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VOCATIONAL REHABILITATION IN NEW MEXICO

By

Cone Johnson Munsey

A Thesis

Submitted in Partial Fulfillment of the

Requirements for the Degree of

Master of Arts in Education

University of New Mexico

1953

This thesis, directed and approved by the candidate's committee, has been accepted by the Graduate Committee of the University of New Mexico in partial fulfillment of the requirements for the degree of

MASTER OF ARTS

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VOCATIONAL REHABILITATION IN NEW MEXICO

By

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CHAPTER I

OVERVIEW

The handicapped, as a group, frequently find it difficult to secure and pursue employment in the various vocations which correspond to the levels of their abilities. They are, however, capable of becoming more proficient in many different kinds of occupations when they are provided the opportunity and are given the right consideration. The Vocational Rehabilitation Service, State Department of Education, is, in effect, attempting to provide this opportunity for them. To attain the objectives that they have established for themselves in the interest of this group, the rehabilitation service must enlist the cooperative help of every organization or service that can in any way contribute to the rehabilitation or occupational adjustment of the handicapped citizen.

To extend a helping hand to those in need has always been a trait of the American people. It is also characteristic of the American people to resent the necessity of accepting charity, the desire for economic independence being inherent in most people. The State of New Mexico, through its Vocational Rehabilitation Service, recognizes both points

of view by extending aid to the disabled, but aid of an acceptable type; namely, helping them to help themselves to attain the status of useful, self-supporting citizens.

The rehabilitation of disabled persons is not a program of recent origin, without any backlog of practical experience. Rather it is a concern of long standing, one that has been discussed and reviewed by many different groups over an extended period of time. Medical history shows evidences of physical restoration in early civilization. In the United States, a training school for the deaf, subsidized by public funds, opened in Hartford, Connecticut, in 1817. The first private hospital for the crippled is said to have opened in Boston in 1833. Fifty years later Michigan enacted a law which specified treatment and the hospitalization of indigent persons suffering from chronic disabling diseases. In the early years of the century rehabilitation advanced under private auspices, the National Tuberculosis Association, for example, beginning work in 1904. In 1918 a Federal law was passed for rehabilitation of disabled soldiers. Then in 1920 came the first Federal rehabilitation of civilians.

During the past twenty-five years much social legislation has been enacted throughout the world. Such legislation has not generally grown out of a definite plan for social development, but rather out of the recognition that want and misery among any considerable group create a pathological

condition that is inimical to the welfare of the people. Action has been impelled also by the sound tenet that a nation cannot long afford to permit the existence of large groups of persons who not only do not produce but who also consume the production of others.

Vocational rehabilitation is a public service for disabled citizens. Its objective is the restoration to working usefulness of any vocationally handicapped individual. It recognizes the fact that, aside from the limitations of his disability, the range in work capacity of the disabled is the same as for the general population. Rehabilitation helps the vocationally handicapped person determine the work best suited to his particular abilities, provides the services which will correct or reduce his disadvantage in the labor market, and assists him into suitable employment.

Hundreds of New Mexico's disabled residents have already benefited from rehabilitation service since it was established. Hundreds of others need similar aid. Each year adds its unfortunate quota of accident and disease victims to the rolls of the physically handicapped. All disabled residents of New Mexico of employable age are eligible for vocational rehabilitation if the disability is a vocational handicap. The deaf, hard of hearing, partially sighted, cardiac, epileptic, diabetic, crippled, tuberculous, and the mentally disabled are among those served. The extent to which a disability is a vocational handicap varies with the individ-

ual and his background. The loss of a finger, for example, would be a greater handicap to the typist than to the truck driver or freight handler. Further, a hearing impairment would disqualify a worker for jobs requiring the use of the telephone but it would not materially affect the efficiency of a lens grinder or proof reader. Determining a vocational handicap requires consideration of the individual as a whole and is not simply a matter of definition of disability.

Vocational rehabilitation works with only a fraction of the State's population; consequently, its services and objectives are not known to many and are only vaguely understood. It is hoped that this study will add materially to knowledge of practical procedures in vocational restoration and give impetus to the development of them in New Mexico.

I. THE PROBLEM

Statement of the problem. There is something splendid in overcoming a handicap. Every commendation is due to the disabled persons who have accomplished it. The purpose of this study is (1) to provide specific information to those directly concerned regarding the vocational rehabilitation program in New Mexico and (2) to serve as a means of informing the interested public of the service being rendered by the State in preparing its disabled citizens for lives of usefulness. Further, it is hoped that it may serve as a stimulus to the

handicapped.

Importance of the study. Up to this time no attempt has been made to determine the value of the investment of time, professional effort, and money expended in re-establishing disabled persons in self-sustaining employment in New Mexico.

The purpose of this study is to provide the reader with a clearer idea of what can be done for the handicapped.

Educators who realize the difficulties faced by their handicapped pupils will be glad to know of a specialized counseling and training program for them.

Social welfare workers need to know of this constructive aid available to certain of their clients.

Employers and personnel managers who read it will learn of a service available to them which may aid in solving the problem of adjustment of injured employees.

Physicians and surgeons may find in it the answer to some of their patients' questions when return to former work is inadvisable following treatment.

II. DEFINITION OF TERMS USED

Rehabilitation. Vocational rehabilitation is defined in the 1943 amendments to the Federal Vocational Rehabilitation Act as follows: "The term vocational rehabilitation and the term rehabilitation service mean any service necessary to

render a disabled person fit to engage in a remunerative occupation." It is, in practice, a service of vocational adjustment through a program of vocational counseling, training, and placement, with supplementary services as needed in individual cases. It is a service for creating or recreating earning capacity for all types of physically handicapped persons through vocational adjustment.

Vocational rehabilitation has sometimes been confused with occupational therapy, with employment service, and with social welfare services for the homebound. It is none of these. On the contrary, it is a phase of vocational education specializing in training for those who, because of physical impairment, need the assistance of special training which will render them employable despite the disability.

Act. The act means Public Law 113, approved July 6, 1943, being Chapter 190 of the enactments of the first session of the 78th Congress and known officially as the "Vocational Rehabilitation Act Amendments of 1943."

Handicapped. The handicapped are those persons who by reason of physical or mental disability are prevented from realizing the fullest physical, mental, social, vocational, or economic usefulness of which they are capable. However, for vocational rehabilitation purposes, the term handicap is always relevant to something else. All persons with physical or

mental limitations are not set apart as handicapped and thus as candidates for vocational rehabilitation.

Everyone recognizes that there are varying degrees of disablement, as well as varying degrees of personal adjustment to disablement. Physical handicaps range all the way from the loss of a toe or tip of a finger to the complete loss of all four limbs. In order to come within the scope of this study the disability must be of a nature to prevent the individual from functioning at his fullest, physical, mental, social, and vocational usefulness.

Disability. Disability is a condition of physical or mental defect or impairment, congenital or acquired by accident, injury, or disease.

State Board. In New Mexico the State Board of Education and the State Board of Vocational Education are identical -- Section 55-504 -507, inc., New Mexico Statutes.

Rehabilitation training. Rehabilitation training includes all training undertaken by the State Board through public or private instrumentalities as means of rehabilitation. The term is construed to cover mental and physical training, pre-conditioning, pre-vocational, vocational, and supplementary training, and training provided for the purpose of achieving when feasible in the individual case broader or more remunerative occupational skills and capacities, provided, however,

that in any case such training involves as a prime objective the effort to compensate for handicaps which constitute a departure from the normal and which materially impede or would be likely to materially impede the client's occupational performance.

Client. The client, in this study, will refer to the handicapped individual serviced through the program.

III. SCOPE AND LIMITATIONS

It was necessary to limit the study to the New Mexico Department of Vocational Rehabilitation in order to make the study more objective. It will deal primarily with the purposes, fundamental concepts, and method of administration of the program.

This study intends to provide specific information concerning the vocational rehabilitation program. Taxpayers, that is, the general public, are entitled to know how their tax dollars invested in rehabilitation services are being spent and what returns are received.

IV. ORGANIZATION OF THE REMAINDER OF THE STUDY

Chapter II will deal with Federal laws, organization and administration of the Federal Office of Vocational Rehabilitation, basic concepts of the program, and philosophies and underlying principles of vocational rehabilitation. It will

also contain a history of the program from 1920 to the present, along with annual statistical reports which will show the progress made by the program in terms of numbers of persons referred, served, and rehabilitated and the average cost per case.

Chapter III will present the legal background of the New Mexico Rehabilitation Service and the status of the program. A statistical report, year by year, containing the number of persons referred, the number served, number rehabilitated, and the average cost per case, from 1920 through the fiscal year ending June 30, 1952, will be reviewed.

Chapter IV will review the special services and handling of cases after referral. Detailed criteria used by the Counselor, according to the State Plan, in determining eligibility, residence requirements, conseling, vocational diagnosis, planning, and all other procedures required to formulate and carry out a plan for solving the individual problem of the handicapped individual, will be reviewed.

Chapter V will review cooperative agencies and their importance in the total rehabilitation of the handicapped individual; especially public agencies active in the rehabilitation process of New Mexico's disabled.

Chapter VI will include a summary of the study, conclusions as to whether or not vocational rehabilitation is a worth while public service for the handicapped citizens of

New Mexico, and recommendations for improvement of the program.

CHAPTER II

THE FEDERAL OFFICE OF VOCATIONAL REHABILITATION

I. ORIGIN AND DEVELOPMENT

A complete history of the rehabilitation movement would have to begin with a description of the attitude of primitive peoples toward the physically deformed.

Within the period of recorded history it was a common practice to kill the physically defective or to abandon them to die because of the feeling that their existence was an indication of the ill favor of the gods. Through several centuries public feeling with regard to such unfortunates remained one of intolerance, and although the practice of doing away with them was abandoned, they were looked upon as social outcasts. They were forced to become beggars or were exploited by the unscrupulous. An incredibly long period elapsed before this spirit of intolerance of the physically disabled began to change to a constructive attitude. It was as late as the eighteenth century, for example, that the English government, through an ordinance, classified all its people into three groups. Under this classification the third group was composed of those whose defects made them an abomination. They were obliged to work, and if they refused,

were given a few stripes and food and drink withdrawn. It was in the same century that a beginning of a constructive point of view in dealing with disabled persons was discernible.

With the rise of modern orthopedic surgery in the first part of the nineteenth century, institutions devoted especially to the care of crippled children were founded in a number of European centers. In the latter part of that century there developed in the United States a program of specialized treatment in education, under public auspices, for particular groups such as the deaf, the blind, the feeble-minded, the crippled, those with speech defects, and the tuberculous.

By the early part of the present century public opinion had become definitely crystallized as to the needs of the physically disabled as a group, but it remained for private agencies to point the way to a constructive solution of the problem. Among these organizations were the New York Institute for the Crippled and Disabled; the Cleveland Association for Crippled and Disabled; and the Service League for Handicapped in Chicago. Numerous social agencies had also begun to turn their attention to the special needs of the physically disabled. For the most part the activities and functions of such agencies have consisted in securing therapeutic treatment and finding employment for the physically disabled and in providing artificial appliances and special work opportunities for them.

On the other hand, for years there had been in progress of evolution a program of vocational adjustment of the physically disabled by industrial management. Many of the progressive and enlightened employers of labor have felt a responsibility for persons disabled in their employ and have continued to keep them employed, though often in minor positions. Only within recent years, however, has rehabilitation been practiced to any extent by large employers.

The rehabilitation movement has also been evolving in other ways. For many years disabled persons have of their own accord been able to achieve in many instances a high degree of self-rehabilitation. Modern examples of self-rehabilitated persons are Judge Michael Downing, Helen Keller, and Charles B. Steinmetz. For a long time physically disabled persons demonstrated their ability to carry on many kinds of work, and their efforts and accomplishments have done much to bring about a constructive attitude of society toward the disabled as a group.

