

LEGISLATIVE BUILDING COMMISSION
203 State Capitol
St. Paul 1, Minnesota

The Legislative Building Commission held a two day meeting on Friday and Saturday, May 18-19, 1962, at the state reformatory for men at St. Cloud, the St. Cloud state college, the Brainerd state school and hospital, the state highway buildings at Brainerd, the Mille Lacs Kathio state park, and the Father Hennepin state park.

Commission members present were Senators Chris L. Erickson, Wm. C. F. Heuer, J. A. Josefson, Clifford Lofvegren, and Harold R. Popp and Representatives Harry Basford, Peter X. Fugina, Eugene P. Knudsen, Sally Luther, and John P. Skeate. Also present were Executive Secretary Edward A. Burdick and Dorothy Westberg.

The Friday, May 18, 1962, meeting was called to order by Chairman Knudsen at 8:30 a.m. at the state reformatory for men.

Present in addition to Commission members and staff were Reformatory Superintendent Carl J. Jackson, Associate Superintendents Ellsworth M. Scott and Mark R. Morara, Building Foreman Walter H. Quiggle, Chief Engineer Loren Timmers, Administrative Services Supervisor Volney S. Nyquist, Commissioner of Corrections Will C. Turnblad, Corrections department staff members James Alexander and Howard Costello, Commissioner of Administration Wm. E. Stevenson, Assistant State Architect and State Mechanical Engineer Paul F. Cummings, St. Cloud Mayor Thomas E. Mealey, St. Cloud Chamber of Commerce Secretary Glenn Carlson, other local civic representatives, Senator John L. Richardson, and Representatives Robert Mahowald and Marvin C. Schumann.

Brochures prepared by the reformatory staff are on file in the Commission offices at the state capitol at St. Paul.

Superintendent Jackson discussed briefly the legislative establishment of the reformatory for men. Presently under one roof is housed a youth conservation reception center, a reformatory for adult younger offenders, a reformatory for older youth conservation commission wards, and an annex for mentally defective adult males. A description of the four functions is included in the brochure.

Superintendent Jackson next discussed the population statistics included in the brochure. Population as of the day of the Commission meeting was 961. The reformatory's anticipated daily average population by 1970 was stated by Superintendent Jackson to be 1,200. The Commission was told that the reformatory "begins to feel the effects after the population reaches 1,000."

The superintendent stated that there are 202.67 employees on the regular salary account engaged in operations of the reformatory, 6.83 employees engaged in operation of the reformatory diversified labor industries, 8.50 employees

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Brainerd State School and Hospital

The Saturday, May 19, 1962, meeting was called to order by Chairman Knudsen at 9:00 a.m.

Present in addition to the Commission members and staff were Brainerd State School and Hospital Administrator Harold W. Peterson, Miss Adele Coffin, Miss Carol Kasprick, Mrs. Mary Schmid, Richard Endres, several other state school and hospital staff members, Commissioner of Public Welfare Morris Hursh, Public Welfare Staff Members John Buelow, Conrad Peterson, Ardo Wrobel, and Richard Bartman, several local officials and interested citizens, State Representative Charles L. Halsted, and Gerald F. Walsh,

Brochures presented to the Commission by the school and hospital are on file in the Commission offices at the state capitol.

Mr. Peterson stated that Brainerd state school and hospital has a program organized around industrial and recreational therapies and the therapies of special education and handicrafts which furnish the main core of patient training. He said that the school's request for a school department and rehabilitation therapies building would enable the school to do more than "just scrape the surface" in patient training. He listed four other important functions as the reestablishment of broken family relations of patients to promote the morale of the patients, promotion of wider public knowledge concerning mental retardation, development of volunteer services with the direct aim of continuous improvement of the relationship between the institution and the community thereby widening opportunities for contact between patients and the community, and the return of as many patients as possible to a normal life in their originating counties. He emphasized the excellent volunteer program operating at the institution.

Mr. Peterson briefly reviewed the brochure presentation of the history and development of the institution. In discussing the general hospital wing, Mr. Peterson stated that Brainerd intends to continue sending surgery patients to Anoka state hospital with the exception of the emergencies which arise. He stated that the service building is probably the most complex and the most adequate building of its kind in the Minnesota mental institution system. There are at Brainerd, according to Mr. Peterson, enough patient buildings to house about 954 patients which is the number of patients expected by June 30, 1962. There were 881 patients at the institution on the day of the Commission visit.

