

# The Self-Survey Project

## A Summary Evaluation

JSY ARTHUR NAFTALIN

*Commissioner of Administration  
and Director of the Project*

Three years have now elapsed since the launching of the Minnesota Self-Survey — a device by which Minnesota state government, through the use of its own personnel, has sought to evaluate and improve its administrative operations.

The project received much national, even international, attention because of its "do-it-yourself" approach. Its enlistment of administrators, employees, technicians and legislators in an across-the-board cooperative effort was viewed as a challenging and novel experiment. It proceeded on the assumption that improvements in management are best achieved by giving those involved in the administrative operations the responsibility for developing and executing desirable changes.

### I. The Operational Task Forces

Self-Survey is a continuing (and, ideally, a never-ending) activity that should be constantly observed and reviewed. It is timely, therefore, to evaluate the contributions the project has made during the three years since its launching. An opportunity for such further review arises with publication in this volume of the summary findings of the project's thirty-three operational (also called operating) task forces. These summaries are presented here together with brief evaluations of each task force's activity.

<sup>1</sup> See "An Experiment in 'Do-It-Yourself,'" by Arthur Naftalin, *State Government*, January 1956, pp. 8-11, 21.

This volume supplements the project's first report which covered the work of the functional task forces.<sup>3</sup> In fact, this report should logically have preceded the earlier volume because the recommendations of the functional groups were based upon the findings of the operational task forces. In any case, the two volumes are complementary and provide a comprehensive review and evaluation of the entire project.

Self-Survey was launched in August of 1955 with establishment of the operational task forces. Each was assigned one major administrative agency or a group of smaller ones and their findings were collated and transmitted to the functional task forces, which were created during the period from March to June of 1956. Their reports were accepted by the Self-Survey Policy Committee on October 23, 1956.

By any standard the project was enormously successful. The task forces returned hundreds of useful and significant recommendations, many of which have been adopted and others of which are being incorporated into continuing programs of management improvement. The project exposed weaknesses in state administration and, at the same time, made recommendations to correct the deficiencies. It awakened forces of vitality that had grown quiescent. It infused a new zest and enthusiasm into the entire structure by helping administrators and employees recapture a sense of purpose and direction in their work.

The summaries contained in this volume were not easy to prepare. It was necessary to develop them from extensive masses of material. Often the findings did not reflect the full contributions of a particular task force. For example, the existence of the task force often served to prod agencies into making improvements before the task force could launch its work. In these cases the task forces did not report such improvements as resulting from Self-Survey, although it is clear that they would not have been made had the project not been in operation.

Also, because Self-Survey emphasized improvements with a minimum of friction, there was a deliberate attempt to deemphasize differences among task force members and to

<sup>2</sup> *The Minnesota Self-Survey: Reports of the Functional Task Forces and Summary Review.*

make no recommendations that would unnecessarily embarrass or annoy administrators. Thus many administrative changes were achieved informally and are not shown in the

As a result, there is a rather substantial unevenness in the summaries. The evaluations following each task force report attempt to fill in some of the gaps, but these, too, only suggest the scope of the project's results. The summaries are, therefore, not definitive and all-inclusive. They do, however, indicate the range of the salutary effects the project had upon Minnesota government and they do describe the areas in which further efforts at improvement should be made.

## II. Major Accomplishments

Self-Survey produced a vast number of specific improvements, the combined impact of which constitutes its basic contribution. This impact can be appreciated only in part, however, from the item-by-item cataloguing given in the summaries that follow. It is better understood when viewed in the context of the major areas that were most profoundly affected. These are (1) improved personnel management, including increased salaries; (2) better administrative procedures; (3) improved budgeting and central control; (4) better structural organization; (5) improved physical conditions, and (6) systematic attention to planning.

### 1. Improved Personnel Management

Almost all operational task forces reported that the agencies they were studying faced impaired operations because the state had failed to provide salaries that were comparable to those being paid by other governmental jurisdictions and by private industry. These findings were transmitted to the Functional Task Force on Employees' Salaries, which, after further analysis, unanimously recommended that the

<sup>3</sup> See especially summaries of Operational Task Forces 5, 6, 8, 9, 10, 17 and 31. (In further references to these task forces they will be designated as OTF. References to functional task forces will be shown as FTF.)

state adopt the basic policy of paying salaries comparable to other governments and private industry.

The administration endorsed this recommendation and requested the Department of Civil Service to reassign all positions to pay ranges that would achieve comparability. Reassignments affecting virtually every employee were made and a first decisive step in achieving comparability had been taken.

The next stage involved financing the increases. The state had fallen behind because biennial budget proposals had failed to request the appropriations needed for comparability. To avoid this problem the administration made the new salary assignments effective with opening of the 1957-59 biennium. This permitted the incorporation of the new salary schedule in the proposed biennial budget, thus ensuring legislative review in the light of the policy of comparability. As a result, appropriations voted by the 1957 session provided comparability for most employees.

This program would not have been possible without the active support of the Functional Task Force on Employees' Salaries. Each functional task force included not only administrators and legislators but also public members with extensive and prestigious experience as topflight executives in private industry. For example, the functional task force on salaries was headed by Mr. Philip W. Pillsbury, Chairman of the Board of Pillsbury Mills. With persons of this standing in the community supporting the Self-Survey recommendations and with legislative members themselves having been involved in task force activity, the Legislature regarded Self-Survey findings and recommendations with confidence. This resulted in gains that otherwise might not have been possible.

The Self-Survey found that the state — perpetually struggling with revenue problems — had over the years failed to develop an effective salary policy. By 1955 the state's salary schedule had seriously deteriorated. It had become difficult to attract qualified personnel and the state was rapidly losing some of its best trained and most promising employees.

See *Reports of Functional Task Forces and Summary Review*, pp. 21-8. (This report will be referred to subsequently as *Summary Review*.)

Self-Survey activity by no means completely solved the salary problem, but the improvements were so substantial it can be fairly said that Self-Survey — if it accomplished nothing else — breathed new life into state administration by reestablishing a workable pay schedule.

Other notable gains in personnel management related to Self-Survey include:

*Establishment of an interne training program in cooperation with the Public Administration Center of the University of Minnesota.* Under this program University students in public administration are employed half-time by the state on work that provides experience in various phases of administration. Now at the end of its second year, the program has already involved 15 trainees.

*Formal in-service training programs for selected groups of employees.* The need for enlarged attention to in-service training was stressed by many task forces.<sup>5</sup> As a result, training programs were established for keypunch operators, auto mechanics, engineering aides, highway right-of-way agents, and bridge inspectors.

*Revision of travel regulations.* On July 1, 1957, the Commissioner of Administration revised travel regulations to cover a number of Self-Survey recommendations,<sup>6</sup> including more frequent reimbursement to employees for their travel expenses, increased maximum allowance for meals, and permission to charge auto parking expense.