One of the most important factors which hastened development of a constructive rehabilitation program for the disabled was the alarming growth of the problem. The great expansion in methods of manufacturing by machinery and the speeding up of transportation, with consequent disabling accidents, brought about a condition which demanded amelioration. Despite the development of the safety movement the problem

became more and more acute. This concern for the worker disabled in industry resulted in the passage, beginning in 1911, of a series of state acts for the purpose of compensating the disabled for injuries received while at work. In a comparatively short period of time it was generally conceded throughout the United States that the worker is entitled to compensation for injuries received in employment. Experience in the administration of workmen's compensation laws soon demonstrated that money benefits to injured workmen were not sufficient in all cases to ameliorate their condition or to lessen the effect of physical disability. Compensation benefits were in themselves inadequate, since they did not provide a margin whereby the disabled worker could fit himself for employment when his physical disability prevented return to work.

On the other hand, it was discovered that few disabled persons having been barred from their customary lines of employment were able of their own initiative to adjust themselves to new vocations. Furthermore, facilities of the states for retraining were not for the most part of such a nature as to enable the adult himself to secure the kind of training he most needed. It became clear that the injured worker is entitled to something more than money compensation for his injury, and that the interest of the community is advanced by giving him further assistance. It was deemed to

be in the public interest that the injured worker be rendered fit to engage again in remunerative employment. It was also agreed that the service is clearly an obligation and rsponsibility of the state, a public function, rather than a matter of private interest or philanthropy. It was seen that a complete and adequate social program for the disabled should p provide, on the one hand, compensation and, on the other hand, vocational rehabilitation; that in a matter of public interest and simple justice the disabled worker must not only be compensated but must also be rendered fit for work.

Vocational rehabilitation became officially a national undertaking when Congress enacted the national vocational rehabilitation act of 1920. By the end of the year 1920-21, twenty-three states were cooperating with the Federal government. Thirty-two states had established cooperative programs of rehabilitation by the end of the second year. At the present time the program is operated in all forty-eight states, the District of Columbia, Hawaii, and Puerto Rico; continued lack of territorial funds has prevented Alaska from carrying out its approved plan of operation.

The vocational rehabilitation program is a joint enterprise of the Federal and state governments. Each contributes toward its development and each is concerned with its success. A mutual understanding of the obligations of both the Federal and state governments is therefore extremely important for attaining the objectives of the vocational

rehabilitation program.

The Federal government and the state governments alike have definite responsibility in relation to the vocational rehabilitation program. Their functions are distinct but are complimentary. This chapter will identify the major functions of the Federal Office of Vocational Rehabilitation in the development of an adequate program of services for the disabled.

II. BASIC CONCEPTS

Philosophy of grant-in-aid programs. The Office of Vocational Rehabilitation has the mission of providing leadership and guidance to the states in carrying out their rehabilitation programs. An important part of this responsibility is the administration of grant-in-aid. The making of Federal grants-in-aid to the states as a national policy antedates the adoption of the Constitution. Grants of land for the support of schools and other purposes served as a precedent for making money grants which developed somewhat later. A system of money grants was well established by 1900 for agricultural education, and the next twenty years were marked by development of similar systems in such fields as forestry, highways, vocational education, vocational rehabilitation, and public health. More recently important developments have taken place in the fields of social welfare in connection with the Social Security Act of 1935.

A detailed review of the growth and historical development of grant-in-aid programs is beyond the scope of this study. Suffice it to say that the grant-in-aid method has not only been extended to a number of different fields but also has increased in importance within these fields. For example, the Act of 1920 which provided for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment has been revised and extended several times, most recently by the Vocational Rehabilitation Act Amendments of 1943.

The general characteristic and basic concepts of grant-in-aid programs are significant to an understanding of the vocational rehabilitation service as a grant-in-aid program. Federal grants-in-aid are primarily a means for the stimulation and support of programs which are of national concern and which can be most suitably administered by the states rather than the Federal government. They provide benefits which would not otherwise be possible in all sections of the country.

In the vocational rehabilitation service, the approved state plan is the basic condition to the certification of Federal funds. Federal grants-in-aid to the states cover all administrative, counseling, and placement costs and 50 per cent of the cost of all other services provided.

Underlying principles of the vocational rehabilitation program. The purpose of the vocational rehabilitation program is to provide for the services necessary to render a disabled individual fit to engage in remunerative employment. It recognizes the right to such services of any individual who has a physical or mental disability which constitutes a substantial handicap to suitable employment.

Services are provided whatever may be the type or degree of the disability of the state determines that the individual is eligible for vocational rehabilitation and that rehabilitation services will prepare the individual for employment. The particular services to be provided to any individual are determined on the basis of what that individual needs to render him fit to engage in remunerative employment. Rehabilitation means different things to different people. To some it means the maximum possible restoration of impaired physical functions. To some it means vocational training for a job. To still others it means placement in a job matched to the physical capacity of the individual. But to the Office of Vocational Rehabilitation, and as used throughout this study, the term has a broader meaning. In relation to the handicapped person who can be prepared for gainful employment, it means restoring him to the fullest physical, mental, social, vocational, and economic usefulness of which he is capable.

Basic to the great advances of the past twenty years

in rehabilitation techniques has been increasing recognition of two fundamental human capacities. One is the ability of the body and mind to accommodate themselves to unusual demands made by disease or congenital or acquired defects; the other is the desire of the disabled, along with normal persons, to be self-sufficient members of society.

In order to utilize all resources for the rehabilitation agency to obtain the support and cooperation of all public and private agencies which are interested in and can contribute to the success of the program. The rehabilitation agency should work toward stimulating and developing facilities and services which will insure an adequate program of services for the disabled. The rehabilitation agency is also concerned with the development of public understanding of the vocational rehabilitation program in order that the program may be brought to the attention of those in need of its services and in order that effective services can be rendered to the disabled.

The adequacy of the vocational rehabilitation program is measured by its effectiveness in meeting the needs of all disabled individuals whose disability interferes with their getting or keeping employment. Its effectiveness must be judged in terms of how it meets the needs of each disabled individual and in terms of the extent to which it meets the needs of all disabled individuals who are in need of rehabilitation.

III. LEGAL BACKGROUND AND AUTHORITY

In the preceding section a brief discussion was given to the evolution of the rehabilitation movement through the progressive steps of individual effort, private philanthrophy, the work of progressive employers, and later the recognition of state obligation both through the passage of workmen's compensation laws in a majority of the states and the recognition of the need of vocational re-establishment of disabled persons. While these latter activities were in progress the attention of the National government was directed to the problem.

In 1917 the United States entered World War I. This action subsequently had a significant bearing on the whole problem of vocational rehabilitation in this country. The European nations, having entered the war in 1914, had soon learned the value of vocationally rehabilitating their disabled soldiers. These nations learned that many of their men were quite as useful after retraining for specific duties as they were before they suffered incapacitating injuries. Disabled men were able after receiving training to take the place, in essential phases of war industry, of uninjured men engaged behind the lines, thus adding enormously to the strength of the nations by providing entirely unexpected reserves. It was also recognized by the belligerents that the addition to

the labor forces of a country of a considerable body of men trained for trades, even though unrelated to the making of war, would make possible the maintenance of the industrial life of the nation on a more efficient basis and would, after the cessation of hostilities, make easier the transition from a war to a peace basis.

Shortly after the entrance of the United States into the war the Federal Board for Vocational Education made a survey of the work of rehabilitating disabled soldiers in foreign countries. The report of this investigation, together with data compiled by other public and private agencies, was made available to the Congress, with the result that the Smith-Sears bill for the vocational rehabilitation of disabled soldiers, sailors, and marines passed both branches of Congress unanimously, and was signed by the President on June 27, 1918.

There is evidence in the record of hearings on this bill before congressional committees that serious thought was given to the inclusion of provisions for rehabilitation of persons disabled in industry. However, it was decided that it would be wise to hold in abeyance the provision for the industrially disabled in order that the bill for disabled soldiers and sailors might early become a law, and that a similar measure for the rehabilitation of persons disabled in industry might be considered by Congress at a later date. This plan was carried out.

In September, 1918, three months after the passage of the Soldiers Rehabilitation Act, Senator Smith introduced in the Senate a bill to provide for the promotion of rehabilitation of persons disabled in industry or otherwise and their return to civil employment, and a similar bill was introduced in the House by Representative Bankhead of Alabama. These bills did not pass in the Sixty-fifth Congress, but were reintroduced in the Sixty-sixth Congress by Senator Smith of Georgia and Representative Fess of Ohio. The Smith-Fess Bill became law on June 2, 1920; since then the Federal Government has been matching state funds to finance a limited program of preparing physically disabled workers for return to work and industry. Federal funds being unavailable for removing or reducing a handicap, the state rehabilitation agencies generally accepted the handicap as they found it and sought to "train around" the disability.

The act of 1920 was operative for a period of four years. It was amended in 1924, in 1930, and in 1932, its provisions being extended to June 30, 1937. On August 14, 1935, the Social Security Act became effective. It contained a section which made Federal participation in the rehabilitation program permanent and increased the authorization of appropriation for the work.

The Rehabilitation Act or Barden-La Follette Act of 1943 greatly increased both the amount of available Federal

funds and the purposes for which they might be used. The concepts of rehabilitation were enlarged, so that it is now possible for the Federal government to help rehabilitate persons with mental as well as physical impairments which substantially hinder productive activity. Increases in Federal funds under the Act attracted additional state funds so that more persons have been rehabilitated since 1943 than in the preceding years under the restricted program.

The Office of Vocational Rehabilitation functions within the scope of the Vocational Rehabilitation Act. The Act authorizes the Administrator to make rules and regulations governing the administration of the Act and to delegate such of his powers and duties, except the making of rules and regulations, as he finds necessary in carrying out the purposes of the Act. The Federal Security Administrator has delegated to the Director of the Office of Vocational Rehabilitation all the powers and duties concerned with the vocational rehabilitation program except the promulgation of rules and regulations, certain functions and duties relating to audit of grants to states, and certain powers relating to the overall administration of the Federal Security Agency and its programs.

Current regulations designated by the Federal Security Administrator interpret the provisions of the Act and indicate the comprehensiveness of the program intended by the Act. The regulations contain all requirements with respect to the State Plan content.

III. FUNCTIONS OF THE OFFICE OF VOCATIONAL REHABILITATION

In approving state plans and amendments the Office of Vocational Rehabilitation must interpret the provisions of the Act and Regulations. It reviews the state plans and amendments in the light of these provisions and provides assistance to the states in development of state plans. These actions are described more specifically below:

1. The state plans and amendments are reviewed by the Office of Vocational Rehabilitation to ascertain that the provisions of the Act and Regulations have been met.

2. If the plan is approved, the Office of Vocational Rehabilitation notifies the state in writing to that effect. If the plan can not be approved, the Office of Vocational Rehabilitation explains in writing the reasons why the plan does not meet the requirements.

Certification of Grants. For each state which has an approved plan the Office of Vocational Rehabilitation estimates from time to time the amounts necessary to meet the Federal share of the cost of the program within the state.

1. The state budget estimates are reviewed by the Office of Vocational Rehabilitation.

2. In estimating the grant for a quarter or shorter period, the Office of Vocational Rehabilitation considers

the reasonableness of the relationship between proposed expenditures for the purchase of services for client and those proposed for administration and vocational guidance and placement services.

3. The amount of money estimated as needed for the period of the grant is reduced or increased, as the case may be, according to the amount by which the estimate for any prior period was greater or less than the amount which should have been paid to the state for the prior period.

4. The amounts of money so computed and adjusted are certified to the Secretary of the Treasury for payment to the states and the states are notified of the amount granted.

5. All fiscal transactions of the states for each year are audited by a representative of the Federal Security Agency to determine whether or not expenditures made are necessary and have been in accordance with the Act, Regulations, state plan and any applicable state laws, rules, regulations, and standards.

6. The Office of Vocational Rehabilitation prepares an annual budget for presentation to the Congress on the basis of the state budget estimates.

Determination of the conformity of the administration of state plans. The Office of Vocational Rehabilitation is responsible for the continuous evaluation of the administration of the state plans.

Establishment of advisory standards. The Office of Vocational Rehabilitation develops advisory standards and technical aids for the guidance of state agencies.

Provision of consultative services. The Office of Vocational Rehabilitation provides consultative services to the states on all phases of the vocational rehabilitation program. These services are available to the states from either the regional staff or the Federal Office.

Development of cooperative relationships, needed facilities, and public understanding. The development of cooperative relationships with national, public, and private organizations interested in the welfare of the disabled is also a major function of the Office of Vocational Rehabilitation. Public understanding is essential to the success of the vocational rehabilitation program.

