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THE
ADMINISTRATION OF VOCATIONAL
REHABILITATION IN KENTUCKY



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DEPARTMENT OF EDUCATION

JOHN FRED WILLIAMS

Superintendent of Public Instruction

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FOREWORD

This bulletin presents, without detail, the benefits available to those individuals with such mental or physical disabilities as will make them eligible for vocational rehabilitation. There is greater need for rehabilitation services today than there has been previously. The services of the Division of Vocational Rehabilitation have been greatly expanded in the past year. It now includes almost any service that will fit an individual to engage in a remunerative occupation. It is believed that the information contained in this publication will be of assistance to those individuals who are in rehabilitation service as well as to interested citizens. It has been prepared by the Division of Vocational Rehabilitation under the direction of its Director, W. Hickman Baldree.

JOHN FRED WILLIAMS,

Superintendent Public Instruction

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THE ADMINISTRATION OF VOCATIONAL REHABILITATION IN KENTUCKY

Introduction

Society has a moral as well as an educational obligation to serve the less fortunate individuals physically and mentally handicapped. From the beginning of time the physically and mentally incapacitated have been among us. That nation which is the highest educationally, culturally, and spiritually, is the nation which recognizes and makes provisions to assist those individuals who because of accident, disease, or deformity of birth, all of which are matters beyond their control, are incapacitated persons. Vocational Rehabilitation is the legal means in a democracy by which services are rendered to the physically handicapped, who, because of such handicaps, are prevented somewhat from performing desirable life activities as normal individuals. The underlying philosophy of Vocational Rehabilitation is based on the belief that the extension of such services to the physically handicapped equalizes in a large degree their life opportunities. It does not necessarily follow that a person handicapped physically should be handicapped vocationally. Rehabilitation may be defined as "any service (educational included) which fits an individual to engage in remunerative and worthwhile life activities."

Administrative Organization

The State Board of Education is the sole authority for carrying out the provisions and purposes of the Vocational Rehabilitation program. I quote from the Kentucky Revised Statutes, 1942 edition—School Laws—Section 163.020 (4526-1) Federal Acts Relating to Vocational Education and Rehabilitation Accepted.—“This state accepts and agrees to comply with all the provisions of the Acts of Congress of the United States approved February 23, 1917 (39 Stat. 929), June 2, 1920 (41 Stat. 735), and June 8, 1936, relating to vocational education and rehabilitation.”

The State Superintendent of Public Instruction is empowered with the authority of carrying out the wishes of the State Board of Education relating to personnel, salary and tenure of all administrative, supervisory, and clerical assistants in the Division of Vocational Rehabilitation. Again I cite the statutory provisions for such authority.—163.050 (4526-4) **Personnel: Rules and Regula-**

tions.—“(1) The State Board of Education shall appoint and fix the duties compensation, and tenure of all administrative, supervisory, and clerical assistants it deems necessary to carry out the provisions of KRS 163.010 to 163.080, the appointments to be made in the same manner as provided by law for other similar assistants in the Department of Education. The assistants shall be reimbursed for necessary traveling expenses incurred in the performance of their official duties.

“(2) The State Board of Education, on the recommendation of the Superintendent of Public Instruction, may make such rules and regulations as it deems necessary for the effective carrying out of the provisions of KRS 163.010 to 163.080. The rules and regulations shall be published and the board may prepare and print such courses of study and make such reports as it deems necessary for carrying out the provisions of the Federal Acts accepted by KRS 163.020.”

The Vocational Rehabilitation Program is definitely a part of the State Department of Education and as such is subject to the rules and regulations of the State Board of Education and the State Superintendent of Public Instruction as the executive officer on such Board.

