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FOURTEENTH BIENNIAL REPORT

of the

State Board of Control

(Second Biennial Report
Department of Public Institutions)

of

MINNESOTA

Period Ended June 30, 1928

1928
State Prison Printing Dept.
Stillwater, Minn.

To the Governor and the Legislature:

Pursuant to the provisions of law, the State Board of Control herewith respectfully submits its fourteenth biennial report (second biennial report of the Department of Public Institutions) covering the period ended June 30, 1928, together with summaries of the reports of the chief executive officers under its control.

CARL J. SWENDSÉN, *Chairman*
BLANCHE L. LA DU
JOHN COLEMAN

STATE BOARD OF CONTROL

Roster of Members

Silas W. Leavitt, Litchfield	April, 1901 to April, 1909
Wm. E. Lee, Long Prairie	April, 1901 to Nov., 1902
Chas. A. Morey, Winona	April, 1901 to July, 1901
Ozro B. Gould, Winona	July, 1901 to Jan., 1907
James A. Martin, St. Cloud	Nov., 1902 to Jan., 1904
Jacob F. Jacobson, Madison	Jan., 1904 to April, 1905
Leonard A. Rosing, Cannon Falls	April, 1905 to April, 1909
Peter M. Ringdal, Crookston	Jan., 1907 to April, 1913
Chas. Halvorson, Dawson	April, 1909 to April, 1911
Chas. E. Vasaly, Little Falls	April, 1909 to July, 1920
Carl J. Swendsén, St. James	April, 1911 to April, 1929
Ralph W. Wheelock, Minneapolis	April, 1913 to April, 1925
Pierre A. Hilbert, Melrose	July, 1920 to Sept., 1921
Caroline M. Crosby, Minneapolis	April, 1921 to Mar., 1923
Blanche L. La Du, Minneapolis	July, 1921 to April, 1930
John Coleman, Anoka	Sept., 1921 to April, 1933

Members, Officers and Employees

Carl J. Swendsén	Chairman
Blanche L. La Du	Member
John Coleman	Member
Downer Mullen	Secretary
Nicholas E. Wehrle	Chief Accountant
Anastasia Riley	Accountant
Ralph Gardner	Accountant
Oscar J. Boynton	Bookkeeper
Katherine Sinclair	Stenographer
Louis G. Foley	Inspector
Perrie Jones	Supervisor of Libraries
Pearl Putnam	Secretary Registration Division
Harriet Dudgeon	Registration Clerk
Alma Johnson	Registration Clerk
Ruth Tamborino	Registration Clerk
Ellen Bjorklund	Registration Clerk
Irene Peterson	Registration Clerk
Myrtle Anderson	Registration Clerk
Mildred Olson	Registration Clerk
Grace Whittier	Registration Clerk
Anne Traynor	Clerk
Archie Raphael	Messenger

CHILDREN'S BUREAU

Charles F. Hall	Director
Ruth Colby	Assistant Director
M. I. Tynan	Supervisor of Blind
Mildred Thomson	Supervisor of Feeble-Minded
Margaret Hughes	Supervisor of Institutions
Lucile Quinlan	Supervisor of Guardianships
Gertrude Breese	District Representative
Grace M. Guilford	District Representative
Jean Johnson	District Representative
F. Lucile Joscelyn	District Representative
Ida Maturen	District Representative
Nell Staples	District Representative
Ethel McClure	Field Worker
Anne Elonen	Field Worker
M. Ada Turner	Field Worker
Bertha Hanford	Field Worker
Emily C. Gaffney	Home Teacher
Florence Madsen	Secretary
Maud Barnes	Supervisor of Records
Miriam Farrar	Stenographer
Helen F. Gaffney	Stenographer
Sarah Leveth	Stenographer
Ada McCarthy	Stenographer
Eleanor Smeets	Stenographer
Irene Wallgren	Stenographer
Norma E. Kammann	Stenographer
Adelle Nadler	Stenographer
Hermine Garrels	Stenographer
Edna Cowles	Stenographer
Loretta West	Stenographer
Helen Seibert	Typist
Ruth Nelson	Mail Clerk
Mabel Madsen	Clerk
Eilleen McMahon	Clerk
Jeannette Stary	Clerk
Marie Seebeck	Clerk
Dorothy Schulte	Clerk
Frances Cragoe	Clerk

DIVISION OF PURCHASES

W. A. Richards	Purchasing Agent
F. A. Cadwell	Chief Clerk
Ruth Putnam	Stenographer
Eleanor Tighe	Stenographer
George Gardner	Clerk

DIVISION OF INSANE

E. W. Allen	Director
J. H. Williams	Field Worker
Florence Burt	Field Worker
H. E. Ives	Field Worker
W. A. Butler	Field Worker
Chas. T. Wadsworth	Field Worker
E. E. Wahlund	Field Worker
Lawrence Erickson	Field Worker
Nola Thomas	Stenographer
Elizabeth Powers	Clerk

DIVISION OF RESEARCH

Fred Kuhlmann	Director
Charlotte Lowe	Mental Examiner
G. R. Mursell	Mental Examiner
Gertrude Tartar	Mental Examiner
Genette Ulvin	Mental Examiner
Alzetta Laub	Stenographer

DIVISION OF TUBERCULOSIS

Arnold S. Anderson	Executive Secretary
H. A. Garmers	Dentist
Beatrice E. Lindberg	Director Occupational Therapy
Rosamond Atz	Stenographer

DIVISION OF SOLDIERS' WELFARE

Stafford King	Soldiers' Welfare Agent
Harry G. Setzler	Investigator
June Nason	Stenographer
Barbara Wilcox	Clerk

DIVISION OF PREVENTION OF CRUELTY

Sam F. Fullerton	Executive Agent
Lou Ella Anderson	Stenographer

DIVISION OF CONSTRUCTION

Clarence H. Johnston	Architect
Pillsbury Engineering Company	Engineers
Morell & Nichols	Landscape Engineers

I. REPORT OF THE BOARD OF CONTROL

General Statement

In presenting its fourteenth biennial report covering the period from July 1, 1926, to June 30, 1928, the State Board of Control desires to call attention to the reports of the superintendents of the state institutions and the heads of various departments, which outline the scope of the work and the results obtained. Said reports also contain many practical suggestions as to future needs.