*Pilot study on performance standards.* The Department of Civil Service has launched a pilot project as part of a long-term program of establishing work measurement and performance standards.<sup>7</sup>

*Continuing salary comparisons with private industry.* With acceptance of the policy of comparability the Department of Civil Service is maintaining a continuous salary survey upon which are based adjustments in the salary schedule.

<sup>5</sup> OTF 5, 7, 9, 12, 18, 21, 30, 32 and 33; also, FTF on Recruitment, Training, and Promotions, in *Summary Review*, pp. 31-9.

<sup>6</sup> OTF 10; also, FTF on Transportation and Communication, in *Summary Review*, pp. 83-95.

<sup>7</sup> OTF 5 and 7; also, FTF on Recruitment, Training, and Promotions, in *Summary Review*, p. 37.

*Retirement and Social Security.* Self-Survey findings were a major factor in the adoption by the 1957 legislative session of a comprehensive expansion in employees' retirement benefits, providing coverage of state employees under the Old Age and Survivors Insurance provisions of the Social Security Act, improved financing of the state employees' retirement fund by state matching of employee contributions, and a removal of a \$200 per month maximum on benefits.<sup>8</sup>

*Recruitment of college seniors.* The Department of Civil Service, in response to the need for a wider recruitment activity, as revealed by Self-Survey, initiated a systematic program of directly acquainting graduating college seniors with employment opportunities.<sup>9</sup>

*Standard overtime plan.* Repeated references to problems that departments face in administering overtime led to a further study, still in process, of the development of a standard overtime plan for all departments and employees,<sup>10</sup>

## 2. Better Administrative Procedures

Viewed *in* long-term perspective, perhaps the most significant contribution made by Self-Survey was its dramatic highlighting of the failure of most agencies to keep pace with modern methods of business administration. Again, task force after task force reported that agencies were conducting their affairs with equipment and methods that had become obsolete decades ago.

A flood of Self-Survey recommendations urged new business machine operations,<sup>11</sup> improved systems and procedures within agencies," expanded and new operations in the central Department of Administration," more extensive study and "OTF 10 and 23.

<sup>8</sup>OTF 29, 30 and 31; also, FTF on Recruitment, Training, and Promotions, in *Summary Review*, p. 33.

<sup>9</sup>OTF 5, 6, 10, 16, 21, 25, 31 and 33.

<sup>10</sup>OTF 1, 5, 6, 7, 8, 9, 12, 17, 19, 23, 24, 25, 26, 27, 28 and 30.

<sup>11</sup>Every task force, except OTF 4, 13 and 20 made reference to the need for improved systems and procedures.

<sup>12</sup>OTF 1, 8, 9, 15, 16 and 28; also, *Summary Review*, pp. 11-5.

analysis of organization and methods," improved regulations governing employee travel, overtime and sick leave," and a host of other matters."

In short, the Self-Survey described hundreds of specific deficiencies in management operations. There were repeated references to the need for utilizing highspeed equipment in the processing of various kinds of data, such as licensing, engineering computation, accounting, statistical reporting, and tax auditing.

As a direct consequence, the administration proposed to the 1957 legislative session that \$50,000 be appropriated for a comprehensive study by qualified professional consultants to determine the feasibility of applying electronics to major data processing operations. The 1957 session voted the appropriation " and a consulting firm was engaged.

Now completed, the study gives Minnesota what is perhaps the first comprehensive examination of the application of electronics to state government processes. The consultants recommended establishment of a computer center that initially will embrace eight major applications.<sup>18</sup> The computer is on order and the state has begun the necessary training of personnel, adjustment in operating procedures, and the programming of the machine applications. The center will begin operations on July 1, 1959, if appropriate action is taken by the 1959 legislative session.

" Twenty-five of the 33 OTF's referred to the need for more extensive O & M work.

15 OTF 5, 6, 10, 16 and 33.

<sup>16</sup>Generally on improved administrative procedures see in *Summary Review*, FTF on Systems and Procedures, pp. 57-69; FTF on Accounting, pp. 73-9; and FTF on Transportation and Communication, pp. 83-95.

<sup>17</sup>*Minnesota Session Laws 1957*; Chap. 929, Sec. 17, Subd. 10.

<sup>18</sup>The applications are (1) the general statewide accounting function, (2) income tax collection, (3) gasoline tax collection and refunding, (4) motor vehicle registration, (5) gathering and reporting of welfare statistics, (6) highway cost accounting, (7) payroll preparation, and (8) highway engineering computation.

The feasibility study consultants made frequent references to the value of the Self-Survey findings. In their report they said: "This project (the feasibility study) grew naturally out of the Self-Survey program undertaken by the State in previous years and covering all State operations. Indeed, much of the background material for this present study has been drawn from the working papers of the Self-Survey."

The initial computer applications will cover about sixty per cent of the state's data processing and will save \$600,000 annually, according to the documented estimates of the consultants. The study pinpointed savings that will be realized and indicated how further economies can be made with future expansion of the computer center.

While the feasibility study was under way other improvements in administrative procedures were being made along related routes. In July, 1957, the Department of Administration created a Division of Research and Planning to provide a central focus for management improvement work.<sup>20</sup> Since its establishment the new division has been engaged primarily in directing and supervising the feasibility study and the pre-programming phases of the computer operation. It has also assisted in specific follow-throughs in areas defined by Self-Survey as most urgently in need of attention.

One important byproduct of the feasibility study was the training of a nucleus of state employees in organization and methods analysis. The arrangement with the consultants called for such training and the results have been most beneficial. They now provide an indispensable cadre of technicians not only for pre-programming of the computer but for other studies of systems and procedures.

Also, the feasibility study has caused systems "cleanup" work in many departments as part of the computer preparation. This activity is beneficial in its own right and represents important management progress independent of the computer installation.

<sup>19</sup> The report is entitled *Electronic Data Processing Feasibility: State of Minnesota, Department of Administration*. The study was conducted by Booz, Allen and Hamilton, management consultants.

Another major improvement in administrative procedures directly related to Self-Survey is the development of a central payroll system for Minnesota state government. The Self-Survey revealed that the state had been operating 116 separate payrolls to cover its 14,000 employees. Most of the payrolls were manually prepared and manually executed.<sup>21</sup> Following up on the Self-Survey, the Department of Administration made a further and more intensive analysis of the payroll problem and from this emerged a plan to utilize existing tabulating equipment for a single central payroll system.

The central payroll operation is being progressively developed and by January 1, 1959, will cover all employees. When the computer center is installed on July 1, 1959, conversion of payroll to the electronic tape system will be readily accomplished with the inevitable "bugs" having been eliminated during the period of progressive development.

