A Proposed Administrative and Supervisory Organization for Vocational Rehabilitation in Kentucky

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A PROPOSED ADMINISTRATIVE AND SUPERVISORY ORGANIZATION
FOR VOCATIONAL REHABILITATION IN KENTUCKY

BY

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[Signature]

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PREFACE

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# Table of Contents

**Preface**

**Chapter I. Introduction**

- Reason for the Study
- Statement of the Problem
- Scope of the Study
- Sources of Data
- Method of Treatment
- Similar Studies
- Limitation of the Study

**Chapter II. Development of the Legal Basis for Vocational Rehabilitation**

- Federal Level
- State Level

**Chapter III. The Administrative Organization in Kentucky**

**Chapter IV. Vocational Rehabilitation Organizations in Other States**

- Georgia
- Oklahoma
- Michigan
- North Dakota
- Indiana
- West Virginia
- California
- Ohio

**Chapter V. Summary**

**Chapter VI. Recommendations**
<table>
<thead>
<tr>
<th>FIGURE</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 The Present Kentucky Vocational Rehabilitation Organization</td>
<td>23</td>
</tr>
<tr>
<td>2 The Georgia Vocational Rehabilitation Organization</td>
<td>27</td>
</tr>
<tr>
<td>3 The Oklahoma Vocational Rehabilitation Organization</td>
<td>30</td>
</tr>
<tr>
<td>4 The Michigan Vocational Rehabilitation Organization</td>
<td>35</td>
</tr>
<tr>
<td>5 The North Dakota Vocational Rehabilitation Organization</td>
<td>38</td>
</tr>
<tr>
<td>6 The Indiana Vocational Rehabilitation Organization</td>
<td>41</td>
</tr>
<tr>
<td>7 The West Virginia Vocational Rehabilitation Organization</td>
<td>46</td>
</tr>
<tr>
<td>8 Organization Chart for Vocational Rehabilitation in California</td>
<td>51</td>
</tr>
<tr>
<td>9 The Ohio Vocational Rehabilitation Organization</td>
<td>55</td>
</tr>
<tr>
<td>10 A Proposed Vocational Rehabilitation Organization for Kentucky</td>
<td>69</td>
</tr>
</tbody>
</table>
CHAPTER I

INTRODUCTION

Rehabilitation of the civilian handicapped is an educational venture that started in Kentucky in 1922, but it has been only within the last decade that the program has been expanded to take care of all who are vocationally handicapped. For many years it was looked upon as solely a training program and most of the money was spent in rehabilitating those who were able to get in the public schools.

Under the new concept vocational rehabilitation is any service that assists a disabled person in overcoming an employment handicap. This may involve physical restoration through prosthesis, medical treatment, or surgery; it may involve training; it may involve job placement; or it may involve only guidance and counseling. Any or all of these services are rendered through vocational rehabilitation at the expense of the federal and state governments. How many of these any individual client receives depends upon his need.

Reason for the study - The urgent need for tapping new reserves of manpower during the recent war emergency caused new stress to be put upon the rehabilitation of handicapped individuals. Employers were more willing than ever before to give the handicapped person a chance to prove that he could produce in competition with those who were physically whole.

These two factors combined to bring about an increase in the staff personnel in Kentucky in such a short period of time that it was impossible to revise the organization of the division of the State Department of Education quickly enough to keep pace with its expansion. The present administrative
and supervisory organization was worked out rapidly and set to work as
more or less of an experimental organization. Now that the present
organization has been tried and time enough has elapsed for those in
charge to locate its weaknesses, they believe it best to revise the present
organization in an attempt to remedy the weaknesses discovered. Since the
writer is employed as a district supervisor under the present organization
and is in a position to recognize many of these weaknesses from the stand-
point of the worker out in the field, Mr. W. Hickman Baldree, the present
Director of Vocational Rehabilitation in Kentucky, has agreed to this
study in order that the new organization may reflect the views of the man
who does the case work as well as those of the supervisory and administra-
tive staff of the state office. The subject was suggested by Dr. Lee
Francis Jones, Head of the Education Department, Western Kentucky State
Teachers College.

Statement of the problem.—The problem with which this study is
concerned is: first, to review the legal basis for the operation of a
vocational rehabilitation program in Kentucky; second, to examine our
current rehabilitation administrative and supervisory organization for
Kentucky in an attempt to discover its weaknesses; third, to examine the
organizations of a number of other states in order to see what types of
organization they have found desirable; and fourth, to propose, in the
light of these findings, a new organization for Kentucky.

Scope of the study.—This study has included a discussion of the
legal development of vocational rehabilitation on both the federal and
state levels. Rather careful examination of the organization for the
administration and supervision of the program in Kentucky has been made.
In addition the organizations of eight other states have been examined in
order to determine the practice outside of our own state.

Sources of data—Data and factual material concerning this problem have been obtained from a variety of sources. Information concerning the organization in Kentucky has been obtained from a copy of the Kentucky State Plan for Vocational Rehabilitation which the writer, as an employee of the Division of Vocational Rehabilitation, has in his possession. Information concerning the program in other states has been obtained from copies of the state plans from the states examined in this study. These plans were sent upon written request from the writer. Requests were sent to fourteen states, but only eight of them complied by sending the desired information. Four others replied, but either did not have extra copies of their plans or had their plans under revision at the time the request was made. Other sources made use of in gathering the factual material included the United States Statutes at Large, the Constitution of the Commonwealth of Kentucky, the Acts of the General Assembly of Kentucky, periodical literature, bulletins of the Federal Security Agency, and bulletins of the Kentucky State Department of Education.

Method of treatment.—A complete survey of the legislation, on both the federal and state levels, has been made to determine the legal basis for the operation of the program. After examining the structure of the organization in Kentucky and eight other states, an attempt has been made to discover the weaknesses of the Kentucky organization and to remedy those weaknesses in the new plan of organization proposed.

Similar studies.—Only two studies concerning the rehabilitation problem in Kentucky have been made prior to this one. Neither of these concerned themselves with the administrative and supervisory organization
for administering the program. The first study made was by H. W. Nichols¹ in 1931. This study was made for the purpose of determining the extent of the rehabilitation problem in Kentucky. In 1936 Olney W. Patrick² made a study of the value of rehabilitation in Kentucky. He subtracted from the gross earnings of a group of clients of rehabilitation the cost of the services rendered and compared the results to the estimated cost of maintaining these same clients in idleness over the same period of time, thus arriving at the economic value of the services rendered.

Limitation of the study.-- The chief weakness of this study is that the rehabilitation plans of only eight other states have been studied as a basis for the proposed reorganization presented in the recommendations at the end of the study. An effort was made to offset this by selecting states from every section of the United States when requests were sent out for copies of state plans. Some sections are not represented, however, because information from some of the states could not be obtained.

CHAPTER II
DEVELOPMENT OF THE LEGAL BASIS FOR VOCATIONAL REHABILITATION

Federal Level.—In 1917 the United States entered World War I. This proved to have a significant bearing upon the whole problem of vocational rehabilitation in this country. The nations of Europe had already been engaged in war long enough to know the value to their national economies of vocationally rehabilitating their men who had been disabled in the armed services. They had begun to realize that a disabled man, if re-trained for a vocation in which his disability is not a handicap, is just as efficient a producer as the physically whole person. Manpower in these countries had been so badly depleted that industry welcomed these war disabled as soon as they could be trained to efficiently follow a vocation. The fact that many of them could be trained as skilled tradesmen made them all the more desirable. Consequently, Europe had already begun to make provision for the rehabilitation of her war disabled by the time we entered the war.

Shortly after the United States entered the war, the Federal Board for Vocational Education made a survey of the work of rehabilitating disabled soldiers in the countries with whom we had allied ourselves and of the data compiled by private and public agencies within our own country. This information was presented to Congress and resulted in the passage of the Smith-Sears Act for the rehabilitation of returned soldiers who were disabled in the armed services. The record of the hearings on this bill gives evidence that the idea of including in it some provision for the rehabilitation of civilians injured in industry was seriously considered. However, it was decided that it would be wise to omit such provisions and incorporate
then in another bill at a later date. It was feared that putting these provisions into the soldier rehabilitation bill might delay its passage, thereby delaying this service for a group of men for whom the public was demanding rehabilitation.

In September, 1918, three months after the final passage of the soldier rehabilitation act, Senator Smith of Georgia introduced in the Senate a bill providing for the rehabilitation of civilians injured in industry, or otherwise, and their return to civilian employment. A companion bill was introduced in the House of Representatives by Representative Bankhead of Alabama. These bills did not pass in the Sixty-fifth Congress, but they were reintroduced in the Sixty-sixth Congress by Senator Kenyon of Iowa and Representative Fess of Ohio. They were finally approved and became law on June 2, 1920.

Under the soldier rehabilitation law rehabilitation was made an out and out responsibility of the federal government; but under the Fess-Kenyon Act the federal government was to participate in rehabilitation only in cooperation with the states, furnishing a part of the money but leaving the operation of the program in the hands of the states themselves. This was in keeping with the idea that education, whether it be special education or general education, is a State function and not a function of the federal government.¹

The main provisions of the federal act for vocational rehabilitation

were as follows:

(1) Defined rehabilitation as any service which renders a disabled person fit to engage in a remunerative occupation.