There is probably no department of the state's activities that touches the community at more vital points of contact than the Department of Public Institutions and its agencies, and the detailed activities submitted in this report must interest every citizen of the state at one point or another.

BUSINESS ACTIVITIES

The business activities of the Board are set forth in detail for the benefit of the legislature as well as the taxpayers as a whole, and there has been the closest possible attention paid to the manifold needs of the Board's charges in order to secure just, humane and economical administration consistent with those needs.

DEVELOPMENTS

The reports of the superintendents of the respective institutions and of the heads of departments show the continued advance of the state's policy of practical, humane and progressive treatment of all its wards.

There has been a steady and healthy growth and improvement along all lines of service in the institutions. An earnest endeavor has been made by the superintendents and their co-workers and by the members of this Board to study the individual needs of the various groups of the wards of the state, and to carry out such policies and plans as will best serve in the mental, moral, physical and social rehabilitation of the individuals, and which will be in the best interests of the state.

Attention is especially called to some of the outstanding features of these reports.

REGISTRATION BUREAU

The Board of Control maintains a registration bureau, similar in character to a social service exchange. This is an alphabetical card index of all individuals—and their near relatives for the purpose of identification—who are now or have been wards of the state under the supervision of the Board at any time since January 1, 1910.

This centralized bureau of approximately 200,000 registrations serves as a clearing house for all its departments and institutions. It links up state, county and city work for the state's unfortunates. State institutions, state departments, county welfare boards, and authorized social agencies of the larger cities, work out their problems together and thus duplication is avoided, information shared and coöperation secured.

Through an arrangement with the city exchanges of Minneapolis, St. Paul and Duluth—the only cities in the state having confidential exchanges—valuable information compiled by the authorized social agencies of these cities for years is available to the superintendents of state institutions and the heads of the departments of the Board, affording them an unusual opportunity to know their wards, make a study of their family life, inherited traits, and so on, and thus be enabled to handle their cases more intelligently. They, in turn, supply the social agencies with similar information regarding their clients. Much duplication of work is thus avoided and expense saved through this arrangement.

This bureau is unique in that there is no other of its kind in existence so far as known, and it has created widespread interest. Visitors from various states have found their way to this department of the Board, and many letters of inquiry have been received expressing commendation of Minnesota's forward step in establishing an instrument of such economy and efficiency. Plans are being made by other states to establish similar bureaus.

HOSPITALS FOR THE INSANE

There has been an increase of 372 in the population of the institutions for the insane during the latest biennial period. This has been a steady increase in proportion to the increase in the general population.

The best and most approved scientific methods of treatment are being used in the care of these patients. Dental service is provided at all the institutions, and this work has been extended and improved during the past few years to such an extent that the health of the patients has been noticeably benefited.

There are nurses' training schools in connection with these hospitals. The course of study, approved by the State Board of Nurses' Examiners, while offering to the students in training a course which will be acceptable in accredited hospitals, making it possible for them to become registered nurses by one year's affiliation with some general hospital, has at the same time encouraged and promoted a higher standard of service to the patients.

Much emphasis has been placed upon the preparation and service of the food for the patients in these institutions, and gratifying results have been obtained.

Special emphasis has been placed upon the occupational therapy work of the state hospitals and asylums for the insane and at the sanatoria for consumptives. This method of treatment has proved so beneficial in restoring the health and mental capacity of the insane as to warrant the employment of a large staff of trained workers to supervise and develop the work.

Every new scientific step in the treatment of the mentally distressed is given cognizance. For instance, in the past few years cases of paresis have been treated by inoculation with the malaria germ. While the time is as yet too short for the establishment of definite results, many of the cases so far treated have shown decided improvement. This treatment seems to be the only one at the present time that holds out much hope for this class of patients, supposed to be sufferers from an irrecoverable disease.

Surgery in the state hospitals has been for many years in the hands of the clinic staff of the respective hospitals, but specialists are available at a moment's notice for consultations, examinations and operations.

The establishment of a department of personal hygiene, commonly called a beauty parlor, has proved highly successful for the patients in the state hospital at Fergus Falls, and similar departments are being established in the other state hospitals. Attention to personal cleanliness and appearance has resulted in increased self-respect, comfort and happiness, bringing about a decided improvement in the mental health of these patients. The cost of this new activity is really negligible, since the furniture for the rooms is built by the occupational therapy division, and, with the exception of a trained worker in charge, the assistants are all patients at the institution.

DEPORTATION OF NON-RESIDENT INSANE

During the biennial period 182 non-resident insane have been deported at a gross saving to the state for maintenance estimated at \$195,331.50, the average length of life being five years, at a per capita cost of \$214.65 a year, besides making room for more resident patients. The expense of deportation was \$7, 241.83.

CRIMINAL INSANE

One of the serious problems connected with the penal institutions is the care of the criminal insane. This group is confined in a detached building in connection with the St. Peter State Hospital, the building being now filled to capacity. This arrangement is very unsatisfactory, both from a scientific and humane point of view and for the safety of the group and the public. In order that this group may have proper facilities for treatment, exercise and work, and at the same time be securely guarded, a hospital for the criminal insane in connection with the State Prison should be provided. The present building at the St. Peter Hospital could be used with little

change for certain other classes of dangerous patients and the state would lose nothing.