The Self-Survey pointed up the interdependence between central administration and the operating departments in any program of management improvement. It underscored the point that many deficiencies in state government can be remedied by development of uniform standards and uniform operations that are centrally planned and controlled. Completion of the feasibility study and the rapid progress in planning for the computer center constitutes a major part of the comprehensive program of management improvement. These accomplishments would have been extremely unlikely, if not altogether impossible, had Self-Survey not prepared the ground for their acceptance by the operating agencies and had it not gathered the essential basic information which provided the launching stimulus.

Other improvements in administrative systems and procedures related to Self-Survey include:

*Creation of the Division of Central Services in the Department of Administration.* This brought together eight functions that were either being performed in a scattered fashion or with only casual supervision.<sup>22</sup> A Documents Sec-

<sup>21</sup> OTF 1, 8, 9, 17 and 25.

<sup>22</sup> OTF 1. The functions are central tabulating, stores, documents, micro-filming, equipment repair, mailing, addressographing, and duplicating. Plans for further development of the Division include telephone service and central car pool.

tion was created to handle sale and distribution of state publications in a fashion similar to the Superintendent of Documents in the national government.<sup>23</sup> Central addressographing and central microfilming<sup>24</sup> were inaugurated and other operations, such as central equipment repair, were expanded.

*Establishment of central tabulating service.*<sup>25</sup> *Self-Survey* revealed that many functions that could be performed more efficiently and more economically by mechanical punch-card equipment were being manually operated. This was often due to the fact that an agency could not afford the necessary equipment because its particular operation was too limited to justify a separate installation.<sup>26</sup> One of the most dramatic byproducts of *Self-Survey* was establishment of the central tabulating service in the Central Services Division of the Department of Administration. In addition to performing the central payroll function, already noted, the tabulating service, after two years of operations, now serves four agencies in the processing of licenses<sup>27</sup> and provides statistical assistance to four others.<sup>28</sup> Major services provided are the handling of the bonus claims of Korean War Veterans and the entire accounting function for the State Employees Retirement Association.

*Increased use of dictating equipment.* Many departments reported difficulty in hiring and retaining qualified stenographic employees" and the *Self-Survey* revealed that agencies had made relatively little use of dictating equipment. As a result the Department of Administration has encouraged purchase of such equipment and steady improvement in stenographic work has followed.

<sup>23</sup> OTF 8.

<sup>24</sup> OTF 15, 16 and 28.

<sup>26</sup> FTF on Systems and Procedures, in *Summary Review*, pp. 65-7.

<sup>26</sup> OTF 6 and 23.

" Departments of Labor and Industry, Health, and Agriculture, and the Division of Insurance.

<sup>25</sup> Department of Health, State Employees Retirement Association, **Teachers Retirement Association**, and Department of Veterans Affairs.

<sup>29</sup> OTF 9, 17 and 24.

*Mechanization of motor vehicle registration.* For years the mechanization of this vast operation had been discussed but virtually no progress had been made in changing it from a wholly manual system. The Secretary of State who serves as Motor Vehicle Registrar utilized *Self-Survey* as a means of furthering his program to put the more than 1,000,000 vehicle registrations on punch-cards.<sup>30</sup> The changeover, now in process, will reduce administrative costs and will provide greatly improved service.

*Audit of personal income tax returns.* *Self-Survey* task force members were startled to discover that the great bulk of personal income tax returns were never audited because of the time and cost involved in the manual system. An electronic card calculator was installed in the Department of Taxation, enabling the automatic checking of returns against pre-determined schedules and a program was launched to compare state and federal returns."

*Improved cash accounting.* *Self-Survey* revealed that literally millions of dollars in cash were being received by the state over the counter and were being kept in counter drawers without machine accounting and often without receipts being issued.<sup>32</sup> These findings led to a statewide program to introduce modern cash register receipting and accounting.

*Disposal of old records.* Many task forces urged more rapid disposal of old files, \* thus assisting the State Archivist in his program of accelerating records disposal, which is adding needed filing space without the necessity of additional capital outlay.

### 3. Improved Budgeting and Central Control

In many respects, *Self-Survey* is an extension of the budgeting process. It provides an enlarged opportunity for the kind of administrative analysis that is customarily restricted to the budgeting season.

<sup>30</sup> OTF 24.

<sup>31</sup> OTF 26.

<sup>32</sup> OTF 3, 7, 13, 16 and 24.

<sup>33</sup> OTF 7, 9, 24, 28 and 31.

## *The Minnesota Self-Survey*

In previous years there had been time for only hurried reviews of ongoing programs and for hasty noting of administrative deficiencies. This time Self-Survey made it possible to give fuller budgetary attention to administrative needs. This was true not only in the preparation of the budget itself; it was also reflected in the deliberations of the Senate Finance Committee and the House Appropriations Committee. Legislators who had served on task forces had seen at first-hand the administrative problems faced by the operating agencies.

The concentrated attention made possible by Self-Survey helped to achieve the consolidation of many appropriation accounts, 34 and the Legislative Research Committee is now studying the possibility of consolidating a number of funds.

Previous legislative sessions had often reduced supplies and expense appropriations because of the pressure to limit state spending. In 1957 there was a somewhat keener awareness on all sides — among budget examiners, administrators, employees, and legislators — of the need to provide adequate financing. \* At the same time, the additional information and insight resulting from Self-Survey gave the Department of Administration, through its Budget Division, an improved basis for determining quarterly allotments and for approving requisitions for personnel and supplies.

Thus, by enlarging the area of understanding among administrators, budgeting officials, and legislators, Self-Survey has made more meaningful the central direction provided by the Department of Administration as the administrative arm of the chief executive.

Perhaps the single most important budgetary improvement was the development, for the first time in the state's history, of a capital outlay budget. This was evolved as a byproduct of the work of the Interim Legislative Commission to Study State Building Needs, whose work is noted below.<sup>38</sup>

The Self-Survey reaffirmed and won new support for the administrative principle that an operating department has much to gain by cooperating with the central administrative agency. As part of this development the Department of

31OTF 8, 17 and 26.  
36OTF 2, 3, 4, 5, 6, 9, 15, 17, 19, 20, 22, 27, 30, 31 and 33.

38Seep. 15.

Administration shifted its emphasis more in the direction of serving and assisting the operating department, emphasizing less the strict aspects of control and supervision. In other words, Self-Survey helped to produce a more wholesome climate of administration in which the control department and the operating departments have come to feel more and more as parts of a coordinated organization and less and less as rivals with unrelated and competitive needs.

### **4. Better Structural Organization**

Task forces referred repeatedly to the need for improvements in the basic structure of the state government's administrative organization, both within agencies and in the overall pattern. Minnesota made a great advance with adoption of the Reorganization Act of 1939 that created the Department of Administration and accomplished other major improvements. The intervening years, however, have pointed up the need for further basic reorganization, and the Self-Survey revealed numerous structural deficiencies in many agencies and in the overall pattern.

