

The Second

# Inaugural Address

of  
Governor Orville L. Freeman

To the Legislature of  
Minnesota



Wednesday, January 9, 1957  
St. Paul, Minnesota



**INAUGURAL ADDRESS OF  
GOVERNOR ORVILLE L. FREEMAN  
DELIVERED AT A JOINT SESSION OF THE  
MINNESOTA LEGISLATURE AT 12:15 P.M.,  
WEDNESDAY, JANUARY 9, 1957**

Mr. Speaker; Mr. President; Members of the 60th Legislature; honored guests; friends, and fellow citizens of Minnesota:

One hundred years ago, the Territory of Minnesota stood at the threshold of statehood. The year 1857 was a critical year for our territory, for in 1857 the people of Minnesota confronted more than the usual number of problems. In ten years the population of this territory had increased tenfold; in the single year of 1856 it had almost doubled. Population was growing, but public services were in short supply. So were schools. Agricultural production, business, and commerce were growing, -- but transportation facilities were lacking. There were few roads. Rail connections with the markets of the East were yet to be completed.

Communication was troubled by still another factor. The booming population of this Territory drew sturdy pioneers from a wide variety of national groups, many of which were still using the language of their national origin. The address delivered in January, 1857 by our last Territorial Governor to the Minnesota Legislature, carried the following printing order: 2000 copies in English; 1000 copies in German; 1000 copies in Swedish; 1000 copies in Norwegian; and 500 copies in French.

Nor were the problems of 1857 limited to Minnesota. This was the year of a great, nationwide financial panic -- a panic that all but shattered the infant economy of our Territory. It was a year in the twilight of domestic peace and tranquillity in America. The forces which were to culminate in the tragic and bloody Civil War were in full flow.

Looking back from our vantage point one century removed, it might seem that 1857 was not an auspicious time for optimism or confidence in the Territory of Minnesota. But as we look closely, one remarkable fact emerges. Despite problems, confusion, and conflict, -- despite nationwide panic and the

clouds of war,--the prevailing mood of Minnesotans in 1857 was one of confidence and optimism.

Our pioneers saw their problems as a reflection of their own growing strength. They saw crises as opportunities wearing a familiar disguise. They looked forward eagerly to the great work of building roads and railroads; of building schools and improving their university. They expressed their readiness to participate fully in the problems of their nation; and to take their stand with those who sought a united land in which all men, regardless of color or creed, might enjoy the full blessings of freedom and equality before the law. In short, the Minnesotans of 1857 treated trials and problems simply as the raw material of a great and enduring vision of a better life. And they acted accordingly.

Today, we Minnesotans stand on the threshold of our Centennial year. Next year, 1958, will be a year of rededication for our state -- a year in which we shall seek inspiration from our past; and with it new energy, new vision, and new strength to meet the tasks of the future.

My fervent hope is this; that you and I, the elected representatives of the people of Minnesota, approach our work in full consciousness of the historic significance of the Centennial Year just ahead. That we bring to our work the same confidence, strength, and vision that made fruitful the labors of our forefathers one century ago. That we recall to ourselves, and emphasize to others, that Minnesotans are people of steadfast courage and steady vision, as ready today to meet the challenge of a new century as they were ready in 1857 to found a new state. That we live and act as men and women who on the one hand are the rightful custodians of the heritage of a great state and a great people, and, on the other, the rightful stewards of our children's aspirations.

I have opened my inaugural message today with a brief look at Minnesota's early history because I believe we can find both strength and a sense of direction from the example of pioneer days. For the same reason, I would continue by presenting a closer look at the development of our state during the ten years just past. Such a look will, I think, give us a sound perspective from which to examine the specific goals which we should seek to achieve during the legislative year of 1957.

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## PROBLEMS ARISE FROM STRENGTH

An examination of these last ten years reveals one fact clearly: that the problems we face today are the problems of a strong and vigorous society. We are not called to our task here today by a weak and ailing state. We are called to meet problems created by growth, by progress, by the energy, the imagination, and the ever-increasing vision of the people of Minnesota.

The year 1857 marked the end of one era of Minnesota history and the beginning of another -- the era of statehood. The past ten years also mark the beginning of an era in our state -- an era of rapid expansion, of change, of technological advances. In 1857 no one could foresee that a century later more than one and a half million "horseless carriages" would be crowding a vast system of highways. Similarly, who among us could have foreseen, in 1946, that ten years later the income of Minnesota citizens would have all but doubled?

