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Report of Interdepartment Committee  
on Study of Problems of and  
Services for the Blind

*Prepared in Accordance With the Provisions of  
Senate Concurrent Resolution No. 41 (1945)*

*by the*

CALIFORNIA STATE DEPARTMENTS OF  
EDUCATION, MENTAL HYGIENE, PUBLIC HEALTH,  
AND SOCIAL WELFARE



PUBLISHED BY THE  
ASSEMBLY  
OF THE STATE OF CALIFORNIA

HON. SAM L. COLLINS  
*Speaker of the Assembly*

HON. THOMAS A. MALONEY  
*Speaker pro Tempore of the Assembly*

ARTHUR A. OHNIMUS  
*Chief Clerk of the Assembly*

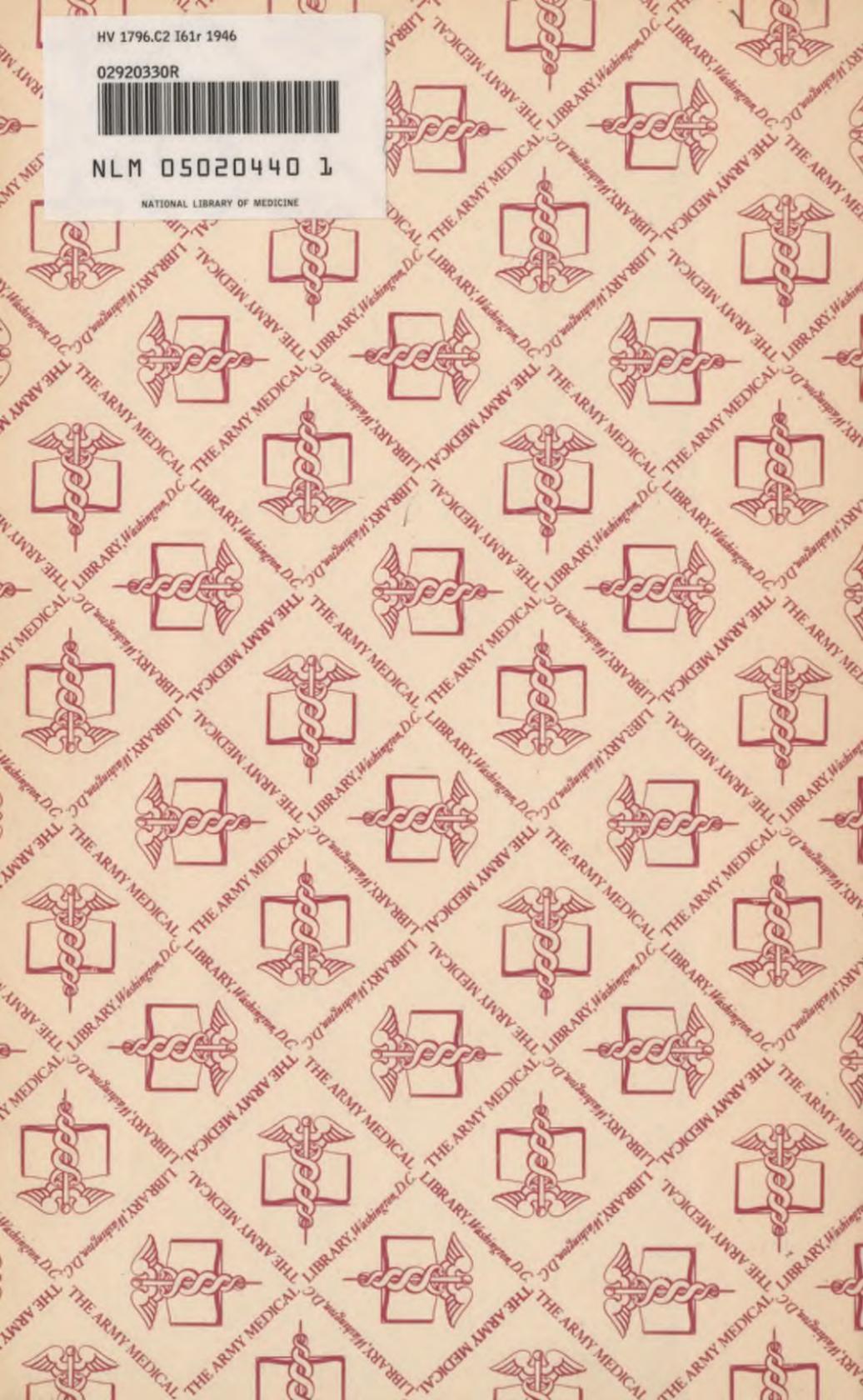
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Sacramento, December, 1946