In 1955, before the launching of Self-Survey, Governor Freeman had submitted a comprehensive reorganization proposal to the Legislature. It was adopted, with some modifications, only to be invalidated by the Supreme Court because of a clerical error in the engrossment of the bill. The act would have reduced the number of state agencies and would have provided many important consolidations and improvements.

Self-Survey produced extensive detail showing the advantages to be gained from the Governor's reorganization proposal." These findings greatly buttressed Governor Freeman's renewed proposal to the 1957 session. The Legislature again was generally favorable to reorganization and the interest of many individual legislators was stimulated and re-enforced by their Self-Survey activity. Unfortunately, the reorganization proposal became entangled in a political dispute that only indirectly related to reorganization, and it failed of passage.

37OTF 3, 6, 7, 8, 9, 13, 15, 18, 25, 26, 27, 29 and 32.

The Self-Survey recommendation that the Governor's term be increased from two to four years " was submitted by the 1957 legislative session as a constitutional amendment and will be voted upon in the November, 1958, general election. If approved the new term will become effective with the election of 1962.

The progress made in management improvement, especially in the development of plans for the computer center, gives new emphasis to the need for reorganization and to the administration's program that will be submitted again to the 1959 legislative session.

Reorganization is closely related to the several aspects of management improvement that have already been noted. It aims basically at the reduction in the number of major agencies by establishing a limited number of departments (12 to 15) that would consolidate functions now scattered over some 40 agencies having major responsibilities and another 60 having minor functions or advisory or subsidiary responsibilities.

Reorganization would not only provide stronger and better integrated central direction, it would bring together related functions that are now separately and independently administered, would provide a much sharper focus for the administrative activity of the chief executive, and would fix administrative responsibility more definitely in department heads.

In the continuing effort at reorganization, the Self-Survey findings will play a significant role, because, if for no other reason, it has served to acquaint some 500 administrators, employees and legislators with the needs and advantages of a more rational and more effective structure of state government.

Self-Survey has already been extremely helpful in programs developed by departments for their internal reorganization, most notably the Department of Conservation, the Board of Education, the Department of Highways, the State College Board, the Department of Taxation, and the Department of Administration."

<sup>38</sup> FTF on Overall Structure in *Summary Review*, p. 127. 39OTF 1, 7, 9, 12, 15, 20, 21, 23, 24, 26, 27 and 28.

As this is written plans are moving forward to reconvene the Self-Survey task forces for a "refresher" review of agency progress in implementing the original findings. This renewed activity will be related to the administration's further efforts at reorganization in the 1959 session.

## **5. Improved Physical Conditions**

Another area in which substantial and tangible improvements are being made that result from the Self-Survey is the state government's physical plant, especially the alleviation of the serious space shortage.\* Year by year the space problem had continuously worsened, but, again, because of the lack of a concerted and fully documented program, virtually nothing had been done to improve physical conditions and to check the alarming deterioration that was taking place throughout state buildings and institutions. Again task force after task force called attention to the serious difficulties in this area.<sup>41</sup> The 1955 legislative session authorized a new state office building in the Capitol area, but it became clear, partially as a result of Self-Survey, that the originally planned structure would not be large enough to care for essential space needs and the 1957 session approved an expansion in plans.

At the same time that the Self-Survey was in process the Legislative Interim Commission to Study State Building Needs was considering all physical plant problems throughout the entire state. This group received many Self-Survey recommendations that were later made part of the extensive ten-year program submitted to the 1957 session jointly by the committee and by Governor Freeman.

Physical plant problems are now being effectively attacked and, as the current building program proceeds, the problems will be progressively alleviated. In this case the progress is due primarily to the work of the interim commission; however, the task force findings provided extremely helpful supporting data.

In other ways, too, the Self-Survey aided in the improve-

<sup>40</sup> OTF 3, 5, 7,8, 10, 11,21,23, 26 and 29.

<sup>41</sup> OTF 10, 17, 25, 26, 27, 30, 31 and 33.

ment of working conditions. Many task forces noted inadequate lighting, need for better ventilation, and wasteful use of office space for storage and filing or because of inefficient working arrangements.<sup>42</sup> The findings have helped accelerate the state's program of records disposal and have encouraged improved space utilization.

## **6. Systematic Attention to Planning**

Implicit in many of the gains that have already been cited is the increased attention to long-term planning. One section of the Work Manual was devoted to "Long Term Needs and Prospects." This portion of the study yielded vast amounts of data concerning proposed new and expanded functions, future elimination or curtailment of functions, likely trends in population, revenue receipts and exhaustion of natural resources, and likely future developments in federal-state relations.

Certain areas are in crucial need of planning. We have already noted the need in the general area of physical plant and how this problem is being met through the joint efforts of the Legislative Building Commission and the Department of Administration.

The need is also crucial in the areas of higher education,<sup>43</sup> care and support of the aging,<sup>44</sup> future growth in the highway system,<sup>45</sup> water conservation,<sup>46</sup> state support of public schools,<sup>47</sup> and institutional care of the mentally ill,<sup>48</sup> the mentally retarded and others requiring welfare assistance.

In the specific area of administrative planning, significant progress has already resulted from Self-Survey, as noted in connection with the feasibility study for electronic data processing and the development of the computer center. These

<sup>42</sup> OTF 6, 7, 8, 21, 22 and 23.

<sup>43</sup> OTF 27.

<sup>44</sup> OTF 29.

<sup>45</sup> OTF 12.

<sup>46</sup> OTF 7.

<sup>47</sup> OTF 9.

<sup>48</sup> OTF 31.

are, however, viewed only as the beginning of a continuing and even more penetrating program of administrative analysis and long-term planning. If Self-Survey findings are given full implementation, the future will see intensive studies into all phases of personnel management (work measurement, in-service training, improved use of the merit increase system, expanded orientation programs, more scientifically determined staffing patterns, increased attention to causes of turnover, better recruitment practices, a more systematic program of promotions, and a general improvement in working conditions).

This envisions the expansion in the activity already begun by the new Division of Research and Planning in the Department of Administration and, also, the launching of a large-scale planning program to deal with broad substantive areas of government in order to define better the priorities of all state needs and relate them to prospective revenue levels.

Effective governmental planning is in many respects one of the most difficult administrative activities to develop and sustain. Day-to-day pressures often submerge the planning function as they do administrative research and analysis. Self-Survey proved to be a device that can help overcome this obstacle by providing at least the rudiments of planning despite the pressures and the lack of adequate resources specifically allocated for this function.

The research and planning function has enjoyed considerable growth within departments as a result of the project. This is reflected in the volume and type of suggestions for improvement that have been submitted to the state's Merit Award Board. There is apparent an expanding interest in continuous administrative studies and analyses and much of this interest can be traced directly to the agency's involvement in Self-Survey.<sup>49</sup>

## **III. Less Tangible Achievements**

The value of Self-Survey cannot be measured exclusively in terms of the tangible improvements that have been noted.

