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Board for Vocational Education

Des Moines

REHABILITATION DIVISION

Vocational Rehabilitation for Disabled Persons



*A Discussion of the Effort by the State and Nation to
Help Persons with Physical Defects to Over-
come Their Economic Disadvantage*

Including Federal and State Laws
and the Official Plan

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FOREWORD

Society once looked upon its physically defective with a spirit of intolerance and the sentiment of the age was one of cruelty and elimination. This early barbaric attitude gradually gave way to one of passive indifference and the disabled were forced to become beggars and were classified as social outcasts. Such a condition existed for many centuries and it was not until the early part of the nineteenth century, that a more favorable attitude began to develop in Europe and in the United States. During the latter part of the nineteenth and the early part of the present century, a social sense of responsibility was developed toward the physically disabled. It is only comparatively recent, that a systematic effort has been made by society, regarding the constructive treatment and reclaiming of the unfortunate cripple.

Sources of the present day rehabilitation work are found in such movements as charity organization societies, the efforts on behalf of the crippled child and the workman's compensation laws. There were two recent developments which gave an impetus to the work of rehabilitation. One was the movement for the reclamation of the disabled service men and the other was the rise and growth of vocational education. The latter assumed national importance with the passage of the Smith-Hughes Act in 1917. In 1920 the Sixty-sixth Congress passed the National Civilian Vocational Rehabilitation Act (Public No. 236 as amended by Public 200, 68th Congress) which provided for a co-operative scheme between the federal government and the states, for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment. The national rehabilitation act designated the federal board for vocational education, which had been created by the Smith-Hughes Act, as the federal government's co-operative agency.

The Thirty-ninth General Assembly of Iowa passed an act (Chap. 192, Code of Iowa, 1927) accepting the provisions of the national rehabilitation act and designated the state board for vocational education, which had been previously created by the state in accordance with the provisions of the Smith-Hughes Act, as the state's administrative and co-operative agency. This board is responsible for the administration of a joint federal and state rehabilitation fund which amounts to \$45,672.50 annually. The conditions under which this fund may be used in Iowa are clearly stated in Part II of this publication.

This bulletin has been prepared by Willis W. Grant, supervisor of

vocational rehabilitation, for the board for vocational education in the state of Iowa.

The purpose of this bulletin is to bring together under one cover an explanation of vocational rehabilitation and the laws and regulations governing the service in Iowa. It has been prepared in response to a demand and should prove helpful for those seeking information on the history, the purpose and the operation of the vocational rehabilitation program in this state. It has been published in the interest of general promotion of the service and should be of especial value to the following groups of persons: personnel and employment managers; members of the medical professions; social workers of every kind; administrators of vocational and general education; supervisors and instructors in the special classes maintained by the public schools for the benefit of handicapped children and many others interested in a constructive program designed to assist in restoring the unfortunate disabled to a position of economic independence and happiness.

F. E. MOORE, *Director*,
Board for Vocational Education.

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VOCATIONAL REHABILITATION FOR DISABLED PERSONS

I

REHABILITATION OF THE DISABLED

WHAT IS REHABILITATION

It is several things as the problem is approached from different angles.

It is a service to help disabled persons to become self supporting.

It is an effort on the part of state and nation to help disabled persons to overcome their social and economic disadvantage.

It is an economic measure whereby society relieves itself from a social burden by returning disabled persons to employment, that they may contribute to society for their support.

It is a wise provision to transform disabled persons from social and economic liabilities into future assets.

It is a collective expression of the individual feeling of pity and sympathy for the plight of unfortunate cripples.

It is a measure whereby society seeks to protect itself from the danger of crimes fostered by despair.

In reality it is all of this and more, carefully organized under state administration and federal oversight. The humanitarian features are recognized but the main emphasis is on the economic. It is not a charity or a form of public relief. Supported by federal and state appropriation, it is subject to legal restrictions and regulations, and not influenced by sentiment or pity. Since the emphasis is on the economic gain and the funds are limited, good business judgment would indicate that the money be spent in those cases where the returns would warrant the expenditure.

A JOINT ENTERPRISE

The service for the rehabilitation of disabled persons is a joint enterprise of the State of Iowa and the United States. Because a new "Plan of Co-operation" has been prepared and accepted by both the federal and state boards for vocational education, it seems advisable to state in untechnical language the principles and practices involved. It might be well to mention here that this "Plan" is more than a common agreement. The authority invested by law in the respective boards

gives the "Plan" the status of law. Its provisions may be changed by joint board action if need arises, but the document stands as the authoritative statement of the provisions and limitations of the law.

This service is quite different from other state educational activities. The rehabilitation of a disabled person is distinctly an individual matter. It does not function as an institutional aid. The trainees are not gathered in special classes. The whole effort is to return them to normal life and any training that may be indicated is given them under normal conditions. The thought of maudlin sympathy is abhorrent to them. The intelligent and sympathetic understanding which this division gives to their problems is quite another matter. Since we deal with the individuals directly, it is evident that the number of individuals that can be reached must be limited by the number of agents employed, as well as by the funds at our disposal.

INCEPTION OF THE MOVEMENT

The State of Iowa stands well among her sisters as one that has fostered social justice both through private enterprise and as expressed in suitable legislation. While the conservative nature of our population has not permitted radical, untried measures to be introduced and later abandoned, yet it is generally true that social betterment along lines of demonstrated success has found expression in adequate legislation. It is not surprising that this state has accepted the provisions of the federal vocational rehabilitation act and is now a partner with the federal government, and one of forty-one states participating in this great movement.

Without doubt the universal sympathy for the crippled and the sight of such unfortunates begging on the street had a part in influencing legislation for their betterment. It is a collective expression of a feeling of individual responsibility. Prior to the rehabilitation act, this state already had in effect the excellent provisions for the orthopedic correction and restorative treatment at the University hospital. The establishment in employment of disabled persons is one more step in advance. It is unwise, of course, for a disabled person to arrange his vocational future to conform to a physical condition that could be improved, and provision should be made for physical restoration. A serious orthopedic deformity can seldom be completely corrected but our records show many persons with serious deformities corrected to such extent that they were able to complete their preparation and are now successfully employed. The State of Iowa has served its unfortunates well in these cases, with two distinct types of service working together.

If the humanitarian appeal were the only basis for rehabilitation

service, it would probably be justified in a better and more contented citizenship. But this consideration alone would not account for its general acceptance. It is popular belief that the civilian rehabilitation law was an outgrowth of the rehabilitation service for disabled veterans of the late war. We are told by those responsible for both acts that this is not the case. In fact, it was at first intended to combine the two. They were separated because an emergency was foreseen when the large number of returning service men would be demobilized. It was necessary to provide as rapidly as possible for the return to industry of the millions who had been taken away for military purposes. Those who were broken in body or in health could not return to their old employment. Pensions adequate for their support and that of their families would have been an intolerable burden. It was imperative that as many as possible should provide for their own support. Their adjustment to new employment suited to their disabled condition was of immediate importance and the soldier rehabilitation act preceded the federal civilian rehabilitation act by two years.