I am sure you recall, as I do, the conflicting moods which filled our minds ten years ago as our state and nation moved from a period of all out war into an uneasy peace. I was one of the thousands of returning veterans seeking a place in civilian life. We received a royal and joyous welcome; but there were those who worried about the problems resulting from thousands of new workers seeking peace-time employment. For some, 1946 marked the happy beginning of a period of growth and development, -- the building of a larger, more abundant society. For others, it loomed as a period of trials and tasks. Evaluating the record, it seems to me that the optimists of 1946 were the more nearly right.

For the keynote to this decade in Minnesota has been growth; growth which is the measure of our strength, and the source of our confidence. Let me describe four types of growth that have occurred.

### The Growth of Our Population

The great, unexpected miracle of this decade has been the growth of our population. In 1946 we were a state of 2,734,000 persons. Today we Minnesotans number almost 3,200,000. By 1966 we will number 3,600,000. This growth in our numbers, in America and in Minnesota, is the most important single fact faced by our society today.

In 1946, 67,303 babies were born in Minnesota. In 1947 this number had increased to 75,000; and by 1955, to 80,620. Moreover, this is clearly no temporary trend. Our young people are getting married earlier; they are having larger families; and as more and more of them reach the marriageable age we can expect a steady and continuing increase in our population.

Teachers, parents, and government officials know that this influx of new children has brought problems to our state. Since 1945 our school enrolments have increased almost 30 percent -- about 140,000 additional students. This has meant overcrowded classrooms, overworked teachers, and even, in some cases, a temporary reduction in the amount of schooling available to our children.

The problem of maintaining and expanding the quality of our educational system is one of the major tasks of local and state government. Certainly in the weeks ahead we will find the problem of school legislation and finance one of our most difficult challenges. But what a mistake in vision it would be to view this swelling population of young people negatively as a problem, rather than positively as a source of strength, -- a promise of the future for Minnesota! They are the men and women who in a few short years will be our skilled workers, our business, professional and governmental leaders. They represent the promise of a more populous, more productive tomorrow.

I would call to your attention another factor in our growing population picture. Minnesotans, blessed with a health-giving climate, and rewarded by the advances of medical science, are living longer. In 1946 there were 246,518 persons in Minnesota over the age of 65. By 1956 this number had grown to 303,000. And here, again, this is no temporary trend. Estimates are that by 1966 there will be fully 362,000 citizens of Minnesota over the age of 65.

This increase in our population of older citizens is another challenge for our society. The planning we did for them in 1946 is not adequate to meet the needs of 1957. New thinking, new planning, new programming must be forthcoming if we are to secure for our senior citizens a decent, healthful, happy life in their advancing years.

But, as with our young people, what a tragic error it would be to regard the increasing number of older persons simply as a problem. As our youth carry our hopes for the future, so are our older citizens the repository of skills, experience, and wisdom that can enrich our lives.

The immediately challenging aspect of this population trend is the fact that the heaviest proportion of our growth is occurring in the years under 21 and over 65. For example, in the period from 1945 to 1960 our total state population will increase about 22 percent. But those under 21 will have increased 38 percent, and those over 65 will have increased 35 percent; while the population in the so-called productive years of 21 to 65 will be up only 9 percent. In a very real sense, then, for the next decade, our population distribution will be out of balance. A lower proportion of citizens from 21 to 65 years of age will be called upon to meet the special needs of the higher proportion of young and old people.

This imbalance in our population is, however, temporary. By 1965 an ever-increasing number of our young people will be entering their most productive years. Given the training and education essential in this age of technology, they can bring about new levels of productivity. Moreover, if we but act with vision, a decade from now we shall be realizing more fully the vast potential for leadership and productive activity among our senior citizens. Therefore, although the temporary imbalance of our population must be viewed as a challenge in 1957, it is at the same time a source of great potential strength which promises rich rewards if we but meet that challenge.

#### Growth in Wealth and Productivity

Our ten-year growth in population has been more than matched by our growth in wealth and productivity. In 1946 the total dollar income received by all Minnesota citizens was \$3,213,000,000. By 1955 this figure had grown to an estimated \$5,394,000,000. A portion of this increase is, of course, represented by inflation; but even after this has been taken into account, the real income of our state has increased by 22.2 percent in the last ten years. Business, has grown, established industries are expanding, and new industry is coming into Minnesota.

We can feel pride in the fact that our rate of increase in per capita income since 1952 is among the highest in the nation. Only fourteen states among the forty-eight have experienced a more rapid rate of growth in per capita personal income than has Minnesota in the last four years; thirty-three states are behind our pace. We have moved from 26th to 23rd among the states in per capita income, -- and this record would be even better if Minnesota farmers hadn't suffered from falling farm prices as a part of the national agricultural recession.