Studies, investigations, and reports. This research includes the abilities, aptitudes, and capacities of handicapped individuals, the development of their potentialities, and their utilization in gainful and suitable employment. It may be done by the Office of Rehabilitation or in cooperation with other agencies.

IV. STATISTICAL REPORTS

Rehabilitation, to paraphrase Shakespeare, is more than twice blessed, blessing not only the men and women who receive the services, the employer for whom they work, and the community in which they live, but also the state and Federal governments and private agencies which give the services.

Number rehabilitated. Great progress has been made during the thirty-one years the vocational rehabilitation program has been in operation, especially during the past seven years. Since the program was broadened in scope under the spur of war manpower shortage in 1943, more than 402,000 men and women have been rehabilitated into self-supporting jobs. In the preceding twenty-three years, under the limited legislative authority, the total number rehabilitated was only 210,000. For year by year report see Table I, Page 28.

TABLE I

NUMBER OF DISABLED PERSONS REPORTED AS REHABILITATED BY ALL THE STATES, 1921-1951.

Fiscal year ending June 30	Number rehabilitated
1921	523
1922	1,898
1923	4,530
1924	5,654
1925	5,825
1926	5,604
1927	5,092
1928	5,012
1929	4,645
1930	4,605
1931	5,184
1932	5,592
1933	5,613
1934	8,062
1935	9,422
1936	10,338
1937	11,091
1938	9,844
1939	10,747
1940	11,890
1941	14,579
1942	21,757
1943	42,618
1944	43,997
1945	41,925
1946	36,874
1947	43,874
1948	53,131
1949	58,020
1950	59,597
1951	66,193

TABLE I

NUMBER OF ORGANIZED PERSONS REFERRED AS MENTALLY DEFECTIVE BY ALL THE STATES, 1923-1937.

Fiscal year ending June 30	Number reported
1923	599
1924	1,000
1925	4,330
1926	4,274
1927	5,035
1928	5,404
1929	5,092
1930	5,012
1931	4,248
1932	4,607
1933	5,184
1934	5,272
1935	6,013
1936	8,082
1937	9,429
1938	10,338
1939	11,091
1940	9,804
1941	10,747
1942	11,850
1943	14,279
1944	23,777
1945	42,618
1946	43,997
1947	41,929
1948	35,824
1949	43,874
1950	73,131
1951	58,230
1952	59,597
1953	66,193

Number referred. An indication is given in Table I of the number of handicapped Americans who have benefited from vocational rehabilitation. It is estimated that about two million disabled Americans of working age could be made wholly or partially self-supporting through these services. Every year an estimated 250,000 persons, disabled by chronic illness, congenital defects, or accident, come to need vocational rehabilitation in order to be self-supporting. These estimates include only those persons whose ages and disabilities are such that vocational rehabilitation could benefit them. The goal of the State-Federal program for vocational rehabilitation is to serve all these handicapped persons.

The 402,000 men and women rehabilitated since 1943 exceed by a wide margin the number provided with lesser services, 210,000, during the preceding 23 years of the program's operation. Thus the history of rehabilitation in the United States is divided into two major periods. Today the nation is looking to a third major period. That new period would begin when rehabilitation is made available to every American who needs it. For referrals to rehabilitation services, year by year, see Table II, Page 30.

TABLE II

NUMBER OF CASES IN PROCESS OF REHABILITATION

IN ALL THE STATES 1921-51

Year ending June 30th	Number in Process of rehabilitation at end of year
1921	3,062
1922	9,966
1923	15,515
1924	13,044
1925	12,727
1926	13,606
1927	16,148
1928	16,393
1929	16,823
1930	20,561
1931	23,937
1932	27,666
1933	30,619
1934	37,681
1935	40,941
1936	41,726
1937	42,055
1938	47,843
1939	46,750
1940	47,174
1941	50,513
1942	55,149
1943	64,823
1944	74,224
1945	89,416
1946	101,451
1947	102,706
1948	117,795
1949	133,715
1950	140,941
1951	139,567

Cost of rehabilitation. There are no exact figures on the costs to tax-supported and private social agencies for financial assistance, made necessary by disablement coming to countless American families. There are no terms which the handicapped themselves can apply in defining the toll exacted from them by reason of their impairments. These things, the real effects of physical and mental disablement upon society, do not submit to statistical measurement. How, then, can one assess the value of the talent and the manpower lost to this nation as a consequence of physical and mental disabilities? The dividend to the individual receiving the services can not be measured in dollars and cents. An even greater consideration is the gain in self-respect by the individual whom vocational rehabilitation has converted from a state of dependency on others to one of economic independence, in many cases returning him to the role of family breadwinner.

It has been pointed out many times that during their working lives men and women rehabilitated under this program will pay back to the Federal government in income taxes more than $10 for every Federal dollar spent on their rehabilitation. Few enterprises can show such a high rate of return on the capital investment.

A breakdown, year by year, of the cost of rehabilitation to the Federal-State agencies is shown in Table III, Page 32.

TABLE III

TOTAL EXPENDITURES FROM FEDERAL AND STATE FUNDS FOR VOCATIONAL REHABILITATION, FISCAL YEARS 1921-51

Year	Expenditures		
	Total	Federal funds	State and local funds
1921	$ 284,684	$ 93,336	$ 191,348
1922	736,268	312,463	423,805
1923	1,188,081	525,281	662,800
1924	1,242,558	551,095	691,463
1925	1,187,219	519,553	667,666
1926	1,273,572	578,941	694,631
1927	1,406,757	631,376	775,381
1928	1,541,121	653,858	887,263
1929	1,490,180	664,739	825,441
1930	1,699,710	739,373	960,337
1931	2,042,710	932,718	1,109,992
1932	2,185,876	998,489	1,187,387
1933	2,176,080	998,589	1,177,491
1934	2,079,905	915,659	1,164,246
1935	2,247,948	1,031,818	1,216,130
1936	2,602,657	1,229,692	1,372,965
1937	3,319,096	1,513,441	1,805,655
1938	3,862,163	1,790,843	2,071,320
1939	3,991,664	1,832,964	2,158,700
1940	4,107,806	1,972,274	2,135,532
1941	4,711,138	2,281,941	2,429,197
1942	5,205,143	2,556,969	2,648,174
1943	5,629,923	2,761,748	2,868,175
1944	6,371,992	4,051,551	2,320,441
1945	9,855,544	7,135,441	2,720,103
1946	13,749,488	10,002,239	3,747,250
1947	19,313,344	14,188,933	5,124,311
1948	24,568,814	17,706,843	6,861,971
1949	25,818,839	18,215,683	7,603,156
1950	29,346,824	20,340,142	9,006,682
1951	30,272,854	21,001,388	9,271,446

Average cost per case. Rehabilitating a handicapped man or woman is a one-time expenditure. During the past fiscal year, 1951, the cost of operating the entire program for vocational rehabilitation was $457 per rehabilitant. Without rehabilitation, it is often necessary for handicapped persons and those dependent upon them to be supported by a public welfare program. During the fiscal year the average annual payment for aid to dependent children, a category of public assistance often needed when disablement prevents employment of a parent, was $863 per family. In many cases this is an expense that continues for several years. In roughly one-fourth of the families receiving this type of public assistance the father is physically incapacitated.

The expense of maintaining a disabled person in a hospital for an extended period of time also far exceeds the per-case cost of rehabilitation. For example, it would cost more than $5,000 to keep a paraplegic hospitalized for one year without rehabilitation, even if no extensive therapy were required.

The average cost per rehabilitated person is shown, year by year, in Table IV, Page 34.

TABLE IV

AVERAGE COST PER CASE REHABILITATED, BY YEARS: 1921-51

Year ending June 30th	Average cost per rehabilitated case
1921	$ 544.00
1922	388.00
1923	262.00
1924	220.00
1925	204.00
1926	227.00
1927	276.00
1928	307.00
1929	321.00
1930	369.00
1931	394.00
1932	391.00
1933	388.00
1934	258.00
1935	239.00
1936	252.00
1937	299.00
1938	392.00
1939	371.00
1940	345.00
1941	323.00
1942	239.00
1943	132.00
1944	146.91
1945	300.00
1946	400.00
1947	400.00
1948	460.00
1949	445.00
1950	492.00
1951	457.00

Conclusion. This chapter has given a brief account of the evolution of the rehabilitation movement, along with the functions of the Federal Office of Vocational Rehabilitation and some statistical reports which give a picture of the program during the thirty-one years of its existence.

The following chapters will give the reader a picture of the New Mexico Vocational Rehabilitation Service, its organization and methods of administration, statistics on its growth, and conclusions with a statement of present and future needs.

CHAPTER III

NEW MEXICO VOCATIONAL REHABILITATION SERVICE

New Mexico law provides for a comprehensive vocational rehabilitation service for its mentally and physically handicapped citizens. In order to receive grants of Federal funds to supplement state appropriations for vocational rehabilitation, the Federal Rehabilitation Act (Public Law No. 113) requires that each state operate its rehabilitation program in accordance with a written State Plan approved by the Federal Security Administrator. The State Board of Vocational Education is designated by the Act as the sole agency for the administration, supervision, and control of the approved State Plan.

It is logical that disabled persons should receive rehabilitation service in the state in which they live. Conditions as to employment, occupations, educational facilities, and many other factors in rehabilitation vary from state to state. This variation of factors is an outstanding reason why it should be the immediate concern of a state rather than the Federal government to reestablish in remunerative and self-supporting employment disabled workers residing in that state.

Vocational rehabilitation has developed into a major public service. In terms of potential value to the community and state, it is on a par with public health services and

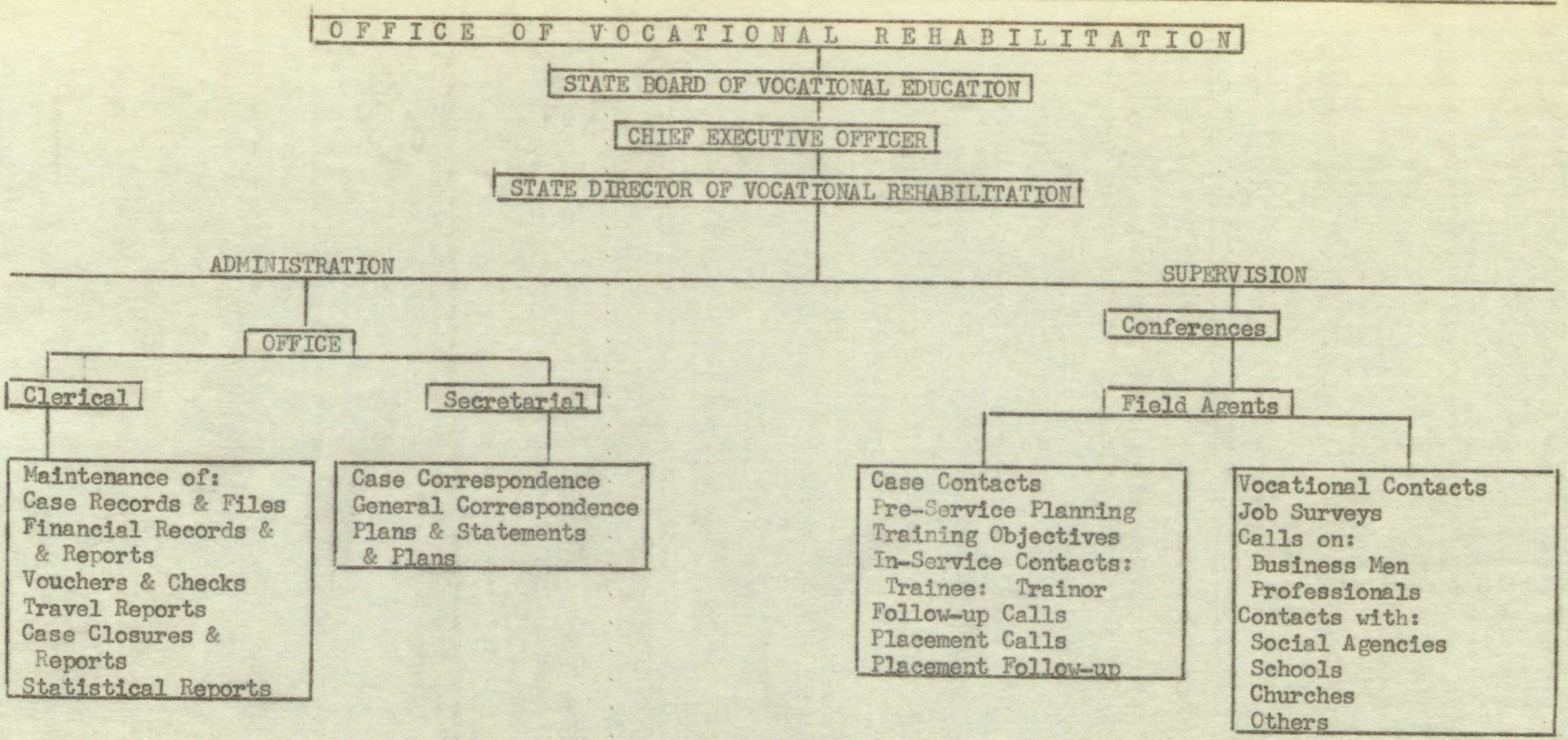
public schools. It is intended as a legal right for disabled men and women in the same sense as the public schools are intended as a legal right for our children.