Much has been said of our duty to the disabled veteran and no one will deny that he is entitled to all that a grateful nation can provide. The moneys usefully expended for veteran rehabilitation have been well spent and are chargeable to the terrific cost of war. But gratitude and even social justice are only a part of the principle involved. Having done his bit and suffered his sacrifice, the disabled veteran is now a part of the body politic. His contributions to society are now as important as those of any other citizen and we see them on every hand carrying life's burdens normally.

In stressing the economic side of civilian rehabilitation we must not lose sight of the correlating advantages to society in securing social as well as economic justice for the physically disabled. Their social disadvantage is evident but for some at least, the disadvantage may be entirely removed. When they have become rehabilitated they function as normal members of society and are contributing as much, and in some cases more, than the average citizen. Thus their social as well as economic disadvantage is overcome.

The concepts upon which the federal civilian rehabilitation act was based are sound. As evidence of the value and necessity of this type of service to disabled persons, the rapid growth of the movement should be considered. It should be remembered that to be effective, each state must accept by legislative enactment the provisions of the federal act, and money equal to the federal allotment made available. This means that the whole proposition was reconsidered in each state and a very

natural reluctance to provide the necessary money overcome. The federal act was approved June 2, 1920. As rapidly as legislatures met and before February 8, 1923, a total of 36 states had accepted the act. There are now 41 states engaged in the work. This is more significant since enough time has elapsed to make it necessary for many of the states to reappropriate the necessary funds at least twice since the original acceptance.

The development of the program over the entire country has been surprisingly uniform as to aims and purposes. Indeed in actual practice, there is not so much difference between Iowa and New York, or Minnesota and Alabama, as would be expected. This condition is brought about by the participation of the federal government and by the wholehearted co-operation between the states in their national organization. The experience of the states combined, in the past seven years has led to more effective policies than would have been possible had each state worked out the problem independently.

THE FEDERAL VIEWPOINT

The federal administration has wisely encouraged initiative and enterprise on the part of each state and has brought to each the experience of all. In this way the benefit to the states of federal participation is much greater than the money received. This attitude is expressed in a recent federal publication. (Bulletin 120, Vocational Rehabilitation in the United States, Federal Board for Vocational Education.) as follows:

The co-operative agreement between the Federal Government and a State is not a general uniform agreement for all States. It is proposed by a given State board for its own State and is approved for that State only, it being recognized that it would be impossible to set up a single uniform plan for a widely diversified country, with its differing social, economic, and industrial conditions. The Federal board, therefore, exercises some degree of administrative discretion as to the nature of the arrangement into which it is willing to enter with each State as a unit, but it should be emphasized that the plan must in every case be offered by the State board before being passed upon by the Federal board. Thus, partly by the act itself, partly by the Federal board, and partly by the State board in co-operation with the Federal board, standards of vocational rehabilitation are established meeting the approval of both.

The fundamental principle of the national act is that the service to the disabled be furnished under the supervision and control of the State board for vocational education, and that it be designed to establish disabled persons in remunerative employment. This principle is in keeping with the basic principle of Federal aid to the States, namely, that the Federal Government should not interfere with State autonomy. Control of the work is lodged, therefore, with the States, the function of the Federal Government being to co-operate through financial assistance, provision of service and research, and general promotion of the program.

HOW THE SERVICE OPERATES

The question is often asked, "Just what can you do for a disabled person?" Elsewhere has been noted many things that cannot be done. Any state or federal enterprise must function within limitations, but the rehabilitation service has been able to accomplish and will continue to secure satisfactory results and still keep in harmony with the regulations imposed.

Having secured preliminary information, an agent of the department visits the prospective rehabilitant for first hand information and such personal investigation as is necessary. The agent makes the visit with an open mind. From experience he has learned that two cases are seldom similar. Some statistical information is secured but the main purpose of his visit is what is technically known as vocational advisement.

Much has been said about advisement. Much more could be written, for it is of vital importance to the rehabilitant and to the success of the work as a whole. Its technic is quite different from vocational guidance as conducted in schools and the responsibility is greater. The end in view is the permanent establishment of the rehabilitant in suitable employment. A job objective must be determined. It is not sufficient to generalize or to talk in terms of courses of study. The responsibility of the agent is to determine the best job that the rehabilitant can hope to secure with a reasonable amount of preparation. The agent is not through with the case until the individual is actually employed or has demonstrated his inability. Naturally the agent will not propose a plan of rehabilitation that is obviously impossible, but it would be a wise person indeed that would always avoid mistakes. In determining the job objective many things must be considered. Mentality, family and social background, ambition, aptitude, personality, natural acquaintance with employment opportunities, and many other items will affect the decision. The location of the individual and whether he can leave his environment is important. Add to all these, which would apply to a normal person, the necessity of carefully considering the effect of his physical defect on the proposed job. It must be remembered that as no two personalities are alike, so physical conditions are seldom similar. This is true even of amputations of arm or leg, for often there is an added defect of eyesight or some other part of the body. Withal must be considered the general possibilities of employment and the opportunities for training within the reach of the disabled one.

Having determined the job objective, the next consideration is the method of rehabilitation. The agent must decide what the division can do within its limitations to prepare the rehabilitant for the job. Prob-

ably the first consideration here is the physical defect. He should learn what efforts have been made for improvement or if there are prospects of greater loss of function. It may be necessary to secure medical advice. It may be that any training contemplated must be delayed until improvement is secured. Rehabilitation funds cannot be used for physical restoration. Fortunately in Iowa, other state laws provide for medical and hospital care if the patient is financially unable to pay for it himself. In the case of an amputation, an artificial appliance is sometimes provided. The appliance must be a part of a rehabilitation program and not merely a means of physical restoration.

After such physical improvement it sometimes happens that the job is easily secured without further preparation. This is seldom true among our applicants. More often some training is necessary. The actual training expense can be paid from rehabilitation funds. There is, however, no provision for the trainee's living expenses. This would seem to be inconsistent. It works some hardship but not as much as would be expected. These trainees are not helpless wards of the state but men and women willing and anxious to take a normal place in the world. Rehabilitation service can only help them. They must accomplish the end. Most of them have some earning power and especially in the case of the young, we have many earning part of their living, assisted partly by relatives, who would never have been able to prepare for satisfactory jobs without rehabilitation aid. The efforts they make put to shame the normal youth who is not willing to prepare for his future with the same singleness of purpose.

The training that may be provided must be vocational, that is, leading to a job. It is not limited to any school or kind of school, or to a school at all. The kinds of jobs are only limited by the adaptability of the trainee, and the types of training are only limited by practical considerations. For statistical purposes, training is classified as institutional, employment, tutorial, and correspondence.