(2) Appropriated $750,000 for the first fiscal year and $1,000,000 for each of the succeeding three years to finance the Federal government's part of the program.

(3) Provided that, before a state could be certified to receive allotments under the program, it must:
   a. Accept the provisions of the federal act by act of the state legislature.
   b. Designate its state board for vocational education as the authority to administer the act within the state.
   c. Provide for cooperation of the Workmen's Compensation Commission with the state board for vocational education in carrying out the provisions of the act.
   d. Provide for adequate supervision of courses in vocational rehabilitation.
   e. Appoint the state treasurer custodian of rehabilitation funds.

(4) Defined disabled persons to mean those having physical defects or infirmities, either congenital or acquired by accident, injury, or disease and who, because of such injuries or infirmities, are partially or wholly incapacitated for engaging in a remunerative occupation.

(5) Provided that the state must draw up and present to the Federal Board for Vocational Education a plan each year for the administration of Vocational Rehabilitation within the state.
(6) Provided that the Federal Board for Vocational Education should make periodic reports to Congress concerning the administration of the act, and that the states should make annual reports to the Federal Board for Vocational Education.

(7) Give the Federal Board for Vocational Education power to make rules and regulations for carrying out the provisions of the act.

This act became effective shortly after the beginning of the fiscal year which began July 1, 1920. When the act had been accepted by any state and funds became available, agents of the Federal Board visited the state and assisted in the setting up of the state organization for its administration. In some states there already existed some agency which provided rehabilitation services to civilians. In some of these it was only necessary for the legislature to accept the provisions of the federal act; in others it was necessary for the legislature to set up an agency for administering the act.

Congress continued to appropriate money for carrying on rehabilitation under the provisions of this original act until the passage of the Social Security Act of 1935. The Social Security Act made vocational rehabilitation a permanent policy of the federal government in all of the forty-eight states, the District of Columbia, Hawaii, and Puerto Rico. It provided

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2 United States Statutes at Large, Sixty-sixth Congress, Session II, 1920, chapter 719.
that the federal government should match all the funds appropriated by the states in compliance with the provisions of the original act. This act also took the Vocational Rehabilitation Office from the Federal Board for Vocational Education and placed it under the Federal Security Agency which was established under its provisions.

The legal basis for vocational rehabilitation has remained unchanged since the enactment of the Social Security Act. However, the law has been amended so as to widen the scope of the services offered. In July, 1943, Congress enacted a series of amendments to the Vocational Rehabilitation Act which have come to be known as the Barden-LaFollette Act. Under the provisions of this act any, or all, services necessary to render an individual fit to engage in a remunerative occupation are available. The act is so written that services may be rendered for the purpose of enabling a handicapped individual to become more advantageously employed. It also makes possible hospitalization and psychiatric services to the mentally deficient, whether the deficiency be congenital or whether it has developed in later life. Special provision is made for civilian war disabled, including merchant seamen as well as for civilian employees of the United States government injured in the performance of duty, and for the blind. This act may be said to have lifted the ceiling and allowed the rehabilitation agencies of the states to administer any and all services to all the disabled, regardless of the kind of handicap or the source.4

State level.— Kentucky accepted the provisions of the Federal Vocational Rehabilitation Act by proclamation of the Governor on December 6, 1920, but the General Assembly did not meet again until January of 1922. Consequently there were no funds with which to carry on the program, and nothing was done until the 1922 General Assembly met. When the General Assembly met in 1922, an act was passed accepting the provisions of the federal act, designating the State Treasury as the repository for vocational rehabilitation funds, and placing the administration of the program in the hands of the Vocational Education Board. Funds for matching money contributed by the federal government were to be obtained "out of funds collected for tax on premiums paid to insurance carriers writing insurance in Kentucky, under the provisions of Chapter 37 of the Acts of 1920, in excess of the amount required for the maintenance of the Workmen's Compensation Board under the provisions of said act." The State Vocational Education Board was authorized to accept gifts, donations, or bequests for the benefit of vocational rehabilitation in Kentucky.

The Kentucky program more or less marked time with limited service until July 1, 1928, when the Division of Vocational Rehabilitation was established as a separate division of the Department of Education. It had been, up until then, merely a part of the Division of Vocational Education.

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6 Ibid., pp. 207-210.
Its being made a separate division marked the beginning of real rehabilitation services in the State. 7

In 1934 the Division of Vocational Rehabilitation was changed, by act of the General Assembly, to the Division of Vocational Rehabilitation and Special Education in order that it might administer other special phases of education then being sponsored by the state and federal governments for the duration of the depression. These have since been discontinued but the name still remains. This same act provided that all future funds appropriated for rehabilitation purposes should be appropriated from the general fund of the State Treasury and abolished the State Board for Vocational Education and vested its powers in the State Board of Education. 8

The above pretty well summarizes the main provisions of the legislation passed in Kentucky concerning the administration of vocational rehabilitation. A survey of the various acts passed by the General Assembly shows that it has always been left to the board administering the program to decide upon the number of employees needed for efficient administration and supervision of the program, to decide what their duties were, and to fix their salaries. Of course, as long as the law makes no specific mention of these things, the Superintendent of Public Instruction makes recommendations to the State Board of Education and the board sets the number, fixes their salaries, and defines their duties in accordance with the

provisions of the statutes and the State Plan approved by the Federal Security Agency.⁹

⁹ Kentucky Revised Statutes, Annotated, 1943, Chapter 163, sec. 163.050.
CHAPTER III
THE ADMINISTRATIVE ORGANIZATION IN KENTUCKY

Since 1931, when the Kentucky General Assembly abolished the State Board of Vocational Education and vested its powers in the State Board of Education, vocational rehabilitation has been administered in Kentucky by the State Board of Education.1

The Kentucky State Board of Education is composed of seven lay members appointed by the Governor and the Superintendent of Public Instruction who acts as ex-officio chairman. The lay members are appointed by the Governor for terms of four years each, two being appointed each of the first three years of his term and one the last year.2

The Superintendent of Public Instruction is the chief executive officer of the State Board of Education.3 This means that he is the state's chief rehabilitation officer as well as the state's chief school officer. As such he hires, sets the salaries of, and defines the duties of the State Director of Vocational Rehabilitation and other professional staff members of the division, subject to the approval of the State Board of Education.4 As chief executive officer of the State Board of Education, it is his duty to prepare, or have prepared, annually a State Plan for Vocational Rehabilitation which, after its approval by the State Board, is submitted to the Federal Office of Vocational Rehabilitation for approval.

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1 Kentucky State Plan for Vocational Rehabilitation, Part I, p.
2 Kentucky Revised Statutes, Annotated, sec. 155.030.
3 Ibid., sec. 155.130
4 Ibid., sec. 155.140
as the state's contract with the federal government. In actual
practice, the preparation of this plan is delegated to the State Director
of Vocational Rehabilitation. He prepares it and submits it to the
Superintendent of Public Instruction who, in turn, presents it to the
State Board of Education for approval. After it is approved by the Board,
it is sent to Washington for the approval of the Office of Vocational Re-
habilitation. Of course a new plan is not prepared every year. The old
one is usually resubmitted with whatever amendments seem necessary for the
efficient operation of the program. Since the rules and regulations laid
down by the Federal Security Agency permit a state to amend its plan at
any time the need arises, the State Plan is almost constantly in the
process of being revised. 5

The Kentucky statutes provide that:

"the following divisions shall be included in the organization of the
state department of education: finance and inspection; attendance;
supervision; teacher training and certification; public relations;
research and statistics; vocational education; vocational rehabili-
tation and special education; and Negro education. The Superinten-
dent of Public Instruction may group the established divisions under
such bureaus as he deems wise." 6

Under the authority given him by this provision of the law, the present
Superintendent of Public Instruction has grouped the various divisions under
four bureaus, thus centralizing administrative responsibility for their
operation in the hands of four bureau chiefs. The four bureaus into which
these divisions are presently grouped are: Bureau of Administration, Bureau
of Finance, Bureau of Instruction, and Bureau of Vocational Education.

5 Personal conference with W. Hickman Baldree, State Director of Vocational
Rehabilitation, on January 17, 1946.
6 Kentucky Revised Statutes, Annotated, sec. 156.020.
The Division of Vocational Rehabilitation and Special Education has been placed under the Bureau of Vocational Education.

The Chief of the Bureau of Vocational Education is the Director of the Division of Vocational Education. He serves as a deputy state superintendent and is responsible, through the Superintendent, to the State Board of Education for the efficient functioning of all the divisions organized under him, including the Division of Vocational Rehabilitation and Special Education.

The State Superintendent of Public Instruction appoints, after advising with the Chief of the Bureau of Vocational Education, and subject to the approval of the State Board of Education, the Director of Vocational Rehabilitation and Special Education. The Director, in turn, recommends, through the Chief of the Bureau, the appointment of the remainder of the personnel needed for the efficient operation of the program. This recommendation goes the same route as any other; the Chief of the Bureau approves it and passes it on to the Superintendent of Public Instruction and he approves it and recommends it to the State Board of Education for final approval.

The State Director is responsible to the State Board of Education through the Chief of the Bureau of Vocational Education and the Superintendent of Public Instruction for the efficient operation of the vocational rehabilitation program. It is his responsibility to secure new personnel as needed and to maintain an efficient in-service training program.

