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SECOND BIENNIAL REPORT
OF THE
BOARD OF CONTROL
OF STATE INSTITUTIONS
OF
MINNESOTA

PERIOD ENDING, JULY 31, 1904.



ST. PAUL, MINN.:
McGILL-WARNER COMPANY,
1904.

prescribe in behalf or in supervision of prisoners paroled or discharged from the state prison, the state reformatory, or any other public prison in this state, including the return of paroled prisoners to such institutions. It shall be his special duty to assist discharged or paroled prisoners in obtaining employment. The salary and expenses of said state agent shall be paid from the current expense fund of such institutions, and shall be divided between them in proportion to the appropriation made by the legislature for their current expenses. Before entering upon the duties of his office he shall take oath and file a bond in such sum as said board shall prescribe for the faithful performance of his duties. Such bond and oath shall be filed in the office of the secretary of state. He shall hold office at the will of said board.

Sec. 2. All acts and parts of acts inconsistent herewith are hereby repealed.

Sec. 3. This act shall take effect and be in force from and after its passage.

Approved April 20, 1903.

An act to provide for the execution of contracts relating to state institutions under the control of the Board of Control of State Institutions.

General Laws 1903, Chapter 335.

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

Section 1. All contracts relating to state institutions under the control of the Board of Control of State Institutions shall be made by it in writing, and signed by its chairman.

Sec. 2. All acts and parts of acts inconsistent herewith are hereby repealed.

Sec. 3. This act shall take effect and be in force from and after its passage.

Approved April 21, 1903.

SECOND BIENNIAL REPORT
OF THE
BOARD OF CONTROL
OF STATE INSTITUTIONS.

When we transmitted our first biennial report, two years ago, the question had not yet been determined as to whether the law abolishing the many boards and creating the Board of Control of State Institutions, was a wise enactment. There were those who professed to believe that the members of a single board could not possibly be endowed with those qualities of mind and heart essential to a proper consideration of the welfare of the wards of the state from a humanitarian standpoint; that between keen desire on the part of the board to save money, make a record, and justify its right to be continued in office, the inmates of our institutions would be clothed in rags, scantily provided with unsuitable food, and without proper care and attendance; that neither jails, lockups, nor poor houses would be inspected, nor non-resident dependents deported; that no matter what amount of money might be saved, it would always be at the expense of efficiency, that the creation of a Board of Corrections and Charities to serve as general guardian of the Board of Control, would in some indefinable manner work a much needed reform in its management of the institutions.

During the three years of the Board of Control the general public has been keenly alive to the situation, and, uninfluenced by local clamor, has watched the work of the board, noted the development of plans, and influence upon the institutions, and, if we may judge from the newspaper world in general, and the personal assurances we receive from time to time as to the character of our work, it has become at least reasonably well satisfied with results obtained. It also appears that whatever mistakes have been made have very properly been charged to the errors in judgment on the part of the members of the board, and not to the Board of Control system.

tutions without designating the particular place, leaving the Board to make the investment where most needed, or where it can be done to the best advantage of the state. In accordance with this plan, we recommend an appropriation of \$25,000 for each year of the biennial period, to be used in acquiring additional land for state institutions.

DORMITORIES FOR NURSES AND ATTENDANTS.

There is, perhaps, no one subject to which we could call attention of more importance from a humanitarian standpoint than that of a properly constructed and cheerfully furnished building as a resting place, a home, for nurses and attendants. The building should be sanitary in its appointments, well lighted and ventilated, fireproof, plain, but substantial. Such buildings should be erected at the three Hospitals for the Insane and School for Feeble-Minded. Those first built should be for female nurses and attendants, to be followed by similar ones for males, as fast as the revenues of the state will permit.

It seems hardly necessary to advance arguments in support of this recommendation. The arduous duties, the exacting service, the long hours of nervous strain, the menial character of the labor demanded, coupled with the fact that when the day's work is at last finished, they have no alternative but to lie down in the very midst of their labor, with no possible separation from it while they remain in the service of the state, demand for this subject more than ordinary consideration. Private hospitals deem this subject of great importance, and apply the remedy. Should the state do less?

