

*A Comprehensive*  
WELFARE PROGRAM  
*for*  
VERMONT



1946

DEPARTMENT OF PUBLIC WELFARE



# Major Recommendations

- A.—TWO MILLION DOLLAR BUILDING PROGRAM.
- (1) Overcrowding and waiting list at Brandon State School.
  - (2) Expansion of facilities and development of mental hygiene program at Vermont State Hospital.
- B.—AN INTERMEDIATE TRAINING SCHOOL FOR BOYS (USING PRESENT WOMEN'S REFORMATORY.)
- C.—BUILDING OF NEW WOMEN'S REFORMATORY.
- D.—ADEQUATE GRANTS FOR DEPENDENT CHILDREN AND HANDICAPPED ADULTS.
- E.—STRENGTHENING OF WELFARE PERSONNEL.
- F.—PROVISION FOR PASTEURIZATION PLANTS AT INSTITUTIONS.
- G.—EXPANSION OF MENTAL HYGIENE CLINICS.
- H.—REVISION OF LAWS FOR ADMITTANCE TO MENTAL HOSPITALS.
- L.—PROVISION FOR MORE PRIVATE ROOMS AT SANATORIUMS FOR THOSE PATIENTS ADMITTED FOR DIAGNOSIS.
- J.—AUTHORIZATION OF LICENSING FUNCTION.
- K.—REVISION OF ADOPTION LAW.
- L.—EXPANSION OF RUTLAND COLONY.
- M.—SIMPLIFICATION OF INTER - INSTITUTIONAL TRANSFERS.
- N.—ENCOURAGEMENT OF COOPERATION BETWEEN COURTS AND DEPARTMENT.
- O.—OCCUPATIONAL THERAPY AT WASHINGTON COUNTY SANATORIUM.
- P.—CONTROL OF VERMONT SANATORIUM FARM TURNED OVER TO BRANDON STATE SCHOOL.
- Q.—ESTABLISHMENT OF DETENTION HOMES FOR JUVENILES PENDING PRE-COURT INVESTIGATIONS.
- R.—PERSONS UNDER 25 YEARS OF AGE SHOULD NOT BE EMPLOYED AT SANATORIUMS.
- S.—LEGISLATION AUTHORIZING REPAIR FUNDS TO BE CARRIED OVER FROM YEAR TO YEAR.
- T.—MORE ADEQUATE CLASSIFICATION OF PRISONERS.



## Reasons for Survey

Vermont has traditionally accepted the responsibility for care of its handicapped citizens. The dates on which our first state institutions were opened, such as Vermont State Hospital in 1891, Vermont Industrial School in 1872, Vermont State Prison in 1809, indicate that the people of Vermont early realized and accepted the necessity for providing care for its citizens. Vermont's record in Public Welfare has been good for more than a century. Gradually more institutions were built, present institutions were expanded, and services to all types of handicapped people were added to the welfare functions of the state. In 1917 the Vermont Board of Charities and Probation was created by an act of the legislature and functioned until it was supplanted by legislation creating the Department of Public Welfare in 1923.

It is natural that in the rapid growth of the department and in the acquisition of additional functions, studies would have to be made from time to time to evaluate the effectiveness of the services rendered. Surveys of almost all institutions and departmental functions have been made at one time or another and have been of utmost value in furthering improvement and progress. At no time, however, has a survey of the entire department been made. It has long been felt that such a survey was needed and with authorization and approval of Governor Proctor the idea was put into effect.

The necessity for the survey and the desired outcomes were summarized in a recent Department of Public Welfare publication as follows: "An over-all survey will serve many purposes, such as the integration of related activities, the simplification of administrative machinery, and the ironing out of inconsistencies in present welfare procedure. It is obvious that in the evolution of welfare practices new devices and techniques are being discovered which make more effective the services rendered by various agencies. In order that present welfare activities in Vermont may be measured against these enlightened methods of modern social procedure, a review of our present practices and policies is necessary. When the entire scope of welfare services can be viewed in its broadest aspect and the relation of each service to the other, both private and public, can be clearly defined, it will insure the avoidance of duplication in services

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second floor. A building which is centrally located and which can be reached without going out of doors is desirable. The ground floor of this building should be used as an employees' recreation hall.

#### G—REMODELING OF DINING ROOMS, SCULLERY AND REFRIGERATION.

This project must be coordinated with project F. The present general dining room can only be reached by steep, narrow stairs. This prevents many of the feeble patients being sent to the dining hall, which in turn requires many separate dining halls on the wards. By building a second story on the present dining hall, this difficulty can be overcome. The present dining hall space would provide room for an adequate employees' dining hall, scullery, refrigeration, cannery and canned goods storage. This in turn would provide building space for the most advantageous site for the auditorium.

