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REPORT

BY

COMMISSIONER RALPH M. IMMELL

TO THE

CONSERVATION COMMISSION

OF THE

1932 UNEMPLOYMENT RELIEF PROGRAM

ADMINISTERED BY THE CONSERVATION COMMISSION

IN ACCORDANCE WITH

PARAGRAPH 3 OF AMENDMENT 3A TO

SUBSTITUTE AMENDMENT NO. 1S TO

BILL 35A

January 19, 1933.

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This report was unanimously approved and the recommendations were adopted by the Conservation Commission at their meeting January 20, 1933.

January 20, 1933

To the Conservation Commission,
S T A T E C A P I T O L,
Madison, Wisconsin.

Gentlemen:

There is submitted herewith a report of the operations of the Conservation Department of Wisconsin as directed by the provisions of Paragraph 3 of Amendment No. 3A to Substitute Amendment No. 1S to Bill No. 35A enacted into law by a special session of the 1932 Wisconsin legislature and which was supervised by the writer in accordance with Paragraph b of Section 8 of the Statement of Policy adopted by the Commission in its February meeting, 1932, and which terminated December 31, 1932.

I. ACCOMPANYING PAPERS.

(1) Memorandum of policy of the Conservation Commission.
(2) Administrative memorandum on procedure by Director Kelleter.
(3) Form of field report required of field investigator.
(4) Statistical report of relief projects.

II. MEMORANDUM OF POLICY OF THE CONSERVATION COMMISSION.

I am pleased to report that in the administration of the responsibility imposed on Mr. Kelleter and myself it has not been necessary to deviate from or change the provisions of the memorandum of policy adopted by the Commission except in the most minor matters.

III. THE DEPARTMENT ADMINISTRATIVE MEMORANDUM OF THE DIRECTOR

The Department administrative memorandum herewith attached and written by Director Kelleter was forwarded to the field organization on Feb. 10, 1932 with my approval. While it was the first definite statement issued to the field organization governing their procedure and practices, they were at that time quite familiar with the character of the work to be undertaken. As early as October, 1931, area wardens, rangers, and sub-rangers had been directed by the Acting Director to consider the possibility of projects of this character in their own locality in the event of enabling legislation. The existing organization of sub-districts, districts, and areas with the resulting ease of fixing responsibility, lent itself admirably to these early surveys. During December and January many projects were tentatively considered and approved by rangers and area wardens.

IV. FIELD INVESTIGATORS.

The report of the Field Investigator, a form for which is attached to this report, was submitted to me on every project investigated by Colonel Forest H. Himes and Mr. Stuart McCoy who were employed for this purpose. These two men made thorough and accurate reports of the conditions surrounding the projects and made it possible to secure uniform practice

and results at an early date. Through their activity it was possible to effect the adoption of the excellent practices that obtain in some districts by the others and to suspend the continuation of activities that were unsound. Colonel Himes and Mr. McCoy rendered a most valuable service to the Department and it is in a large part due to their constant vigilance in the field that the Department and the Commission were able to prevent unsatisfactory conditions and attendant unpleasant developments.

V. THE STATISTICAL REPORT.

The statistical data herewith attached deals entirely with general factors. The accompanying tables disclose the total disbursements for labor of all classes, team hire, board, explosives, equipment hire, fuel, supplies, and administration. It should be noted that 85.45% of the total expenditure was paid out in wages to 12,790 workers and their 40,209 dependents, and was thus used for direct relief. The detailed information on finances, projects, and their character can be obtained from an examination of the statistical report.

VI. ADMINISTRATIVE RECORD OF THE CONSERVATION DEPARTMENT.

After the preliminary conversations had been concluded with the Director and the necessary field instructions issued by him to his organization the entire responsibility for administration was fixed in the Department. What supervision the writer exercised was through the Director and from information gained from conferences with him, actual field trips, and the detailed reports made to me by Colonel Himes and Mr. McCoy. In justice to the Department and the Director, I desire to state that every administrative responsibility was discharged in a most satisfactory manner. It must be borne in mind that the emergency relief program was an additional duty imposed on the Department and on the old personnel of the Department. Not only was it an additional duty, but it was an undertaking on a large scale that had no precedent in Wisconsin. In my judgment the painstaking efforts and the long hours devoted to the numerous details of administration that confronted the Department, by the Director, is in a great measure responsible for the marked administrative success. The mass of detailed work sheets, maps, graphs, and other vital statistics on record in the Department, will form the basis for the complete and detailed Department report.

