

Minutes of the Meeting of the  
COMMITTEE ON ADMINISTRATIVE PRACTICE

November 22, 1926

Office of the Field Director, New York City

Present

Dr. C.-E. A. Winslow, Chairman  
Dr. Haven Emerson, Vice Chairman  
Dr. Louis I. Dublin, Secretary

Dr. James Roberts  
Dr. C. Hampson Jones  
Mr. Homer N. Calver  
Dr. Henry F. Vaughan  
Dr. George T. Palmer  
Dr. George C. Ruhland  
Dr. W. F. Draper  
Dr. E. L. Bishop  
Dr. Michael M. Davis  
Dr. George D. Lummis

Dr. W. F. Walker, Field Director

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The meeting was called to order at 10:00 A.M. and the Chairman at once called for a report from the Field Director.

Dr. Walker, Field Director, referred to his report presented at the Annual Meeting of the American Public Health Association at Buffalo, copies of which were already in the hands of the members of the Committee. This contained a description of the work of the field service for the year ending October 1, 1926. The report presented at this time covered activities since the annual meeting, which were, briefly: A visit to the Texas cities as a follow-up of Dr. Drake's extensive work there; Work with the sub-Committee on Appraisal Form for Rural Health Work in Nashville, Tennessee; Attendance at a meeting of Ohio Health Officers and some follow-up work in Springfield and Preble County, Ohio, and Terre Haute, Indiana; Conferences with officials in Toledo, Ohio, and Washington, D. C., relative to a survey and appraisal of these two cities.

The Chairman in accepting this report called attention to the very valuable service which is being rendered cities through the Committee on Administrative Practice by surveys and appraisals of city health departments. Especial mention was made of the assistance rendered Chicago and Boston in securing the reappointment of their respective health officers and the developing of very excellent health departments.

Dr. Walker brought before the Committee at this point the question of Dr. Drake's accepting the invitation from the Board of Health of San Antonio, Texas, and other interested groups in that city, to direct a Health Exposition for the City of San Antonio. This was a matter that had been discussed at a previous meeting, at which time it was the general opinion that it would

be against the policy of the Committee to foster or approve of Health Expositions. The situation which existed in Texas at the time of the first request for Dr. Drake's services in connection with the Health Exposition in San Antonio was reviewed to refresh the memory of the members on the question. Dr. Dublin asked Dr. Walker to give his opinion upon the situation, in the light of his recent visit to Texas. Dr. Walker said that there had been some improvement and that he was quite convinced that the Health Exposition in San Antonio would be a means of arousing the city to its immediate needs in public health work and would serve primarily the purpose of putting over the results of the survey and appraisal made by Dr. Drake.

Much discussion followed on the subject of health shows and health expositions in general. Dr. Vaughan was interested in knowing the ultimate good which would result to the Committee from such a work. Mr. Calver spoke at some length on the subject, touching upon the matter of coordinating the work of the Association with that of the Committee and setting forth the advantages that would result both to the Association in its attempt to establish a branch office in Texas, and to the Committee in participating in or directing the Health Exposition in San Antonio. The question was then brought before the Committee of releasing the time of Dr. Drake through the Central Office of the American Public Health Association rather than have him represent the Committee in this work. After further discussion Dr. Emerson moved, seconded by Dr. Vaughan, that the Committee release Dr. Drake's time through the Central Office of the Association for the work of putting on the Health Exposition in San Antonio, if the Executive Board should so desire. Carried.

Dr. Ruhland, Chairman of the sub-Committee on Record Forms was asked to give a report of the work of that Committee. In giving his report, Dr. Ruhland went into the history of the Committee on Record Forms. Five meetings were held by this Committee. Progress on the work of this committee had been slow owing to the variety of questions to be considered in evolving forms that could be recommended as standard. Dr. Ruhland presented for the approval of the Committee as a whole forms for communicable disease, laboratory, nursing service and school physical examination. The Committee on Record Forms was authorized to continue its work for the remaining health activities.

The question was raised as to whether or not these forms had been submitted to persons familiar with mechanical tabulation in order to be absolutely sure of its being possible to use them in this manner. Dr. Ruhland assured the Committee that this particular point had been in mind in working out these forms. Dr. Emerson urged that these forms be put out as a publication of the Association. Dr. Dublin pointed out the potential value of the forms in money, the possible financial support to the Association, and suggested turning the matter of printing over to the Association.

Discussion arose as to the means of distributing these forms to members of the Committee and Association for criticism before final publication. Mr. Calver suggested that Dr. Ruhland's report be published in the American Journal of Public Health and a special appeal be made to the membership of the Association to submit criticisms of the forms before a certain date. Dr. Dublin called attention to the necessity of having the forms copyrighted. It was suggested that to avoid undermining the copyright of the forms that the idea be copyrighted. Dr. Dublin moved, and it was seconded, that the Association be requested by the Committee to copyright the idea. Carried.