In fact, much of its value is found in such intangible improvements as (1) employee morale, (2) administrative vitality, (3) enlarged administrative understanding, (4) improved communication, (5) accumulation of basic data for further analysis, and (6) greatly improved legislative cooperation.

### **1. Employee Morale**

The project gave employees a renewed sense of the importance of their work. It enabled them to advance ideas that in many cases had long preoccupied them without adequate opportunity for their expression. It permitted them to interact as coequals with administrators and legislators in a more constructive context than the usual "employer-employee" relationship.<sup>50</sup>

Salary increases and other improvements in working conditions helped strengthen employee morale and generally the entire project infused a new spirit among employees who had become increasingly discouraged and frustrated by the seeming lack of concern with their problems.

### **2. Administrative Vitality**

Similarly, Self-Survey gave many administrators a new zest for their work.<sup>61</sup> It showed them how to make a systematic inventory of their operations and it provided an unprejudiced setting in which they could determine for themselves the strong and weak points in the functioning of their agencies. The extensive interchange of information among task forces was a wholesome prod to administrators to pay closer attention to the progress of their agencies. They came to welcome the fact that the work of their agencies was being observed in a spirit, not of petty criticism, but of sincere effort on the part of central administration to provide more assistance and better direction.

As a result of Self-Survey, administrators derived a greater understanding of the overall problems faced by the  
50OTF3, 9, 11, 16 and 17.

### *Summary Evaluation*

entire administration. Administrators often tend to place almost exclusive emphasis upon their own operation and sometimes are competitive, even negative, in their relations with other agencies or programs of the same government. Self-Survey exposed administrators to problems that transcended their immediate jurisdictions and gave them a sense of the larger objectives of the state government.

### **3. Enlarged Administrative Understanding**

One of the truly significant achievements of Self-Survey was the vast amount of "in-service" training that took place on an informal and "non-directive" basis. When 500 participants undertake administrative analyses, however sparse and incomplete much of the activity might be, the mere fact that they are involved in analyzing, discussing, and sometimes arguing the merits of alternative arrangements is certain to enlarge the area of administrative understanding. New ideas and new applications are given attention and each participant becomes involved in the administrative process in a fashion that challenges his imagination and his qualities of leadership.

In the course of Self-Survey all phases of management improvement—ranging from personnel practices and systems and procedures through use of electronics and accounting and fiscal arrangements—were widely discussed and, for an extended period, the entire state government took on the atmosphere of a vast college campus devoted exclusively to the study of public administration.

### **4. Improved Communication**

Another intangible byproduct of Self-Survey was improved communication and cooperation between and among agencies, especially between the operating agencies and the central Departments of Administration and Civil Service. The gathering of the information required by Self-Survey called for considerable interdepartmental contact, especially among the technicians who served on the various task forces. This exchange of information greatly strengthened the government's framework of communication, the carryover

effects of which are certain to be felt for a long period of time.

A striking illustration of the benefits of enlarged communication is the experience of the Department of Conservation's equipment supervisor who served as the technician member of the Task Force on the Department of Military Affairs. "Newly-appointed to his conservation post, the equipment supervisor had been casting about for helpful guides in organizing a workable program for the Department. His Self-Survey assignment opened before him the efficient and well-developed inventory and maintenance program of the military department. He was able to adapt many aspects of the military program, which, he frankly conceded, would not likely have come under his scrutiny had the Self-Survey opportunity not arisen.

### **5. Basic Data For Further Analysis**

The thirty-three operational and ten functional task forces gathered data and detail which fill several large filing cabinets. This material constitutes a mine of information that has already been enormously useful in analyses of particular problems. The feasibility study consultants, as already mentioned, found the Self-Survey extremely helpful. Several special studies made subsequent to the Self-Survey have also effectively used the information. While it obviously becomes dated in time, much of the material has permanent value and will be of continuing usefulness not only to administrators and analysts but also to researchers and others interested in the administrative history of the State of Minnesota.

### **6. Legislative Cooperation**

Frequent reference has already been made to the great benefit that resulted from legislative participation in the project. It can be fairly said that legislative-executive relations reached a high point in terms of mutual understanding

and confidence in the 1957 session and much of this was directly due to the Self-Survey activity.<sup>52</sup>

## **IV. Self-Survey Methods Reevaluated**

How the Self-Survey project was organized and managed has been told in detail in the *Summary Review* that introduces the *Reports of the Functional Task Forces* and in the article in *State Government* magazine previously noted. The reader interested in a detailed statement concerning the mechanics of the project is referred to these sources.

Without describing again the approach and methods, we shall simply note here those aspects worthy of particular comment as a kind of catalogue of "do's" and "don'ts" in Self-Survey based upon the Minnesota experience. Inquiries have come from all parts of the United States and from many foreign countries, reflecting a widespread interest in an evaluation of not only the substantive improvements that resulted from the project but also in the methods and materials used in the study.

An evaluation of Self-Survey methods should necessarily review (1) use of the Work Manual prepared for the project; (2) the scope of task force activity; (3) the nature of task force leadership; (4) the type and extent of task force participation; (5) the arrangement in point of time for task force and other Self-Survey activity; (6) the financing of the project; (7) publication of the Self-Survey data, findings, and recommendations; (8) the follow-through to give effect to the findings, and (9) the overall direction and management of the project.

### **1. Use of the Work Manual**

Soon after the launching of Self-Survey it became apparent that the operational task forces would require some type of central and systematic direction if their work was to

<sup>52</sup> Reference to the value of Self-Survey to the legislator is made in OTF 3, 5, 7 and 11. Reference to the value to the particular agencies in having legislative participation is made in OTF 3, 8, 10, 19, 22, 24, 27 and 30.

have reasonable uniformity in scope and comprehensiveness.

To fill this need a Work Manual was developed consisting of 161 questions that covered as many aspects of administration as could be anticipated as relevant to the study. The manual had three major divisions, the first dealing with personnel; the second, operating procedures; and the third, prospects for the future. The questions are reproduced in the Appendix to this volume together with notes indicating specific weaknesses in the Work Manual.<sup>54</sup>

The choice of format for the Work Manual proved especially helpful. Each of the 161 questions headed a separate 8/1<sub>2</sub> x 11 work sheet, providing the task force with space to enter data or to attach relevant materials. The completed work manuals often ran into several hundred pages with the material always organized in the uniform fashion required by the manual. This facilitated the gathering on a cross-departmental basis of information pertaining to a single administrative topic. For example, the questions dealing with use of private cars by state employees (see appendix) produced comparative data by the thirty-three operational task forces that served as an excellent beginning point for the work of the Functional Task Force on Transportation and Communications and became an important background for legislative consideration.

