

P2794

# Civilian Rehabilitation

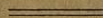
IN

## West Virginia

AND

### Special Report On a Survey of the Blind

1924-1926



(REPRINT OF SECTION III OF THE BIENNIAL REPORT  
OF THE STATE BOARD OF EDUCATION  
OF 1924-26).



Prepared by  
J. F. MARSH, Director  
STATE BOARD OF EDUCATION  
Charleston, W. Va.



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STATE BOARD OF EDUCATION  
Charleston, W. Va.



Charleston, West Virginia,  
February 15, 1927.

To the Honorable Howard M. Gore,  
Governor of West Virginia.

Dear Sir:

In accordance with the laws of the State, the State Board of Education, through the Director of Rehabilitation, hereby transmits to you, and through you to the Legislature, the following special report on Civilian Rehabilitation.

We trust the articles, the statistics and the exhibits contained herein will present the special service of this division of work in a way to justify the State in giving generous support to this worthy undertaking.

Very respectfully yours,

STATE BOARD OF EDUCATION,  
GEORGE M. FORD, President, Charleston.  
W. C. COOK, Welch.  
LENNA LOWE YOST, Huntington.  
BERNARD McCLAUGHERTY, Bluefield.  
W. G. CONLEY, Charleston.  
J. B. McLAUGHLIN, Charleston.

J. F. MARSH, Secretary,  
State Director of Civilian Rehabilitation.

All payments approved by—

STATE BOARD OF CONTROL,  
J. S. Lakin, President,  
F. W. McCullough, Member,  
C. A. Jackson, Member.  
Roy Reger, Secretary.



## STATISTICAL SUMMARY 1924-1926

The facts given by years under the following heading are gleaned from the annual reports made to the Federal Board of Vocational Education:

	1924-25	1925-26
No. cases rehabilitated through school training.....	85	98
No. cases rehabilitated through employment training	57	38
No. cases rehabilitated through job restoration.....	31	35
No. cases on live roll for further observation.....	379	364
Men rehabilitated .....	151	142
Women rehabilitated .....	22	29

In considering the table above it should be remembered that a very large number of cases are investigated and that comparatively few are found susceptible for rehabilitation in the strictest sense. The service of the agents is therefore much more extensive than may be indicated by the official report.

A glance at the last items of the table points to a tendency to increase the percentage of women rehabilitated. The number of men needing the service will always be much greater than the number of women eligible because of the larger number of men engaged in hazardous occupations.

Reference to the official report and the table of comparisons with the United States averages will point to the fact that West Virginia is emphasizing the training of the younger men and women through educational courses. It is believed that this policy will bring greater returns on the money invested by the Federal and State governments.

It is difficult to measure in a mathematical way the results of the rehabilitation work. We have sufficient data, however, to indicate that the actual increased earning power of the disabled persons trained and located represents a value far in excess of the appropriations. Certainly no official or citizen blessed with health and a sound body will begrudge any reasonable expenditure for increasing the earning power and happiness of the less fortunate.

### FINANCIAL REPORT—WEST VIRGINIA

Federal allotment to West Virginia.....	\$13,903.85	\$13,903.85
State appropriation.....	17,500.00	17,500.00
Salaries directors and agents.....	12,260.00	12,260.00
Clerks and stenographers.....	275.00	291.66
Travel .....	3,456.63	2,911.84
Communication .....	73.82	115.28
Printing .....	238.44	84.50
Supplies .....	3.10	10.84
Other administrative expenses.....	45.92	3.25
Tuition—educational institutions.....	7,219.36	8,658.67
Tuition—industrial and commercial.....	335.00	211.96
Salaries paid tutors.....	2,008.75	750.26

Correspondence schools .....	252.00	133.17
For instructional supplies, books, etc.....	1,580.27	2,210.56
Artificial limbs and appliances.....	2,078.48	2,786.65
Transportation of students.....	826.28	345.17

Note: The remainder of funds was spent for miscellaneous items.

### HELP FROM UNOFFICIAL SOURCES

In considering the cause of rehabilitation, it should be borne in mind that the State and Federal appropriations by no means represent the amount of money and effort invested in the service from year to year. Individuals and organizations in all parts of the State are found ready to give hearty co-operation in rendering help to the disabled.

Our representatives have made no effort to keep systematic notes or records on the extent of co-operation by individuals and agencies. The following informal reports made by Mr. A. O. Watson and Mr. John C. Shaw will give the reader some impression of the help received. It will be noted that Mr. Watson reports sums from outside sources in excess of his own salary.

The State Board of Education, through its Director, takes this means of thanking all co-operating individuals and organizations for their generous help in rendering aid in the Rehabilitation Service.

### REPORT OF SPECIAL ASSISTANCE

By O. A. Watson, Regional Field Agent

Mr. J. Frank Marsh,  
State Department of Schools,  
Charleston, W. Va.

My dear Mr. Marsh:

Enclosed you will find the report of Outside Financial Aid received in co-operation with our Department in the Rehabilitation of students we have, and have had in training the past two years.

Ruby Summers, Catawba, West Virginia. Received from the First Christian Church of Fairmont for hospital, operation, clothes, and transportation in training .....	\$ 450.00
Bessie Wilson, Mannington, West Virginia—Board, room, and transportation.....	301.00
Nettie Poling, Philippi, West Virginia—Board, room, and transportation .....	350.00
Marvin L. Painter, Petersburg, West Virginia—Board, room, transportation. Knight Templars, 2 yrs. \$400	
M. E. Sunday School Class Morgantown, 2 years.....	250
Churches of Petersburg.....	125
Total.....	775.00



Ottie Cutlip, Sutton, West Virginia.		
Board, room, transportation.....	\$250	
Quota Club of Fairmont, Hospital, transportation, etc...	900	
Total.....	—	1,150.00
Claud F. Riggs, Mt. Clare, West Virginia		
B. and O. Railroad (not compulsory).....		625.00
Fred Bolliger, Clarksburg, West Virginia.		
Mrs. Enid Harper.....		75.00
Russell Post, Buckhannon, West Virginia.		
B. and O. Railroad donation.....	\$ 50	
County Court of Upshur County.....	300	
Total.....	.....	350.00
James H. Hayes, Clarksburg, West Virginia,		
Salvation Army, food, clothing, etc., estimated.....		150.00
Total.....		<u>\$4,226.00</u>
Hood Overfield, (blind, not in formal training).		
McClellan Bible Class, First Presbyterian Church, Clarksburg, Exponent, Telegram, and friends, for erection of News Stand (approximately).....		\$300.00
I have given names, and addresses of the cases helped in this way for future references.		

Respectfully submitted,

ODAR A. WATSON.

**ACKNOWLEDGING THE RECEIPT OF MORE THAN THE LAW  
REQUIRES.**

**By John C. Shaw, Regional Field Agent**

The writer will not attempt to name the school people and those engaged in social service of various kinds, who have contributed to making rehabilitation service in his area a success. The list would be longer than present space allotment would approve. City superintendents, county superintendents, district supervisors, principals, and teachers, many of whom have generously responded to suggestions of opportunities to render assistance in making the disabled self-supporting. Social workers have given helpful co-operation where opportunities have arisen. Many have done better than wait for suggestions to come to them. They have made suggestions of rehabilitation opportunities, and in this way have located many of the prospects. This is an aid to the rehabilitation service, but better still, it is an aid to the physically disabled. One generous superintendent made four trips with his automobile, of several miles each, to have rehabilitation prospects visited, then refused to have his gasoline tank filled as a compensating favor.

A number of corporations through their representatives, and numerous individuals with no other motive than rendering service to those who need it and are likely to profit by it, have been instrumental in finding pros-

pects and assisting them on the road to usefulness. A few instances will illustrate this type of co-operation.

Mr. J. L. Junkins, and his predecessor, Mr. Dean, Manager Safety and Welfare Department of the Weirton Steel Company, Weirton, report good rehabilitation prospects having been injured in the employment of the company. Co-operation is given in deciding on a training objective, and in getting started in training, or employment.

The Welfare Secretary of the Wheeling Steel Corporation cheerfully co-operates in rehabilitation of men disabled in the organization he represents.

Mr. D. W. Dillon, Cashier of the First National Bank, St. Marys, promptly reports any cases of disability which come to his attention, of disability and which he thinks might be rehabilitated. He also assists in working out the rehabilitation program.

The district supervisor of schools who took chances in investing his own money in getting two disabled young people started on training sources, without final assurance that he would be relieved, did commendable service.

One of the good commercial schools of the state has manifested a commendable spirit in carrying slow plodding students beyond the rehabilitation contract without additional remuneration.

### PICTORIAL EXHIBIT OF CASES

Knowing that the average busy reader is naturally impressed by pictures and brief statements, the state board presents the following section of this report. A few minutes given to an examination of the cuts and the accompanying explanations will make it possible for those not acquainted with the rehabilitation service to secure a ready grasp of the work that is being done.

The Director regrets that limitation of expenses and other conditions made it impossible to secure photographs of a greater variety of the activities of rehabilitation students. The State can surely afford to continue this type of human conservation which decreases the burdens of the State for the future, and brings a new hope and outlook into the lives of many of our unfortunate citizens.

Let the following pictures and explanations tell their own story.

#### ALZINA KEENER

This girl lives at Frametown, W. Va. She met with an accident in 1924, which left her badly crippled in the left limb. She was unemployed and unable to support herself. Arrangements were made for her to take

a commercial course in the West Virginia Business College at Clarksburg. The Rehabilitation Department paying her educational expenses, and living expenses arranged for through another source.

She completed her course in good shape, and was placed for employment with the Floyd Development Company of Clarksburg, as stenographer and bookkeeper at a salary of \$30 per week with promise of increase as she gained experience.



Alzina Keener has completed a course at the West Virginia Business College, and is now working.

#### JAMES H. HAYES

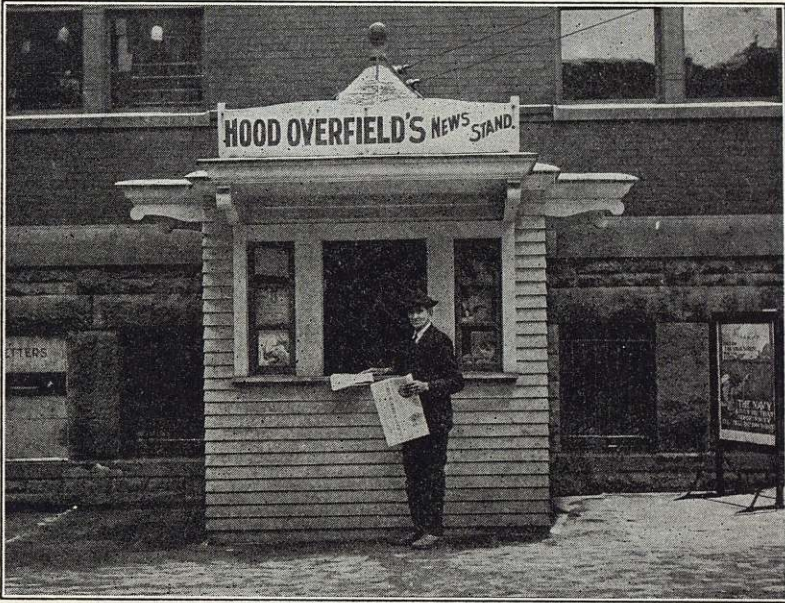
James H. Hayes's case was first called to our attention by the Salvation Army of Clarksburg. A hard fall caused fracture of the spine.

At the time of his injury he was a cook in a hotel. The injury left him unable to walk. In our survey of the case we discovered that he had some talent in cartooning, and was a good penman. We arranged a course in "Lettering," and "Show Card Writing" with the International Correspondence Schools. He is doing excellent work along this line, and has almost completed his course.

After completing this course he expects to take a short course in "Cartooning," after which we feel certain that he will be able to support himself.



James H. Hayes with some of his exhibits.



Blindness did not daunt him.

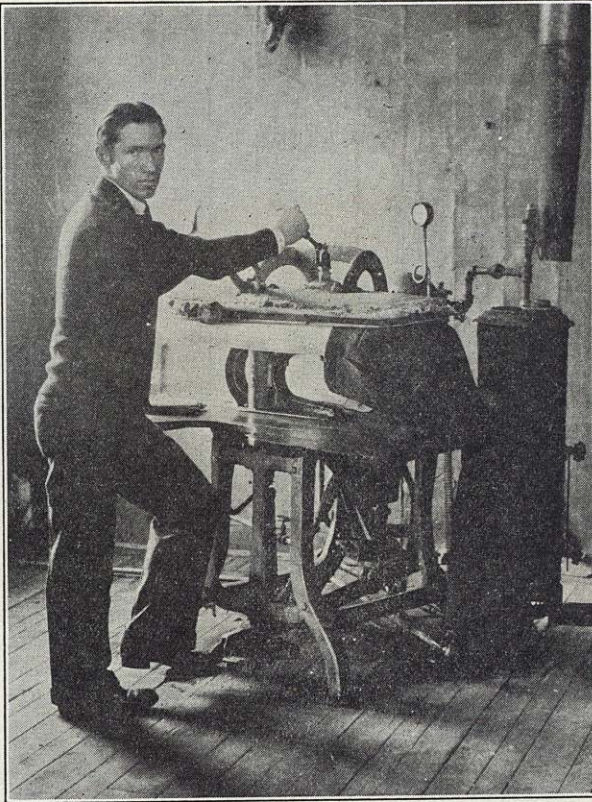
HOOD OVERFIELD, CLARKSBURG, W. VA. (BLIND).