Dr. Vaughan moved, seconded by Dr. Palmer, that the report of the sub-Committee on Record Forms be published in the Journal, and then be distributed to the health officers. Carried. Dr. Emerson moved, seconded, that the report of the sub-Committee on Record Forms be received. Carried.

Dr. Vaughan felt that difficulties might arise in cities that had heretofore been printing their own record forms, and that they would not like to feel forced to buy the forms from the Association. He suggested a solution in that cities paying a retaining fee to the Association be furnished plates from which to print the forms for their own use.

The Committee voted that the Report of the Committee on Record Forms should be signed by all members of that committee, and that forms covering other functions when ready be handled in the same manner, regarding distribution, as those presented at the present time.

Dr. Bishop, Chairman of the sub-Committee on Appraisal Form for Rural Health Work, was next to report, giving a resume of the work leading up to the development of the tentative form. The minutes of the meeting of this committee held in Nashville on November 4-5 were read by Dr. Bishop and the appraisal form as worked out at this meeting offered for the approval of the Committee for one year of experimental use. Dr. Bishop said that there was complete agreement among the sub-committee members as to the principles underlying this tentative appraisal form for rural health work.

Dr. Palmer moved, seconded by Dr. Vaughan, that the report of the sub-Committee on Appraisal Form for Rural Health Work be received, and that the Committee approve the form as submitted for publication, with the understanding that when published the form will carry a statement that it is intended for experimental purpose and has not yet been approved by the Committee on Administrative Practice. The sub-Committee on Appraisal Form for Rural Health Work was authorized to continue functioning for the purpose of revision after a year of experimental use of the form.

Dr. Emerson suggested that since the sub-Committee on Appraisal Form for Rural Health Work and the sub-Committee on Record Forms were composed of a number of persons not members of the Committee on Administrative Practice, and in view of the valuable service rendered on these committees, a resolution of appreciation be sent to the members of these sub-Committees, with a copy of the resolution approving the publication of these tentative forms. This was put in the form of a motion, seconded and carried.

Dr. Emerson asked that the Chairman be authorized to appoint a committee to prepare an appraisal form for state and provincial health activities. It was brought to the attention of the Committee that such a committee had been appointed at the last meeting, but since Dr. Griswold, Chairman of that committee, was not re-appointed as a member of the Committee on Administrative Practice, it would be necessary only to re-appoint the committee rather than authorize a new committee. Dr. Bishop spoke briefly of the work already done in studying state health departments and suggested that it would be wise to defer action of a committee on appraisal form for state and provincial health activities until a report of this study is available. Dr. Emerson agreed, but urged that the committee be appointed now before someone else attempts the work, in order that the fundamental principles may be the same as those developed in the other appraisal forms. Dr. Draper voiced

the same opinion as that of Dr. Bishop in postponing the activities of such a committee until material gathered in the study of state health departments be made available. The entire Committee agreed to this. Dr. Vaughan moved, and it was seconded, that the Committee on Appraisal Form for State Health Work be re-appointed. Carried. Dr. Winslow appointed Dr. Draper chairman of this committee, with power to coopt members, subject to his approval.

Dr. Davis was asked to make a report of a preliminary study on the Relation between Health Departments and Hospitals. Dr. Davis told of the questionnaires sent out jointly by the Committee on Dispensary Development and the office of the Field Director on this subject, the results of which brought out the need and advisability of pursuing the study more systematically. To that end funds have been secured to carry on the study during the coming year. Dr. Davis said it was not intended that this should be an elaborate study; it would still be carried on by the questionnaire method, but in greater detail than the first questionnaire. The sum of \$1,500 was considered by Dr. Davis to be sufficient to pay the expected expenses in this study. This amount has already been pledged.

In discussing this work Dr. Emerson recalled a similar suggestion made previously by Dr. Craster as a possible plan for expanding the work of the Committee and gathering information on supervision of hospitals through such a committee. It was moved and carried that a committee be appointed to study the Relation between Health Departments and Hospitals. Dr. Davis was appointed chairman of this committee with Dr. Ruhland and Dr. Emerson members.

The latest information regarding the Report of the 1923 Surveys as reported by Dr. Walker and other members present indicated that practically all the sections have been proof-read and returned to the printer and that the book may be expected for distribution at an early date.