INDETERMINATE SENTENCE AND PAROLE

The indeterminate sentence and parole system of dealing with convicted and committed prisoners, in operation in Minnesota since 1911, has proved the only scientific and efficient method of handling these prisoners. Some form of indeterminate sentence and parole is in operation in almost every state in the Union. Statistics in Minnesota show that the period of incarceration in our penal institutions has been considerably longer in all classes of offenses than the period of time served when the policy of a fixed sentence was in operation. Conservative statistics also show that 75 per cent of the released prisoners make good under this system.

PRISON INDUSTRIES

The very complete report of the warden of the State Prison at Stillwater, herewith submitted, gives full information of the actual results achieved in the manufacture of farm machinery and twine.

WAGES OF PRISONERS

Some years ago a system of wages, or earnings, was established in the penal institutions. This has proved a wise provision. It has been a great aid to prison discipline. The wages vary from 25 cents to \$1.25, the average wage being 49 cents a day. The men are allowed to use a portion of their wages for personal needs. Men with families send this money to aid in their support. The total earnings of the inmates at the prison during the past two years from July, 1926, to July, 1928, were \$308,900.00.

STATE AID

Minnesota has another unique provision in its statutes. This law provides for the granting of special state aid to the dependents of men confined in the prison. If investigation shows that a prisoner's family living in the state is in need, in order that such family may remain intact and the children be kept in school, after careful investigation of each case state aid is given to the family, being paid out of the prison treasury direct, in addition to the wages that the prisoner may earn. The coöperation of county authorities is secured whenever possible, the county contributing two-thirds in most cases and the institution one-third. State aid to the amount of \$61,360.49 has been paid to families of the inmates of the prison during the past biennial period.

THE DEFECTIVE DELINQUENT

The problem of the defective delinquent demands special and serious attention. Every year many of this type are convicted and sent to the cor-

rectional or penal institutions. Statistics show that approximately 35 per cent of the social offenders in our institutions are subnormal. There is great need for a separate institution for the permanent care of the defective delinquent if we are to protect society from their irresponsible yet often heinous acts.

FEEBLE-MINDED AND EPILEPTICS

The increase in the number of feeble-minded and epileptic persons who are yearly committed to the guardianship of the Board of Control continues far ahead of our building program for these groups. There are now 2,146 feeble-minded and epileptics in the institutions provided for them. There are 92 committed feeble-minded and epileptics being cared for in the state hospitals for the insane and 56 in private institutions. There are 948 on the waiting list who have been committed to the care of the Board. Four hundred and fifty-five of these are placed for outside supervision, but the remaining 493 are in immediate need of custodial care in an institution. Our building program must receive favorable consideration if we are to attempt to carry out the state's program for the care and supervision of this large group. The administration of the law providing for the sterilization of the feeble-minded has gradually released some of these inmates.

Successful outside supervision or extra institutional care for certain types of the feeble-minded has been demonstrated. This plan has provided thorough supervision for groups of feeble-minded girls in homes or club houses where it has been proved that with proper care and supervision these girls may become self-supporting and may live happier and more normal lives.

Acting on the recommendation of the Board of Control at the last session, the Legislature authorized the maintenance of colonies for high-grade feeble-minded persons outside the institution and made an appropriation to carry on the work. In accordance with this act club houses have been established in St. Paul and Duluth similar to the original club established in Minneapolis as a demonstration of the successful colonization of such groups. A detailed report of this work may be found in the report of the Children's Bureau, Department for the Feeble-Minded.

CHILDREN'S BUREAU

Ten years have elapsed since the adoption of those laws for the protection of the defective, delinquent, neglected, dependent and illegitimate children which are known as the Children's Code of Minnesota. The Board believes that the Children's Bureau should be given special mention for the efficient manner in which it has handled the ever-increasing work of this department. The administration of the Children's Code has gone forward

in a manner such as to attract favorable comment throughout the United States and in many foreign countries as well.

BOARD VISITS TO STATE INSTITUTIONS

During the past two years, in addition to the monthly visits by the *members of the Board to the institutions for the insane as provided by law*, members of the Board have visited all the institutions in its charge several times a year, and in case of the penal and correctional institutions not more than two months have elapsed between visits. This constant, close contact with the institution management has made easier and more efficacious the conduct of the vast volume of business for which the Board is responsible.

NEW CONSTRUCTION

New buildings constructed during the biennium include a cottage for women patients at the Willmar State Asylum, a cottage for men patients at the St. Peter State Hospital, a cottage for female patients at the Colony for Epileptics, and a wing containing 200 cells at the State Prison.

The administrative center group at the Colony for Epileptics, for which an appropriation was made by the Legislature of 1925, was completed, and work has been continued on the intermediate building at the State Reformatory.

Contracts have been let and work started on the dairy barn and occupational building at the Hastings State Asylum, dairy barn at the Colony for Epileptics, cell wing at the State Reformatory, and children's cottage and dairy barn at the Sanatorium for Consumptives.

PERSONAL MENTION

Attention is called to the following changes that have occurred to affect the personnel of the Board's appointees during the biennial period:

The resignation of Dr. George O. Welch, who had served the state faithfully and efficiently for a period of thirty-six years as superintendent of the Fergus Falls State Hospital for the Insane, on January 16, 1927, was followed by the appointment of Dr. W. L. Patterson, assistant superintendent of said hospital, as his successor.

Following the resignation of Dr. George T. Baskett as superintendent of the Willmar State Asylum on March 10, 1927, Dr. B. F. Smith, senior physician of the St. Peter State Hospital, was appointed his successor.

