

QUARTERLY CONFERENCE  
OF THE  
Executive Officers of State Institutions  
WITH THE  
State Board of Control  
NOVEMBER 1, 1911

RULES FOR STATE INSTITUTIONS.

P. M. Ringdal, Chairman State Board of Control: The subject announced for this meeting was "Rules for State Institutions." The chair thinks that the best way would be to call for volunteers to open this discussion. I understand that there is to be no formal paper, but merely an informal discussion.

Dr. H. A. Tomlinson, St. Peter: Mr. Chairman: As chairman of the committee, I will say that, as no rules have ever been formulated by the Board of Control: there has been some discussion recently with regard to the matter of general rules covering the institutions and their relation to the Board: It is the idea, of the committee that this discussion should begin with the consideration of rules which the Board might make defining the relation of the different institutions to the Board within the provisions of the law; then consider the rules affecting the relation of the different groups of institutions to the Board within the provisions of the law; and, finally, consider such rules as are individual to the institutions; that is, that have to do with the discipline of each institution in accordance with its individual mode of government. When the hospitals were under one set of managers and the other institutions under their groups of managers, there were general rules with regard to the institutions formulated by these different boards, but since the method of government has been changed there has been nothing provided to take the place of these rules; that is, no rules have been made that would be common to all institutions. So far as the hospitals for the insane are concerned, the former rules do not apply any longer, so that the only rules that we have had have been those which the superintendents have made concerning the work of the institution itself—that is, its individuality—and your committee thought that, if this matter were discussed generally so that the point of view of all concerned might be gotten at, the Board might then be in a position itself, or through a committee, to formulate rules covering these three different phases of the relations between the institutions and the Board in such a way that they might be approved and become the governing rules of the institutions, so that if the question were ever raised it would be found that proper provision had been made. The conditions now are somewhat chaotic so far as the relation of the institution to the Board is concerned; that is, their legal status is provided for, of course, but this has never been formulated into a definite set of rules.

I would suggest that there first be an expression of opinion from each one of the different institutions as to the relation of the institution to the

Board so far as it is general, and then that we discuss the relation of the institutions to the Board in the different groups that have been considered together. For instance, the hospitals for the insane and the school for the feeble-minded have been usually considered by the Board in one group; the state prison, the reformatory and the school at Red Wing have been considered in another group; and the school at Owatonna and the schools for the deaf and the blind at Faribault have been considered in another group. Now, if we can get an expression of opinion first as to these general relations within the law, then I think we would be in a position to discuss wherein they would have to be modified to affect these different groups. Then we might also consider and come to an understanding as to the point of view of the individual institution and wherein it should be allowed to make the rules individual, because everyone with any experience knows that each institution must be, so far as the local discipline is concerned, a law unto itself, with the approval of the Board. Of course, when the hospitals had their own board of trustees, there were certain rules made by this Board based on the statutes as they then existed. This has been changed entirely, so that so far as the institutions for the insane are concerned, it would be necessary to formulate a complete new set of rules, stating the relation between the institutions and the Board, placing the responsibility, and explaining the understanding of the Board as to the way this responsibility should be carried out. I suppose it is the same way with regard to the other institutions.

Dr. A. F. Kilbourne, Rochester: Mr. Chairman: The Board wrote asking me to send copies of our rules and regulations. I sent them the printed rules gotten out by the board of trustees some years ago. Although I do not believe they have ever been adopted by the Board of Control, they have been the rules under which we have carried on the work; in fact, they are the only printed rules we have. In addition, we have had the work of the training school, where the rules for the care of the insane have been gone over with the nurses and have formed a part of the teaching, it is important to have printed rules for institutions of this kind. We seldom have a coroner's inquest but that request is made for a copy of the rules, and the question most often put is: "Has the particular nurse involved in this difficulty had a copy of these rules in his possession?" and, "Is he acquainted with them?" We have always been able to say, "Yes," because when they come in we give them a copy and the rules are gone over with them.

It seems to me that in a discussion of rules and regulations for the government of hospitals, the rule defining the relation of the nurses to the patients under their care is the one that should receive great attention. I think a discussion of these rules can hardly be carried on without some foundation, and it is my idea that a committee ought to be appointed to formulate a set of rules and to present them at some future meeting, to be discussed and finally acted upon by the Board; accepted, rejected or revised.

Dr. A. C. Rogers, Faribault: I would suggest that, as something tangible for discussion, we take for one group of institutions the set of rules which is the nearest up-to-date and have them read, one at a time; that

notes as to the application of that particular rule to the respective institutions he taken by those representing them; and that this report then he made the basis for the committee's work in preparing something general, to be codified later. I will make a motion to that effect.