WHO MAY BE SERVED

The plan makes two divisions of this subject. It states that some persons may be eligible to the service, but not susceptible of rehabilitation. The law clearly intended the service to be limited to persons with a physical defect that would likely be a distinct handicap to them in their employment. No effort was made to foresee in the law the large number of conditions under which employment for the disabled one would not be possible. No restriction was made as to how the person arrived at his disability. It is not a matter of sentiment but business. Nothing is said of the worthiness or need of the individual. Of course, good

judgment would not approve the spending of public funds on persons perfectly able to provide for themselves. On the other hand, it would be poor policy indeed to make it a service entirely for the very poor. The object is to prevent poverty and dependency. Self respect and hope of independence are the first requisites and without them no person can succeed. From experience it can be safely said that the crippled street beggar is seldom successfully rehabilitated.

Those unfamiliar with a large number of disabled persons are inclined to think of them as a class apart. Far too often they think of the class as all like some unfortunate they have known, or they take the street beggar as a sample. Nothing could be farther from the truth. After an experience with over 2,000 cases we believe that a census of the disabled in the state would reveal a cross section of the population. They would represent the state morally, mentally, and probably socially. But among them, there are enough disheartened, almost beaten, victims of accident or disease to keep a much larger force than the present, busy for many years to come. Under the conditions of modern industry and the increasing toll of street accidents it is difficult to say that any average citizen will not be a suitable prospect for rehabilitation within a few years. The mounting costs of medical and hospital service soon wipe out savings when accident or disease result in loss of employment. Quite often there is a period of total disability for a year or more. Then, without resources they face the problem of readjustment to a change in employment.

The age limitations are in keeping with the aim of the service. The lower age limit is placed at sixteen years. There is no definite upper limit, which depends on circumstances. Without doubt the disabilities incident to old age handicap a person in employment, but they are conditions that cannot be overcome. It is impossible to set a definite limit in years, for it is difficult to say when a person is too old for readjustment. Some effort must be made to distinguish between the natural handicap of old age and a definite physical defect. This is especially true when the defect is of long standing and becomes more acute as age advances.

Naturally the younger group challenges attention. Their present need may not be so great. Parents in moderate circumstances can support them and generally see them through the public schools. But the average child will outlive his parents many years. Our service is distinctly vocational. Before the age of sixteen their education should be cultural, as a foundation for citizenship. They should begin early to plan their future occupation. Their problem is more complex than the nor-

mal child and they should make their choice from as wide a variety of occupations as possible. But the actual preparation for the future job will not be successful if begun too early. We are urging whenever possible that the disabled child continue through high school. It is pleasant to note that a large proportion in this state do graduate from high school, sometimes at considerable sacrifice.

The intelligence of the disabled one is a large factor in the success with which he overcomes his handicap. The service is limited to persons of normal intelligence. Without doubt many persons rated as sub-normal can be trained to become self supporting. It would probably be advisable for some agency to assist them. But it has been decided that such persons are not suitable prospects for rehabilitation even if they also have a physical defect. This exception is extended to include those persons who have never been able to adjust themselves to society. If a chronic beggar or habitual dependent suffers a disabling accident he is even less likely to win the uphill fight for self respect and independence. It is not good business judgment to supply such persons with artificial appliances or otherwise attempt their rehabilitation.

The blind would be eligible for our service wherever rehabilitation is possible, were it not for the fact that a similar and more suitable service is provided by the commission for the blind. Unhampered as they are and should be, by legal restrictions as to the use of their funds, they are able to do much for the amelioration of the blind that does not end in entire self support. A similar service based on humanitarian reasons should be provided for other classes of disabilities, such as the tuberculous, bed ridden, shut ins, etc., which cannot be provided from rehabilitation funds.

The final selection of suitable prospects must be left to the judgment of the representative personally handling the case. The object of the service is the permanent establishment of the individual in employment. Many times employment is impossible. Mental or temperamental limitations may prevent. The handicap may be too severe. Old age may be the major handicap. Family conditions which bring about dependency in the normal person may apply to the disabled and prevent his success. It is a matter of weighing the disadvantages to be overcome against the remaining physical, mental, and spiritual possibilities of the individual.

IS THERE A PERMANENT NEED

The business of the state should be considered on the same basis as private business. To be sure the responsibilities of the state are different but any state enterprise should be able to satisfy the inquirer that

there is a necessity for the enterprise and that the necessity is being met as fully as the facilities at hand permit.

Not all the disabled applicants for rehabilitation may be served, as has been pointed out before. The word "applicant" should be understood to include all such cases coming to the attention of the division for a large proportion are proposed by persons other than the disabled ones. A considerable part of the work of the division consists in investigating cases that have been reported to determine if their future employment is reasonably possible. Others for one reason or another have failed in their efforts and do not care to continue the effort. Cases are not counted as rehabilitated until actually employed and self supporting.

The period from July 1, 1927, to January 31, 1928, is fairly typical of the service. The total active roll at the beginning was 497 cases and at the end 457, a net loss of 40 cases. But during that time 120 new cases had been reported. This was without any effort to secure new names and may fairly represent the seven months. During the same period 39 cases were closed as actually rehabilitated, and 242 were on January 31 in process of rehabilitation. We have some record on 2,313 disabled persons. A total of 386 cases has been closed as rehabilitated since the beginning of the service. The service is limited by the funds and personnel provided by law and could be extended greatly if more facilities were provided. There is every evidence that the average increase in the number of disabled in the state is many times the capacity of the division if all of these persons were to be found. A general survey has not been undertaken. It is estimated from national statistics that there are annually 80,000 possible rehabilitants produced in the United States. This is a conservative estimate from a possible 225,000. On this basis we could expect an annual increase of disabled in Iowa of 1,600 persons. Fortunately a large proportion will be able to provide for their own vocational future but even a small per cent of this number will tax the resources of the division for many years to come.

It might be said here that the effectiveness of this work may be greatly increased by the cooperation of welfare workers, public spirited citizens, and the public generally. Some employers are reluctant to consider the employment of disabled persons. An enlightened public sentiment will develop the fact that such employment is not an act of charity. No one expects to see a disabled person employed in a job where he is not entirely efficient. But where they are properly located they are generally more faithful and loyal than their fellow employees who are free to change jobs at their own convenience. As a fundamental

principle the disabled one should be better trained than the normal person seeking a similar job. It is for this very reason that the state should provide the means of the most effective training and oversight possible.

The fact must not be overlooked that these people must live for many years. It is a matter of good citizenship to assist them in every way to escape the possibility of becoming dependent charges on the state or individuals. There is also the possibility, which is actually happening in some cases, that some will turn to begging or criminal practices to secure an undesirable means of support. This may not always be prevented and can seldom be corrected, but every one that is usefully employed becomes a social asset instead of a liability.

With each year's experience more knowledge and skill is acquired in this most difficult field of work. As the number increases of well trained capable workers successfully overcoming a physical handicap, new confidence is inspired in other disabled persons and in the public generally. The most pathetic part of the whole program is the unreasoning prejudice that refuses to give the disabled man or woman an opportunity to demonstrate ability to do the work. They should in all fairness be accepted or rejected on the same basis as the normal person. This is all that the most of them are asking.