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OF THE STATE OF CALIFORNIA

For Thomas A. Blaisdell,  
Speaker of the Assembly

For E. C. Cullen,  
Speaker of the Senate

Thomas A. Blaisdell,  
Speaker of the Assembly

1800

Sacramento, December, 1945

State of California, DEPARTMENT OF EDUCATION

SACRAMENTO, December 1, 1946

*To the Senate and Assembly of the State of California*

Gentlemen: By the provisions of Chapter 117, Statutes of 1945, the Department of Education was directed to investigate the problems of the blind residents of this State, and the Departments of Social Welfare, Institutions, Public Health and any other department of this State having functions pertaining to the welfare of the blind were to cooperate in making the investigation.

We, the Directors of the State Departments of Education, Mental Hygiene (formerly Institutions), Public Health and Social Welfare, respectfully submit the report of the Inter-Department Committee on Study of Problems Of and Services For the Blind.

We trust that this report will be of assistance to the Legislature in its deliberations as to the welfare of the blind citizens of California.

Respectfully,

ROY E. SIMPSON  
Director Department of Education

DORA SHAW HEFFNER  
Director Department Mental Hygiene

WILTON L. HALVERSON  
Director Department Public Health

C. M. WOLLENBERG  
Director Department Social Welfare

433122

161-646

State of California, Department of Education

Sacramento, December 1, 1948

To the Senate and Assembly of the State of California:

Gentlemen: By the provisions of Chapter 177, Statutes of 1948, the Department of Education was directed to investigate the problem of the blind residents of this state and the Department of Social Welfare, Department of Public Health and any other department of this State having jurisdiction pertaining to the welfare of the blind were to cooperate in making the investigation.

We, the Directors of the above Departments of Education, Social Welfare (formerly Institutions, Public Health and Social Welfare) respectfully submit the report of the Joint Department Committee on Study of Problems of and Services for the Blind.

We trust that this report will be of assistance to the Legislature in its deliberations as to the welfare of the blind citizens of California.

Respectfully,

Ray E. Garrison

Director, Department of Education

Donna Stark Harrison

Director, Department Mental Hygiene

Warren J. Harrison

Director, Department Public Health

C. M. W. Harrison

Director, Department Social Welfare

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**REPORT OF INTER-DEPARTMENT COMMITTEE ON  
STUDY OF PROMBLEMS OF AND SERVICES FOR  
THE BLIND, PER SENATE CONCURRENT  
RESOLUTION No. 41, 1945**

**INTRODUCTION**

The committee appointed to study the problem of the care, training and education of the blind in accordance with the provisions of Senate Concurrent Resolution No. 41 (1945) has endeavored to give to the project the careful attention its importance demands. The objective was to provide the State Legislature with accurate and complete data that would aid in its consideration of provisions intended to round out and improve the State's overall program for its blind citizens. The study was planned accordingly.

Special attention was given to a review of the services now provided, the adequacy of such services, and the need for additional services to meet the proposed requirements of a complete and adequate program.

The report submitted herewith is divided into two main sections. Part I (with Appendix) sets forth the findings of the committee, its conclusions and recommendations. It is self-inclusive and represents the viewpoint of the committee as a whole. Part II consists of complete reports prepared by each agency concerned. Review of these individual agency reports is recommended for detailed information concerning the services provided for the blind of the State.

The committee does not consider its task completed with the submission of this report. It is prepared to follow through as circumstances may require. Its individual members are all concerned with some phase of work for the blind, and all stand ready to carry out the wishes of the Legislature with respect to provisions for their welfare.

**COMMITTEE FOR PREPARATION OF REPORT**

**GEORGE HOGAN, Chairman  
HARRY D. HICKER  
RICHARD S. FRENCH**

REPORT OF INTER-DEPARTMENT COMMITTEE ON  
STUDY OF PROBLEMS OF AND SERVICES FOR  
THE BLIND, PER SENATE CONCURRENT  
RESOLUTION No. 41, 1947

INTRODUCTION

The committee agreed to study the problem of the care, training and education of the blind in accordance with the provisions of Senate Concurrent Resolution No. 41 (1947) has endeavored to give to the project the careful attention the importance demands. The objective was to give the State Legislatures with accurate and complete data that would aid in the consideration of provisions intended to round out and improve the State's special program for its blind citizens. The study was planned accordingly.

Special attention was given to a review of the services now provided the thousands of such persons and the need for additional services to meet the present requirements of a complete and adequate program. The report submitted herewith is divided into two main sections.