Hood Overfield is a living example of a man totally blind who is self-supporting. He became blind when very small, attended the School for the Blind at Romney after which he taught school.

Taking up his residence in Clarksburg he sold papers on the street for a number of years, until one day about one year ago he was struck by an automobile and injured, but not seriously.

The Clarksburg Telegram, and Exponent, and the McClellan Bible Class of the First Presbyterian Church secured permission from the city and built him a news stand in the public square, where he now sells papers and magazines. His income from the business amounts to \$75 or \$80 per month.

He has saved enough money through the years to purchase and pay for a small home in Clarksburg. The Rehabilitation has not been required to date to spend any money in his training.



Although he has an artificial foot, Collis, a former mine operator, now does successful work in a pressing shop.

#### COLLIS

Collis when 18 years of age, employed as a motor brakeman in a coal mine, had his right foot crushed and later amputated. As a rehabilitation trainee he was given an employment course in Dry Cleaning, Dyeing, Pressing, and Fancy Spotting. He is making good in his work.

#### OTTIE CUTLIP

The Story of the Rehabilitation of this case is an interesting one. We found Oattie in very poor surroundings in the mountains about two miles from Sutton, living with a mother and stepfather. She was badly crippled in the left leg from infantile paralysis; she was a bright girl having



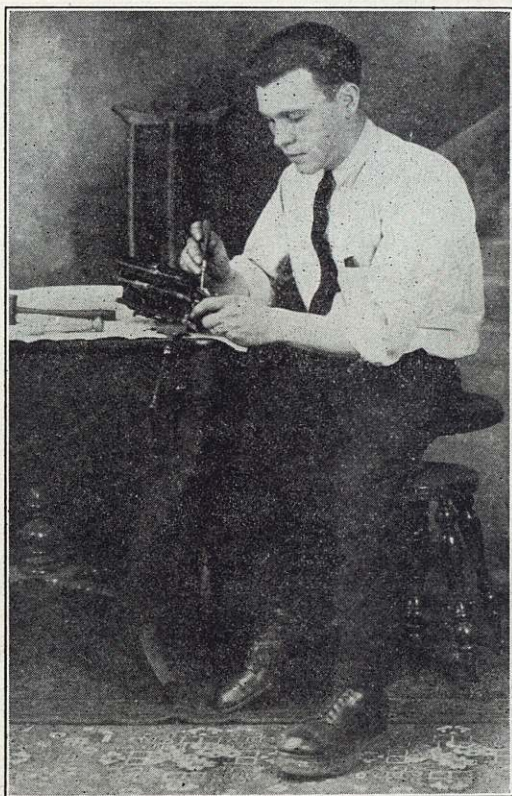
Ottie Cutlip, of Sutton, W. Va.

secured the equivalent of an Eighth Grade education; but with no High School near enough to attend, and no financial means to attend one away from home.

With the aid of the Ladies' Aid of the M. E. Church of Sutton, other organizations, we secured living expenses for her through a two-year High School Course, our department paying her educational expenses.

We then secured Board and room for her at Fairmont and placed her in the West Virginia Business College for a commercial course. She had practically completed this course in good standing and had a good position located, when the Quota Club of Fairmont became interested in her, and thought an operation would cure her disability. She is now in a special hospital in Pittsburgh recovering from a second operation, and will leave the hospital without the aid of a crutch or cane,

The Quota Club raised \$900 to cover the expenses of the two operations. Her position as stenographer is awaiting her upon her recovery.



Infantile paralysis handicapped "Thomas", but he now repairs typewriters.

### THOMAS

Thomas in childhood had an attack of infantile paralysis which resulted in a condition necessitating his using crutches when traveling other than getting about home.

He was taught typewriter repair by rehabilitation arrangement. His home town does not have enough work of this kind to give him full-time employment. He does some hustling for work and is getting some patronage from neighboring towns. He is now doing his repair work in the office of a local coal distributing company and takes care of the sale of coal on a commission basis. He is saving some money, is handy with tools, can do vulcanizing, and contemplates opening a general repair shop a little later. He spends two evenings each week at a commercial night school on his own initiative.

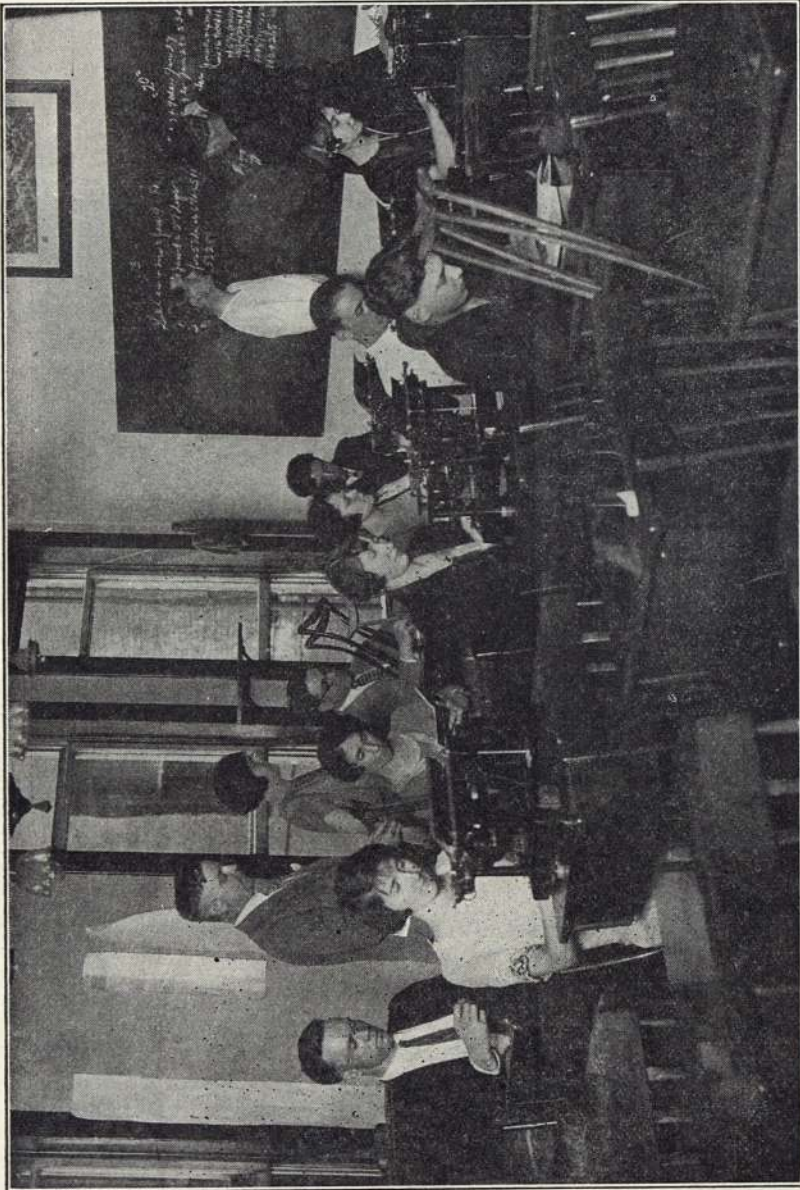




"Velma," a Polish girl, has been trained as a typist.

#### VELMA

Velma, a Polish orphan girl with curvature of the spine since childhood, was given a stenographic course in a commercial school. She became a fine typist and is located in a very good position.



Group of disabled students attending West Virginia Business College, Clarksburg, W. Va. Tuition and books furnished by Rehabilitation Division.

### The Importance of the Work in Rehabilitation

Observation of what is going on in the business world will convince anyone of the tendency to make finer adjustment of machinery and methods in order to use more fully materials and resources. The farmer is being forced to intensive cultivation and to the better adaptation of crops to soil. The lumberman is making much use of the small and inferior timber once entirely overlooked. The manufacturer is learning the importance of making by-products and in salvaging disabled materials and machinery.

In human affairs we must recognize the same need for finer adjustments and more intensive conservation. Civilian rehabilitation is an effort to relieve society of part of the burden of supporting the disabled and at the same time to bring the joy of self-support to many who have been overtaken by disease or accident. The Federal and state governments are fully justified in the expenditures for this service on the ground of an obligation to be humane toward the unfortunate and an opportunity to apply sound economics to a problem affecting society in general. President Coolidge says:—"The best service we can give the needy and unfortunate is to help them in such a way that their self-respect, their ability to help themselves shall not be injured but augmented. Nobody is necessarily out because he is down. But, being down, nobody gets up again without honest effort of his own. The best help that benevolence and philanthropy can give is that which induces everybody to help himself."

### The Size and General Nature of Rehabilitation Work

The following statement by John A. Kratz, Chief of the Vocational Rehabilitation Division of the Federal Board for Vocational Education, sets out in brief form the number of persons available for such service and the general nature of the service rendered by the rehabilitation division:

"There are about 20,000 persons killed and about 180,000 permanently injured in industrial and other accidents in the United States annually," said Kratz.

"It is to get back into some useful occupation the men and women who are blinded, or who have lost arm and legs, that the Government and 39 States now conduct rehabilitation departments.

"This year the States will spend about \$600,000 in rehabilitation work, and under the law the Federal Government will give to these States an amount equal to what they spend—so something over a million will go into rehabilitation.

"There are blind men who would otherwise be dependents upon society, but who, through rehabilitation, have been taught useful occupations, such as piano tuning, mattress making, chair caning, brush and broom making, candy making. We have put many blind men and women in factories, doing small assembly work, or frosting and staining glass, or packing things.

"We have one-armed and one-legged men, and men with both arms or both legs off, and have succeeded in making them self-supporting.

"Indeed, we had one man who lost both legs and one arm—and he is now earning his own living as a janitor. We got him two wooden legs and put a hook on his arm, and he is getting along all right, self-supporting and infinitely happier than he would be if he were supported by the State in some public institution.

"An investigation made not long ago showed that 5,000 disabled persons, now returned to work, were engaged in 628 different occupations.

It is remarkable how many things they can be found capable of doing. It is not so much a question of how much the man has lost, but of how much he has left in his heart and mind—how much of determination and confidence he has left.

"And 18 per cent of all those rehabilitated are women. Many are found places in offices and shops.

"Rehabilitation has been going on under Federal aid for five years now and some 20,000 men and women have been restored to industry. They average \$22 a week, or something over \$1,000 a year. That makes \$100,000,000 a year for the whole group.

"This year over 6,000 will be rehabilitated and while a million will be spent in the task, the 6,000 will be able to earn \$6,000,000 a year, or over \$100,000,000 in the rest of their lives, for they will average 20 years of work.

"One man, aged 22, who lost both hands and then went to a poor-house, has been provided with double-hook arms. He's out of the poor-house and is now an independent poultry raiser—has a fine chicken farm. And he can even collect eggs with those artificial hands. We have telegraphers, motion picture and radio operators, jewelry repairers, photograph retouchers and all sorts of workers. One man, bed-ridden, conducts a mail order business from the telephone at his bedside."

#### Analysis of Cases in the United States, Year 1925-26

##### 1. Rehabilitated through:

School training .....	39%
Emp. training .....	15%
Job restoration .....	46%

2. Sex—Male .....	87%
Female .....	13%

3. Age—Under 21 .....	23%
21-30 .....	33%
31-40 .....	21%
41-50 .....	14%
Over 50 .....	9%

##### 4. Origin of disability:

Emp. accident .....	49%
Public accident .....	19%
Disease .....	27%
Congenital .....	5%

5. Nature of disability:	
Leg .....	34%
Hand .....	14%
Arm .....	11%
Vision .....	8%
Legs .....	7%
Multiple .....	4%
6. Schooling—6th grade & less.....	
7th-9th .....	33%
10th-12th .....	42%
More than 12th .....	19%
Average cost per case inclusive of administration.....	\$229.71

### Limitations of Rehabilitation

In order to correct many natural misconceptions of the public concerning the rehabilitation service the following notes are inserted in this report:

Rehabilitation agents working under State and Federal laws must adhere to and be guided by the following limitations:

Applicants must be of working age, that is, at least fourteen years old.

There must be evidence of permanent physical disability caused either by disease or accident.

It is necessary to have evidence indicating the possibility of returning the applicant to useful employment.

The use of State and Federal rehabilitation funds is limited to meeting the expenses for necessary administration and the payment of teachers and tutors for giving vocational training to the disabled; also to pay bills for tuition and the necessary books and instructional supplies of disabled students pursuing vocational courses. In some cases transportation may be allowed in order to get a crippled student to and from the place of instruction, and in rare cases artificial appliances may be purchased if it can be shown that such appliances are necessary in carrying out a vocational program for the disabled.

Applicants may be trained by the employment of some skilled officer or workman who will train the disabled person on a suitable job.

In some cases the assistance is limited to the finding of a suitable position for the disabled person.

Erroneous impressions may be corrected by the following statements indicating what the rehabilitation service **does not cover**.

It does not apply to injured soldiers as their needs are met through the Veterans Bureau.

Rehabilitation in West Virginia does not provide for hospitalization, or treatment for physical ailments. However, the agents often co-operate in securing such service through state and private agencies.