The Work Manual has enjoyed a wide circulation among administrative analysts in many governmental jurisdictions and private management consultants. Because of this interest, we have received many inquiries asking our evaluation of the manual's effectiveness. In general one must note that it was an indispensable device. It provided definite and specific guide-lines for the activity of each task force. The questions were developed in a logical sequence that gave the task force a clear sense of a proper beginning and enabled it to note progress as its work proceeded.

Deficiencies in the Work Manual are described in the appendix. Here we might note only that they related for the most part to a failure to cover certain areas in greater detail and to require more concrete evaluations and recommendations by the operational task forces.

## **2. The Scope of Task Force Activity**

Each task force was assigned either a single agency or a group of related agencies as its field of inquiry. The assignments were made without careful analysis as to their size and scope. The result was that the work required of the various task forces covered a wide range. The scope of several was too limited to permit a fully effective study.<sup>56</sup> For others, notably in the case of the Department of Highways, the scope was too large.<sup>56</sup>

## **3. Nature of Task Force Leadership**

The thirty-three operational task forces were organized and directed by the Department of Administration's six budget examiners. Each served as a combined chairman-secretary for five (in some cases six) task forces. Because their regular work was so closely related to Self-Survey the budget examiners made ideal chairmen. As members of the budget staff they were accustomed to working cooperatively and, as the project proceeded, there was extensive exchange of findings and mutual re-enforcement.

Self-Survey imposed an enormous workload upon the the examiners that could not be fully compensated with pay, but the experience gained was so valuable to them they participated with enthusiasm throughout and provided an indispensable focalizing and cohering dimension.

In the case of the functional task forces the chairmen were public members and the secretaries were top-level state officials who had demonstrated special interest in management improvement. This combination was uniformly successful.<sup>67</sup>

## **4. Type and Extent of Task Force Participation**

Each operational task force consisted basically of five

**55 F 2, 4, 12, 14, 16 and 18.**

**50TF 12.**

<sup>5</sup> *Summary Review* p 10.

members: (1) the budget examiner as chairman, (2) the administrator whose agency was under study, (3) an employee engaged in the agency's activity, (4) a technician drawn from another agency, and (5) a state legislator.

In all cases there was unevenness in participation, especially among the legislators. Their activity ranged all the way from, in a very few cases, providing the main stimulus to the task force to virtual non-participation. On the whole, however, the legislators manifested keen interest and many of them contributed large amounts of their personal time and even their own expenses incidental to Self-Survey work. Had it accomplished nothing else, Self-Survey could be regarded as successful by reason of its having involved legislators so extensively.

The participation of administrators also ranged from "sparking" the task force to a passive observer's role. In one case a new hospital superintendent took up his assignment on the same day that the Work Manual arrived at his desk. He immediately instructed his top subordinates to complete all questions as quickly as possible. Within eight days he had in the form of a completed Work Manual a comprehensive and for him indispensable inventory of the strong and weak points in the hospital administration and compact and inclusive detail on virtually every phase of its operation. At the other extreme were a few administrators who remained skeptical and unenthusiastic about Self-Survey. They sometimes sought a hurried white-washing of operations and made little effort to conceal their impatience with the project. In all cases, however, administrators did, with varying impact, achieve an enlarged view of their operations and it is doubtful that any administrator would deny that his agency profited in some degree from the project.

One administrator, in analyzing his own reactions to Self-Survey, said he was "almost wholly negative" at the outset. As it proceeded his attitude became more and more positive and, in the end, he had the enthusiasm of the "new convert." He said he had always disliked and distrusted the role of "staff advisers" and had initially viewed Self-Survey as an unpromising extension of staff activity. As Self-Survey unfolded, however, he found himself compelled to view his operation from the perspective of the staff adviser and came

to appreciate the advantages of reviewing staff recommendations in an unprejudiced context. He said he regarded this joining of line and staff as one of the most beneficial results of the project.

Employee activity also ranged from dedicated effort to perfunctory observation. Many employee members were understandably preoccupied with salary questions and working conditions and often were reluctant to deal with questions of policy and procedures. They, too, however, made uniformly helpful contributions.

Technicians like budget examiners were on the whole the most energetic participants. Their regular work involves management improvement and they accepted Self-Survey as an opportunity to advance ideas that they had in many cases been germinating for a long period of time.

## 5. **The** Timing of Self-Survey

When Self-Survey was launched it was not clear how much time should be allowed for the operational and functional phases. Nor was any attempt made to determine how often and for how long the task forces should meet.

It became apparent, however, that deadlines would have to be met, if the survey was to be completed in reasonable time. Original deadlines were adjusted several times. The operational task forces were launched in the period from August 19, 1955, to December 6, 1955. The first deadline for all reports was set for April 1, 1956, but this was pushed back several times until the date of July 15, 1956 was made firm and final.

Meanwhile, as the operational groups were completing their work, the functional task forces were organized. They were launched during the period from March through June of 1956 and their reports were formally accepted on October 23, 1956, by the policy committee.

Some task forces complained that the time allowed was not sufficient to cover intensively the full scope of the inquiry. But, given the biennial legislative session, it was essential that the work be completed in order to prepare recommended legislation for the approaching session.

In evaluating the time factor it can be fairly said that

a project of this scope, assuming the same type of leadership and the same degree of cooperation that were achieved in the Minnesota experience, should require a minimum of eighteen months and preferably two years.

## **6. Financing of the Project**

It is impossible to report a true and accurate cost estimate for the project, because the big bulk of the activity was provided by administrators and employees and legislators who received no compensation beyond what they would have received for their regular responsibilities. Also, many incidental expenses were covered in the regular departmental accounts.

Not even one employee was engaged directly and exclusively for Self-Survey. The only direct expenses attributable to the project were for publishing the materials and reports and for some scattered reimbursements of travel by legislators. In all, this amounted to less than \$5,000.

The financing arrangement proved beneficial and successful, but any frank assessment of the project would justify the conclusion that at least a modest budget that permits the full-time employment of a small staff exclusively for Self-Survey report-writing and clerical operations should be considered as desirable. Our experience placed a heavy burden upon the director and the budget examiners, and if a full-scale repetition were to be undertaken some additional staff should be provided.

## **7. Publication of Findings and Recommendations**

The extensive reports of the operational task forces cover fifty-eight completed work manuals. They range from 10,000 to 100,000 words each, constituting several million words. Duplication of the materials for general distribution would be extremely costly and perhaps, even if cost were not a factor, would be of limited value. The original copies are on file and are consulted extensively.

This volume together with the earlier publication covering the functional task forces provide a reasonably comprehensive detailing of the project's findings and recommenda-

tions. Other publications include the Work Manual, the Directory of Self-Survey Personnel, and a set of general instructions for task force participants.