In connection with that I will say that Dr. Welch has just shown us a revision of an old set of rules as they are now applied in the institution at Fergus Falls, which I would suggest be read one at a time and discussed freely. Following that the other groups of institutions could make up other sets of rules, and so on, and in that way we would have the matter very fully covered.

Dr. Tomlinson: That would be beginning at the wrong end, beginning at the part that relates to the institution. It seems to me that the basis of this discussion must be the Board of Control Law. I have here the printed rules which govern the relation of the nurses to the institution at St. Peter, but that doesn't seem to me to be what we want to discuss at all. The first thing we have to discuss is the relation of the superintendent to the Board.

Chairman: The Chair would suggest that, so far as the statutes specifically describe the rules, it would hardly be necessary to reincorporate them in a set of rules, but so far as the statutes are discretionary, any rule adopted within that discretion by the Board, it seems to me, should be in that book of rules as adopted.

The following motion carried: That a set of rules be read one at a time, that notes as to the application of that particular rule to their respective institutions be taken by those representing them, and that this report be made the basis of the committee's work in preparing something general, to be codified later.

Dr. G. O. Welch, Fergus Falls: The first group of rules at our institution are those that apply distinctly to the superintendent—the rules of the Board:

"The superintendent shall not employ or retain in his employ any relation, either by blood or marriage, for any position or duty in his institution, nor shall he employ or retain in his employ any person who is related by blood or marriage to the head of the department or to the officer to whom such employe would be directly responsible."

Dr. J. J. Dow, Faribault: I make no objection to the rule, but I still think that Dr. Tomlinson's point was well taken, that there are institutions which have other boards to whom the superintendents look for instruction and direction with regard to just these matters, and there might be a question of conflict of laws; that is to say, the Board of Control might, for instance, adopt this rule, and the board of directors, which has the immediate charge of an institution, as of the blind, or as of the state public school, might not make any such rule. There the question would be as to the jurisdiction of the State Board of Control with regard to such internal rules as that. That was why it seemed to me that the general discussion of the relation of the particular institutions and groups of institutions to the Board of Control would naturally precede the discussion of the internal regulations of each particular institution or groups of institutions.

Dr. Rogers: That point isn't questioned at all. The purpose is simply to get something tangible which can be used by the committee. My idea is this: As each rule comes up, if there is any question as to its application, now is the time to bring it up, then the committee will have something to work on.

Henry Wolfer, State Prison: In this connection I should like to say that the rules that were in force at our institution at the time the Board of Control came into power have been changed from time to time, and with suggested rules have been presented to the Board for approval.

Some of them have been made in conformity with the Board's suggestions, and I have always understood that the rules of the institution applying to the relation of the Board to the institution, as well as the rules relating to the internal management of the institution, were adopted by the Board. At least there never has been any exceptions made to them, and we have been working under these rules to all intents and purposes.

So far as the need for making additional rules that may provide a larger safeguard in the relations between the Board and any particular institution is concerned, there might be some rules adopted to advantage, but of course there is a vast difference between the institutions, and the rules governing the internal management must necessarily vary. Rules, if they are well planned, must have grown gradually, and have taken a considerable length of time to develop to a point where they work harmoniously and at least reasonably well. I think that by reading these rules we might possibly get some common ground for a better understanding.

Chairman: As the chair hears no further discussion of this particular rule which was read, he assumes that it is satisfactory and that there is no criticism of it, and no desire to have it abrogated. If there is no objection, we will proceed to the next one.

"Superintendents will not be expected to sell any property of the state belonging to the permanent equipment of their respective institutions, such as machinery, furniture, horses, cattle, or other animals, or products of the farm, exceeding five dollars in value, without first submitting the matter of such sale to the Board, with a statement showing why it is advisable, and what price can probably be realized."

Dr. Kilbourne: If there is a demand for calves, are we expected to get permission to sell one at a set price every time we have one to dispose of? It is understood that the calves shall be sold at from twenty-live to thirty dollars.

Dr. Rogers: I am under the impression that there is a letter in which live stock is especially excepted.

Galen A. Merrill, Owatonna: I recall that a letter was sent me, in response to an inquiry that I made of the Board, in which the superintendent was authorized to sell calves whenever he had any that should be disposed of, and, also, the old cows of the herd when they had passed their usefulness.