Were business men required to seek rest side by side with their business entanglements; the mechanic amidst the whirl of his tools and machinery; the doctor by the bedside of his suffering patient; or the lawyer with his books, our hospitals would be full of nervous prostration, and our cemeteries filled with its victims. Yet we ask and expect nurses and attendants, exposed month after month to a greater nervous strain, to submit to an imposition that none of these would tolerate for a moment. It is time that the state, recognizing the valuable, devoted service of these willing workers, do something to ameliorate this condition. If a raise in the rate of tax levy can ever be justified, it would be for the purpose mentioned.

The space made vacant by the removal of nurses and attendants from the institutions proper would be available for a still larger number of inmates, and decrease in proportion the demand for additional buildings for their accommodation.

STATE TRAINING SCHOOL FOR BOYS AND INDUSTRIAL
SCHOOL FOR GIRLS.

We sincerely trust that the legislature at the coming session will provide for the removal of the girls now committed to the State Training School to an institution to be provided for and known as "State Industrial School for Girls." The legislature of 1901, without opposition, inserted in the General Appropriation Act a paragraph directing and empowering the Board of Control of State Institutions to establish such school, and appropriating money therefor.

The board called for proposals for sites for such school, receiving many desirable responses thereto, and were about to establish the same upon one of such sites, when prevented from so doing by action in court commenced by the citizens of Red Wing. We especially regret this action on their part, as the law did not contemplate, or the board intend to remove any buildings or property from Red Wing, simply the wayward girls and their personal belongings. The court, however, decided that the paragraph in question was unconstitutional because of defective title to the act, and so prevented further action on the part of the board.

The proximity of the girls' department to that of the boys is not only detrimental, but a positive hindrance to the success of either. They should be entirely and effectually separated from each other by long distance, so that a meeting between the sexes, while inmates of the institution, or in going to or returning from the same, would be a physical impossibility. So positive are we that our conclusions in this matter are correct, we do not hesitate to recommend that either the departments be separated, as stated, or that for the girls be abolished.

The building now occupied by the girls can be used to good advantage after it is vacated by them. A hospital and guard house for the boys' department is needed badly, but is not asked for in this report for the reason that we believe the legislature will take favorable action on the question of separation. There is also a crying necessity for more dormitories for the boys, that the vicious class may be absolutely separated from those for whom there is hope of reform.

DETENTION HOSPITALS

Chapter 317, Laws of 1901, providing for detention hospitals in cities of 50,000, or more, inhabitants, should be repealed. The law

hospital at St. Peter has been under quarantine for three months on account of diphtheria and no patients received during that time. Opportunity for isolation would have prevented these conditions and many cases of the disease as well. We believe that all contagious cases could be safely provided for in the same building, if properly constructed.

COUNTY SUPPORT OF THE INSANE AND FEEBLE-MINDED.

In our former report we recommended that a law be enacted under which the state would be reimbursed for one-half the expense incurred in the care and maintenance of these classes by the counties from which they are committed, the counties, in turn, to be reimbursed by estates and individuals now legally liable for maintenance under our statutes. This practice prevails in many other states, and is not only satisfactory, but works no hardship to individuals or communities. A law of this character, properly safeguarded, would not only reduce the number of commitments to this class of institutions, resulting in better accommodations for those who can be benefited by treatment therein, but allow more time and opportunity to devote to the personal care and observation of such patients, and so make possible a larger percentage of recoveries and discharges from the institutions.

We believe a careful study of the table of commitments will demonstrate that the direct expense to any one locality by reason of the enactment of the law in question, will in no instance be increased over the indirect expense now levied against it for such support. On the contrary, the amounts paid into the county treasuries by persons and estates properly and justly chargeable with the same will materially reduce taxes now necessarily levied for this purpose.

Again, there seems to be no reasonable argument that may be advanced as to why parents, children, or estates are not under the same obligation, moral and pecuniary, to meet the expense incurred in the care of those dependent upon them for support, who are afflicted with a mental ailment, as they are now under to care for them on account of physical ailment.