Part I (with Appendix) sets forth the findings of the committee, its conclusions and recommendations. It is self-contained and represents the viewpoint of the committee as a whole. Part II consists of complete reports prepared by each agency concerned. Review of these individual reports is recommended for detailed information concerning the services provided for the blind in the State.

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COMMITTEE FOR PREPARATION OF REPORT

George H. Jones, Chairman

Harold D. Brown

Richard S. Brown

## PART I

### Section 1—COMPOSITION AND ACTIVITIES OF THE COMMITTEE

At the invitation of Mr. George E. Hogan, acting for the Superintendent of Public Instruction, representatives of the Departments named in Senate Concurrent Resolution No. 41 met in Sacramento on November 14, 1945, and the main committee was constituted as follows:

George Hogan, Deputy Superintendent, Department of Education, Chairman  
Carl Applegate, Deputy Director, Department of Mental Hygiene, (formerly  
Department of Institutions)

Robert Dyar, M.D., Chief, Division of Preventive Medical Services, Department  
of Public Health

Richard S. French, Superintendent, State School for the Blind

Miss Mabel Gillis, State Librarian

Harry D. Hicker, Chief, Bureau of Vocational Rehabilitation

Dr. Newel Perry, Dean of Advanced Studies, State School for the Blind

Perry Sundquist, Chief, Division of the Blind, Department of Social Welfare

Subcommittees were named as follows:

General census of the blind: Mr. Sundquist

School Statistical data: Mr. Hubert Armstrong

Educational provisions: Dr. French, Dr. Perry and Miss Frances Blend

Prevention and restoration: Dr. Dyar, Mr. Sundquist and Mr. Hicker

Employment and employment census: Mr. Sundquist, Mr. Robert Campbell and  
Mr. Hicker

Preparation of report: Dr. French, Mr. Hogan and Mr. Hicker

The committee held numerous meetings to review the work of its individual members and its subcommittees, including a final meeting (following public hearings) for adoption of the completed report.

### Section 2—SCOPE OF THE STUDY

#### Classes Included

While not specifically mentioned in the resolution, it has been assumed that no report on the blind would be complete which did not bring within its purview the related groups of visually handicapped not technically blind. The two groups are defined as follows:

#### Definitions

*Blind:* The committee has adopted the definition of blindness used generally in education and social welfare as well as public health, namely, that a person shall be considered blind who has 20/200 or less visual acuity in the better eye with correction, as measured by the Snellen test, or who has such limitation of field or other defect as to render him incapable of obtaining an education or making a living with ordinary visual proficiency.

*Sight Saving Group:* A person of a visual acuity of 20/200 or over but less than 20/70 in the better eye with correction is regarded as falling in the sight saving group.

### The Problem

The general problem confronting the committee resolves itself into six major divisions, as follows:

1. To ascertain as exactly as possible the number of blind in the State in groupings of age, sex, condition, and employment.
2. To state and analyze all services currently available to the blind and estimate the adequacy of such services.
3. To determine what constitutes an adequate overall program for the blind.
4. To determine where there are currently lacking in such program certain important and worthwhile services or aids.
5. To pass on the advisability of the establishment of any general state authority over matters pertaining to the welfare of the blind, such as a Commission for the Blind.
6. To make such recommendations as may assist the Legislature to carry out its expressed desire to provide, in every way possible, for the adequate care of blind residents within the State.

### Omission of Field Study

No attempt was made to investigate by actual observation or by hearings the operation and effectiveness of the various services being provided. It is not clear that the Legislature contemplated such an investigation, and in any event it would have been impossible to carry it on without provision of expense funds and personnel. Moreover, such an investigation, if deemed advisable, should be conducted by an impartial and disinterested body and not by committee members who are personally concerned with the administration of the several agencies.

The statements herein concerning adequacy of services, therefore, represent the opinion of the committee based upon individual agency reports and general knowledge of the situation.

## Section 3—DATA AND FINDINGS

### I. NUMBER AND STATUS OF BLIND IN CALIFORNIA

#### Basis for Estimate

No complete census of the blind in California has ever been taken. The federal census of 1930 included returns for the blind but they are known to be inaccurate and misleading. The most reliable index is contained in Bulletin No. 7, 1935, of the State Department of Education entitled "A Census and Economic Survey of the Blind in California." Except for children under 16 the census was sufficiently complete and accurate to justify the assumption that there are 1.38 blind persons per 1,000 of the general population. This compares closely with estimates of 1.5 per 1,000 made through similar studies in other states.