VII. CONCLUSIONS.

The record that the Conservation Department has made in administrating the unemployment relief program in the forest areas in Wisconsin speaks for itself. The data herewith submitted discloses that the objectives of the State and the Department have been met. The primary purpose of this Department activity was to evolve a satisfactory means to relieve the economic distress of human beings who were without other financial means for support. The secondary objective was to supply these means through labor on worthwhile and necessary public projects, NON-COMPETITIVE WITH PRIVATE ENTERPRISE OR AGRICULTURE. The report of the Department substantiates any statement that may be made indicating the attainment of these purposes.

VIII. RECOMMENDATIONS.

(1) It is recommended that if further relief measures are enacted into law by the State authorities that every effort be made to continue and to enlarge the unemployment relief program the Department has administered. It should be continued for the reason that it attains the dual purpose referred to above, and because it advances a program in the forest areas the State must eventually undertake. It should be enlarged because the experience of the past year makes it feasible and practicable, and because the need for relief is much greater than the present program permitted.

(2) It is recommended that if and when a program of this character is administered in the future by the Conservation Department, that the full responsibility for its operation be vested in the Director.

(3) It is recommended that the Commission by resolution commend the field organization, the personnel of the Department, and the Director, or those officers and employees of the Conservation Department who have in addition to their normal functions, accepted the responsibility for carrying out the unemployment relief program and who by their energy and loyal cooperation have made its success possible.

(4) It is recommended that the Director be instructed to prepare a detailed and complete report of the entire operation for presentation to the executive and legislative bodies of the present administration.

Yours very truly,

RALPH M. DIMELL,
Commissioner

RMI:LDS

MEMORANDUM OF POLICY OF THE CONSERVATION COMMISSION FOR THE ADMINISTRATION OF THE PROVISIONS OF PARAGRAPH 3 OF AMENDMENT NO. 3A TO SUBSTITUTE AMENDMENT NO. 1S TO BILL NO. 35A.

MEMORANDUM OF POLICY OF THE CONSERVATION COMMISSION FOR THE ADMINISTRATION OF THE PROVISIONS OF PARAGRAPH (3) OF AMENDMENT NO. 3A TO SUBSTITUTE AMENDMENT NO. 1S TO BILL NO. 35A

I. THE LAW

SECTION 1. EMERGENCY RELIEF APPROPRIATION. There is appropriated from the general fund for emergency relief purposes the entire receipts from the emergency tax on incomes and the emergency licensing of chain stores provided for in this act, less the amounts appropriated for administration, such amounts to be allotted, distributed, expended and paid as provided in sections 2 and 3.

(3) Five hundred thousand dollars is allotted to the conservation commission, for the building of fire lanes and roads and other necessary fire protection work, and this appropriation shall remain available for the purposes for which it is made until used. The projects to be undertaken under authority of this section shall be determined by the conservation commission after consultation with the interim committee on the cut-over land and tax problems of northern Wisconsin created by Joint Resolution No. 28, S., of the regular session of 1931. As far as consistent with efficient and economical administration, all work hereunder shall be so conducted as to afford employment to the maximum number of unemployed or partially employed citizens of the state.

II. PURPOSE

(a) To relieve the distress of the unemployed.

(b) To develop and augment the facilities for forest protection.

III. PROGRAM TO ATTAIN OBJECTIVES

(a) The projects undertaken will limit the expenditure of practically all of the funds for labor, less funds necessary for the purchase of tools.

(b) The most necessary program in connection with forest protection is one that will make the forest areas accessible to the personnel and equipment of the forest protection organization and permits the regulation or exclusion of other traffic.

(c) The primary requisite for accomplishing numerous projects in the control and suppression of forest fires is dependent on the immediate development of fire lanes and roads to inaccessible areas and their maintenance after construction.

IV. CLASSIFICATION OF PROJECTS PROVIDED FOR BY THE LAW

(a) The construction of fire roads (not part of permanent road system) which may be closed during seasons of fire hazard, and short connecting road lengths.