As a rule it is useless to undertake the rehabilitation of elderly persons who have passed the age of productive work.

Unfortunates who are practically helpless because of mental or physical condition can rarely be rehabilitated. They are proper subjects for special institutions.

### How the State Is Organized for Rehabilitation Service

The State and Federal organization for civilian rehabilitation service is summarized below:

#### A Federal Board for Vocational Education:

Has charge of the work throughout the country and allots the Federal appropriation to the States and sets up general policies.

#### The State Board of Education:

Adopts a plan of co-operation between the Federal and State Board and appoints state officers and agents to carry on the work.

#### The State Board of Control:

Approves all payments from rehabilitation funds.

#### The Secretary of the State Board of Education:

Acts as State Director giving about one-tenth to one-fifth of his time to this division of work.

Three agents (formerly four) give full time to field work.

A member of the State Department of Education is employed on part-time to keep all financial records and books relating to the rehabilitation work.

### Fields of Labor

Until July, 1926, four full-time agents were employed to do the field work. It was found advisable to reduce the force to three full-time agents in order to make available more money to use in helping the disabled persons. The names and counties assigned to each agent follow:

John C. Shaw, Wheeling: Hancock, Brooke, Ohio, Marshall, Jackson, Roane, Wirt, Wood, Ritchie, Pleasants, Doddridge, Tyler, Wetzel, Mason, Cabell, Wayne.

Odar A. Watson, Buckhannon: Monongalia, Marion, Preston, Taylor, Harrison, Barbour, Tucker, Frant, Hardy, Mineral, Hampshire, Morgan, Berkeley, Jefferson, Lewis, Upshur, Randolph, Pendleton, Webster, Braxton, Gilmer, Calhoun, Nicholas, Clay, Pocahontas.

W. C. Meadows, Charleston: Putnam, Kanawha, Raleigh, Boone, Monroe, Fayette, Greenbrier, Summers, Mercer, Wyoming, Logan, Lincoln, Mingo, McDowell.

### How the Agent Spends His Time

The nature of the rehabilitation work is such as to make it impossible for an agent to follow any routine plan. He may find it necessary to spend many days in finding a case and on another occasion he may have urgent calls on the same day from widely separated regions. In this

work a job is never finished as most of the persons rehabilitated need more or less supervision and encouragement. The agents are instructed carefully as to the general purposes and policies of the work and are expected to meet certain standards of accomplishment each year measured by the number and nature of cases rehabilitated. Each agent is required to submit to the state director a monthly day-by day report of activities, the following submitted by Agent John C. Shaw for January 1926 being a fair example:

- Jan. 1—Wheeling—Tabulated returns from Blind.
- Jan. 2—Wheeling & Warwood—Case work Prager.
- Jan. 3—Sunday.
- Jan. 4—Wheeling—Checked returns from the blind.
- Jan. 5—Wheeling—Case work and correspondence.
- Jan. 6—Wheeling—Case work.
- Jan. 7—Weirton—Case work.
- Jan. 8—Wheeling—Mailed blanks to newly reported cases of the blind.
- Jan. 9—Parkersburg—Case work.
- Jan. 10—Sunday.
- Jan. 11—Charleston—In conference with Mr. Marsh and Miss Copp.
- Jan. 12—Charleston—In conference with Mr. Marsh and Miss Copp.
- Jan. 13—Charleston—Looking over and clearing up arrangement of records.
- Jan. 14—Cleared up accumulated mail.
- Jan. 15—Wheeling—Wrote training prospects.
- Jan. 16—Wheeling—Worked on returns from the blind.
- Jan. 17—Sunday.
- Jan. 18—Wheeling—Case work.
- Jan. 19—Benwood—Case work and made up expense account.
- Jan. 20—St. Marys—Case records of blind in Pleasants County.
- Jan. 21—Parkersburg—Visited Neal School, arranged for survey of blind in Wood County by Lions Club.
- Jan. 22—New Martinsville—Survey of Blind in Wetzel County.
- Jan. 23—Wheeling—Made up January Payroll, made records of blind.
- Jan. 24—Sunday.
- Jan. 25—Wheeling—Case correspondence.
- Jan. 26—Wheeling—Case work, McAuley and Rogers.
- Jan. 27—Wheeling—Case work, Richmond.
- Jan. 28—Wheeling—Did correspondence.
- Jan. 29—Wheeling—Mailed payroll checks for January, Correspondence.
- Jan. 30—Cameron—Case work, Gable.
- Jan. 31—Sunday.

#### **Informal Description of the Method Used by a Successful Agent**

The following account gives in form easy to understand, the method and steps in handling a rehabilitation case:

“Together the rehabilitation agent and the disabled man discussed various possibilities of employment. A complete survey was made of the man’s education, vocational experience, interests, desires, and general aptitudes. As the study of the case proceeded, the agent realized that he was dealing with a person of intelligence, a man of spirit and determination, and particularly a worker who had considerable information regarding the general methods by which a manufacturing business is carried on.

“‘Have you ever thought of engaging in business for yourself,’ the agent asked.

“‘No, I have not,’ was the reply.

“‘If I had thought of it I have no money with which to establish myself in business.’

“‘Well, we will see about that,’ replied the man from the Rehabilitation Bureau. ‘Return to my office next week and I think I will have some information of interest to you.’

“Before the man’s next visit to the office, the rehabilitation agent was very busy investigating. In the first place he made a brief study of the manufacture of imitation leather goods, the equipment and capital needed, and the market for the finished product. Then he went to the offices of the Workmen’s Compensation Commission with which his department works in close co-operation, and ascertained the possibility of securing a lump sum commutation of the disabled man’s compensation. As a result, when the man returned for further consultation regarding his possible vocational rehabilitation, the agent was ready for him.

“‘Suppose I should be able to secure some capital with which you could set yourself up in business,’ he suggested, ‘do you think you could make a success of a small factory of your own? Do you believe you could manage a business, and have you the ambition and determination to make the attempt?’

“‘I have been thinking of what you said to me last week,’ was the reply, ‘and I am sure I could. At least, I want to try.’

“They immediately set to work developing a plan which was later submitted to the Compensation Commissioner. The Commission, on the recommendation of the Rehabilitation Bureau, awarded the man a lump sum for the hand he had lost. With this money some equipment was purchased, a small second-story place of business was rented and an imitation leather goods business was started. Within a period of six months the business was providing employment for six workers. Throughout the period, the state rehabilitation department kept up a close supervision of the man’s progress, advising with him from time to time as to his plans and operations. That this physically handicapped man was making good and that he had been vocationally rehabilitated is shown by the fact that about a year after his business had been established a larger competitor made him an offer of a position as superintendent in his factory at a salary of \$75.00 per week, if the disabled man would close his own business. This he refused to do as he was then making plans to take a partner into his business for the purpose of expanding it by the introduction of more capital.”



### Case Procedure

**Finding the Case**—The case may be referred to the State Director or the agent by the Compensation Commission, some hospital, State Department of Health, the Red Cross, Salvation Army, some civilian club, a local health or welfare worker, a teacher or institution of learning, some interested individual. Many cases are found by the personal efforts of the field agent.

**The Survey and Application**—When a case that seems available for rehabilitation is found the agent makes a survey and records the findings as they apply to the official application form. An application made out for an actual case is given below as an exhibit.

### Application Form

(duplicate copy)

**I. Applicant and Injury**—Name, Frank Wagner. Address, Rowlesburg, W. Va. (a) Nature of impairment, right arm amputated above elbow; (b) Date of injury, June, 1911; (c) Place, Rowlesburg, W. Va.; (d) Manner in which received, caused from broken arm; (e) .....; (f) Needed.....; (g) Physician, Dr. McDonnald; (h) Hospital, Miners No. 9, Fairmont; (i) Length of residence in U. S. previous to disability, native born.

**II. Occupational Data.** (j) Citizenship, West Virginia; (k) Nationality, American; (l) Compensation or damages, none; (a) Occupation when injured (farmer) Rowlesburg; Wage \$.....per.....Length of service.....; (b) Employer's name, address, business, George Wagoner (father), Farmer, Rowlesburg, W. Va.; (c) Previous occupations and length of time in each, farmer; (d) Preference as to new occupation (1) farmer, (2) mechanical engineering.

**III. Personal.** (a) Age, 20; (b) Family status, single; (c) Speak English, yes; (d) Education, 5th grade; (e) Labor union or fraternal organization.....; (f) References, George Wagoner, Rowlesburg, West Virginia, Supt. A. G. Flesher, Pruntytown, West Virginia.

**IV. Additional Information:** This case has a record of good conduct, desires an education in elementary schools, then desires to specialize in farming.

### V. AFFIDAVIT.

STATE OF WEST VIRGINIA,  
COUNTY OF TAYLOR.

I, Frank Wagoner, being duly sworn, state that the information contained in Sections I, II, III, and IV of this application is true to the best of my knowledge and belief.

IN WITNESS WHEREOF, I have hereunto affixed my hand this 11th day of June, 1911.

FRANK WAGONER (Signature)

Subscribed and sworn to before me this.....day of  
....., 192.....  
My Commission expires.....19.....

**VI. Recommendations of Agent:** Supt. A. G. Flesher has agreed to procure a special teacher for this case in the elementary school subjects, during the vacation period of their regular school, and to give him work every day instead of every other day as per their regular schedule until such time as he has finished eighth grade.

ODAR A. WATSON,  
(Signature of Agent).

**The Contract**—Unless the applicant can be placed on some job suited to his condition and ability it is necessary to make arrangements for his special vocational training. The form of contract used by West Virginia is found below:

THIS AGREEMENT made this.....day of....., A. D. 19..... between the State Board of Education, of West Virginia, party of the first part, and....., P. O., party of the second part, witnesseth:

WHEREAS, said party of the first part is desirous of securing for..... of ..... (Name of applicant for rehabilitation course) ..... P. O., training of the following nature:.....

In consideration of the sum of..... to be paid at the rate of..... per ..... to said party of the second part by said party of the first part, said party of the second part agrees to furnish..... (Name of applicant for rehabilitation course) training in the above described course,....., beginning....., 192.....

It is understood and agreed between the said parties that in case said..... (Name of applicant for rehabilitation course) fails to complete his training or course, then said party of the second part is to charge only for the actual cost of said course of training up to the time it was discontinued.

It is further understood and agreed that the party of the second part will make a monthly-weekly report to the party of the first part regarding the attendance and progress in studies of said applicant for training.

Witness our hands and seals this.....day of....., A. D. 19....., at..... P. O.

Signed in presence of:

.....

.....

(Witness)

Signed:

STATE BOARD OF EDUCATION,

By.....

.....

(Party of Second Part)

**Reports of Progress**—The training agency makes reports of progress on each student from time to time. Examples are exhibited below:

To REHABILITATION AGENT,  
STATE BOARD OF EDUCATION,  
Charleston, West Virginia.

**Monthly or Weekly Report Regarding Rehabilitation Course**

Name of Training Agency: Broaddus College.

Month or week beginning: May 1st, 1926.

Name of Student: Flora C. Moore.

Attendance regular hours.

Notes indicating student's progress in studies and general attitude and outlook: Flora C. Moore will complete her teachers training course at the end of the present Summer Term at Broaddus College, and we have located her for a position as primary teacher at Arden, Barbour County for the coming year at a salary of \$75 per month. She attended Broad-dus College, because Philippi was the only place we could make arrange-ments for her living expenses.

ODAR A. WATSON,

Local Officer or Teacher in Charge.

Place: Pickens.

To REHABILITATION AGENT,  
STATE BOARD OF EDUCATION,  
Charleston, West Virginia.

**Monthly or Weekly Report Regarding Rehabilitation Course**

Name of Training Agency: Hutchinson Public Schools.

Month or week beginning: Feb. 1st, 1926.

Name of Student: John Shafer.

Attendance: regular hours:

Notes indicating student's progress in studies and general attitude and outlook: This boy's condition merits all the help and sympathy we can give him. His mother is dead, and his father not able to work. He needs

an artificial limb badly, which we are arranging to help him get. His work in school is fair considering his chances. We will place him for some form of mechanical work this summer

ODAR A. WATSON,  
Local Officer or Teacher in Charge.

Place:

To REHABILITATION AGENT,  
STATE BOARD OF EDUCATION,  
Charleston, West Virginia.

**Monthly or Weekly Report Regarding Rehabilitation Course**

Name of Training Agency: Mrs. A. S. Upson, Wheeling.

Month or week beginning December, 1925.

Name of Student: Miss Lillian Barrett (Middlebourne).

Attendance.....hours.

Notes indicating student's progress in studies and general attitude and outlook. Mrs. Upson is rather confident Lillian will succeed in photo retouching. This far Lillian is delighted with her undertaking.

JOHN C. SHAW,  
Local Officer or Teacher in Charge.

Place:

To REHABILITATION AGENT,  
STATE BOARD OF EDUCATION,  
Charleston, West Virginia.

**Monthly or Weekly Report Regarding Rehabilitation Course**

Name of Training Agency: Boys Industrial School.

Month or week beginning June 12, 1922.

Name of Student: Frank Wagner.

Attendance: 360 hours.

Progress in studies: Student in sixth grade. A diligent worker, possessing good mental ability who made advancement in all subjects. A student who applied himself. Showed a particular liking for arithmetic in which he made excellent progress.