To show how the Division of Vocational Rehabilitation is organized we quote the following excerpt from the State Plan for Vocational Rehabilitation:

"The organization and structure of the Division of Vocational Rehabilitation of the State Board shall be as follows:
1. On the State Level
a. A full time director in charge
b. Two Assistant Director-Supervisors
c. Two State Supervisors
d. One or more administrative assistants in charge of
   supporting operations, including finance and statistics
  e. A medical consultant (part-time)
f. A medical-social worker (part-time)
g. Clerical assistants as required

2. On the Area Level
The State will be divided into as many areas as are needed
and may be staffed as follows for effective operation of the
program:
  a. One area supervisor
  b. Industrial supervisors for the blind, as required
  c. Supervisors of vending stands, as required
  d. Clerical assistants, as required

3. On the District Level
The State is divided into not more than ten districts staffed
as follows:
  a. One district supervisor
  b. Assistant district supervisors and interviewers, as
     needed
  c. Case workers for the blind, as required
  d. Clerical assistants, as required.7

Provision is made for the appointment of an Advisory Committee for
Vocational Rehabilitation. This committee is appointed by the State
Director in cooperation with the Chief of the Bureau. The State Plan re-
commends that the Committee be made up of representatives from the follow-
ing agencies:

"Kentucky Education Association
United States Employment Service
State Board of Health
American Legion and/or Veterans of Foreign Wars
Workmen's Compensation Board
Civic Clubs
Crippled Children's Commission
American Red Cross
Kentucky Welfare Department

State Parent Teachers' Association
Private and Public Education Institutions,

The State Plan further provides for a Professional Advisory Committee, appointed by the State Director in cooperation with the Chief of the Bureau, to act in an advisory capacity to the agency on matters of policy concerning physical restoration. This committee is composed of recognized members of the various branches of the medical profession and representatives of various social agencies, private and public, engaged in the furtherance of public health and welfare work within the state.

The State Director, as has been said above, is the chief administrative officer within the division. It is his duty to plan, to initiate policies, to direct the work of other personnel of the division, to authorize the purchase of services for the handicapped, to see that proper records are kept, and to prepare budgets for submission to the General Assembly.

The state supervisory staff is set up on a functional basis. The functions of vocational rehabilitation are defined as case registration, case service, services for the blind, and physical restoration. It provides a supervisor for each of these services.

It is the duty of the Supervisor of Case Registration to supervise the efforts of the professional personnel in the district and area offices in locating and contacting new cases. He does this by keeping in active contact with the various referral agencies that have cooperative agreements

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5
Ibid., Part II, section D.
with the Division of Vocational Rehabilitation, by establishing new co-
operative agreements with agencies, and by planning the intake program
genearly.

The Supervisor of Physical Restoration is charged with the responsi-
bility of supervising the activities of rehabilitation personnel in con-
nection with services performed for the purpose of rendering the physically
handicapped more physically whole. He assists in maintaining desirable re-
lations with the medical profession, hospitals, and prosthetic appliance
companies who sell appliances to the rehabilitation agency. He, with the
advice of the Professional Advisory Committee, sets the standards for
physical restoration services and fixes fee schedules for medical and
hospital services. He also fixes price schedules, after conferring with
the various companies, that the agency will pay for various types of
prosthetic appliances.

The Supervisor of Case Service supervises all services to rehabili-
tation clients which do not come under the headings of services to the
blind or physical restoration services. He supervises all counseling,
placement, and training services. In addition to this he reviews all case
plans and makes the final decision, after consultation with the Medical
Consultant and the Medical-Social Consultant, as to eligibility and feas-
bility of individual cases applying for rehabilitation services.

The Supervisor of Services for the Blind is in charge of all services
rendered to the blind clients of the agency. He does this through the
area and district supervisors. He also has general supervision of the
business enterprises program which is run by the Kentucky Society for the
Blind for the benefit of blind clients of the agency.

The Kentucky Society for the Blind is a non-profit-making corporation
organized under Kentucky law permitting the state government or its subdivisions to organize non-profit-making corporations for the purpose of rendering services which the state itself can not render under the present constitution. The Kentucky Society for the Blind builds and operates vending stands, as well as other business enterprises, in public buildings, factories, and other places frequented by large numbers of people. All of the operators in these stands or businesses are blind rehabilitation clients and receive all of the profits from the business except a small per cent that is held by the Society to pay for the supervision of the program. There is a trained supervisory force that is engaged in setting up new businesses, training operators in business methods, and supervising the buying of supplies and new stock. All of this personnel has to be paid by the Society from the proceeds from the operation of the businesses. It is the duty of the Supervisor of Services for the Blind to see that the Society employs as many of the blind rehabilitation clients as is consistent with the amount of business done.

Provision is made for an administrative assistant who is in charge of supporting operations, including finance and statistics. It is contemplated that this officer, with his clerical assistants, shall do the accounting for the division, approve all bills for final payment, furnish statistics concerning the program as required by the Director for presentation to the General Assembly, to the public, and to the professional staff for the purpose of improving the services rendered by the agency. In actual practice, the Director and the supervisors on the state level

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Kentucky Revised Statutes, Annotated, 1943, Chapter 273, section 273.010-273.150.
carry out this function themselves with the aid of an accountant and the
other clerical help in the state office.

The Medical Consultant and the Medical-Social Consultant are hired
on a part-time basis. Both are, as the name implies, merely advisory
officers and operate only in the capacity of consultants. They review
cases and offer advice on the medical and medical-social aspects of case
service. They may make recommendations as to eligibility or feasibility
of individual cases under consideration, but they never determine either.
That is left to the Supervisor of Case Service and his staff. These
officers also have the responsibility of helping to train rehabilitation
personnel on the area and district levels in the medical and social aspects
of the program as well as helping to maintain desirable relations with the
medical profession, hospitals, and social work organizations throughout
the state.

The State Plan provides that the state shall be divided into as many
areas as are needed for adequate supervision of the program. It was
expected that there would eventually be four areas, but those in charge
of the program have, thus far, not deemed it necessary to divide it into
areas. It was expected that each area would be in charge of an area
supervisor who would be assisted by a supervisor of vending stands and an
industrial supervisor for the blind, if they were needed. Each area was
to be composed of three or four districts and the area personnel was to
have supervision of the activities of the district officers.

Although ten district offices are provided for in the Plan, eleven
have been established. Each district is composed of from six to eighteen
counties, depending upon size and population, and is in charge of a
district supervisor who may have under him one or more assistant district
supervisors, one or more case workers, and one or more clerical assistants. However, as it now stands, there is only a district supervisor and a clerical worker in most of the offices. In three of the offices there is also a case worker.

The district supervisor and the case worker are the ones who actually contact clients and plan the rehabilitation job. After they interview a client, if they think he is eligible and feasible, they secure medical information concerning him, make a tentative decision as to eligibility and feasibility, and help him to make his rehabilitation plan. This plan, along with the medical information and the personal information secured during the interview, are then forwarded to the state office where it is either approved or rejected by the Supervisor of Case Service. If it is approved, the supervisor or case worker makes up a contract with an agency which agrees to furnish the services needed to bring about the rehabilitation of the client and sends that to the state office where, if it is approved, it is validated by being signed by the State Superintendent of Public Instruction and the State Director of Vocational Rehabilitation. If area offices are established before the present State Plan is revised or amended, all of this material will have to pass to the state office via the area office and come back the same way.

All personnel of the Division of Vocational Rehabilitation are hired on six months' probation. If they are retained beyond the probationary period, tenure becomes permanent and they can be removed only when the State Board of Education brings charges against them and shows cause for removal. 10

10 Kentucky State Plan for Vocational Rehabilitation, Part I.
In order to give a better picture of the organization that administers rehabilitation in Kentucky, a diagrammatic sketch of the personnel organization has been included in figure 1.
FIGURE 1.— THE KENTUCKY VOCATIONAL REHABILITATION ORGANIZATION
CHAPTER IV

VOCATIONAL REHABILITATION ORGANIZATIONS IN OTHER STATES

All forty-eight states, the District of Columbia, Hawaii, and Puerto Rico have submitted to the Federal Security Agency a State Plan for administering vocational rehabilitation within their boundaries. Each state or territory has established an administrative and supervisory organization for carrying out the process of vocational rehabilitation according to the rules laid down by the Federal Security Agency. Needless to say, these organizations vary from state to state and are alike in no two states.

It is our purpose here to review briefly the organizations charged with the administration of vocational rehabilitation in several of the states from which we have been able to secure this information. We cannot attempt to present a review of more than just a very few of the states because such a chapter would, in the first place, assume too large proportions for a study of this kind. In the second place, it would serve no purpose that can not as well be served by a review of only a few of our neighboring states and two or three of the better states.

Georgia.— In rehabilitation circles Georgia is generally spoken of as the southern state that has accomplished more in the field of rehabilitation than any of her neighbor states. In fact, she is considered to be one of the three best in the entire United States. For that reason it is altogether fitting that we should review Georgia's organization in more detail than most of the others since she is, like Kentucky, classified as a southern state.

The general control of the rehabilitation agency in Georgia is with
the State Board of Education which has, in the State Plan, been designated as the State Board for Vocational Education. It is composed of ten lay members appointed by the Governor for terms of seven years by and with the consent of the state senate. One member is appointed each year and there must be a member for each of the ten congressional districts in the state. The chief executive officer of the Board, and consequently of vocational rehabilitation, is the State Superintendent of Schools who is elected at the same time and in the same manner as the Governor. General supervision and control of the rehabilitation program is delegated to him by the Board.