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The status/construction under legislative building appropriations from 1953-1961 were briefly discussed. Also discussed was a graph showing the increase of patient population as compared with the increase of the number of employees from 1958 to 1962. Mr. Peterson asked that the legislators pay particular attention to this graph because it indicated that there are tremendous problems as a result of the fast increase of patients at Brainerd as compared to the increase in the number of employees.

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The 1963 building requests are as follows:

1. For constructing and equipping school department and rehabilitation therapies building	\$1,170,000
2. For constructing and equipping four 108-bed patient buildings	3,000,000
3. For extension of tunnels to new buildings	146,000
4. For grading of site, seeding and/or sodding (Note: This work is included with item 2.)	omit
5. For roads and parking areas, sidewalks, curbs and gutters	20,000
6. For extension of landscaping	10,000
7. For extension of sanitary sewer system, water distribution system, and storm water drainage system	50,000
8. For extension of street lighting	10,000
9. For addition of third boiler, service building	115,000
10. For completion of laundry facilities, service building	60,000
11. For completion of dietary facilities, service building	10,000
12. For expansion of water softening facility, service building	20,000
1963 Total	\$4,611,000

PETERSON: "You will notice that we have an item of \$1,170,000 for constructing and equipping the school department and rehabilitation building. We are also requesting four more 108 bed patient buildings despite the fact that four have already been authorized but are included in the building bill dependent upon Amendment No. 2 .

"What I think is more important than anything is the presentation by these three staff members who are going to tell you why the school and rehabilitation building is very important at this time."

The inadequacies in the present buildings which make the school department and rehabilitation therapies building necessary to the departments represented by the speakers were then explained by Miss Coffin, handicraft instructor; Miss Kasprick, recreational worker; and Mrs. Schmid, special teacher. Each of these individuals had also prepared written statements on the inadequacies, and these statements appear in the brochure.

Mr. Peterson then explained several tables in the brochure which showed basic patient population facts supporting the need for the school and rehabilitation therapies building. He also explained briefly the floor plans reproduced

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in the brochure, although he stressed that the plans were preliminary plans dated February 26, 1957, which should be reviewed before construction and brought up to date with today's thinking and knowledge of the institution's operation.

Mr, Peterson also discussed, as a part of the presentation for the need for the school and rehabilitation building, the record of trial placements from the Brainerd institution with special reference to the number of years of institutionalization of the patients placed.

LUTHER: "Being a new member on this Commission I would like a little background on how we got ourselves into this position of having no rehabilitation building here. What did you do? When priorities were set, was it felt that it was more important to have beds for the waiting list and you couldn't allocate more than three million dollars? Wouldn't you rather have the school building built?"

Chairman Knudsen stated that the patient buildings were given higher priority because of the size of the waiting list.

PETERSON: "I would be glad to give you my right arm for that building."

LUTHER: "It seems to me that what we should do is revise the decisions. We have time if Amendment No. 2 passes and in January, 1963. Instead of building three million dollars more of patient buildings we should get this building up first. This situation isn't going to solve itself."

PETERSON: "I agree with you."

LUTHER: "I am thinking of page 28 in the brochure where you say that if Amendment No. 2 passes you are going to build more patient buildings authorized in the 1961 session and by June 1, 1964, if the 1963 Legislature authorizes the school and rehabilitation building you will start that. That will prolong at least until the end of 1965 the very conditions which you have been describing, and they will be getting worse all the time."

PETERSON: "In order to build a proper school and rehabilitation building you have to go much further than the plans shown in the brochure. You must have real study put into this. That will take time. Even if we have to postpone this for some little time it has to be a building in which brains as well as heart have been placed. That is probably why I postponed this a little longer."

LUTHER: "I thought that this institution had been designed for a 2,000 bed institution with adequate school and rehabilitation facilities. It turns out now that this is not adequate."