Dr. Tomlinson: I remember very well when this matter came up. The difficulty in making the rule rigid is that very often matters arise which have to be settled immediately, and if time is taken for the necessary correspondence and discussion of this particular sale, the opportunity for

making the sale has gone by. It seems to me that if this rule is kept—and there is no reason why it should not be kept—it should be made more specific and less general. It sometimes happens with us that because of time lost by correspondence as to whether or not we should be authorized to make the sale, we have lost the opportunity to sell that which might have sold to advantage, and on certain occasions the sale has been undertaken from the office of the Board, with the result that the sale has to be made for much less than we could have made it for had we managed the affair ourselves. That particular rule had the misfortune to be made general to cover a specific case. I remember the case very well.

Dr. Kilbourne: You can always use the telephone.

Chairman: There is a question raised here about exempting live stock from this rule. It seems to me that now the situation is somewhat changed. After considering the matter for some time, the Board has practically decided that it would be well for all the institutions to join the Holstein-Friesian Association, and I think some rule should be made to cover the situation so that when one institution has young live stock, particularly full-blooded stock, to sell, the other institutions may have the first opportunity to buy. I simply make that as a suggestion for consideration.

Dr. Dow: There are often small deals which would run above five dollars which are really not worth consideration by the Board of Control. With refuse of one sort and another, it seems to me that if the limit were raised to ten dollars it could do no possible harm, and would save telephoning and inconvenience to the institution. I can see no particular reason for putting the limit down to five dollars. There probably should be a limit, for no sales of importance should be made without conferring with the Board, because there might be demands in the other institutions for just exactly that thing, and that institution should have the preference if it desires it, yet it seems to me that the rule could be made a little more flexible.

Dr. Tomlinson: There is another rule made by the Board that requires the superintendent to report to the visiting member of the Board anything that is worn out or useless, or anything that he wants to sell or dispose of, and if this report is approved the sale can be made. That modifies this other rule enough, I think, to make it of general application. But there is the difficulty: When a superintendent has an old horse or an old wagon to get rid of, if he can dispose of it at the time he can get a return for it, but I have called up the office of the Board of Control when there was no one in; and the person wanting to make the dicker was gone by the time the Board returned, and that was the end of it.

Mr. Merrill: May I refer to a statement made by Dr. Dow a minute ago to the effect that there are some of us who bear a little different relation to the Board of Control than the rest? We have a board of managers to whom I have looked for instruction and direction as to the internal management of our institution, while the rules and instructions as to the financial management have come from the Board of Control. It has been our understanding that such rules as related to the internal management of the institution, the policy to be pursued by the institution in carrying on its work, must be determined by the board of managers—I think the law governing the institution places that power in that board—but that the

financial management, purchase of supplies and matters relating to the financial affairs of the institution is to be directed by the Board of Control, and, in determining rules, we have proceeded with that understanding.

Chairman: The chair will say that there has never been, so far as he is aware any conflict between the boards on this point. It is recognized by this Board that it has no jurisdiction over the internal management. There may be what some people have called a "twilight zone" between the two boards, but up to the present time, so far as my experience goes, there has been no disposition shown to overstep the line or to encroach upon each other's authority, and so long as that condition exists no difficulty will be encountered. It is understood, of course, that, so far as any of the rules discussed here today are concerned, the state public school and the schools for the deaf and the blind are not to be considered as affected by them.

Mr. Merrill: I want to confirm what Mr. Ringdal has said. To my knowledge there has been no conflict between the two boards; the matter has been carried on with the utmost friendliness, and there have been no matters of misunderstanding.

Dr. Dow: I want to confirm that with regard to the blind and the deaf, also.

Chairman: As I understand it, it isn't intended to take a vote on any of these things, but merely to have an informal discussion and to get suggestions, and I presume that there will have to be a committee appointed to consider all these suggestions and to formulate a set of rules from them and from any other source that may be available, and to report at a future meeting. It seems to me that is about the only way to get this down to some definite plane.

If there is nothing further to be said on this point, we will ask the doctor to go on to the next one.

"All employes are employed by the month. It is distinctly understood that the hospital contracts for their whole time, and that they are not to leave the premises or their assigned duties, nor to engage in work of their own, without express permission of the superintendent."

Dr. Tomlinson: I should like to read it as it is in our rules:

"All employes are expected to perform with cheerfulness and to the best of their ability all duties which may be assigned them, and at all times and in all places do what they can to promote the comfort and happiness of the patients and the prosperity of the hospital.

"It is distinctly understood that the hospital contracts for their whole time, and that they are not to leave the premises or their assigned duties, nor to engage in work of their own, without express permission from the superintendent."

Dr. Rogers: Possibly it may be brought out somewhere else, but I should be very much interested personally to know about the number of hours per week involved in the nurses' and attendants' work in the institution.

