an agency dedicated to solving the particular health problems of that particular place. For instance, if a diphtheria epidemic threatened your children, if a flood were polluting the water supplies of your community, if more public health nursing services were needed, these problems would be referred to your own local health department.
4. By carrying on a program for the prevention of disease, your health department would improve the conditions under which you live, thus saving you from suffering, expense, and perhaps permanent ill-health caused by many preventable diseases, as well as increasing your expected life span.
5. By finding early cases of tuberculosis, cancer, venereal disease, and other conditions in which early treatment gives the best possible chance of cure, your health department could prevent the development of these conditions into serious problems, thus greatly reducing suffering, expense, and time lost from work and normal living.

TO HOMEMAKERS AND PARENTS, in both towns and rural areas, a health department would:

1. Provide you with clear explanations of diseases that can be prevented and tell you how to prevent them.
2. Arrange with the physicians and dentists in your community for timely examinations for your children, for preventive treatments, and for early corrective treatments that will often prevent the development of serious health problems.
3. Provide you with the services of a public health nurse who would, if necessary, come into your home to help and advise you in caring for a member of your family; to meet behavior problems in your children; to prevent the spread of infectious disease in your household and your county; to explain how you can get help in obtaining glasses, dental work, hospitalization, or other needed health care, and to give you many other health services, entirely without charge. The public health nurse would also answer many of your questions about health matters and would conduct free classes in home nursing, baby care, nutrition, and other subjects on request.
4. Your public health physician and nurse would advise expectant and new mothers on how to carry out the instructions of their family physicians in taking the best possible care of themselves and their babies.

- 5. Your public health engineer would make your community a safer and healthier place in which to live, by advising as to the proper location and construction of wells and outdoor toilets, the protection of milk against dirt and disease germs, the enforcement of regulations for keeping public eating places clean and healthful, and the maintenance of cleanliness in public washrooms and toilets, especially on travel routes.
- 6. Your public health physician and engineer would constantly check on the condition of swimming pools, camps, parks, and other places of recreation used by you and your children, to insure that these places are both safe and sanitary.

TO FARMERS, a local health department would:

- 1. Provide health protection for people on farms that would equal that now enjoyed by city people.
- 2. Your children attending a rural school would receive the same attention to their health needs that is now available to many city children. Teachers and school boards would be entitled to advice and help on school health problems from the public health nurse and engineer in their own community health department.
- 3. Your health department would work constantly for your greater safety--on the farm, in the home, on the highway. Your public health engineer would give you help and advice on how to prevent accidents.

TO WAGE EARNERS, a local health department would:

- 1. Protect you and your family against epidemics of disease and against accidents, at your place of work, in the schools, and in your community.
- 2. Supply you with bulletins, pamphlets, and other materials that would help you in protecting yourself and your family against accidents and disease.
- 3. Assist your employer in providing a work place that is safe and healthful, in which the possibility of contracting industrial disease is reduced to a minimum.

TO SCHOOL TEACHERS, your local health department would:

- 1. Give you the services of a public health nurse to show you how to detect early suspected cases of contagious disease in your pupils. The nurse would also help you in persuading parents to keep sick children at home and to obtain preventive and corrective health treatments for them.
- 2. Arrange for timely medical and dental checkups for your pupils and encourage parents to obtain treatments needed by the children.
- 3. Help you to make adequate safety and sanitation provisions for your school--drinking water, clean and sanitary toilets, safe playgrounds, school bus inspections, and many other services for the protection of your pupils' health.
- 4. If a health problem should arise in your school requiring action by your school board, your health department would study the problem and recommend appropriate action to your board.
- 5. If you have pupils who need financial help in obtaining medical or dental care, your health department would recommend action to the proper agency.

TO BUSINESS MEN AND EMPLOYERS, the presence of a local health department would:

1. Help you keep workers on the job by eliminating the causes of many illnesses and injuries, with resulting increase in production.
2. By reducing illness and injury in your community, and thus reducing their cost, increased earnings will be available for expenditure in other fields.
3. Contribute to your workers' peace of mind--and hence to their higher productivity and better adjustment--by protecting their health and that of their families.
4. Your local health department would assist local food handling establishments in providing the public with safe and sanitary food.
5. The public health engineer would give advice and help in making your factory, shop, or place of business a healthful place in which to work, and your community an attractive and prosperous place in which to live.