On the state level, the following positions have been established:

- (1) Full-time director—in charge of all administrative and supervisory responsibilities of the various services of the program
- (2) Assistant director—in charge of case filing and cooperative agencies
- (3) Assistant director—in charge of the vocational training and guidance service of Vocational Rehabilitation
- (4) State supervisor—in charge of physical restoration which includes hospitalization, surgery, treatment, and the fitting of prosthetic appliances
- (5) State supervisor—in charge of services for the blind, including the vending stands and the regular program of rehabilitation of the blind

In order that the state may be more effectively served, eleven district offices have been established in various sections of the state. Each office is staffed with a supervisor and secretary, and in cases where the demand is sufficient, case workers are employed. Periodic visits are made by members on the state level to the various district offices in the state for check-ups on case service and the regular rehabilitation program. Periodic staff conferences are held to

more effectively carry out plans and procedures for the work in rehabilitation.

Eligibility for Rehabilitation Services

Any person with a physical or mental disability which constitutes a vocational or employment handicap is considered for Vocational Rehabilitation services. The disability must be certified to by a licensed physician on medical forms furnished by the Division of Vocational Rehabilitation. The individual must be over 16 years of age and such physical or mental condition must be of a static or relatively unprogressive nature. Active tuberculosis, for example, would not be a feasible case for rehabilitation to serve. If it were an arrested case of tuberculosis, which means that it is not progressive, such a case would fall within the limits of Vocational Rehabilitation services.

A boy with one eye, one limb, or a deaf mute would be unquestionably feasible for rehabilitation benefits, since such disability is a substantial handicap of a non-progressive nature. The central thought for all rehabilitation supervisors to keep foremost in their minds is the employability of the individual. The person served must be made employable. If a case cannot be orientated to some vocation, he is not feasible for rehabilitation service but is a case for welfare or some charitable institution.

There are a number of things to consider in determining eligibility after a case is medically feasible. I mention only a few such as a person's age, education, mental capacities, physical capacities, experience, and self-determination. For example, a few years ago one of the district supervisors interviewed a young boy graduated from high school, crippled in both limbs by infantile paralysis who was interested in a course in law. He had very poor high school grades, and the principal of the school advised the boy that law was not advisable and the supervisor was likewise somewhat reluctant in recommending a pre-law course, but finally such a course was arranged. The boy struggled through his pre-law course and asked that he be sent to a law school. Again we were somewhat doubtful, but after much deliberation let him try. To make a long story short, the young man today is earning approximately \$6,000 a year in a Kentucky town as a practicing attorney. His self-determination was the thing that caused him to finally succeed. This is a rather isolated case, but it will illustrate, to some degree at least, what self-determination by a person can accomplish.

Determining the nature of Rehabilitation Services

Vocational Rehabilitation is a rather highly personalized service due to the fact that the supervisor should know many things about the individual he is serving. It becomes the duty of the supervisor to thoroughly analyze the educational interests and the vocational objective for each person applying for Vocational Rehabilitation services. After much study with possibly the results at hand of an aptitude test and a physical capacity evaluation, the supervisor determines the nature of the service that will be provided the individual. For example, you would not want to train a person who has a serious speech impediment to become a receptionist where he would have to meet many people each day. It would be better that such a person be trained as a file clerk or bookkeeper where meeting the public would be at a minimum. All services rendered the individual are provided by rehabilitation directly to the organization or agency for his benefit. The individual never receives any money from Vocational Rehabilitation. His benefits always are passed on in services.

The first step in the Vocational Rehabilitation process, as has been mentioned previously, is that all persons being served must present a medical diagnosis from a licensed physician to help determine the eligibility for Vocational Rehabilitation. This is a federal requirement by the U. S. Office of Vocational Rehabilitation. The nature of the medical information is left to the discretion of the states. The cost of the medical reports are 100% reimbursable to the states from the federal government. In many cases it is necessary for a great amount of medical information and diagnosis to be submitted on an individual before determining a plan or training objective for the person. Each individual must have a substantial physical or mental handicap. Such handicap must be to such an extent and of such a nature that it will definitely impede the vocational opportunity of the individual. Many reasons can be advanced for authentic medical information. There are many disabilities hidden or unseen—for example, a person with a serious organic heart appears from outside appearances to be perfectly well. The same could be said for weak lungs, hypertension, and other physical impairments. If proper medical information is submitted, such disabilities are found at once. Such information permits the state rehabilitation program to legally serve the person under consideration.

