

Approved March 5, 1991
Date

MINUTES OF THE Senate COMMITTEE ON Agriculture

The meeting was called to order by Senator Jim Allen at
Chairperson

10:11 a.m./~~XX~~ on March 4, 1991 in room 423-S of the Capitol.

All members were present except: Senator Brady (excused)
Senator Daniels (excused)
Senator Doyen (excused)
Senator Harder (excused)

Committee staff present: Raney Gilliland, Legislative Research Department
Jill Wolters, Revisor of Statutes Department

Conferees appearing before the committee: Galen Swenson, Administrator, Grain Commodity
Commission, State Board of Agriculture
Dr. Russell A. Frey, President, Kansas Veterinary
Medical Association, Manhattan
Dr. Joe Kobuszewski, representative to the
American Veterinary Medical
Association, Valley Falls, Kansas
Dr. Debra Anderson, recording secretary for the
Kansas Veterinary Medical
Association, Topeka

Senator Allen called the Committee to order and attention to SB 323.
The Chairman next called on Galen Swenson to testify for SB 323.

Mr. Swenson gave the Committee copies of his testimony (attachment 1)
and expressed support for SB 323 which is requested in order to bring
the state in compliance with the federal soybean check-off program.

In answer to Committee questions, Mr. Swenson answered that other
states are making changes to become compatible with the federal program.
Mr. Swenson answered that about 7% request a refund of the soybean check-
off. It was answered that from the check-off funds a new variety of soy-
beans has been created that is better suited to the climate of Kansas.
New industrial uses, such as industrial ink, have been discovered from
research monies. Because of international promotions soybeans are now
used as a protein supplement in animal feed in foreign countries. Mr.
Swenson stated that he did not feel there would be surplus funds from
the new check-off plan as some research was unfunded for lack of funds
in 1990 and that new research on a regional basis in cooperation with
other states will be implemented when monies are available. Mr. Swenson
stated that he did not know with this new plan if a percentage would
still be required to be transferred to the General Fund or not.

The Chairman declared the hearing closed for SB 323 and turned
attention to SB 279 and called on the following proponents to testify.

Dr. Russell Frey gave copies of his testimony to the Committee
(attachment 2) and requested support for SB 279 which would give legal
protection to clients and veterinarians in regard to client confidentiality.

Dr. Joe Kobuszewski expressed support for SB 279 explaining that he
was a representative to the American Veterinary Medical Association that
sets ethical guidelines for veterinarians. Dr. Kobuszewski stated
that veterinarians desire to have legal backing in case of times of liabil-
ity problems. Dr. Kobuszewski requested favorable action on SB 323 by
the Committee.

Dr. Debra Anderson requested support for SB 323 which would provide
protection for clients and for veterinarians. Dr. Anderson stated that
her records are her business and that she desires to have client privilege
for her records as regular physicians have for their records.

CONTINUATION SHEET

MINUTES OF THE Senate COMMITTEE ON Agriculture,
room 423-S, Statehouse, at 10:11 a.m.~~pm~~ on March 4, 1991

Dr. Anderson stated that SB 323 would allow veterinaries to provide services that are ethical and that have legal backing.

Dr. Anderson answered that this requested legislation does not propose to change current law; it would provide legal protection for clients and veterinaries.

The Chairman declared the hearing closed for SB 323 and called for action on Committee minutes.

Senator Frahm made a motion the minutes of March 1 be approved; seconded by Senator Sallee; motion carried.