The Director of Vocational Rehabilitation is appointed by the State Board of Education upon recommendation of the State Superintendent of Schools. He devotes his full time to the vocational rehabilitation program and is responsible through the chief executive officer of the Board to the State Board of Education for the efficient operation of the program. He has the responsibility of administering, supervising, planning, and directing the program and recommending the employment of new personnel when needed.

The State Plan makes provision for three advisory committees as follows: a General State Advisory Committee, a Medical Advisory Committee, and a Business Enterprise Committee. Provision is also made for the appointment of special advisory committees should the need for them arise. All of these are appointed by the Director of Vocational Rehabilitation. The General Advisory Committee advises the Director concerning the broader aspects of the program such as types of service to be rendered, means of expanding the program, and publicity. The Medical Advisory Committee advises with the Director of Physical Restoration concerning the medical aspects of the program such as fee schedules, medical standards, medical records, and prosthetic appliances. The Business Enterprises Committee
advises the Manager of Business Enterprises and Stands on matters relating to the operation of business enterprises for the blind. Any other advisory committee that happens to be needed is appointed by the Director and the purpose for which it is appointed specified by him.

At the state level the division is organized on a functional basis. It is broken up into five units: (1) Research and Information, (2) Records and File, (3) Budgeting and Accounting, (4) Field Operations, and (5) Technical Services. Each of these is in charge of a supervisor or an assistant director who has under him as many assistants and clerical workers as are needed to carry on the work of his unit. In the case of the first three named, these assistants are merely clerical workers, but field operations and technical services are further divided on a functional basis. Under the Director of Field Operations there are (1) a Chief of Services for the Blind, (2) a Supervisor of Business Enterprises who is responsible to the Chief of Services for the Blind, and (3) a specialists' section composed of an Industrial Specialist, a Specialist on Rehabilitation of the Tuberculous, and a Specialist on Workshops and Home Industries. The technical services unit is divided into a physical restoration section manned by a Supervisor of Physical Restoration, a Medical Administrative Consultant, and a Medical-Social Consultant and a guidance, training, and placement section manned by a specialist in that field, and whatever clerical assistants he needs. Of the five units at the state level only Field Operations is operative. The technical services unit is consultative and the other three are supporting.

The state is divided into four districts under the supervision of district supervisors, each of whom has under him a Medical Consultant, a
FIGURE 2.—THE GEORGIA VOCATIONAL REHABILITATION ORGANIZATION
Medical-Social Consultant, a Counselor for the Blind, a Placement Agent, and an Assistant Supervisor of Business Enterprises. Each of these supervisors has his district further divided into three local areas. In each local office there is a Senior Counselor in charge of the work of that local area, a Counselor, and an Interviewer. All case forms proceed from this local office to the state office through the district office and find their way back to the local office by the same route.

The chart in figure 2 shows the structural organization of the division as it is set up in the State Plan. This is an exact copy of the chart shown in the Georgia State Rehabilitation Plan.\(^1\)

Oklahoma—Oklahoma has one of the least complicated organizations of any of the larger states. Vocational rehabilitation is administered, as it is in most states, under the authority of the State Board of Education. This board is composed of six lay members appointed by the Governor and the Superintendent of Public Instruction who is elected by the people at the same time and in the same manner as the Governor. The Superintendent acts as chairman of the Board\(^1\) and is usually elected to serve as its executive officer. However, the Board may designate any member to serve it as executive officer. Vocational rehabilitation is a division of the State Board of Education and all members of the Board act on matters relating to it.

The State Director of Vocational Rehabilitation is appointed by the State Board of Education for an unfixed period of time depending upon satisfactory performance of his duties. The sole responsibility for

\(^1\) Georgia State Plan for Vocational Rehabilitation, section 2.1 - 2.7
administering the program, promoting its development, and fixing its policies is delegated to him. Instead of being responsible to the Board through the State Superintendent of Public Instruction, he is directly responsible.

The State Plan provides for one large advisory committee in the field of rehabilitation with sub-committees in the fields of education, physical restoration, and employment. This committee advises with the State Director on the formulation of policies and the establishment of desirable procedures for carrying out the rehabilitation process.

The operation of the staff operating on the state level is very simple and the line of authority is very plain and clear-cut in every case. There is, besides the Director, a Supervisor in Charge of Field Operations, an Assistant Supervisor in Charge of Physical Restoration, and an Assistant Supervisor in Charge of the Blind and Other Special Groups. No mention is made in the State Plan of any provisions for consulting personnel of any kind.

The state is divided into three districts for supervisory purposes, but the professional personnel works out of five local offices. It would appear from this that some of the districts maintain more than one local office. Each district is in charge of a Senior Counselor who is responsible to the Supervisor of Field Operations for co-ordinating the work of the other personnel in the district. Each Senior Counselor has one or more Counselors and whatever clerical help he needs assigned to his district.

Figure 3 shows an organizational chart furnished the writer by the Oklahoma Division of Vocational Rehabilitation. This chart is a part of
STATE BOARD OF EDUCATION

REHABILITATION ADVISORY COMMITTEE

DIRECTOR

SUB-COMMITTEES

BUSINESS OFFICE
ADMINISTRATIVE ASSISTANT
1. Budgets and Accounts
2. Records and Statistics
   Budget and Accounting Officer
   Records and Statistical Clerk
   Clerical Assistants as required

SUPERVISOR OF FIELD OPERATIONS
1. Case Service
   A. Intake
   B. Guidance
   C. Training
   D. Placement
   2. In-Service Training of Personnel

SUPERVISORS PHYSICAL RESTORATION
1. Hospitalization and Aftercare
2. Physical Therapy
3. Occupational Therapy

SENIOR COUNSELOR
COUNSELOR
INTERVIEWER

CLERICAL ASSISTANTS

SUPERVISOR OF BLIND AND OTHER SPECIAL GROUPS
1. Over-all planning and operation of program
2. Case Service
   A. Training
   B. Industrial Placement

FIGURE 3.—THE OKLAHOMA VOCATIONAL REHABILITATION ORGANIZATION
the State Plan.  

Michigan—Michigan, like Georgia, is one of the states that ranks near the top in rehabilitation services. For that reason the Michigan organization is presented in this study in a little more detail than some of the others studied.

When Michigan accepted the provisions of the Fess-Kenyon Act in 1921, there was already in existence a Michigan State Board for Vocational Education composed of four members: the Superintendent of Public Instruction, the President of the University of Michigan, the President of Michigan State College of Agriculture and Applied Science, and the President of the State Board of Education. Since the federal act provided that vocational education boards, in states which had them, should administer vocational rehabilitation, this board was officially designated in the Michigan statutes as the board of control for carrying out the provisions of the federal act. The Superintendent of Public Instruction, who is elected by popular vote every two years, is the executive officer and chairman of the Board. The Board meets at the call of its executive officer, usually two or three times a year.

The Superintendent of Public Instruction is the official directly responsible to the Board of Control for the administration and supervision of the program, but he exercises only general control. Actual control of the details of the program rests in the hands of a Director of Vocational Rehabilitation who devotes his full time to it. He is employed by the

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2 Oklahoma State Plan for Vocational Rehabilitation, section 200.0-240.0
Board for Vocational Education subject to civil service regulations which specify that he must be a college graduate and have at least one graduate degree. Applicants for the position are required to qualify by passing an established examination under the state civil service. Three names, if that many or more are qualified, are certified to the executive officer of the State Board for Vocational Education. The Board may appoint any one of these three to be State Director of Vocational Rehabilitation. All other personnel of the division is selected in the same manner as the Director.

The Director is responsible for the preparation of the State Plan, supervising the personnel, maintaining an effective system for expenditure and accounting of funds, administering policies of association with organizations having mutual interests, executing reports, conducting research, promoting the program through publicity, and establishing and maintaining desirable office routine. He is responsible to the State Board for Vocational Education through the Superintendent of Public Instruction.

The over-all supervision of case work is in the hands of a State Supervisor of Case Work. He assists and instructs case workers in case work procedures and recommends new case work policies to the Director. All rehabilitation plans are examined by him and approved or rejected after consultation with other officials on the state level who may be concerned in the supervision of the case. All referrals to the state office are received by him and assignment is made by him to the proper districts. He reviews all cases proposed by case workers for closure and either recommends them to the Director for closure or rejects them. It is his duty to establish and maintain uniform practices in case service and to participate with other administrative and supervisory personnel in the general program of staff development. Since the Michigan Plan says nothing about any
assistant state supervisors of case service and since the roster of state personnel names none, it is assumed that he performs the duties listed above with only clerical assistance.

A physical restoration unit is provided for with a Supervisor of Physical Restoration in charge. He is assisted by a Medical Consultant and a Medical-Social Work Consultant. These three positions may be combined so that either of the two latter may serve also in the capacity of Supervisor of Physical Restoration. That arrangement is now in effect. Since a full-time Medical Consultant is employed, he also serves as Supervisor of Physical Restoration. It is his responsibility to coordinate physical restoration services with the total rehabilitation program. In consultation with other state personnel, including the Medical Advisory Subcommittee, he selects qualified physicians, hospitals, and other medical facilities for carrying out the rehabilitation process. He also approves the authorization of necessary medical services, establishes medical procedures, and assists in administering, developing, and maintaining the statistical and financial records necessary to the proper operation of the program.