This chapter will deal with the organization, administration, and growth of the Vocational Rehabilitation Service in New Mexico.

I. ORGANIZATION

Under the terms of the National Act the State Agency for the administration of the work is the State Board for Vocational Education. State Boards for Vocational Education were created or designated as such when the states accepted the Smith-Hughes Act passed in 1917 for the promotion of vocational education. In New Mexico the State Board of Education is designated as the State Board for Vocational Education (see Appendix A). The State Board designates the Director of Vocational Rehabilitation Service as the duly authorized representative of the Board in submitting plan materials and reports to the Federal Director, subject to review by the State Board.

An organizational chart of the New Mexico Rehabilitation Service is shown on the following page.


OFFICE OF VOCATIONAL REHABILITATION
STATE BOARD OF VOCATIONAL EDUCATION
CHIEF EXECUTIVE OFFICER
STATE DIRECTOR OF VOCATIONAL REHABILITATION
ADMINISTRATION
SUPERVISION
OFFICE
Clerical
Secretarial
Maintenance of:
Case Records & Files
Financial Records & & Reports
Vouchers & Checks
Travel Reports
Case Closures & Reports
Statistical Reports
Case Correspondence
General Correspondence
Plans & Statements & Plans
Conferences
Field Agents
Case Contacts
Pre-Service Planning
Training Objectives
In-Service Contacts:
Trainee: Trainor
Follow-up Calls
Placement Calls
Placement Follow-up
Vocational Contacts
Job Surveys
Calls on:
Business Men
Professionals
Contacts with:
Social Agencies
Schools
Churches
Others

The foregoing chart indicates the organizational structure of the Department of Vocational Rehabilitation Service in New Mexico. The state office is maintained in Santa Fe, composed of the State Director, one counselor, a bookkeeper-record clerk, and a secretary. A district office is maintained in Albuquerque, composed of a District Director, who travels one-third of the state as a counselor, one counselor, a part-time medical consultant, and a secretary.

Director. The State Director is primarily responsible for direction of the administration of the vocational rehabilitation program of the State Board. In this capacity he is responsible for the general administration of the program, including coordination and integration of all activities, control of operations, development and interpretation of policies and standards, and supervision of staff. As a rule he does not engage in case work. This is left to his assistants and field agents or counselors. He does have to establish an adequate reporting system, prepare budgets, control expenditure of funds, authorize contracts for purchases of service, and approve travel expenditures. He interprets program objectives and promotes public interest and establishes and maintains cooperative agreements and working relationships with public and voluntary agencies.

Counselor. At present there are three field agents or counselors to cover the entire state. They are responsible to the State Director for locating, investigating and determining the eligibility of any disabled person in need of vocational rehabilitation in an assigned area, for assisting the disabled individual in selecting, preparing for, and attaining vocational adjustment, and for performing related work as required. This position includes the responsibility for initiating and carrying out all rehabilitation processes with disabled persons. He obtains, analyzes, and evaluates pertinent information, arranges for medical diagnosis to determine kind and extent of disability and rehabilitation possibilities, and determines eligibility on the basis of established policy. The counselor secures information about the applicant's educational background and work experience, special interests, social and economic circumstances, personality traits and attitudes; provides for the administration and interpretation of psychological tests, when indicated for diagnosis; and evaluates and interprets information and assists the individual in making suitable rehabilitation plans.

The counselor makes rehabilitation services available to the applicant, such as medical and health services necessary for physical restoration, prevocational and vocational

training , and transportation and maintenance when required, and advises with the applicant throughout the rehabilitation process and assists him in meeting problems of personal, social, and vocational adjustment.

He aids individuals in securing employment consistent with their capacities and preparation and assists them in meeting the problems of adjustments, and makes follow-up visits as necessary for vocational adjustment of the individual.

The counselor gathers information on occupational requirements and keeps informed on employment possibilities, as well as preparing and maintaining necessary vocational rehabilitation records and making reports as required.

He interprets the rehabilitation program to the public, to professional and civic groups, and to the disabled in the area served by personal contacts, correspondence, speeches, distribution of suitable literature, and by planned programs.

Medical consultant. The medical consultant is employed on a part-time basis, at present. He furnishes consultation in individual cases with specific medical problems, advises with regard to the execution of the policies of physical restoration, acts as the representative of the program with the medical profession, hospitals, and

other medical personnel, assists with fee schedules to physicians, hospital and others, and in training the rehabilitation case work staff with regard to the physical restoration phases of the program.

Bookkeeper-record clerk. The bookkeeper-record clerk is responsible to the Director for the maintenance of general fiscal records and for assisting in the development of guides for making expenditures and systems for budget control. He maintains records of general accounts and disbursements, posts and classifies disbursements, pre-audits and prepares bills for payment, participates in balancing accounts, and prepares and maintains payroll records. He prepares work sheets, reports, and periodic statements of funds received and expended and other financial reports as may be necessary.

Secretaries. There is a secretary in the State Office and in the District Office. The two compose and prepare correspondence, serve as secretary to the state director and counselors, and perform other clerical work as assigned.

Advisory committee. The Rehabilitation Service has a State Advisory Committee on physical restoration standards composed of physicians representing specialty fields and representatives from other groups interested in the physical restoration of the disabled, such as the hospital association,

the association of nurses, and others.

II. LEGAL STATUS

Legal status and New Mexico statutes. The legal basis for operating of the New Mexico Rehabilitation Service was first established when the state accepted the Federal Acceptance Act of 1920. Copies of all laws, including current appropriation laws, pertaining to the administration of the Rehabilitation Service are included in Appendix A.

The New Mexico Vocational Rehabilitation program has been operating under the Acceptance Act since 1923; however, a bill was introduced in the 1953 Legislature by Senators T. E. Lusk and Horace DeVargas to create a Division of Vocational Rehabilitation and fixing and defining the duties, rights, and powers thereof. (See Appendix B.) This bill has been passed by both houses of the New Mexico Legislature at this time, and will upon signature of the Governor establish the first New Mexico Law for a Division of Vocational Rehabilitation.

III. SOURCES OF FUNDS

Sources of Funds. State funds for the program of Vocational Rehabilitation are obtained from the following sources:

(a) Biennial appropriation by the State Legislature.

The biennial appropriation for 1951-53 was $45,000 per year.

(b) Contributions and donations from interested individuals and civic organizations. This money is deposited with the State Treasurer as State rehabilitation funds.

(c) The Federal Office, in order to encourage states to expand rehabilitation services for the disabled persons, Public Law 113 provided that 100 per cent reimbursement from Federal funds would be available for the purpose of administration and vocational guidance and placement services. It provided 50 per cent reimbursement for the purchase of case services. New Mexico received $74,142 Federal funds for fiscal year 1951.

IV. HISTORY

Chapter II sets forth the history of rehabilitation from the Federal level, starting when the 66th Congress passed Public Law No. 236 in 1920. This same Act provided one million dollars annually for a period of three years, to be allocated to the states in ratio to the population in comparison to the total population of the United States. All money expended under this Act was on the condition that for each dollar of Federal money expended the state should expend an equal amount for the same purpose.

Vocational Rehabilitation was first authorized in New Mexico through acceptance of the Federal Act in 1923. In the Laws of 1931, Ch. 54, Sec. 2, P. 104, provides that the Governor shall name the State Board of Vocational Education to administer the Federal Act of 1920 within the State of New Mexico. New Mexico, through the Acceptance Act, established the Department of Vocational Rehabilitation under the direction

and control of the State Board of Education; designated the State Board for Vocational Education; defined certain terma; prescribed the duties of the State Board; provided for cooperative agreement with the Federal Office of Vocational Rehabilitation and accepted the provisionsand benefits of the Federal Act of 1920; designated the State Board to appoint the State Director; and pledged the State to provide necessary funds and meet requirements necessary to entitle the State to benefits of the Federal Act.

During the first four years the program was in operation in New Mexico only twenty-three handicapped persons were rehabilitated. At this time, there are 412 active cases on the rolls distributed as follows:

Training in colleges	54
Training in commercial schools	25
Training in vocational schools	21
Training by correspondence	1
Training by tutor	1
In process of entering service	19
Plan development	34
Physical restoration	89
Physical restoration and training	1
Ready for job placement	71
In employment	67

V. STATISTICAL REPORTS

A complete statistical report on the New Mexico Rehabilitation Service from the time of its beginning is impossible to obtain because, until the Bardon-LaFollette Act, Public Law No. 113, July 6, 1943, of the 78th Congress, the State Program

was operated as part of the vocational education program and its records are correlated with those of vocational education.

Number of cases rehabilitated. The following figures indicate how rehabilitation has grown in New Mexico:

Year	Number rehabilitated
1921-25	23
1926-30	54
1931-35	138
1936-40	149
1941	29
1942	35
1943	68
1944	33
1945	66
1946	71
1947	104
1948	130
1949	165
1950	180
1951	190

The past three years have been broken down to give a more definite picture of the benefits rendered to the disabled in New Mexico through the Rehabilitation Service.

	1948-49	1949-50	1950-51
Rehabilitated	165	180	190
Total earnings:			
Before rehabilitation per week	$ 249	695	836
After rehabilitation per week	$ 5,438	6,290	6,783
Cost of rehabilitation per case	$ 567	599	580
Removed from Public Welfare rolls	48	50	56

	1948-49	1949-50	1950-51
Savings to Public Welfare (and the taxpayer):			
Weekly	$ 585	667	923
Annually	$30,420	34,684	47,996

From the foregoing figures it is evident that the money expended by New Mexico for rehabilitation purposes is a sound investment. The State Legislature gave the Department of Vocational Rehabilitation Service $35,000 annually for the 1951-52 biennium. Thus it is evident that the savings to the State by removal of the disabled from public assistance have at least nearly equalled and in most cases surpassed the annual appropriation to the Department.

The New Mexico program for vocational rehabilitation serves men and women of all ages within the span of normal employment. Virtually every type and degree of chronic disabling defect is found among those accepted for service. Men and women who have been rehabilitated under the program are placed in all the major occupational classifications. About 30 per cent were rehabilitated in skilled and semi-skilled fields, 9 per cent in unskilled trades, 20 per cent in clerical and sales, 15 per cent in service, 10 per cent in professional, 8 per cent in agricultural, and 8 per cent in miscellaneous jobs.

Of the 190 individuals rehabilitated in the fiscal year 1950-51, about 70 per cent of them were men. A majority of

them are heads of families, with one or more dependents.

The foregoing statistics tell an impressive story. The next chapter will give a more detailed study of the services rendered, the eligibility requirements, and the general function of the New Mexico program.