#### H—MODERNIZING OF WARDS 1-2-3 NORTH AND 1-2-3 SOUTH.

*Dining Hall, Vermont State Hospital, Waterbury, Vt.*



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*Brandon Colony House, Rutland, Vt.*





*Brandon Colony House, Rutland, Vt.*

## RECOMMENDATIONS FOR BRANDON STATE SCHOOL

THE FOLLOWING PROVISIONS ARE RECOMMENDED CONCERNING THE COLONY PLAN:

1. Investigation should be made of the possibility of expanding the colony plan for both boys and girls.
2. New colonies should be close enough to the Brandon State School so that they can be administered easily by the administrative staff of the parent institution.
3. Provision should be made for training younger employees for continuing and expanding the colony plan.
4. A flexible policy should be maintained concerning Colony House operation with decisions based on individual study of each separate case.

THE FOLLOWING RECOMMENDATIONS ARE PROPOSED CONCERNING THE BUILDING PLAN AND FUTURE EXPANSION OF BRANDON STATE SCHOOL:

1. Ultimately, it is most desirable to plan for the geo-





*Superintendent's Residence and Administration Offices,  
Brandon State School*



*Dormitory "B", Brandon State School*







*Dormitory "A", Brandon State School*



*Dormitory "F", Brandon State School*









2. The geographic isolation of male and female patients in order to minimize communication and fraternization.
3. The geographic separation of educable from custodial cases is strongly urged since it is not desirable for the school children to come into close contact with low grade idiots and imbeciles who receive custodial care.
4. Separate wards should be provided for the very young children under six years of age.
5. It would be desirable to have cripples and bed cases cared for either on special wards or in an infirmary building.
6. The institution, when completed, should contain a small but well equipped hospital for the care of acute illness.
7. The present policy of separating older inmates from younger children should be continued when the institution is expanded.

### OUTLINE OF PROPOSED LONG-TERM BUILDING PROGRAM

Building	Approx. No. Beds	Use in 1946	Eventual Proposed Classification
Dormitory A	70	Male Custodial Bldg.	Females (Adult or or Working)
Dormitory B	38	Adult Working Males	Not to be used as dormitory because of fire hazards
Dormitory C	70	Educable Young Females	Educable Young Females
Dormitory D	70	Female Custodial Bldg.	Female Custodial Bldg. (older inmates)
Dormitory E	70	Adult Working Females	Adult Working Females
Dormitory F	70	Educable Young Boys	Educable Young Girls
Dormitory G	40		Children's Bldg.
Dormitory H	50		Female Isolation Bldg.
Dormitory I	70		Female Custodial Bldg. (younger inmates)
Dormitory J	70		Male Custodial Bldg. (younger inmates)
Dormitory K	50		Adult Working Males
Dormitory L	50		Male Isolation Bldg.
Dormitory M	70		Male Custodial Bldg. (older inmates)
Dormitory N	50		Educable Younger Males
Hospital - Infirmary	40		Males (20) Females (20)

Brandon State School, Brandon, Vt.



The Women's Reformatory in Rutland is located in what was originally the House of Correction for both men and women. It was not until 1921 that the institution was remodeled as a women's reformatory. The Reformatory has a present inmate census of twenty-five and employs eight persons. The appropriation for the current year is \$28,000.

### RECOMMENDATIONS

1. THAT THE WOMEN'S REFORMATORY AT RUTLAND BE CONVERTED INTO A TRAINING SCHOOL FOR OLDER BOYS AND THAT A NEW WOMEN'S REFORMATORY BE CONSTRUCTED.

There is an imperative need for an intermediate institution for boys between the ages of sixteen and twenty-one. There are at the present time sixty-two boys in this age group confined either at the House of Correction in Windsor or at the Weeks School in Vergennes. A separate institution for this group would enable the Weeks School to provide a better training program for the younger group and would eliminate the undesirable