(b) The construction of fire lanes (fire breaks).

(c) The employment of labor necessary to construct telephone lines, ranger headquarters, substations, lookouts, and warehouses.

(d) The employment of labor for the suppression of fires.

(e) Other necessary roads.

V. THE IMMEDIATE PROGRAM CONTEMPLATED

It is the implied intent of the act that relief by employment start without delay.

(a) The development of logging grades (rail or team) to make them passable for personnel and equipment.

1. Brushing and disposal of brush
2. The building and decking of the necessary bridges
3. The removal of ties
4. Grading and dragging

VI. EQUIPMENT AND TOOLS

(a) The equipment and tools necessary will be purchased and the present distribution of tools in the forest protection organization will not be distributed.

(b) The purchase of equipment and tools will be limited to hand tools.

(c) Animals, graders, drags, etc., will be engaged in the local community where the operations are under way.

(d) Transportation equipment will be provided, wherever possible, by the forest protection organization.

VII. THE SOURCE, RATE OF PAY, AND LIMITATIONS OF THE LABOR EMPLOYED

(a) Each applicant for employment must have had not less than six months' residence in this state immediately preceding the contract of employment.

(b) It is preferable that the men employed reside in the local community.

(c) Family wage earners will be given preference.

(d) There will be a limitation as to the number in each family to be employed.

(e) There will be a limitation as to the length of employment.

(f) Crews will be rotated in order to obtain the widest possible distribution of relief.

(g) Transportation of employees to and from work must be the responsibility of the individual except where camps are established by the conservation department.

(h) A definite wage scale common in all areas will be set.

1. Common labor 25 cents per hour
2. Foreman 40 cents per hour
3. Eight hours will constitute a normal day's work, with a total of forty hours per week, except in emergencies
4. Camps may be operated by the conservation department on a 48-hour-week basis with charges for subsistence

VIII. ADMINISTRATION, SUPERVISION

(a) The necessary administrative force will be provided by the conservation department.

(b) Commissioner Immell, in charge of forest protection, with the assistance of Director Kelleter of the conservation department, will supervise the program.

(c) The commissioner in charge of forest protection and the director of the conservation department will represent the commission and the department and will be responsible for the consultation with the interim committee as provided by the law.

IX. The commission hereby confers the necessary authority on the department for the execution of the project and the disbursement of the funds appropriated for that purpose, in accordance with the policy outlined above.

The department will make currently detailed reports to the commission as to the progress of the work, setting forth the work accomplished, the work under way, and the projects contemplated, together with a report of the finances involved.

WISCONSIN CONSERVATION COMMISSION

_____
Chairman

_____
Secretary

_____

_____

_____
Commissioners

February_____, 1932

INSTRUCTIONS

TO

THE AREA FIRE WARDENS

THE STATE OF WISCONSIN
CONSERVATION DEPARTMENT

PAUL D. KELLETER,
Conservation Director

Madison, Wisconsin

February 10, 1932

TO THE AREA FIRE WARDENS:

The following instructions will govern the administration of the funds made available to this department under the provisions of the recently enacted relief legislation.

A heavy responsibility has been placed upon the conservation department through the allocation of $500,000 under the provisions of the emergency relief legislation just enacted by the legislature at the special session.

1. The purpose of this legislation is to relieve the distress of the unemployed.

2. To develop and augment the facilities for forest protection.

To carry out this mandate of the legislature the members of the Wisconsin Conservation Commission have placed the responsibility of administration and supervision upon the Director of the Conservation Department. General Immell, in charge of forest protection, will make the necessary field inspection. The general administrative routine will be taken care of by the Director.

The procedure will be as follows:

The actual field work will be done under the administration and supervision as provided above and through the area fire warden and the district forest rangers. Projects will be recommended by the district forest ranger and area fire warden and submitted to the department at Madison and, on approval, operations on the projects will be undertaken in the field as directed.

The two-fold purposes of this administration must be borne in mind at all times:

First, to relieve the distress of the unemployed;
Second, to develop and augment the facilities for forest protection.