CHAPTER IV

ELIGIBILITY REQUIREMENTS AND SERVICES RENDERED

The question is repeatedly asked, "How is the rehabilitation of individuals accomplished and are there special schools established for that purpose?" It is a primary principle in the program of vocational rehabilitation that the Department established to provide the rehabilitation service avail itself of the services of all agencies that are in a position to assist in the rehabilitation of an individual. The Rehabilitation Department in New Mexico consists of a staff of rehabilitation specialists who provide a general service of assistance, advisement, guidance, and supervision. For instance, when training is a necessary part of the rehabilitation program for a particular individual, it is secured by the rehabilitation agent from such facilities as are available in the community in which the disabled person lives. Instead of setting up a school for a general or even specific forms of vocational training, instruction needed for disabled persons is secured in either public or private schools. The principle is the same for all services which are needed in the the rehabilitation of individuals. The New Mexico Department does not provide social service, make artificial limbs and appliances, or establish schools. Its chief and fundamental function is to provide a service of counsel and advisement

both as to employment and training, and to exercise such supervision of the disabled person, or of the agencies cooperating in his rehabilitation, as will make certain his reestablishment in employment.

The chief aim in a program of vocational rehabilitation is to reestablish the disabled person in a definite employment in which he can compete successfully with his fellow workers upon his ability rather than upon charity and tolerance, at a wage equal, if possible, to that which he earned at the time of his injury, and with the same possibilities of advancement. As restoration of earning power is of vital importance, reestablishment in employment must be effected as quickly as efficient preparation will permit. The plan of rehabilitation followed must, therefore, fit the needs of the individual.

Inasmuch as placement is the ultimate objective, all plans for rehabilitation, whether through physical restoration, placement without training, or placement with training, must be built upon a wise choice of a suitable job. Any service directed toward the ultimate placement of the individual in this job may be considered a part of vocational rehabilitation.

Disabled persons cannot be rehabilitated in groups. Because of varying degrees of disability, education, age, capacity, energy, spirit, or determination, each case presents its own problems and difficulties and requires its own specific

solution. The whole work is organized on what is known as the case method. The disabled person is interviewed for the purpose of securing a complete inventory regarding his disability, education, occupational experience, capacity, personality, financial resources, attitude toward rehabilitation, his desires concerning return to employment, opportunities for employment, and possibly other factors. Such a plan in all cases requires on the part of the rehabilitation agent, throughout the entire program, a general service to the disabled person in the nature of advisement, guidance and cooperation. This service does not cease until the disabled individual has been definitely established in remunerative employment.

Although experience has proved that rehabilitation is a complex service, suited to the circumstances of each case, the major portion of most plans takes the form of one or a combination of two or more of the services discussed in this chapter.

I. ELIGIBLITY

Responsibility for determination. The Rehabilitation Service will assume responsibility for determination of the eligibility of individuals for vocational rehabilitation and of the nature and scope of vocational rehabilitation services to be provided such individuals. Such responsibility will not

be delegated to any other agency or individual not of the Rehabilitation Staff.

Residence and age. It is the policy of the Board to serve all cases who are otherwise eligible and who are living in the State voluntarily and not for a temporary purpose. In order for a disabled person to be eligible to receive services through the Rehabilitation Service, he must be at least sixteen years of age. No residence requirements are exacted for persons certified to the State by the Director of the Federal Office of Vocational Rehabilitation, as being civil employees of the United States, disabled in the performance of their duty, or war disabled civilians as defined in Public Law 113.

Criteria of eligibility for vocational rehabilitation. Eligibility for vocational rehabilitation is determined upon the basis of two established criteria: (1) the existence of a physical or mental disability; and (2) a substantial employment handicap resulting from such disability.

II. SPECIAL SERVICES

Physical restoration. Since many persons applying for vocational rehabilitation have disabilities that may be wholly or partially corrected by medical or surgical measures, every effort is made to discover whether the maximum physical restoration has been attained, even though the disability is of long

standing. Persons who are disabled by stiff or limited joints, fractures with deformities, tendon adhesions, nerve injuries, and loss of function of groups of muscles resulting from infantile paralysis or other causes, are far better served by being provided physical reconstruction, if this is possible, than by being trained around their disability. No argument is needed to prove that to restore the physical condition and capacity of the disabled person is a more logical and more efficient type of service than to prepare him for a new occupation without such measures.

The individual is eligible for physical restoration services when he has a physical condition which is relatively stable or slowly progressive and constitutes a substantial handicap to employment, and which is of such nature that correction or modification of the condition will eliminate or substantially reduce the handicap within a reasonable length of time.

Artifical appliances. In many cases of amputation the application of prosthetic appliances is the first requisite to successful rehabilitation. In many of these cases the artificial appliance is essential in performance of operations necessary to employment.

Establishing disabled persons in business for them-

selves. From time to time the rehabilitation service is instrumental in furnishing opportunity, through advisement and guidance, for the disabled person to establish himself in a business or an industry not as a worker but as a proprietor. Such knowledge and experience as he has in a particular line of work is capitalized. This kind of service is often successful in the complete rehabilitation of the individual.

Suitable placement. Disabled persons, who because of age, lack of education, or other factors are not susceptible of a rehabilitation program involving training, are often referred to the Vocational Rehabilitation Service. Rehabilitation in these cases is accomplished through direct placement on the job, following a service of counsel and advisement the purpose of which is to determine the best job at which the disabled person can work, considering his age, disability, and educational and vocational experience. The objective is so to place the individual that his adjustment is permanent in character and comparable to that of able-bodied persons in the same vocation.

Training. When the major factor in the rehabilitation of an individual consists of training, the instruction may be provided through a school, on-the-job-training, or a tutor. The method used depends upon the kind of work for which the person is to be prepared, his capacity for following formal

training, and the training facilities available. It is not enough to say that the disabled person needs training and that he desires such or such training. Before any training program is entered upon a thorough and complete testing program is given the individual, and factors of background, environment, and related matters are considered.

Usually employment training is given when school training is not available, or when the occupation may be learned best through experience at work rather than in a school. There are, also, some kinds of occupations which, under certain circumstances, can best be learned by aid of a tutor.

A client is eligible for rehabilitation training and training materials when he has the mental and physical qualifications and capacity to profit by such training, and such are necessary to his satisfactory rehabilitation.

Non-discrimination. The New Mexico Rehabilitation Service observes the principle that sex, race or color will not justify inequality in the determination of eligibility or in the provision of necessary rehabilitation services.

III. CASE FINDING

Very few disabled persons come to the attention of the Rehabilitation Service of their own initiative. Usually they

are referred to the Department by some interested agency. During the year ending June 30, 1951, referrals to the New Mexico Rehabilitation Service on a percentage basis, were as follows:

Education	2.7
Health	19.3
Insurance agencies	1.4
Welfare Department	55.1
Other government agencies	8.1
Miscellaneous	13.4

To promote case finding, the New Mexico Rehabilitation Service has established cooperative working releationships with health, welfare, compensation, education, employment, and other agencies which come in contact with handicapped persons and maintains an active program of information and publicity to familiarize representatives of interested agencies and individuals, including the disabled themselves, with services of the Rehabilitation Department.

Experience in vocational rehabilitation points to the urgent need of prompt contact with the injured individual. Contact is made by letter to the disabled person by a personal visit of a representative of a cooperating agency in the community where the disabled person resides, or by personal interview by the counselor. A long period of idleness or casual work is deadening to initiative and increases the mental handicap to such an extent that it frequently outweighs

the physical. Therefore, the chances of vocationally reclaiming the disabled person decreases in proportion to the length of time he is allowed to sustain his handicap in idleness. Prompt contact is essential to conserve the work habits and prevent the individual from adopting a sense of dependency. The New Mexico Rehabilitation Service contacts all reported cases as promptly as possible.

In order that the Rehabilitation Service is supplied with a continuous flow of cases and that it be assured of contacting all persons who are eligible for the Service, provision is made for maintenance of an automatic case-reporting system through cooperation with such organizations as public welfare, public schools, public health, and employment and other public and private agencies as come in contact with the physically handicapped.

IV. CASE DIAGNOSIS

Scope of diagnosis. Case diagnosis constitutes a comprehensive study of the client, including a medical as well as a vocational diagnosis of the individual.

Basis of diagnosis. Case diagnosis in each case is based on pertinent information, including the individual's health and physical status, intelligence, educational background and achievements, vocational aptitudes and interests,

employment experience and opportunities, and personal and social adjustment.

Medical diagnosis. As a basis for determination of eligibility and formulation of the individual's rehabilitation plan, the Rehabilitation Service provides for competent medical diagnosis, including a general medical examination in every case, and where reasonably necessary to a decision in doubtful cases, the diagnosis will, if at all practicable, be secured from a recognized specialist in the specific field indicated by the general medical diagnosis.

The diagnosis is accompanied by recommendations as to the means and methods of restoration and by a statement of any physical or mental limitations that may exist.

Vocational diagnosis. The methods of the vocational diagnosis will include (1) counseling interviews with the client; (2) such reports as may be needed, including, when necessary in the individual case, reports from schools, employers, social agencies, and others; and (3) psychological information substantiating the determination of eligibility where such eligibility is based on the existence of mental retardation.

V. COUNSELOR-CLIENT INTERVIEW

As noted before, most cases must eventually be inter-

viewed by a representative of the Rehabilitation Service. This is done so that all information regarding the disabled person may be ascertained and used to the best advantage.

The personal interview is often effective in developing morale. The disabled person is made acquainted with his rights under the law, he is given promise of assistance, and through a vision of new possibilities he is likely to acquire a sense of security for the future. He is inspired with a feeling of confidence, accomplished through encouragement, pre-offered assistance, and advice as to the achievements and accomplishments of others who have suffered from similar disabilities. There is induced, as far as possible, a mental state of hopefulness which tends to counteract the almost inevitable discouraging effect of accident or illness.

It is often found that the person's friends and relatives, through sympathy or ignorance, have created in his mind a feeling of helplessness, a wrong impression as to the responsibility for the accident, and perhaps the idea that because of his injury the world owes him a livelihood without exertion on his part. This attitude of mind can in many cases be counteracted completely.

The personal interview completes the investigation. Naturally, the preliminary investigation does not bring out all the data that must be available to the rehabilitation agent if he is to be successful with the case. The personal inter-

view provides the opportunity to secure supplementary and collateral data. In order to determine the particular occupation that is best in the case of any disabled person, it is necessary that an intensive study be made of the case and the various factors which have in the past, and will in the future, influence the disabled person's welfare. It is important that the problem of the disabled man be studied from every angle, and that all the evidence which has been collected be carefully weighed and considered, with the ultimate goal in view of enabling him to earn a living, and to become economically independent for life, in an occupation which is suitable and in which the greatest degree of efficiency may be developed.

The vocational-choice interview is generally considered the last or close to the last in a series of client-counselor relationships preliminary to and directed toward some desired outcome.

Many opinions have been expressed concerning the objectives of this interview. Roberts[1] holds that its chief objective is for the counselor and the client to arrive at a definite decision concerning a vocational choice and to complete some kind of comprehensive plan directed toward the realization of this objective.

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[1]Andres D. Roberts, "Planning Vocational Guidance Interview." California Journal of Secondary Education. 1949, Volume 24, pp. 120-23.

From the counselor's point of participation the objective of this interview is considered by Bixler and Bixler[2] to include providing the counselee with pertinent information, helping the counselee to adjust to and understand this information, and assisting him in the formulation of a plan of action.

Kilby[3] concludes that the objectives of this interview are to present to the counselee a chance to express his feeling about himself, about the information he is given, and to help him understand, relate to himself, and accept what he has learned so that he can arrive at a vocational choice.

In most vocational counseling situations this particular interview probably includes:

1. An interpretation of certain test results by the counselor.

2. Some communication between the counselee and the counselor about these test results as they may relate to the choice of a vocation.

3. The making of a vocational choice.

4. The formulation of plans and procedures calculated to facilitate the assumption of the activities of the chosen vocation.

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[2]Ray H. Bixler and Virginia H. Bixler. "Test Interpretation in Vocational Counseling." Educational and Psychological Measurement, 1946, Volume 6, Number 1, pp. 145-155.

[3]Richard W. Kilby. "Some Vocational Counseling Methods." Educational and Psychological Measurement, 1949, Volume 9, Number 2, pp. 173-191.

The mere naming of these events in this manner seems to imply a preponderant emphasis upon facts and information in the vocational-choice interview. It suggests also a neglect of concern for the cynamic elements which the behaving participants represent. On this point Super[4] thinks that vocational counselors have made the mistake in their work of concentrating on the factual, cognative, objective factors and of neglecting the affective, emotional subjective elements, with a consequent loss of valuable insight and understanding of the counselee and an unfortunate reduction in the effectiveness of the counseling services to him. He further makes what may be a valid distinction between helping him to achieve vocational success and helping him to achieve vocational satisfaction. The first involves helping him discover his abilities and how to use them; this is the cognative, information-giving process. The second is concerned with helping him discover his needs and how they may be satisfied when socially acceptable; this constitutes the affective element in the vocational counseling situation and is basic to the cognative.