RUTH WOODYARD,  
Local Officer or Teacher in Charge.

Place: Grafton, W. Va.

THE CRIPPLED CHILDREN'S GUILD OF BUFFALO

Incorporated

487 Niagara Street, Buffalo, New York

December 29th, 1926.

Division of Rehabilitation,

Charleston, W. Va.

Re: PANSY CONNOLLY.

Gentlemen:

Enclosing you statement of Pansy Connolly's account from October 1st to December 31st, 1926.

Pansy is attending grade school this year and we believe her advancement will be more rapid than with a private teacher.

Thanking you for your kind co-operation, we are,

Yours very truly,

CRIPPLED CHILDREN'S GUILD,

4 enc.

Helen C Hall, Secretary.

**Placement**—The real test of the rehabilitation service is not to be found in the number of cases surveyed and trained but rather in the number of placements in satisfactory positions. The agents must follow up each trainee when the training course is finished to assist in securing a suitable job. The brief report which follows shows that the case referred to in the sample application above proved successful.

“Frank Wagner has completed his training and is now employed by the Industrial School at a salary of \$70.00 per month with room and board.”

**Follow-up Work**—The responsibility in any case is in no sense ended when the position has been secured. The physically handicapped are naturally at a disadvantage and must have more than ordinary supervision and encouragement during the trial period in any position. Experience to date shows that work is self-cumulative because many cases must be kept under observation for a period of several years.

Comparison of Cases Rehabilitated in West Virginia and for the Country at Large in One Fiscal Year.

	W. Va.	U. S. Average
No. Cases .....	146	4,958
Same job secured.....	5%	15%
New Job secured.....	79%	67%
Unknown job .....	16%	18%
Placed in unskilled job.....	4%	18%
Semi-skilled job .....	27%	23½%
Skilled job .....	19%	16%
Clerical Work .....	34%	19%
Professional work .....	6%	5%

Agriculture .....	0	2½%
Own business .....	7%	5%
Unknown .....	3%	11%
One finger off.....	1%	8½%
Fingers off both hands.....	0	½%
Hand off .....	11%	12%
Arm off .....	12%	10%
Leg or Legs off.....	67%	42%
Blindness or partial blindness.....	4%	8½%
Loss of hearing.....	0	3½%
Males rehabilitated .....	92%	88%
Females rehabilitated .....	8%	12%
Under twenty-one years of age.....	28%	23%
Twenty-one to twenty-six years old.....	28%	18%
Twenty-six to thirty.....	14½%	15%
Thirty-one to thirty-five years old.....	11%	12%
Thirty-six to forty.....	4%	10%
Forty-one to fifty.....	11%	13%
Over fifty .....	3½%	8%
Injured in employment.....	39%	45%
Injured public accident.....	33%	18%
Disease .....	26%	28%
Congenital .....	2%	6%
No schooling .....	8%	4%
Schooling one to three years.....	10%	6%
Schooling four to six years.....	21%	19%
Schooling seven to nine years.....	44%	38%
Schooling ten to twelve years.....	17%	23%
Rehabilitated by institutional training.....	56%	43%
Rehabilitated by employment training.....	4%	7%
Rehabilitated without training.....	40%	50%
No cost for training.....	31%	41%
Costing under \$50.00.....	14%	10%
Costing \$50 to \$100.....	21%	13%
Costing \$100 to \$200.....	18%	20%
Costing \$200 to \$300.....	11%	8%
Costing over \$300.....	5%	5%

### Typical Letters of Inquiry, Explanation and Appreciation

The state director and agents carry on much correspondence with persons being trained or supervised and with individuals and agencies co-operating. The following letters from our files are typical:

July 30th, 1926.

Mr. J. Frank Marsh,  
State Dept. of Schools,  
Charleston, W. Va.

Dear Sir:

Last month your State Rehabilitation Agent, Mr. O. A. Watson, was making a survey of our county, in regard to the blind, etc.

While here I talked with him concerning Mr. F. J. Bolliger, a resident of our city, who was unable to support his family, on account of his crippled condition, and need of an artificial leg.

We consider Mr. Bolliger a worthy and deserving man, and Mr. Watson was interested in him and co-operated with us in a splendid manner, by taking the necessary steps to aid this man in securing a limb.

I am anxious that you know of this co-operation and wish to express our appreciation and thanks to you and Mr. Watson.

Respectfully,

(MRS.) ENID A. HARPER.

EAH:H.

Box, 81, Elkins, W. Va.  
September 2, 1925.

Dear Mr. Marsh:

I am enclosing the photograph of myself that you recently requested.

I shall be very glad indeed if my recent letter can prove of any service to you and your department.

With many grateful remembrances for your kindness, I am,

Very truly yours,

E. GRANTNINE.

March 13, 1925.

Dear Mr. Marsh:

Rudolph Cooper at Milton is developing into a most wonderful case. He is a wheel chair case with red legs, right hand drawn, etc.; is taking a correspondence course in drawing. His work shows wonderful talent. His best work is now on exhibition in the Huntington Schools. He had made some money already making window cards, etc. His ambition is to illustrate magazine stories, and by George! I believe he will make good. I am going to have some of his best work sent to you. I brought home a design for a magazine cover that has received quite favorable mention from those who have seen it.

He lives in a small cabin beyond Milton from Charleston, with his mother and stepfather, Bob Morris. With his work around him, he

would make quite a spectacular live exhibit, if you should want one at any time.

Cordially yours,

H. K. BARLEW,  
Agent.

October 1, 1925  
1201 Columbia Ave.  
Fort Wayne, Ind.

Hello O. A. Watson:

How be you by this time. I am O. K. Well this a fine town with 105,000 population, lots of business here. All the factories are running full blast, hope things are going good in West Virginia. I am working for a Jewelry House at \$40.00 per week to start, and I have gained \$5.00 so far. It is getting pretty chilly up here now, it may get too cold for me this winter. If it does I have a job the first of the year in Arizona, of course that is a long way from West Virginia. Well, I will close as the fake pen is going to sleep, it is just out of ink. Well, I suppose we will go up to Gaines, W. Va. soon.

Yours respectfully,

A. J. REYNOLDS.

October 26, 1925.  
1201 Columbia Avenue,  
Fort Wayne, Ind.

Dear Mr. Marsh: I received your interesting letter, and am very thankful indeed that there is Rehabilitation to Educate the cripples. It is wonderful what it has done for me. I was a very poor boy back on the farm when your Special Agent come to me, Mr. O. A. Watson. He told me the advantage of having a trade, which at first didn't interest me much. But later I began to think serious of it, and entered the training as watchmaker. It seemed slow at first, but I kept plodding ahead and am in Fort Wayne now working for \$45.00 per week. I certainly am thankful that I came in contact with your agent, Mr. Watson. If all your agents are as interested as A. A. Watson, you have a fine bunch. I don't suppose I ever will be able to pay Mr. Watson for what he has done for me.

I wish to congratulate your whole office for the service you have shown me. I think any one wishing to take watch repairing will be very much pleased, or any other branch of the work. Hope there are several training now to begin to live, as a person is certainly down and out when they haven't a trade. I am thinking of taking writing, and English and Music as soon as possible. Do you know of a good Correspondence School, or would it be better to go to Night School here. Well, I will close and give O. A. Watson a hearty hand-shake for me, and keep him as your agent, I think ther is none better.

With best wishes,

Yours respectfully,

A. J. REYNOLDS.



October 28, 1925.

Mr. A. J. Reynolds,  
1201 Columbia Avenue,  
Fort Wayne, Ind.

Dear Mr. Reynolds:

I was delighted to have your interesting personal letter of October 26th, indicating your success and your appreciation for services rendered through Mr. Watson. He is doing a great work in his territory.

I am very much pleased to learn that you may take up some work in writing, English and music. I shall get in touch with the Y. M. C. A. and the Rehabilitation Agent in your city to see if such instruction can be furnished without cost. If I do not succeed in finding such an opportunity where you are, we may arrange to have one of our workers give you some correspondence lessons. I may be able to find a book on "letter writing" to send you.

With best wishes, I am,

Very truly yours,

J. F. MARSH,  
State Director.

JFM/LMS

W. LACY DIXON  
"The Reliable Magazine Bargain Man"  
Both Telephones  
P. O. Box 233  
Alderson, West Virginia

September 29, 1925.

Mr. J. F. Marsh,  
Department of Education,  
Charleston, W. Va.

Dear Mr. Marsh:

I appreciate very much, indeed, your letter of the 28th and your kind offer to aid me through your service.

For several years I had a pretty steep grade to climb, but now I am fairly well on the road to success, having built up the largest subscription agency in the South. For some five years I was confined almost wholly to bed, but now I have sufficiently recovered to get about a little. My trouble is tubercular and I still have to spend 3/4 of my time in bed and still direct my agency from bed. With eight years of hard work behind me I am getting pretty well educated in this line of work through the school of experience.

I believe the magazine subscription business is a mighty good field for disabled people and I have several times thought of undertaking to build up a national organization of handicapped people to produce subscriptions. Naturally, this would have to be confined to persons with sufficient education to conduct an agency largely by mail. I know several people who have made a success of it in varying degrees, with-

out aid, and know a Mr. White in Mass. who has made a fortune at it, and a young wheel chair man in Texas who is making a success of it. I have started several people, but have not had time to give them special aid to any extent.

If you think this idea feasible and that it might be worked out I would be glad to go into the matter with you.

Again thanking you for your interest and with cordial good wishes for your success in the special work you are doing, I am,

Very cordially yours,

W. L. DIXON.

October 3, 1925.

Mr. W. L. Dixon,  
Box 233,  
Alderson, West Va.

Dear Mr. Dixon:

Your letter which came in my absence interests me very much. I hope that it will be possible for me or one of our agents to call upon you at some convenient time in the future to determine whether we can aid you in expanding your business so as to include some of our best disabled cases.

We may have occasion to use your picture and story in our efforts to educate the public on this subject.

Thanking you for your attention to my letter, and offering you any assistance this office can render, I am,

Cordially yours,

JFM-c.

J. FRANK MARSH.

Clarksburg, W. Va., October 18, 1926.

Mr. O. A. Watson,  
Buckhannon, W. Va.

Dear Mr. Watson:

I received my leg one week ago today and it is just as good as it could be.

It is a perfect fit and I thank you and Mrs. Harper a thousand times. I am going to the mines to work in the morning where I can make more than \$3.60.

Goodby with best wishes to you.

Yours truly,

FRED J. BOLLIGER, JR.  
1069 West Pike Street.

Telephone 1579-R

FLOYD DEVELOPMENT COMPANY

Improvement of Real Estate

903 Goff Building

Clarksburg, West Virginia

December 17, 1926.

Mr. O. A. Watson,  
50 College Avenue,  
Buckhannon, W. Va.

Dear Mr. Watson:

Perhaps, on account of my negligence in writing to you, you have formed the opinion that I am one of the "Don't Care" type. However, I do care and do appreciate very much what you and your department have done for me.

Had it not been for this assistance, it would have been impossible for me to attend the West Virginia Business College, which is, in my estimation, the best in the state, therefore would not have a position which has always been my greatest ambition.

I have been with the Floyd Development Company for about seven months and like the work very much.

With many thanks of appreciation and wishes for your success in the future, I am,

Very respectfully,

ALZINA KEENER.

**HOW TO REPORT AN ACCIDENT OR IMPAIRMENT**

This form should be used in reporting to the Department at Charleston, any cases of the disabled capable of being rehabilitated.

**REPORT OF DISABLED**

This is to report that.....  
(Name)

.....age....., living at  
(P. O.)

.....has suffered impairment of the follow-  
(Street and Number)  
ing nature: .....

On..... His occupation was that of.....  
(Date)

Dated: ..... 19.....

(Signed) .....

(Position) .....

(Address) .....

References:

.....  
.....  
.....

Remarks about the person and case reported.....

.....  
.....  
.....

PLAN OF ADMINISTRATION  
AND  
SUPERVISION  
OF  
REHABILITATION PROGRAM  
*State of West Virginia*  
1927-1930

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Approved by  
THE STATE BOARD OF EDUCATION

## PLAN OF ADMINISTRATION AND SUPERVISION OF REHABILITATION PROGRAM—STATE OF WEST VIRGINIA.

(Subject to slight adjustments upon request or approval of Federal Board for Vocational Education.)

### I. GENERAL POLICIES ON EXPENDITURE OF FUNDS.

(1) For one dollar of Federal money expended 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 funds to match Federal funds will be derived from appropriations and from contributions that may be accepted for rehabilitation work with proper conditions.

(2) No portion of the Federal funds will be used in any institution for handicapped persons except for special training of individuals in accordance with policies of the Federal Board.

(3) The State Board will submit annually 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, covering the work done in the State, and the receipt and expenditure of money under the provisions of the Federal Act, and if co-operating with some other agency and using Federal, or State and Federal funds, to match funds expended by the agency, the State Board will include in its report a report from the co-operating agency.

(5) No portion of Federal moneys allotted to the State for rehabilitation purposes will be applied, directly or indirectly, to the purchase, preservation, erection, or repair of any buildings or equipment, or for the purchase or rental of land.

(6) All courses offered by the State Board will be given under its supervision and control, and all courses of rehabilitation shall be available to any employee of the United States disabled in the performance of his duties.