We believe this subject to be of so much importance, and that so much good may be accomplished by the passage of a law on the lines indicated, that we again urgently recommend the subject to your careful investigation.

SANATORIUM FOR CONSUMPTIVES.

The legislature of 1903 passed a law providing for the "Minnesota Sanatorium for Consumptives," to be located near Walker, Cass county, and empowering the Board of Control, with the approval of the Advisory Commission, to purchase a suitable site therefor, and in other respects to carry out its provisions.

On consultation with and approval of such commission, we have purchased 616 acres in sections 34 and 35, township 142, range 31, at an aggregate cost of \$7,565. There is another tract, containing some 40 acres, adjoining, and belonging to the government, which we hope to acquire without further cost.

The site is a beautiful one, situated about two miles from the village of Walker upon a high elevation overlooking and sloping gradually to the shore of Cass Lake, and covered with a heavy growth of pine and other varieties of timber. We have had about 26 acres cleared of underbrush and such trees as were undesirable, cut into cordwood, at a cost of about \$700. This clearing will net the state about 500 cords of wood, valuable as fuel for the institution, and easily worth the cost of clearing and cutting for this purpose. It will be necessary to clear some 15 acres more in the spring, at a cost of about \$200, yielding wood in the same proportion as above. The site will then be ready for buildings.

As but \$25,000 was appropriated to carry the act into effect, there will be but \$16,000 left for buildings and equipment, after paying for site, clearing the necessary land, building road, grading, etc. The board will expend this amount early in the spring in the construction and equipment of such buildings as this amount will admit of. It would seem necessary that a reasonable additional appropriation must be made before the object of the act can be attained.

SALE OF LIQUOR.

The sale of liquor to paroled inmates of the Prison, Reformatory and State Training School is an evil that calls for speedy action on the part of the legislature. In a large majority of cases the first step toward the breaking of the parole, and the consequent return of the prisoner to the institution, is occasioned by the sale of liquor to him. In many cases they are enticed into saloons and furnished liquor for the sole purpose of persuading them, while under its influence, to again enter upon a criminal career. A law should be enacted prohibiting the furnishing, selling or giving away of intoxicat-

cessive expenditure of money, the end walls being already provided. We recommend an appropriation of \$16,000 to carry out this plan, making the same available during the years 1906 and 1907.

Other appropriations for this institution are elsewhere set forth.

FERGUS FALLS.

No new buildings have been put up at this place during the biennial period, but the laundry has been enlarged and supplied with additional modern machinery and facilities. A material extension and improvement has been made of the cold storage facilities used in connection with the kitchen.

As indicated in our last biennial report, the practice of slaughtering meat for the use of this institution at the place was inaugurated in the fall of 1902 by converting an old barn, or shed, into a temporary slaughter house. The plan of butchering their own meat at the institution seems to operate favorably with regard to both the quality of the material and the cost thereof. We therefore recommend that a suitable slaughter house, with necessary cold storage, be erected and supplied with suitable equipment, and for this purpose ask an appropriation of \$7,000, which we estimate will be the minimum cost of such an establishment as will be adequate for the present and future needs of the institution.

The question of water supply at this institution has been treated in another part of this report.

At each of these hospitals provision should be made for the isolation of contagious cases by the erection of separate buildings for that purpose. The tuberculous cases should also be provided for in a separate building. The need of a home for nurses is set forth in another part of this report.

SCHOOL FOR FEEBLE-MINDED.

Owing to the rapid growth of the population of this institution and the number of cases awaiting admission, considerable building has been done there during the biennial period. The cottage for girls, which was under construction when our last report was written, has been completed, and one for low-grade defective boys erected immediately in the rear of the Sunnyside building. These two cottages accommodate from about eighty to ninety inmates. A farm cottage for epileptics has also been put up during the present year, and the barns have been enlarged and another silo built in

connection therewith. At the main building a stone tower shaft to accommodate the plumbing has been built, and the bath room, closets and other plumbing concentrated therein, as provided by the appropriation of 1903.