We are on the right road, -- the road up; and we have the potential to stay on that road and make 1957 yet another record year in the growth of Minnesota productivity.

### Growth in Government Services

A third index of the state of confident good health with which we in Minnesota prepare to meet the problems of our day lies in the growth, since 1946, of the activities and services of state government. This growth reflects, first, our growing capacity to support vital services needed by our people; and, second, our expanding vision of the limitless possibilities of a good society. We are performing tasks which have needed performing for years, with magnificent benefits to our whole society.

Here are a few examples of the growth of our services.

In 1946 we spent a little more than twelve and a half million dollars on the construction, maintenance, and improvement of our highways. In 1956 that figure had increased to nearly sixty-four and a half million. This comparison reflects only the beginning of a vast and accelerated program for bringing today's highways up to the requirements of today's traffic. In 1946 there were only 865,833 motor vehicles using the roadways of Minnesota. Today that number has grown to 1,522,498. By 1967 we can expect that more than two million vehicles will be competing for space on Minnesota's roads. We want to be ready for them.

In 1946 we distributed \$22,907,557 in state aid for education. In 1956 we distributed \$82,217,579. But this too is not the end of a story; it is only the beginning. By 1967 more than 170,000 additional students will be enrolled in our elementary and secondary schools than are enrolled today.

College enrollments in Minnesota, which stood at 48,563 in 1946, and at 51,239 in 1956, will probably reach 85,000 ten years hence. These students will need buildings, teachers and supplies. We will be ready for them, for we are a strong, confident, and growing state.

There is other evidence of significant growth. In 1946 we were spending \$3,700,000 on caring for some 10,500 of our mentally ill. This simply wasn't good enough. Many of you will recall the aura of hopelessness and human misery which surrounded our efforts at that time. In 1956 we cared for some 11,300 mental patients, -- a slight increase in numbers. But we appropriated \$12,900,000 for their care. This still isn't good enough, but it represents real progress in our wisdom and humanity. We have added out-patient clinics where there were none in 1946. Since 1954 we have launched an expanded program for training our personnel, we have all but doubled our outlay for research, and we have begun promising work with the new tranquillizing drugs.

There is other evidence. In 1946 we had no program for youth such as the one begun by the Youth Conservation Commission in 1948. The Department of Business Development was instituted in 1947, and has more than doubled its budget since then. The story of Minnesota, with its great natural resources and highly productive people, is reaching more and more people throughout the length and breadth of America than ever before, -- and we have only started.

A quick look at the area of conservation is also rewarding. In 1946 we were spending only \$461,827 to care for our timber lands. That year we planted only about 665,000 new trees, the output of our timber industry was \$110,000,000, and our state forests produced only \$524,996 of income. In 1956 we spent \$1,236,744 on the care and development of forests. Fifteen million new trees were planted in Minnesota last year, the timber industry output was \$180,000,000, and the income from state forests alone was \$950,000.

As we review with pride the improved services of state government, it is important to keep in mind the fact that they have been provided without increasing our state per capita tax in terms of income earned. In 1940 the State of Minnesota collected 5.51 cents in taxes for every dollar Minnesotans earned. In 1955 we collected only 5.26 cents in



taxes out of every dollar of income. In other words, as compared with income, our level of state taxation actually declined almost 4 percent during those fifteen years. Similarly, during those years the proportion of state income spent on welfare services declined from 2.8 percent in 1940 to 1.9 percent last year.

This story of the expanding vigor of Minnesota state government could be continued in detail, but I think the conclusion is clear. State government is one of the channels through which the people of Minnesota express their vision of and desire for a better world. Expanded and improved state services mean progress toward that greater Minnesota and happier world that we all work and pray to achieve.

### Growth in Information

There is yet a fourth way in which we have grown in the last few years. That growth is represented by the amount and quality of information that we have on which to base our policies. You and I know how lack of accurate information can cripple the good intentions of both the legislative and executive branches of government; and our citizens everywhere know how that same lack of information can frustrate the democratic process.

Vigorous disagreement and the competition of ideas in formulating policies is the very life blood of the democratic process and of progress toward greater human freedom and happiness. Yet we must always recognize that policies are sound only when they rest on a solid foundation of facts and understanding. It is my firm conviction that by hard work and firm devotion to the truth we can increase the accepted and agreed upon facts in all controversial areas. As we do this, useless and wasteful misunderstanding can be minimized, and good will and mutual confidence expanded. At the same time sincere and important differences of opinion, properly reflected in competing policies and philosophy, will be made more meaningful.