### II. STAFF AND OFFICE ORGANIZATION.

#### (1) Office Organization.

The central office will be located in the State Department of Education, State Capitol Building, Charleston, West Virginia, and regional agents' offices will be located at Buckhannon and Wheeling, subject to elimination or a change of location on evidence that such adjustments will increase the efficiency of the work in the State. The central office

will be in charge of the State Director with a part time assistant in bookkeeping and accounting, and stenographic services as needed. The local offices will be in charge of the respective regional agents.

(2) Organization and Supervision of Staff.

- (a) State Director (part time).
- (b) Bookkeeper and Accountant (part time).
- (c) Stenographer and Filing Clerk.
- (d) Regional Agents for East and Northeast of State.
- (e) Regional Agent sfor Southern and Northwestern Region of State.

The organization is in charge of the State Director, who is Secretary of the State Board of Education and gets his authority from the Board. The staff is called into conference at frequent intervals to work out plans and policies, and methods of co-operation and co-ordination. The State Board of Control approves all expenditures.

(3) Qualifications of Staff.

(a) State Director. Is graduate of a standard university with special training and experience in Vocational Education and Rehabilitation service.

(b) Bookkeeper and Accountant. Training equivalent to collegiate education with special training and qualifications for keeping accounts and in making and analyzing financial statements and reports.

(c) Stenographer. With high-grade skill and successful experience for clerical service.

(d) Regional or Field Agents. Graduates from standard college or its equivalent with special training and experience to fit them for rehabilitation work. The agents now employed meet such standards but the State Board of Education reserves the right, after consultation with the Federal Board, to secure special agents when funds will permit, whose academic training may not exceed two years of college work, provided such persons have unusual equipment for rehabilitation service.

(4) Training of Personnel.

The training of the members of the organization will consist in staff conferences, attendance at regional and national conferences called by the Federal Board, the reading and discussion of special books and bulletins dealing with rehabilitation work. It is hoped that arrangements may be made to have our agents take some special short course work dealing with rehabilitation service.

### III. ORIGIN OF CASES.

The limitations upon our resources have made it inadvisable to carry on any campaign of general advertising. Most of our cases are sought by our field agents who rely upon schools and appropriate organizations such as the Red Cross, Welfare Organizations, Hospitals and Health Units, Industrial leaders and workers in institutions who have special contact with the handicapped.

Arrangements have been made with the State Compensation Commissioner by which susceptible cases will be referred to our staff periodically. A change of Compensation Commissioners makes it inadvisable to submit a written revised plan, but the co-operation is guaranteed.

### IV. RECORD SYSTEM.

Our records consist of the following:

- (a) A preliminary report after the case is reported by a co-operating agency.
- (b) An application form giving information as suggested by the Federal Board.
- (c) A contract for training after the form proposed by the Federal Board.
- (d) Reports of progress.
- (e) Any special reports or correspondence bearing upon the case.
- (f) Report of closure or placement.

One of the immediate objectives in our organization is to improve our recording and reporting system. Forms are attached.

### V. CASE POLICIES.

#### (1) Eligibility.

A physical handicap is to be considered only in relationship to its effect in making partial vocational handicap. A vocational handicap will be determined by the definition given in the Statement of Policies of the Federal Board, 1926.

The minimum age of employment in West Virginia is 14 years which determines the eligible age for rehabilitation. Persons under 16 will not be accepted for rehabilitation if it is found that they can be kept in regular school training until that age is reached.

#### (2) Susceptibility.

The last Legislature (1927) placed a limit upon the amount of appropriations available for salaries which gives the entire State only two full-time field agents. For this reason and under a policy of securing the best investment of rehabilitation funds, only those who show evident signs of being susceptible to much improvement in vocational status will be considered.



### (3) Vocational Handicap.

A vocational handicap is understood to render an individual incapable of working at the highest level in his occupation previous to injury or to make his chances less than normal for securing remunerative and productive employment as determined by the opportunities of physically normal persons.

### (4) Kinds of Rehabilitation.

(a) Training and Institutions. Any school whether public or private offering instruction suited to any case may be used. Our school law gives the State Board of Education authority to examine and classify all such institutions. The private commercial colleges seem best adapted to give the instruction needed by large numbers of young disabled persons.

Special efforts are made to encourage special classes in schools or centers where training may be secured in such trades as Barbering, Weaving, Horology, Photo Retouching, and Auto Mechanics.

(b) Special Tutors. If proper instruction in any case cannot be secured satisfactorily or economically through an institution, an attempt will be made to arrange for such instruction by a special tutor.

(c) Training by Placement. Actual working conditions will often afford the best facilities for learning an occupation. In making contracts for such training the State Board will arrange for proper supervision by someone well acquainted with the details of the occupation and able to carry out with the trainee a definite course of instruction.

(4) Placement. No sharp distinction will be made between training and placement. The final test of training will be satisfactory placement provided by the success of the persons trained and placed. Each case will be followed until the success of the placement is assured, even if that means several changes in placement. Co-operation will be established between the State Board of Education and existing public and private agencies for the purpose of securing proper placement and keeping up the morals of the persons re-educated and placed.

### (5) Courses of Study.

Our experience indicates that definite courses of study are not suited to a majority of the rehabilitation cases. If standard professional courses are undertaken by the handicapped they will meet the usual standards of Law, Medicine, Dentistry, and the like. The following principles will be observed:

1. Course of study, for the most part, must be suited to individuals, not groups.

2. The work must be entirely vocational.
3. The general training will be provided when it is required for proper vocational training.
4. The course of instruction must be found for the person and not the person for the course.

(6) Determination of Rehabilitation.

Our policy under this heading is best expressed by the following quotation from the Statement of Policies by the Federal Board for Vocational Education:

"A vocationally handicapped person who has had vocational experience is rehabilitated when fitted for and placed in employment of at least the same status as his best job prior to disablement, or in employment as near his best job as his physical disability will permit. A vocationally handicapped person who has had no vocational experience is rehabilitated when fitted for and placed in employment which is at least consistent with his educational background, vocational ability, and physical disability."

(7) Artificial Appliances.

The purchase of artificial appliances will be considered only as an essential part of a vocational program. Evidence indicating that such an appliance will definitely improve the vocational status of the handicapped must be obtained before a purchase is approved. The special application for such purposes must be first approved by the State Director.

(8) Physical Restoration.

The physical restoration cannot be provided directly from rehabilitation funds but the State Legislature provides a hospital fund under the control of the State Board of Control that makes it possible to secure medical and hospital service in connection with the rehabilitation program.

(9) Maintenance.

The State has no resources or plans for maintenance. We make a specialty of securing maintenance through co-operating agencies and the State Board of Control under the provision in (8) above.

## VI. CASE PROCEDURE.

(1) Survey.

If the case is referred to the rehabilitation service by the Compensation Commissioner or any other reliable agency, the records made by the Commissioner or other agency are first examined. As a rule persons especially acquainted with the case are questioned to help determine eligibility and susceptibility, and to give suggestions about proper approach and possible programs are consulted by correspondence or personal interviews. As a general rule surveys are made by personal conference. However, rare cases are accepted from commercial institutions or from the School for the Deaf and Blind without a systematic survey as the records at hand clearly establish the disability and the practicability of a certain type of training.

(2) Counsel, advisement, and determination of job objective.

Under "Survey" above the method of counsel and advisement is described. The previous occupations of the handicapped are fully surveyed and are used as a general basis for the new job objective unless the disability makes such consideration inadvisable. State and National surveys of occupations of the disabled are taken into consideration in determining job objective with a view to a vocation that will afford the best opportunities for remuneration, growth, and permanency.

(3) Preparation for Job Objective.

After the objectives have been determined the methods best suited for preparation for such objectives are adopted. Such selection is naturally determined by the judgment of the agent based upon experience and the facilities and supervision afforded. After the preparation agency has been determined, the effectiveness of the training is checked up by frequent visits by the rehabilitation agent.

(4) Placement.

If the objective has been wisely determined and the preparation successfully accomplished the placement in the field for which preparation has been made naturally follows. The rehabilitation agents and co-operating agencies are always on the lookout for available places for the handicapped of different types with training suited to definite occupations. Placement is finally secured and approved through personal contact of the field agent or someone authorized to act for him.

(5) Follow-up.

Follow-up work is determined by the special needs of the one rehabilitated determined by written reports and frequent follow-up visits. We feel that all persons rehabilitated need more or less friendly follow-up advice and encouragement from the State Service or its co-operating agency.

## VII. DEVELOPMENT OF JOB OPPORTUNITIES.

No definite steps have been taken to develop job opportunities for the handicapped. Recommendations looking to the encouragement and centralization of certain industries for the blind have been made to State authorities but no official action on the subject has been taken. Efforts will be made to have certain industries establish local units or supervised home work to suit the needs of the handicapped.

## VIII. CO-OPERATION.

The Compensation Commissioner has agreed to report all cases having rehabilitation possibilities and to advise with the rehabilitation service with respect to lump sum settlements, the purchase of artificial appliances, and other administrative matters bearing upon rehabilitation. As stated above, a change to be made in the near future in the head of the Compensation Department makes it inadvisable to submit the foregoing agreement in writing. No formal agreement has been entered into with

other co-operating agencies, but the fact that our State Board in charge of rehabilitation has charge of the State educational institutions makes the co-operation with such institutions official and automatic. Informal friendly understandings exist between the rehabilitation division and hospitals, health units, and social agencies of the State.

### IX. SCOPE OF PROGRAM.

(1) Budget.

Allotment from Federal Appropriation.....	\$13,903.85
State appropriation in prospect.....	17,500.00
	<hr/>
Total Available.....	\$31,403.85
Proposed expenditures (estimated)	
Administration .....	\$10,000.00
Tuition .....	9,000.00
Instructional supplies.....	2,000.00
Other expenditures including artificial appliances, transportation, etc.....	10,403.85
	<hr/>
Total Expenditures.....	\$31,403.85

Note: A limitation of 20% for administration on the State appropriation requires the reduction for administration in the proposed budget.

(2) Method of determining need for the rehabilitation service.

Reports of Compensation Commissioner, accident boards, newspaper reports and the norms of rehabilitation needs throughout the country serve to give a general idea of the need for the service.

(3) Plans for enlarging scope of program.

The limitations upon funds for administration will make necessary more attention to the quality of our service and less to the expansion of the program. It is planned, however, to make a greater effort to secure the active co-operation of a wide range of agencies to make up in part for the loss in administrative force.

(4) Plans for promoting passage of legislation for improvement of the program.

Attempts are made from time to time to increase the appropriation but the wave of economy in the State and Nation has kept back this movement. Efforts will be continued in the direction of providing more provision in the compensation act and appropriations for the physical restoration of the handicapped, including maintenance and artificial appliances. It has been proposed to establish a commission for the blind to work out a better vocational program and follow-up help for this class of injured.

**CONCLUSION.**

The State Board of Education of West Virginia and its agents hold themselves in constant readiness to make every reasonable attempt to promote the rehabilitation service under the guidance of the Federal Board through policies determined by experience throughout the country as they apply to many special conditions in this State. We enter upon the work under this revised plan with new enthusiasm and high hopes for enduring success.

Approved June 17, 1927.

STATE BOARD OF EDUCATION,

By GEORGE M. FORD,

J. F. MARSH, Secretary.

President.



A PRELIMINARY REPORT

ON

THE SURVEY OF THE BLIND AND  
NEAR BLIND

IN

WEST VIRGINIA

1926

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Prepared by

JOHN C. SHAW, REHABILITATION AGENT

Under the Direction of

THE STATE BOARD OF EDUCATION

Charleston, W. Va.

Charleston, West Virginia,  
February 15, 1927.

To the Honorable Howard M. Gore,  
Governor of West Virginia.

Dear Sir:

The State Board of Education is pleased to submit to you this special report made by John C. Shaw, one of our rehabilitation agents, who was directed by an order of this Board to make a special survey of the blind of the State.

Your special attention is directed to Mr. Shaw's reference to the following:

1. *Medical Phase*—In spite of the splendid efforts of our State Department of Health, West Virginia has almost double its quota of those who are born blind, or lose sight at a very early age from preventable causes.

2. *Economic Phase*—The compensation commissioner awarded \$226,866.52 to workmen on account of loss of vision for the year ending June 30, 1924.

3. *Educational Phase*—Our State Schools for the Blind are among the best in the country, but the survey shows that many blind children are permitted to grow up without training.

4. *Vocational Phase*—The evidence in this survey shows that we have no adequate system of follow-up for the blind who are trained in our State schools and for others who wish some help and guidance in earning all or a part of living expenses.

5. *Humanitarian Phase*—We need more adequate provision for the economical and tender care of the aged and infirm blind who have no means of support.

The State Board of Education is pleased to commend Mr. Shaw for his thorough work under difficulties.

Your many expressions of interest in this and other kindred humanitarian projects give us assurance that you will use any opportunity to make better provisions in our State for the prevention of blindness, and for the best possible attention to any citizens who are unfortunate enough to lose the blessings of vision.

Respectfully submitted,

STATE BOARD OF EDUCATION,  
GEORGE M. FORD, President, Charleston,  
W. C. COOK, Welch,  
BERNARD McCLAUGHERTY, Bluefield,  
W. G. CONLEY, Charleston,  
MRS. LENNA YOWE YOST, Huntington,  
J. B. McLAUGHLIN, Charleston.