In December, 1902, a fire occurred in the main center building whereby the roof and attic were destroyed, and the lower stories of the building injured so as to require rebuilding. The loss was covered by insurance, which was adjusted in the sum of \$9,674.77, which, together with a considerable part of the repair fund, was used during the season of 1903 in the reconstruction of this building, several changes and improvements being made therein which has greatly enhanced its convenience and made it more secure against fire.

The appropriations made in 1901 and 1903 for improvement of Assembly hall, porches, etc., were applied to that use by raising the roof of that part of the building, and entirely reconstructing the porches and interior of that portion so that the institution is now provided with a very neat and commodious place for general gathering.

Appropriations have already been made for another cottage and for a tuberculous or contagious ward of the hospital. Plans for these constructions have been prepared, and it is expected to begin their erection early next season.

Additional accommodations will be required in the near future. At the present time there are some twelve separate kitchens, with as many cooks and cooking outfits, these being located in the numerous buildings on the grounds, and requiring a distribution of supplies to each. We concur in the opinion of the superintendent, as explained in his report published herewith, that it would be in the interests of economy to establish one central, properly equipped kitchen at a suitable central place on the grounds, and in a building erected especially for that purpose, and we recommend an appropriation of \$15,000 to carry out this purpose.

We also approve of the superintendent's statement as to the need of additional shop room and equipment, and an appropriation of \$20,000 is asked for that purpose, as well as \$5,000 for the enlargement and equipment of the laundry, which is now quite inadequate.

TRAINING SCHOOL, RED WING.

No new buildings have been erected at this place during the period covered by this report, but under appropriations made by the

SECOND BIENNIAL REPORT

STILLWATER STATE PRISON.

When Made.	By Whom.	When Made.	By Whom.
Aug. 1, 1902.....	Lee and Gould.	Oct. 14, 1903.....	Martin, Leavett.
Aug. 5, 1902.....	Lee and Gould.	Nov. 18, 1903.....	Leavett.
Sept. 2, 1902.....	Gould and Lee.	Nov. 20, 1903.....	Martin, Gould and Leavett.
Oct. 1, 1902.....	Gould and Lee.	Dec. 10, 1903.....	Gould.
Nov. 7, 1902.....	Gould and Lee.	Dec. 17, 1903.....	Gould, Leavett.
Dec. 10, 1902.....	Gould, Martin and Leavett.	Jan. 8, 1904.....	Gould, Leavett.
Jan. 14, 1903.....	Gould and Martin.	Feb. 5, 1904.....	Jacobson, Leavett and Gould.
Feb. 18, 1903.....	Gould and Martin.	Mar. 8, 1904.....	Jacobson, Leavett and Gould.
Mar. 6, 1903.....	Martin and Gould.	April 7, 1904.....	Jacobson, Gould.
April 8, 1903.....	Gould and Martin.	May 6, 1904.....	Jacobson, Gould.
May 7, 1903.....	Gould and Martin.	June 7, 1904.....	Jacobson, Gould.
June 17, 1903.....	Martin and Gould.	July 7, 1904.....	Jacobson, Gould and Leavett.
July 18, 1903.....	Martin and Gould.		
Aug. 20, 1903.....	Martin and Gould.		
Sept. 11, 1903.....	Martin and Gould.		

LEGISLATION RECOMMENDED.

As required by Section 28, Chapter 122, Laws of 1901, we respectfully recommend changes in the statutes, as follows:

CRIMINAL SENTENCE.

"Provide by law that any person arrested and held for trial on a criminal charge for an offense punishable by imprisonment in the state prison or state reformatory, and who admits his guilt and desires to plead guilty thereto, may be admitted on his own application to enter such plea, in term or vacation before the judge of the district court of the county where the offense is alleged to have been committed, which appearance and plea shall be duly recorded in the records of such district court, and said district judge shall thereupon take evidence and investigate the facts in like manner as a grand jury, and if satisfied from such examination that the alleged offense has been committed in said county and that the person so admitting his guilt did in fact, commit such offense, such judge may thereupon accept such plea, commit said accused person to the state prison or state reformatory, as the case may be, in the same manner and with like effect as though said person had been indicted, tried and convicted of said offense. A copy of the record including the appearance, plea and evidence shall be sent with the commitment and prisoner to the place of commitment, and no further indictment, trial or conviction shall be had in such case."