Because we believe this so sincerely, we in the executive branch of government have, during these last two years, made a sustained effort to mobilize every possible resource in the great task of collecting and evaluating reliable information; and, once collected, of making it available to you and to all of our citizens. As a result, we enter this

legislative session with greater information, more thoughtfully evaluated, than ever before in the history of our state. Here are only a few examples.

Two years ago, as we met here, we knew the need of our state for a long range building program. Too long had we followed a policy of year to year improvisation, -- patching roofs after they had begun to leak, repairing outmoded and expensive heating and lighting systems, operating to meet yesterday's problems without proper concern for the demands of tomorrow. As a result of the building program you enacted in 1955, substantial progress has been made in the last two years. But of perhaps greater importance is the study and report, now completed, of your Interim Building Commission.

The work of this Commission is an outstanding example of the finest sort of cooperation between the legislative and executive branches of our government. It enables us to enter this new legislative session with the information, the interpretations, and the planning and programming that we need in order to legislate wisely and administer thoughtfully a building program geared to the realities of an expanding Minnesota.

Another example. Tax policy is one of the perennial and important problems faced by all levels of government, particularly in an era of expanding governmental costs and services. Too seldom, however, do those responsible for tax policies have before them more than a few of the enormous variety of inter-related problems involved in tax legislation. I think it is for this reason that no subject of government proceeds so consistently in an atmosphere of acrimonious dispute and public misunderstanding. Perhaps this is also the reason that tax laws and policies so seldom receive a genuine and thorough overhaul.

As we enter this legislative session in Minnesota, we have at once a unique opportunity, and a unique responsibility. As a result of the work of the Governor's Tax Study Committee we now have the most thorough study in history of our tax policies, of their fairness, and of their effect on the economy of our state. Moreover, we have before us recommendations which have received the unanimous approval of leaders representing all segments of our Minnesota economy, -- leaders in business and finance, of labor and agriculture, and experts in the field of taxation itself. As a result we

can start this session with greater confidence in our ability to deal with the complex and perplexing financial affairs of our state.

A third example of our growth in information: as state government has expanded in the last ten years, there has been an ever-increasing need for governmental reorganization and administrative reform. Two years ago our efforts to take positive and decisive action to reorganize and improve our machinery of government were embarrassed by a lack of reliable information. I am happy to report to you that this is no longer the case.

Our self survey of state government functions in Minnesota is now complete. More than 500 Minnesota citizens have served on some 43 task forces to study and investigate the operation of every function of our state government. Their investigations and their recommendations have brought together more useful information about the detailed functioning of state government than ever before in our history.

Indeed, I think we in Minnesota may take justifiable pride in the fact that the manner in which this self survey was organized, the way in which it carried out its task, and the significance of its work, has attracted attention from state governments all over the nation, -- and has even brought inquiries to us from the governments of many foreign nations. Some of these inquiries have resulted from one very significant practical detail of this self survey. It has been estimated that if our state had hired professional services to carry out this survey the cost would have been not less than a quarter of a million dollars. Instead, under the direction and leadership of our Commissioner of Administration, and with the cooperation and hard work of state employees, many legislators, and public spirited citizens, we have completed a more informed, more complete, more practical, and more useful survey virtually without cost to the state.

These are only three examples of the resources of new information available to us in this January of 1957. There is much, much more; including the work of all of the interim committees appointed by the 59th session of this Legislature; the work of the Governor's Conference on Youth; the Governor's statewide Committee on Aging; the Governor's committees

studying problems of exceptional children, and of higher education; the studies and reports of numerous citizens groups and civic organizations interested in building a better Minnesota; -- all these deserve recognition, and all will be of inestimable value to us in our deliberations.

One distinguishing characteristic of all these new resources of information is the extent to which the citizens of Minnesota have participated in gathering it on a voluntary basis. I know of no aspect of state government in the last two years which has been so encouraging as the repeated examples of interest, concern, and selfless dedication, on the part of citizens of our state.

Thus far, much of what I have said concerns matters of history. But I think a study of the history of our beginnings, and of the last ten years, can give us a valuable perspective from which to approach the work of this legislative session. Of course we have problems, but they are the problems of a strong, growing, and confident state. Because our population of young people is growing, we face new demands for education and youth services. Because our population of aged citizens is growing, we face new tasks in welfare services. Because our state government is growing, we face as never before the need for administrative and tax improvements, for improving the functioning of government. Because our economy is growing, we need more and better roads, and a new concern for the wise development, use and conservation of our natural resources. Because our vision and our information is growing, we are finding areas of neglect and shortsightedness in our society, areas that need our concern. When we see all this clearly, -- that the tasks we face are simply a measure of the strength of our state, we should be prepared to move with full confidence, full energy, full optimism, to the work that is at hand.