Each area officer, district forest ranger and the foreman put in charge of the respective crew will have the responsibility to see to it that there is full return to the state in the performance of the work done on the

basis of the funds expended for labor in connection therewith. Current inspection and reports of the progress of the work will be called for in order to make sure that there is a proper return for such expenditures for labor. Each foreman will be held responsible for the performance of his crew and the district forest ranger and area warden will have the authority to discharge any foreman who fails to get the work done satisfactorily by the crew. Likewise, any laborers employed under the provisions of this appropriation are subject to discharge if they fail to work satisfactorily.

The following instructions will apply to the selection of laborers, rate of pay and limitations as to employment:

(a) Each applicant for employment must have had not less than six months residence in this state immediately preceding the contract of employment.

(b) It is preferable that the men employed reside in the local community.

(c) Family wage earners will be given preference.

(d) Employment will be limited to one wage earner per family, except in extraordinary cases. Before additional members of a family are engaged the reason for such additional employment, together with a detailed statement of other pertinent circumstances, will be furnished the Director.

(e) In order that there may be the full measure of relief to the unemployed there must be definite limitation as to the employment of the individual. Until further notice employment will be limited to twelve working days. No second period of employment will begin until there has been at least one opportunity of a twelve-day period of employment to each unemployed individual of that locality.

To prevent abuse of the relief features of this program of employment you are limited to the employment of labor of your own locality. Every effort should be made to prevent a migration of labor from one project to another.

(f) Crews will be rotated in order to obtain the widest possible distribution of relief.

(g) Transportation of employees to and from work must be the responsibility of the individual except where camps are established by the conservation department.

(h) A definite wage scale common in all areas will be set:

1. Common labor 25 cents per hour.
2. Foreman 40 cents per hour.
3. Eight hours will constitute a normal day's work, with a total of 40 hours per week, except in emergencies.
4. Camps may be operated by the conservation department on a 48-hour-week basis with charges for subsistence.

Equipment and tools will be on the following basis:

(a) The equipment and tools necessary will be purchased and the present distribution of tools in the forest protection organization will not be disturbed.

(b) The purchase of equipment and tools will be limited to hand tools.

(c) Animals, graders, drags, etc., will be engaged in the local community where the operations are under way, and payment will not exceed local current rates.

(d) Transportation equipment will be provided, wherever possible, by the forest protection organization.

Operations under the provisions of this legislation will have in mind the following objectives:

(a) The projects undertaken will limit the expenditure of practically all of the funds for labor, less funds necessary for the purchase of tools.

(b) The most necessary program in connection with forest protection is one that will make the forest areas accessible to the personnel and equipment of the forest protection organization and permits the regulation or exclusion of other traffic.

(c) The primary requisite for accomplishing numerous projects in the control and suppression of forest fires is dependent on the immediate development of fire lanes and roads to inaccessible areas and their maintenance after construction.

Classification and priority of projects will be as follows:

(a) The construction of fire roads (not part of permanent road system) which may be closed during seasons of fire hazard, and short connecting road lengths.

(b) The construction of fire lanes (fire breaks).

(c) The employment of labor necessary to construct telephone lines, ranger headquarters, substations, lookouts, and warehouses.

(d) The employment of labor for the suppression of fires.

(e) Other necessary roads.

THE IMMEDIATE PROGRAM

It is the implied intent of the act that relief by employment start without delay.

(a) The development of logging grades (rail or team) to make them passable for personnel and equipment.

1. Brushing and the disposal of brush.
2. The building and decking of the necessary bridges.
3. The removal of ties.
4. Grading and dragging.

Actual operations under the provisions of this legislation will not be begun until definite instructions to that effect are issued by this department. You are, however, instructed to make the necessary preparations as outlined above in order that the work may be started without delay as soon as official release to that end is issued.

Very truly yours,

Paul D. Kelleter,

PAUL D. KELLETER,
Conservation Director

For General Distribution

FIELD REPORT

Form ( ) - Page One

Wisconsin Conservation
Fire Lane & Unemployment Relief
Work for 1932

FIELD REPORT

District___Project___County_____Area_____Nearest Village_____

Township_____Ranger_____Foreman_____
(Name) (Number) (address)

Appropriation_____Project Type_____Date Started_____

No. men employed_____Man-hours used to date_____Per cent Complete_____
(approximate)

Date Inspected_____By_____Field Investigator

---

1. Unemployment Relief given is (check indicates grade of work)
   Good_____Satisfactory_____Poor_____Unsatisfactory_____