On September 11, 1927, G. C. Hanna resigned from the superintendency of the School for the Feeble-Minded and Colony for Epileptics at Faribault, having served the state for a period of ten years. Dr. J. M. Murdoch, formerly superintendent of the state institution for feeble-minded at Polk, Penna., was appointed as his successor.

On June 1, 1928, Elwood A. Stevenson, superintendent of the School for the Deaf, at Faribault, resigned. Victor O. Skyberg, of Gallaudet College, Washington, D. C., was appointed his successor.

RECOMMENDATIONS

The following recommendations are respectfully submitted:

1. That immediate and adequate housing facilities be provided to care for the increase in population at the State Public School, state hospitals for the insane, School for the Feeble-Minded and the Colony for Epileptics.

2. That a hospital for the criminal insane be erected at the State Prison.

3. That an adequate appropriation be made for the care of the non-placeable or unadoptive child.

4. That an increased appropriation be made for the department of re-education and training and relief of the adult blind in order that the work of this department may be expanded to meet the urgent needs of this group.

BUDGET OF APPROPRIATIONS

The request of the several superintendents for appropriations for maintenance, repairs and permanent improvements for the biennial period ending June 30, 1931, as contained in their respective reports, will receive careful consideration by the Board, and its detailed recommendations will be submitted in a separate report.

Special attention is called to the need for new buildings, the most important of which are: Reconstruction and fireproofing center of main building and assembly hall, Hastings State Asylum; two cottages for patients, Willmar State Asylum; receiving hospital, Fergus Falls State Hospital; addition to receiving hospital, Rochester State Hospital; building for idiotic patients and building for men employes, School for Feeble-Minded; two cottages for patients, Colony for Epileptics; gymnasium, School for Deaf; cottage for children, State Public School; completion of intermediate building and new cell wing, State Reformatory; cottage for inmates, State Reformatory for Women; warehouse, State Prison; and nurses' homes, Sanatorium for Consumptives and Hospital for Crippled Children.

Population of Institutions

The total population of all institutions under the general supervision of the Board on June 30, 1928, was 13,687, as compared with 13,196 on June 30, 1926, an increase of 491 during the biennial period. The increase in the previous biennium was 894.

The following tabulation shows the number of inmates and the increases or decreases for the biennium by classifications:

Classification	June 30, 1928	June 30, 1926	Increase	De- crease
Insane -----	7,544	7,172	372	--
Feeble-minded and epileptic (a) -----	2,146	2,013	133	--
Inebriate -----	14	7	7	--
Tuberculous -----	216	263	---	47
Crippled -----	250	233	17	--
Blind (a) -----	88	99	---	11
Deaf (a) -----	270	261	9	--
Dependent -----	417	363	54	--
Delinquent -----	594	649	---	55
Criminalistic -----	2,148	2,136	12	--
Total -----	13,687	13,196	491	---

(a) Close of school year.

INSANE

The increase of 372 in the number of insane patients compares with an increase of 291 in the previous period.

The number of patients who died during the period was 1,234 as compared with 1,242 during the two years ended June 30, 1926.

The admissions for the two years totaled 3,055. Compared with the previous period this is an increase of 29.

Discharges numbered 1,398 for the period and 1,290 for the preceding period. These figures include patients discharged direct from the institutions and those discharged while on parole.

The number of voluntary admissions during the period was 222 as compared with 212 during the previous two years.

CRIMINALISTIC

The report shows that the prison and reformatory population increased from 2,136 to 2,301 during the year 1927 and decreased to 2,148 during the year 1928.

The number of women prisoners at the end of the period was 77, all of whom were confined in the State Reformatory for Women.

DELINQUENT

The number of inmates of the Training School for Boys and the Home School for Girls at the end of the biennium was 594, a decrease of 55 during the period.

Child-Placing Agencies: There are 18 agencies engaged in child-placement work. Thirteen make both temporary and permanent placements, three restrict their activities to temporary and two to permanent placements.

An important merging of child-placing agencies has been effected in the Diocese of Duluth. For the future all Catholic children will be placed through the Bureau of United Catholic Charities. This centralizing plan has been in operation for some time in the Diocese of St. Paul and in the Synods of the Swedish and Norwegian Lutheran churches. It is an approved plan because it tends to a higher standard of work and economy.

Boarding Homes: Boarding-home care for children has been given under the supervision of 51 county child welfare boards and 10 social agencies. A summary of the reports of the supervising agencies gives the following information for the biennial period: Children cared for, 2,941; boarding homes used, 1,524; supervisory visits, social, 17,852; supervisory visits, health, 26,110.

The supervisory health visits were based on the individual child, while the social visits to the home were recorded as one regardless of the number of children in the home. This accounts for the apparent overbalancing of health over social supervision. As a conservative estimate we would state that 90 per cent of the health supervision was for the purpose of keeping the "well child well."

The routine handling of boarding-home cases in the office of the Children's Bureau may be of interest. The following figures are the average per month based on 11 months of the year ended June 30, 1928. The work of January was not included, it being the month for the renewal of certificates when 635 certificates and 107 letters of authorization were issued, and 249 cases left pending.

Monthly Average

NEW CASES		CLASSIFICATION OF ACTION TAKEN	
Action taken	27	Certified	37
Left pending	23	Authorized by letter	9
Total new cases	50	Probation	1
		Uncertified homes	6
		Withdrew from work	17
		Withdrew application	8
		Miscellaneous closing	15
		Ordered closed	4
		Denied	13
		Revocation	1
		Total	111
ALL CASES			
Action on new cases	27		
Action on old cases	33		
Action on pending cases	51		
Total	111		

When the biennium closed there were 51 applications pending, 849 certified homes, 148 authorized by letter, six on probation and 49 uncertified homes. The closed homes on file number 2,491. Of these 1,081 had been denied a certificate and ordered closed.