The Chairman adjourned the Committee at 11:01 a.m.

at
2
101

DATE: 4 MARCH 1991

PRESENTATION: Senate Agricultural Committee

ISSUE: Senate Bill 323

BY: Mr. Galen Swenson, Administrator, Kansas Commodity Commissions
Kansas State Board of Agriculture

Senate Agriculture Committee
2-4-91
attachment 1

The Kansas Soybean Commission in cooperation with the Kansas State Board of Agriculture is directed by the Kansas Grain Commodities Act to be advisory, to recommend program/education, and publicity, and to implement and coordinate practices relative to the commodity and products represented. Funding for such program is levied as an assessment per bushel, currently at \$.02, on all soybeans marketed through commercial channels in the state. Those funds collected on a fiscal year basis, currently provide support to fourteen in-state scientific studies investigating varietal improvement, efficient chemical usage, cropping rotation/conservation practices, extrusion technology and new product development, and storage management techniques. In addition the funds provide access to over 220 foreign development programs with human and livestock nutritional focus in some 75 countries, trade servicing to foreign and domestic buyers of soybeans and products, along with in-state programming of soybean protein quality improvement, industrial use trials, and elevator education.

To allow all soybean production to contribute to similar programming and to allow all soybean producers to participate in a national self-help program for the industry, federal legislation was adopted within the context of the 1990 Farm Bill known as the Soybean Promotion, Research, and Consumer Information Act. The corresponding federal marketing order has been developed by USDA's Agricultural Marketing Service, which authorizes existing state soybean promotion and research commissions to comply with the directives in the order and names state entities to serve as the collector of the national soybean checkoff in the respective states. Senate Bill 323 provides language allowing the Kansas Soybean Commission and the Kansas State Board of Agriculture to comply with all provisions of the federal order in terms of collection, refund, audit function, fund disbursement, and certification.

Other provisions of SB 323 allow for the creation of a soybean promotion and research fee fund which will be used to deposit the federally collected funds. One-half of the deposited funds, will be dispersed to the United Soybean Board on a monthly basis as directed by the federal marketing order. The balance of the funds will be retained in state for research and development programming on behalf of the Kansas soybean producer as determined by the existing seven producer member Kansas Soybean Commission.

The bill also provides that no assessments directed by K.S.A. 2-3007, will be collected while the national checkoff program for soybeans is in effect. A producer referendum will be held 18-36 months following the start up of the national program which will determine its' continuance or withdrawal.

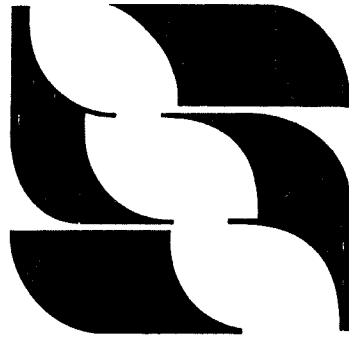
The impact on the in-state program is a potential increase in program support to expanded areas of research and developmental projects now unable to fully support. In their current budget year, the Kansas Soybean Commission received viable research requests totaling over \$366,000, however limited funds were made available to \$206,348 of in-state research programming. The additional funding to be received by the implementation of the national program will be invested in needed state research efforts.

Calculating the additional revenues from the national program is variable, dependent on the outcome of the final language of the federal marketing order due to be published by May 15, 1991, with implementation by July 1, 1991.

Other variables include the method of net value assessment versus the current set rate per bushel assessment. The checkoff rate will be determined by calculating 1/2 of 1 percent or 50 cents on \$100 in sales. Such rate will be sensitive to market conditions during the year. Hypothetically, Kansas' average two year production of 48.3 million bushels, marketed at \$6.30 (previous 2 year average), will generate \$1.521 million. The retained funds for in-state program, \$760,725, will be less than current receipts, however a higher percentage will now be available to be invested in needed state research needs and development efforts. Presumably, the equal share being dispersed to the United Soybean Board, will be invested in national and international programming now the responsibility of each state commission.