PETERSON: "That is true. It is not adequate. This building has been asked for before. I don't think it was requested quite as eloquently as it has been today, perhaps because we did not have the population and the pressure. The day has come when the die is cast, and we have to have the building."

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LUTHER: "I thought when the architect's firm planned this building we decided that was the plan that was right."

Commissioner Hursh stated that he thought that when the institution was begun the pressure from the waiting list was such that a halfway measure was adopted, and the decision was to fix up the basement space in the patient buildings. He stated it was more important then to have the beds, but that the importance of the school and rehabilitation building has grown with the increase in patient population.

HURSH: "As far as changing what was authorized in the way of patient buildings at the 1963 session, I would not like to see that done. I would like to see those buildings built."

"If it gets to be a matter of priorities or money, I would suggest that in the 1963 requests we defer request no. 2 for the four patient buildings until 1965. I think that we should go ahead with the four buildings already authorized and do the rehabilitation building. You will notice in the brochure that even though you were to appropriate the four new buildings in 1963 Mr. Peterson would recommend that construction of the second set of four buildings be delayed a year because he cannot staff and fill eight buildings all at one time."

HALSTED: "Also, funds were appropriated for preparing plans for the patient buildings authorized at the last session. If those buildings were not built those plans would be out the window."

HURSH: "That is right. And if we were to substitute the rehabilitation building for those buildings it would take, further legislative action."

LUTHER: "I was thinking of the delay that will occur if you have to replan that building."

HURSH: "If you approve the therapy building at the 1963 session it will be built almost at the same time as the four buildings authorized at the 1961 session."

KNUDSEN: "The problem we had last time is that we had \$107,000,000 in requests. The session before the Commission brought in a \$55,000,000 building bill, and we almost lost it in the House. We have to bring in a realistic figure that we know we can sell to the Legislature. Otherwise our months of work would be of no value. I say this for the benefit of the other people here today."

HURSH: "I do agree with Mr. Peterson, however, that with the number of patients which will be housed at this institution the rehabilitation building will really be a necessity."

PETERSON: "That is a very good suggestion. Along the same line, and I am sure that Dr. Bartman is thinking about this while he is sitting here, with respect to the four buildings which have been authorized it is possible that the construction plans for those should be restudied very carefully because it isn't necessarily right that all the patient buildings be exactly the same. It is likely that we should change radically the structure of the next four buildings. So this planning should probably be redone at the same time."

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HALSTED: "But legally you cannot speed up the drawing of the plans for the school and rehabilitation building. You can only delay and tell them not to do anything."

PETERSON: "Well, we can have a lot of conferences about it without very touch charge to anybody. A lot of the central office staff have some very good ideas about this building as well as our own employees."

Dr. Bartman stated that placement of Brainerd patients outside the institution has saved the state a considerable amount, and the rehabilitation facility would certainly promote further placement. He also stated that building beds without providing adequate rehabilitation facilities has been the pattern for many years across the nation and that Minnesota is at the crossroads.

LUTHER: "I thought when we started Brainerd we were not going to make that mistake any more. This was going to be an institution that kept up with what we knew was needed. And we have made the same mistake."

Mr. Wrobel also discussed the value of the rehabilitation building in the placement program, stating that he expected the length of stay before placement to go down when a full rehabilitation program is possible.

KNUDSEN: "I presume that the patients admitted now will have lower IQ's than before because of the recent laws on the educable persons. I would think, too, that you will have more of the multiple handicapped. And you will have to find new techniques."

WROBEL: "You are right. Anything that can be done beyond the placement that is possible with the present program at Brainerd can hardly be done in the basement areas and other rooms being used at present."

HURSH: "Three years ago we had a waiting list of about 1,300. That has now been reduced to about 750. When the list was so large we felt almost confident that we were going to need another 1,000 bed institution. That is when the talk started about having a hospital on the Range. At that time it seemed to be a pretty logical place to put it. Now there is the so called new approach not only in the institutions but on the outside. The Legislature did something that had more far reaching results than they expected when they stepped up the state aid in order to establish classes in the local schools. So there is pressure from the outside to keep people out of the institutions and work on the inside to get them out.