Dr. Tomlinson: That is covered by our rules:

"The privileges of nurses will be arranged according to the rules and regulations; provided, however, that no nurse will be allowed to claim a privilege if the work of the house is interfered with thereby. Also that incompetent and insubordinate nurses must expect to have their privileges curtailed, while greater consideration will always be shown to those who strive to do their duty well.

"Nurses on wards where the service is arduous may be allowed additional time for rest and recreation when the work of the ward will permit.

"All permits other than those for regular time off will be considered special, and nurses will be allowed but three of these each month.

"In case of illness or death in the family of the nurse, or in case of other contingency, which in the judgment of the superintendent is sufficient to warrant extraordinary privileges, such privileges may be granted.

"Employes of this hospital, for convenience in application of rules relative to vacations and absences from duty, shall be divided into four classes, as follows:

"1. Employes engaged in the immediate care of the patients, and whose services are substantially continuous.

"2. Employes who are not engaged in the immediate care of patients, but are on duty Sundays and evenings.

"3. Employes who are not on duty Sundays and evenings.

"4. Employes in the capacity of artisans and laborers.

"The first and second classes may be allowed for their own use the following time, to be designated by the superintendent: Two evenings each week, one Sunday out of every three, and one-half day each two weeks.

"After one year's continuous service they shall be allowed an annual vacation of ten days with full pay.

"Employes in the third and fourth classes may be allowed such vacations as the superintendent shall determine, but without pay.

"Any anticipation or accumulation of time under the above rules are hereby forbidden."

The nurses work every other day from 5:30 in the morning until 8 at night; every other day at 7. They work practically fourteen hours a day—ninety-eight hours a week. They have every third Sunday. All our other employes go to work at 7 and stop at 6, excepting the cooks, of course; but the kitchen help have some time in the afternoons when they are not occupied. Our outside employes work from 7 in the morning until 5:30.

These are the rules that were adopted by the board of trustees governing institutions for the insane, and when we made up this rule book they were incorporated in it and accepted by the Board of Control.

Dr. Kilbourne: I see you allow your nurses a half-day every two weeks. The Board of Control acted on that and allowed them a half-day every week. As I understand it, when the Board changed that rule, the half-day took the place of the legal holidays. Legal holidays apply to artisans, not nurses.

I should like to take up the matter of deferred vacations. We have had several cases where, when the year was up and the man's vacation was due, it wasn't convenient to let him off. I have a case pending now where a man has been after us six months to get settled up. He was changed from the wards to the butcher shop; he had a vacation due just as he left the wards, which he did not get; then we were short of help in the slaughter house, and he can't get his vacation just now; and he asked me whether he forfeited that vacation or whether he could be paid for it. I took it up with the Board once. It seems to me that if, through lack of help, we cannot allow a man his vacation, he should be either paid for it or allowed to take it another year.

Dr. Tomlinson: Our rule is that, if it is convenient, we often let the employe have his vacation before the year is up, but if he leaves before the end of that year we deduct that time from his pay. This is done because

It isn't always convenient to let an employe wait his year out. This is especially true with regard to nurses. We sometimes give them their vacation at the end of eight or nine months, but it is with the understanding that if they leave before the year is up that time is deducted.

I didn't understand, when this rule was made with regard to the extra half-day, that it took the place of the holiday. We have understood that we were obliged to let them go as far as we could. After the work is done we let the employes have the rest of the day, in the morning from 8 to 12 and in the evening from 7, and the others have the afternoon from 1 to 6. There has never been any dissatisfaction; the only trouble we have about it is that holidays usually are chosen by people to come to visit their relatives.

Dr. Rogers: We have never given full holidays to the nurses and attendants, simply because, as has been suggested, they are the busiest times in the institution. We do give half-days, and we have applied the holiday vacation to those not on duty with the children.

Dr. Tomlinson: The half-day applies to all those whose work is of such a nature that it can be dropped. In the laundry and in the sewing room they get a half-day on a legal holiday; one goes off in the morning and the other in the afternoon. The same is true in the kitchen. The outside people—what we call our day laborers—take the holidays. Ordinarily they are off a half-day only. Where there are two of them in a department, we require one to be there all the time, so one goes off in the morning and the other in the afternoon. We have one carpenter on duty always. Our firemen serve in eight-hour shifts, and they work their shift every day, for the work in their department must go on. They work nights and Sundays, and they don't get any legal holiday, but in the summer we manage to give all of our engineering department at least a week's vacation. We have never had any trouble about this matter of holidays or time off, because it has been recognized always that the work of the institution has to be done, and we give them what time we can outside of that. Sometimes we have kept our laundry going on a holiday, but if we did that we gave our laundry people a half-day at some other time. We need the help of our nurses most when the patients are getting up, at meal time and at bed time; that is, when we need the full force. We have made it a rule that the day off begins after the day's work is done. The same rule holds with regard to the medical staff. Their day off doesn't start until they have made the morning round. Certain farm hands who are on duty evenings and Sundays get a week; that is, they get it in proportion to the time they are on duty. Maids and domestics are on duty nights and Sundays.