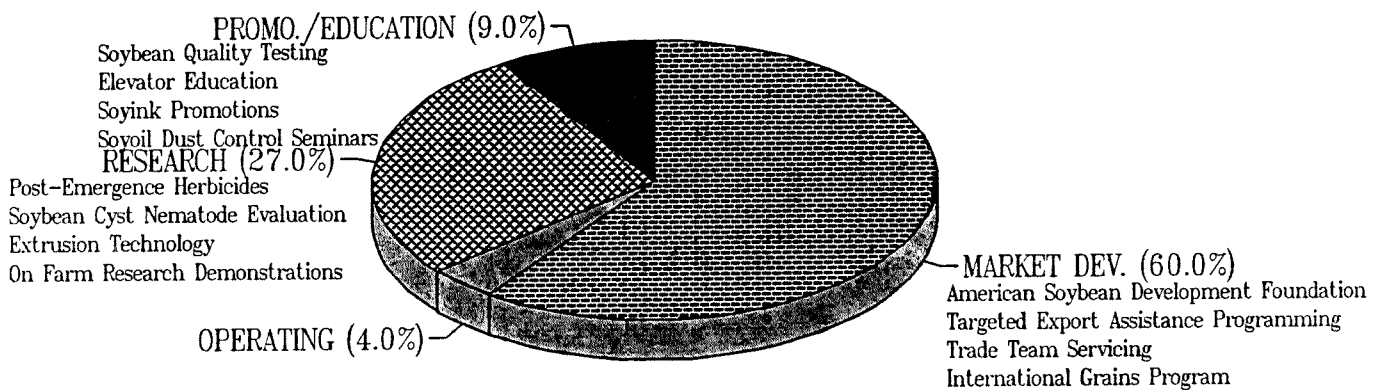
The goal of the national program is to improve profits for soybean producers by expanding soybean export markets, reducing production costs, developing new uses for soybeans and promoting soy products in the domestic market. The program is based on cooperation for the mutual benefit of all soybean producers and to unify 30 state promotion and research programs into a nationwide effort. In addition, state retained funds will enhance existing state needs in scientific/developmental areas, and domestic/industrial use areas.

Thank you for your consideration of this issue, and I appreciate your willingness to allow the Kansas Soybean Commission to comply with this newly created national program.



KANSAS
SOYBEAN
COMMISSION

KANSAS SOYBEAN COMMISSION
PROGRAM 1991



SEVEN MEMBERS, APPOINTED BY THE GOVERNOR

ASSESSMENT, 20 MILLS(2 CENTS) PER BUSHEL

**KANSAS SOYBEAN COMMISSION
FISCAL YEAR 1991**

Market Development:

- | | | | | |
|----|------------------------------|-----------|--------|-------------|
| 1. | American Soybean Development | \$350,000 | (0391) | |
| 2. | Kansas Soybean Association | \$ 52,000 | | (\$402,000) |

Research Grants:

- | | | | | |
|-----|---|--|--|-------------|
| 1. | KSU Southeast Kansas Branch Station, \$19,890 (0918)
"Soybean Cultivar Development for Southeastern Kansas" | | | |
| 2. | KSU Southeast Kansas Branch Station, \$5,000 (0808)
"Agronomic Effects, Profitability and Riskiness of Long-Term Crop Rotation
in Southeastern Kansas" | | | |
| 3. | KSU Department of Agronomy, \$46,000 (0809)
"Breeding Soybeans for Increased Profitability" | | | |
| 4. | KSU Department of Grain Science, \$12,244 (0758)
"Grain Storage, handling, and Sanitation Specialist" | | | |
| 5. | KSU Department of Grain Science, \$9,849 (0632)
"International Grains Program - IGP" | | | |
| 6. | KSU Department of Agronomy, \$10,065
"Using Reduced Rates of Postemergence Soybean Herbicides" | | | |
| 7. | KSU Department of Agronomy, \$9,000
"Introducing Soybeans Into Crop Rotations in South Central Kansas" | | | |
| 8. | KSU Department of Plant Pathology, \$5,000
"Soybean Cyst Nematode Detection and Race Identification" | | | |
| 9. | KSU Department of Grain Science, \$14,000
"Extrusion Technology for Food Applications of Soybeans" | | | |
| 10. | KSU Department of Agronomy, \$17,000
"Testing and Adapting a Decision Model for Postemergence Weed Control" | | | |
| 11. | KSU Department of Agronomy, \$30,000
"Increasing Soybean Production Through the Use of Cyst Nematode Resistant
Cultivars" | | | |
| 12. | KSU Department of Agronomy, \$5,000
"On Farm Soybean Action Research" | | | |
| 13. | KSU Department of Plant Pathology, \$13,800
"Effect of Climate and Soil Properties on Host-Parasite Relationships of
the Soybean Cyst Nematode and Charcoal Rot Fungus" | | | |
| 14. | Southeast Kansas Area Extension Office, \$9,500
"A Soybean Educational Program for Southeast Kansas" | | | |
| | | | | (\$206,348) |