The Medical Consultant is the agency's physical restoration expert. He furnishes the necessary evaluation, on the basis of medical information gathered by case workers from competent physicians, of the proposed plans for physical restoration in individual cases proposed by case workers. If more medical information is needed in order to determine eligibility or feasibility or to determine the formulation of a rehabilitation plan, he so recommends. It is he who interprets the program to the medical and other allied professions. He secures their cooperation and good will toward the program through personal contact and through speaking engage-
ments at meetings of their various organizations.

The Medical-Social Work Consultant's duties are to consult with the Supervisor of Physical Restoration on the medical-social phases of the state program, provide consultative and technical service to the rehabilitation staff with regard to the medical-social needs of individual cases, to assist in training personnel in the medical-social aspects of physical restoration, and to assist in establishing and maintaining cooperative relationships with members of the medical profession and with hospitals and other organizations used in bringing about the physical restoration of the handicapped.

A State Rehabilitation Advisory Committee is appointed by the Superintendent of Public Instruction upon recommendation of the Director of Vocational Rehabilitation. This committee is composed of representatives of all the medical, social, and welfare organizations within the state. It supplies counsel to the Director in formulating the broad policies of vocational rehabilitation.

There is also a Medical Advisory Sub-committee similarly appointed from the membership of the State Rehabilitation Advisory Committee. This committee supplies technical professional counsel in the development and functioning of those phases of rehabilitation relating specifically to physical and psychiatric restoration services. Other sub-committees in areas such as training and placement may be organized as the need arises.

Provision is made for statistical and financial units in the state office, but the organizational structure of these units is not laid out in the State Plan. It is left to the Director to organize them in such a way that they will meet the needs of the program.

The state is divided into eight districts. Each is in charge of a
FIGURE 4.—THE MICHIGAN VOCATIONAL REHABILITATION ORGANIZATION
rehabilitation case worker of the district who is designated as a district supervisor. As many case workers are placed in a district as are needed to carry on the work in an effective manner. These workers on the district level contact cases, help them to formulate rehabilitation plans, initiate case service records, and help the client to carry out his plan for rehabilitation. All case records are sent to the state office for approval.

There is a Staff Advisory Council organized for the purpose of achieving the greatest possible degree of active participation from all staff members in planning, executing, and approving policies and procedures. This council is composed of a representative from each rehabilitation district, the state staff of supervisors and consultants, and the State Director. Meetings are held as needed.

Figure 4 shows an organization-function chart of the Michigan Division of Vocational Rehabilitation. One is impressed with the lack of detail in the organization as shown in this chart. It does, however, give a very good idea of the function of each part of the organization.

North Dakota -- North Dakota is a state that has not yet built up its vocational rehabilitation program to the point where it needs a very large or complicated administrative and supervisory organization.

Authority for the administration of these services in North Dakota is vested in the State Board of Higher Education which is designated to perform all the functions of a board for vocational education. This board is composed of seven members appointed by the Governor. Each member is appointed from a list of three names selected by the unanimous action of the President.

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4 Michigan State Plan for Vocational Rehabilitation, pp. 7-14.
of the North Dakota Education Association, the Chief Justice of the Supreme Court, and the Superintendent of Public Instruction. A chairman is elected from the membership of the board. Meetings are held once each month.

The chief executive officer for the Board is appointed by the Board. He is called the State Director of Vocational Education, but he gives five-sixths of his time to vocational rehabilitation and only one sixth to vocational education. His duties are not defined in the State Plan except that it says that he shall be responsible for organizing the Division of Vocational Rehabilitation and carrying out the provisions of the federal law relating to vocational rehabilitation.

The original draft of the State Plan provided only for a Director, Assistant Director, Case Worker, Office Secretary, Stenographer, and Clerk. The Assistant State Director was to be a case worker himself and to supervise the work of the Case Worker. The duties of the other three members of the staff were to be wholly clerical. Provision was made for setting up district offices as soon as it became feasible.

The State Plan made provision in the beginning for a State Wide Advisory Committee to be appointed by the State Board. The composition of this committee follows about the same pattern as that for other states previously studied.5

An amendment setting up a physical restoration service has been added to the State Plan. It provides for the hiring of a Supervisor of Physical Restoration as soon as it becomes feasible. Until this part of the program gets well under way, this function is to be performed by the State Director. A Medical Consultant and a Medical-Social Work Consultant are hired on a

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5 North Dakota State Plan for Vocational Rehabilitation. Part II, section A-C.
part-time basis. Their duties are about the same as the duties of these officers in the organizations previously reviewed. It is planned that the Medical-Social Work Consultant for the Crippled Children's Services shall be assigned to the Division of Vocational Rehabilitation on a part-time basis.

A sub-committee is to be made up from the medical members of the State Wide Advisory Committee. They are to be called the Professional Medical Advisory Committee and serve the rehabilitation agency in the same capacity that professional advisory committees serve in the previously reviewed states.6

Figure 5 is a representation of the organization in North Dakota as drawn by the Director of Rehabilitation in North Dakota.7

Indiana.—In Indiana the State Board of Education has been designated as the State Board of Vocational Education for the purpose of administering vocational rehabilitation. This board is composed of nine members including the Superintendent of Public Instruction who acts as ex-officio chairman. Eight members are appointed by the Governor for terms of four years and the Superintendent of Public Instruction is elected by popular vote at the same time that the Governor is elected. The Superintendent of Public Instruction is chief executive officer of the Board.

At the head of the Division of Vocational Rehabilitation is the State Supervisor of Vocational Rehabilitation who is appointed by the State Board

6 Ibid., Amendment I
7 Diagram sent to the writer by State Director of Vocational Rehabilitation, Edward Erickson, Grand Forks, North Dakota.
of Education upon recommendation of the Superintendent of Public Instruction. He is responsible, under the general direction of the Superintendent of Public Instruction, for the organization, administration, and supervision of the state's program of vocational rehabilitation. He recommends, through the Superintendent, all policies governing the operation of the program, provides all statistics concerning its operation, recommends budgets, and prepares all reports required by the Federal Security Agency and the State Board of Education. He recommends to the State Board of Education, through the State Superintendent of Public Instruction, the appointment of all personnel.

Indiana has the greatest number of advisory committees found in any of the states studied. She has advisory committees in the following fields: vocational training, vocational guidance, management and labor, civic and service clubs, crippled children's services, parent-teacher associations, psychology, sheltered workshops, the deaf and the hard of hearing, the tuberculous, and services for the blind. In addition to these, provision is made for the appointment of other committees as the State Board of Education finds it necessary.

An Assistant State Supervisor of Vocational Rehabilitation acts as an assistant to the State Supervisor. He assists in case supervision, physical restoration, and administrative work. Half of his time is given to case work.

The Statistical Secretary is the person in charge of all case records maintained in the state office. It is he who prepares statistics and reports required by the State Supervisor for presentation to the State Board of Education and the Federal Security Agency.

The accounting is done by a bookkeeper who works under the direct
STATE BOARD OF VOCATIONAL EDUCATION

SUPERINTENDENT OF PUBLIC INSTRUCTION

STATE DIRECTOR

ASSISTANT STATE DIRECTOR

DISTRICT OFFICES
(nine at present)
COUNSELOR
OFFICE CLERK
1. Intake of cases
2. Counseling and guidance
3. Physical restoration
4. Services for the blind
5. Placement

STATISTICAL SECRETARY
1. Files
2. Statistics

BOOKKEEPER
1. Accounting
2. Distribution of funds

ADVISORY COMMITTEES
1. Vocational training
2. Vocational guidance
3. Management and labor
4. Civic and service clubs
5. Crippled children's services
6. Parent-teacher associations
7. Psychology
8. Sheltered workshops
9. Deaf and hard of hearing
10. Tuberculous
11. Welfare organizations
12. Services for the blind

FIGURE 6.—THE INDIANA VOCATIONAL REHABILITATION ORGANIZATION
supervision of the State Supervisor. This individual is responsible for maintaining accurate records of receipts and disbursements authorized by the State Supervisor.

There is no physical restoration unit or units for services to the blind provided for in the Indiana organization. These services are administered by the agency through the regular rehabilitation staff with the benefit of advice from specialists in whatever field of medicine advice seems needed.

The state is divided into nine districts, each in charge of a case worker and his clerical assistant. These case workers are the persons who do the actual rehabilitation job. They contact agencies for the referral of cases, interview cases, assist clients in the making of rehabilitation plans, and assist them in carrying out these plans.6

As this is being written, Indiana is considering means of revising her plan and organization for the administration of rehabilitation services so as to do the job more effectively.9

The diagrammatic representation of the Indiana organization shown in figure 6 is one drawn by the writer from information obtained by studying the Indiana State Plan for Vocational Rehabilitation.

West Virginia.—The State Board of Education in West Virginia is designated as the State Board of Vocational Education for the purpose of

6 Indiana State Plan for Vocational Rehabilitation, Part II.
9 Personal conference with John Lauber, Regional Representative for the Federal Office of Vocational Rehabilitation, at Louisville, Kentucky, April 11, 1946.
administering rehabilitation services. It is composed of five members including the Superintendent of Free Schools, who is an elective officer and who serves as its ex-officio chairman. The other four members are appointed by the Governor.