2. Forest Protection Program result is (check indicates grade of work)
   Good_____Satisfactory_____Poor_____Unsatisfactory_____

3. Remarks on unsatisfactory conditions:_____

4. Suggestions or Recommendations:_____

* * *

I. Detailed Labor Report.

a. Unemployment distress relief.
   1. Are yellow cards used?_____ 2. Are family heads given preference?_____
   2. Is family limit observed?____ 4. Are local men used first?_____
   5. Is there a job-waiting list?____ 6. Has job-rotation started?_____
   7. REMARKS:_____

b. Attitude of men employed. Are any of these complaints serious?_____
   1. Wages not paid promptly_____ 5. Unjust demands made_____
   2. Discrimination in hire_____ 6. Drinking water not provided_____
   3. Favoritism in work_____ 7. Tools inadequate for work_____
   4. Unreasonable discharge_____ 8. Work too hard, unsafe_____
   9. Is majority attitude of crew willing?_____ Indifferent?_____
      Rebellious?_____ 10. REMARKS:_____

c. Transportation on project. Distance_____
   1. Do men transport themselves?_____ 2. Is transport. provided?_____
   3. Is transport. route good?_____ poor_____ Unpassable at times?_____
   4. Is transport. a serious problem?_____ 5. REMARKS:_____

Wisconsin Conservation
Fire Lane & Unemployment Relief
Work for 1932.

DETAILED FIELD REPORT

I. Labor Report (Continued).

d. If camp is established on project.
1. Is camp well located?_____ 2. Are accommodations adequate?_____
3. Are sanitary requirements observed?_____ 4. Are meals regular?_____
5. Is food wholesome?_____ 6. Sufficient per man?_____ 7. Are general conditions satisfactory?_____ 8. REMARKS:_____

e. Community attitude and co-operation.
1. Is job-waiting list maintained in community?_____ 2. Does ranger co-operate with and contact town chairman?_____ 3. Is number of unemployed in immediate vicinity large?_____ or small_____ 4. Is it hard_____ or easy_____ to fill up crew. 5. Where is nearest unemployment center not in immediate vicinity?_____ 6. Is general attitude of public toward project friendly?_____ hostile?_____ indifferent?_____ 7. REMARKS:_____

II. Project Administration.

a. Is purpose of project well balanced between unemployment relief, and forest protection work?_____
1. If unbalanced is there serious neglect of one at the expense of the other?_____ 2. Explanatory Remarks:_____

b. Is foreman reasonably efficient?_____ Unsatisfactory?_____
1. Records kept satisfactory?_____ Unsatisfactory?_____
2. Progress made satisfactory?_____ Unsatisfactory?_____

c. Men paid promptly?_____ If not, explain:_____

d. Labor cost per mile to date is $_____ Exact; $_____ Estimate.

e. Approximate completion of project is_____%; Estimate_____%
1. REMARKS:_____

f. Is ranger supervision frequent?_____ If not, why?_____

III. Project Progress and Execution. (Check ✓ type in subsection a).

a. Project type is: 1. Fire road_____ 2. Fire lane_____ 3. Telephone line_____ 4. Tower construction_____ 5. Other construction_____ 6. Fire suppression_____ 7. Other authorized work, explain:_____

b. Fire Road.
1. Is old R.R. bed being used?_____ or old logging road?_____
(a) Are old ties being removed?_____ (b) Is grading by hand?_____
(c) Are large rocks and stumps being removed?_____ (d) Are bad holes being filled?_____ Are sufficient turnarounds and passing points being made?_____
2. Swamp roads.
(a) Is drainage where practical used?_____ (B) Are soft places being corduroyed?_____ (c) Is necessary filling being done?_____
(d) REMARKS:_____
3. Bridges and culverts.
(a) Is location logical?_____ (B) Is material lumber?_____ logs?_____ old ties?_____ poles and brush?_____ (c) Is workmanship good?_____ fair?_____ poor?_____ (d) Are bridges of temporary or lasting quality?_____ (e) REMARKS:_____

Wisconsin Conservation_____
Fire Lane & Unemployment Relief
Work for 1932.