For the estimated break-down by age groups, the proportionate ratios reported by the National Health Survey of 1940 were used.

For estimate of annual increment of new cases of blindness, the rate of 6.6 per 100,000 found by the National Health Survey was used.

#### Number of Blind Residents

Assuming a state population of 9,250,000 in 1946, and using the conservative ratio of 1.38 blind persons to 1,000 of general population,

there are in California at this time 12,800 blind persons. The estimated annual increment is 600.

#### Distribution by Age Groups

The following age grouping indicates the number considered as within the working age limits together with the number below the legal working age and the number (with many possible exceptions) considered less likely to find employment because of age.

<i>Age</i>	<i>Number</i>
Under 16 .....	700
16 to 50 .....	2,600
Over 50 .....	9,500
Total .....	12,800

#### Geographical Distribution

The distribution by county of residence is known for approximately one-half the total estimated number of blind persons in California. If the geographical distribution of the total number parallels the distribution of the 6,000 blind men and women receiving financial assistance, the following distribution is found:

<i>County</i>	<i>Number of blind persons</i>	<i>County</i>	<i>Number of blind persons</i>
Alameda .....	708	Orange .....	245
Alpine .....	10	Placer .....	30
Amador .....	16	Plumas .....	10
Butte .....	136	Riverside .....	187
Calaveras .....	18	Sacramento .....	371
Colusa .....	22	San Benito .....	8
Contra Costa .....	70	San Bernardino .....	549
Del Norte .....	30	San Diego .....	411
El Dorado .....	22	San Francisco .....	766
Fresno .....	305	San Joaquin .....	299
Glenn .....	22	San Luis Obispo .....	72
Humboldt .....	146	San Mateo .....	70
Imperial .....	74	Santa Barbara .....	102
Inyo .....	8	Santa Clara .....	378
Kern .....	245	Santa Cruz .....	108
Kings .....	80	Shasta .....	22
Lake .....	18	Sierra .....	10
Lassen .....	24	Siskiyou .....	56
Los Angeles .....	5,932	Solano .....	48
Madera .....	60	Sonoma .....	130
Marin .....	38	Stanislaus .....	144
Mariposa .....	12	Sutter .....	28
Mendocino .....	64	Tehama .....	22
Merced .....	86	Trinity .....	8
Modoc .....	20	Tulare .....	181
Mono .....	5	Tuolumne .....	12
Monterey .....	70	Ventura .....	86
Napa .....	46	Yolo .....	80
Nevada .....	40	Yuba .....	40

It will be noted from the above that 7,899 of the blind persons, or about 61.7 percent of the total, reside in Southern California counties while 4,901, or approximately 38.3 percent, reside in Northern California counties. It should be noted that an estimated 5,932, or about 45 percent, reside in Los Angeles County.

**Number in School or in Training**

State School for the Blind.....	150
Local classes for blind.....	70
Receiving home instruction.....	600
Bureau of Vocational Rehabilitation Training.....	120
<b>Total</b> .....	<b>940</b>

**Number Employed and Potentially Employable**

<i>Status</i>	<i>Number</i>
Partially self-supporting under state aid provisions	350 (approximate)
Otherwise employed or self-employed.....	700 (estimated)
Potentially employable for full self-support.....	1,000 (estimated)
Potentially employable for full or partial self-support under sheltered conditions.....	1,500 (estimated)
<b>Total</b> .....	<b>3,550</b>

**Number Receiving Public Financial Aid**

At present approximately 6,000 blind men and women are recipients of financial assistance from the federal, state and county governments.

In addition, an unknown but probably considerable number of blind persons are receiving assistance under the provisions of the old age security act.

**Number in State Institutions**

The State Department of Mental Hygiene reports that there are now in institutions operated by that department 258 blind and 302 partially blind persons, or a total of 560.

**Recapitulation and Comment**

The current status of 12,800 blind residents of California, so far as is definitely known is as follows: (The groups are not mutually exclusive)

In school or in training (other than home instruction).....	340
In state workshops .....	315
Receiving home instruction .....	600
Employed or self-employed.....	700
Recipients of state aid.....	6,000
In mental institutions.....	258

There is in addition a large group not specifically accounted for, most of whom are over 60 years of age and who are either recipients of aid to the aged or are supported by relatives or private welfare facilities. This group also includes preschool age children.

The fact that only approximately 1,000 blind persons are now employed demands earnest attention. The committee is convinced that some 2,500 more are capable of employment either for complete or partial self-support if adequate provision is made for their vocational preparation and sheltered working facilities, including home industries, are maintained for those who cannot compete in private industry.