One sees then that the job-selection interview may be compounded of substances more complex than a simple listing

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[4]Donald E. Super. Appraising Vocational Fitness by Means of Psychological Tests. New York: Harper & Brothers, 1949. Chapter XXI.

of the broad functions it employs at first sight. The materials and procedures, as Mathewson[5] affirms, which flow together in some orderly plan in the vocational counseling interview involve a complex of subjective and objective, personal and impersonal, intra-psychic and external factors surrounding the counselee with his individual and unique modes of participation and the counselor with his personalized set of meanings and ways of helping. Thus, each job-selection interview presents in some respect a new situation, for one of the participants always brings in a new set of data, and this indicates the need for flexibility in the counseling techniques to meet new conditions.

The most important service given by a rehabilitation agent is that of counsel and advisement. It is a continuous service designed to assist the disabled person in choosing, preparing for, entering upon, and making progress in an occupation. Advice begins with the giving of advisement and information and culminates with placement.

Genuine advisement proceeds with much care and can follow only a careful analysis of facts concerning the life of the applicant for rehabilitation. It is never a matter of snap judgment, but grows out of a thorough study of conditions and factors relating to the social relationships and environment of the person advised.

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[5]Robert Hendry Mathewson. Guidance and Policy and Practice. New York; Harper & Brothers, 1949. Chapter XIII.

It is never desirable to attempt to force or impose upon an applicant for rehabilitation the program which the agent deems most practicable for him. It is a far better procedure to have the person assume a measure of initiative and responsibility for the development of his own rehabilitation.

Methods of approach in counseling and advising vary according to the type of person being interviewed. No two cases are advised alike. It does not cease with the formulation of the rehabilitation plan but continues throughout the whole rehabilitation process and until the plan has been completed. In the following sections the operation of counsel and advisement is further developed in discussion of the rehabilitation plan.

V. REHABILITATION PLAN.

Formulation of the rehabilitation plan. When a specific employment objective has been determined upon, it will be necessary for the rehabilitation agent to make at least a tentative plan for accomplishing that objective. Rehabilitation plans vary in complexity. The preparation of the plan, like the determination of the job objective, is an individual matter, and group treatment is very rarely practicable.

In making the rehabilitation plan such factors as the following must be considered: Is training needed? If so, what

kind, how long, and at what cost? Are training supplies needed, and in what amount, what kind, and at what cost? Is an artificial appliance needed? If so, what type, at what cost, and what shall be the source of payment? Who will cooperate in making the placement? There are many questions that must be answered.

From the above questions which arise in the preparation of a rehabilitation plan, it can easily be seen that the function of advisement and counsel does not cease with the determination of the job objective. It must be carried through the whole rehabilitation program. The important element in the plan is that it be made as complete as possible, even though tentative, so that a definite program may be followed at all times. Rehabilitation in this respect is not different from any other undertaking, whether it is building a house, constructing a bridge, or making a suit of clothes.

Of particular importance in the execution of a plan is the function of supervision, supervision of both the trainee and of the participation of all agencies or individuals who assist in his rehabilitation. Supervision must always be carried on as frequently as conditions will permit. Many a program of rehabilitation has failed because of inefficient supervision. The disabled person, the training agency, and other contributing agencies should be contacted regularly, so that reasonable and satisfactory progress may be made and the person established promptly in remunerative employment.

Supervision serves as a test of the success of a program of rehabilitation. The accuracy of counsel and advisement is determined largely through supervision. It is the opinion of many rehabilitation agents that the fact that a trainee is not able to meet the requirements of the program planned is evidence of some failure in counsel and advisement. Another factor testing the accuracy of advisement is the interest manifested by the trainee in the program planned for him. This interest is, of course, ascertained through supervision.

Supervision is also a test of the disabled person's integrity, interest, and cooperation. Supervision is accomplished through reports from training agencies, personal visits by rehabilitation agents, and conference with individuals who know the disabled person and the work that he is doing. Whenever it is found that the trainee has fallen down in any respect an attempt is made to adjust matters to his advantage.

Again, supervision serves as a test of the efficiency of a rehabilitation program. Through supervisory visits rehabilitation agents test the efficiency of such services as physical restoration, prosthesis, training, and placement. Too much care cannot be exercised in the selection of training facilities. Too frequently supervision reveals the fact that, while the vocation selected is suitable, the training is not the best. Training facilities are carefully surveyed before making use of them. In other words, if training agencies are

carefully surveyed before being used the regular supervisory visits will most likely not reveal inefficiency of the training agency.

Placement. Under the intent of the Federal and State rehabilitation acts, no person is rehabilitated until he is successfully placed in a remunerative vocation. The placement need not be made by the rehabilitation department. Supervision of the placement must, however, be made by the Department whenever the placement is made by some other agency. Placement after training will generally not be difficult if careful and close supervision has been exercised during the training. The rehabilitation agency often puts the trained person on his own resources and expects him to locate his own employment opportunity. In the case of commercial and other private schools, the training agency will either assist in placement or assume responsibility for it. Placement of the disabled is a function that requires cooperation of employers. The employer should be made to feel that he can rely upon the rehabilitation service and that he does not or is not expected to provide work for a disabled person on a charitable basis. With him employment is fundamentally an economic function, and he has the right to expect that the individual sent to him by the rehabilitation service is fitted to do the work required.

Follow-up. The final phase of the rehabilitation program is that of follow-up. This is a supervisory and inspection service that follows placement. Merely to place a man is not sufficient. It is necessary to follow him in employment for a time in order to ascertain whether the retrained man or woman is able to engage in a remunerative occupation and whether he or she has the ability to satisfy the employer when placed in the job. In other words, follow-up is the test of rehabilitation. The period of follow-up varies, depending upon the individual case. A vocationally handicapped person is considered to be rehabilitated when fitted for and placed in employment of at least the same status as his best job prior to disablement, or in employment as near his best job as his physical disability will permit. If he has had no vocational experience, he is considered rehabilitated when fitted for and placed in employment which is at least consistent with his educational background, vocational ability, and physical disability.

The next chapter will discuss the program of cooperation by the New Mexico Rehabilitation Service with other agencies in a position to help in vocational rehabilitation.

CHAPTER V

COOPERATION WITH OTHER AGENCIES

One of functions of the rehabilitation service is to coordinate the activities of all public and private organizations whose efforts are devoted to helping the handicapped. At the national level this coordination is achieved through written cooperative agreements between the Office of Vocational Rehabilitation and the pertinent national organizations. Written agreements at this level are quite essential for definite coordination of activities, for setting the pattern of cooperation at the state and local levels, and for efficient dissemination of information concerning the available services.

In New Mexico the rehabilitation service seeks the cooperation of other agencies at the time when needed. Cooperating agencies perform many kinds of services, such as reporting cases; providing living maintenance, artificial appliances, or physical reconstruction for particular cases; providing social services for the disabled person and his family; assisting in supervision, placement, follow-up, and promotion of legislation; and providing publicity for the program. Although some of the cooperating agencies will be covered in this chapter, space does not permit a detailed description of all cooperative arrangements in the field of

rehabilitation.

I. SERVICES FOR THE BLIND

Vocational rehabilitation services for the blind are provided as a part of the Federal Vocational Rehabilitation Act. In New Mexico this service is administered by the State Department of Public Welfare rather than, as might logically be expected, by the State Board for Vocational Education. It works on an approved state plan from the Federal Office of Vocational Rehabilitation. Services are rendered applicants by this division when they have visual acuity of not more than 20/200.

The Division of the Blind has two broad aims in mind in providing diagnostic adjustment for the blind person: first, to determine the pattern of capacities, abilities, interests, and personality traits of the client and, second, in the light of all obtainable information, to provide exploratory opportunities in many different types of activities.

These objectives are reached through psychological testing, orientation, guidance, and instruction in an environment which attempts to duplicate the problems and situations which a blind person would likely encounter in normal everyday living. Serious efforts are made to develop new interests, self-confidence, and the acceptance of the limitations imposed by blindness. Provisions are made for tryouts in a variety

of vocational activities.

Controlled Vending Stand Program. The Division of the Blind operates the controlled vending stand program in New Mexico for the blind. The stands and equipment are provided by the division either by purchase or rental. The initial stock of merchandise is provided by the division or, in some cases, may be furnished through the activities of Rotary International.

During the fiscal year ending June 30, 1951, the Division for Services to the Blind successfully rehabilitated seventeen into full-time employment.

Further information about this service may be obtained from Division of Services for the Blind, New Mexico Department of Public Welfare, Santa Fe, New Mexico.

New Mexico School for the Blind. The New Mexico School for the Blind is located in Alamogordo. It is a tax-supported institution established to give opportunity for an education to the blind children of the state. It is operated on a boarding basis and offers opportunities for vocational as well as academic training. Any child within the legal school age, meeting the requirements as being blind, should be referred to this school at the earliest date possible after reaching school age. Full details of the school may be obtained by writing the New Mexico School for the Blind, Alamogordo, New

of vocational activities.

Mexico.

II. SERVICES FOR THE DEAF

The adult deaf are eligible for services by the vocational rehabilitation service, and any services listed in Chapter IV may be furnished them. In addition, all deaf and hard-of-hearing applicants are given tests of hearing and proper counseling for the fitting of hearing aids.

The New Mexico School for the Deaf. The working agreement between the school and the rehabilitation service has proved very satisfactory. The school assumes the responsibility for the prevocational training and as much vocational training for the students in the school as its facilities provide. The rehabilitation service assumes the responsibility of providing for eligible rehabilitation clients any services necessary to make them employable or more advantageously employed. The school staff provides all records pertaining to the referred student at the time of the interview and assists the counselor in determining the eligibility of the client. When eligibility is established the school committee and the counselor meet to determine the specific vocational objective for the student. The rehabilitation service feels that the school committee, because of long contact with the student, is most valuable in selecting

and assisting in supervising the training of the deaf student.

The New Mexico School for the Deaf is located in Santa Fe. It is a state-supported school, operated on a boarding basis. Students may be enrolled upon reaching the legal school age, and an early enrollment cannot be over-emphasized if the best possible results for the child are to be obtained. Complete details about the school may be obtained by writing the New Mexico School for the Deaf, Santa Fe, New Mexico.

III. SERVICES FOR THE MENTALLY HANDICAPPED

Mentally handicapped persons are constantly being rehabilitated into employment. This group includes persons diagnosed as mentally disturbed, epileptic, or mentally retarded. Many of them have an overlapping of these disabilities and some are also combined with physical disabilities. These persons include patients referred by the state mental hospital as well as referrals from psychiatrists and physicians. It is known that only a small percentage of the mentally handicapped are hospitalized and a much larger number should be referred from sources other than the state mental hospital. It is felt that greater success can be obtained with the younger group whose disabilities have not yet progressed to the stage of hospitalization. The rehabilitation counselors make regular visits to the state hospital and other mental clinics to discuss rehabilitation with referred cases.

It is more encouraging to know that the schools are referring more mentally retarded children. It is felt that these institutions shouldbe the chief source of referral of mentally handicapped young people.

IV. COOPERATION WITH PUBLIC SCHOOLS

Limited rehabilitation staff has not permitted the type of coordinating work between the public schools and the rehabilitation agency that is desired; however, it is the practice of the rehabilitation service for a field counselor to contact school administrators at least once each school year and more often if possible. Through this practice school administrators and teachers are becoming more fully aware of the services available to the handicapped student by the rehabilitation service. At present only 2.7 per cent of all referrals to the rehabilitation service are being made by the public schools; this is definitely far below the number that should be referred. According to the State Department of Education 2,481 known disabled children were in the public schools of the state during the 1951-52 school year. This number is undoubtedly an understatement of the problem, as many schools failed to report.

It is hoped that all graduating handicapped students will be referred to the rehabilitation service, as well as other disabled pupils of the age of sixteen years or over who are forced to leave school for economic or other reasons.