DETAILED FIELD REPORT

III. Project Progress and Execution (Continued).

b. Fire Road (Continued)

4. Road grading. (Check ✓item)
(a) By hand____ By team_____ By tractor_____
(b) Is grading overdone_____ sufficient_____ insufficient_____

c. Fire lane.

1. Width brushed_____ ft. 2. Stumps cut low_____ 3. Windfalls disposed of_____ 4. Ground picked clean_____ 5. Brush piles burned_____
6. Care used in burning_____ 7. REMARKS:_____

d. Project character.

1. What progress obstacles (see below) make work slow? (Check ✓items)
(a) Heavy timber or brush_____ (f) Hilly terrain_____
(b) Creeks to bridge_____ (g) Bad weather_____
(c) Swamps to cross_____ (h)_____
(d) Big rocks and stumps_____ (j)_____

2. Character of work. (Check ✓items applying to this project)
(a) Tie removal_____ (h) Tractor grading_____
(b) Hand grading_____ (i) Cutting brush_____
(c) Rock removal_____ (j) Burning brush_____
(d) Stump removal_____ (k) Burning slash_____
(e) Swamp filling_____ (l) Building telephone line_____
(f) Bridge building_____ (m) Construction fire tower_____
(g) Team grading_____ (n) Construction camps_____

e. General progress of project work. (Check item)
1. Good_____ 2. Slow_____ 3. Poor_____

IV. Relation of Project to Unemployment Situation.

a. Is project work meeting local unemployment demands?_____

b. Is there need for additional projects or funds to fully meet unemployment needs in community_____ in adjacent territory_____ In near centers of population_____

c. REMARKS:_____

V. Serious Complaints.

VI. General Remarks.

VII. General Summary.

Date_____

_____
Field Investigator

REPORT OF 1932

UNEMPLOYMENT

RELIEF PROJECTS

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ACCOUNTING DEPT.

A PLAN
FOR THE RELOCATION AND RESETTLEMENT
OF
ISOLATED SETTLERS IN NORTH WISCONSIN COUNTIES

Part I General Considerations and Primary Objectives

2 Cooperating Agencies and Division of Responsibility

3 The Social and Economic Project

4 The Work Relief Project

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Prepared by: F. G. Wilson, Wisconsin Conservation Department, F. B. Trenk, S. A. Witzel and W. A. Rowlands, Wisconsin College of Agriculture, Madison, Wisconsin.

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I. General Considerations and Primary Objectives

There is a distinct need to-day for work relief projects which increase the tax base and resources of a community, reduce costs of governmental services and improve the social structure of the region. This proposed project is designed to accomplish these benefits with a minimum of expenditure for purchased materials and supervision.

Work relief projects that will ultimately bring additions to the taxable wealth of the county are possible through settler relocation work. The county is in a position to offer productive county owned land, which will be placed on, and kept on the tax rolls, in exchange for land unwisely settled upon, and now yielding little or nothing in the way of income.

A principal contributing cause to high costs in local governments is the isolated settler. The zoning ordinances in North Wisconsin counties were designed to prevent future wastes resulting from isolated settlement, but they do not provide relief from costs caused by persons occupying such lands before these ordinances become effective. This is a direct counter-part of the prospective increase in taxable properties, since it contemplates making available to the isolated settler, on voluntary terms, the lands put in readiness for settlement by relief labor.

Direct employment for cash wages on projects beneficial to the entire community have a high social value for the recipients of relief who are so employed. An improved morale, however, does not stop merely with those employed on this work. This project is designed to extend aid to those unfortunate ones, who because of their location, are frequently demoralized, and see no hope of economic independence. There are also settlers for whom such an exchange alone would mean their restoration as productive units in the community. Their ultimate and permanent removal from relief rolls

is most urgently desired. It involves placing them on new land sufficiently productive, and an area sufficiently large, to enable them to make an independent living. Selecting the land to be developed and selecting the families to be benefited by transfer of location, are by far the two most important administrative features of this project, and call for the greatest vision and study.

II. Cooperating Agencies and Division of Responsibility

A clear division of responsibility is provided for as between the State and County relief departments on the one hand and County and Town officials on the other. To one, it is a definite work project involving men and materials, and to the other, it means social planning and governmental economy.