The advisory committees in West Virginia act in advisory capacities to the State Board of Education instead of to the State Director or the Supervisor of Physical Restoration. There is a committee called the Rehabilitation Council, composed much like the general advisory committees in other states, which acts in an advisory capacity to the State Board of Education. Then there is a Professional and Technical Advisory Committee which acts in an advisory capacity to the Board through the Rehabilitation Council. Both committees are appointed by the Board.

The chief executive officer for the Board of Vocational Education is the Director of Vocational Rehabilitation. He is appointed by the Board and is directly responsible to it for the promotion, direction, and execution of the rehabilitation program and the coordination of all phases of work with related programs. He prepares, for the approval of the Board, the plan of operation and administers the program in accordance with the plan; he submits policies, rules, and regulations to the Board for approval; he interprets program objectives and promotes public interest in the program through public addresses, publications, and group conferences; and he develops and maintains cooperative working agreements and relationships with other public and voluntary agencies within the state. It is his responsibility to prepare all budgets and furnish all statistics required by the Board or by the Federal Security Agency concerning the operation of the program.

In charge of the development, coordination, and supervision of
services required for the rehabilitation of disabled persons in the Chief of Rehabilitation Services. He is the person who analyzes all local operations to determine their effectiveness, reviews work schedules, and performances, and surveys distribution of work and methods of exercising supervision. He evaluates methods and techniques used in case finding, case recording, determination of eligibility and economic need, the development of case plans, and the purchase of services for bringing about the rehabilitation of clients. He participates in the formulation of standards, policies, and procedures necessary for carrying out the program. It is his job to bring about a uniform application of policies, rules, and regulations established in the State Plan. All case work forms sent to the state office pass across his desk and are reviewed by him before money is spent for case service.

The supporting operations for the West Virginia Division of Vocational Rehabilitation are carried on by the Chief Record Clerk and the Office Secretary with whatever clerical help is needed. They do the accounting, keep case files, and look after routine office tasks on the state level.

The physical restoration section is composed of the Supervisor of Physical Restoration, the Medical Administrative Consultant, and the Medical-Social Work Consultant. The Supervisor plans, organizes and supervises the program. He, with the aid of his two consultants, sets the standards for physical restoration services, selects qualified medical practitioners to render medical services, selects hospitals from which the agency may purchase services, fixes fee schedules for medical and hospital services, and acts in a general advisory capacity to the Chief of Rehabilitation services on matters pertaining to physical restoration. His is the job of coordinating the services of physical restoration with the total
rehabilitation program. The Medical Administrative Consultant, who is employed on only a part-time basis, advises with him on the medical aspects of physical restoration and gives advice on individual cases where expert advice is needed. The Medical-Social Work Consultant, a full-time employee, does the same concerning the medical-social phases of the program.

Another section of the organization renders services of a specialized nature to the blind and the severely disabled. It is in charge of the Supervisor of Services to the Blind and the Severely Disabled who is assisted by a Specialist on Commercial Enterprises. He is responsible to the State Director for the organization and development of a state-wide program of rehabilitation services to the blind and the severely disabled. He determines standards, techniques, and procedures and recommends policies for the development of necessary services to this group of clients. He is responsible for coordinating these services with the rest of the state program. The Specialist On Commercial Enterprises is his expert on vending stands and other businesses set up for the blind or severely disabled. This individual plans and puts into effect the business enterprises program. He arranges specialized training and other services necessary for those clients who operate businesses under his supervision. It is his duty to supervise the operation of these businesses in such a way that they will return a steady profit to those clients who operate them.

The third section in the West Virginia organization is the guidance, training, and placement section which is in charge of a Supervisor of Guidance, Training, and Placement Services. He is responsible for developing standards for guidance, training, and placement of handicapped persons, for providing technical advice and supervision in respect to the maintenance of such standards, and for organizing staff training programs.
Figure 7: The West Virginia Vocational Rehabilitation Organization
in rehabilitation techniques and procedures, for evaluating available training facilities, for locating new training facilities, and for assembling and making available to staff members occupational and industrial information for sound rehabilitation planning.

None of these three units just discussed are directly operative. All the services performed by them are performed through the Chief of Rehabilitation Services.

The state is divided into two districts. In each is a district supervisor who has general supervision of all rehabilitation services in his part of the state. He is responsible for operation of the district office and local offices that have been established in his district. He has under him a staff of workers who are doing case work. These may include senior counselors, counselors, and junior counselors.

Each local office within a district is in charge of a senior counselor. He has immediate supervision of a counseling staff employed in subordinate positions. He directs the efforts of these persons and either takes the responsibility for the rehabilitation of difficult cases coming under the jurisdiction of his local office or takes care of all services within a definite limited area.

Figure 7 shows an organization chart taken from the West Virginia State Plan for Vocational Rehabilitation.\(^{10}\)

California—Vocational rehabilitation is administered in California by the State Board of Education which acts as the State Board for Vocational Education. It is composed of seven members appointed by the Governor. The

\(^{10}\)West Virginia State Plan for Vocational Rehabilitation, pp. 1-65.
state superintendent, who has the title of Director of Education, is the chief executive officer of the Board in all matters pertaining to education, including vocational rehabilitation. He is elected by popular vote.

The Bureau of Vocational Rehabilitation is organized as one of the bureaus of the State Department of Education. At its head is the Chief of the Bureau of Vocational Rehabilitation. He is appointed by the State Board of Education upon recommendation of the Director of Education. He is charged with the responsibility of planning the program of vocational rehabilitation and setting up an organization for administering rehabilitation services, subject to the approval of the State Board of Education and the Federal Security Agency. He selects personnel and recommends their appointment by the Board; he establishes and maintains cooperative agreements with other public and voluntary agencies; he authorizes purchases of services; he prepares budgets and controls the expenditure of funds; and he maintains adequate records and prepares reports. Fiscal accounting for the program is done by the Bureau of Accounting of the State Department of Education. Case accounting on the state level is limited to the compilation of reports submitted by the district offices.

There are two advisory committees which act in an advisory capacity to the Chief of Bureau. The California State Rehabilitation Council advises him on the broader aspects of the program such as types of service which should be rendered, publicity, and cooperative agreements. It may appoint special sub-committees to study special problems. The Professional Advisory Committee, made up of members of the medical and related professions, advises him on policies, standards, and methods of physical restoration and assists in interpreting the program to professional and technical
groups of the medical profession. Both committees are appointed by the
Chief of Bureau.

The physical restoration section of the state organization is in
charge of the Supervisor of Physical Restoration who is assisted by a
Medical Consultant and a Medical-Social Work Consultant. The Supervisor
plans and advises on the operation of the program of physical restoration,
selects qualified physicians and hospitals from which to purchase services,
and advises the staff as to the need for and use of medical services. The
Medical Administrative Consultant provides professional advice concerning
the medical aspects of the program, assists in representing the agency in
its contacts with the medical and associated professions, and advises the
agency on medical standards. The Medical-Social Work Consultant plans and
organizes the medical-social service phases of the program and provides
consultative and technical service to the staff concerning the medical-
social needs of clients. Both assist the Supervisor of Physical Restora-
tion in training rehabilitation personnel for physical restoration
services.

The section rendering services to the blind is in charge of a Supervisor
of Services for the Blind. He has no assistants on the state level. He plans
and advises on the operation of the program for the blind, surveys vending
stand opportunities, surveys training and employment facilities for the
blind, develops improved techniques of work for the blind, and assembles per-
tinent information for that purpose.

The third section of the organization is the section rendering general
rehabilitation services. It is in charge of the Supervisor of Rehabilitation
Services. He supervises field operations, assumes the responsibility for the
establishment of sound rehabilitation planning for the disabled individual,
coordinates and integrates information and services from all sources, and assumes responsibility for staff development. He is the only one of the three sections of the organization on the state level that is directly operative. Both of the other sections operate through his.

The state is divided into three districts. Two of them are in charge of district supervisors and one is in charge of an assistant district supervisor. Each is responsible, under the direction of the Chief of Bureau, for the program in his district including relations with outside agencies. He directs and supervises the staff assigned to his office and has general supervision over the personnel assigned to branch and local offices in his district. Each district office may have the following personnel working in the district office or in the field: District Supervisor, Assistant District Supervisor of Service Operations, Assistant District Supervisor of Technical Aids, Assistant District Supervisor of Case Management, Assistant District Supervisor of Statistics, Assistant District Supervisor of Physical Restoration, Physical Restoration Social Worker, Vocational Rehabilitation Officer, Vocational Rehabilitation Officer for the Blind, Vocational Rehabilitation Officer for the Deaf, and Rehabilitation Coordinators. Any or all of these may be assigned to a district office, but they may operate from a local or branch office. Figure 5 shows the organization of the district offices as well as that of the program on the state level.