The large number who require public financial aid (nearly half of the total) is due largely to the factors of advanced age and of additional physical, mental or emotional defects, as well as the lack of economic opportunities. It is hoped that an increased number of such opportunities will soon be made available.

## II. STATE AGENCIES SERVING THE BLIND

Three state departments render direct aid and service to the blind through agencies enumerated as follows:

### Department of Education

- State School for the Blind, Berkeley
- Bureau of Vocational Rehabilitation
- Training Center for Adult Blind, Oakland
  - (Branch Workshop, San Jose)
  - (Branch Workshop, Sacramento)
  - (Field Workers for the Blind)
- Industrial Workshop for the Blind, Los Angeles
- State Blind Shop, San Diego
- State Library, Books for the Blind Section
  - (Home Teachers)

### Department of Social Welfare

- Division for the Blind
  - (State Ophthalmologist)

### Department of Public Health

- Division of Preventive Medical Services
- Crippled Childrens' Service

A complete subreport by each of these agencies will be found in Part II. The subreports should be reviewed since they contain complete and accurate statements of the history, functions, current status and needs of the several agencies.

## III. REQUIREMENTS FOR AN ADEQUATE OVER-ALL PROGRAM OF SERVICES TO BE RENDERED

The committee has accepted the provisions and services listed below as the minimum essentials for an adequate program for the blind and partially blind. Operation of the program must include proper coordination to insure a continuous and interrelated chain of endeavor from case finding through care, cure, orientation, education, counseling, training and placement for those who can profit by such adjustment services and for the most suitable disposition of the older group and those who for other reasons need continued aid. The list of essential provisions and services follows. It is keyed to items in the next section to indicate the extent to which they are now being provided.

1. Case Finding
2. Health measures for prevention of blindness
3. Accident prevention and safety measures related to sight
4. Sight restoration or improvement
5. Conservation of vision
6. Financial aid to needy blind (public assistance)
7. General education
8. Special guidance and aid to blind college students
9. Library provisions and services
10. Instruction in Braille and other touch reading and writing systems
11. Orientation and adjustment of the newly blinded
12. Counseling, vocational, educational and social
13. Training, pre-vocational and vocational
14. Placement in industry or in sheltered employment
15. Establishment in business or profession
16. Sheltered employment, including workshops and home industries
17. Home visitation with instruction in handicrafts and homemaking
18. Centralization of orientation, counseling and training functions
19. Elimination of discrimination in employment, and preferential employment

#### IV. SERVICES CURRENTLY AVAILABLE

(With comment on adequacy of provisions)

This section is keyed with the next preceding section, item for item, to indicate to what extent present provision of services meets the proposed minimum standard of requirements for an adequate program. Needed modifications to meet the standard are included in the comment following each item.

Although the California program for the blind as a whole is nationally recognized as one of the best and most generous in the Nation, if not indeed the leading one, there are certain areas in which it can be strengthened for the further benefit of the blind, as indicated below. The services now provided are:

##### 1. Case Finding

A pamphlet issued by the Coordinating Committee on State Service for the Blind entitled "State Services for the Blind in California" is one aid to case finding used by all the agencies serving the blind. It is distributed to interested agencies and individuals. Each of the agencies also carries on its own program of public information incidental to operation.

*Comment:* Sufficient attention has not been given to this phase of the program. Planning should be undertaken to insure that every blind person in the State learns of the availability of services that may benefit him.

##### 2. Health Measures for Prevention of Blindness

This is chiefly a health and medical function. Activities in this field are conducted by the Department of Public Health through its Division of Preventive Medical Services and include administration of state laws requiring (1) silver nitrate prophylaxis for the eyes of all newborn babies, and (2) prenatal serological test for syphilis.

Regulations of the State Board of Health require the reporting of ophthalmia neonatorum, trachoma and syphilis, and provide for the proper isolation, treatment and control of these infections.

*Comment:* The measures outlined obviously greatly reduce the likelihood of blindness resulting from the conditions named. It is believed the provisions are adequate. Public education concerning the danger to vision resulting from drug, alcohol and narcotic poisoning should receive more attention.

##### 3. Accident Prevention and Safety Measures Related to Sight

Eye protection in industry is a joint responsibility involving the cooperation of management and labor as well as the State, but responsibility for administration of state safety regulations for eye protection rests with the Department of Industrial Relations. That department has the cooperation of the Bureau of Adult Health in the Department of Public Health in discovering, reporting and correcting eye hazards in industry.