COUNTY SUPPORT.

"That in case of all institutions under charge of the Board of Control where the inmates are lodged and fed by the state, except the state prison and reformatory, the counties from which such inmates are sent or received respectively shall be required to pay into the state treasury toward the support of such inmates, upon such commitment being made or inmate received, and annually thereafter, the sum of seventy-five dollars, an amount which is approximately one-half of the per capita current expense of such support. At the present time the state assumes the entire burden of supporting these dependent people, which fact furnishes an inducement for sending to the public institutions persons who only require care and attention, who cannot be benefited by treatment

and who could be properly provided for in their own families or community. In the state hospitals for instance, the numbers have become so great that those who are amenable to treatment, and for whom there is some hope of restoration to health are deprived of proper room and attention by the great influx of mere custodial cases.

The practice here suggested prevails in our neighboring states of Wisconsin and Iowa and many others, and, in our judgment, is not only just but would have the effect of lessening the burden of the state.

Such a law should contain provision for the counties recovering from the property of the persons committed or received into the state institutions, or those who are responsible for their support, the amount so paid into the state treasury, wherever such recovery can be had. This would relieve the counties in great measure, of the burden, and place it where it belongs. There is no propriety in the state's supporting persons who have the means for their own support."

This subject is treated at length elsewhere in this report and we add nothing further here.

APPROPRIATIONS.

"We would recommend that all standing appropriations for current expenses of public institutions be abolished and biennial appropriations made for the full amount required. In this way the legislature and the public will keep fully informed as to the cost of maintaining all state institutions.

There should also be a law authorizing the Board of Control to transfer a portion of the appropriation for current expense at any institution to the support fund of any other institution, when by reason of increase in population or any other unforeseen circumstances, such transfer becomes necessary."

TRANSPORTATION OF INMATES.

"Under the present system, when a person is committed to any state institution, one or more officers are sent to convey such person to the place designated at the expense of either the state or county for per diem, for mileage, or both. Under this plan frequent abuses occur. Thus, where one person would be sufficient as an attendant, two or more are employed, and where several

persons are to be committed at the same time, each is taken separately instead of all together in order to increase the mileage or per diem of the officers. During the fiscal year 1901, the state paid for taking persons to the state prison and reformatory \$14,482.74, one sheriff alone receiving \$2,888.80. Of course this includes railroad fares and expenses, but it is safe to affirm that the profit to officers in this matter is largely in excess of a fair and proper compensation. For the biennial period ending July 31, 1901, the total amount paid by the state was \$17,950.26 and for the biennial period ending July 31, 1902, it was \$24,500. In addition to this amount paid by the state, the several counties pay large sums annually for taking children to the state training school, the state public school and the hospitals for the insane, aggregating upwards of \$50,000.

We recommend that the law be so changed as to require that, when a person has been sentenced to the prison or reformatory, the warden or superintendent be notified of the fact and it shall then be made his duty to send a guard of his institution to accompany the person to the place of imprisonment; and in case of the other institutions named, that the superintendents be notified of commitments to their institutions, respectively, and that they then be required to send a nurse or attendant to get the person so committed.

The advantages of this plan are, among others: First, that the guard, nurse or attendant, as the case may be, sent from the institution would be a person trained in the handling of the class of persons to be placed under his charge. Second, it would further enable the person sent out to collect information concerning the prisoner or ward for purposes of record at the institution. Third, the guards, nurses or attendants being already in the service of the state at fixed salaries, there would be nothing further to pay for their services and the only expenses would be the actual cost of transportation and necessary hotel bills.

It is believed that by this system a better service could be had at much less expense."