## **8. Follow-through to Give Effect to the Findings**

The crucial test of Self-Survey is, of course, the follow-through that results. As frequently noted, Self-Survey has many built-in follow-through mechanisms. With agency administrators actively participating and with top direction centered in the Department of Administration the findings are automatically before those with responsibility to give them effect.

The follow-through has been impressive, we feel, although much still remains to be done. Further legislation is required and will be sought in the 1959 session. Even more important, however, is the need for further and more detailed analyses. It is *one* thing, for example, to find that the state is permitting what would appear to be excessive private car use and it is quite another thing to develop an alternative program involving state purchase of vehicles and a central car pool. Further studies are needed to determine car pool costs and to define policies that will ensure an improved operation. This requires time and personnel. Again and again task forces recommended an expansion in the Department of Administration in order to undertake such further study.<sup>68</sup>

Self-Survey has given us an enormous launching push; we need now to follow up with an enlarged program on the part of our newly created Division of Research and Planning in the Department of Administration. We need to work through with the Legislature necessary changes in the law. We need to consolidate the substantial gains that have already been made.

## **9. Overall Direction and Management**

Finally, a word about the project's overall direction. It was conducted pursuant to the instruction of Governor Freeman.

<sup>58</sup> See *Summary Review*, pp. 12-5 and 60-2 for a description of new functions recommended for the Department of Administration.

He displayed throughout a keen interest in the entire project and made it clear to all participants that the project was of central importance to the administration. The value of the Governor's personal and continuing participation cannot be overemphasized. It ensured cooperation that otherwise would have been difficult, in some cases impossible, to achieve. There is much natural opposition to improvement efforts and to overcome this opposition requires firmness and clearness in purpose. The success of the Minnesota Self-Survey is due in large measure to the fact that in its overall direction these qualities were so clearly present.

It is also relevant to note that the relationship between the Governor and the Department of Administration was a further source of strength. From the outset of his administration the Governor has made it clear that he regards the Department of Administration as his administrative arm, that in matters pertaining to administrative organization, procedure, and finance—as distinct from substantive policy concerns—the Commissioner of Administration speaks for the Governor, that he is, in a real sense, a state business manager, as was intended under the 1939 Reorganization Act. Because of this relationship, the Self-Survey commanded the respect and attention of all agencies. It was looked upon as integrally related to the ongoing business activity of the state.

The Governor named a 15-man policy committee headed by the Commissioner of Administration and including four administrators, four employees, four legislators, and three technicians. The policy group met five times to review the procedures employed. It accepted the reports but made no effort to evaluate or approve particular recommendations. The policy committee performed a valuable service by symbolizing the comprehensiveness and basic impartiality of the inquiry.

### **Conclusion**

One would hope that this evaluation will not strike the reader as little more than an effort at self-congratulation. We have not attempted to conceal our enthusiasm for the Self-Survey project nor to deny our pride in its successful execu-

### *Summary Evaluation*

tion. But we have sincerely tried to view the project with objectivity. It is not unlikely that we have magnified the project's true value and it is altogether possible that what we have accomplished could have been achieved in other ways. But it is our sincere conviction that this "self-help" approach has had for us enormous practical value and has been a most successful undertaking.

TASK FORCE NO. 30  
DEPARTMENT OF PUBLIC WELFARE  
CHILDREN'S INSTITUTIONS

**A. Major Divisions of Task Force Assignment**

1. Braille and Sight Saving School.
2. School for the Deaf.
3. Cambridge State School and Hospital.
4. Faribault State School and Hospital.
5. Owatonna State School.
6. Children's Center.
7. Gillette State Hospital.

**B. Summary of Task Force Proceedings**

This Task Force held eight meetings, including visits to the institutions surveyed. Appointed Task Force members attended all scheduled meetings. An employee representative and the superintendent of each of the institutions visited participated in the individual meeting for the specific institution. Approximately fifty additional individuals from the children's institutions were contacted or appeared formally before the Task Force.

**C. Administrative Improvements Resulting from Self-Survey**

1. Bread and bakery products are now produced at the State Prison and supplied to Gillette State Hospital and Lake Owasso Children's Home.
2. Expanded use of project labor for building repair work has reduced maintenance costs.
3. Revised staffing assignments at the Cambridge State School and Hospital made possible full utilization of all bed space available for patients.
4. Installation of photocopy equipment reduced typing time for producing additional letter copies for record and reference purposes.
5. Establishment of institutional safety committees reduced accidents and use of sick leave by employees.
6. In-service programs were expanded.
7. Fire drills and building evacuation exercise are now regularly scheduled as a fire safety precaution.

**D. Further Administrative Improvements Recommended**

1. Arrangement with state teacher training institutions to provide specialized training to a limited number of teachers in working with deaf, blind, and mentally retarded groups to meet staffing recruitment needs.
2. Increased public participation in activities of the children's institutions through utilization of volunteer services.
3. Continued exploration of foster home placement possibilities for the mentally retarded.

*Operational Task Force on Children's Institutions*

**E. Recommendations for Legislative Action**

1. Expansion of public school facilities and curriculum offerings on a regional basis for the blind, deaf, and mentally retarded.
2. Establishment of a diagnostic treatment center for the mentally retarded.
3. Extension of services at Gillette State Hospital to include clinical problems of the cerebral palsied child.
4. Continued financial support for replacement of existing institutional buildings that are functionally outmoded and are rated as fire hazards by the State Fire Marshal.

**F. Other Significant Findings**

1. Lack of bed space has created a backlog of over 1,400 children in the mentally retarded category awaiting placement in the state's institutions for children. Recently new facilities were added to Cambridge State School and Hospital and several hundred additional children were admitted to that institution. However, insufficient additional staff were provided to handle the type of children coming to the institution. The Task Force felt that future appropriations should provide logical staffing allowances coordinated with construction of new facilities and care requirements of patients.
2. The excellent orthopedic program at Gillette State Hospital has reduced the length of stay of patients and average patient population has declined.

**G. Task Force Membership**

*Chairman:* Conrad W. Peterson, Budget Examiner, Department of Administration.

*Administrator:* Ray Lappegaard, Deputy Commissioner, Department of Public Welfare.

*Employees:* Mary LeRoux, Social Worker, Department of Public Welfare; Margaret MacIntyre, Social Worker, Department of Public Welfare; Genevieve Norlander, Graduate Nurse, Faribault State School and Hospital; Margaret Hattstad, Psychiatric Aide, Cambridge State School and Hospital; Francis Edwards, Houseparent, Owatonna State School.

*Technician:* Bertil Estlund, Accountant, Department of Health.

*Legislator:* Representative Leo Mosier, Minneapolis.

**H. Director's Evaluation**

Children's services provided by the Department of Public Welfare cover institutional care for the blind, deaf, crippled, mentally retarded, and emotionally disturbed children, and also welfare services for the dependent and neglected child. This Task Force reviewed the operations in this area of the Department's activity.