Branch offices are established in the districts in whatever locality they are needed. They are in charge of Rehabilitation Officers and are directly responsible to the supervisor in whose district they are located. Local offices are similarly responsible, but are in charge of Rehabilitation Coordinators who are employed by the local school districts in which
FIGURE 6.— ORGANIZATIONAL CHART FOR VOCATIONAL REHABILITATION IN CALIFORNIA
they are located.\textsuperscript{11}

Ohio.- The organization in Ohio is somewhat different from those found in the other states studied. Ohio does not have a state board of education and the Director of Education is appointed by the Governor for a term of four years. In order to meet the requirements of the federal acts providing for vocational education and vocational rehabilitation, an ex-officio State Board for Vocational Education has been established. It is made up of the Director of Industrial Relations, the Director of Commerce, the Director of Agriculture, and the Director of Finance, who are appointed by the Governor to serve at his pleasure, and the Director of Education, who is ex-officio chairman. The state law which created the Board failed to state specifically its administrative and policy-making functions, but the Ohio General Code placed these functions in the hands of the Director of Education when the office was created. Therefore he continues to exercise these functions. The Board meets at the call of its chairman.

The Bureau of Vocational Rehabilitation is headed by the Director of Vocational Rehabilitation. He is appointed by the Board upon recommendation of the Director of Education. His qualifications, tenure, and compensation are fixed by the Ohio State Civil Service Commission. He organizes, promotes, and administers the state program for rehabilitation in all its aspects. He recommends to the Director the appointment of qualified personnel to fill the positions at the various levels of the program; he prepares policies and develops methods of promotion and case work; he supervises and directs all personnel of the Bureau; he maintains cooperative relationships with other

\textsuperscript{11}
\textit{California State Plan for Vocational Rehabilitation, Part II.}
public and voluntary agencies and with the federal government; and he pre-
par es all reports required by the Board or by the Federal Security Agency.

A general, representative advisory committee, known as the State
Rehabilitation Advisory Committee is appointed by the Director to advise
him on policies, plans, and services to be rendered by the agency. Various
interests, organizations, fields of service, and professional and technical
specialties are represented on this committee. Provision is made for the
Committee to appoint sub-committees from its membership on Surgery and
Medicine and on Induction and In-Service Training of Rehabilitation
Personnel. The Chairman of the Council and the State Director are ex-
officio members of both committees.

Provision is made for an Assistant Director for Program Promotion.
His duties are to assist the Director in maintaining contacts with in-
dustrial management for the purpose of providing suitable outlets in em-
ployment for clients and arranging referrals of new cases, to assist
employment managers in business establishments to effect desirable
vocational adjustments for men returning to employment after receiving
rehabilitation services, to assist in promoting the program throughout
the state, to assist in preparing material issued by the state office, and
to assist the Director in any other way he may designate.

A Supervisor of Case Operations reviews all rehabilitation plans sub-
mitted by rehabilitation workers in the field for the purpose of recommend-
ing any changes that might be considered good rehabilitation procedure. He
serves as consultant to agents and district supervisors regarding any
problems arising in individual plans and is responsible for consulting and
advising with all staff members concerning new techniques in rehabilitation
planning.
The Supervisor of Physical Restoration coordinates policies, procedures, and methods to be used in the program of corrective surgery, therapeutic treatment, hospitalization, and related services. He is responsible for establishing methods for studying the economic resources of individuals to be rehabilitated and appraising these resources in terms of available client participation. He likewise establishes procedures to be used in rehabilitating persons handicapped by mental and emotional disorders. He has the assistance of a part-time Medical Consultant. The Medical Consultant gives advice on the medical aspects of physical restoration and reviews such cases as need his attention before the agency begins actively carrying out the rehabilitation process.

Fiscal and statistical accounting is done by a unit in the state office under the direct supervision of the Director. This unit is composed of an accountant and two bookkeepers.

The state is divided into seven districts, each of which is in charge of a district supervisor and one or more agents. Both the district supervisor and the agents are active case workers. The district supervisor has immediate supervision of all personnel assigned to his district.

Figure 9 shows a diagram of the Ohio organization.12

12 Ohio State Plan for Vocational Rehabilitation, pp. 78-35.
FIGURE 9.— THE OHIO VOCATIONAL REHABILITATION ORGANIZATION
CHAPTER V
SUMMARY

Boards administering vocational rehabilitation.- In each of the states studied a board has been found which acts as a board for vocational education. In five states, Georgia, Oklahoma, Indiana, West Virginia, and California, the state boards of education are designated to carry out the functions of boards for vocational education. Two states, Michigan and Ohio, have ex-officio boards for vocational education and one state, North Dakota, has designated its board of higher education as a board for vocational education. The state superintendent is a member and ex-officio chairman of the board in five states, Oklahoma, Michigan, Indiana, West Virginia, and Ohio. In Georgia, North Dakota, and California the chairman is elected from the membership of the board. In Georgia, Oklahoma, Indiana, West Virginia, and California the members of the boards are appointed by the governors with the exception of the state superintendents who serve on the boards in the five states named above.

Chief executive officers for vocational rehabilitation.—In Georgia, Michigan, Indiana, California, and Ohio the state superintendent is the chief executive officer of the board. The board in Oklahoma elects an executive officer from its membership and in North Dakota and West Virginia the directors of rehabilitation are the chief executive officers and are directly responsible to the boards. In every state, with the exception of Ohio, where the state superintendent takes part in the rehabilitation program, he is elected by popular vote. In Ohio he is appointed by the Governor.

Advisory Committees.—All eight states have general rehabilitation advisory committees under one name or another. In Oklahoma, North Dakota,
and West Virginia these committees are appointed to advise the boards. In
the other five states they advise the directors of vocational rehabilitation.
The boards in North Dakota, Indiana, and West Virginia appoint the committees
and the state superintendents appoint them in Oklahoma and Georgia. In the
other states they are appointed by the directors.

Professional medical advisory committees are found in all of the eight
states. In Oklahoma, Michigan, North Dakota, and Ohio these committees are
simply sub-committees made up from the medical members of the larger com-
mittees. In the other states they are appointed by the same person who
appoints the general committees. In Michigan, Indiana, California, and Ohio
these committees advise the boards and in the other states they advise the
director or the supervisor of physical restoration.

In addition to the two committees found in all the states, Georgia,
Oklahoma, and California have other advisory committees or sub-committees
which advise the director or the board on special phases of the program.
Michigan also has a Staff Advisory Council composed of personnel selected
from various parts of the organization.

Personnel organizations:—In each of the eight states one person is
completely responsible for the organization, promotion, and direction of
the program. In all except North Dakota he gives his full time to these
duties. In North Dakota the director gives one-sixth of his time to the
direction of vocational education.

Each state studied has a physical restoration program. In all of these
except Indiana there is a special section or unit of the organization
that supervises physical restoration. In Indiana it is supervised by
the general supervisory organization. Of the seven states having
physical restoration units, all except Ohio are operative only through the person who acts as a chief of field work or rehabilitation services. In Ohio the supervisor of these services is coordinate with the supervisor of field operations and is himself directly operative through the personnel out in the field, being responsible only to the director of the program.

Georgia, West Virginia, Oklahoma, and California have special supervisors employed to supervise services to the blind. In Oklahoma and West Virginia he also supervises services to other special groups. The other states studied render services to the blind through the regular personnel out in the field with supervision from those in charge of general supervision of the program.

Georgia and West Virginia have supervisors in charge of guidance, training, and placement, and Ohio has an assistant director whose chief function seems to be aiding the director in placing the program before the public.

Every state studied employs a medical consultant. Michigan is the only one that employs a full-time man in this capacity, however. Medical-social work consultants are employed on at least a part-time basis by Georgia, Michigan, North Dakota, West Virginia and California.

North Dakota is the only state studied which is not divided into districts. In Georgia, West Virginia, and California, the districts are further divided into local units or areas. These districts and local units or areas are manned by field workers with the titles of counselors, agents, or case workers who interview cases and arrange the rehabilitation of cases.
CHAPTER VI
RECOMMENDATIONS

Since the main purpose for making this study was to be able to suggest changes in the present administrative and supervisory organization for vocational rehabilitation in Kentucky that would improve the quality of services rendered to the disabled clients of the program and expedite the administration of these services, the following recommendations are made:

1. That every effort be put forth by educators and rehabilitation workers in Kentucky to bring about the adoption of a new state constitution, or failing to accomplish that, an amendment to the present constitution providing that the State Superintendent of Public Instruction be appointed by the State Board of Education and that his tenure in office be contingent upon satisfactory performance of the duties of the office.

2. That every effort be made, after the above is accomplished, to bring about the passage of legislation providing that the State Board of Education be made up of nine lay members appointed by the Governor for terms of nine years, the terms of no two to expire during the same year and not more than five to belong to the same political party. That the Chairman of the Board be elected from the membership of the Board by a majority vote of those members present.

3. That present legal restrictions against the state's operating a business enterprises program for blind rehabilitation clients be changed to allow the Division of Vocational Rehabilitation to take over the present business enterprises program operated by the Kentucky Society for the Blind.

4. That the Kentucky State Plan for Vocational Rehabilitation be revised in the near future and that the part of it relating to the
organization of personnel read as follows:

A. Job classifications for vocational rehabilitation personnel in Kentucky are as follows: State Director; Chief of Rehabilitation Services; Supervisor of Physical Restoration; Supervisor of Services to the Blind; Supervisor of Guidance, Training, and Placement; Medical Consultant; Accountant; Bookkeeper; District Supervisor; Blind Placement Specialist; Counselor; Senior Clerk; Junior Clerk; Stenographer.

B. State Director of Vocational Rehabilitation

1. The State Director of Vocational Rehabilitation is appointed by the State Board of (Vocational) Education upon nomination of its Chief Executive Officer. He is appointed for continuous tenure contingent upon efficient services.