*Laundry Building and Walled Yard, Women's Reformatory, Rutland, Vt.*

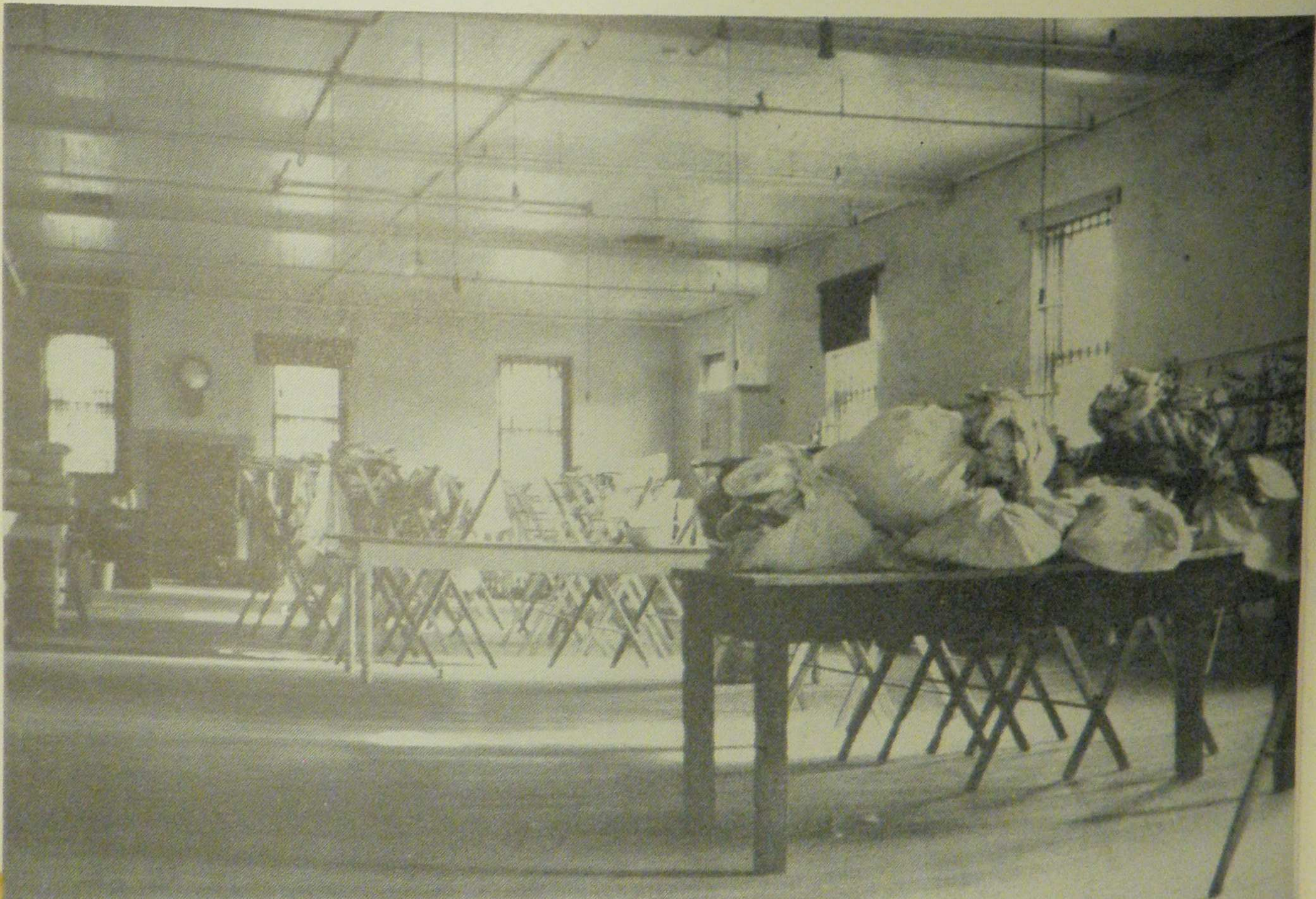






*Chapel, Women's Reformatory, Rutland, Vt.*

*Interior of Laundry, Women's Reformatory, Rutland, Vt.*



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practice of mixing the boys at the House of Correction with the older men confined there.

Although the Women's Reformatory in Rutland has a capacity of about seventy-five, it has an average inmate population of only twenty-five. Since this institution is far too large to serve as a Women's Reformatory for Vermont and since it could very easily be transformed into an excellent training school for boys, it would seem expedient to build a new and smaller Women's Reformatory and utilize the present reformatory building as a training school for older boys.

2. THAT THE METHOD OF INTER - INSTITUTIONAL TRANSFER BE SIMPLIFIED.

The present method of inter - institutional transfer seems unnecessarily cumbersome when it becomes necessary to transfer inmates from one institution to another rather quickly. A simplification of the procedure would be highly desirable.

3. THAT MORE ADEQUATE CLASSIFICATION OF PRISONERS BE EFFECTED, PARTICULARLY AT VERMONT STATE PRISON.

More adequate classification and the further use of adaptability tests would contribute much toward the rehabilitation of the prison inmates.