There are many ways of determining the proper objective for physically handicapped individuals. We attempt to guide the in-

dividual vocationally into the proper channels necessary for his complete rehabilitation. It may be necessary to give the individual a battery of intelligence and aptitude tests or maybe it could be determined by his previous high school record and sometimes it is pretty well determined by personal interviewing of the case. It is necessary always to keep in mind that this type of guidance is somewhat different from the normal process in that many handicapped individuals are not equipped to perform the same activities or operations on a job as the normal individual—for example, it would be unwise to advise an individual that has serious eye disabilities to be trained in precision tool making. It would not be sensible to advise an individual who is affected with bronchial asthma to work in dusty places in basements of buildings. A great deal of freedom, however, is given to the individual in choosing his life work with the two thoughts in mind—that of protecting his physical health and of preparing him in the best possible way to perform satisfactorily on the job. An additional service provided for people is to assist them in finding and keeping employment. Those persons are furnished with artificial appliances who are medically feasible and can show cause economically that they are unable to purchase such appliances. Artificial appliances are provided to assist people in getting a job or keeping them on the job. The Vocational Rehabilitation service provides such appliances as arms, legs, hearing aids, hands, artificial eyes, false teeth, braces, glasses, trusses, if by so doing, it enables the individual to better carry on his chosen vocation.

Physical and Mental Restoration

This service applies to those individuals who because of physical or mental disability are unable to pursue their employment and need assistance. The following are regulations which determine whether physical restoration can be made available:

- (1) The disability must be static.
- (2) Physical restoration must remove or substantially reduce the client's handicap.
- (3) Physical restoration must increase the employability of the individual.
- (4) The client must be financially unable to provide physical restoration service for himself.

Physical restoration services include:

- (1) Medical diagnosis
- (2) Hospitalization and after care
- (3) Occupational and physical therapy

The case must have a substantial employment handicap in order to be served by physical restoration. Regulations and standards are set up by the federal office which serve as a guide for determining such handicaps. The medical diagnosis is made by an approved physician and with the assistance of the standards of regulations either approves or disapproves types of service to be administered. The physical or mental disability must be static or relatively unprogressive for service. Any case having a handicap that is progressive in nature or may become so will not be considered for physical restoration service. If only static cases are treated by Vocational Rehabilitation, it will not be accused of going into the field of preventive medicine. Such procedures by a federal agency are not approved by most doctors. Surgery and hospitalization service is available to clients meeting the above conditions, with the understanding that 90 days is the limit whereby federal funds are used for hospitalizing a case. The Division of Rehabilitation purchases medical care, hospitalization service, and treatment from approved clinics and established hospitals.

The program of physical restoration is a new phase of rehabilitation service and because of the need of this type of service, it requires skilled and technical individuals to deal with problem cases. Many sins have been committed by the amateur. Most rehabilitation supervisors fully understand that they are not medical specialists and for that reason medical consultation and medical advice is used for serving individuals in physical restoration. The service of physical restoration is very important in its connection with all other public health agency endeavors. For example, there is estimated to be in Kentucky 6,500 handicapped school children. This group will some day become an army of adults. If proper medical attention is not given to this group before the age of 16, they become the responsibility of the Division of Vocational Rehabilitation service. Of this group, a great number will be classified as mentally retarded which requires the services of skilled physiologists and psychiatrists. Again, if these individuals are neglected until they become 16, Vocational Rehabilitation can provide psychiatric and occupational therapy service. The medical and surgery service must be closely connected with vocational guidance. Types of training required in individual cases and services to be given must be determined jointly by the physician, vocational guidance counselor, and the training specialists.

Types of Training Available

Vocational Rehabilitation offers its facilities and training to practically every occupational field.