TO GOVERNMENT OFFICIALS IN TOWNS, VILLAGES, AND COUNTIES:

1. A local health department would provide facilities that would enable local government officials to meet the responsibility for maintaining community health at a high level.
2. By preventing epidemics of certain diseases and reducing the prevalence of other diseases and of accidents, your health department would improve the status of your community and reduce the expenditures now necessary in caring for indigent victims of disease and accidents.
3. A local health department would provide you with skilled consultants on your local health problems.

TO MEMBERS OF THE HEALTH AND WELFARE PROFESSIONS:

1. A local health department would serve to prevent much of the illness and many of the accidents that now create or aggravate welfare problems.
2. Educate the people of your community regarding the advisability of timely medical and dental examinations and early corrective treatments.
3. Inform people regarding the best use of their money in purchasing food and other necessities, so that fewer problems would arise from the results of reckless expenditures.
4. Provide you with current reports on communicable diseases in your community.
5. Maintain valuable consultative services with the public health physician, nurse, and engineer.
6. The public health nurse will assist in finding and reporting persons who are in need of medical, dental, or welfare services.

The benefits listed are only a few of those that your community would receive from the establishment and maintenance of a full-time local health department.

The pages that follow outline the present public health problems in rural Minnesota and the steps necessary to meet them. The purpose of this manual is to tell you how you can get local health services for your community.

## I. THE PRESENT PUBLIC HEALTH SITUATION IN RURAL MINNESOTA

### PUBLIC HEALTH IN RURAL AREAS

Minnesota--fourth state in the Union to create a State Board of Health (in 1872)--pioneered in many public health developments, but is far behind most other states in providing for the protection of the health of its rural citizens.

Minnesota is largely an agricultural state. The greatest public health lag is found in rural areas, as shown by Selective Service records. For the nation as a whole, 25 per cent of 18- and 19-year old youths were unfit for military service. BUT 41 PER CENT OF ALL FARM YOUTHS in this age group were rejected as unfit.

ALMOST TWO MILLION PEOPLE IN THE STATE have no full-time local health services. Most of the 66 per cent not served by full-time local health departments LIVE IN RURAL AREAS.

### PRESENT RURAL HEALTH SITUATION

Minnesota has a total of 2,714 separate county, city, village, and township governmental units, EACH OF WHICH IS PERMITTED TO SET UP ITS OWN HEALTH DEPARTMENT. As a result of this situation, MORE THAN 1,600 JURISDICTIONS are attempting to provide health services.

By law, county health departments have jurisdiction only over unorganized areas.

Minnesota has no multi-county health departments.

### HEALTH OFFICERS IN THE STATE

In 1947, there were in Minnesota 85 county health officers, 97 city health officers, 781 town health officers, and 649 village health officers. Many of these officers serve in more than one capacity. Since only 683 physicians are actually serving as health officers, the majority of these governmental subdivisions are without the services of a medical health officer.

### HANDICAPS FACED BY PART-TIME HEALTH OFFICERS

ONLY FOUR of the 683 local health officers in Minnesota are serving on a full-time basis. The remainder are physicians who have accepted the job of health officer for their county, city, town, or village as a civic responsibility. The majority of these health officers are busy practicing physicians. Ordinarily they do not receive pay for the work involved as health officers. Since most of them recognize that public health is a specialized field and that they are not qualified to serve as health officers, they are more than willing to relinquish their duties.

## II. ATTEMPTS TO MEET THE PROBLEM

### IN THE NATION AS A WHOLE

Minnesota is not the only state that has faced the problem of providing better public health protection for its rural people. Until recently, approximately one-third of our total population, or about 47 million people, were without full-time local health services.

### IN OTHER STATES

In 41 states, permissive or mandatory legislation for setting up local full-time health departments has now been passed.

all Minnesota's neighbors have such legislation. Laws providing for full-time local health departments ARE IN EFFECT in North Dakota, South Dakota, Wisconsin, Nebraska, Montana, Illinois, and Michigan.