*Comment:* The provisions outlined seem to be adequate. There is, however, a weakness in procedures for reporting and cross-referral. Procedures should be established for the referral of eye accident or disease cases that result in total or partial blindness to a suitable agency for educational or rehabilitation service.

##### 4. Sight Restoration or Improvement

Treatment or surgery to prevent blindness or to restore or improve vision is provided by three agencies, namely, the Department of Social

Welfare, the Bureau of Vocational Rehabilitation and the State Crippled Childrens' Service. There are clearly defined regulations and policies to determine the jurisdiction of each agency in order to prevent conflicts and overlapping, as indicated below, and to insure that all eligible persons are served.

**Department of Social Welfare:** The State Department of Social Welfare provides treatment or surgery to prevent blindness or restore the vision of persons applying for or receiving Aid to the Blind. Any person receiving assistance under either of the Aid to Blind programs may be eligible for eye care service if his eye condition is such that treatment or surgery may either restore vision or prevent further loss of sight. Any person applying for Aid to the Blind may be eligible for eye care service even though the degree of blindness does not come within the definition adopted for eligibility for Aid to the Blind, provided all other points of eligibility are established and treatment or surgery will prevent further loss of sight. The department assumes responsibility for all medical and hospital charges as well as for transportation and any required boarding home care following surgery. Eye care service is extended only to those who voluntarily request treatment and make such request in writing. The department has had the invaluable help of its Advisory Committee of Ophthalmologists in the administration of this and all other medical phases of the Aid to Blind programs.

**Bureau of Vocational Rehabilitation:** The Bureau of Vocational Rehabilitation provides eye surgery or other treatment for persons 16 years of age or over when necessary for their vocational adjustment and when employment is the ultimate goal. Eligibility is also limited to those who have no other resource for this service. The operation of the program closely parallels that of the Department of Social Welfare described above.

The Crippled Children's Service provides such medical care as necessary for physically handicapped children under age 21 who are suffering from eye conditions leading to loss of vision. Operation of the program parallels that described above.

*Comment:* Present services for sight restoration or improvement seem to be adequate and sufficiently broad in scope to insure needed treatment for all blind residents who require such service. This assumes, of course, that adequate appropriation for this purpose will continue to be made.

## 5. Conservation of Vision

**A. Lighting:** Recently, provisions for the protection and efficient use of sight have been elaborated by lighting experts and put into practice in the construction of both public and private buildings. Especially is this true in schoolhouse construction and modernization. A guide to school illumination is available from the Division of Schoolhouse Planning, Department of Education.

**B. Eye Hygiene:** Public schools, as a phase of instruction in general hygiene, call the attention of pupils to eye health and protection of the eyes by proper safety measures. Books, pamphlets and charts issued by the National Society for Prevention of Blindness are available to teachers and pupils and for home use.

C. Sightsaving classes or the use of sightsaving methods in classes are provided in approximately 10 California school districts and in the State School for the Blind. Children in sightsaving classes in the public schools are assigned to regular classes for a part of their school work and for all general and recreational activities. Special provisions are made for cleartype (large-print) books and writing materials and in most cases favorable lighting conditions are provided.

*Comment:* The provisions outlined are excellent to the extent they have been put into effect, but the sight conservation program as a whole is far from satisfactory. Older buildings are usually poorly lighted. Many schools do not conform to minimum lighting standards; in room colors as well as in amount, quality and direction of light there is great need for improvement.

Sightseeing classes are now limited to the larger school districts. The use of sightsaving methods should be standard practice in all schools attended by children with seriously defective vision. There is a dearth of cleartype books, due to the high cost of printing them.

In many schools instruction in eye health is neglected and in others is not sufficiently stressed.

The committee is conscious of the pressing need for more intensive and extensive effort on the part of the State in the fields of sight conservation and prevention of blindness. Four remedial measures are suggested as first steps in this direction. 1. Increase in amount of reimbursement of excess costs to school districts that establish special sightsaving classes. 2. Provision from state and federal sources of cleartype books and other materials needed in a school sightsaving program. 3. Preparation of public information booklets covering this field. 4. The appointment of an advisory panel of experts in the field preferably composed of ophthalmologists representing each of the State's several medical schools, a specialist in illuminating engineering, and a representative of the Department of Education.

#### 6. Financial Aid to Needy Blind (Public Assistance)

The State has two programs of financial assistance to the blind: Aid to Needy Blind, and Aid to Partially Self-supporting Blind. Both programs are administered by the county boards of supervisors through the county welfare departments. The State Department of Social Welfare, through its Division for the Blind, supervises the administration of both statutes. The state department is empowered to make rules and regulations to enforce provisions of the laws and to inquire into the management by the counties of the Aid to the Blind programs.