As was the case with the other task forces examining operations in the welfare field, this group found that institutional management suffered from a lack of adequate appropriations for staffing, housing, and educational and training programs. The numbers of children to be cared for have continu-

ously increased with the result that the state's facilities have not been sufficient to deal with the case load adequately. In the case of the mentally retarded, there is a long waiting list of children eligible for admission to the state institutions. This problem is being alleviated with construction of the new Brainerd State School and Hospital which, when completed, will provide space for 2,000 mentally retarded. Unfortunately, however, the institution will not be completed for several years.

The findings of the Task Force underscore the need for greater participation by local communities in the development of programs that will provide education, training and care of children now managed on a statewide basis. The 1957 session did take action promoting this approach by adopting legislation requiring local school districts to provide special classes for children who would otherwise require direct state assistance. As part of this program the Legislature provided additional special aid to the school districts to make such service possible. Also, by appropriation action, the Legislature authorized special programs for the training of teacher specialists in these fields.

In this area it can be noted again that much progress has been made in developing a sound administrative base, but the problems are many and difficult and much further attention will be required for the continuous improvement of these programs.

**TASK FORCE NO. 31**  
**DEPARTMENT OF PUBLIC WELFARE**  
**MENTAL HOSPITALS**

**A. Major Divisions of Task Force Assignment**

1. Anoka State Hospital.
2. Fergus Falls State Hospital.
3. Hastings State Hospital.
4. Moose Lake State Hospital.
5. Rochester State Hospital.
6. St. Peter State Hospital.
7. Sandstone State Hospital.
8. Willmar State Hospital.

**B. Summary of Task Force Proceedings**

This Task Force held twelve meetings and visited each of the eight state hospitals. Three of the joint task force members were able to visit all eight of the mental hospitals and in turn were joined by the superintendent and the employee representative of the specific hospital visited. The Task Force interviewed sixty-five individuals relative to hospital operations.

**C. Administrative Improvements Resulting from Self-Survey**

1. Establishment of a trainee class in addition to existing psychiatric aide levels affords employee entrants an opportunity to acquire basic skills and training before assuming patient care responsibilities.
2. Increase in the use of tranquilizing drugs has resulted in improved patient behavior and therapy. This has shortened patient hospitalization and has increased materially the discharge rate.
3. Improved planning and scheduling of maintenance and repair work at the mental hospitals with emphasis on prevention has reduced project costs.
4. Revised staffing assignments of personnel has provided better patient coverage and has reduced the necessity for considerable overtime.
5. Coordination of institutional farm programs with provision needs has improved the standard of patient meals.
6. Establishment of institutional safety committees has reduced accidents and use of sick leave by employees.

**D. Further Administrative Improvements Recommended**

1. Enlargement of auxiliary services to release psychiatrists, registered nurses and other professional staff members from clerical and routine activities.
2. Assignment of a greater portion of non-medical administrative functions to lay administrators.
3. Increased usage of volunteer services.
4. Recheck of records and filed material and prompt disposal of inactive case material and documents.

### E. Recommendations for Legislative Action

1. Provision for proper staffing of all building additions for which appropriations are made.
2. Increased support of research projects in the field of mental illness.
3. Expansion of out-patient clinics to provide services on a preventative basis.
4. Provide state support for nursing homes for the aged which will release beds in the mental hospitals now occupied by senile patients not requiring intensive treatment.

### F. Other Significant Findings

1. The high rate of employee turnover is a major problem at several of the state's mental hospitals. Many hospitals had an over-all turnover of approximately twenty-five per cent, and among psychiatric aides, hospitals experienced as much as forty per cent turnover in the single class. Recruitment of registered nurses, physicians, therapists, and psychiatrists has been difficult, and many authorized positions in these classes remain vacant.

2. Considerable criticism has been leveled at the mental hospitals for the lack of timely repair and maintenance work on existing buildings. When repair projects were finally carried out, the buildings had reached a stage of neglect which required the state to spend many times the cost of the original repair proposals.

### G. Task Force Membership

*Chairman:* Conrad W. Peterson, Budget Examiner, Department of Administration.

*Administrator:* Dr. Dale Cameron, Medical Director, Department of Public Welfare.

*Employees:* Erwin Peterson, Psychiatric Aide, Moose Lake State Hospital; Rev. Albert Blatz, Chaplain, St. Peter State Hospital; Jacob Hoogaker, Psychiatric Aide, Sandstone State Hospital; Berdine Erickson, Psychiatric Aide, Rochester State Hospital; Joseph Yanz, Building Foreman, Hastings State Hospital; Gordon Lundquist, Psychiatric Aide, Willmar State Hospital; Hilding Bonderson, Attendant Guard, St. Peter State Hospital; Edward Drechsel, Account Clerk, Fergus Falls State Hospital; Lloyd Larson, Patient Placement Agent, Anoka State Hospital.

*Technician:* Dr. Helen Knudsen, Chief, Hospital Services Section, Department of Health.

*Legislator:* Representative Edward Volstead, Minneapolis.

### H. Director's Evaluation

In the last ten years the state's mental health program has received increasing attention as the public and the Legislature have become more and more aware of the serious human problems that exist in this area. There has been a gradual shift from purely custodial care of patients to an intensive treatment program, requiring greatly expanded staffs and general improvement in all

types of care and treatment. This has meant that the cost of operating the eight mental hospitals has increased many times during the last decade.

The emphasis upon treatment and rehabilitation has paid great benefits, measured in human terms. Patients are better housed and cared for and the discharge rate has gone up. Also, a new attitude on the part of the community has been developing with the result that patients are finding readjustment in community life easier and the period of their stay in the hospitals has been, on the average, reduced.

The administrative problems faced by the mental hospitals grow out of the new approach and the new emphasis. They have to do primarily with recruiting and training adequate staffs in the face of extremely serious shortages in the professional field, obtaining adequate budgets to cover rising costs at the same time that programs are being expanded, and with developing effective lines of communication between the central office and the eight hospitals. The Task Force emphasized the need for further expansion in treatment programs and for improved long-term planning in all aspects of hospital administration.

Of special note in connection with the mental hospitals is the unusual progress that has been made in the improvement of the physical plants, as a result of the intensive work accomplished by the Legislative Interim Commission to Study State Building Needs created by the 1955 legislative session. This group examined all physical plant needs in the state and developed a ten-year building program, the first stage of which was acted upon by the 1957 session. The first stage provided *new* hospital space, extensive rehabilitation of existing plant, and introduced a systematic program of long-term planning to cover capital outlay needs. The commission was made permanent by the 1957 session and the second stage of the ten-year program will be before the 1959 session for action.

As in the case of the other task forces dealing with the Department of Public Welfare, the problems in the area of mental health are numerous and complex, but, given the difficulties under which the program must proceed, the progress that has been made has laid a sound foundation for further improvement in the mental health program.