KANSAS SOYBEAN COMMISSION

<u>DISTRICT</u>	<u>NAMES & ADDRESS</u>	<u>TELEPHONE NUMBER</u>	<u>EXPIRATION DATE</u>
I	Stanley McCauley RR 1, Box 213 Leona, KS 66532	913-359-6983	11/30/93
II	Russ Sylvester RR 3, Box 213 Ottawa, KS 66067	913-242-3598	11/30/93
III	Gary Parker RR 1, Box 126 Moran, KS 66755	316-496-2452	11/30/93
IV	Mark Wing RR 1 Altoona, KS 66710	316-698-3337	09/30/92
V	Dale Konzem, Chairman 409 N. Hersey Beloit, KS 67420	913-738-3092	09/30/92
VI	Ken Ott, Vice-Chairman RR 2 Mulvane, KS 67110	316-777-1092	09/30/92
VII	W. Stanley Compton RR 2 Larned, KS 67550	316-285-2568	06/30/91

Galen Swenson, Administrator
109 SW 9th Street
Topeka, KS 66612-1282
913-296-3738



KANSAS VETERINARY MEDICAL ASSOCIATION, INC.

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FAX: (913) 233-2534

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Dr. Terry Turner
Trustee-At-Large
909 Stone Street
Great Bend, Kansas 67530

Dr. Frank Fishburn
Treasurer
Rt. 7, Box 242F
Manhattan, Kansas 66502

Catharine A. Deever
Executive Director
712 South Kansas Avenue
Topeka, Kansas 66603

March 1, 1991

Senator Jim Allen, Chairman and
Members of the Senate Committee on Agriculture
1st Floor, State Capitol
Topeka, Ks. 66612-1594

Dear Senator Allen and
Members of the Senate Committee on Agriculture:

Chapter 47, Article 8 of the Kansas Statutes is commonly referred to, by veterinarians, as their "Practice Act". It should be pointed out, however, that the purpose of this act is not to protect veterinarians, but rather to protect the public.

The purpose of that Article reads:

In order to promote the public health, safety, and welfare, the legislature hereby declares that the right to practice veterinary medicine is a privilege granted to persons possessed of the personal and professional qualifications specified in this act.

The amendment to that legislation, recommended by the Kansas Veterinary Medical Association in Senate Bill 279, specifically addresses the protection of the public through the provision of confidentiality of veterinary medical records except as otherwise provided by law, by waiver and / or written authorization by clients, lawful court orders and / or subpoenas.

The protection of the client's privacy has been mandated by Veterinary Ethics, as provided by the American Veterinary Medical Association in 1863. This amendment simply secures legal support to that oath of ethics.

As previously referenced in our Executive Director's communication to you on February 19th, other professions already have such legal support. We are requesting similar privilege on behalf of the public served by veterinarians.

Respectfully yours,

Russell A. Frey
Russell A. Frey, DVM, PhD

Senate Agriculture Committee

3-4-91

attachment 2

Legal Brief

Veterinary medical records—some legal considerations

Questions are often raised and much has been written about the confidentiality of veterinary medical records, but confidentiality is not the only aspect of the veterinarian's records having legal overtones. Further questions involve their admissibility in a legal action; the status of electronic records; the relative rights of the client and the veterinarian in the records; the rights of public and private agencies in the records, especially those kept by research institutions; and the period for which different kinds of records should be retained by the veterinarian or by an institution.