J. F. MARSH, Secretary,  
Charleston.



## A PRELIMINARY REPORT ON THE SURVEY OF THE BLIND AND NEAR BLIND IN WEST VIRGINIA.

By John C. Shaw, of Wheeling, West Virginia.

To the Honorable State Board of Education,  
For the State of West Virginia,  
Charleston, West Virginia.

Sirs:

A Preliminary Report on the Survey of the Blind and Near Blind in West Virginia is hereby respectfully submitted.

This survey, undertaken by the writer at your request, was to be, and thus far has been, carried on incidental to the work of the Division of Civilian Rehabilitation. It was understood the special rehabilitation agents would co-operate in securing data and having individual schedules made up in their respective fields of employment, as they went about regular rehabilitation work.

The thanks of the leader in this survey are extended, to one of his associates who has diligently worked his territory, to the Superintendents of the Schools for the Blind and their associates for assistance, to the welfare worker of Nicholas County for making the local survey, to those in official positions who have aided by their counsel, to many others who have contributed in various ways, and to those who patiently answered many questions.

It is a matter of regret that the survey has not been completed. Individual schedules have been made up and are on file for 700. Some of these are not complete in all details. It is estimated that there are approximately 1,000 blind in the State, leaving 300 not surveyed. However, those surveyed are quite typical except in two respects, those of school age through the aid of school people have been approximately all reached, and the unsurveyed portion is more generally in the coal fields of the southern part of the State which will probably show a lower rate of employment for the adult blind.

The problems of the blind in West Virginia and in other parts of the country are more serious than those who never had occasion to give much thought to the subject would suspect. About one out of 14, in the 700, or to be exact, 51, were employment cases and eligible to Workmen's Compensation. The West Virginia Commissioner awarded in the year ending June 30, 1924 under the designation, "Permanent Partial—Injury" for injured eyes \$226,866.52. And awarded for injury to upper and lower extremities, and multiple members, \$750,548.56. When the survey of the State has been completed and a liberal deduction is made for children, for the aged, for the self-supporting, and others physically incompetent, it will be found about 350 able-bodied blind are not self-supporting.

As indicated above comparatively few cases of blindness come from industrial accidents. Other states have blindness constituting a higher per cent of industrial accidents than West Virginia. A quotation from

a bulletin issued by the National Committee for the Prevention of Blindness, tells us of the great loss of workmen's eyes in a sister state: "Striking evidence of this fact may be had in the 1925 accident report of the Pennsylvania Department of Labor and Industry which shows, for instance, that both during the last year and during the entire period since the passage of the Workmen's Compensation Law the employers of Pennsylvania have found it necessary to pay more money as compensation for the loss of eyes than for all accidents resulting in loss of legs, loss of arms, loss of hands combined." "The Pennsylvania report shows that 538 eyes were lost in industry in that one state last year, and a total of \$800,598 was paid to workmen as compensation for this loss. At the same time a total of \$793,952 was paid for the loss of 97 legs, 73 arms and 190 hands."

Two problems were confronted in beginning the survey. One was to determine on an initial procedure in locating the blind, and the other was to determine what specific information would be sought from the blind in the survey.

The former problem was the more difficult. The federal census enumerators in 1920 were directed to list the names and addresses of the blind. From this source a list of 440 names and addresses was secured. Then the names and addresses of all the students who had been enrolled in the School for the Blind at Romney, as of the date of enrollment, were secured. These two lists were worked over and arranged in groups according to their respective counties, constituted preliminary working lists. The list furnished by the Census Bureau was six years old. The list secured from the school varied in time of recorded information, from more than fifty years to the current year. Consequently the list was expected to have many inaccuracies; some had changed their names by marriage, some had died, and others moved from their old homes and had been forgotten, or their addresses had been forgotten. This revised list with its many defects proved to be the best approach in the problem of location.

If a field worker goes into a county and follows up so far as he can the list of names furnished, makes inquiries for the unlisted blind and uses other reasonable efforts, he can never be quite sure he has found every blind individual in the county. A few of the blind are much before the public in their respective communities. These people may go alone from town to town unaided except for incidental aid from people whom they chance to meet. But on the other hand a larger share of the blind are timid, have not been trained to self-reliance, and will not risk venturing alone beyond the front gate. Thus they live often in seclusion, unknown to many neighbors, and may be very difficult to find.

The data secured from the blind, from their relatives, and from others, leaves the impression, that an honest effort was made to give facts. To be sure, there may have been some errors in information given for facts. People may be mistaken in the cause of their blindness. Or the mother may be mistaken when she says her child went blind one week after its

birth. But a few errors of this kind do not discredit the body of facts brought together.

In making up a schedule through which information would be sought concerning the blind, copies of schedules used in other states and one used by the Federal government were secured. After these had been examined, a schedule for the survey in West Virginia was prepared in the form of a four-page folder. The content of this folder is given below in full, but reduced in space.

INFORMATION ABOUT THE RESIDENT BLIND, AND NEAR BLIND  
(To Include Both Men and Women).

THE STATE BOARD OF EDUCATION OF WEST VIRGINIA has directed John C. Shaw, a member of the Division of Rehabilitation, to undertake a state survey of the blind and others with sight defects constituting a handicap.

THE DIVISION OF REHABILITATION OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION has agreed to co-operate in this survey, and give us the benefit of experiences in other states.

The information is desired in full in so far as the questions apply to the individual. These questions are asked for the bearing they may have in selecting occupations for those who are not already profitably employed. Answers need not be attempted where questions clearly do not apply to the subject of the individual report.

This inquiry is undertaken in a desire to arrive at some conclusions, both helpful and constructive. It should be helpful in adjusting many individual cases. It may be constructive in leading to plans for the good of this group of citizens. It is hoped this will be the beginning of putting the industrial activities of the blind in West Virginia on an improved basis. Some states in addition to providing schools for blind youth have made provisions for assisting in the industrial life of the adult blind.

Names and answers secured by this inquiry will not be used in a way to embarrass individuals reporting. They will not be given publicity. The aim shall be to use this data only in the interest of those having sight difficulties.

Blind persons who are successful in business, or in a special calling are urged to give full information to encourage others, and to assist the State Board in this survey in the interest of our West Virginia blind.

You are requested to have all these questions that apply to you answered without delay and mailed to the undersigned.

Respectfully yours,

JOHN C. SHAW,

P. O. Box 359, Wheeling, West Virginia.

November 1925.

## SCHEDULE FOR THE BLIND AND NEAR BLIND IN WEST VIRGINIA.

\*Name..... Address.....  
 Age..... Birthplace.....

Underscore correct descriptive terms: Single, married, widowed, divorced, white, negro, poor health, moderate health, no other physical defects, other physical defect, male, female.

1. Is the person named above blind?
2. Is the blindness total or partial?
3. Is he blind in one or both eyes?
4. Can he see to read without glasses?
5. Can he see to read with glasses?
6. Can he recognize persons or objects by sight without glasses?
7. Can he recognize persons or objects by sight with glasses?
8. Was he born blind?
9. If not born blind at what age did he become blind?
10. What was the cause or supposed cause of blindness? (Explain fully).
11. Give names and ages of members of his immediate family.
12. How much general education has he had? (Give school and grade).
13. Has he ever attended a special school or workshop for the blind?
14. If so give name and location of this school or shop?
15. For what occupation was he trained, if any?
16. Does he read raised type?
17. If he reads raised type, which does he read?
18. Has he been taught to use the typewriter?
19. What occupation does he follow?
20. Does this occupation support him?
21. Are others dependent upon him for a living?
22. Is he dependent on this occupation alone for a living?
23. About how much does he earn?
24. If he lost his sight after he grew up what was his occupation before he became blind?
25. Does he receive aid from county or other sources?
26. If not trained for any industry, what is his preference?
27. Give any other information that might guide in selecting the proper occupation:

Please use this page, (Fourth), in giving further information on length of time, wage received, and character of job for all occupations followed by the worker before or after blindness was incurred. Also give any suggestions as to special ability to do any particular kind of work. In these suggestions may be given the key that solves the problem of selecting an occupation.

List below the names and addresses of any blind children or adults in your community to help make our records complete.

Name	Address	Age.

\*Where "he" is used it refers to both male and female.

After the questionnaire had been printed, a copy with a return envelope was mailed to each person on the preliminary list. This resulted in about 150 completed replies. It secured a considerable number of new names for the list. About half of the people on the preliminary list have been found, though most of those found were in new locations. Often the return of the undelivered letter gave desired information. After these returns were received and checked up on the different county lists, copies of county lists were sent to each rehabilitation agent for the counties in his field.

#### Schedules Accredited to Each County.

Below is a list of the counties of the state with the number of completed schedules accredited to each. 37 counties have been surveyed with a good degree of completeness and accuracy, though there are doubtless blind people in these counties who were not found. Where the name of the county is followed by (\*), it indicates the individual field canvass has been started but it has not been completed. Where the name of the county is marked thus (\*\*) it indicates the returns received from that county were volunteered in answer to the questionnaire mailed, and no work has been done in the personal canvass.

Counties: Barbour 14, Berkeley 11, Boone 2\*\*, Braxton 14, Brookè 9, Cabell 39\*, Calhoun 3\*\*, Clay 2\*\*, Doddridge 4, Fayette 14\*, Gilmer 7, Grant 7, Greenbrier 5\*\*, Hampshire 12, Hancock 15, Hardy 6, Harrison 26, Jackson 12, Jefferson 12, Kanawha 27\*, Lewis 12, Lincoln 1\*\*, Logan 5\*\*, Marion 18, Marshall 26, Mason 15, Mercer 21\*, Mineral 12, Mingo 15\*, Monongalia 13, Monroe 3\*\*, Morgan 1\*\*, McDowell 19\*, Nicholas 36, Ohio 27, Pendleton 8, Pleasants 4, Pocahontas 2\*\*, Preston 16, Putnam 3\*\*, Raleigh 8\*\*, Randolph 8, Ritchie 7, Roane 13, Summers 27, Taylor 7, Tucker 5, Tyler 8, Upshur 7, Wayne 39, Webster 3, Wetzel 10, Wirt 8, Wood 19, Wyoming 2\*\*.

#### Tabulation of Part of the Data.

No effort has been made to include in this report a tabulation of all items included in the questionnaire. However, the accompanying tabulation brings together in summarized form, the most prominent features to be gleaned from the papers collected thus far in the survey. The tabulation groups by ages of ten-year periods, distinguishes between the number of males and females. A distinction is made between totally and partially blind. Maintenance is the economic problem and an effort has been made to present it in the best statistical form. In some instances reasons would appear to indicate that the individual might be classes with either of two economic groups. Such cases were placed according to what appeared to be the predominating contribution. The number of colored blind in the State does not appear to be very large. While the number is too small to draw conclusions, there are indications they do not live to any considerable age.

**STATISTICAL RECORD OF 700 BLIND AND NEAR BLIND IN WEST VIRGINIA, GROUPED ACCORDING TO AGE, SEX, MAINTENANCE, TOTAL AND PARTIAL BLINDNESS.**

		Divisions by Age									
		Under 10		10 to 19		20 to 29		30 to 39		40 to 49	
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Depend for Support on Individuals, Relatives or Others.	(Total Partial)	17 7	10 10	32 43	30 39	22 12	12 7	15 7	12 3	18 3	8 3
Depend on Organized Charity, County or City.	(Total Partial)				1 1	3	1		1	5 3	
Depend on Pensions or Compensation.	(Total Partial)					1		8 1	1	2 5	1
Contribute to Self-Support	(Total Partial)				1 3	11 5	7 3	9 9	10 2	12 4	11 3
Self-Supporting by earning or wealth	(Total Partial)					8 4		02 5	1	14 4	1 1
Total .....		4	20	77	75	66	30	66	30	70	28
Total Males by Groups .....				24	77		66		66		70
Total Females by Groups .....				20	75		30		30		28
Total Males and Females .....				44	152		96		96		98
Colored, included in above listing.	(Total Partial)	2		1 4	2 4	3	4 1	4 1		2 1	2

NOTES: The number 700 represents the schedules on file after eliminating a few with incomplete returns, incomplete in items embodied in this table.

Maintenance as represented in this record is as accurate as answers to the questionnaire. Support by individuals may mean the original home, by brothers, sisters, other relatives, or by unrelated friends. Charity as used in this classification generally means kept in county homes, or infirmaries. However, a few cases are included where city support is given. Pensions include mothers' pensions, soldiers' pensions, direct and indirect, bequests left by parents from which the income is applied. Many of the contributors to self-support live with their families and participate in house-work or the business occupation, while others have their self-earning supplemented from some source, generally by friends. The self-supporting generally carry on an independent occupation. A few of the blind were successful in enterprises before going blind and saved sufficient for maintenance.

**STATISTICAL RECORD OF 700 BLIND AND NEAR BLIND IN WEST VIRGINIA, GROUPED ACCORDING TO AGE, SEX, MAINTENANCE, TOTAL AND PARTIAL BLINDNESS.**

50 to 59		60 to 69		70 and Over		No. Blind Total		No. Blind Partial		Total And Partial		Grand Total
M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M. & F.
17	10	12	5	12	7	145	49					
5	1	5	3	5	1			87	67	231	161	393
11	4	7		7	3	33	10			40	12	52
1		1	1	2				7	1			
3	1	4	2	3	3	21	8					
				2	1			8	1	29	9	38
10	11	5	1	6	1	53	42					
6		1		4				30	11	83	53	136
12	4	14	1	2	1	52	8					
3		2		1				20	1	72	9	81
68	31	41	13	44	17	304	162	152	82	453	244	700
Total	99		54		61		466		234		700	
3	1	1				16	9	5	7	21	16	37

The number 152 within the ages 10 to 19 inclusive does not necessarily indicate a larger number of blind in the State within that age group than others, but the school requirement has enabled the survey to be more nearly complete in that period.