IN OTHER AREAS  
OF GOVERNMENT

In education, the present tendency is to consolidate schools and to place them under the jurisdiction of a county superintendent. In welfare, work is conducted on a county basis--not by townships and villages. In road building and maintenance, the county has become the deciding unit. Public Health Services will not reach the 2,000,000 persons not now being served until it, too, is planned on a county or multi-county basis.

A. Branch Offices of the Health Department

IN MINNESOTA

The Minnesota Department of Health has long been aware of the lack of local health services. In an effort to provide a partial remedy, the Health Department has set up several branch offices staffed with public health physicians, nurses, and engineers.

These branch offices provide only a partial solution to the problem, because:

1. Basic public health policy is developed in local communities, which should be able to set up and control their own public health programs.
2. The State Department of Health does not have sufficient personnel or finances to set up the number of branch offices required to give adequate health protection to all the residents of the state.
3. For the most efficient service, LOCAL HEALTH DEPARTMENTS SHOULD BE ORGANIZED ON A MULTI-COUNTY BASIS. With this type of organization, local health departments will be responsive to the needs of their own people and responsible to their own people.

B. COUNTY HEALTH BILL

During the 1945 session of the Minnesota State Legislature, the First Local Health Units Bill failed because it was introduced too late in the session.

During the 1947 session of the Legislature, a bill was introduced for the purpose of permitting the establishment of multi-county health departments. This bill did not make its provisions sufficiently clear. It was passed unanimously by the Senate, but failed to reach the house for a vote.

A REVISED BILL WILL BE INTRODUCED AT THE 1949 SESSION OF THE STATE LEGISLATURE.

The new bill will be more clearly formulated and will eliminate many of the factors that caused objection to the 1947 bill.

### III. RECOMMENDATIONS FOR SOLVING MINNESOTA'S RURAL HEALTH PROBLEM

#### RECOMMENDATIONS OF THE NATIONAL COMMITTEE ON LOCAL HEALTH DEPARTMENT

The Committee on Local Health Units of the American Public Health Association some years ago made the following recommendations, based on a survey of the entire U.S.A.:

1. For the most efficient and economical administration, full-time health departments should be available for every 50,000 people.
2. In order to achieve this goal, health departments should be organized on a county or multi-county basis.
3. Each local health department should have on its staff one full-time qualified public health officer, a public health engineer, a public health nurse for each 5,000 population whenever possible, and necessary clerical help.

#### RECOMMENDATIONS FOR MINNESOTA

In its original report, the Committee proposed 10 local health departments for Minnesota. It has since been determined that 24 local health departments are needed to serve adequately the health needs of Minnesotans who live outside of the three large cities. Under such an arrangement, each local health department would serve about 50,000 people, as recommended by the Committee.

Since the populations of 46 Minnesota counties are under 20,000, it is proposed that counties unite, in multi-county units including approximately 50,000 people in each unit, for the purpose of setting up and administering full-time local health departments.

To legalize the formation of multi-county units, an enabling act must first be passed by the State Legislature.

To operate successfully, the plan must have the support of:

1. The governing bodies of the counties involved.
2. Professional groups: medical, dental, nursing.
3. The citizens of counties involved.

### IV. STEPS NEEDED TO OBTAIN FULL-TIME LOCAL HEALTH DEPARTMENTS FOR MINNESOTA

#### INFORMATION

Minnesotans must be informed about the need for full-time local health departments and the benefits to be derived from such agencies.

#### LEGISLATION

A permissive state law must be passed, authorizing the creation of multi-county units for the purpose of providing public health services in areas including no fewer than 50,000 people each.

#### PERSONNEL

There must be gradual replacement of present part-time, untrained health officers, and appointment of professionally trained and experienced personnel, who should be selected and retained on a merit basis, free from the influence of partisan politics.

Personnel now assigned to state health districts, or federal and state funds now used in their maintenance, may be allocated to local health departments as they develop.

Public Health nurses now employed by counties may be employed by multi-county public health units.

Public health physicians serving multi-county units should receive salaries comparable with the incomes of good internists and surgeons in the vicinity.

#### FINANCING

Full-time local health departments will require tax support amounting to approximately \$1.50 per capita per year. (At present the annual per capita expenditure for health in Minnesota is about 50 cents.)

AT LEAST HALF OF THE FINANCIAL SUPPORT OF LOCAL HEALTH DEPARTMENTS SHOULD COME FROM LOCAL SOURCES.