Both the Aid to Needy Blind and the Aid to Partially Self-supporting Blind Residents Laws define a blind person as any person who, by reason of loss or impairment of eyesight, is unable to provide himself with the necessities of life and who has not sufficient income of his own to maintain himself. The monthly grant of aid in both laws is fixed at \$60 maximum. In Aid to Needy Blind the amount is defined as that which, when added to the income of the applicant from all other sources, equals \$60 per month. On the other hand, the Aid to Partially Self-supporting Blind Residents Statute (to further its rehabilitation objective) exempts from consideration, in determining the amount of the grant, net income not exceeding \$800 a year from any source. An applicant for Aid to Partially Self-supporting Blind Residents, in addition to meeting the other eligibility requirements, must possess a reasonably adequate plan for self-support and must give some evidence of a sincere and sustained effort to effectuate the plan.

Assistance payments for Aid to Needy Blind are shared by federal, state, and county governments. The Federal Government pays one-half the grant (not counting the excess over \$45) plus \$2.50 (effective

October 1, 1946); the remainder is shared equally by the State and counties. Thus, in a maximum grant of \$60; \$25 is paid by the Federal Government while the State and County Governments each pay \$17.50. The Federal Government does not participate financially in the Aid to Partially Self-supporting Blind Residents Statute because of the exempt income provision contained in the law. The costs of this latter program are shared equally by the State and counties.

Since the Aid to Needy Blind Law was amended effective July 1, 1941, to provide for the establishment of need in excess of the statutory maximum (when the recipient had income or resources available to meet such additional need), this provision has been applied in a total of 823 cases. During the month of June, 1946, there was a total of 544 Aid to Needy Blind cases in which need in excess of \$60 a month was being currently established. Of this total number, 235 cases or approximately 45.5 percent represented need for such items as dental care, special diets, hospitalization, nursing care, and medical care; while boarding home and rest home care and housekeeping service accounted for a total of 180 cases, or approximately 33.0 percent of the total. Thus almost 80.0 percent of the cases in which excess need had been established involved medical or boarding home care and related services. The balance of the items were distributed among a large number of special needs of blind persons.

By June 30, 1946, the Aid to Partially Self-supporting Blind Residents Statute had been in operation for five years. Figures available as of June, 1946, show that 691 blind men and women were granted Aid to Partially Self-Supporting Blind Residents during the five-year period, the cases being distributed among 40 of the 58 counties of the State. Of this total number of cases under the new program of public assistance, 274 cases or approximately 39.7 percent were discontinued because of earnings. Aid was later restored in 75 instances, and other restorations may be expected in the future; nevertheless, approximately 28.8 percent of the recipients of Aid to Partially Self-supporting Blind Residents achieved full self-support during the first five years' operation of the program. Recipients of aid under the program were engaged in a wide variety of economic pursuits, some 96 different occupations or enterprises being represented.

*Comment:* The chief problem created for most men and women who lose their vision is a way to provide themselves with at least the bare necessities of life. This problem is intensified by the fact that most persons who lose their sight are already well advanced in years and blindness completely wipes out all earning capacity for the large majority. The establishment by the Legislature of California of two sound programs of financial assistance for the blind has enabled the needy blind men and women of this State to find a reasonably adequate solution to their most pressing problem.

At the present time approximately 6,000 blind men and women require and are receiving financial assistance from the county, state, and federal governments. The number receiving Aid to the Blind constitutes almost half of the total estimated blind population of the State. It can be assumed that this ratio will continue and that about half of the State's blind citizens, having little or no earning capacity or other resources, will continue to require Aid to the Blind.

The soundness of California's two programs of Aid to the Blind is attributable to several factors recognized and acted upon by this State's Legislature: The particular needs incident to blindness are being met through separate statutes which deal specifically with public assistance for this particular group of needy citizens. These statutes,

contain a specific "floor" to relief with liberal property provisions. The administration of the laws has been placed in the county boards of supervisors, with supervision by the State Department of Social Welfare. Thus the administration of Aid to the Blind has been separated from other state services provided for blind persons, serving the sound principle of functional administration and reducing to a minimum control over the individual lives of blind men and women. These several principles have proved their soundness in operation and go far toward assuring a program of public assistance for the blind that is reasonably adequate and sufficiently broad in scope to insure needed care for all blind residents of California who require financial assistance.