The combined numbers, 393, 52 and 38, gives a total of 483, dependent entirely on others for support. A considerable portion of these have not arrived at mature years. Returns indicate about 12 per cent of the blind are self-supporting. Some of these are living in very meager circumstances.

The number under ten years of age appears to be relatively too small. It may be due to the mode of securing names and locating the blind, failing to secure information relative to the very young.

The number of blind men exceed the number of blind women chiefly on account of industrial accidents.

**BLIND POPULATION FOR WHOM SPECIAL SCHEDULES WERE RETURNED SHOWING WHEN VISION WAS LOST.**

Six hundred and forty-two out of the 700 schedules returned indicated when vision was lost. To put all on a comparative basis, the schedules are arranged according to age in ten-year groups and given in percentages, in horizontal columns. The vertical column indicates the variation in ages at which the members of an age group lost vision. The lower line gives the number of cases listed in each group. The column of figures, except the last, to the right gives the percentage of people who

list vision at the age stated in the column at the left. The last column to the right gives the number of people who lost vision at the age indicated. To interpret, 144 people, or 22%, out of the 642, according to schedules, were born blind.

Loss of Vision.	Age at Time of Survey									Group percentage	No. in Group listed at left
	Under 10 Years	10 to 19 Years	20 to 29 Years	30 to 39 Years	40 to 49 Years	50 to 59 Years	60 to 69 Years	70 Years and over			
Birth	63%	38%	37%	18%	10%	7%	8%	2%	22%	144	
Under 5 Years	29	26	20	20	9	11	2	2	16	100	
5 to 9 Years	8	20	14	12	6	5	0	0	10	63	
10 to 19 Years		16	22	15	18	12	2	5	13	86	
20 to 29 Years			7	19	18	8	10	2	9	54	
30 to 39 Years				16	21	13	8	3	8	51	
40 to 49 Years					18	33	12	7	9	59	
50 to 59 Years						11	39	18	6	40	
to 69 Years								19	35	5	
60 to 69 Years									5	30	
70 Years and above									26	2	
Total Percent	100	100	100	100	100	100	100	100	100		
No. in each Age Group	38	131	92	85	93	95	52	57	Total	642	

Of the 109 past 60 years of age, 75 went blind after they were 50. It is apparent that very few who went blind in early life, or were blind from birth, have endured to old age.

The very striking feature of this table is the fact that so many blind in West Virginia have been so from birth. If specialists are correct in saying 60% to 70% of the cases of blindness are preventable, there is certainly a great need for a vigorous campaign for the care of the eyes of children in West Virginia.

A tabulation of the returns for 642 reporting the cause of their blindness reveals that 22% of the number were born blind. 16% more became blind after five years of age. This was increased by 10% before arriving at the age of ten years. This gives a total of 307, out of 642 reporting, or 48%, who had become blind before the age of ten years. Herein is revealed the most lamentable condition brought out by this survey. According to ophthalmologists most of these children should have been protected from blindness.

Summarized data from the Federal Census of 1920, put in nearest approximate round numbers, indicate that 10% of the blind have been so from birth. Another 10% were blind before the age of five. And more than a third 10% were blind before arriving at the age of fifteen. One-third of the whole number were blind before arriving at the age of twenty. A second third were blind by the age of fifty-five. The same report



indicates that approximately 60% of blindness is due to disease. Accidents cause about 15%.

Forty-eight per cent of the West Virginia blind became so before the age of ten years. By interpretation of the census report 23% of the blind in United States were without the sense of vision at the same age, ten years.

### STATED CAUSES OF BLINDNESS

Out of 700 individual reports, 498 give the cause of their blindness as they understood it. Others left the space blank or stated that they did not know the cause. In all 46 different causes were named. A few quite similar causes were grouped in the list given below.

Accidents of all kinds.....	140	Spinal meningitis .....	8
Strain, use, heat, light.....	18	Nervousness .....	4
Disease (only term used).....	61	Measles .....	17
Heredity .....	18	Whooping cough .....	5
Disease of parents.....	17	Typhoid fever .....	8
Ophthalmia .....	5	Brain fever .....	3
Sore eyes at birth.....	5	Scarlet fever .....	9
Granulated lids .....	12	Influenza .....	5
Trachoma .....	9	Cold in eyes.....	6
Decay of optic nerve.....	24	Erysipelas .....	4
Syphilis .....	5	Scrofula .....	10
Neglect of eyes at birth.....	4	Miscellaneous diseases.....	11
Weak eyes at birth.....	16	Birth mark .....	2
Eyes injured in treatment.....	13	Fright .....	2
Cataracts .....	46	Wood alcohol.....	1
Parents related .....	6		—
Ulcers on eyes.....	6		498

In the above list there may be instances where two terms used have the same meaning. Granulated lids may, or may not, have the same meaning as trachoma. Weak eyes at birth, sore eyes at birth, and eyes neglected at birth may have a close relation in meaning. Eyes injured in treatment are a group of cases where it is supposed errors were made in treating cases of eye trouble. Miscellaneous diseases means a variety of individual causes. In many instances where one eye was injured by accident the other failed through "sympathy."

The Missouri School for the Blind at St. Louis, has since 1905 made careful investigation into the ocular condition of 507 youth admitted to that institution. Dr. Lamb made his report under the heading, "Causes of Blindness in Youth." He found the chief causes, Ophthalmia Neonatorium 21%, Optic Atrophy 15%, Congenital Cataract 9%, Corneal Ulceration 7%, Uveitis 7%, Trauma, simple (injury to one eye), 6%, Trauma and Sympathetic Ophthalmia 5%, with other causes in diminishing percentages. He states that 34% of the blindness is due to venereal diseases, and that 68% of blindness is preventable.

The Minnesota State Department for the Blind in the year 1924, reported 1,434 blind in its state survey. The chief causes of blindness in the state were: Cataracts 12%, Accidents 10%, Optic Atrophy 7%, Congenital 7%, Glaucoma 5%, Local diseases late in life, other than Atrophy 6%, Ophthalmia Neonatorium 4%, and other causes less frequent, with 523 "unknown." These percentages are of the total number, 1,434.

Most accidents are definite causes, readily recognized. The two little sisters who lost their eyes attempting to punch holes in concussion caps that they might make beads out of the caps have definite causes for their blindness. The man who lost his vision in a mine explosion knows the cause of perpetual darkness to him. The laborer facing brilliant lights and high heat, may have suffered from that condition. Close sight application, long endured, unsatisfactory lighting in application to fine work or reading, overstrain of various kinds, neglect of attention by a specialist, especially when eyes have long been defective, may prove disastrous.

In declining years when the vital organs, especially the nervous system becomes less virile, one of the marked evidences may be manifest in the sense of sight. Cataracts covering the visualizing area of the eye obstruct sight and may produce blindness. Many of these could be relieved by an operation at the proper time, though many never receive the needed attention. A few are indifferent, like the man advised by a physician that the cataracts could be removed from his eyes, replied, "If God did not want the cataracts there He would not have placed them there." This attitude was supposedly due to the man's belief, that he would need to use more effort to get a living if he had good use of sight.

#### OPINIONS ON CERTAIN CAUSES OF BLINDNESS.

When one consults members of the medical profession who study the life history of their patrons in localities where blindness is most prevalent, he becomes impressed with the belief that there are two very serious causes of blindness. The most serious cause is communicable diseases. Diseases regarded as most serious are known as venereal diseases. Gonorrhea may be largely held in check from being transmitted from one generation to the next by proper care of the eyes of the new born babe. This care is now required by statute in West Virginia. But the dangers of blindness from syphilis are not subject to such checking. The child who inherits the taint of syphilis to the extent of causing blindness may not be born blind and may have the use of the sense of sight into mature years. The transmitted disease may attack the nervous system and destroy the function of the optic nerve of the youth or adult. In cases in adult life where the disease is acquired by infection, blindness may overtake the victim any time thereafter. It is not the intention to imply that blindness is the only ill consequence of these diseases for the physical and mental being is liable to their ravages without the eyes being a special victim. But this report is not dealing with those phases of the subject.

The other cause of blindness referred to above is the marriage of blood relatives. According to good authority, with both the human and the animal species, the offsprings of relatives where the best physical conditions obtain and where there is a difference in type, may be free from degeneration. Under present human conditions and present handling of domestic animals, there is a better chance of finding freedom from taint in the animal species than in the human. Where parents are related and both according to the theory of inheritance of unit characteristics, as advanced by good authorities in biology, inherit a weakness or defect which originated with a common ancestral parent that weakness will be intensified in the offspring. The warning of students of these subjects is decidedly against consanguineous marriages.

West Virginia, like probably every other state in the Union, has localities where these causes of degeneration are apparently more prevalent than in others. It is not assumed that all congenital defects, mental and physical, are traceable to these causes, but probably more of them are due to them than most people outside of the medical profession have suspected. And according to what appears to be the best information obtainable, the atavistic tendency may bring out and amplify a characteristic whether good or ill, which has been latent one or more generations. Some counties in the State have considerable percentage of consanguineous marriages. Some of the physicians of the State are studying these problems. They apply the Wasserman test where they think it will reveal information. They are studying physical traits traceable through families. In some instances blindness is one of the expressions of physical deficiency. Whatever the advocates of heredity may say from a theoretical view of the subject, there is no doubt to those who study many cases of conditions like blindness but what the affliction tends to recur in the offspring.

The survey revealed quite a number of instances where blindness had been prevalent in families for two or three generations. In most of these cases mental deficiency was evident. A few conditions found, will suffice to illustrate the most deplorable, where professional advice indicated that one or both, disease and blood relationship of parents, had a share in causing the unfortunate condition.

In one locality three sisters, two of them blind, with blindness in their ancestry, married. Each of the sisters has one or more blind children, ten blind children in the three families, with probabilities that more of the children will go blind later.

In another locality three families related, the parents in each family are blood relatives, have blind children in each family.

A woman who was never married, so the report reads, is the mother of six children, "supposed to belong to her own father, now deceased." The mother and three of the children are nearly blind. The sight of the other three children is held in question. These children have attended school and their inability to learn is evidence of mental deficiency.

In a certain family there are five blind children, three beyond the compulsory school age and two within the age. The parents have persistently

opposed having their children go to the School for the Blind. Recently the father in the case abandoned the mother and children.

Davenport in his text, "Heredity in Relation to Eugenics," published by Henry Holt and Co., has probably gone as carefully into the study of these questions as any of the biologists. A few quotations will present something of his view:

"But no lover of his race can view with complaisance the ravages of these (venereal) diseases nor fail to raise his voice in warning against them. The parasite which induces syphilis is not only hard to kill but it frequently works extensive damage to heart, arteries, and brain, and may be conveyed from the infected parent to the unborn child. Gonorrhoea like syphilis, is a parasitic disease, that is commonly contracted during illicit sexual intercourse." Page 2.

"First Law of Inheritance; Mentally defective parents will produce only mentally defective offsprings." Page 66.

"If a person that belongs to a strain in which defect is present \* \* \* marry a cousin or other near relative \* \* \* the opportunity for two defective germ cells to unite is enhanced. Such consanguineous marriages are fraught with grave dangers." Page 67.

"The conclusion seems clear that, while in certain strains consanguineous marriages may not lead to defective offspring, in most families it will, at least, after a few generations." "In 1858 Dr. Bemis reported to the American Medical Association on a collection of 833 consanguineous marriages producing 3,942 children. Of these children 28.7 per cent are said to be defective." Page 186. It might be explained other collections did not show so large a percentage of defects.

"Consanguineous marriage per se does not create traits; it permits the defects of the germ plasm, that may not appear in the parent, to reveal themselves in the offspring." Page 187.

"Atrophy of the optic nerve usually begins at about the 20th year with a rather sudden disturbance of the central sight of both eyes while the peripheral parts of the field of vision remains normal. The course of the disease is the same in the same family." Page 110.

Several defects of the eye, according to Davenport, such as; atrophy of the optic nerve, cataract, degeneration of the cornea, astigmatism and myopia are hereditary.

Other authors express agreement in the view of Davenport. Herbert E. Walters states, "Outcrossing always increases heterozygous combinations in the germs plasm and covers up undesirable recessive traits through the introduction of additional dominant traits. Inbreeding, on the contrary, tends to simplify the germ-plasm, that is, to make it more homozygous, and so to bring recessive defects to the surface."

W. E. Castle, in Genetics and Eugenics, advises, "Inbreeding, also, by its tendency to secure homozygous combinations bring to the surface latent or hidden recessive characteristics. If these are in nature defects or weaknesses of the organism, such as albinism and feeble-mindedness in man, then the inbreeding is distinctly bad."