"The result is that today we would say flatly that we do not need another institution. There is \$20,000,000 saved. When you consider economics alone I think that it is important to step up the kind of program that would be possible in the school and rehabilitation building requested for Brainerd. Eventually you will save money not only on the individual treatment program but on the basis that an entirely new institution will not be necessary. In terms of money alone, the whole new approach is the only sound one to take."

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WROBEL: "In order to be absolutely fair I think that we should mention that 50 percent of those discharged were discharged to a work setting. The other 50 percent were discharged to some other setting where either tax dollars from some other source are used to sustain these people or they were discharged to a productive area where they are earning part of their keep. The point I want to make is that it is not only important that these people be discharged but that they be discharged to some relative or some self sustaining, productive area where they are not a further burden on society in some other way."

Mr. Walsh stated that the Minnesota Association for Retarded Children agrees with the administration of the Brainerd institution in its request for the school and rehabilitation therapies building. He stated that personnel at other Minnesota institutions for the retarded have "burned themselves out trying to do a job without adequate facilities" and urged construction as soon as possible of the requested building.

CONRAD PETERSON: "The Building Commission, we know, has done in past years a very good job of planning. I think that coupled with the planning for facilities there should be an emphasis also made to this group on the matter of staff because after your report to the Legislature you also sit as members of the Legislature and there are many faces here that appear at the Appropriations Committee and the Finance Committee. We have talked about the planning for the school and rehabilitation building for \$1,700,000. This is very fine. You have heard from three very qualified staff members of the Brainerd school, but if they have this \$1,700,000 building they alone cannot do all the remarkable things about which they spoke. Somewhere along the line the Building Commission and the Legislature should include in this planning the proper staffing to utilize this building if it is authorized. Right now Mr. Peterson is involved in a very difficult staffing problem with the few buildings here at the present time. I think that we should always bear in mind that there should be dual planning, not only for building facilities but the proper staffing simultaneously with the building. The architects draw the rooms, etc., but somewhere along the line the state of Minnesota misses the planning as to the proper equipment as far as personnel is concerned. They do not miss on the equipment for the building, but they do miss as far as personnel is concerned. When we talk about the rehabilitation building we should think in terms of an adequate staff beyond the three persons who appeared before you today and the other members of the staff who are available at the present time."

Mr. Peterson stated that the present employee complement is 225.

Dr. Bartman stated that when parents send a child to an institution for the mentally retarded they do so with the expectation that the child will get more than just a bed.

PETERSON: "The other 1963 building requests which have to do generally with tunnels, sidewalks, parking areas, utility systems, completion of dietary facilities, etc., might be regarded as the connective tissue of the entire institution. Without them we can build all the buildings we want, but they will

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not be workable. I think these connective items total about 15 percent of the total cost of the institution which at the present time is some over \$13,000,000. There is little more that we can say about these items except that these are the items always included by the division of architecture. They are essential if we are going to have more buildings."

KNUDSEN: "Do you have any gardens here?"

ENDRES: "The plans definitely do not include any large garden projects. But often the patients ask for their own garden plots to raise what they like. This we have done for building no. 5 and we are going to do it for building no. 22. We have a large area in which they can plant whatever they wish."

HEUER: "I think it would be wise, as Dr. Peterson mentioned earlier, to have planning meetings with regard to the rehabilitation building to do whatever planning can be done so that if the Commission recommends the construction and the Legislature approves the recommendation the actual building will be ready faster than some buildings we have authorized."

PETERSON; "We will do that. With Dr. Bartman's help I am sure that it can be worked out."

ERICKSON: "In looking at the placement table in the brochure I see one of the patients placed had an IQ of 105. Would you care to comment on that?"

PETERSON: "This particular patient was committed by virtue of being an epileptic not as a mentally retarded person. I am not very proud of that case because this poor girl was transferred to the Fergus Falls state hospital because she was truly psychotic."

HALSTED: "I know that the request for the rehabilitation building has been included in the school's requests since the beginning. I know that considerable study was made on it by the Commission last interim, but I remember that Representative Noreen felt that the basement rooms could be used for this kind of program. It is quite evident now that with the number of patients we have and in order to save the time of the few people we do have who are working with these people we should bring all the school and therapies together in a central unit. More patients could be worked within the same number of hours. I am sure that the Commission realize this now."