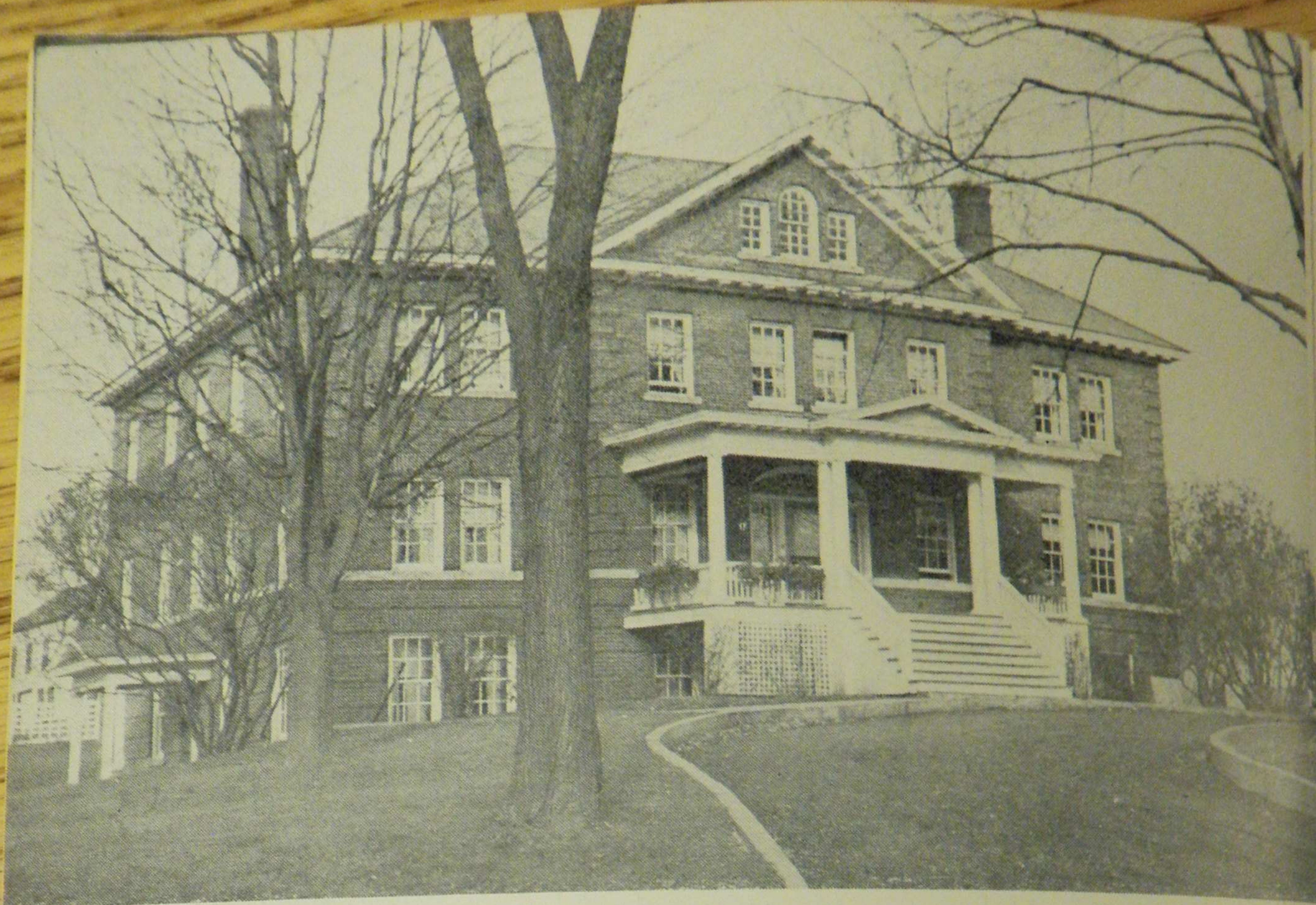
4. THAT THE SERVICES OF A TRAINED PSYCHIATRIST BE MADE AVAILABLE TO VERMONT STATE PRISON, WEEKS SCHOOL AND THE WOMEN'S REFORMATORY.

If adult psychiatric clinics are established under the mental health program, it is advocated that the services of a trained psychiatrist be made available to Windsor for at least one day per week, to Weeks School for two days per week, and to the Women's Reformatory for one-half day per week. A psychiatrist should spend sufficient time at each correctional institution to make a careful study and examination of every person committed thereto.

5. THAT AS FAST AS SPACE BECOMES AVAILABLE ALL MENTALLY DEFICIENT CHILDREN NOW AT WEEKS SCHOOL SHOULD BE TRANSFERRED TO BRANDON STATE SCHOOL.