This legal brief cannot touch in depth on all of these subjects. Since much has been written in the *JAVMA* and other publications, the purpose of this brief will be to include pertinent statements from some of these writings together with their citations, and to add such additional comments as seem appropriate.

In "Legal aspects of the veterinary medical records," (*JAVMA* July 15, 1978), the writer states, "The medical record is a compilation of the pertinent facts of a patient's illness including history, clinical and laboratory findings, and treatment. It is a collection of all the data derived from various and sundry sources relating to an animal or group of animals which has been assembled and integrated into a single document. It serves the needs of the animal patient or patients, the owner, attending veterinarians, the institution in which the patient is being treated, veterinary medical science, society

Prepared by Harold W. Hannah, JD, Texico, IL 62889, formerly Professor of Agricultural and Veterinary Medical Law, University of Illinois, Urbana.

as a whole and, of course, in a teaching institution, the needs of the students and faculty of that institution. It is developed and maintained only incidentally for legal purposes, although there is an ever-increasing legal component involved."

Three years later, in another article entitled "Medical records and the law" (*JAVMA*, Feb 1, 1981), the writers summarized their article by saying:

"Practitioners involved in the diagnosis and treatment of health-related conditions are vulnerable in litigation. Courts of law frequently award large settlements to plaintiffs who can convince a jury that the quality of service was less than could be reasonably expected. Court judgments are based on evidence supported by hard facts. Practitioners should maintain an accurate accounting of each case, not only as good business practice but also as evidence in case of litigation. The medical record is an excellent source of such evidence."

More recently, the July 1, 1990 issue of the *JAVMA* included a special report on "Confidentiality of veterinary medical records." Several earlier Legal Briefs have dealt with the subject of records; these will not be listed as they can be found in the book, *Legal Briefs from the Journal of the American Veterinary Medical Association* (American Veterinary Medical Association, Schaumburg, Illinois, 1986).

Confidentiality—The "Principles of veterinary medical ethics," adopted by the AVMA, has this to say about the veterinarian-client relationship: "The ethical ideals of the veterinary profession imply that a doctor of veterinary medicine and the veterinarian's staff will protect the personal privacy of clients, un-

less the veterinarian is required by law to reveal the confidences or unless it becomes necessary in order to protect the health and welfare of the individual, the animals, and/or others whose health and welfare may be endangered."

Though the ethical position of the veterinarian seems clear, the legal position is not. The legal position varies by jurisdictions, depending on what view the courts have taken. In only one state has the writer found a statutory provision. The Georgia Code provides that:

"No veterinarian . . . shall be required to disclose any information concerning the veterinarian's care of an animal except on written authorization or other waiver by the veterinarian's client or on appropriate court order or subpoena." (Ga Code 24-9-29)

To the writer's knowledge, the most thorough research into the case law on the veterinarian-client privilege was done by Mr. Gregory Dennis, a lawyer in the firm of Perry & Hamill, Overland Park, Kansas. This work was done in connection with a case being handled by Mr. Dennis. I quote from a letter of June 14, 1990 to me:

"My review of American case law has led to the same conclusion as yours, that there has apparently been only one published American decision which has specifically discussed the concept of a veterinarian-client privilege and it held there was no such privilege . . . *Hendershott v Western Union Telegraph Co* 106 Ia 529, 76 NW 828 (1898) . . . The only other case I have located is *Velichick v Velichick* 37 Ohio App 2d 95, 307 NE 2d 270 (1973) wherein the Ohio Court of Appeals, in rejecting an argument

by a dentist that he should be regarded as a "physician" for purposes of Ohio's physician-patient privilege, also declared that osteopaths, orthopedists, druggists and veterinarians should not be regarded as "physicians" for the purpose of coming under Ohio's physician-patient privilege."

Mr. Dennis then states, "A review of legal treatises on this subject achieves no better conclusion."

Research by Mr. Dennis into the laws of Great Britain, Australia, and Canada discloses that, in all of those jurisdictions, there is recognition of a veterinarian-client privilege.