This report gives data on nearly 3,000 children receiving care under normal family conditions in certified boarding homes, which is a worthwhile contribution to the child life of the state.

There is another phase of boarding-home work, the benefits of which can be measured only by conjecture as to the number of children saved from exploitation, neglect and abuse, because undesirable homes have been closed and kept from operating, homes in which there were poverty, squalor, social disease, tuberculosis, mental and moral instability or a strong commercial spirit without regard for welfare of children, or various other conditions detrimental to the child's best interests, care and training. More than 1,000 such homes have been closed during the past six years.

There is no rod stick by which to measure the benefits accruing to child life through this service, but is recognized as the strength of boarding-home activities in Minnesota.

DEPARTMENT FOR THE FEEBLE-MINDED

There have been committed as feeble-minded to the guardianship of the State Board of Control since the formation of the Children's Bureau 3,245 persons. Of this number 797 were committed in this biennium, almost a fourth of the total number. During the preceding biennium the number of commitments was 647. This increase of 150 in a 24-month period seems indicative of a gradually, but steadily, increasing interest in the problem of the feeble-minded. It is not possible to definitely classify these commitments, owing to insufficient or inaccurate information, but they may be approximately classified as follows:

Over 16 years of age:

Moron grade of men	67
Moron grade of women	173
Custodial men	68
Custodial women	66
School boys	79
School girls	76
Custodial boys	158
Custodial girls	110

The large number of high-grade women committed indicates interest in and approval of sterilization of women of subnormal mentality attempting to rear families, and also the realization in many counties of the need of care and supervision for an indefinite length of time for the subnormal, delinquent girl.

The number of high-grade men committed is also increasing, and for the same reasons as for women. The men and boys who are delinquent are proving a serious problem. In the past there have been high-grade men put under state guardianship, but communities are now insisting that they must be committed for life, and, if necessary, kept in an institution.

It is interesting to note the change in numbers for three bienniums of those committed as feeble-minded but not in the state school for feeble-minded or the Colony for Epileptics.

	1924	1926	1928
Waiting list -----	289	313	493
Outside supervision -----	251	398	455
Other state institutions -----	65	104	92
Private institutions -----	15	41	56
Total -----	620	856	1,096

These numbers do not include those who have left the state or become lost to us but who may at any time reappear. The outside supervision cases are of two types, those high-grade boys and girls, men and women, who can with assistance be self-supporting, or nearly so, and those custodial cases whose families can, for the present, care for them satisfactorily. The number is divided nearly evenly, and persons in either group may, because of changing conditions, suddenly become very urgent for institutionalization.

There have been now a sufficient number of persons who have had operations for sterilization to make a report on their disposition. Of the 157 females, the classification at present is as follows:

In club houses -----	32	Discharged to marry -----	4
Returned to husbands -----	17	Placed out of state -----	2
Returned to families -----	36	Dead -----	2
Other paroles -----	18	Lost -----	8
Returned to institution after parole (One in a private institution) -----	14	Never paroled -----	24

Most of the 103 now on some form of definite parole are doing well, although some have had to have plans made differing from those existing when they came out of the institution. Several are being carefully watched and may eventually have to be returned for a time. Five are now on second trial and all are doing well. Of the 14 in the institution who have been tried out, five were returned because of conduct and nine because of inability to adjust. In both instances the girls are decidedly unstable or too low-grade mentally to adapt to the club houses in the cities where the work which can be secured requires the higher mentalities. Of the eight lost, one ran away from the institution, two left the state with their families, and the other five are high-grade girls with bad records before entrance, and who would probably never have been paroled under any conditions without an operation. Of those still in the institution, nine are recent operations. Most of the others are low-grade or unsuitable for parole except where a responsible family can really care for them; some have vacations; and for others, plans are under way for parole. Of the eight males, four are now with their families, two with wives and one out of the state. The other is a recent operation.

It would seem from this record that sterilization is making possible many paroles which could not otherwise have been planned for, and that most are successful. However, there is a certain type of girl, and man also,

who because of inherent qualities and earlier environment will never successfully adapt to group life. As our experience increases, we may more and more come to recognize this person and prevent failure by not paroling, or we may learn to more successfully fit the difficult individual into a situation where he or she can adapt.

The realization by communities of the problems in feeble-mindedness is evidenced not only by an increased number of commitments, but also by the requests made by juvenile court judges, child welfare boards, county attorneys and county superintendents, for mental tests before difficult problems are disposed of. The mental examiner of this department spends nearly three-fourths of her time in the counties, giving mental tests to these problem cases, and advising concerning future plans. In the 11 months the present examiner has been in the office, she has given over 500 tests and has been in all parts of Minnesota. While not all persons so tested are feeble-minded, and not all those testing low will be committed soon, if at all, many are brought into court, and for many more there is much correspondence in an effort to help the counties prevent future emergencies by adequate plans at present.

One of the really important and time-consuming labors of this department is keeping accurately the records of the 3,245 wards who have been committed to state guardianship. Of this number 495 have died and 89 have been discharged from guardianship, but there are frequent changes in the location of many of the other 2,661. New commitments are made at the rate of almost 35 per month. As these persons are wards of the state, it is imperative that the secretary so keep the records that accurate information concerning any of them can be given without loss of time.

In the previous report, a very full account was given to the work done by the club house operated in coöperation with the Women's Welfare League of Minneapolis. This has continued successful. As their report runs from January to January, we do not have a biennial. However, it is reported that from January 1, 1927, to January 1, 1928, the girls paid for room and board \$5,923.26, while the Board of Control paid \$1,190.02. The disbursements were \$7,178.44. The earnings of the girls were \$11,539.42; and the savings for the year, \$1,400.78.