State funds may be used to supplement local tax funds if necessary. The state would be able to subsidize functions coordinated and transferred to the local health department; for instance, subsidies would be provided for county nurses.

Federal aid to local health departments should constitute not more than one-third of the total budget. (Legislation now pending in Congress would provide for federal subsidies disbursed through state health departments for aiding the development of local health departments.) Federal aid should preferably be devoted to additional or exceptional services rather than to basic health activities.

#### STANDARDS

The state law or local ordinance must contain the requirement that the functions of local health departments shall include at least the standard activities essential for public health services, and that they be conducted at a creditable level of performance by persons qualified under merit systems of employment.

#### HEALTH COUNCILS

A community health council should be created for each area having a health department. A health council is an advisory and coordinating group made up of representatives of all agencies interested in promoting better health for the community. The health council studies local health problems and the resources available for meeting those problems.

#### STATE COOPERATION

The State Department of Health can best serve the people of the state in consultant, advisory, and other special capacities.

Many services will continue to be available to local health departments from the State Department of Health. Such services will include expert technical advice, supervision of state-wide programs, collection and compilation of vital statistics, laboratory diagnosis, stream pollution control, services of licensing bureaus, and industrial health services.

#### V. WHAT SERVICES WILL LOCAL HEALTH DEPARTMENTS PROVIDE?

The chief function of the local health department is the PREVENTION OF DISEASE. In carrying out this function, the following activities are included:

#### GENERAL SERVICES

1. Promoting frequent periodic medical and dental examinations, by private practitioners, for school children. Such examinations will reveal defects at early stages when the chance for cure or correction is most favorable.
2. Promoting programs for the health and safety of workers in industry.
3. Advising on means of preventing accidents in homes, on farms, and elsewhere.
4. Working with the State Department of Health to promote programs in special fields, such as community chest x-ray campaigns, cancer control, and nutrition.

The full-time local health department does not engage in the practice of medicine. It does not compete with, or replace, the practicing physician. However, it does work closely with local physicians in the following ways:

#### MEDICAL SERVICES

1. Providing epidemiological services for physicians, to assist them in diagnosing diseases and in locating sources and carriers of certain diseases.
2. Enforcement of regulations regarding quarantine or isolation.
3. Furnishing of immunizing agents to physicians or arranging for immunizations for preventable diseases; furnishing of testing agents for certain diseases.
4. Carrying on case-finding programs in tuberculosis and venereal diseases.
5. Aiding the community in arranging for care of patients with communicable diseases.
6. Conducting clinics for periodic health examinations of babies and preschool children.
7. Providing information for all groups in the community about symptoms of disease, control measures; and health department regulations.

#### NURSING SERVICES

Public health nurses employed by a local health department give a great variety of services to all income groups. These services include:

1. Home visits, during which the nurse may advise the homemaker on care of the sick, of children, of elderly people; how to give bed-baths, prepare special diets, take temperatures, give special treatments ordered by the physician, and many other problems.
2. Making necessary contacts between patients and physicians, especially in cases of communicable disease which might constitute a threat to the community.

3. Aiding and advising parents in planning for the delivery and care of a new baby,
4. Holding classes in home nursing for girls and women.
5. Assisting teachers and parents in meeting and solving the emotional problems of children,
6. Helping teachers recognize and solve school health problems.
7. Helping parents obtain available benefits for crippled and handicapped children.
8. Providing bedside nursing services for the chronically ill and demonstrating the best methods of home care for such patients.

#### ENGINEERING SERVICES

The public health engineer employed by a local health department can render many services in making the community a healthier and safer place in which to live. Among these services are the following:

1. Protection of the milk supply by assisting in obtaining and carrying out a satisfactory milk pasteurization ordinance and by regular inspections of milk producing and pasteurizing plants.
2. Investigation of municipal water supplies, and aid to farmers and others in the proper location and construction of private water supplies.
3. Aid to rural schools in installing and maintaining proper water supplies, sewage disposal systems, and other facilities for maintaining the health of school children.
4. Assistance and advice in the proper disposal of domestic sewage and other waste materials.
5. Supervision of swimming pools, camps, resorts, and other recreational facilities.
6. Aid in controlling pests, such as rats and mosquitoes.