Some years ago the Board appointed a committee which spent nearly two months on the work at different times, going to every institution in the state and canvassing this subject of time off, etc., and made a complete detailed report, giving their own conclusions and the opinions of the heads of the different institutions with regard to this matter, with the idea that it was to be taken up and acted upon, but unfortunately it was buried "without benefit of clergy," and nothing has been heard from this report since. The reasons pro and con from every institution were given, as well as the conclusion of members of the committee, and the one point which they emphasized most strongly is the one which our rules do not consider

at all, and that is that length of vacation should be governed by length of service and the responsibility of the position. Those longest in service having arduous duties should have the longest vacations; whereas the rules give vacations to everyone, without regard to the nature of their work. Our nurses, who work fourteen hours a day, do not get any longer vacation than the cook or employe who does not work at night, who has no responsibility at all, and whose work is entirely manual. Then, too, among the nurses those who have been with us for years and have occupied positions of responsibility do not get any longer vacation than those who have been there just a year. To the committee that made the report at the time this seemed to be unfair. The report never saw the light, so there was never any action taken upon it.

Dr. Welch: At some of the institutions in the East employes are given a day off every week. Some time ago, while considering the question of time off duty, I found that, taking the whole year into consideration, one day a week, including the evening, amounted to practically the same as the time the employes are now allowed off duty, not including holidays. The Board agreed to let me try the plan, and for the past year we have been under that system, a day off for all nurses, and it has worked very satisfactorily. They like it better than the other way, and it has been much better for our work. Now each man is off twenty-four hours; has nothing to do with the patients, gets a better rest, and can absent himself from the institution. This plan doesn't affect the Sunday service, for Sunday is simply considered as one day of the week. They are allowed five holidays. Sometimes in the laundry they are obliged to work overtime to get the work out. The sewing room always shuts up on a holiday. On the wards we spare all we can. It is distributed to the others as they can be spared afterwards.

Dr. Dow: There is one point that is fundamental, and applies to us all, which has already been settled in a general way. The question is whether it has been settled legally. You all recall the eight-hour-a-day law for employes of the state. I had my attention called to that only a few days ago by an attorney, who wanted to know what the hours were and why they were in excess of eight. This is with reference, of course, to those employed by the month. I told him that there had been a ruling by the attorney general that this very stringent law didn't apply to that class of labor. He raised the point that there was no exception whatever in the law, and that there was no foundation for that ruling of the attorney general; that if it was merely because it would be impossible to run the state institutions on the eight-hour basis, that was a matter that would have to be taken care of by the legislature, and not by the attorney general. At that particular time I couldn't put my hand on that ruling of the attorney general, although the substance I had in mind. I should like to have brought out, before this discussion is completed, just exactly what the ruling is and what real force it has as protection for the superintendents, and for the Board of Control, for that matter, in the way of hours. We all, of course, have our employes who work a great deal more than eight hours a day in some cases.

Section 1799, R. L. 1905, reads as follows:

"1799. HOURS OF LABOR ON STATE WORK.—No person employed in manual labor upon any work for the state, whether such work be done by contract or otherwise, shall be required or permitted to labor more than eight hours in any calendar day, except in cases of extraordinary emergency caused by fire, flood, or danger to life and property, military or naval employment in time of war, and agricultural work."

Mr. C. E. Vasaly, State Board of Control: The opinion referred to was written by Attorney General Douglas, and was addressed to the Chairman. It reads as follows:

"In your recent favor you submit the following questions relative to the construction to be placed upon chapter 310 of the General Laws of 1901, known as the eight-hour law, viz:

"First—Do the limitations of this law apply to regular employes in state institutions?

"Second—Do they apply to workmen and others engaged upon temporary work in such institutions, not under contract?

"Third—If they do so apply, do the general terms used extend to all classes of persons employed in such institutions?

"Replying thereto, I beg to state that I do not think the act applies to regular or temporary employes of state institutions engaged in performing the usual and customary duties incident to the management thereof, but am of the opinion it applies to all mechanics, laborers and workmen employed in or upon the work of construction, improvement or repair of any public building belonging to or upon any public work done for the state, whether such employment is temporary or permanent.

"It also applies to such laborers and workmen when employed by sub-contractors as well as contractors.