Two club houses directly under the Board of Control have been opened during this biennium. The Lynnhurst Club of St. Paul opened with six girls and a matron on July 28, 1927. The Board of Control was given possession on the 25th of the month. At the Duluth Club possession was had on April 1, 1928, and on April 8 it was ready for the first eight girls. The coöperation of the purchasing department in giving almost full time for

several days at each opening made possible such little loss of time in occupancy. The actual furnishings of each house have cost approximately \$2,500.00, including linens, dishes and furniture, but some remodeling and necessary additional equipment have brought the total cost for Lynnhurst to approximately \$3,000.00 and Duluth to \$2,700.00.

In spite of the fact that working conditions have not been good, making it particularly difficult to launch such a project, the girls at Lynnhurst have earned during this 11 months over \$6,600.00. Their deposits have been \$6,657.68, but a small amount was not earned. The capacity there is 22, but it has rarely had over 20, and sometimes less, as it was not felt advisable to have too large a number of girls out of work. In the first three months the earnings by the Duluth girls were \$254.28, making a total from both clubs of nearly \$6,900.00.

The girls themselves have paid in board during this time a total of \$3,790.50; Lynnhurst paying \$3,742.84, and Duluth \$47.66. The School for the Feeble-Minded has contributed \$1,787.11, but these two amounts have not covered expenses. About \$2,500.00 has had to be used from the general appropriation fund. The two houses together have run for 14 months, and the average expenses have not been far below \$600.00 a month as the overhead is the same regardless of the number of girls.

The Lynnhurst girls paid in board for June, 1928, \$461.28, showing that working conditions are improving, though even now not all have work. Besides paying board and clothing themselves, the 20 girls now at Lynnhurst have in savings \$820.96. There have been several there for a time, but later returned to the institution or placed elsewhere. If their savings are added, the total would be \$989.72. Five of the girls not now there were lost. Two of these had had seriously delinquent records, and it was a recognized risk to put them out. These were assisted to leave by outsiders almost as soon as placed. One has been found and returned to the institution. The other three were assisted by a brother of two of them, and left from their place of employment. Harmon Club of Minneapolis has had the same problem to face. During the two-year period five also have been lost from there.

In spite of disappointments, the club house as a means of parole seems successful, especially for the girls who have not adequate homes. The big problem still exists as to whether eventually these girls and others of the higher-grade feeble-minded may become sufficiently stable and independent to be discharged from guardianship. Certain it is that the numbers are increasing to such an extent that supervision of all by local boards and by the

department for the feeble-minded will not long be possible under existing conditions.

DEPARTMENT FOR THE BLIND

During the two years there have been no additions to the staff, which includes the following: Supervisor, field representative, home teacher, stenographer (at the central office), part-time service of the St. Louis county agent and her assistant, part-time service of one of the employees at the School for the Blind.

Registration: On June 30, 1926, 1,677 cases had been registered. To date we have 2,251. Of this number 312 have been closed, leaving a total of 1,939 open cases. This is an increase of 262 for the two-year period.

The following table shows the distribution of the blind population according to counties:

Aitkin	16	Itasca	47	Pope	12
Anoka	11	Jackson	28	Ramsey	289
Becker	32	Kanabec	8	Red Lake	9
Beltrami	21	Kandiyohi	7	Redwood	28
Benton	8	Kittson	5	Renville	13
Big Stone	10	Koochiching	8	Rice	17
Blue Earth	45	Lac qui Parle	10	Rock	4
Brown	10	Lake	6	Roseau	10
Carlton	37	Lake of the Woods	5	St. Louis	413
Carver	7	Le Sueur	21	Scott	12
Cass	26	Lincoln	2	Sherburne	7
Chippewa	10	Lyon	12	Sibley	7
Chisago	14	McLeod	6	Stearns	58
Clay	24	Mahnomen	11	Steele	5
Clearwater	7	Marshall	21	Stevens	8
Cook	2	Martin	11	Swift	12
Cottonwood	18	Meeker	17	Todd	11
Crow Wing	31	Mille Lacs	9	Traverse	2
Dakota	38	Morrison	10	Wabasha	3
Dodge	8	Mower	15	Wadena	12
Douglas	13	Murray	5	Waseca	11
Faribault	15	Nicollet	10	Washington	19
Fillmore	20	Nobles	9	Watonwan	13
Freeborn	24	Norman	17	Wilkin	11
Goodhue	12	Olmsted	15	Winona	17
Grant	4	Otter Tail	25	Wright	9
Hennepin	384	Fennington	16	Yellow Medicine	16
Houston	12	Pine	8		
Hubbard	7	Pipestone	6	Total	2,251
Isanti	19	Polk	28		

The survey of the state may be considered complete, although constant checking is necessary as new cases are continually coming to our attention and the condition of others is constantly changing. To be sure that the facts obtained are accurate, we have found that personal investigation by a member of our staff is necessary. In this way it is possible to secure more detailed information, but in the case of those living in isolated districts it takes a great deal of time. However, with a limited staff and without spending an excessive amount for travel, this work has progressed as rapidly as we could expect.

JAILS AND LOCKUPS

There have been no new jails constructed since the former report, and but few lockups have been provided. New lockups have been built in West Duluth, St. Charles, Luverne and St. Paul Substation. These places of confinement are still crowded, particularly with those who have received light sentences for violation of the Federal laws.

WORKHOUSES

In previous reports special attention has been called to the lack of proper facilities in St. Paul and Minneapolis for the care of those confined in the workhouses. Plans have been worked out for new buildings in the city of Minneapolis, and arrangements are being made for the construction thereof. The city of St. Paul is still badly in need of a new workhouse, and while there has been some discussion with reference to the erection of a new building on a site located in a less populous part of the city than is the one now in use, there seems to be no activity toward financing the proposition.