It is my view that the relationship should be a privileged one. The reasons are obvious. I strongly suggest, therefore, that the next time this issue arises, attorneys wishing to establish that there is a veterinarian-client relationship of confidentiality, cite the Georgia statute, the law of other common law jurisdictions, and the statement in the AVMA *Principles of Ethics*. State veterinary medical associations might consider lobbying for a law like the aforementioned Georgia statute.

Admissibility of veterinary medical records—With respect to admissibility in court, there is no difference between veterinary medical records and other medical records. Much has been written about the latter. Without going into detail, it may be said that veterinary medical records are admissible when a proper foundation is laid. Questions can always be raised about the accuracy and truthfulness of the records. It has been pointed out that, with increasing malpractice actions in the health professions, there is a temptation to either alter records or omit information that would be detrimental to the professional person. Thus, testimony about the records can be adduced. A good discussion of this issue, "Medical-legal documents: admissibility and validity," appears in 7 *Western State University Law Review* 25.

Computerized veterinary medical records—The computerization of medical records has raised many questions about admissibility. These records have raised further questions about privacy, alteration, and "invasion" of the computerized material. Despite early concerns, statutory law and court decisions now recognize that such records are admissible, provided that certain standards are met. For a definitive discussion of computerization and how it might affect veterinarians, readers are referred to a special commentary in the *JAVMA*, Dec 1, 1988, entitled "Admissibility of computerized medical records as evidence in a court of law." Also, one of the Legal Briefs (*JAVMA*, Sept 1, 1983) discusses this subject.

Ownership of veterinary records—the client's rights—It is well established that a veterinarian owns the medical records made on a client's animal—but the matter does not end there. The client has a right to review the records and to make copies. Also, the veterinarian is not entitled to transmit records or any portion of them to another entity without the consent of the client, unless the records have been subpoenaed or may be required for some other legal reason. (A federal law requiring the disclosure of the records on laboratory animals in a research facility, for example.) It is recommended that, if a veterinarian is to release the records of a client, it be on written authorization from the client. A client may object if more information is exposed than a situation requires. Though there may be no state law regarding the confidentiality of veterinary medical records, a so-called "right of privacy" law might have application.

The right of government agencies and private groups to inspect veterinary medical records—In furtherance of programs such as the Federal Laboratory Animal

Welfare Act or of state animal welfare laws, there is no question that the public, through legislation and the adoption of regulations, may have the right to inspect records that bear on implementation of the law. Here again, however, such agencies would have a right only to such records as are pertinent to the purpose of the law. A recent issue has arisen when animal rights groups have insisted on research institutions making their records available. Inasmuch as these groups are private organizations, the right does not differ from that of a private citizen—therefore, they would have no right to such records unless litigation were involved and a subpoena could be issued.

Retention of veterinary medical records—Though the AVMA has for many years been interested in policies regarding the retention of records by veterinary medical associations, and has developed some guidelines, I have found very little that bears on the retention of a veterinarian's records. Nevertheless, many of the guidelines developed for veterinary medical associations include elements that would be applicable to a veterinarian's practice—especially those having to do with potential legal action or the business side of the practice. Statutes of limitation should be studied in the veterinarian's particular state, and records should be kept past the time when legal action could be commenced. A timing code should be developed, and the code number or letter indicated on each item that is filed.

The purpose of this discussion of veterinary medical records is to alert veterinarians to the desirability of maintaining promptly made, adequate records and to some of the legal implications of these records. Though the usual situations in which such records could take on legal overtones have been mentioned, others of a less frequent nature may arise from the facts in particular situations.

Some readers have expressed interest in having an annual index of titles for Legal Briefs. Accordingly, here is the list of all Legal Briefs published since Dec 1986, when all Legal Briefs up to that date were published in compiled format.