#### The Goals We Seek

Turning from our glance into history, let us look now at the goals toward which we must work in the months ahead. I shall concentrate today on stating as clearly as I can the principles and the purposes that I hope will permeate our work during this session. In my budget message, and in other special messages, I will submit to you detailed proposals for specific legislation. In preparing my recommendations I shall want and need your continuing counsel. But I hope

that from our meeting today may come a common sense of direction and spirit, of confidence and dedication.

In my inaugural address two years ago, and again in my interim message of last January, I set forth four general goals toward which I think our state government should work.

The first of these goals is the maximum development of our human resources. We Minnesotans believe in humanity. We know that our greatest resource is our people. We believe that good neighbors make for good people, and good people make for a great society. And we believe that government is one of the channels through which our capacity for neighborliness expresses itself.

Our second goal is the maximum development of our natural resources. We Minnesotans believe in stewardship. We thank God for this great land, with its richness of soil and water, of forests and minerals, of game and fish; but we realize that it is not simply ours to use, enjoy, and squander. It belongs also to our children for generations to come. Used wisely it will enrich not only our lives but also the lives of future generations.

Our third goal is that of developing an expanding economy. The fundamental importance of this goal should be clear to all of us. We can't build more schools, more roads, more hospitals, and better welfare programs unless at the same time we expand the base of wealth that must support such services. Here the lesson of the last two years is both instructive and encouraging. Two years ago our state government confronted an economic crisis, for we were spending money at a rate that exceeded our income and yet we faced the need for expanding services. Today the picture is remarkably brighter. Our general revenue fund is operating in the black, and we should finish the current fiscal year with a surplus of about 16 million dollars. Several things have made this improvement possible. Partly, it was made possible by the new taxes you levied at the last legislative session. Partly, it resulted from economies in the administration of the present program. But the greatest factor in our improved fiscal position has been the economic expansion in our state in the past two years. As business has grown, as incomes have grown, so in proportion have grown the tax returns to the state. Certainly, as we look to the future, one of our fundamental tasks is to work in every way to help the people

of Minnesota to develop and expand the productivity of our state.

Our fourth goal is to secure maximum efficiency and effectiveness in government. It is a tragic truth that inefficient administration can cripple the best intentioned program. Victories we win for education, for health, for welfare, for conservation, -- all of these are but temporary if their purposes are frustrated by cumbersome, awkward, and inefficient governmental structures.

In reasserting these four goals, let me emphasize the need for a balanced approach to the problems of government. Each goal and the programs it embraces has an impact and effect on the others. Sound progress demands careful concern with each phase of government, and requires us to resist the temptation to take the easier road of giving dramatic attention to one special area or field of interest at the expense of one or all of the others. We can't honestly aspire to one of these goals unless we aspire and work for all of them.

And now, let me speak in more specific terms about these four goals.

## **MAXIMUM DEVELOPMENT OF HUMAN RESOURCES**

### **Education**

As we give our attention to human resources in the weeks ahead, a primary concern will be state action in the field of education. We are thankful that control of education is a local matter in America. But state aid to education has had a great and historic role to play in strengthening our educational system. Its first function is to guarantee that every child in Minnesota shall have an opportunity for a good education; and it should also serve as an incentive to encourage the development of improved school organization and administration and better educational programs.

The problems in the field of education today are so great, and the importance of finding a solution to those problems in the light of these principles is so crucial, that I will present a special message to you on that subject within a few weeks. Your interim committees, having given much study and serious consideration to these problems, will present

their recommendations. We will also have the benefit of an excellent report from the Governor's Committee on Higher Education. Together, I hope that we can work out and enact a comprehensive program for education in Minnesota that will incorporate the following principles:

(1) Increased state aid to Minnesota schools, distributed in such a way as will help to equalize educational opportunity throughout the state and at the same time encourage local districts to achieve better organization and administration and improved educational programs;

(2) State assistance for school construction in distressed school districts and where the need is great, by means of altering tax and bond limitations on local districts and by making available more state trust funds for direct loans to local districts at low interest rates;

(3) Legislation directed toward raising the standards, qualifications, salaries, and performance of those engaged in the work of educating our children.

(4) Action that faces up to the magnitude of the need for higher education in the years to come by providing for the expansion and improvement of our facilities for higher education in Minnesota, and for help and encouragement so that more of our young people will be able to secure education beyond high school.

### **The Welfare Program**

As a result of legislation in 1955, we have been able to make substantial progress in many of our welfare programs in the past two years. Old age assistance was increased, aid to the handicapped has been substantially augmented, and we have been able to make extensive use of new drugs in the treatment of mental illness.