"In my opinion, it is impossible to lay down a hard and fast rule applicable to either of the classes referred to, and I suggest that individual cases be taken up separately, if such arise, where there is doubt in the premises. However, tested by the general rule above outlined, it is clear that nurses and waiters in hospitals, guards at the state prison or reformatory, and janitors at the various state institutions cannot be deemed to be laborers or workmen within the meaning of the act.

"July 3, 1901."

Dr. Rogers: It is not easy to do justice between the different classes of employes. A carpenter, for instance, whose wages must be governed by that of those outside, works but eight hours a day, while right beside him are nurses and attendants working seventy-eight hours a week with children with whom the average person won't work. It is very difficult to handle the two side by side, and there is some feeling about it.

Dr. Tomlinson: We have dissatisfaction at our institution in that our mechanics, who are paid by the month and work ten hours, often work with persons whom we hire temporarily, who labor eight hours only under the law. That makes some of our permanent employes quite a little dissatisfied all the time. Although we have never had any real trouble about it, the last two hours are not put in as actively as the preceding eight were.

Dr. Dow: We have drawn the line right there, although it may not be legal. Anybody employed by the month we consider exempt from this statute; anybody employed by the day we consider as working under it.

Dr. Tomlinson: I have one general rule here which I should like to read, to see what the others think of it:

"Employes are positively forbidden to give presents to heads of departments or officers, and all officers or others in authority are forbidden to ask or accept personal service from employes."

I found that a considerable number of employes were being waited on by patients and having their sewing done for them, and fancy work made

for them, and that the time of a certain patient was occupied largely with work for a certain employe, and in return this patient was looked after carefully by the nurse and the other patients neglected. In my experience partiality is bound always to follow. Of course, I don't mean that there are not times when a patient can render service to an employe, but that service is one which he may render to all employes alike, and not to a particular employe especially. When we started our industrial work in 1892 we couldn't get any of it done, for some reason. When I came to investigate, I found that all the patients who were capable of doing fancy work were doing it for the nurses; making uniforms for them, embroidering for them. This rule has worked very beneficially for us. It has saved us a great deal of trouble; it has saved partisanship; it has saved showing of partiality. No employe now feels under obligation to anyone, and every employe knows that he or she is independent so far as any question of personal service is concerned. I don't know how it applies to the other institutions; I simply read it because it is a general rule, and it has been very satisfactory to us.

I made the rule with regard to presents because I learned that employes were practically compelled to give presents to heads of departments, for which they expected to get quid pro quo. I broke this up just as soon as I found it out. So far as the subordinate officers and medical staff are concerned, that rule was very necessary in my institution when it was made.

Mr. Wolfer: I think that ought to apply to every institution as one of the general rules of the Board. The very ones it hits the hardest are those who cannot afford to contribute, and it creates ill-feeling. I found in my institution that a man who, by reason of his position, had more power than anybody else, would be selected to go around to see these people, and nine times out of ten some of them would contribute when they did not want to.

Dr. Welch: I think this is one of the best rules that we have about the institution, and that it ought to be made a general rule in every institution and should be enforced.

With regard to the training school or industrial school, the first three members of the Board passed a rule allowing employes to have things made in the industrial department by paying the same price as outsiders. Of course, that is some encouragement to the working patient, but I really believe it would be as well to abolish that rule, because it is taken advantage of. Nurses and employes will get the patients to make things and pay them a small amount for something that would cost them three times as much outside, and they know it.

Dr. Kilbourne: I should like to hear from other superintendents as to what they do with regard to the dietitian.

Dr. Rogers: Since I was the first to ask for a dietitian, about twelve years ago, I suppose I ought to answer the question in part. Our dietitian makes out all bills of fare for all departments, including those of employes and officers; inspects just as much of the table service and food delivery as possible during the day. It is impossible to inspect all departments on the same day, but she takes them in rather irregular order so as to cover them as soon as practicable—and makes a written report on the quality of the food, on the character of the cooking, and on the character of the

service in the respective departments; then she is asked to make any comments that may occur to her that will be for the benefit of the service in a dietary way. In addition to that she is starting a class of school girls in cooking and table service, girls who will be waiters in the different places, who especially need just the right kind of training. She and the steward go over estimates for food for the corresponding quarter of the previous year and modify it to suit the changes in population, and submit it to the superintendent and the physicians before the final estimates are made up.