HOMES

New county homes have been built in Norman and Hennepin counties, and plans have recently been approved for an addition to the St. Louis county home. However, many of the counties are still in need of adequate new buildings.

One of the most difficult situations we have had to meet is the employment of superintendents for these homes, as this is done by accepting the offer of the lowest bidder for the keeping of these institutions and the inmates. A marked improvement would be made if those in charge were employed for a period of five years, subject, of course, to removal for incompetency, instead of for one year as is customary at the present time. The short periods for which superintendents are now employed offer little encouragement for efficient administration. The employment of such superintendents should also be approved by the State Board of Control or some other state board qualified for that purpose.

Respectfully submitted,

L. G. FOLEY,
Inspector.

Division of Research

To the State Board of Control:

I submit herewith the biennial report of the Research Division for the period ended June 30, 1928.

A total of 6,661 individual mental examinations were made during the biennium, and 12,258 group tests were given. The individual examinations were distributed according to age and sex and intelligence, as follows:

Age	Male	Female	Classification	I. Q. Number
Under 5 years	155	118	Idiot	0-24 51
5 to 9 years	566	408	Imbecile	25-49 206
10 to 14 years	622	378	Moron	50-74 2,257
15 to 19 years	189	241	Borderline	75-84 1,722
20 to 24 years	98	146	Dull	85-94 1,291
25 to 29 years	63	58	Average	95-104 626
30 to 34 years	48	42	Bright	105-114 287
35 to 39 years	56	42	Very bright	115-124 109
40 to 44 years	46	29	Superior	125-149 87
45 to 49 years	28	10	Very superior	150-174 20
50 to 59 years	31	2	Precocious	Over 174 4
60 to 69 years	6	1		
70 years and over	1			

Individual examinations were made for 67 different institutions and agencies, with the following number of cases for each:

State Department of Education	2,606
State Prison	586
Gillette State Hospital for Crippled Children	497
State Public School, Owatonna	482
State Reformatory for Men	254
School for Feeble-Minded	166
State Training School for Boys	154
Home School for Girls	128
State Reformatory for Women	22
Colony for Epileptics	23
Children's Bureau	87
Ramsey County Child Welfare Board	221
Hennepin County Child Welfare Board	159
Dakota County Child Welfare Board	41
Stearns County Child Welfare Board	15
Rice County Child Welfare Board	7
St. Louis County Child Welfare Board	5
Itasca County Child Welfare Board	2
Goodhue County Child Welfare Board	1
School for the Deaf	3
School for the Blind	1
Division of Re-Education	2
Children's Society, Minneapolis	234
United Charities, St. Paul	201
Family Welfare Association, Minneapolis	152
Catholic Central Bureau, Minneapolis	99
Bureau of Catholic Charities, St. Paul	81
Children's Home Society, St. Paul	70
Maternity Hospital, Minneapolis	48
Washburn Home, Minneapolis	32
Ramsey County Mother's Aid	28

Parents	26
Dakota County Family Welfare	23
Board of Charities, Norwegian Lutheran Church of America	23
Protestant Orphan Asylum, St. Paul	22
Home for Children and Aged Women, Minneapolis	17
St. Cloud Orphan Home, St. Cloud	17
Jewish Sheltering Home for Children, Minneapolis	15
Lutheran Children's Friend Society, Minneapolis	15
General Hospital, Minneapolis	13
Wilder Dispensary, St. Paul	11
Jewish Aid Society, St. Paul	9
Scandinavian Home of Shelter, Minneapolis	7
Hennepin County Allowance Office	7
Augustana Mission Colony, Minneapolis	6
Lutheran Welfare Society, Minneapolis	6
Social Service Department, University Hospitals	4
Lutheran Inner Mission Society, Minneapolis	4
Wilder Day Nursery, St. Paul	3
Physicians	3
Jewish Welfare Association, Minneapolis	2
Agent, New York Foundling Hospital	2
Visiting Nurses Association, Minneapolis	2
Child Guidance Clinic, St. Paul	2
Women's Co-Operative Alliance, Minneapolis	2
Juvenile Court, Minneapolis	2
Big Brother Committee, Minneapolis	2
Big Sister Committee, Minneapolis	1
Citizen's Aid Society, Minneapolis	1
International Institute, Y. W. C. A., St. Paul	1
Y. W. C. A., Minneapolis	1
Parochial School Nurse, St. Paul	1
Ramsey County School Nurse	1
Probate Judge, Scott County	1
County Attorney, Carver County	1
Minnesota Conference, The Board of Christian Service	1
Minnesota I. O. O. F. Home	1

The group tests were given as follows:

State Department of Education	8,249
Research Bureau	2,074
State Reformatory (Men)	830
State Prison	393
State Training School	366
Home School for Girls	282
State Reformatory for Women	64

STATE INSTITUTIONS

At regular intervals the new admissions at the State Prison, the Reformatory for Men, Reformatory for Women, the Home School for Girls, and the Training School for Boys, were given group tests. Those doing poorly on these group tests were then given an individual examination. In the State Public School and the Hospital for Crippled Children all new admissions were given individual examinations. The examinations made in the School for Feeble-Minded were all individual, but include miscellaneous cases besides the new admissions. The next table gives the percentages fall-

ing under each intelligence quotient classification. For cases examined individually the I. Q. from this examination was used in the classification.