Dr. Walker next presented the program of the Committee for 1927, the first subject for consideration being the "Plan for Cooperation with the U.S. Chamber of Commerce". Some time was spent in giving the details of how this contact with the Chamber of Commerce originated and the specific items in the plan for cooperation requiring the approval of the Committee were the following:

1. Tabulation and summarization of replies from local chambers of commerce, indicating items in which interest is expressed and type of service needed.
2. Issuing a bulletin by the Chamber of Commerce of the United States setting forth these results.
3. To furnish blank copies of the Appraisal Form to those cities interested in analyzing their health activities, to give an idea of the scope and type of appraisal and surveys made by the Committee.
4. Educational bulletins to be prepared for distribution throughout the year:
  - a. Community health and community prosperity
  - b. Place of public health in the tax dollar
  - c. Essential items in the health organization of the typical American City
  - d. How the Chamber of Commerce can assist in bringing about improved community health

5. Special bulletins, possibly prepared and sponsored by other agencies on such items as: Periodic physical examination; Venereal Disease from the standpoint of the patient; and others.
6. To carry items in the Health Officers' News Letter on affiliation of the Committee on Administrative Practice with the United States Chamber of Commerce and the possibilities of local application.
7. The publication under joint editorship of a News Letter for public health committees of local chambers of commerce setting forth activities and results obtained by other chambers and the relation of the U.S. Chamber of Commerce and the Committee on Administrative Practice.
8. To encourage the members of the Committee on Administrative Practice to establish strong contact with their local chambers, possibly acting as chairman of the public health committee of same, and to build up an active affiliation between the chamber and the local health work, urging Committee on Administrative Practice members to advise the Field Director, so far as possible, of visits to other cities sufficiently in advance so that contacts with both the health officer and the chamber of commerce secretary may be made, in order that the program of the Committee may be stimulated in advance.

Dr. Emerson in discussing the question pointed out that the primary interest of the chamber of commerce in the Committee was as a means of presenting the human assets of the community on the same basis as the fire prevention work. He also stated that this plan for cooperation would not alter the policy of approaching a city through the health officer.

Dr. Dublin in discussing the plan pointed out to the Committee that this was an excellent opportunity for cooperation. The local chambers of commerce have no desire to do the technical work which this Committee is prepared to do but are willing to put every facility at the disposal of this Committee. Dr. Jones spoke of the danger in local chambers of commerce in undertaking this work unless it comes directly through the local health officer. Dr. Walker said it was not the intention of this plan of cooperation to take the work out of the hands of the health officer, but it is a splendid opportunity to guide local chambers of commerce in their health programs. He cited work already accomplished in Springfield, Ohio, as an example of what might be done by a local chamber, and said that under such guidance and advice which can be given by the U.S. Chamber of Commerce through well selected local men this health committee of the local chamber can become a tremendous power in the community. Dr. Palmer suggested that each item in the plan for cooperation as presented by Dr. Walker should be considered and acted upon separately by the Committee.

Items 1 and 2 required no action by the Committee. Item 3 was the subject of considerable discussion and it was agreed that if in furnishing the Appraisal Forms to local chambers of commerce the following statement contained in the Introductory Statement be underlined in red and the health officer be advised by letter of such action the Committee saw no objection to this part of the plan for cooperation: "The Committee believes that

there should be no appraisal of the health work of a city on this plan except with the approval of the health officers concerned; and that in no event should there be any publication of the appraisal of the health work of a city except with the consent of the health officer." Dr. Ruhland put this into the form of a motion, which was duly seconded and carried.

Item 4 was approved by the Committee. Dr. Winslow believed this point to be really a function for Mr. Calver's office and it was moved and carried that the Committee approve this project but that it be referred to the Executive Board for carrying out.

Items 5 and 6. It was moved and carried that the person responsible for the present Health Officers' News Letter should be delegated to carry out these two items, of which the Committee as a whole approved.

In discussing Items 7 and 8, the question of the original purpose of the Health Officers' News Letter was set forth and it was felt that in undertaking this plan for cooperation no departure would be made from the original purpose. Dr. Dublin pointed out in his discussion of Item 8 that the contacts to be made through this plan would not be essentially new contacts. It is the present policy of the field staff to make contact in cities with influential persons, such as managers of chambers of commerce and leading business men's clubs. It would simply be a question of furthering the work of the Committee in a community. Dr. Dublin moved that these two items be approved. Carried.

Dr. Ruhland moved, seconded by Dr. Bishop, that the Committee approve the plan for Cooperation with the U. S. Chamber of Commerce, as outlined by Dr. Walker, subject to the action of the Executive Board. Carried.

The need for model ordinances as indicated by the numerous requests received in the office of the Committee and the Association was brought to the attention of the Committee by Dr. Walker. This was deemed a most important work which could be undertaken by the Committee during the coming year. After the discussion of the subject, Dr. Vaughan moved that a committee be appointed by the Chairman to formulate model health ordinances. Carried. Dr. Winslow appointed the following committee: Dr. Vaughan, Chairman, Dr. Emerson, Dr. Bishop, and gave the chairman permission to appoint other members, subject to his approval.