Through cooperative planning of these two agencies a much more effective service to the disabled youth may be evolved.

V. DEPARTMENT OF PUBLIC WELFARE

A very successful cooperative agreement has been worked out between the Department of Public Welfare and the rehabilitation service. At the end of the calendar year 1952 there were 2,075 individuals in New Mexico receiving aid-to-the-disabled assistance from the welfare department. This group is classed as individuals who are permanently and totally disabled; however, through cooperative working of the two agencies, many of them may be made self-sufficient. In addition to this group there are many other people receiving other types of public assistance. Many of them may be taken off the welfare rolls and entered into the labor market as self-sufficient citizens by rehabilitation services.

The cooperative working relationship between the two agencies has been recognized as one of the most satisfactory to be found anywhere in the United States.

VI. CRIPPLED CHILDREN'S AGENCY

The first legislation putting the federal government into the field of physical correction for crippled children came as a result of the crippled children provisions of the Social Security Act of 1935.

The Crippled Children's Division of the Department of Public Welfare had 4,518 crippled children on the rolls at the end of the 1952 calendar year. They range from infants to persons twenty-one years of age. There are many others in the state not on the register of the Crippled Children's Division who are receiving care by private means or agencies.

The first step in bringing services to the individual handicapped child is that of finding and registering him. The volunteer efforts of local or county societies for crippled children can be particularly valuable in finding cases, especially in the rural areas. After the child is registered, the next step is to arrange for expert diagnosis. This is done by crippled children clinics in various areas of the state. The local welfare workers or the public health nurse will arrange for the child to get to the nearest field clinic. The clinics are conducted by specialists and consultant nurses from the state agency.

After diagnosis, if hospital treatment is indicated, a representative of the state agency will consult the parents of the child regarding their attitude toward proposed treatment. When this is done the child is then referred to the Carrie Tingley Hospital for Crippled Children in Truth or Consequences for the recommended treatment. Supervised convalescence and after-care is also carried on by specially trained field nurses of the agency.

Cooperative planning between the two agencies is an immediate problem for the group under the age of twenty-one. The resources of the agencies include complete programs of physical, vocational, and social adjustment. The rehabilitation agency refers all children needing physical restoration to the Crippled Children's Agency, which is responsible for providing medical care to the age of twenty-one. The Crippled Children's Agency should secure from the rehabilitation agency such services for its cases as will result in their vocational rehabilitation. This sort of cooperative planning is working in New Mexico.

Full details regarding services for the handicapped child in New Mexico may be obtained from the Crippled Children's Division, New Mexico Department of Public Welfare, Santa Fe, New Mexico, or from any local welfare office or county health nurse.

VII. SERVICES FOR THE TUBERCULOUS

A tuberculous patient must be arrested or quiescent before the rehabilitation service can begin to spend money on the case; however, a limited program of in-sanatoria services for the tuberculous has been inaugurated. Cooperation with the State Sanitorium in Socorro, operated by the Department of Public Welfare, and the rehabilitation department has provided limited vocational counseling, building up of work

tolerance, vocational tryout, and vocational testing. The rehabilitation counselor makes regular trips to the sanitorium. However, the sanitorium at Socorro provides care for a very small portion of the cases in the state. According to the Public Health Department, of 1,026 new cases reported in New Mexico during 1952, 267 were from out of state. Many of these are referred to the rehabilitation agency by the public health nurses, T. B. Association, and private sanitoria.

The rehabilitation service cannot put into effect a rehabilitation plan for the tuberculous person until he has been arrested or quiescent for at least six months. Much valuable information and better planning may be had and loss of time prevented by cooperative planning.

Full details for the tuberculous and the services available to him may be obtained from any public health nurse or county welfare office, or by writing the New Mexico Tuberculous Association, Santa Fe, New Mexico.

VIII. NEW MEXICO EMPLOYMENT SERVICE

Cooperative planning between the New Mexico Employment Service and the rehabilitation service is essential to the successful placement of the handicapped individual. Mutual referral between the two agencies is working successfully in New Mexico. The Employment Service refers disabled applicants

to the rehabilitation service and the rehabilitation service refers the trained or physically restored to the Employment Service for job-placement.

Details regarding rehabilitation services may be obtained by contacting local employment offices.

IX. PRIVATE AGENCIES

The list of private agencies which cooperate in the services on behalf of the handicapped is a long one. It includes rehabilitation associations, organizations of disabled groups, veterans' organizations, social welfare organizations, labor organizations, women's clubs, service clubs, and many other agencies interested in work for the handicapped. Mutual helpful contact is maintained with doctors and surgeons, hospitals and clinics, churches, heart associations, and civic and fraternal organizations.

CHAPTER VI

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

I. SUMMARY

Vocational rehabilitation is defined in the 1943 amendments to the Federal Vocational Rehabilitation Act as follows: "The term 'vocational rehabilitation' and the term 'rehabilitation services' means any service necessary to render a disabled person fit to engage in a remunerative occupation." It is, in practice, a service of vocational adjustment through a program of vocational counseling, training, and placement, with supplementary services as needed in individual cases. It is a service for creating or recreating earning capacity for all types of physically handicapped persons through vocational adjustment.

Vocational rehabilitation has sometimes been confused with occupational therapy, with employment service, or with social welfare service for the homebound. It is none of these. On the contrary, it is a phase of adult, vocational education specializing in training for those who, because of physical impairment, need the assistance of expert, experienced counselors to advise them concerning suitable vocational endeavor, to be followed by vocational training which will render them employable despite disability.

CHAPTER VI

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

I. SUMMARY

Origin and development. Congress in 1920 passed the Federal Vocational Rehabilitation Act "for the promotion of rehabilitation of persons disabled in industry and otherwise and their return to civil employment." This Act provided for the rehabilitation of persons who are vocationally handicapped by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury, or disease, and who are, or may expect to be, totally or partially incapacitated for remunerative occupation. The original appropriation of $1,000,000 was apportioned on the basis of population to states which accepted the provision of the Federal act, and which enacted similar legislation, including matching appropriations.

The New Mexico Vocational Rehabilitation Service began in 1923, when the state accepted the provisions of the Federal act. The state appropriated $10,000 per annum for that purpose. Subsequently the appropriation has been increased to meet the recognized need for expansion of the service.

In 1943 Congress enacted the Federal Social Security Act. Part 4, Title V, relating to Vocational Rehabilitation, makes Federal participation in the rehabilitation program permanent and authorizes the appropriation of larger sums for the work.

In 1943 Congress enacted amendments to the Vocational Rehabilitation Act. The amendments authorize the appropria-

tion of "such sums as are necessary" instead of naming a specific sum. It also provides for new services of maintenance during training and for physical restoration.

The service of vocational rehabilitation has become nation-wide. Not only does every state have such a service, but it is also operating in the District of Columbia, Puerto Rico, and Hawaii.

The problem of the disabled. Every year in New Mexico several hundred persons sustain injuries or are victims of disease which leave them with permanent partial or total disabilities . The Federal estimate based upon a conclusion reached by the United States Office of Education is that for each one thousand of the general population there are two physically handicapped adults who are eligible for and feasible cases for rehabilitation. On this basis the number in New Mexico would be approximately 1,200.

The effect of disabling accidents and disease. As a result of impairment resulting either from injury or disease, disabled young persons find it extremely difficult to secure suitable employment. In the adult group, workers disabled as a result of injury or disease often lose time and wages and frequently their employment.

Disabled persons often become dependent upon relatives, friends, or the public. Deprived of employment, workers lose

their morale and may develop anti-social attitudes. The community and the state suffer great economic loss because industry is deprived of the work of skilled men and women. Most handicapped workers are unable, without assistance, to re-establish themselves in remunerative employment.

Scope of the rehabilitation program. One constructive remedy for the ills of physical impairment is vocational rehabilitation. This service is intended to aid all types of disabled persons, including the crippled, the deaf, the hard of hearing, the cardiopathic, and those handicapped as a result of tuberculosis and other disabling diseases. It is administered on a state-wide basis and without discrimination as to sex, age, race, economic status, or cause of impairment.

How rehabilitation service works. A practical, effective, and comprehensive program has been developed to meet the varied vocational needs of disabled persons. It is made effective by including in the plan for each individual such of the following steps as may be needed by a particular disabled man or woman to fit him or her for suitable employment:

1. Disabled persons are located through an organized program and offered rehabilitation service if unemployed or not suitably employed.
2. An expert diagnosis is made of their employment needs and of their physical, mental, and vocational resources.

3. Corrective surgery or therapeutic treatment may be provided or secured if necessary for employment.

4. Prosthetic devises (limbs, hearing aids, and other appliances) may be provided or secured if necessary for employment.

5. Expert counseling or guidance assists them to decide upon a suitable employment objective.

6. A plan is prepared outlining the steps or services needed to enable the disabled person to secure suitable employment.

7. Training, carefully planned and supervised, is provided those who need such preparation for employment.

8. Maintenance during training may be provided in case of need.

9. Other necessary services incident to the solution of personal or family problems are provided or secured.

10. The culminating factor and an essential step in every case is entry into suitable remunerative employment. Each placement is followed up to determine its lasting success or to provide any needed adjustment.

State administration. The New Mexico Board of Education, designated as the State Board for Vocational Education, directs the rehabilitation program through the State Director. The state office is maintained in Santa Fe, and a district office is maintained in Albuquerque. Further provision is made for state-wide coverage of the program through field workers who travel out of one of the offices.

Eligibility and feasibility. Eligibility for the service are residents sixteen years of age or over who (1) have an established disability that constitutes an employment handicap, (2)

are unemployed or unsuitably employed, and (3) who may reasonably be expected to become fit for remunerative employment.

Not all persons with a disability are eligible. In the first place the disability must be of such a nature as to constitute a vocational handicap. Minor or temporary physical defects do not make a person eligible for the service. On the other hand, persons with a handicap so serious that they cannot expect to enter employment or become self-supporting are excluded. This exclusion applies to the homebound, unless in exceptional cases they show unusual ability and there is a fair possibility of a successful outcome. Others for whom training is deemed not feasible are the aged, the feeble-minded, and those with serious emotional disturbances or unsuitable mental attitudes.

Economic status. It is to be particularly noted that financial condition is not a factor in determining eligibility for the fundamental services of counseling, training, and placement. Vocational rehabilitation is not a charity; its benefits are available to all eligible persons, just as are the public schools, without regard to economic status.

The Federal Act provides, however, that physical restoration, hospitalization, prosthesis, transportation, and maintenance may be provided only to disabled individuals found to require financial assistance. This does not mean that the

applicant must be an indigent in order to be eligible for these services. In determining the extent to which the resources of the applicant need supplementation, capital assets including real and personal property in a reasonable amount may be disregarded.

Services rendered the handicapped. There are three fundamental services in rehabilitation:

1. Expert counseling or guidance, for selection of a suitable job objective and for making the plan effective.
2. Supervised training, if needed for employment preparation.
3. Judicious placement, in suitable remunerative employment.

Supplementary services may be secured or provided, if needed in individual cases, as follows:

1. Medical examination to determine:
   a. the possibility of physical restoration,
   b. the work capacity of the individual,
   c. the feasibility of the proposed job objective.
2. Corrective surgery or therapeutic treatment, if needed to make a disabled person employable.
3. Hospitalization, not to exceed 90 days.
4. Artificial appliance, or hearing aids, if essential to employment.
5. Transportation, for medical examination, or to and from place of training, or to place of employment.
6. Other services found to be necessary for rehabilitation.

In rendering any of these services the casework method is followed. Each plan is individualized to meet the needs of each client.

Other services. Less tangible but nevertheless of prime importance are such services as the restoration and maintenance of morale, aid in personality development, aid in the solution of personal and domestic problems, and aid in restoring or building up self-confidence and the determination to succeed.

II. CONCLUSIONS

Eligibility for vocational rehabilitation under the National Act depends not upon the degree of permanent physical disability but upon the vocational consequences of that disability. Thus the person whose disability may be a severe one is not eligible unless it interferes with his old vocation. A young person who has never worked is eligible if his disability is one which ordinarily lessens normal vocational opportunity. The whole program is directed toward the placement of the disabled person in regular, full-time employment in competition with the able-bodied.