Two years ago I noted that our welfare program must reflect the special obligation of society to provide the assistance needed by those who, -- because of age, illness, handicaps, or failure to adjust to the rules of the community, -- need special help. Where necessary we must furnish adequate care; but the constructive emphasis should always be on prevention and rehabilitation.

In these fields much remains to be done. I recommend particularly legislation that will provide for: facilities for the care and treatment of mentally disturbed children; greater attention and help for handicapped and exceptional children; expanded personnel in our mental health program; state aid to encourage the establishment in population centers all over Minnesota of out-patient clinics for mental illness, to provide preventive care and help in the readjustment of returned patients; state aid for the establishment of vocational rehabilitation centers in appropriate locations throughout the state; state aid for probation and Youth Conservation Commission agents attached to courts throughout the state.

You will note, in many of these recommendations as well as in others I intend to make, an emphasis on decentralization and the use of the grant-in-aid principle to encourage activity on the local level. This emphasis is part of a principle that I believe to be of fundamental importance in carrying out many of the essential functions of society: -- the principle of cooperation at all levels of government to mobilize all community resources to meet human needs.

In all programs dealing with human needs, -- in programs to help youth, the aged, the ill and the handicapped, -- optimum progress depends on the fullest sort of cooperative action by state and local government, and by the many interested church, community, and civic organizations. State assistance and state institutions are only a part of the program of action needed. Much of the most important work must occur at the local level if it is to occur at all. One of the most important functions of the state, therefore, is to mobilize, coordinate, and encourage cooperative effort by all of the public and private agencies and groups that are able and willing to lend a helping hand.

I intend to urge your consideration of specific measures to activate this principle of mobilization of community effort, to be launched in the area of services for our increasing numbers of senior citizens.

Help for the aging is long overdue. Our older citizens have suffered too long from neglect, and we owe them vigorous concern. I regard the need for an adequate program of services to our aging population to be of such importance that it will be the subject of a special message to you within a



few weeks. At that time I will submit for your consideration a program directed not only toward aid in the provision of adequate nursing homes, -- but also toward making full use of the resources of our local communities, and the abilities and services of interested citizens and volunteer groups, to provide for our senior citizens services in every area of their needs.

### Child Labor

In action to protect our human resources, I particularly urge you to pass legislation raising the standards of protection given to the children of our state. Minnesota was a pioneer in child labor laws in 1909, but since then we have fallen behind. We owe it to our children and to our future to again place Minnesota in the vanguard of the states that protect their children from employment that may be harmful or hazardous, or that which may deprive them of educational and recreational activities they should have.

### Minority Groups

Minnesota, even before it achieved statehood, ranged itself squarely on the side of those who believed that an essential meaning of America was that it should be a land free from the ugly disease of racial and religious bigotry. We should ever work to keep our state in the forefront of those communities working to make real the faith that all men are brothers, and that no man should be judged on any basis save that of his worth as a person.

It was a good day for Minnesota when the last legislature passed a state Fair Employment Practices act, -- and we should at this session work for further gains for the cause of freedom. Our state Equal Rights Statute can be improved by simplifying the way in which complaints may be legally processed. I also commend to your study the needs of two minority groups in our state that face particularly serious problems. Those are the migrant workers, and Minnesota's 18,000 citizens of Indian ancestry.

Finally, to do our best in the field of human resources, we must not neglect the area of civil defense. We must continue our program of fair and effective law enforcement, with wholehearted cooperation between state and local officials. We need united and vigorous action in the field of

highway safety, including new legislation and an intensified program.

In a special message within a few weeks, I will present specific recommendations to strengthen our safety laws and means of law enforcement. We must take steps to organize better the efforts of our total community to make modern life safer, -- on our highways, on the water, in the home, and at work. Machines have extended the productivity of our society, the range of our recreation, and the happiness of our way of life. We must work unceasingly to minimize the potential for destruction that unfortunately accompanies these benefits.

#### Maximum Development of Natural Resources

Our second major goal is the conservation, wise utilization, and development of our natural resources. The Minnesota pioneers of 1857 were confident that they had chosen a land of abundance for their homes, and history has proved the wisdom of their choice. History has also proved that every ounce of effort we devote to the conservation and wise development of our bountiful resources has repaid us one hundred fold. Conversely, every time we have failed in foresight or effort, we have struck a cruel blow at our homeland, -- a blow measured in ruined farmland, polluted streams, and wasted forest products. Nature will serve man if we work with intelligence to serve ourselves; but if we follow paths of self-destruction nature will not save us. Let us resolve then to serve in every way the role of men and women with a passion to be good stewards in the care of Minnesota's resources.