COLLEGIATE TRAINING

In a state such as Iowa where a large proportion of disabled children succeed in graduating from high school, the natural inference is that any agency providing vocational training should be able to provide professional training also. Some of these can and will be successful in the professions. No one would willingly limit the future or destroy the ambition of a young person. It is a fine thing to encourage a person to strive for the greatest possible attainment. It is quite another matter to finance the expense of six or seven years of college training. The states generally have refused to undertake this expense in any but the most exceptional cases.

The federal board has raised most serious objections to professional training and this board has reduced materially the number now in training at institutions of higher education. To avoid individual injustice to those who had started such courses in good faith and with much sacrifice, they will be continued for a reasonable time. This will allow them to adjust their affairs. New applicants for collegiate training cannot be considered.

The reasonableness of this form of training in some cases is not questioned. There should be a state revolving fund to secure the advantages

his expense in providing this special training. Usually the trainee is of some value and he should be paid for his services irrespective of the training expense covered by the division.

This subject has been carefully covered in a federal board bulletin. (No. 110 "Employment Training in Civilian Vocational Rehabilitation"). We can supply this bulletin upon request. We wish to quote some paragraphs from this bulletin:

The term "employment training," as it is used throughout this bulletin, refers to a program of organized training under employment conditions, which is sometimes called "job training," "training on the job," or "placement training," and sometimes improperly designated "apprenticeship training." There is no well-defined or agreed-upon concept or definition of employment training among rehabilitation officials of the country. Concepts of this program of instruction range anywhere from mere placement on a production job to a plan of training in industry which subordinates production to the program of instruction.

With the objective of bringing about a common understanding and agreement as to what employment training should connote, the Civilian Vocational Rehabilitation Division of the Federal Board for Vocational Education undertook a study of many cases which had been rehabilitated in a number of States, and reported as having received employment training. The following analysis of practices with regard to employment training is the result of data secured and interpretations of practices of rehabilitation agents in the States.

1. It is vocational training.
2. It is organized training.
3. It is, in practically all cases, individual instruction.
4. It is given in an occupational organization as distinguished from an educational organization.
5. It is instruction given by individuals who are carried on the pay roll for production rather than teaching.
6. It is training given by one or more individuals who, while carried on the pay roll for production, has been specifically assigned the responsibility of giving the instruction.

Lacking any one of these six characteristics, the program is inefficient.

A careful analysis of successful rehabilitations through employment training indicates that an agreement or contract between the rehabilitation department and the employment-training agency is of major importance. At the time of making an agreement many difficulties which often hamper a program can be guarded against by providing for a definite understanding as to the relative responsibilities of each party.

Whether the agreement is verbal or written may not be of vital concern, but it should include certain points if the program is to meet with any considerable degree of success. Any satisfactory agreement should cover:

1. A specified training objective
2. A program of organized training
3. A designated responsible instructor
4. A definite plan of supervision

5. A definite understanding as to financial arrangements
6. A definite understanding that trainee is not to be exploited

An organized training program presupposes an instructor. In employment training the agreement between the training agency and the rehabilitation department should make provision in all cases for responsible instruction. Persons selected to do the teaching might be the owners of a small shop, or in larger establishments, a superintendent, a foreman, or a skilled worker. The following factors or conditions should be met in every case:

1. The instructor should be a master of the occupation he teaches.
2. The instructor should recognize his instructional responsibility.
3. The instructor should be personally qualified.

A program of employment training cannot possibly succeed unless the instructor is, or has been, a practical workman, and recognizes and assumes in full the responsibility for the training program. Furthermore, if a program of employment training is to succeed, the instructor should be selected on the basis of personality, interest, and native teaching ability. It is realized that it is not often possible to secure as instructors in employment training, workmen who are trained teachers, but it is possible in many cases to select the type of worker who is socially minded and has an interest in the proposed undertaking of training the disabled worker. Some workers have natural aptitude for imparting knowledge and for demonstrating proper and effective methods of acquiring skill. If the designated instructor does not believe in the rehabilitation program and its objectives, or in training, a greater degree of supervision by the State department will be required. It is likely, also, that the training will not be effective.

It is not necessary in employment training for an agreement to provide that the instructor give full time to the work of instruction. As a matter of fact, instruction responsibility may be shared by several persons, provided responsibility for the whole instruction is definitely lodged with one person. In this connection, an understanding should be had in the agreement that, although instruction may at times take second place to production, in the aggregate, adequate time will be given for the instructional processes.

It should also be understood that the foreman or other worker, who is designated as instructor, will not be censured if his responsibilities as instructor interfere with his production to some extent, as tuition, when paid for employment training, compensates for this loss.

Contrary to prevailing opinion employment training in vocational rehabilitation is not confined to the large well-organized industries. As a matter of fact effective employment training is found almost altogether in the small commercial or industrial establishment. Frequently rehabilitation workers are heard to remark that the reason they do not use employment training is that in their States or communities large industrial establishments are not to be found. An analysis of conditions which usually obtain in large industry will show the fallacy of such an attitude toward employment training. In the larger plants processes and operations are usually so highly specialized and distributed that either there are few opportunities for organized training, each operation being largely repetitive in character, or the organization of the industry is such that a training program cannot be provided without great interference with production routings.

Consequently one must look to the small industry for opportunities for employment training. Experience has shown that possibilities in this field have been largely overlooked. This is evidenced by the fact that employment training has been given in some States in most unexpected places. For instance, in the small town in sparsely settled sections the general store has been found to be an effective training place for watch repair, radio installation and repair, development and printing of negatives, and the like. On the other hand, 90 per cent of all employment training in the civilian vocational rehabilitation program is found in such occupations as shoe repairing, watch and jewelry repairing and engraving and mechanics' helper, job printing, photo retouching, dressmaking, millinery, and many others.

SOME OF OUR EXPERIENCES

From the nature of our service and the outcome expected it is obviously not advisable to print photographs and identifying stories of persons who have successfully overcome their handicaps. In the course of our investigations much information is acquired which will always be held strictly confidential. There is an added difficulty in attempting to present stories that illustrate the service, for each presents conditions that would not be duplicated again. It is impossible to say that any group of cases is truly typical.

A man came to the office some years ago who had successfully held a position as financial secretary for an institution of some importance. He was well educated and qualified for the position. He was discharged finally because increasing deafness had made it difficult for him to transact business. At the time of his first visit he was thoroughly discouraged because of his lack of ability to properly support his wife and babies. We provided a course in lip reading and he became very proficient. It was a pleasure to see the transformation. He advanced rapidly from one position to another until now he is the head of a department with a large insurance company. He is the inspiration of a large group with similar afflictions. During this time his deafness has increased until he scarcely hears anything.

A young woman was helping with the farm work by leading a horse unloading hay. She caught her leg in the rope and the injury caused an amputation six inches below the knee. The family was poor and she and her widowed mother were dependent on brothers and sisters. When we saw her recently it was hard to believe it was the same girl. She had been supplied with an artificial leg and given business training. She is successfully employed as a stenographer and general office assistant.