It is fortunate that the problem was seen as one of individual adjustment at the beginning and that the states were encouraged to use existing training facilities rather than establishing training centers for groups. Perhaps it is because the administration of vocational rehabilitation was placed in educational agencies both in federal and in the state governments that federal policies regarding training have

always been the most liberal.

The improvements in technique during the past few years of the program, the better-qualified personnel now in the service, and important developments in related fields, such as in vocational guidance, make it probable that vocational rehabilitation will continue to develop rapidly during the coming years.

Through vocational rehabilitation service, physically handicapped persons become self-sustaining producers rather than dependents. The dividend to the individual cannot be measured in dollars and cents, although the increase in the rate of income for the rehabilitated group is tangible enough evidence of economic betterment. An even greater dividend is the gain in self-respect to the individual whom rehabilitation has converted from a state of dependency on others to one of economic independence, returning him to the role of family breadwinner in many cases.

The employer receives his dividends in the productive work accomplished. Exhaustive surveys have shown that handicapped workers are as reliable, capable, and productive as the average non-disabled worker and that many handicapped employees are above the average.

The community profits by the consequent lessening of the burden of public relief. Physically handicapped persons are potential relief cases. To maintain a dependent person at pub-

lic expense costs more annually than the average cost of rehabilitation. Rehabilitation is a one-time expenditure. It has often been said that during their working lives the rehabilitated person will repay ten dollars in taxes for every dollar spent on his rehabilitation.

Further benefits to the community result from the changed attitude of the disabled person as a result of rehabilitation. No longer unhappy and discontented, he becomes a socially minded, constructive citizen. Certainly this is far better for the community than demoralization and other social evils engendered by dependency. It follows, then, that the service of vocational rehabilitation is amply justified both economically and on humanitarian grounds.

III. RECOMMENDATIONS

Great progress has been made during the years that vocational rehabilitation has been operating in New Mexico, especially during the past few years. Despite the success of the program, it is still far from doing the job that needs to be done. There are many other disabled men and women who require rehabilitation services to enable them to become self-supporting.

To meet the needs of the disabled, to protect our economy, to restore, preserve, and develop our production

potential, the following recommendations are made:

(1) Prejudices against the disabled by employers and the public should be eliminated. Despite the evidence of careful studies showing that properly placed disabled persons do as good work as the unimpaired, many employers are reluctant to hire the handicapped. Part of this reluctance results from a mistaken belief that employment of the disabled will of itself raise an employer's cost for workmen's compensation insurance. Rates could be affected by hiring disabled persons if accidents increased, but analysis of wartime experience has shown that handicapped persons are less likely to incur disabling injuries than unimpaired workers.

(2) If the rehabilitation department is to function effectively in carrying on a program of vocational rehabilitation for the disabled, involving a wide range of services, close cooperation with other agencies must be had. The study indicates that lack of understanding of the program, especially by educators, is evident by the lack of referrals of handicapped students from the public schools. Understanding of the work done through vocational rehabilitation services should be a part of the training of every student teacher.

(3) The starting point for any forceful and really effective attack upon the problem of rehabilitating the disabled is through the community, where the disabled individual

lives. It is then recommended that the community be acquainted with vocational rehabilitation services; and be marshalled into a joint enterprise in cooperation with the Division of Vocational Rehabilitation, to bring every possible handicapped person into active productive employment.

(4) New Mexico is one of the few states that does not have a sheltered workshop for use in the rehabilitation of the severely disabled. The sheltered workshop is established for the purpose of developing work tolerance, habits and skills for those citizens who because of the severity of their disability must have special sheltered work conditions, if they are ever to enter regular employment. Sheltered workshops are found in many of the larger cities of the United States; they are financed by various means, private and public, offering opportunities for the severely disabled, including the homebound, to become self-sufficient, or at least partly so, even though they cannot enter the field of competitive employment.

(5) Fundamental to the provision of services to the individual or the state is the availability of skilled professional personnel. The current and anticipated shortage of trained personnel in physical therapy, occupational therapy, speech and hearing therapy, special educators, psychologists, social workers, recreation specialists, vocational guidance personnel and many other professional workers, is alarming. It is recom-

mended that vocational guidance specialists in New Mexico's secondary schools and colleges acquaint students with the opportunities for a fascinating career in these professions.

(6) Finally, rehabilitation of the disabled in New Mexico has little chance to succeed unless sufficient funds are legislated and appropriated to carry on the work. The amount of Federal funds available to New Mexico is equal to that appropriated by the state legislature; therefore, it is necessary that lawmakers be aware of the importance of the program, and appropriate sufficient funds to do the job.

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APPENDIX

APPENDIX A

NEW MEXICO STATUTES

55-504. Acceptance of National Rehabilitation Act. The State of New Mexico hereby accepts the benefits and provisions of the act of Congress, entitled "An act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920, and will observe and comply with the requirements of said act.

55-505. Vocational rehabilitation --Powers and duties of state board of education. The state board of education is hereby designated as the state board for the purpose of this act, and is hereby empowered to do all things necessary to carry out the objects of such accepted legislation, and to cooperate with the federal government, the federal board of vocational education, or with any other federal, state or private agency in the administration of this act.

55-506. Custody and disbursement of federal vocational rehabilitation funds. The state treasurer is hereby designated as the receiver and custodian of funds appropriated by the federal and state governments to carry out the purposes thereof, the same to be withdrawn by warrants of the state auditor, supported by itemized vouchers of the said state board.

55.507. Gifts and donations for vocational rehabilitation. Gifts and donations in aid of the objects of this act, in the discretion of said state board, may be received and expended in pursuance of such directions as may be attached thereto, a full report thereof to be made annually by said state board to the governor.

APPENDIX B

CREATING A STATE BOARD FOR VOCATIONAL EDUCATION: PROVIDING FOR A DIVISION OF VOCATIONAL REHABILITATION AND FIXING AND DEFINING THE DUTIES, RIGHTS AND POWERS THEREOF.

Twenty-first Legislature State of New Mexico

Senate Bill # 25

Be It Enacted by the Legislature of the State of New Mexico:

Section 1. There is hereby created a State Board for Vocational Education, the members of which shall be the same as the members of the State Board of Education.

Section 2. There is hereby created a State Division of Vocational Rehabilitation which shall be subordinate to said State Board for Vocational Education.

Section 3. Definitions; The following definitions shall be used in construing this Act:

(a) "State Board" means the State Board for Vocational Education;

(b) "Division" means the Division of Vocational Rehabilitation;

(c) "Director" means the Director of the Division of Vocational Rehabilitation;

(d) "Employment handicap" means a physical or mental condition which constitutes, contributes to or, if not corrected, will probably result in an obstruction to occupational performance;

(e) "Disabled individual" means any person who has a substantial employment handicap;

(f) "Vocational rehabilitation" and "vocational rehabilitation services" means any services, provided directly or through public or private instrumentalities, found by the Director to be necessary to compensate a disabled individual for his employment handicap and to enable him to engage in a remunerative occupation including, but not limited to, medical and vocational diagnosis, vocational guidance, counseling and placement, rehabilitation training, physical restoration, transportation, occupational licenses, customary occupational tools and equipment, maintenance, and training books and materials;

(g) "Regulations" means regulations made by the Director with approval of the State Board.

Section 4. Director of Division of Vocational Rehabilitation. The Division shall be administered, under the general supervision and direction of the State Board, by a Director appointed by the Board in accordance with established personnel standards and on the basis of education, training, experience, fitness, and demonstrated ability. In carrying out the duties under the Act the Director,

(a) shall, with the approval of the State Board, make regulations governing personnel standards, utilization as may be directed by the State Board of any existing State Merit System, the protection of records and confidential information, the manner and form of filing applications, eligibility, and investigation and determination thereof, for vocational rehabilitation services, procedures for fair hearings, and such other regulations as he finds necessary to carry out the purposes of this Act; appoint and fix compensation for such personnel as he deems necessary for efficient performance;

(b) shall, with the approval of the State Board, establish appropriate subordinate administrative units within the Division;
(c) shall prepare and submit to the State Board annual reports of activities and expenditures and shall submit a biennial report to the Governor of the State;
(d) shall make certification for disbursement, in accordance with regulations, of funds available for vocational rehabilitation purposes;
(e) shall, with the approval of the State Board, take other action as is deemed necessary or appropriate to carry out the purposes of this Act.

Section 5. Administration.
Except as otherwise provided by law, the State Board, through the Division, shall provide vocational rehabilitation services to disabled individuals determined by the Director to be eligible therefor, and, in carrying out the purposes of this Act, the Division is authorized, among other things:

(a) to cooperate with other departments, agencies and institutions, both public and private, in providing for the vocational rehabilitation of disabled individuals, in studying the problems involved therein, and in establishing, developing and providing, in conformity with the purposes of this Act, such programs, facilities and services as may be necessary or desirable.

(b) to enter into reciprocal agreement with other States to provide for the vocational rehabilitation of residents of the States concerned;
(c) to conduct research and compile statistics relating to the vocational rehabilitation of disabled individuals;
(d) to expend federal or state moneys for administration, vocational counseling and guidance, and case service.

Section 6. Cooperation with Federal Government. The State Board, through the Division, shall cooperate, pursuant to agreement, with the Federal Government in carrying out the purposes of any Federal statutes pertaining to vocational rehabilitation and is authorized to adopt such methods of administration as are found by the Federal Government to be necessary for the proper and efficient operation of such agreements or plans for vocational rehabilitation and to comply with such conditions as may be necessary to secure the full benefits of such Federal statutes.

Section 7. Receipt and Disbursement of Vocational Rehabilitation Funds. The State Treasurer is hereby designated as the custodian of all funds received from the Federal Government for the purpose of carrying out any Federal statutes pertaining to vocational rehabilitation. The State Treasurer shall make disbursements from such funds and from all State funds available for vocational rehabilitation purposes upon certification in the manner provided in Section 4(d). All Federal grants received in adjustment of the Federal-State account may be expended in any succeeding year.

Section 8. Gifts. The Director is hereby authorized and empowered, with the approval of the State Board, to accept and use gifts made unconditionally by will or otherwise for carrying out the purposes of this Act. Gifts made under such conditions as in the judgment of the State Board are proper and consistent with the provisions of this Act may be so accepted and shall be held, invested, re-invested, and used in accordance with the conditions of the gift.

Section 9. Eligibility for Vocational Rehabilitation. Vocational rehabilitation services shall be provided to any disabled individual (1) who is a resident of the State at the time of filing his application therefor and whose vocational rehabilitation, the Director determines after full investigation, can be satisfactorily achieved, or (2) who is eligible therefor under the terms of an agreement with another State or with the Federal Government: provided, that, except as otherwise provided by law or as specified in any agreement with the Federal Government with respect to classes of individuals

certified to the State Board thereunder, the following rehabilitation services shall be provided at public cost only to disabled individuals found to require financial assistance with respect thereto:

(a) Physical restoration;
(b) Transportation other than that proficed to determine eligibility of the individual for vocational rehabilitation services and the nature and extent of the services necessary or for guidance and placement;
(c) Occupational licenses;
(d) Customary occupational tools and equipment;
(e) Maintenance;
(f) Training books and materials.

Section 10. Maintenance not assignable.
The right of disabled individuals to maintenance under this Act shall not be transferable or assignable at law or in equity.

Section 11. Hearings.
Any individual applying for or receiving vocational rehabilitation who is aggrieved by any action or inaction of the Division shall be entitled, in accordance with regulations, to a fair hearing by the State Board.

Section 12. Limitation of Political Activity.
No officer or employee engaged in the administration of the vocational rehabilitation program shall use his office authority or influence or permit the use of the vocational rehabilitation program for the purpose of interfering with an election or affecting the results thereof or for any partisan political purpose. No such officer or employee shall take active part in the mangement of political campaigns or participate in any political activity, except that he shall retain the right to vote as he may please and to express his opinion as a citizen on all subjects. No such officer or employee shall be obliged to contribute or render any service, assistance, subscription, assessment, or contribution for any political purpose. Any officer or employee violating this provision shall be subject to discharge or suspension.

Section 13. Saving Clause.
Nothing in this Act shall be construed to deprive any other state agency, department or institution of any powers, duties or responsibilities concerning vocational rehabilitation, public health or public welfare conferred upon such agency, department or institution by law.

IMPORTANT!

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