I cannot deal here with all aspects of our conservation effort, though they are all of great importance and will be subjects of your deliberations. I would, however, call particular attention to a newly developing front for service to the cause of conservation, -- that relating to our water resources.

Until the last few years, we treated our water much as we treated our air. The supply seemed limitless, and therefore the need for conservation was not apparent. But now it becomes more evident every day that our abundance of water, both on the surface and underground, is one of our most significant resources. It must be conserved in every way.

It is important to our agriculture, to our position as a vacationland, and to our future as a growing industrial state. Modern industry has an all but insatiable thirst. Per capita use of water in America now stands at 1,217 gallons per day, and experts predict that the nation's stupendous daily consumption of 200 billion gallons will nearly double by 1975. Inevitably, industry will grow in those sections of the nation in which abundant water supplies are available and are being conserved.

During the last session of the legislature we made progress in the area of water conservation. Our new Water Resources Board has started the work of organizing control on the basis of watershed areas. We must now take whatever action is necessary to coordinate the functions and activity of all agencies concerned with water, so that an effective job of information gathering and policy recommendation can be carried out. We must face squarely the problem of water pollution. As Minnesota's industries grow and expand, the threat to this great resource of ours will be grave unless we move wisely. Our goal should be no less than the prevention of any quantity whatsoever of untreated, injurious waste products from reaching our waterways. A little bit of pollution may seem unimportant when it occurs; but a score, or a hundred, or a thousand little bits of pollution can deal a lethal blow to nature.

Another specific program we should promote is that of increasing the rate at which our Conservation Department is purchasing wetlands. In my budget message I am recommending a sum for wetlands purchase that is even in excess of that requested by the Department of Conservation. This wetlands program was given its start, and largely supported in its early stages, by the voluntary contributions of conservation-minded Minnesotans. State aid to the purchase program at this time will aid materially in securing for conservation purposes the limited remaining areas of wetlands in Minnesota.

Finally, speaking now of all conservation matters, I urge you to work in every way so that the management of our natural resources, our forests, waters, soil, fish and wildlife, may rest on a solid factual base as the result of a continuing program of research. We must not allow conservation policies to be established by small pressure groups, however well-intentioned they may be, or be manipulated as political plums.

I am confident that the overwhelming majority of Minnesotans will give their support to conservation policies based on research and the fearless application of the best possible information.

## DEVELOPMENT OF AN EXPANDING ECONOMY

We now turn to the third of our great goals, that of developing an expanding economy. The prospects for the continuing development of Minnesota's economy are excellent. The next two years should see great expansion of the taconite processing industry, and the beginning of the development of other abundant lowgrade mineral resources. These years will bring us closer to the day when the St. Lawrence Seaway will connect our great port of Duluth with the world's great ports by ocean-going freighters. They will see the most enormous program of highway and bridge construction in the history of this state, and the further development of our internal waterways. Those of us here today have an opportunity to make a great and historic contribution to the rate of our economic growth.

I have already made reference to the study now completed by the Governor's Tax Study Committee. I think all of you are aware of the history-making importance of its work. As a result of that study we are now in a position to give our state tax policies a thorough-going renovation. Such an overhaul will increase the fairness with which our taxes are imposed, and help us create in Minnesota a tax climate favorable to the growth of business. Far-sighted business men understand the importance of services which are provided by taxes. They know that one of the favorable aspects of the Minnesota climate for business is our high standard of public services and education. But business enterprise can be harassed, out of all proportion to the revenue provided by unwise tax laws. I believe we can eliminate such disturbing inequities in our tax structure and yet maintain a tax base adequate for our expanding state services.

My detailed recommendations on taxation will come to you in the budget message. But for now, let me urge upon you the reality and the importance of the opportunity for tax reform that is ours. We can promote the economic development of Minnesota this year through tax revision.

We can accelerate the pace of that development by expanding certain state activities, such as the services of our Department of Business Development, that are not now adequately supported. Our program of state advertising should be increased. For the bounteous natural resources of our state, the level of our services, the strength of our communities, the hoped-for wisdom of our tax climate, -- all these are matters of which the whole nation should know.

### The Place of Agriculture

As we consider the expansion of Minnesota's economy, we must give particular attention to the problems of agriculture. Minnesota has more good farm land than any state save one in the entire nation. We are a leader, not only in agricultural production, but also in the development of advanced agricultural methods. Fully one fifth of our people are directly dependent for their livelihood upon agriculture, and the development of our entire economy is closely linked to the level of farm prices and farm income. For all these reasons, we should support in every way possible programs designed to secure for farmers their fair share of our income.