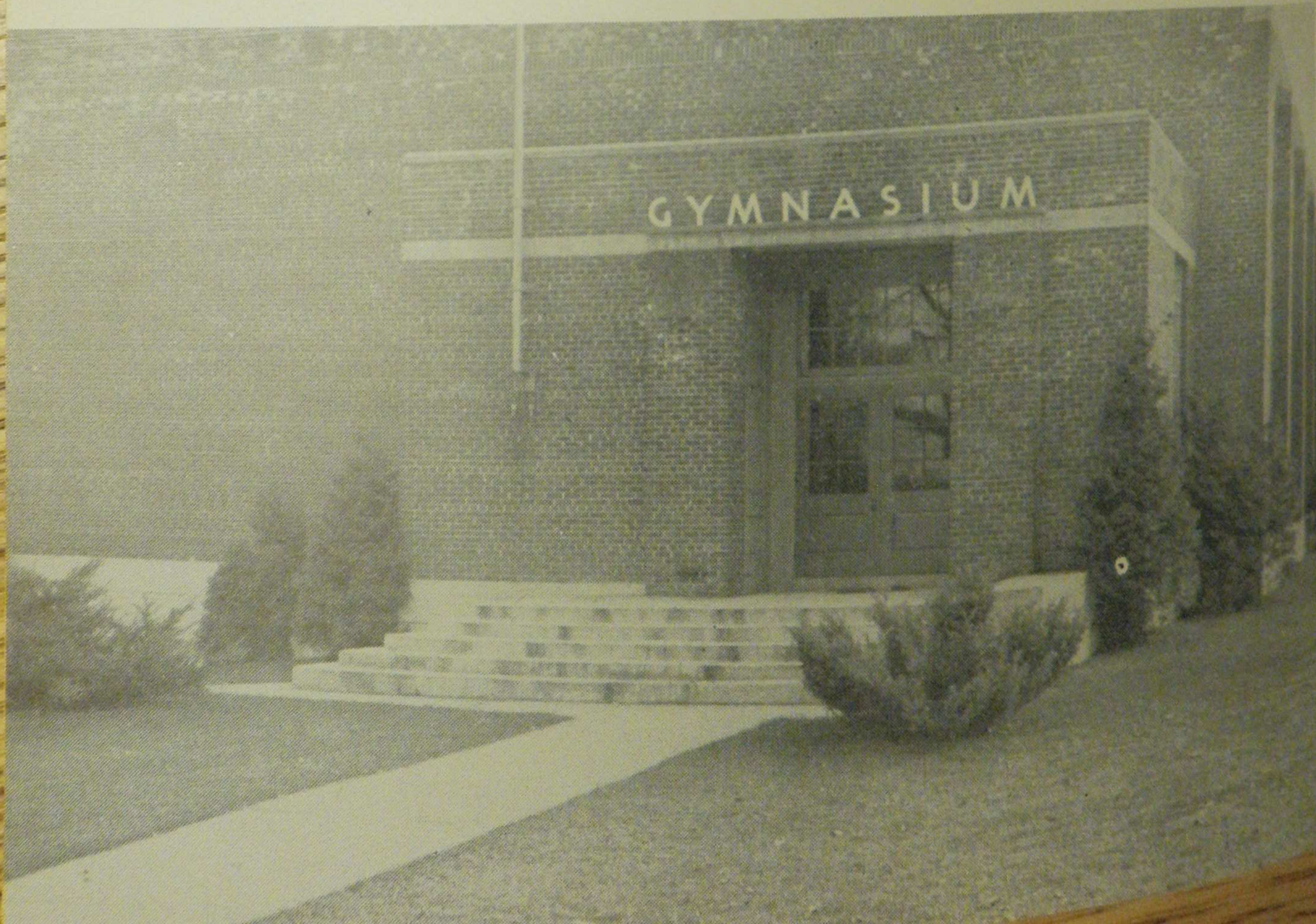
The elimination of all mentally deficient children from Weeks School would increase the effectiveness of the training program at that institution.