A middle aged colored woman with both legs amputated below the knees was a helpless dependent sitting in a wheel chair. She wanted to work but the only work she knew was washing and cleaning. With

considerable co-operation from the manufacturer, she was taught to walk on artificial legs. Afterward our investigator found her working successfully and self supporting.

A high school boy was injured while playing football. Infection caused osteomyelitis and he has a stiff hip with the leg drawn up and shortened. Wandering infections have caused several operations in shoulder and arm. He has been under the care of the University hospital for several years and during that time has been studying a correspondence course in electricity. He is better now and is learning practical armature winding in a shop. His real job objective is not decided until we can learn how much he can recover the use of his arm and leg.

These are not spectacular cases and the stories are far from complete. No effort has been made to tell of the struggles and disappointments that many of our cases experienced. They have learned patience and display courage of the highest order. The calm recital of pain and poverty and thwarted ambition is the common experience of rehabilitation officials and the wonder is that so many are eager for an opportunity to win their way to self support.

We might include many other more outstanding cases, like the young man with both hands off who was so successful in his electrical training and is now nicely started with an electric power company, or the other young man with only short stumps for arms who will be an outstanding lawyer some day. These and many others are not typical and only illustrate that outstanding success can be attained in spite of severe physical defects. This is only possible where the person has unusual ability and determination. Even then it is generally only possible when communities or individuals are willing to supplement the rehabilitation division with unusual co-operation.

II

PLAN OF ADMINISTRATION AND SUPERVISION OF REHABILITATION

PROGRAM FOR THE YEARS 1927-'28-'29-'30.

General Statement.

The 39th General Assembly of Iowa passed an act (Chap. 14, 49th G. A.) accepting the provisions of the National Civilian Rehabilitation Act (Public No. 236, 66th Congress as amended by Public No. 200, 68th Congress). This act was approved March 7, 1921; became a law 5 days later and was incorporated into the Code of Iowa 1924, (Chap. 192).

The law names the State Board for Vocational Education as the agency to co-operate with the Federal Board for Vocational Education and the state board is given appropriate authority to administer "the provisions and purposes of said federal act providing for the vocational rehabilitation of persons disabled in industry or otherwise."

Official co-operation between the State Board for Vocational Education and the State Labor Commissioner and the State Industrial Commissioner as administrator of the workmen's compensation, is provided by law and a suitable agreement was approved by the Governor.

The State Treasurer has been appointed custodian of all moneys received by the state from appropriations made by the Congress for vocational rehabilitation, and he is authorized to make disbursements therefrom upon the requisition of the State Board for Vocational Education.

I. GENERAL POLICIES ON EXPENDITURE OF FUNDS

- (1) For each dollar of federal money expended by the State, there will be expended in the State under the supervision and control of the State board at least an equal amount for the same purpose. The money to match federal funds will be provided by state appropriation, or through other sources.
- (2) No portion of the state or federal funds allotted for rehabilitation purposes will be used in any institution for handicapped persons except for the special training of individuals in accordance with the policies of the Federal board. This section shall not be construed to prevent, where desirable, the inauguration of a special individual training program while a person with a permanent vocational handicap is recovering in a hospital.
- (3) The State board will submit for approval to the Federal board a plan of administration and supervision of its rehabilitation program.
- (4) The State board will make an annual report to the Federal board on or before the first day of September of each year. This report will cover the work done, the receipts and expenditures of money, and give such other information as requested, classified and arranged in the form acceptable to the Federal board.
- (5) No portion of the federal rehabilitation funds, or state matching funds will be applied, directly or indirectly, to the purchase, preservation, erection or repair of any buildings or administrative equipment, or for the purchase or rental of land.
- (6) All courses of instruction given to individuals eligible to rehabilitation service at the expense of rehabilitation funds will be given under the supervision and control of the State board. The same type of service, under the regulations and restrictions herewith, made available to disabled citizens of Iowa, will be given to any employee of the United States, disabled while in the performance of his duties, who is a resident of Iowa.

II. STAFF AND OFFICE ORGANIZATION

- (1) Office Organization.
There shall be maintained one office located at Des Moines which is the geographical and railroad center of the state. This office shall be the

headquarters of all rehabilitation employees in which and from which they shall work.

(2) Organization and Supervision of Staff.

The State Director of Vocational Education shall have administrative control of the rehabilitation program as director of rehabilitation, and shall be responsible to the State board for his administration of the rehabilitation program. Federal and State matching rehabilitation funds will not be used in full or in part for the salary of the director after June 30, 1929. Until that time the director will receive two-fifths of his salary as director, from Federal and State matching rehabilitation funds. There will be employed a full time Supervisor of Rehabilitation whose salary will be paid from federal and state rehabilitation funds. There will be employed to assist the supervisor in carrying on case work, two rehabilitation assistants whose salaries will be paid from federal and state rehabilitation funds.

It shall be the function of the director to assume the administrative responsibilities for the program in carrying out the provisions of this plan and to promote the work in general. It shall be his duty to recommend to the State board such policies as are needed in the administration of the work.

It shall be the function of the supervisor:

- (1) To provide a rehabilitation service for the disabled of the state.
- (2) To recommend to and assist the director in the formation of policies to be recommended to the Board.
- (3) To carry out such policies as are established by the Board.
- (4) To establish and maintain working and co-operating relationships with other state departments and private agencies.
- (5) To promote the state program through general publicity, bulletins, reports, etc.
- (6) To establish and maintain statistical and budget systems for the rehabilitation work.
- (7) To develop and train personnel.
- (8) To supervise his rehabilitation assistants and the clerical and stenographic help.

There will be employed two full time clerical assistants, whose functions shall be to maintain all rehabilitation records, accounts, and correspondence. One will be under the direct supervision of the State Supervisor of Rehabilitation. The other will keep the books, assist in the work of vocational education, and act as secretary to the state director of vocational education, in addition to devoting necessary time to the rehabilitation service. The salaries of the clerical assistants will be paid from federal and state matching rehabilitation funds. Due to the budget as approved by the 1927 state legislature, it is necessary that the above arrangement be in effect until July 1, 1929, after which time it is proposed that a reorganization of the budget will make it possible to correct this distribution of clerical help.

(3) Qualifications of Staff:

The Supervisor shall have the following qualifications:

- (1) A good education—college or its equivalent.
- (2) Good judgment.
- (3) Initiative.
- (4) Leadership.
- (5) Ability to direct and supervise the work of others.
- (6) A technical knowledge of vocational rehabilitation.
- (7) Social mindedness.
- (8) Comprehension of requirements of good public service.
- (9) Knowledge of occupations, conditions of employment, and job requirements.
- (10) Knowledge of training facilities and methods of efficient training.

Rehabilitation assistants shall have the following qualifications:

- (1) A good education.
- (2) Good judgment.
- (3) Initiative.

- (4) Social mindedness.
 - (5) Knowledge of occupations, conditions of employment and job requirements.
 - (6) Knowledge of training facilities and methods of efficient training.
- (4) Training of Personnel.

At stated intervals the supervisor will call organized staff conferences for discussion of problems of the work.