We are aware that this recommendation is not popular in some quarters, and that strong, organized efforts have been made, and will continue to be made, to defeat the proposed legislation. Nevertheless the best interest of public service will be promoted by its enactment, and we trust it may receive the consideration it certainly merits.

FARIBAULT SCHOOL FOR THE DEAF.

BILL OF FARE FOR WEEK ENDING OCT. 10, 1904.

BREAKFAST.	LUNCH.	DINNER
Tuesday, Oct. 4th.		
Oatmeal, sugar, milk, malta vita, potatoes, bread, toast, syrup, coffee, lunch: 10.20, cookies.	Potatoes with onions, butter, sauce, gravy, syrup.	Mutton, potatoes, milk, gravy, bread, syrup, sliced tomatoes.
Wednesday, Oct. 5th.		
Oatmeal, sugar, milk, potatoes, hash, bread, toast, syrup, coffee, lunch 10:30, crackers and cheese.	Cold meat, potatoes, gravy, chopped cabbage, bread, syrup, ginger bread.	Liver and bacon, gravy, potatoes, bread, milk, sliced tomatoes, sauce.
Friday, Oct. 7th.		
Oatmeal, sugar, milk, potatoes, frankfords, toast, bread, butter, syrup, coffee, lunch 10:20, cookies.	Potatoes, baked beans, sliced tomatoes, ginger bread, bread, butter, rolls, syrup.	Potatoes, baked, beans, gravy, bread, sauce, rolls, milk.
Saturday, Oct. 8th.		
Oatmeal, sugar, milk, potatoes, bread and butter, toast, syrup, fried mush, coffee.	Warmed over meat, bread, potatoes, sauce, syrup.	Roast beef, potatoes, gravy, bread, prunes, sliced tomatoes.
DINNER		
Sunday, Oct. 9, 1904.		
Oatmeal, sugar, milk, malta vita, potatoes, toast, syrup, coffee, butter, syrup.	Bologna, baked beans, mashed potatoes, bread, pickled tomatoes, pie, butter.	Fried potatoes, milk, bread, butter, cake, prunes.
LUNCH		
Monday, Oct. 10, 1904.		
Oatmeal, sugar, milk, potatoes, bacon, bread, butter, syrup, coffee, lunch: 10:20, crackers and cheese.	Pork sausage, gravy, sliced onions, bread, syrup.	Hash, potatoes, gravy, bread, syrup, corn starch pudding.

FARIBAULT SCHOOL FOR FEEBLE-MINDED.

BILL OF FARE FOR WEEK ENDING NOV. 30, 1903.

BREAKFAST

DINNER

SUPPER.

Wheat, dried beef.

Tuesday, Nov. 24th.

Pork roast, gravy, potatoes, turnips, pumpkin pie.

Vegetable soup, toast, coffee, bread.

Wednesday, Nov. 25th.

Oatmeal, prunes.

Beef, gravy, potatoes, cold slaw, rice pudding.

Lentil soup, toast, ginger bread.

THANKSGIVING

Thursday, Nov. 26th.

Farina, apple sauce,

Roast turkey, gravy, dressing, cranberry sauce, mashed potatoes, celery, mashed turnips, mince pie.

Oyster stew, crackers, cake, sauce.

Friday, Nov. 27th.

Oatmeal, syrup.

Creamed codfish, potatoes, celery, macaroni, cheese, tapioca pudding.

Corn soup, crackers, sponge cake.

Saturday, Nov. 28th.

Wheat, cheese.

Mutton, gravy, potatoes, onions, bread pudding.

Celery soup, toast, corn bread.

Sunday, Nov. 29th.

Farina, apple sauce, baked beans.

Beef, gravy, potatoes, sweet potatoes, corn, plum pudding with sauce.

Fruit bread, bread and milk.

Monday, Nov. 30th.

Barley, syrup.

Beef, gravy, potatoes, squash, steamed graham pudding with sauce.

Macaroni soup, toast, cookies.

Note.—Cereal coffee for breakfast and dinner. Bread and Butter for breakfast and supper daily. Gravy is used in the place of butter for dinner except Sunday, Wednesday and Friday. Milk is used daily.