Personal letters in answer to inquiries have been received. Dr. H. H. Goddard, now of the Division of Abnormal and Clinical Psychology, Ohio State University, has devoted many years to the study of the "Defective Child," to quote in part, says, "There is no question that gonorrhoea and syphilis are potent causes for producing blindness. The former is the specific cause of ophthalmia neonatorum and congenital syphilis often produces optic nerve degeneration from which blindness results. If we could wipe out these two diseases, we would eliminate a very large percentage of blindness." "Accidents in childhood and industrial accidents would remain."

#### SOMETHING ALREADY ACCOMPLISHED BY THE SURVEY.

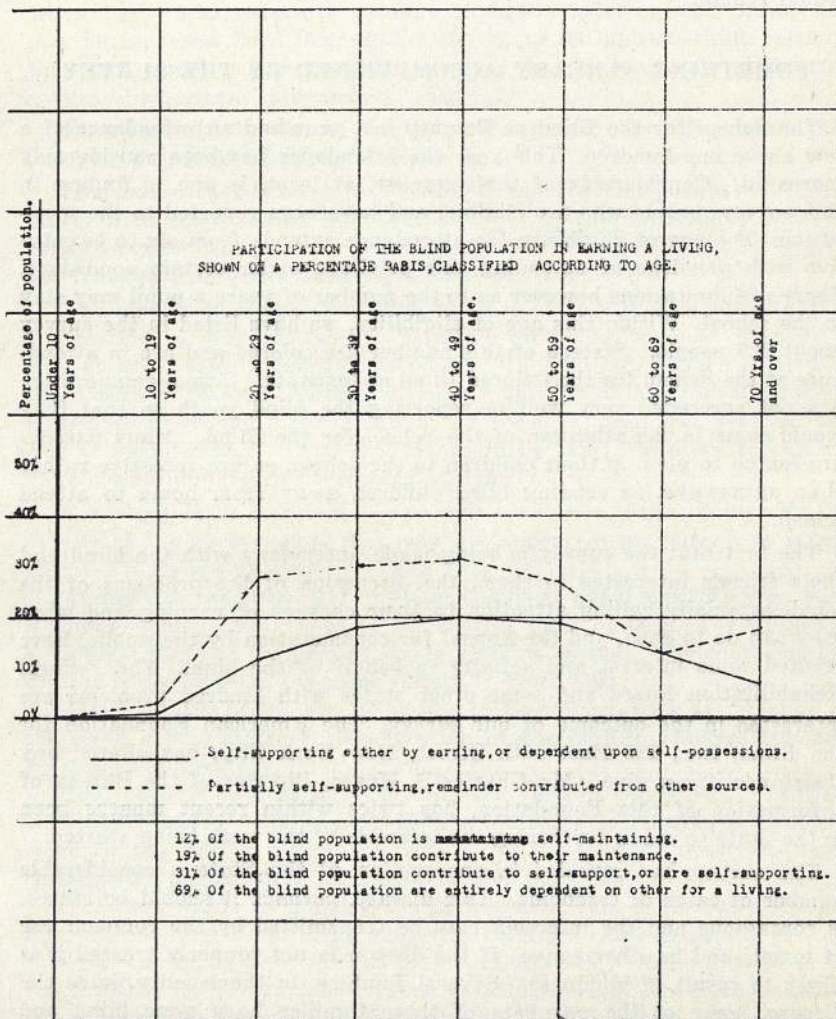
The School for the Blind at Romney last year had an attendance of a few above one hundred. This year the attendance has been considerably increased. Considerable of this increase, at least, is due to finding in this survey, people who are eligible, and have been reported to the institution. The age of eligibility for attendance extends from six to twenty-five with privilege of extending this privilege under certain conditions. There are limitations however as to the number of years a pupil may stay in the school. Within this age of eligibility, we have listed in the survey about 225 people. Sixteen of this number are colored and are in attendance at the School for the Colored Blind at Institute. School enumeration has not succeeded very well in reporting the blind youth so that they would come to the attention of the School for the Blind. Many parents are loathe to give up their children to the school, so are recessive rather than aggressive, in sending blind children away from home to attend school.

The fact that the survey is being made, interviews with the blind and their friends interested in them, the discussion of the problems of the blind, especially calling attention to their chances of earning and what they can do to earn, and the appeal for consideration by the public, have created some interest and activity in behalf of the blind. The Federal Rehabilitation Board and some other states with kindred problems are interested in the outcome of our survey. The American Foundation for the Blind, Inc., 125 East 46th Street, New York City, has offered any assistance it can give. Mr. Charles B. Hayes, Director of the Bureau of Information of this Foundation, has twice within recent months been in the State to aid in furthering the interests of the work being started.

The survey has revealed in one section of the State a considerable number of cases of trachoma. This disease, perhaps it should be stated, is contagious and the infection may be transmitted by the common use of towels and in other ways. If the disease is not properly treated it is likely to result in blindness. Several families, in the locality, have the disease, some of the members of these families have gone blind and others are approaching blindness. Proper health authorities have been advised of the situation and asked to give the matter attention.

Incident to the work of the survey, in a few cases, rehabilitation aid has been extended to the blind. One young man has been started in rug weaving. Another has been started in salesmanship. Others have been advised of things they can do.

**PARTICIPATION OF THE BLIND POPULATION IN EARNING A LIVING, SHOWN ON A PERCENTAGE BASIS, CLASSIFIED ACCORDING TO AGE.**



### Mental Attitude and Employment.

Mental attitude enters largely into the employment and earning of the blind. The blind man who succeeds must have persistence and insistence to get the opportunity and results of the mediocre sighted man. A few of the blind are over-confident as to what they can do. But on the other hand many are easily discouraged and relax in the belief there is nothing for them to do. With some there is the feeling that they do not get a fair chance to prove what they can do. If the man who has spent his life in the coal mines, or devoted himself to one kind of labor, should lose his sense of sight, or meet with any other physical injury disabling him for that particular employment, he is likely to surrender himself to idleness in the belief there is nothing he is qualified to do. He knows hundreds about him engaged in a variety of activities, but fails to think of self acting out a new process. This has proven one of the useful fields of rehabilitation service, to set the man who is not as helpless as he believed himself to be, to co-ordinating himself in the activities of a new employment. There are those who think they are helpless and the public ought to provide their care. Then there are those who have sufficient confidence in themselves and say all they ask is a fair chance in employment in which they can engage and that they will be able to take care of themselves.

Then there is the mental attitude of the employer who may have a sense of sympathy for the blind, but believes he cannot do the job. He believes the employment of the blind will increase his compensation risk. It is the current opinion, the blind man is in great danger if he goes about the factory; though other men have not had like training in being careful. The people in charge of the workshop for the blind in Pittsburgh tell of an interesting experience in this connection. They have placed several blind men in factories to do assembling and other routine work. These men are generally doing good work. Their presence has proven the best "Safety First" warning, and has resulted in some instances in lowered rates for workmen's compensation risks.

The mental attitude of the public toward the blind is one of their worst handicaps. They are not by nature different from other people. They cannot see, but this is partially overcome by training of other senses. They enjoy the friendly greeting, or neighborly attitude as much as the sighted. It would be far better to patronize them in business and industry, in the lines in which they are capable, rather than to hold them as objects of charity.

### Earning Employments for the Blind.

If space and propriety permitted, some very interesting stories could be told of blind people in West Virginia who are making a living for themselves and their families. One of the interesting features about this is the fact these men are engaged in a variety of occupations, as widely different as they engaged in before going blind. Some of these men are following out interests closely related to what they did when

they had the use of sight. Some of the men have taken up work without the advantage of former sight training. A considerable share of any routine employment becomes largely automatic. Most men could readily learn to shave themselves without the use of a mirror. So they could, if they put the proper effort into it, learn a hundred other activities in which they ordinarily use sight, to do without sight. The blind substitute other senses, in part, for sight and do many things other people think they cannot do. The man who gradually went blind working in the coal mines, continued to work with his "Buddy" loading coal until the supply of labor increased and a stricter enforcement of regulations drove him out. Now this same man sits day after day in idleness, which will eventually destroy usefulness even if his sight could be restored. Idleness is a great destroyer, while useful application is a great builder. A few blind men have successfully taught rural schools. A former pupil of one of these West Virginia blind teachers declared him to be the best teacher he ever had. When asked how the teacher managed discipline replied, "He got along fine. After school had been in session one week, if a boy would drag his foot across the floor, the teacher could name the boy." This same blind man was once a county superintendent of schools. It is related of this man, in days before automobiles, he would go alone on horseback several miles from his home to the county seat. But several blind men can be found who do things just as marvelous. These things are done by the wonderful sense adjustment for which the sighted do not account. But in the walks of life a few people do the wonderful things and the masses tread the much traveled paths. Whether sighted or blind, the masses do commonplace things, and if blinded the field grows narrower.

Probably selling pencils on the street should be relegated to charity and should not be classed as employment. More totally blind in West Virginia are earning money making brooms than in any other employment. Selling newspapers doubtless comes second on the list. A few men are earning a comfortable living repairing and tuning pianos. One man who for many years was a division superintendent in an oil field, became blind. This man is optimistic and happy. He owns his place of business and means of transportation through which he delivers coal, oil, gasoline and other products. He has an amazing memory for the details of transactions and status of accounts of his large number of patrons. He does his own thinking and hires people with good eyes to do manual labor. A few men have small rooms, or sales stands, from which they sell papers, magazines and other staple articles. They usually are assisted, at intervals, by some member of the family or some trusty friend. One such man, succeeding very well, has his room so arranged that patrons do not have a chance to handle his wares except what they purchase. This arrangement protects against what is often a considerable source of loss to blind dealers.

There are kinds of earning employment in which a few blind in West Virginia are engaged requiring skill and special training, such as basketry, chair caning, rug and carpet weaving, repairing and tuning pianos,



teaching music, and some forms of employment previously mentioned. Specialists in charge of industrial shops for the blind, say some things they may do better than the sighted. One of the best types of this work is the assembling of machines, appliances, or other mechanisms, of composite parts, which are neither too large nor too small, for their handling readily. When they have the parts placed about them and mentally located, they mechanically pick up these parts, and acquire high speed in assembling. Some factories have much work of this kind. It is better than work where they lost time finding tools and material.

Very few blind women in West Virginia, who are earning a living, or contributing to support, are otherwise employed, than in doing house work, or aid in doing it. A few of these women, totally blind, keep their homes in good condition, doing all of the house work, unless it is a little aid in part of the washing and ironing, or other special work. In this is a valuable suggestion for an important feature in training of every blind girl.

Earning employments for the blind, at least for the large majority, must be manual. Training schools for the blind should specialize in the study of their pupil and determine as near as possible, what is most advisable for each pupil to undertake. When the pupil leaves the school, he should have training equipment and mental attitude toward his chosen work that will do most in qualifying him for success. A few may succeed in the more nearly mental pursuits. This is not a criticism of academic training for the blind. Neither is it intended as a criticism of institutions for the blind. Happily, the heads of the West Virginia schools for the blind are at this time striving to work out a better manual training program. The hungry man finds little consolation in being able to read Caesar when he does not have bread, nor the chance to earn it.

It is not to be expected that all of the able-bodied blind in West Virginia can be gotten into self-supporting employment. Neither should pessimism predominate with the idea that nothing can be done. There is probably not much chance for those who years ago surrendered to inactivity, mentally and physically, and rely on others to do even the things they could do for themselves. But no doubt there is a goodly number who have done what they could under the circumstance to help keep the wolf from the door, some who have recently gone blind, anxious to do something, and the younger people, some of them returning from schools, as a whole afford a fertile field for guidance and encouragement, to useful employment and a good type of citizenship. A capable home worker should be able to get many of these people started in things which they can do. The blind who manufacture products at home have their chief difficulty in marketing. A home worker ought to be able to assist in selling.

It is not easy to determine what is best to do for the blind population of West Virginia. Other states have tried the central workshop, supervised home work, and pensions with varying degrees of success. West Virginia has not tried any of these as a state proposition. It is quite evident something should be done for this part of the citizenship. Since

the State is late in an undertaking, it should start with the advantage of the experience of other states, not making experiments which have been proven impractical.

### CONCLUDING SUGGESTIONS.

Work on this survey and study incident to the same has led to the conclusion that three distinctive types of service should be performed for the blind people of West Virginia.

I. Aggressive efforts should be made to prevent unnecessary blindness. West Virginia does not have a higher per cent of blindness than the whole United States. But it does have a much higher per cent among the very young. West Virginia has a law setting forth the treatment and penalty for neglect of observance, in the care of the eyes of infants. Other states having the same law, have found when an enforcement campaign is on the number of blind is reduced, but after a period of lax attention the number increases. Neglected weak eyes in the youth and careless habits are likely to mean blindness in adult life. Sound general health is a safeguard against blindness. If two-thirds of the blindness is preventable, preventive measures ought to be applied.

II. Instruction and employment should be furnished the adult blind in factories for the sighted, or at the home. This could probably be managed best by a home teacher who could teach not only the handicrafts, but Braille reading and writing. Under existing conditions, many of the blind would do home work if they could market their products. Local home communities should be urged to take care of the output of their own people. New occupational opportunities should be provided for blind citizens. The blind population will live happier and and better lives when engaged in useful employment.

III. Something should be done for the comfort of the aged and infirm blind.

IV. There should be some interested group, be it a commission or some other, appointive or volunteer, with the chief qualification intelligent sympathy for the blind, take hold of this West Virginia problem and determine some of the best points of approach in doing constructive work.