A letter was read from Prof. Hiscock requesting that the Committee give some thought to the question of standardization of health department reports. This matter had been discussed at the annual meeting in Buffalo. Dr. Vaughan moved that the Chairman appoint a committee to develop a standard form for health department reports. Carried. Dr. Jones was appointed chairman with permission to coopt such other members for his committee as needed, with the approval of the Chairman.

Dr. Winslow presented for the consideration of the Committee the question of revising the Appraisal Form for City Health Work. Though the time set for such a revision is 1929 it was believed that a committee should be appointed to make a study of the Appraisal Form during 1927, receive the suggested changes and criticisms offered and incorporate them in a tentative form for experimental use in 1928, then be prepared for the revision in 1929. Dr. Vaughan distributed to the members of the Committee charts showing the application of the Appraisal Form to the work of the Detroit Health Department for a period of five years and gave a brief discussion of various items, pointing

out specific items which he felt from this extensive study should be revised. Dr. Emerson presented criticisms of the laboratory section as set forth in a letter from Dr. Wadsworth of the New York State Health Department.

The question was raised relative to whether the Committee on Analysis of Public Health Procedure could not do this work of revising the Appraisal Form. It was pointed out that this committee was appointed to investigate the validity of the criteria as a true measure of health services and that though it should furnish material for the revision of the Appraisal Form a special committee to undertake this work was necessary, and should be appointed. It was the opinion of the Committee that close cooperation should be established between this committee on revision and the chairmen of the various sections of the American Public Health Association, such as the nursing section, laboratory, child hygiene section, and others. Dr. Vaughan moved, seconded by Dr. Palmer, that a committee be appointed to study and prepare material for the revision of the Appraisal Form for City Health Work. Carried. The following were appointed on this committee: Dr. Palmer, Chairman, Dr. Roberts, Dr. Freeman, Dr. Lummis, Dr. Vaughan, Mr. Platt.

Owing to continued illness, Dr. Freeman, Chairman of the Committee on Analysis of Public Health Procedure, was not present and there was no report from this committee. The Committee voted to authorize the continuation of Dr. Freeman's committee.

Dr. Lummis introduced a blanket motion making Dr. Walker member ex-officio of all sub-committees. Carried.

Dr. Winslow called to the attention of the Committee a resolution passed by the Governing Council of the American Public Health Association requesting the Committee on Administrative Practice to consider undertaking with the American Medical Association a systematic study for better organization of medical service, looking toward the checking of incipient disease. The scope of such a study was discussed, ideas and opinions expressed as to how far the Committee should go in work of this kind, the ultimate good which would result in the field of public health and the medical profession, the educational value attached to such a study, and many other phases of the question. It was the feeling of the entire Committee that the initial step in undertaking such a study should be the appointment of a committee to confer with representatives of the American Medical Association upon the feasibility of the plan, and that the committee thus appointed should report at the end of one year. Dr. Vaughan put this into the form of a motion, seconded by Dr. Ruhland. Carried. Dr. Emerson was appointed Chairman of this committee, with Dr. Draper, Dr. Rankin, Dr. Bishop and Dr. Davis members.

Dr. Dublin gave a report of the finances of the Committee. He gave a comparison of the expenditures for the past ten months and the budget for ten months, which showed an unexpended balance for ten months of \$1,046.74. The budget for 1926 amounted to \$25,900. The budget for the year 1927 in the sum of \$33,800 was presented for the consideration of the Committee. Dr. Dublin went over each item of the proposed budget and pointed out the necessity for the increase. He also called attention to the expected income for 1927, based upon expected grants from the Metropolitan Life Insurance Company and the Milbank Memorial Fund, \$7,500 each, and the income which would result from the sale of consultant service, surveys and appraisals by the Field Staff, some of which are definite commitments.

Dr. Winslow went into considerable detail concerning the relation of the Committee and the Milbank Memorial Fund, explaining the conditions upon which previous grants from the Fund had been made and also touched upon the fact that the Metropolitan pledge has been contingent upon the sum granted by the Milbank. Dr. Walker felt that it was quite possible that within a few years the Committee on Administrative Practice would be self-supporting.

After this report was received Dr. Emerson brought before the Committee the question of full-time, trained public health personnel, and suggested that some credit should be allowed for this in the Appraisal Form. The feeling of the Committee after discussing the matter briefly was that this should be referred to the committee appointed for the purpose of revising the Appraisal Form for their consideration. This was done.

Dr. Winslow called attention to the fact that the positions of Field Director and Associate Field Director are annual appointments and some action should be taken by the Committee regarding these appointments. Dr. Emerson moved, seconded by Dr. Dublin, that the Committee re-appoint the present Field Director, Dr. Walker, and Associate Field Director, Dr. Drake, at the salaries as listed in the budget for 1927. Carried.

Meeting adjourned.