- (1) Partial list of Occupations
 - a. Teaching
 - b. Engineering
 - c. Law
 - d. Medicine
 - e. Dentistry
 - f. Accounting
 - g. Drafting
 - h. Medical technician
 - i. Training for other occupations depending on the aptitudes, abilities, and interests of the applicant
- (2) Clerical, Sales, and Kindred occupations
 - a. General Office
 - b. Bookkeeping
 - c. Secretarial
 - d. Salesmanship
 - e. Other courses in the field of business administration
- (3) Skilled and semi-skilled occupations
 - a. Watch repairing
 - b. Radio
 - c. Electrical work
 - d. Welding
 - e. Seamstress
 - f. Air mechanics
 - g. Auto mechanics
 - h. Refrigeration
 - i. Dress making
 - j. Machine operator
- (4) Self Occupations
 - a. Barbering
 - b. Beauty culture
 - c. Others

The above represents only a partial list of occupations in which the Division of Vocational Rehabilitation has trained the physically handicapped. There are thousands of other job classifications in Kentucky in which handicapped individuals could be trained depending on their aptitudes, abilities, and interests.

SERVICES FOR BLIND

Briefly the rehabilitation of the blind is performed in a similar manner as rehabilitating other physically handicapped persons. It

so happens that those interested in benefits and training for the blind have been somewhat more diligent about their cause than other groups. As mentioned previously, a state supervisor is in charge of the blind who is charged with the responsibility of industrial placement, concession stands operation for blind, vocational training, medical diagnosis and physical restoration.

It is estimated there are 6,000 blind in Kentucky. Only 25% of this number are possible cases for rehabilitation. The remaining 4,000 are cases for welfare and home care. It is a little less than amazing the record the blind are making in industrial establishments. There is now working in the Vocational Rehabilitation Division an Industrial Specialist whose responsibility is placing eligible blind persons.

It has been proven by statistics that the blind as a group have less accidents in industry than sighted persons and work results are equally satisfactory. Kentucky serves many of its blind by concession or vending stand programs. In these programs approximately 65 blind people are employed. The blind operate, under supervision, small businesses selling small and selected stocks of merchandise. It is contemplated to expand this phase of the service so that at least 150 or 200 blind persons are employed in public buildings throughout the state.

Who is eligible for rehabilitation services under Services for the Blind? This service is available to persons 16 years of age and older whose visual acuity is 20/200 or less in better eye after correction. Those whose visual acuity is more, yet whose loss of vision constitutes a handicap, may be served through the regular channels of Vocational Rehabilitation service.

Services contemplated for blind in Kentucky

1. Physical restoration, including treatment, surgery, and hospitalization when feasible.
2. Counseling related to social and educational adjustment.
3. Vocational guidance which determines the choosing of vocation.
4. Training to prepare for vocation.
5. Placement.
6. Maintenance while training if financially in need.
7. Cultural and recreational service in which assistance may be secured for braille and talking books.
8. Work opportunities under sheltered conditions when indicated.

List of Occupations in which Rehabilitation Clients were Trained

During 1944-45 a study was made in the Division of Vocational Rehabilitation of 1,050 closures to determine the distribution of the various occupations in which individuals were trained. Due to the war emergency, we found that laborers headed the list of those individuals for which services were provided. It is interesting to note that such occupations as advertising, recreation, florist, etc. were very few. This is possibly due to the fact that these particular occupations were not necessarily a part of the war effort. In this study it was also found that the total earnings at survey of the clients amounted to \$5,410 and the total earnings after service was \$34,704. The increase in earning capacity was almost seven times as great after Rehabilitation services as it was before. The total cost to the Department of Education was approximately \$40,000 or a per capita cost of \$37.78. This is factual evidence that Rehabilitation actually pays in dollars and cents by increasing the earning power of individuals. There is hardly any field untouched by the program of Vocational Rehabilitation.