Liability of directors, officers, and committee members of veterinary medical associations (Jan 1, 1987, pp 10-11)

Insurance for veterinary medical association personnel (Feb 1, 1987, pp 246-247)

Abusive language—the tort of outrage (Mar 1, 1987, pp 521-522)

Legalese in malpractice cases (Apr 1, 1987, pp 850-852)

Telephone directory mistakes (May 1, 1987, pp 1104-1105)

Statutory protection from liability for veterinary medical association board members, officers, and other personnel (June 1, 1987, pp 1398-1399)

Malpractice insurance—some legal considerations (July 1, 1987, pp 32-33)

Animal insurance and the veterinarian (Aug 1, 1987, pp 279-280)

Employed veterinarians as independent contractors—some legal considerations (Sept 1, 1987, pp 502-503)

Statutory bars to noncompetition agreements (Oct 1, 1987, pp 766-767)

The veterinarian's civil liability in the use of drugs (Nov 1, 1987, pp 1062-1063)

The liability potential in helping impaired veterinarians (Dec 1, 1987, pp 1384-1385)

The duty to give expert testimony (Jan 1, 1988, pp 26-27)

Fee splitting (Feb 1, 1988, pp 310-311)

Veterinarians treat clients too (Mar 1, 1988, pp 582-583)

Overlap in the animal health professions—some legal considerations (Apr 1, 1988, pp 852-853)

The legal road to revocation (May 1, 1988, pp 1168-1169)

Sale of a veterinary practice (June 1, 1988, pp 1496-1497)

Sales and occupational taxes and the veterinarian (July 1, 1988, pp 34-35)

Legal status of veterinary dentistry (Aug 1, 1988, pp 310-311)

Malpractice actions—what recovery? (Sept 1, 1988, pp 538-539)

Veterinarians and the joint venture (Oct 1, 1988, pp 802-803)

Malpractice suits and malicious prosecution—veterinarian countersuits (Nov 1, 1988, pp 1040-1041)

Limitations on the right to practice veterinary medicine (Dec 1, 1988, pp 1392-1393)

Veterinarians and state reciprocity requirements (Jan 1, 1989, pp 50-51)

Specialty practice—some legal considerations (Feb 1, 1989, pp 354-355)

Corporate practice of veterinary medicine (Mar 1, 1989, pp 650-651)

Biotechnology and the veterinarian—some legal considerations (Apr 1, 1989, pp 890-891)

Cat cases (May 1, 1989, pp 1182-1183)

The veterinarian as a friend of the court—amicus curiae (June 1, 1989, pp 1560-1561)

Dissolution of a veterinarian's marriage (July 1, 1989, pp 46-47)

Veterinary medical associations, state government, and the courts (Aug 1, 1989, pp 322-323)

Animal patents (Sept 1, 1989, pp 577-578)

Dog-bite statutes (Oct 1, 1989, pp 908-909)

Recent malpractice decisions of importance to veterinarians (Nov 1, 1989, pp 1220-1221)

Some pointers on fee collection (Dec 1, 1989, pp 1488-1489)

The mediation of malpractice claims (Jan 1, 1990, pp 54-155)

Advertising and ethics—is there still a relation? (Feb 1, 1990, pp 418-419)

Animals rights and the veterinarian (Mar 1, 1990, pp 718-719)

Evidence from and about animals (Apr 1, 1990, pp 1038-1039)

Restrictions on the establishment of a veterinary clinic (May 1, 1990, pp 1384-1385)

Animal control and the veterinarian (June 1, 1990, pp 1774-1775)

Defining the practice of veterinary medicine—who does what? (July 1, 1990, pp 50-51)

Human injury by animals other than dogs and cats—the veterinarian's involvement (Aug 1, 1990, pp 337-338)

Veterinarians and credit cards—when the client reneges (Sept 1, 1990, pp 574-575)

Punitive damages (Oct 1, 1990, pp 834-835)

The liability potential for laboratory animal and public veterinarians (Nov 1, 1990, pp 1140-1141)

Liability protection for laboratory animal and public veterinarians (Dec 1, 1990, pp 1456-1458)

2-4