Division of Responsibility

1. State and County Relief Departments

Approval of plan -- Administration of work relief project, purchase of capital goods for new farm unit; approval of men selected for relocation.

2. Wisconsin Conservation Department

Approval of use of County Forest aid funds in special cases for purchase of land; exchange of land with counties to aid blocking forest lands and to provide productive land for settler relocation.

3. County

Adoption of County Board resolution approving plan and appointment of functioning Committee; selecting and providing land for relocation; provide logs or poles from new property for future farm units; selecting men to be relocated in cooperation with county relief department; transportation of settler and his effects to new location in cases where the settler has no means of transportation.

4. Town

Cooperation with county relief department in selecting men for relocation and in assisting new men in becoming established in the community.

5. School District

To assist the County in effecting economies in school operation by combining school districts or in transporting the remaining children in one district to another, when, because of relocation of settlers, there remain too few children of school age to justify the maintenance of a school.

6. Wisconsin College of Agriculture

Assistance in selection of productive land for settler relocation; advice on farmstead arrangement, building plans, clearing operations and cropping practices, to be secured through office of county agricultural agent.

III. The Social and Economic Project

The county, the town and the school district are all involved in the plan but must consider the work relief project as a separate program which when completed will give them bargaining power to bring about immediate reductions in governmental expenses and definite social improvements.

A. Functions preceding execution of labor on this project

1. County Board action, approval of project plans and appointment of county board functioning committee. (See proposed county resolution attached)

2. Selection of number and location of future farm units by county board committee in cooperation with county relief director and with representatives of the Wisconsin College of Agriculture and the Wisconsin Conservation Department. Land selected for the relocation to be not less than one legal description - 40 acres in extent - and to meet the following other requirements.

a. Soil to be of good agricultural quality, the topography level or gently rolling and with few stones.

b. Not more than half a mile from a main traveled road.

c. Within two miles of an operating school.

d. In an established agricultural community and close to a market town.

e. It is desirable whenever possible to limit the choice of a new location within the civil town in which the settler now resides in order that there be as little change in the community relationships as possible.

3. Acquisition of land for relocation and settlement.

Desirable lands may be acquired by anyone of the following processes:

a. By exchange of forest lands by state and counties. Section 28.15 of the Wisconsin Statutes provides:

"For the purpose of blocking out state-owned and county-owned forest lands, the state or any county is authorized to exchange any of such lands for other lands adapted to forestry purposes whether publicly or privately owned. The word "exchange" as used herein includes the purchasing of lands without conveying other lands in exchange therefor. The exchange of such lands, when owned by the state, shall be made by the conservation commission subject to the approval of the Governor; when owned by a county, such exchange if authorized by the county board, shall be made by the chairman of the county board and the county clerk. All such exchanges shall be determined on the basis of equal values and shall be negotiated as herein provided."

Subsection (2a) of section 59.97 of the Wisconsin Statutes -- Zoning Power -- provides:

"When any county acquires lands by tax deeds, the county board may exchange any such lands for other lands in the county for the purpose of promoting the regulation and restriction of agricultural and forestry lands."

Also subsection (i) of section 59.98 of the Wisconsin Statutes -- Reforestation by Counties -- provides that the county board of any county shall have power:

"To extend and consolidate any lands or waters in the county suitable for any of the purposes permitted by this section by exchange of other lands or waters purchased under the provisions of this section."

b. By county purchase through use of County Forest aid funds when specifically approved by the Wisconsin Conservation Department. Use of

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STATE OF WISC

such money for this purpose would be limited to relocating settlers who are now inside the boundaries of county forest units or those who are a distinct fire hazard to the forest area nearby.

c. By donation from individuals, corporations, institutions and estates.

d. By exchange or gift from the county. The county as the ad-interim owner of lands acquired through the process of tax delinquency may use any such funds for the development of future farm units or exchange such lands for well-located productive lands. When county tax deed lands are used, title to such lands should be improved before development of property begins. This can most readily be done by either one of the following means:

(1) By securing a quit claim deed from the original owner or his estate.

(2) By suit to quiet title through court action; i.e. Court deed.

4. Selection of settlers to be relocated

In all cases, settlers to be given opportunity to relocate are to be limited to those within the restricted use districts under the County Zoning Ordinance and particularly those now in isolated locations within the boundaries of state, county and private forest areas.