The list of occupations shown below represents a break-down by jobs of the 1,050 closures that were studied.

| | | | |
|--------------------------|-----|-----------------------------|---|
| Laborers | 220 | Clergy | 5 |
| Auto Service & Mechanics | 109 | Domestic | 6 |
| Clerical | 92 | Chauffeur | 5 |
| Farming | 83 | Elevator Operators | 5 |
| Machinists | 60 | Production Workers | 5 |
| Welding | 48 | Tool Grinders | 4 |
| Trucking | 36 | Dry Cleaners | 4 |
| Teaching | 29 | Dishwashers | 4 |
| Mining | 26 | Printing | 4 |
| Sales | 25 | Switchboard Operators | 4 |
| Janitors | 23 | Timekeepers | 4 |
| Misc. Personal Services | 20 | Bakers | 4 |
| Painting (house) | 17 | Furniture and Rug Repairing | 4 |
| Inspectors | 17 | Housekeeping | 3 |
| Radio | 17 | Shipfitting | 3 |
| Lumbering | 12 | Hospital Service | 3 |
| Carpentry | 12 | Blacksmith | 3 |
| Manufacturing | 12 | News boys | 3 |
| Guards | 11 | Shelter Work Shop | 3 |
| Shoe Repairman | 10 | Plumbing | 2 |
| Sewing Machine Operators | 10 | Watchmaking | 2 |
| Waitress | 8 | Funeral Service | 2 |
| Postal Service | 8 | Beautician | 2 |
| Electrician | 8 | Mill Workers | 2 |
| Porters | 7 | Musicians | 2 |
| Cooks | 6 | Artificial Limb Maker | 1 |
| Railroad workers | 6 | Advertising | 1 |
| Broom Making | 6 | Recreation agency attendant | 1 |
| Taxi and Bus Drivers | 6 | Fireman | 1 |
| Distillery Workers | 6 | Detective | 1 |
| Professional Services | 6 | Florist | 1 |

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| Total earnings at survey | \$ 5,410.00 |
| Total earnings at closure | 34,704.00 |
| Total cost to department | 39,676.00 |

| | |
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| Average earnings at survey per week | \$ 5.15 |
| Average earnings at closure per week | 33.05 |
| Total cost per capita | 37.78 |

District Supervisors

Mr. Lindsey E. Allen, Dist. Supv.
 Vocational Rehabilitation
 1510 Heyburn Building
 Louisville 2, Kentucky

Mr. D. D. Dugan, Dist. Supv.
 Vocational Rehabilitation
 Crabbe School Building
 Ashland, Kentucky

Mail sent to Mrs. James B. Flannery, Secretary—
 Vocational Rehabilitation
 102 City Building
 Covington, Kentucky

Mr. Harry B. Ford, Dist. Supv.
 Vocational Rehabilitation
 317 Masonic Building
 Owensboro, Kentucky

Mr. Leonard L. Hudson, Dist. Supv.
 Vocational Rehabilitation
 1019 State Street
 Bowling Green, Kentucky

Mr. Acles Pope, Dist. Supv.
 Vocational Rehabilitation
 Box 710
 Harlan, Kentucky

Mr. George E. Sapp, Dist. Supv.
 Vocational Rehabilitation
 Box 368
 Somerset, Kentucky

Mr. Dow Stapleton, Dist. Supv.
 Vocational Rehabilitation
 Box 734
 Hazard, Kentucky

Mr. Robert E. Traylor, Dist. Supv.
 Vocational Rehabilitation
 141 South Main Street
 Madisonville, Kentucky