Inasmuch as the state of Iowa will have a limited staff, a rehabilitation organization will have to depend to a considerable extent upon such facilities as are made available by the Federal board for more general conferences in which the personnel of other states are called together to discuss problems of administration and case procedure in the rehabilitation program. The State board will look to the Federal board for such assistance, and will consider itself obligated to send the director and members of its rehabilitation staff to participate in such conferences.

III. ORIGIN OF CASE

It will be the policy of the rehabilitation division to encourage the reporting of cases by individuals and interested public and private agencies. Every possible effort will be made to have these agencies report only eligible and susceptible cases. It is hoped that in time an organized effort can be made to discover and assist every eligible and susceptible case in the state.

IV. RECORD SYSTEM

- (1) Case.
The case record system of the rehabilitation division will show in detail the various steps in the rehabilitation program so that a complete history of each case is available.
- (2) General Administration.
The financial and statistical recording systems of the rehabilitation division will be so organized as to give adequately and with facility, volume, character and cost analyses of the service rendered to all cases.

There is submitted as a part of this plan copies of all forms used by the rehabilitation department as a part of its record system.

V. CASE POLICIES

- (1) Eligibility.
Eligibility is limited by law to persons of employable age suffering from a permanent physical defect or infirmity that constitutes a vocational handicap. A person shall be considered of employable age after he has passed his sixteenth birthday. Eligibility depends on the extent of vocational handicap resulting from the physical defect. If a person has had several different jobs, he shall be considered eligible if he is physically handicapped in continuing what the department considers his most desirable job. A person with no definite trade or occupation or an undesirable job, shall be considered eligible if his chances of employment are seriously reduced by his physical handicap in the occupations to which his environment or native ability would naturally lead him without assistance. The service is confined to legal residents of Iowa.
- (2) Susceptibility.
For the purpose of this plan "non-susceptible" shall mean that persons so designated will not be considered suitable prospects for rehabilitation service even if they might be eligible under the law. The limitations as to the use of the funds and the extent of the demands on them make it necessary for the Board to use its discretionary powers to select such cases as experience indicates can take successful advantage of the opportunity. Persons with noticeably deficient mentality are non-susceptible. Blind persons are generally non-susceptible for the reason that a similar service is provided by the Commission for the Blind. The department will consider such cases of total or partial blindness as are referred after investigation by the State Commission for the Blind. Persons who are confined to bed or

unable to get away from house without a personal attendant will generally be non-susceptible. Persons whose presence would be dangerous either morally or physically to those with whom they would come in contact are non-susceptible. Persons whose history prior to disability indicates social instability will be considered non-susceptible unless extenuating circumstances can be shown. In general the Board reserves the right to refuse service where the probable earning capacity of the individual after service is completed does not appear to be justified by the expense involved.

(3) Kinds of Rehabilitation.

The division of rehabilitation will use all generally accepted methods of carrying out rehabilitation such as training, placement, physical reconstruction, prosthesis, either individually or in combination with one another.

(4) Courses of Study.

In general it will be the policy of the rehabilitation division not to train physically disabled persons in long courses of instruction where realization of the job objective is far removed. While it would be unwise to limit the ambition of capable young persons eligible for the service, it is recognized that the cost of extended professional training must limit the assistance which can be given. In such cases, some intermediate job objective will be selected, consistent with the applicant's potentialities. In rare cases professional training to a limited amount may be given where clearly indicated as necessary and allowable by the previous history of the case, and by the evident chances of success after this limited training.

(5) Determination of Rehabilitation.

It will be the policy of the division to determine rehabilitation on the basis of employability. It will be the policy also to consider that a vocationally experienced handicapped person is rehabilitated when fitted for and placed in employment of at least the same status as his best job prior to becoming vocationally handicapped, or in employment as near his best job as his physical disability will permit. A vocationally disabled person without vocational experience will be considered rehabilitated when fitted for and placed in employment which is at least consistent with his educational background, vocational ability, and physical disability.

(6) Artificial Appliances.

The furnishing of artificial appliances is merely an incidental phase of the rehabilitation program, and whenever an appliance is furnished it must have been determined that the appliance is imperative for the work for which the disabled person is to be prepared and is but one factor in the complete rehabilitation program. All of the restrictions as to eligibility and susceptibility apply to such cases. It should be noted however that the purchase of an artificial appliance for physical restoration alone is not permissible.

(7) Physical Restoration.

Since the laws of Iowa have provided for adequate means of physical reconstruction, the division will avail itself of the facilities provided by the state and any private agencies that may be available.

(8) Maintenance.

No maintenance fund is provided in Iowa; therefore, the division must rely upon co-operative agencies and individuals for providing a living maintenance of persons undergoing rehabilitation who are unable to support themselves.

VI. CASE PROCEDURE

(1) Survey.

A personal investigation by an agent of the rehabilitation division will be made in each case where the preliminary information indicates that the applicant is eligible for and susceptible of service. Actual inauguration of a program will not be authorized until the applicant has been seen personally by a representative of the division.

(2) Counsel, Advisement, and Determination of Job Objective.

One of the major purposes of the service of counsel and advisement will

be to develop latent ability and ambition. Another aim of advisement will be to draw out and evaluate every natural advantage and potentiality which a disabled person may have. He will be led to plan his future with due consideration of and without minimization of the physical handicap. The adviser will learn enough of the family background and financial resources to have an adequate picture of the problem. These and many other factors will be balanced against the possibilities of employment available in the community in which the applicant must be employed. As far as possible, the applicant will be made to feel that the decisions are his and the wisest ones under the circumstances.

Since remunerative employment is the end in view of any rehabilitation program, the necessity for an early determination of the job objective will be emphasized.

(3) Preparation for Job Objective.

Before any rehabilitation program is inaugurated, an organized plan will be prepared containing the following:

Name and age of applicant; legal residence; temporary address; description of disability; brief summary of vocational history; family and social background; job objective and reasons for probability of attainment; proposed steps in program; probable cost (total and for the current year).

In preparing disabled persons for job objectives the rehabilitation division will make use of all facilities which are available such as those for physical reconstruction, for prosthesis, for training in public or private schools, (resident or correspondence) and by tutors and in any commercial or industrial establishment and for placement.

The entire rehabilitation program in every case will be carefully supervised. There will be constantly kept in mind the two-fold function of supervision, first the determination of the feasibility of the program and the susceptibility of the trainee, and second, the determination of the efficiency of the program being given.

(4) Placement.

No case will be closed as rehabilitated until the individual is successfully employed. The extent to which the division will find employment for him will depend on the individual and on the job. Wherever possible, the placement facilities of the training agency will be used. If the trainee has the ability to find his own job he will be encouraged to do so, and such assistance as is necessary will be given. However, in all placements the rehabilitation division will assume responsibility and will approve them.

(5) Follow up.

In general not less than three months must elapse between the time of entrance into employment and closure of the case as rehabilitated. The amount of supervision during this period must depend on the judgment of the agent. In some cases the interests of the rehabilitant would be prejudiced by too much attention from the state. In other cases frequent adjustments may be necessary.