Primary considerations, however, are to be given to: (a) Settlers and their families eligible for receiving relief or likely to be eligible for relief; (b) Settlers who have small investments in land, buildings and improvements; (c) Settlers located on soil unfit for agricultural use; (d) Settlers whose morale is at low ebb because of the immense physical and financial handicap to the development of their properties; (e) Settlers who are a constant fire hazard to the forest area because of their clearing operations; (f) Settlers who represent the most aggravated cases of high governmental cost for roads, schools and public health services.

substantial log house can be built. If no cedar logs are available, popple poles may be used as shown in the house plan. (Exhibit A) Suitable small buildings vacated under this plan should be torn down and all usable material salvaged for new construction.

No definite specifications can be given for the water supply. The cost of putting down a well will depend on how deep it is necessary to go to water. This will vary from $1.50 to $1.75 per foot of depth, complete with pipe and well casing, pump and concrete slab for platform.

When the topography close to the farm house permits, an outside root cellar is to be built. When the land is not sufficiently rolling, a cellar may be built under a part of the house for storage of vegetables as shown in Exhibit A.

Each farm unit is to be completed before May 15, 1935, in order to permit the new settler to move in and "make a crop" in 1935.

EXHIBIT A.

1. Farmstead plan showing location of buildings, clearing and woodlot.
2. Plan elevation and perspective of Farm House.
3. Estimated bill of materials for farm house.
4. Plan of other farm buildings.

Settlers who have expressed a willingness and desire to be re-located, who can be rehabilitated on a completely self-sustaining basis the most rapidly and who in the judgment of the town board will be well received by residents in the new community are to be included in the first unit of this proposed plan.

(Note: This proposed plan is predicated upon the voluntary relocation of isolated settlers. Absolutely no coercion is contemplated or suggested. Educational meetings held in North Wisconsin Counties preliminary to the enactment of County Zoning Ordinances have brought to light many cases of isolated settlers who are anxious to move to better locations, but who, because of a lack of funds are unable to do so.)

B. Functions following Execution of Work Relief Project.

Final choice of families to be relocated not to be made until new land and buildings are ready. Settlers to be relocated to give deed to their present property to the county in exchange for deed to new farm unit.

When the original holdings of the settler are within the boundary of a state-forest area, the county may dispose of this land by sale to the state or exchange it for state owned land elsewhere in the county.

When the original holdings of the settler are within the boundary of a county-forest area, the county may enter this under the Forest Crop Law.

When the original holdings of the settler are within the boundary of a private forest area the county may sell this to the private owner of surrounding lands for forestry purposes.

When the settler owns more than one legal description of land the county may take several descriptions of undeveloped land for the one description developed under this plan. There will be many cases of a settler owning several descriptions of land often not contiguous, the disposition of which must be worked out jointly by the settler, the county relief director and county board committee.

In other cases it will be found that there are mortgages and liens against the original holdings of the settler. It is necessary that these be liquidated on a basis satisfactory to the mortgagee in order that the established non-conforming use may be terminated and the local units of government effect economies in their operating budgets.

When the settler has facilities for transportation and is able to handle more than the five acres of clearing on his new property, it may be desirable to permit him to take crops off his former property for one or two years until he is able to increase his clearing on the new property. Again this can be worked out jointly between the settler, the county relief director and the county board committee.

IV. The Work Relief Project

This project to be in direct charge of the county work relief director as it pertains to:

1. The selection and number of men at work.
2. Schedule of hours -- transportation of men -- and wages.
3. Liability insurance, except as towns or counties must underwrite it for residents on work projects.
4. Supervision of labor.
5. Erection of buildings, well drilling and clearing.

The specifications given here are minimum requirements for each unit and may be increased in special cases by the county relief director and county committee in order to make a more equitable exchange of properties.

In general, it is proposed to clear (brush, stump, break and fence, ready for crops) ten acres on each 40 or 80 acre tract, to brush an additional fifteen acres which may be used as stump pasture. The balance -- fifteen or fifty-five acres -- to be left as a woodlot to provide fuel and occasional building materials

The buildings to be limited to one house, one barn, chicken house, root cellar and outdoor toilet. If there are cedar poles on the property, a warm