She is advisor to the head cook and works with him. Since we have one capable cook, we never have had any trouble. If any food comes into the kitchen which isn't right, if the oatmeal is poor in quality or wormy, as it is sometimes, he reports it to her immediately, and she must take it up with the steward. If the thing isn't corrected, she comes to me for final action. If she finds anything wrong about the service, it is her duty, in addition to making a written report to me, to take it up with the person by whom the error may be caused. If she sees food spilled or cans uncovered, it is up to her to see that that is corrected. The man in charge of food delivery works under the head cook, but she first takes it up with him, and if it is not corrected, she then takes it up with the head cook. There are so many little things that come up in connection with the food that if there isn't somebody right there who has an intelligent understanding of the situation, serious abuses may result.

She keeps posted about everything in the garden and finds out what is available, but the orders all go through the steward.

Dr. Tomlinson: We haven't had a dietitian long enough—she has been with us only a few weeks—to determine just how successful she is going to be. Her time at present is given to the diet kitchens, where our special diet is attended to by our nurses; it is a part of the training. I have found one great advantage since I have had the dietitian; there is a much more economical handling of food in the diet kitchens. The dietitian is at present walking on eggs, figuratively speaking, trying to avoid trouble and the natural antagonism that always results from the intrusion of a new employe of that kind, but I expect in time to have her do the same kind of work that Dr. Rogers' dietitian is doing. I have made her responsible for the food issued to each new place that she takes charge of and for its distribution, and have made it an absolute rule that no food is to be issued except on her requisition.

If the physician wants to change the diet in some way, he gives her his instructions as to the change he wants to make and she incorporates it in the dietary.

Dr. Welch: At first our dietitian spent her time in the industrial department, but as soon as the detention hospital opened she started in there as dietitian, having charge of the preparation and service of the food, and it has worked very satisfactorily. As has been stated, the great trouble in introducing a new thing in an institution is the objection of the employes toward anything that seems to require more work on their part, but I started our dietitian in in the main building, in some of our dining rooms in the wards, then in another dining room, and then, on October 1, put her in charge of the large congregate dining room. It is working out very satisfactorily there. In the meantime we are preparing the mind of the

head cook for the introduction of the dietitian into the main kitchen, and I think in the course of another six months he will see that it is a good thing. Within the past month she has had several talks with the head farmer. I told her to make a list of all the food products to be raised on the farm this year, and be ready to suggest a dietary founded upon the food products raised. My idea is then to have the dietitian, the head cook and the superintendent get together and arrange a dietary for the whole institution on that basis.

Dr. Kilbourne: I should like to know about the handling of milk from the time it is milked until it is served up in the kitchen as food.

Dr. Tomlinson: We haven't solved the problem of taking care of milk, although we have solved it fairly well in keeping the milk clean. Our difficulty has been to see that it is not wasted. We separate the milk for the purpose of cleanliness and for convenience and economy in use. We use skimmed milk in cooking. We put the cream back into the milk in accordance with the purpose for which it is to be used. It is put back when distributed in the dining room. Cream is used for certain purposes. We may use it in our tuberculosis cases and some of our recent cases in the detention hospital. The difficulty is to see that the milk is used for the persons for whom it is intended after it goes into the dining room. Before it is sent to the dining room it is mixed under written instructions. The mixing is done by the boy in the kitchen who has charge of the distribution of the milk, one of the assistant cooks, under the direction of the head cook. The skim milk answers every purpose for cooking, and in that way we are able to have for the tea and the coffee much richer milk than they would have otherwise, and we certainly have cleaner milk. If you could see the separator washed after it is used, I think you would recognize the value of the separator. Even with our present method of milking—through two layers of gauze and a layer of cotton between—there is a large amount of mucus in the milk which the separator gets out. If you will put that mucus under the microscope you will see why it is a good idea to separate the milk, but if you milk into the pails fitted with gauze you have practically clean milk. The great advantage of the separator is that it gives you better control of the whole milk supply. Where you have two hundred and seventy-five or three hundred gallons a day, it is better to separate it. We find the skim milk very advantageous for a great deal of cooking; it makes certain vegetable articles of diet much more palatable as well as much more nutritious. We can make the milk richer or not, just as we please, and then have a certain amount of cream. There is no doubt in the world but that a lot of milk is diverted from its proper channel, but that would be true if the milk were not separated. The milk could be set away and the cream skimmed off. All of our milkers are patients, and while we keep them just as clean as we can, of course they are not as clean as trained milkers in their right minds would be. Anyone who has ever seen much of dairy work, who has milked cows and taken care of them will realize that milk is not always what it seems.

Dr. Rogers: It has been demonstrated at agricultural colleges that by adding a cheaper fat, oil meal or something of that kind to the skim milk it is good as calf food.

John Coleman, Anoka: I will admit that the good Lord has been more

generous with Dr. Tomlinson than with most of us, but I want to ask for a little information. I understand how he causes the separation of cream from the milk, but I am unable to understand how he makes a mixture of cream and milk after they have been separated. Cream being the lighter, I should say it would stay on top, and the cream would naturally be served first.