I. Q.	Prison	Reformatory for Men	Reformatory for Women	Home School for Girls	Training School for Boys	Hospital for Crippled Children	State Public School	School for Feeble-Minded
25-34	---	---	---	---	---	.2	---	36.0
35-44	.1	.1	---	---	.2	.2	1.0	10.0
45-54	3.0	.7	2.0	---	.2	1.0	.4	18.0
55-64	15.0	6.0	3.0	6.0	7.0	4.0	1.0	19.0
65-74	27.0	14.0	16.0	13.0	14.0	11.0	11.0	8.0
75-84	15.0	10.0	25.0	22.0	12.0	19.0	22.0	6.0
85-94	18.0	25.0	24.0	25.0	25.0	25.0	29.0	3.0
95-104	11.0	21.0	16.0	18.0	27.0	17.0	21.0	.6
105-114	5.0	12.0	7.0	8.0	11.0	10.0	10.0	---
115-124	3.0	6.0	7.0	5.0	2.0	7.0	2.0	---
125-134	2.0	3.0	---	2.0	2.0	3.0	2.0	---
135-144	2.0	2.0	---	.3	.3	2.0	---	---
145-154	.8	---	---	.3	---	1.0	---	---
155-164	.3	---	---	---	---	.2	---	---
165-174	.2	.1	---	---	---	.2	---	---
Over 174	.2	.1	---	---	---	.6	.2	---
Number	916	843	68	303	403	471	491	171

When these figures are compared with those of the previous biennium at least one noteworthy difference is found. For the State Prison and the Reformatory for Men the results are substantially the same as before. For all the other institutions, not counting the School for the Feeble-Minded, there is a decrease in the percentage of mental defectives admitted during the latest biennium. This is undoubtedly the result of an increasing consideration being given the question of intelligence before sending a person to one institution or another.

STATE DEPARTMENT OF EDUCATION

There were 2,606 individual examinations made in the public schools for the State Department of Education in connection with the special classes for mentally subnormal children. The following gives the number for each I. Q. classification:

I. Q.	Number	Per Cent	I. Q.	Number	Per Cent
25-34	8	.1	105-114	45	2.0
35-44	11	.4	115-124	13	.5
45-54	51	2.0	125-134	5	.2
55-64	154	6.0	135-144	2	.1
65-74	528	21.0	145-154	---	---
75-84	921	35.0	155-164	---	---
85-94	664	25.0	165-174	1	.04
95-104	208	8.0			

CASES BROUGHT TO OFFICE

Nearly all cases examined in the office were brought by the various social agencies of St. Paul and Minneapolis, and number 1,565. Certain preliminary information is required about these cases before making the examinations. One item asks for the special problem the case presents, because of which a mental examination is requested. While this question was often not answered in an adequate way, the cases can conveniently be divided into eight classes, plus a miscellaneous group which includes also the cases for whom the question as to problem presented was not answered. Each case was classified under the main problem presented and not again under secondary problems. Dividing the delinquents into sex delinquents and all other delinquents, because the former so far outnumbered all others, we have the following classes and facts about them:

Classification	Number		Average Age		Average I. Q.		Total No.
	M.	F.	M.	F.	M.	F.	
Dependents	333	322	6.9	7.5	87	90	660
Sex Delinquents	8	319	23.1	22.8	80	77	327
Incompetents	86	170	35.4	32.5	69	67	256
Non-Sexual Delinquents	52	29	19.3	15.6	74	83	81
Miscellaneous	37	34	11.6	14.3	77	74	71
Commitments	25	34	17.5	15.3	67	66	59
Nervous Disorders	24	32	25.7	23.2	64	63	56
School Placement	28	15	10.3	10.7	83	84	43
Mother's Aid	--	12	--	34.1	--	64	12
Total Number							1,565

The dependents include the neglected. It was impossible in too many cases to draw the line between these two groups to classify them into two distinct classes. The neglected came largely from homes where one of the parents was classed as incompetent. Twenty-three per cent of this dependent group were illegitimate children.

Eighty-four per cent of the sex-delinquent group were unmarried mothers. Three hundred and thirty illegitimate children were reported for the whole sex-delinquent group. But in the great majority of instances a case was apparently reported simply as an unmarried mother, without giving the number of previous illegitimate children.

The incompetent group includes married men who failed to provide adequately for the family, married women who neglected children or home duties, and unmarried men and women who failed to make their own living. Eighty per cent were married, with a total of 856 children, 16 of whom were reported as illegitimate.

In the commitment group were placed all cases whom the social agency, parent or other relative thought were mentally defective and should therefore be committed as feeble-minded, though for the time being they might present no special problem. They include dependents thought to be mentally defective.

A small number of cases with epilepsy and other nervous disorders were brought for examination largely to determine simply how much mental deterioration accompanied the outstanding mental disorder.

The Research Bureau does not as a rule accept for examination children from the Twin Cities who present only a school problem. Exceptions are made under certain special circumstances, which brought the group given under "school placement."

In the Mother's Aid group the problem in all instances was to determine whether the case had sufficient intelligence to justify allowing her a Mother's Aid.

The number of cases the different social agencies are asking the Research Division to examine has increased much beyond what the division can handle with its present staff. Apparently there will be calls for about 3,000 examinations from these agencies during the next two years. Requests for conferences and recommendations on cases after examination have increased in proportion.

An educational test survey was made of the school department of the School for Feeble-Minded. This consisted of giving standardized tests individually in reading, writing, spelling and arithmetic to all the pupils being taught these subjects. The average grade ability on these four subjects was computed for each pupil. The next table gives the number of pupils falling under each grade, and the average chronological age for each such grade. For example, 28 pupils had an average ability in the four subjects between grades I and II, and the average chronological age of these 28 was 13.2 years.

Grade	Ability	0-1	1-2	2-3	3-4	4-5	5-6	6-7
Number	-----	64	28	46	26	18	17	4
Average	Age-----	11.0	13.2	14.8	14.8	15.7	15.9	16.0

Respectfully submitted,

F. KUHLMANN,

Director.