Federal legislation and federal policies are, of course, the most important single factor affecting farm income in our state. This legislature has previously urged the government of the United States to adopt policies designed to restore farm income to a fair level; and I have personally presented information to appropriate committees of Congress on the situation in Minnesota and the needs of our farmers. We should continue to make our voice heard in Washington regarding those national policies which affect the livelihood of so many of our citizens.

At the state level we must continue our full support of programs of agricultural research and soil conservation. We must also continue our efforts to secure changes in marketing regulations which restrict unfairly the markets available for Minnesota milk products. We should study the possibility of new state action to help our farmers, and should explore the value of programs to promote and encourage the development of new, secondary agricultural production in areas where it could bring about economic advantages.

### The Place of Labor

The ability, adaptability, and morale of Minnesota's labor force is one of our greatest resources for economic expansion.

The contributions made by organized labor to the welfare of our entire community are too little recognized. Minnesota labor has a record of working consistently for the extension of educational opportunity, for the raising of our standard of living and the mass purchasing power on which business prosperity depends, and it has been in the forefront of the battle to safeguard the processes of democratic society. Our purpose should be to do what we can to enhance the responsibility, security and strength of our labor groups, and to avoid any action aimed at weakening the labor movement.

We were able to make substantial improvement in 1955 in laws important to the working men and women of Minnesota. Further improvements can still be made in many existing laws, and I shall recommend such improvements at the appropriate time.

### An Expanded Highway Program

In the next two years we will begin the most tremendous expansion of our highways in the history of our state. The Federal Highway Act will eventually pour 50 billion dollars into highway construction in this nation. Minnesota highways in the next two years alone will receive \$128 million in total federal aid. Visualize for a moment what this will mean to our state. In the past we have been a sort of northern outpost in mid-America. In the future, huge new traffic arteries will make us the crossroads of a continent. The great Mackinac Bridge, nearing completion, and the now-authorized Duluth Superior bridge will link us to cross-continent traffic through Canada and around Lake Superior. The proposed four-lane Mississippi Parkway will be one of the great scenic drives of the nation. From mid-state to the northwest, to the north, and to the southwest, new routes will be completed. The effects on our tourist trade, our business, and our commerce will be all but incalculable.

It will not be easy to get all this construction underway, or to get it completed efficiently. Trained engineering personnel is in short supply. Materials are in short supply. We must move, this year, to get appropriate legislation: -- first, to enable the state to recruit and hold needed personnel; second, to make possible the efficient use of our highway users' taxes under the authorization of Amendment No. 2 which received such overwhelming support last November; and, third, to grant to the state administration and the

Highway Department the powers needed to expedite our full and efficient cooperation with the federal highway program.

## MAXIMUM EFFICIENCY IN GOVERNMENT

We turn finally to the goal of securing maximum efficiency in government. I have reported to the people of Minnesota the many improvements that have been made in the administration of state services in the past two years. With the help of our Minnesota Self Survey, I can pledge you further progress in improving the efficiency of our administrative functions within the limitations set by present law. But there are more fundamental changes that need to be made in the interest of more efficient and more responsible government, -- changes that can be instituted only by action of the Legislature.

Four of these changes have been before the people of Minnesota for many years. First, there is government reorganization in the interest of greater efficiency and responsibility, on which I will present specific proposals in a special message. Second, there is the reapportionment of the Legislature, in accord with the principle of equality of representation and in response to the mandate of our Constitution, -- a mandate which has been too long ignored. Third, there is party designation for members of the State Legislature, in the interests of serving democracy by creating greater political responsibility in this state. And, fourth, there is constitutional revision, so that in our second century of statehood we may have a constitution which not only secures our liberties but also facilitates our ability to act with wisdom in meeting the rapidly changing conditions of our life. I urge you to provide the people of Minnesota with the opportunity to vote on the question of holding a convention for the purpose of revising our century-old constitution.

All four of these steps toward better government have widespread public support. All have been long approved by both our major political parties. The time for temporizing on these needed reforms has passed. Let us move to take appropriate action on each of these matters, so that history may say of the 1957 legislative session that it concluded Minnesota's first century of statehood by acts of vision, courage and wisdom.

## Let Us Build With Strength

The problems we confront in this legislative year have grown out of the strength, the expansion, and the vitality of our society. We should approach them with faith in the future of our state, and with confidence in our ability to meet them within the framework of democratic government.

We should meet them in such a way that the men and women who sit in this chamber in the year 2057 can look back and say with pride that the 60th session of the Minnesota Legislature did its work well, -- that it pointed the way to a second century of progress toward greater prosperity and greater happiness for the people of our state.

Let us move forward, then, with confidence in ourselves and our land, and faith in our God, to build a better Minnesota in a better United States of America.