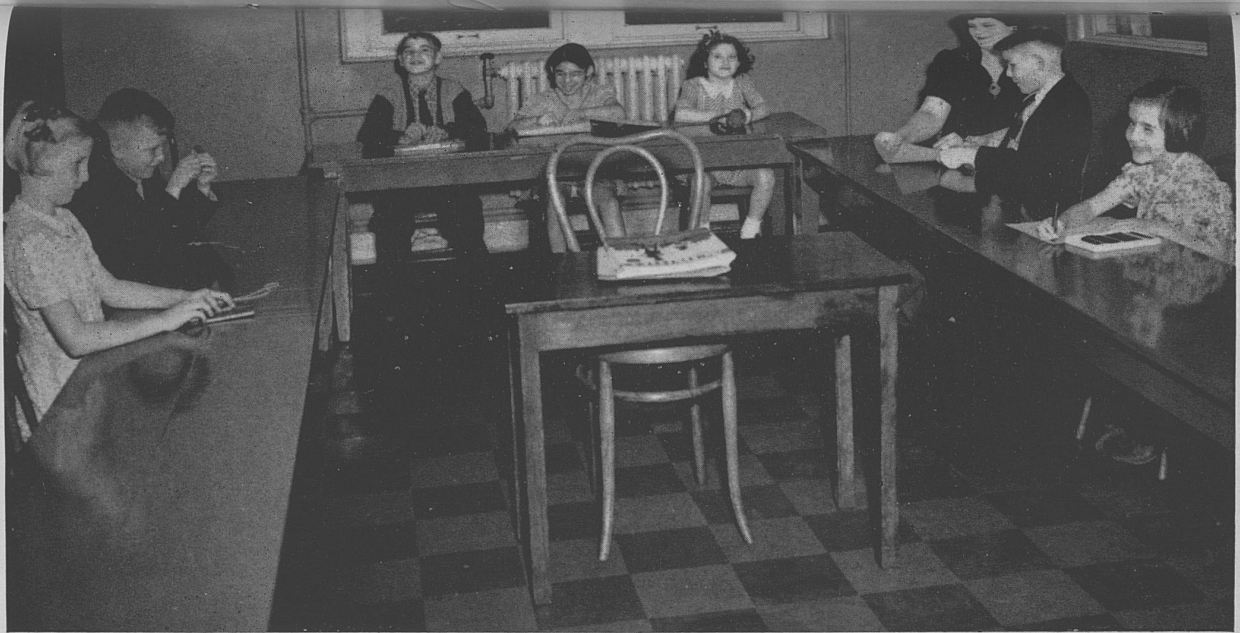
Mr. L. G. Wesley, Dist. Supv.
 Vocational Rehabilitation
 311 East Main Street
 Lexington 34, Kentucky

Mr. Will Young, Dist. Supv.
 Vocational Rehabilitation
 Box 571
 Paducah, Kentucky



Miss Elizabeth Milliken, pictured above, is a good example of what a handicapped person who possesses determination can do when given proper guidance and counsel. She now is operating a Novelty Shop in Owensboro, Kentucky, and her reputation is becoming known in and around the surrounding territory as one who deals in oddities that may not be found in larger shops.

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Perhaps it is the group of happy blind boys and girls that is causing Miss Helen Hicks to look so happy. On the other hand, it may be the result of recent eye operations which have caused considerable improvement in her vision.

Miss Hicks, a teacher at the Kentucky School for the Blind, has been blind since about the age of eighteen. She is very pleased over the results of recent eye operations for cataract, made possible by Vocational Rehabilitation. Her vision is much improved as a result of the operations and may be restored to almost normal. This is a physical restoration service of Rehabilitation.

SUMMARY

The benefits of Vocational Rehabilitation have been so liberalized as to include almost any service to enhance the chances vocationally of persons with physical or mental disabilities. The opportunity to work is a debt society owes to every individual, the disabled as well as the able-bodied. The ever increasing number of persons handicapped each year coming into the labor market makes it imperative that rehabilitation re-emphasize its efforts for service. Kentucky must continue to provide vocational opportunities for this group if we are to have a well-balanced economy and an educational program which meets the demands of all its citizens.

“There is a destiny that makes us brothers,
None goes his way alone.
All that we send into the lives of others,
Comes back into our own.”

—EDWIN MARKHAM