*Administration Building, Weeks School, Vergennes, Vt.*

*Gymnasium, Weeks School, Vergennes, Vt.*

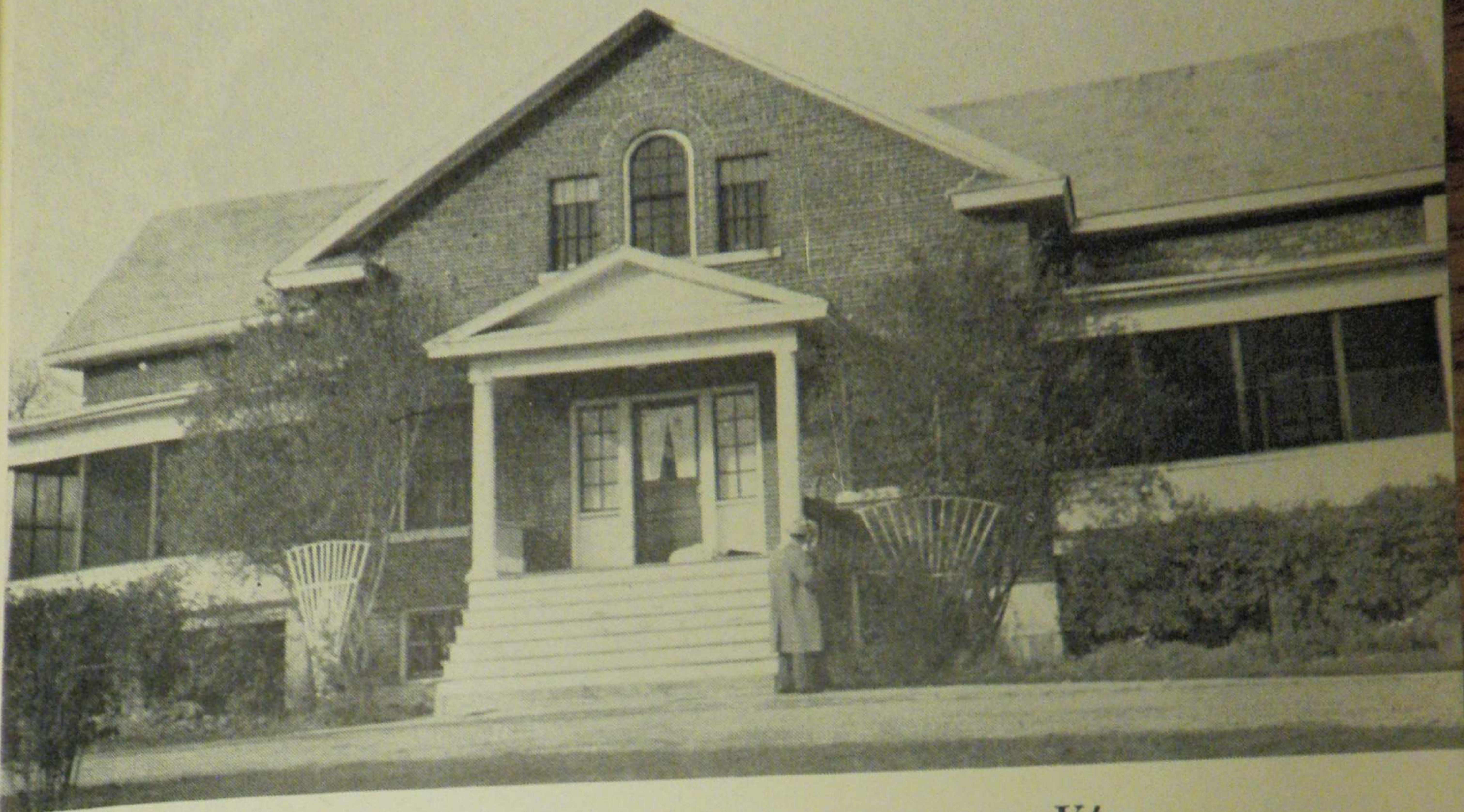


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*Hospital, Weeks School, Vergennes, Vt.*

6. THAT SEPARATE APPROPRIATIONS FOR REPAIR AT INSTITUTIONS BE PROVIDED AND THAT UNEXPENDED BALANCES BE CARRIED OVER FROM YEAR TO YEAR.

This provision would enable institutions to plan their repairs in advance and should result in a better all-round repair program which will effectively combat deterioration of the institutional buildings.

7. THAT COURTS BE ENCOURAGED TO ALLOW A GREATER SPAN BETWEEN MINIMUM AND MAXIMUM SENTENCES.

This greater span would aid in the rehabilitation process since the inmates would understand that their attitude and behavior while in the institution would determine in part the length of time they would be confined.

8. THAT A WIDER PROGRAM OF PUBLIC INFORMATION BE INAUGURATED TO ACQUAINT THE PUBLIC WITH THE OPERATION AND FACILITIES OF EACH INSTITUTION.

A better understanding of how each institution operates and what facilities are provided would further the spirit of understanding and cooperation between the institutions and the general public which is so highly desirable.



the filing of the application for assistance, the last year of which shall be continuous and immediately preceding such application;

[c] (b) Is not an inmate of or being maintained by any public institution at the time of receiving assistance. An inmate of an institution may, however, make application for assistance but the assistance, if granted, shall not be given until he ceases to be an inmate;

[d] (c) Has not sufficient income or other resources to provide a reasonable subsistence compatible with decency and health;

[e] (d) Has not made an assignment or transfer of property or income for the purpose of qualifying for assistance.

Section 2. Section 10 of No. 12 of the Special Session of 1935, as amended, is hereby amended to read as follows:

Section 10. Old age assistance exclusive; funeral expenses. No person receiving assistance, under this act shall at the same time receive old age assistance from the state. On the death of a recipient of assistance, reasonable funeral expenses for burial [shall] may be allowed and paid by the department; provided, however, that such expenses do not exceed one hundred and fifty dollars, and the estate of the deceased is insufficient to defray the same.