Miss Coffin stated that in her opinion one of the most important things for the patients is the fact that with the new building they could leave the wards and come to a central activity place. She said that it provides a lift when they can meet many other patients rather than living 24 hours a day within a single building.

There followed brief discussion on the future needs at Brainerd during which Mr. Peterson stated that he found it difficult to project population figures beyond August 1, 1964. He estimated the total of institutional beds needed at his institution as of August, 1964, to be 449 which accounts for the

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request for four patient buildings in the 1963 requests or 1965 requests, depending on final determination by the department of public welfare and the institution. He stated that he thinks the state should "hold its fire" until it sees what has developed by August of 1964 with respect to future population.

Representative Halsted stated that shifting population in the state as a whole will also have to be considered.

Representative Knudsen then commented on the passage/of Amendment No. 2, directing his remarks to the Brainerd staff members as well as representatives of the community who were in attendance.

The members then toured the Brainerd state school and hospital.

First inspected was the administration-hospital building which was the first building constructed at the institution. The final two wings of this building were authorized by the 1959 Legislature. The building houses most of the key offices and also a complete general hospital of 104 beds. At present 40 beds on the first floor are used as a general infirmary section to which acutely ill patients are sent. The 64 beds on the second floor are presently used for bedfast patients. As the institution grows and the need for beds for the acutely ill increases, the bedfast patients will be moved into other sections of the institution proper. The 104 hospital beds because they will always be used on a temporary basis are not included in the count of 2,000 beds proposed for the institution. The hospital portion of the building provides a major operating room, a fracture room, central sterile supply, a post operative room, a physical therapy section, an x-ray department, laboratories, an autopsy room, and other hospital related rooms. While inspecting the physical therapy department and in discussing the possibility that the present ventilation will not be entirely adequate, Senator Popp suggested that location of the physical therapy facilities in the basement where a total ventilation system would be required was not a very workable situation.

Following the inspection of the entire administration-hospital building, the service building was inspected and functions operating in that building were explained thoroughly. The building centralizes for the use of a 2,000 bed institution the heating plant, the dietary department and employee dining areas, the laundry and drycleaning rooms, the maintenance shop, the central receiving department, and approximately 45,000 square feet of storage area. On the second floor space is provided for the two special education classes presently being conducted, the patient library, and the patient handicrafts activities. Much of this space is intended for storage space. Mr. Peterson stated that, in addition to the fact that much of the space now used for school and rehabilitation purposes is intended for storage space, the space is inadequate for these basic activities.

While inspecting the school facilities Representative Fugina suggested that sturdier partitions would provide more workable conditions for the present. Mr. Peterson stated that the three-quarter partitions were installed in order

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that at least a minimum of air movement might be obtained.

The members then inspected building no. 22 which houses about 150 female work patients. This and one other patient building are two story structures; the remainder of the present patient buildings have only one story. The basement recreation space was inspected and explained as being the largest such space at the hospital. Two and four-bed rooms were observed as well as dayrooms, a small laundry room, storage rooms, the building's dining room, the lobby, and the offices required for the building. Food service is cafeteria style. Food is transported overland from the service building.

The members observed that minimum landscaping has been completed around all completed buildings. The site of the seven acre playfield which was included in the debt limit building bill was pointed out. The Commission was advised that the idea of providing fenced areas for supervised recreational areas at each patient building has been abandoned.

During the inspection tour Mr. Peterson pointed out that to date there are four or five different kinds of elevators at the institution, i.e., elevators manufactured by different companies.

The meeting was recessed at 1:00 p.m. by Chairman Knudsen.

Department of Highways - Brainerd

The Saturday, May 19, 1962, meeting was reconvened at the state highway department buildings at Brainerd by Chairman Knudsen at 1:30 p.m.

In attendance were D. J. Aune, assistant district maintenance engineer, Representative Charles L. Halsted, and the Commission members and staff.

The facilities at Brainerd serve as headquarters for District 3 which consists of about 13 counties. It also serves as headquarters for Maintenance District 3A consisting of the northern half of District 3. Maintenance headquarters for the southern half of District 3 are located at St. Cloud.