VII. DEVELOPMENT OF JOB OPPORTUNITIES

It is proposed to make an organized study of employment possibilities throughout the state for disabled persons and to convince employers that disabled persons can be profitably employed.

VIII. CO-OPERATION.

Co-operation will be established throughout the state with public and private agencies and individuals. This will be promoted by means of personal contacts, public addresses and such other means as may be found effective.

IX. SCOPE OF PROGRAM

- (1) Prior to the beginning of a new fiscal year, the State Board will submit annually a tentative budget covering the proposed expenditures distributed according to classification in Section III of the financial report form.

- (2) An effort will be made through co-operative agencies and personal efforts of the staff on an organized basis to seek out the most feasible cases. At some future date it may be necessary to undertake a complete survey of disabled persons in the state.
- (3) Every effort will be made to maintain a well balanced program on a state wide basis, covering as many fields of activity as may prove feasible. It is proposed to make a survey of job opportunities for disabled persons in suitable localities. A more extended use of employment training is contemplated.
- (4) As needs develop, we are confident that the necessary funds will be provided by the legislature. The people of Iowa have always supported worth while humanitarian projects and the economic features of our program commend it to popular support.

Inasmuch as the present time is opportune for a definite announcement of plans and policies, it is proposed that this plan in so far as it can be applied without damage shall take effect from the date of its acceptance by the Federal Board for Vocational Education.

III

NATIONAL CIVILIAN VOCATIONAL REHABILITATION ACT

An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment.
(Public No. 236, 66th Congress [H. R. 4438], as amended by Public No. 200, 68th Congress [H. R. 5478])

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That effective on and after July 1, 1924, sections 1, 3, and 6 of the Act entitled "An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920, are hereby amended to read as follows:

Section 1. That in order to provide for the promotion of vocational rehabilitation of persons disabled in industry or in any legitimate occupation and their return to civil employment there is hereby authorized to be appropriated for the use of the States, subject to the provisions of this Act, for the purpose of cooperating with them in the maintenance of vocational rehabilitation of such disabled persons, and in returning vocationally rehabilitated persons to civil employment for each of the fiscal year ending June 30, 1925, June 30, 1926, and June 30, 1927, and thereafter for a period of three years, the sum of \$1,000,000. Said sums shall be allotted to the States in the proportion which their population bears to the total population in the United States, not including Territories, outlying possessions, and the District of Columbia, according to the last preceding United States census: *Provided*, That the allotment of funds to any State shall not be less than a minimum of \$5,000 for any fiscal year. And there is hereby authorized to be appropriated for the fiscal years ending June 30, 1925, 1926, and 1927 the sum of \$34,000, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotment to the States provided for in this section.

All moneys expended under the provisions of this Act from appropriations authorized by section 1 shall be upon the condition (1) that for each dollar of Federal money expended there shall be expended in the State under the supervision and control of the State board at least an equal amount for the same purpose: *Provided*, That no portion of the appropriations authorized by this Act shall be used by any institution for handicapped persons except for the special training of such individuals entitled to the benefits of this Act as shall be determined by the Federal Board; (2) that the State board shall annually submit to the Federal Board for approval plans showing (a) the kinds of vocational rehabilitation and schemes of placement for which it is proposed the appropriation shall be used; (b) the plan of administration and supervision; (c) courses of study; (d) methods of instruction; (e) qualifications of teachers, supervisors, directors, and other necessary administrative officers or employees; (f) plans for the training of teachers, supervisors, and directors; (3) that the State board shall make an annual report to the Federal board on or before September 1 of each year on the work done in the State and on the receipts and expenditures of money under the provisions of this Act; (4) that no portion of any moneys authorized to be appropriated by this Act for the benefit of the States shall be applied, directly or indirectly, to the purchase, preservation, erection, or repair of any building or buildings or equipment, or for the purchase or rental of any land; (5) that all courses for vocational rehabilitation given under the supervision and control of the State board and all courses for vocational rehabilitation maintained shall be available, under such rules and regulations as the Federal board shall prescribe, to any civil employee of the United States disabled while in the performance of his duty.

Sec. 2. That for the purpose of this Act the term "persons disabled" shall be construed to mean any person who, by reason of a physical defect or infirmity whether congenital or acquired by accident, injury, or disease, is, or may be expected to be, totally or partially incapacitated for remunerative occupation; the

term "rehabilitation" shall be construed to mean the rendering of a person disabled fit to engage in a remunerative occupation.

Sec. 3. That in order to secure the benefits of the appropriations authorized by section 1, any State shall, through the legislative authority thereof, (1) accept the provisions of this Act; (2) empower and direct the board designated or created as the State board for vocational education to co-operate in the administration of the provisions of the Vocational Education Act, approved February 23, 1917, to co-operate as herein provided with the Federal Board for Vocational Education in the administration of the provisions of this Act; (3) in those States where a State workmen's compensation board, or other State board, department, or agency exists, charged with the administration of the State workmen's compensation or liability laws, the legislature shall provide that a plan of co-operation be formulated between such State board, department, or agency, and the State board charged with the administration of this Act, such plan to be effective when approved by the governor of the State; (4) provide for the supervision and support of the courses of vocational rehabilitation to be provided by the State board in carrying out the provisions of this Act; (5) appoint as custodian for said appropriations its State treasurer, who shall receive and provide for the proper custody and disbursement of all money paid to the State from said appropriations: *Provided*, That any State which, prior to June 30, 1924, has accepted and otherwise complied with the provisions of the Act of June 2, 1920, shall be deemed to have accepted and complied with the provisions of this amendment to said Act.

Sec. 4. That the Federal Board for Vocational Education shall have power to co-operate with State boards in carrying out the purposes and provisions of this Act, and is hereby authorized to make and establish such rules and regulations as may be necessary or appropriate to carry into effect the provisions of this Act; to provide for the vocational rehabilitation of disabled persons and their return to civil employment and to co-operate, for the purpose of carrying out the provisions of this Act, with such public and private agencies as it may deem advisable. It shall be the duty of said board (1) to examine plans submitted by the State boards and approve the same if believed to be feasible and found to be in conformity with the provisions and purposes of this Act; (2) to ascertain annually whether the several states are using or are prepared to use the money received by them in accordance with the provisions of this Act; (3) to certify on or before the 1st day of January of each year to the Secretary of the Treasury each State which has accepted the provisions of this Act and complied therewith, together with the amount which each State is entitled to receive under the provisions of this Act; (4) to deduct from the next succeeding allotment to any State whenever any portion of the fund annually allotted has not been expended for the purpose provided for in this Act a sum equal to such unexpended portion; (5) to withhold the allotment of moneys to any State whenever it shall be determined that moneys allotted are not being expended for the purposes and conditions of this Act; (6) to require the replacement by withholding subsequent allotments of any portion of the moneys received by the custodian of any State under this Act that by any action or contingency is diminished or lost: *Provided*, That if any allotment is withheld from any State, the State board of such State may appeal to the congress of the United States, and if the Congress shall not, within one year from the time of said appeal, direct such sum to be paid, it shall be covered into the Treasury.