Section 3. Section 3 of No. 12 of the Special Session of 1935, as amended, is hereby amended to read as follows:

Section 3. [The amount of aid which may be awarded to any applicant shall be fixed with due regard to the conditions existing in each case but shall in no case exceed thirty dollars per month.]

The amount of assistance which any recipient shall receive shall be determined, in accordance with the rules and regulations of the state department, with due regard to the requirements and the conditions existing in the case and to the income and resources available from whatever source and shall be sufficient, when added to the income and resources determined to be available to him, to provide him with a reasonable subsistence compatible with decency and health.

#### INSTRUCTION OF PHYSICALLY HANDICAPPED PERSONS (Chapter 231)

Section 5562. [Board for control of mentally defective persons.] Commissioner, powers. The commissioner of



public welfare, by virtue of his office, shall be commissioner of the deaf, dumb, blind, [idiotic, feeble-minded] or epileptic children of [indigent] parents **residing in the state** and, as such commissioner, shall have charge of their instruction, and may accept gifts, grants or other donations to carry out the purposes of [an advisory board hereinafter created] **this chapter.** (Delete remainder of this section.)

Section 5563. Duties. The commissioner may provide for the instruction of blind, deaf, [and] dumb or epileptic children over four years of age, and blind adults, in such schools [without the state] as he may designate, but such schools shall be selected with a view to furnishing instruction in such trades or lines of work as will be best calculated to enable such persons to become self-supporting. **The commissioner may provide for the private instruction of such persons when, in his opinion, private instruction will best serve the interests of the beneficiary.**

Section 5564. (No change)

Section 5565. (Delete whole section)

Section 5566. (Delete whole section)

Section 5567. Designation by commissioner. The commissioner may designate beneficiaries and direct the auditor of accounts to issue his warrants for any part of the funds available for the purposes of this chapter. He may superintend and direct all matters relating to the education of the deaf, dumb, blind [idiotic, feeble-minded] or epileptic children, **or blind adults**, inhabitants of the state, and may allow all or any portion of the expense of their conveyance to and from and support in the institutions in which they are instructed, for such time as he deems proper; and he may take bonds to indemnify the state against the expenses which accrue in consequence of the sickness, clothing or transportation of a beneficiary.

Section 5568. Selectmen to give bond. The selectmen of each town may execute in their official capacity in behalf of their respective towns, without a previous vote, the bond which may be required to be given by the town to indemnify the state against expenses which may accrue in consequence of the sickness, clothing or transportation of the deaf, dumb, blind [idiotic, feeble-minded] or epileptic beneficiaries from such town.

Section 5569. Town to defray expense of transportation. When a person is designated a beneficiary, the town in which he resides shall defray the expenses of his convey-

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ance to and from the institution in which he is to be instructed, when, in the opinion of the selectmen, his parent or guardian is not able to pay the same.

Section 5570. (Delete whole section)

Section 5571. (Delete whole section)

Section 5572. (No change)

Section 5573. (No change)

Section 5574. Discharges; tools and equipment. Twenty-five hundred dollars of the moneys annually available for the benefit of the beneficiaries named in this chapter may be expended by the commissioner in his discretion, for the care, education, tools, equipment and training of such beneficiaries after they have been discharged from the institutions in which they have been kept [as subjects of state charity]. The Commissioner may make contracts with any person, association or corporation for carrying out the provisions of this section and may direct the auditor of accounts to issue his warrants for any part of the moneys available for the purposes of this section.

Section 4247. [List of legal pupils; compensation.] **Reports by clerk of school board; compensation.** The clerk of the board of school directors shall annually, between August 1 and 15, prepare on forms to be prescribed by the board of education, an accurate list containing the name and date of birth of each legal pupil residing in the town district, the name of the parent or other person having control of such pupil and such other facts as the board may prescribe. The clerk shall keep such list on file and **on or before September 15 shall make such report therefrom as the board of education may require. The clerk of the school board shall, at the same time, report to the board of education on forms provided by such board the names and ages of all deaf, dumb, blind, epileptic, feeble-minded or idiotic persons residing in the school district. On or before November 1 the board of education shall forward these reports of deaf, dumb, blind, epileptic, feeble-minded or idiotic persons, or authentic copies thereof, to the commissioner of public welfare to be retained by such commissioner.** Upon presentation of a certificate of the superintendent of such district that such lists [has] **have** been prepared as required by this section, the clerk shall be paid by the town district for preparing such lists [six] **ten** cents for each [pupil] **person** named in such lists.



## INSTITUTIONS

The Vermont State Hospital at Waterbury has a capacity of 858 but is now caring for about 1,100 patients. About 200 men and women are employed at this institution, which has a current yearly appropriation of \$450,000.00. The hospital is under the direction of a superintendent and has in addition six other physicians on the staff. A large farm is operated in conjunction with the hospital.