The entire facility occupies one city block which was acquired in 1946. The new district headquarters building was occupied in April, 1958, Members were told that the original cost and betterments amounted to \$670,662, while the land was valued at \$73,598.

The headquarters building is of concrete block structure. The first floor provides space for business offices for all of the construction district and both maintenance districts. The first floor also contains several supply rooms.

The second floor houses the design and planning section as well as the resident engineers work area. It was reported that the ceiling lights on the

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second floor do not work properly when the humidity is too high.

The basement contains several conference rooms. Glass block windows and sliding dividing doors were pointed out by Mr. Aune. An office provides a connecting link between the shop and garage which were of earlier construction.

The building is light, airy, and easily maintained, and provides good working conditions, according to Mr. Aune.

All of the equipment can be stored in the garage. The shop does major and minor repair for the entire district and a traveling mechanic does minor work throughout the district.

The meeting was recessed by Chairman Knudsen at 2:30 p.m.

Mille Lacs Kathio State Park

The Saturday, May 19, 1962, meeting was reconvened at 3:30 p.m. at the Mille Lacs Kathio state park in Mille Lacs county.

Present in addition to the Commission members and staff were Director of State Parks U. W. Bella, Senator C.C. Mitchell, Representatives George E. Grant and Robert J. Odegard, and many local citizens interested in the development of the park.

Brochures presented to the members are on file in the files of the Commission at the state capitol.

Director Hella briefly reviewed the past development of the park. It is located about 100 miles from the Twin Cities and about five miles northwest of Onamia. Its statutory limit is 9,600 acres. 6,825 acres have been acquired to date. 6,600 acres of that acreage already acquired was tax delinquent land. Mr. Hella stated that formal dedication of the park was to be held June 17, 1962,

The meeting was held in the partially completed building which will serve as seasonal living quarters and a garage. When the park business warrants more construction this building will be used as a shop building. The control center will be built nearby. Mr. Hella stated that the county board through the county engineer has been extremely helpful, particularly with road construction. The entrance road from highway no. 169 is, as at all state parks, a county state-aid road. The park road totals about 3½ miles and was done through contract and Conservation Works Project labor.

\$4,000 is included in the debt limit bill for tourist campground development.

The 1963 building requests are as follows:

1. Combination shelter and toilet (picnic ground)	\$30,000
2. Roads and trail development	20,000
1963 Total	\$50,000

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Mille Lacs Kathio State Park

The picnic grounds mentioned in request no. 1 are in the area of Lake Ogechi. The road development includes completion of the park road plus a road to the group camp area and access to riding trails.

Mr. Hella stated that landscaping is planned for some areas and added that a troop of Indian Soy Scouts had planted 1,000 trees in the area on the day of the Commission inspection. Various Boy Scout troops have been planting trees for several years.

In reply to inquiry by Senator Erickson, Mr. Hella explained to the members that in certain areas near the picnic grounds there had been people farming at one time. The tree planting is being done in areas cleared for fields by those people.

Mr. Hella explained that the swimming facilities will include a gravity pool similar to that at Camden state park.

There followed brief discussion of the development of horseback riding facilities. Last year there was some riding done at O'Brien state park for the first time. The best arrangements according to Mr. Hella are at Sibley state park. Riding facilities are also available at Lake Carlos and Itasca state parks. Mr. Hella pointed out that the riding trails are not near the main roads or the picnic grounds.

It was stated by several local citizens that the construction work made available in the park development program had been an aid to the economy of the neighboring communities.

Because of the heavy rains shortly before the Commission visit a major portion of the park road was in very poor condition and the members were unable to drive to the area where the camping and picnic grounds will be located.

The meeting was recessed by Chairman Knudsen at 4:30 p.m.

Father Hennepin State Park

The Saturday, May 19, 1962, meeting was reconvened by Chairman Knudsen at 5:00 p.m. at the Father Hennepin state park in Mille Lacs county.

Present in addition to the Commission members and staff were Director of State Parks U. W. Hella, Park Manager Waldo J. Wallin, Senator C. C. Mitchell, Representatives George E. Grant and Robert J. Odegard, and several local citizens and officials.

Brochures presented to the members are on file in the Commission offices at the state capitol.