#### VI. ORGANIZATIONS ENDORSING FULL-TIME LOCAL HEALTH DEPARTMENTS

##### AMERICAN MEDICAL ASSOCIATION

The House of Delegates of the American Medical Association passed a resolution urging its trustees to:

"Use all appropriate resources and influences of the Association to the end that at the earliest possible date complete coverage of the Nation's area and population by local, county, district, or regional full time modern health services be achieved."

AMERICAN PUBLIC  
HEALTH ASSOCIATION

The Governing Council of the American Public Health Association resolved that:

"Collaboration with other professional, official, and voluntary organizations be sought to obtain total coverage of the Nation by local health units at the earliest practicable date."

ASSOCIATION OF  
STATE AND  
TERRITORIAL HEALTH  
OFFICERS

This association has adopted the report of its Committee on Hospital and Medical Services, stating that:

"It is important to the health of the people of the country that adequate coverage of the Nation with full time local health units be accomplished promptly as a first step in advancing essential health."

GENERAL FEDERATION  
OF WOMEN'S CLUBS

This group adopted a resolution urging:

"State federations and individual clubs to encourage the establishment of full time local health services where none exist and the strengthening of existing services."

NATIONAL CONGRESS  
OF PARENTS AND  
TEACHERS

One point of the Health Acting Program adopted by this organization is:

"To cooperate in every possible way with public health departments; to intensify and expand present local health services and facilities; and also to spread sound health information throughout the community."

OTHER ORGANIZATIONS

National Farm Foundation  
Minnesota State Medical Association  
Minnesota State Dental Association  
Minnesota League of Women Voters  
Minnesota Committee for Local Health Services  
Midland Cooperative Wholesale  
Minnesota State Central Council C.I.O.  
Minnesota United Labor Committee  
Minnesota State Sanitary Conference  
Minnesota Department of Health  
Minnesota Farmer's Union  
Minnesota Farm Bureau Federation  
Minnesota Welfare Conference  
Minnesota Nurses Association  
Minnesota Association Cooperatives  
Minnesota Group Health Mutual  
Minnesota Division of American Association of University Women  
State Organization for Public Health Nursing  
State Grange of Minnesota

MINNESOTA STATE LEGISLATURE

(Senate and House of Representatives)

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Meets for 90 legislative days, beginning noon of first Tuesday after the first Monday in January of odd numbered years.

Governor may on extraordinary occasions convene both houses of legislature.

General Powers

1. Make laws of state
2. Raise money
3. Propose constitutional amendments

- - -

Senate    67 members. Term 4 years.    Salary \$500 a year  
Number of Senators shall never exceed one member for every  
5000 population.

Special Powers - Senate

1. Approve appointments of governor
2. Coordinate with House of Representatives in general legislation
3. Elect all officers except presiding officer
4. Amend Bills of revenue
5. Try articles of impeachment
6. Judge of election of its members

- - -

House    131 members. Term, two years; salary \$500 a year  
Shall never exceed one member for every 2,000 inhabitants.

Special Powers - House

1. Coordinate with Senate in general legislation
2. Elect speaker and other officers
3. Originate bills of revenue
4. Originate articles of impeachment
5. Judge of election of its own members

Qualifications for both State Senators and State Representatives:

1. Must be a citizen of the United States
2. Must be twenty-one years of age
3. Must be a resident of state one year and district six months

# LOBBYING

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One does this by learning. In case you haven't done any lobbying, the public relations angle is most important. I have made contacts and friends in many of the State Departments. Those whom we deal with most are:

- Mr. Lewis Dorweiler - Research Department for Interim  
Committee - House of Representatives  
Committee on Rules (office)
- ✓ Mr. Stover - Acting head of Civil Service  
State Office Building
- ✓ Mr. Schweikard - Head of Education Department  
State Office Building
- Miss Florence Burton - Industrial Commission  
State Office Building
- ✓ Lawrence Hall - Speaker of the House
- Mr. G. Howard Spaeth - Commissioner of Taxation  
State Office Building
- Mr. Lester Badger - Secretary to Governor
- Dr. Lloyd Short - Training Center, U. of Minn.
- Mr. C. C. Ludwig - League of Municipalities  
U. of Minn.