In addition to the patients cared for at the Vermont State Hospital, there are about 380 state patients cared for at the Brattleboro Retreat in Brattleboro.

The Brandon State School at Brandon has a present enrollment of 405. Of this number, 16 girls are housed at the Colony House in Rutland and 16 boys and girls are now on conditional discharge under the supervision of the school. This institution with about 58 employees has an appropriation of \$140,000.00 for the current year. The farm operated by the school provides much of the food for this institution.

The Colony House at Rutland, where 16 girls are placed, offers a home-like atmosphere which is enjoyed by the higher grade girls placed there. These girls do housework in the city and return to the Colony House each night. Part of their earnings is credited to the individual accounts and part is paid to the state to defray the expense of operating the house.

## RECOMMENDATIONS

### GENERAL

The institutional care for those individuals who are mentally ill or mentally defective presents many problems. The program proposed attempts to meet the needs of all those requiring such care, to establish policies, and to suggest changes in the laws to accomplish these purposes.

1. THAT THE VERMONT STATE HOSPITAL BE PRIMARILY FOR THE CARE OF THE MENTALLY ILL OF ALL AGES AND THAT THE BRANDON STATE SCHOOL BE PRIMARILY FOR THE CARE OF THE MENTALLY DEFICIENT OF ALL AGES.

2. THAT DEFECTIVE DELINQUENT PERSONS BE CARED FOR AT THE BRANDON STATE SCHOOL BUT THAT SUCH INDIVIDUALS WHO CANNOT BE PROPERLY CARED FOR THERE BE CARED FOR AT THE VERMONT STATE HOSPITAL.



3. THAT EPILEPTIC PERSONS WHO CANNOT BE CLASSIFIED AS EITHER MENTALLY ILL OR MENTALLY DEFECTIVE, BUT WHO BECAUSE OF THE FREQUENCY OR SEVERITY OF THEIR SEIZURES REQUIRE INSTITUTIONAL CARE BE ADMITTED TO THE BRANDON STATE SCHOOL OR THE VERMONT STATE HOSPITAL.

In general, those persons 16 years of age or younger should be cared for at the Brandon State School in order that they may receive some elementary education.

4. THAT ANY ATTEMPT TO ESTABLISH BRANCH OR SATELLITE INSTITUTIONS OR BUILDINGS BE DISCOURAGED.

5. THAT EACH INSTITUTION DEVELOP OR EXPAND ITS SOCIAL SERVICE DEPARTMENT.

6. THAT ALL MILK AND CREAM SERVED AT STATE INSTITUTIONS BE PASTEURIZED.

7. THAT THE AUTHORITY FOR TRANSFERRING PATIENTS FROM ONE INSTITUTION TO ANOTHER BE SIMPLIFIED.

*New Medical - Surgical Building under construction,  
Vermont State Hospital, Waterbury, Vt.*





8. THAT AN ORGANIZED PROGRAM BE INAUGURATED TO KEEP THE PUBLIC INFORMED OF THE CONDITIONS AND NEEDS OF THE MENTAL INSTITUTIONS.

9. THAT THE LAWS GOVERNING ADMISSION TO MENTAL INSTITUTIONS BE AMENDED AND REVISED IN ACCORDANCE WITH THE RECOMMENDATIONS OF THE CURRENT "COMMISSION TO REVISE THE STATUTES".

### RECOMMENDATIONS FOR VERMONT STATE HOSPITAL

1. THAT A DEFINITE BUILDING PROGRAM BE DEVELOPED WHICH WILL MEET THE PRESENT NEEDS AND PERMIT FURTHER EXPANSION IF THAT SHOULD BECOME NECESSARY.

2. THAT THE FOLLOWING BUILDINGS BE PROVIDED AT ONCE:

A—MEDICAL - SURGICAL BUILDING

B—NURSES' RESIDENCE

C—PASTEURIZING PLANT

D—MECHANICAL REPAIR SHOP AND GARAGE FOR FIRE TRUCK

Recommendation D is made in order that the shops now in use may be removed from the basement of a ward building, where they constitute a fire hazard; that ample work room may be provided; and that storage space may be provided for repair parts. The garage for a fire truck in the same building would permit the centralization of fire-fighting equipment and the elimination of 13 wooden buildings located about the hospital grounds. These buildings house fire hose and attachments, wrenches, lanterns, etc., which constitute a great reduplication of equipment as well as a hazard in an institution of this type.

E—VEGETABLE STORAGE BUILDING

The present root cellars are too small to meet the needs. They are in bad repair and are located on a site to be used for the Medical-Surgical Building.

F—AUDITORIUM AND EMPLOYEES' RECREATION BUILDING.

The present chapel or auditorium is a small room accommodating about 150 patients. It is located on the