2. The State Board delegates to the State Director of Vocational Rehabilitation all organizational, administrative, and supervisory functions of the state program of vocational rehabilitation. He is responsible to the Board through its Executive Officer.

3. It is the responsibility of the Director to:
   a. Prepare, with the advisement of the staff, the State Plan for Vocational Rehabilitation.
   b. Supervise the activities of staff personnel charged with the duties of administering and supervising rehabilitation services.
   c. See that an effective procedure is set up for expenditure and accounting of rehabilitation funds.
   d. Administer policies of association with organizations having mutual interests.
   e. Execute reports as required by law and as needed to improve
the service.
f. Conduct research studies.
g. Promote the program through speaking engagements, publications, press releases, and conferences.
h. Establish and maintain desirable office routine.
i. Recommend to the Board the appointment of personnel as needed.

C. Advisory Committees

1. A Rehabilitation Advisory Committee will be appointed by the State Director to advise with him on the program, policies, and standards of vocational rehabilitation. It will be composed of representatives from the following agencies, organizations, and professions: United States Employment Service, Selective Service, State Health Service, Trade and Industrial Education, Higher Education, American Legion, Veterans of Foreign Wars, Workmen's Compensation Board, Industry, Civic Clubs, Farm Bureau Federation, Superintendents of Tuberculosis Sanitarium, Superintendent of School for the Blind, Superintendent of School for the Deaf, Superintendent of the Institute for the Feeble-Minded, Superintendents of Mental Hospitals, Crippled Children's Commission, Psychologists, and State Medical Association. The Committee will meet at the call of the Director.

2. The State Director will appoint a Professional Advisory Committee of not less than ten members to advise him and the Supervisor of Physical Restoration on the technical phases of physical restoration. This committee will be composed of members of the various specialties and branches of the medical and associated professions.
D. Organization of Personnel

1. General supervision of case work and rehabilitation services are in the hands of the Chief of Rehabilitation Services. His duties include:
   a. Supervising and directing the activities of other supervisory personnel assigned under him for the purpose of supervising special phases of the rehabilitation program.
   b. Assisting in the training and supervision of staff personnel engaged in case work.
   c. Receiving all referrals coming to the state office and assigning them to the proper district offices for service.
   d. Examining and approving all rehabilitation plans according to established policies of case selection and service.
   e. Consulting with the State Director and making plans for improved methods and techniques of case service.
   f. Developing and maintaining uniformity in case service practices and participating with other administrative, supervisory, and consultative personnel in the general program of staff development.
   g. Making all recommendations for closures of cases after reviewing them.

2. A physical restoration unit is established as a part of the program of vocational rehabilitation. The personnel of this unit consists of a Supervisor of Physical Restoration, a Medical Consultant, and a Medical-Social Worker.

   a. The Supervisor of Physical Restoration gives all of his time to the physical restoration program. His duties consist of:
      (1) Planning and executing the program of physical restoration,
including both its physical and psychiatric phases, and coordinating these services with the total rehabilitation program.

(2) Consulting with the Chief of Rehabilitation Services, the Medical Consultant, and the Professional Advisory Committee on the selection of qualified physicians, hospitals, and other medical facilities to be used in the program and working out fees and plans of payment for these services.

(3) Developing friendly relations between the Division of Vocational Rehabilitation and physicians, hospitals, and others from whom physical restoration services are purchased.

(4) Supervising the operation of the physical restoration program, approving the authorization of necessary medical services, establishing procedures, assisting the administration in developing and maintaining the necessary statistical and financial records, and preparing reports concerning physical restoration.

b. A Medical Consultant is employed part-time or full-time as the need indicates. His duties consist of:

(1) Furnishing day-to-day consultation to the Supervisor of Physical Restoration on matters of general policy and procedure for physical restoration.

(2) Furnishing consultation, upon request, to other members of the supervisory staff on the medical aspects of general case service and services to the blind.

(3) Assisting in the establishment and maintenance of proper standards for the selection of physicians, hospitals, and other medical
facilities to be used in serving various types of cases.

4. Assisting in working out proper fee schedules and methods of payment to hospitals, physicians, and others from whom medical or related services are purchased.

5. Affording consultation to the Supervisor of Physical Restoration, to other members of the supervisory staff, or to field personnel on individual cases and specific medical problems as the need arises.

6. Assisting in training rehabilitation personnel in the medical aspects of case work.

7. Assisting in representing the State Board in its contracts with the medical and associated professions.

c. A Medical-Social Worker is employed full-time as a part of the physical restoration personnel. His or her duties consist of:

1. Consulting with the Supervisor of Physical Restoration regarding the medical-social service phases of the state program.

2. Providing consultative and technical service to the rehabilitation staff with regard to the medical-social needs of individual cases.

3. Assisting in the training of the rehabilitation staff in medical-social service phases of physical restoration.

4. Assisting in the establishment and maintenance of cooperative relationships with the medical profession and others cooperating in the rehabilitation of the handicapped.

d. The three positions, Supervisor of Physical Restoration, Medical Consultant, and Medical-Social Worker, may be filled by two persons with either the Medical Consultant or the Medical-Social Worker
serving as Supervisor of Physical Restoration if the State Director and the Board consider it advisable.

3. A Supervisor of Services to the Blind is in charge of the unit rendering rehabilitation services to the blind. His duties include:
   a. Planning and executing the program of rehabilitation services to the blind.
   b. Determining, after consultation with the Chief of Rehabilitation Services, the specific services to be provided to blind clients.
   c. Surveying and evaluating training and diagnostic facilities and services used in connection with the rehabilitation of the blind.
   d. Developing and improving policies, procedures, and practices for the rehabilitation of the blind.
   e. Consulting and advising with physical restoration personnel concerning the possibilities of physical restoration in the cases of individual blind clients.
   f. Interpreting and advertising the functions of the agency and the rehabilitation program for the blind to the public through talks, personal contacts, correspondence, and the distribution of suitable literature.
   g. Cooperating with the Kentucky Society for the Blind in helping to supervise the business enterprises program for the blind and assisting in locating new sites for vending stands.

4. Immediate supervision of guidance, training, and placement services is in the hands of the Supervisor of Guidance, Training, and Placement. His duties include:
   a. Planning, developing, and maintaining proper standards and techniques in interviewing, guiding, training, and placing clients applying
for services.
b. Advising and consulting with other rehabilitation personnel concerning the need for psychological measurements for clients applying for services.
c. Surveying, evaluating, and developing training agencies.
d. Securing and making available to the rehabilitation staff information on occupational job studies and labor market analyses for use in the guidance, training, and placement of clients.
e. Assisting in the training of rehabilitation personnel in the skillful use of and interpretation of psychological measurements.
f. Promoting and maintaining cooperative relationships with employers of rehabilitants.

5. Fiscal accounting for the Division of Vocational Rehabilitation is done by an Accountant with the aid of a bookkeeper and whatever other clerical help is needed. The Accountant is under the direct supervision of the State Director. His duties consist of:
   a. Developing and maintaining a system of accounting that will at all times reflect an accurate picture of the receipts and disbursements of the Division.
   b. Developing and maintaining a system of financial accounting for each individual case served.
   c. Assisting the State Director in the preparation of reports and statistics required by the State Board or by the Federal Office.
   d. Assisting in the preparation of reports and statistics for release to the public through the press or radio.

6. The state is divided into eleven districts with offices located at Paducah, Madisonville, Owensboro, Bowling Green, Somerset, Louisville.
Lexington, Covington, Ashland, Hazard, and Harlan. Each district is in charge of a District Supervisor who may have working under him as many Counselors, Blind Placement Specialists, and clerical workers as are necessary for efficient operation of the program in his district. In most districts this will mean one of each.

a. The duties of the District Supervisor include:

1. Supervising, directing, and coordinating the work of the personnel working under him with the total rehabilitation program.

2. Intake of cases through whatever contacts are available in his district.

3. Interviewing, guiding, training, and placing clients in employment in accordance with policies, plans, and procedures established for the rendering of these services.

4. Administering the physical restoration program in his district under the supervision of the Supervisor of Physical Restoration.

5. Administering services to the blind of his district under the supervision of the Supervisor of Services to the Blind.

6. Submitting case plans to the Chief of Rehabilitation Services for approval.

7. Recommending cases to the Chief of Rehabilitation Services for closure.

8. Advertising and promoting the program in his district through talks before clubs and other organizations, through press releases, and by any other means available to him.

b. The duties of the Counselor are the same as those of the District Supervisor except that he has no supervisory duties.
c. The duties of the Blind Placement Specialist include:

(1) Counseling and guiding blind rehabilitation clients in planning and carrying out rehabilitation courses.

(2) Assisting the blind of his district or districts in securing and keeping employment.

(3) Advertising and interpreting the program for the blind by whatever legitimate means are at hand.

(4) Establishing and maintaining agreeable and cooperative relationships with employers and prospective employers of blind rehabilitation clients.

d. A Blind Placement Specialist may serve two or more districts depending upon the number of blind clients in a district and the number of suitable jobs to be found in that district.

1. The personnel organization for the Kentucky Division of Vocational Rehabilitation is shown by the attached organizational chart (figure 10).
FIGURE 10.—A PROPOSED VOCATIONAL REHABILITATION ORGANIZATION FOR KENTUCKY
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