Dr. Tomlinson: If Mr. Coleman would visit us, I should be very happy to show him how we do it.

Chairman: Have you ever seen an homogeniser? The machine breaks up the fat particles on a number of agate points. Ordinary milk, after it has been in the homogeniser, looks like pure cream. Of course, it doesn't increase the amount of cream, but the fact that it breaks up the globules makes it apparently very rich.

Dr. Kilbourne: We have had a great deal of trouble with the night watches' meals. I have a special cook now who prepares the midnight meal. The object of having a night-watch is to have him in the ward. If you allow him to go off the ward to eat that meal, that is the time selected by the patient to escape or give trouble. We have aimed to keep the night-watches in the ward where they belong. That necessitates sending up meals to the different wards in individual receptacles. There has been considerable trouble in keeping that meal hot and serving it to the satisfaction of the night-watches. I should be glad of some suggestion as to the improvement of that service.

Dr. Tomlinson: We have never had any serious difficulty, simply because we have been fortunate enough to have a head night nurse who is conscientious. The night nurses go down to their meals in groups. They are divided into three groups, and each third goes at a time, so that it leaves no ward without a night nurse. The meal is served in the dining room down in the kitchen, and they have a certain length of time for that meal. They occupy the hour between 12 and 1, and each group is given twenty minutes. As I say, we might have difficulty if we didn't happen to have a person in that position who was conscientious and who had the courage to see that the rest did as they should. I was never able to carry out the plan of serving meals in the ward. We have had that plan, and it has not worked out very satisfactorily.

Dr. Rogers: Dr. Kilbourne's troubles about night-watch service are quite similar to those we have in conveying food to the officers in distant buildings. We find this a very difficult problem. We are obliged to send the food out separately, in very small lots. It seems to me that the ordinary fibre buckets with good fibre top and sectional containers of aluminum or enameled iron would do the work if they could be had.

Chairman: There has been a suggestion that a committee be appointed. I presume the idea is to have the committee get a copy of this report as soon as it can be typewritten, and, from that and such other data as it can get hold of, prepare a set of rules which will apply to all the institutions generally. I would suggest that five be appointed to this committee. In that way each class of institution can be represented. This committee might appoint each member a subcommittee for his class of institution. Then they could get together to formulate a report on what they believed to be the proper general rules for all institutions, while each mem-

ber, after consultation with the heads of other institutions similar to his own, might formulate what he believes to be the proper rules for the government of that special class of institution.

I would suggest that a copy of the report be sent to the Board two or three weeks before the next quarterly meeting; then copies could be made and sent to each superintendent. In that way the Board would get all the information that the committee would have to give.

Dr. Rogers: I move that a committee of five be appointed for the purpose of preparing the rules for discussion at the next regular meeting.

F. L. Randall, St. Cloud: I move, as an amendment to the motion, that the committee appointed on general rules furnish a copy of its recommendation to the Board of Control and to the head of each institution by the first day of January next, and that the head of each institution have prepared for submission at the February quarterly conference such rules as in his opinion should properly be made to apply to the institution with which he is connected.

Motion passed as amended.

The following committee was appointed by the chair: Rogers, Welch, Wolfer, Merrill, Coleman.

MINUTES OF QUARTERLY CONFERENCE OF BOARD OF CONTROL  
AND EXECUTIVE OFFICERS OF MINNESOTA STATE INSTI-  
TUTIONS, OFFICE OF THE BOARD, ST. PAUL,  
MINN., NOVEMBER 1, 1911.  
FORENOON.

Present: Members of the Board—P. M. Ringdal, Chairman; C. E. Vasaly, C. J. Swendsen. Superintendents—Coleman, Yanz, Welch, Kilbourne, Tomlinson, Dow, Tate, Rogers, Merrill, Whittier, Randall, Wolfer, Ohlinger.

Discussion on "Rules for State Institutions."

AFTERNOON.

Present: Members of the Board—P. M. Ringdal, Chairman; C. E. Vasaly, C. J. Swendsen. Superintendents—Coleman, Yanz, Welch, Kilbourne, Tomlinson, Dow, Tate, Rogers, Merrill, Whittier, Randall, Wolfer, Ohlinger, Morse.

Discussion of the morning continued.

For the purpose of drawing up general rules which shall apply at all state institutions, same to be considered by the Board of Control and the superintendents at the next quarterly conference, the following committee was appointed by the chair: Rogers, Welch, Wolfer, Merrill, Coleman.

Adjourned.