Sec. 5. That the Secretary of the Treasury, upon the certification of the Federal board as provided in this Act, shall pay quarterly to the custodian of each State appointed as herein provided the moneys to which it is entitled under the provisions of this Act. The money so received by the custodian for any State shall be paid out on the requisition of the State board as reimbursement for services already rendered or expenditures already incurred and approved by said State board. The Federal Board for Vocational Education shall make an annual report to the Congress on or before December 1 on the administration of this Act and shall include in such report the reports made by the State Boards on the administration of this Act by each State and the expenditure of the money allotted to each State.

Sec. 6. That there is hereby authorized to be appropriated to the Federal Board for Vocational Education the sum of \$75,000 annually for a period of three years, commencing July 1, 1924, for the purpose of making studies, investigations, and reports regarding the vocational rehabilitation of disabled persons and their placements in suitable or gainful occupations, and for the administrative expenses of said board incident to performing the duties imposed by this Act, including salaries of such assistants, experts, clerks, and other employees, in the District of Columbia or elsewhere as the board may deem necessary, actual traveling and other necessary expenses incurred by the members of the board and by its employees, under its orders, including attendance at meetings of educational associations and other organizations, rent and equipment of offices in the District of Columbia and elsewhere, purchase of books of reference, law books, and periodicals, stationery, typewriters and exchange thereof, miscellaneous supplies, postage on foreign mail, printing and binding to be done at the Government Printing office, and all other necessary expenses.

"A full report of all expenses under this section, including names of all employees and salaries paid them, traveling expenses and other expenses incurred by each and every employee and by members of the board, shall be submitted annually to Congress by the board."

Sec. 7. That the Federal Board for Vocational Education is hereby authorized and empowered to receive such gifts and donations from either public or private sources as may be offered unconditionally. All moneys received as gifts or donations shall be paid into the Treasury of the United States, and shall constitute a permanent fund, to be called the 'Special fund for vocational rehabilitation of disabled persons,' to be used under the direction of the said board to defray the expenses of providing and maintaining courses of vocational rehabilitation in special cases, including the payment of necessary expenses of persons undergoing training. A full report of all gifts and donations offered and accepted, together with the names of the donors and the respective amounts contributed to each, and all disbursements therefrom shall be submitted annually to Congress by said board: *Provided*, That no discrimination shall be made or permitted for or against any person or persons who are entitled to the benefits of this Act because of membership or nonmembership in any industrial, fraternal, or private organization of any kind under a penalty of \$200 for every violation thereof.

Approved, June 2, 1920.

Approved, June 5, 1924.

agency is hereby authorized and directed to cooperate with the state board for vocational education for the purpose stated.

12. Cooperate with any agency of the federal government or of the state, or of any county or other municipal authority within the state, or any other agency, public or private, in carrying out the purposes of this chapter.

13. Make such rules and regulations as may be necessary for the administration of this chapter and said act of congress within this state.

14. Do all things necessary to secure the rehabilitation of those entitled to the benefits of this chapter.

15. Report on call or biennially to the governor the conditions of vocational rehabilitation within the state, such report to designate the educational institutions, establishments, plants, factories, etc., in which training is being given, and to contain a detailed statement of the expenditures of the state and federal funds in the rehabilitation of persons disabled in industry or otherwise.

3854. **Plan of Cooperation.** It shall be the duty of the state board for vocational education and the state labor commissioner and the state industrial commissioner as administrator of the workmen's compensation law to formulate a plan of cooperation in accordance with the provisions of this chapter and said act of congress, such plan to become effective when approved by the governor of the state.

3855. **Gifts and Donations.** The state board for vocational education is hereby authorized and empowered to receive such gifts and donations from either public or private sources as may be offered unconditionally or under such conditions related to the vocational rehabilitation of persons disabled in industry or otherwise as in the judgment of the said state board are proper and consistent with the provisions of this chapter.

3856. **Fund.** All the moneys received as gifts or donations shall be deposited in the state treasury and shall constitute a permanent fund to be called the special fund for the vocational rehabilitation of disabled persons, to be used by the said board in carrying out the provisions of this chapter or for purposes related thereto.

3857. **Report of Gifts.** A full report of all gifts and donations offered and accepted, together with the names of the donors and the respective amounts contributed by each, and all disbursements therefrom shall be submitted at call or biennially to the governor of the state by said state board.

CITATIONS TO RELATED IOWA LEGISLATION

References are to the Code of 1927 and Session Laws

BLIND.

Code Ch. 76 A. 1. Creating State Commission for the Blind.
41st G. A. Ch. 246; 42nd G. A. Ch. 275, Sec. 12. State aid for blind college students.

Code Ch. 203. State School for the Blind. Adults are admitted under some circumstances. The Commission is conducting an adult summer school at the State school.

Code Ch. 272. County aid for the Blind. The law is permissive. Residence required, 5 years in state, 1 year in county. Allowed benefit not to exceed \$300.00 per year. Payment is made by county board of supervisors from county poor fund or county general fund.

DEAF.

Code Ch. 224. State aid for instruction to deaf children in public schools. Age limit, 16 years.

Code Ch. 204, State School for the Deaf. Adults under 35 years are admitted under some circumstances.

BLIND AND DEAF CENSUS.

Code Ch. 206, Sec. 4106, Par. 13. Reporting by county superintendent of schools to state schools.

Code Ch. 228, Sec. 4426. Assessor shall take record of all blind or deaf persons.

COMPULSORY EDUCATION OF BLIND AND DEAF.

Code Ch. 228. Normal children are required to attend school under 16 or until they have completed 8th grade. Blind and deaf children are required to attend "over 7 and under 19 years" and provisions are made for enforcement.

FREE HOSPITAL TREATMENT.

Code Ch. 199; 42nd G. A. Ch. 275, Sec. 47. Complaint is filed with the clerk of the court. After investigation the court enters an order directing that patient be sent to the hospital of the college of medicine of the State university. Transportation, treatment and hospital care are free to patient.

SOLDIER RELIEF FUND.

Code Ch. 273.

STATE PSYCHOPATHIC HOSPITAL SERVICE.

Code Ch. 197. Provision is made for four classes of patients: 1. Voluntary private. 2. Committed private. 3. Voluntary public. 4. Committed public.

TUBERCULOSIS.

Code Ch. 270. Care and treatment of indigent patients is mandatory on county board of supervisors.

Code Ch. 269. County public hospitals.

Code Ch. 169. State sanatorium. Superintendent has full authority to admit patients up to capacity. Cases approved for admission are placed on waiting list and called in the order their names appear on list. If expense of individual cannot be collected from family it is charged back to patient's resident county.

VENEREAL DISEASES.

Code Ch. 109. Provisions for reporting all cases treated, compulsory treatment and isolation and detention hospitals. Also provides for prophylactic treatment of eyes of new born infants.

WORKMEN'S COMPENSATION.

Code Ch. 70 and 71.

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