The excess need provision of the Aid to Needy Blind Law has been most helpful in providing a method of meeting special needs of blind persons when they are fortunate enough to possess outside income with which to meet such additional needs. It is estimated, however, that about one-third of those persons receiving Aid to Needy Blind have needs in excess of the statutory maximum, while only about one-tenth possess the means with which to meet their additional needs.

The results of the operation of the Aid to Partially Self-supporting Blind Residents Statute during the past five years provide eloquent testimony to the encouragement offered by this new program of public assistance to the blind, through the provision for exempt income. Besides the tremendous satisfaction afforded sightless men and women in becoming self-supporting and experiencing the thrill of achievement, the new statute has effected an estimated annual saving of more than \$120,000 in the expenditures of state and county funds thus far.

While it has not been possible to investigate the present living conditions of the recipients of Aid to the Blind, it is known that many needy blind persons are not able to provide themselves with adequate food, clothing, or shelter because of insufficient income. Undoubtedly, these poor living conditions are being experienced by an increasingly large number of blind persons as a result of the sharply mounting cost of even the bare necessities of life.

#### 7. General Education

The California School for the Blind has major responsibility for providing a general educational program for minor children and others "of suitable age and capacity" through the elementary and secondary grades at the residential school in Berkeley. (A complete report of the School, including history, functions, courses of study, plant status and needs will be found in Part II.) Additional provision for general education of the blind is made by local school districts.

1. Residential School. The major aims of the school are: (a) good general health; (b) general physical competence with special reference to immediate problems of personal upkeep, care of rooms and the development of "general handiness"; (c) mental development through the usual devices of public school procedure plus close correlation with dormitory life, playground activities, and supervised study; (d) the development of aesthetic and art appreciations, understandings and enjoyments; and (e) moral development and social integration with a special view to good citizenship.

In the achievement of these aims emphasis is placed on the primary tool subject and skill of *reading* and the second major tool of *hearing*. Other implementation methods are (a) educational employment of useful work including upkeep of person and environment and a contribution to maintenance of grounds and buildings; (b) integration of class work with extra-curricular activities such as membership in civic and student clubs and participation in athletic activities; (c) enrollment of advanced students in regular public high schools to insure admission to college and university; (d) the use of a triple library of braille books, ink-print books and clear-type or sightsaving books, together with a large collection of illustrative equipment and materials; and (e) a program of vocational guidance and placement.

**Course of Study.** In general the course of study follows closely the regular public school pattern. It involves: (a) physical education with the appropriate age, sex and physical condition groups; (b) the development of manual skills; (c) reading, writing, literature and composition in English through the twelfth grade; (d) foreign languages and literatures in the high school years; (e) speech correction and public speaking; (f) geography and history in close correlation; (g) social studies with stress on civic participation in class and dormitory and on the playgrounds; (h) mathematics with a stress on practical arithmetic and practical usage of elementary algebra and geometry; (i) nature study and science with the development of the general and biological sciences in the ninth and tenth grades; (j) typewriting beginning with the fifth grade and going through the high school classes with special emphasis on daily usage for class reports, letters home and similar practical purposes; and (k) music—a highly organized program in voice, violin, orchestra, piano and organ through all grades. Junior and senior choruses are organized to develop part singing and a regular orchestra is maintained for ensemble work of instruments. In addition to the voice and instrument work, courses are given in music appreciation and in harmony and counterpoint.

**Deaf-Blind.** Special provision is made for instruction of a limited number of children both deaf and blind. This is carried on under an exceptionally well qualified director.

**2. Local School Provisions.** Of the school districts of California, Los Angeles alone provides a local day school for the blind. It gives to blind children resident in Los Angeles and vicinity the advantages of a well organized school for the blind. Certain features found in residential schools are lacking, but these are largely compensated for by a system of guidance in high school courses and in the close correlation between school and home. The regular public school program of studies is followed as far as braille books and other equipment permit. The faculty are all trained teachers of the blind. Long Beach has provided regularly for a few blind students under a special teacher and other communities have from time to time made provision for one or more blind pupils in regular classes of children of normal vision.

*Comment:* 1. Residential School. The California School for the Blind is recognized as the outstanding school of its type in the Nation. Certain further needs, however, are evident: (a) Special quarters for blind-deaf children with installation of the best devices and equipment essential to the successful education of this small group. (b) A full time librarian, with teaching credentials, as a member of the faculty. (c) An augmented source of supply of sightsaving books and materials. (d) Additional space for library services. (e) Consolidation of all extra-mural activities in a division of guidance and placement with "special item" budget classification.

2. Local School provisions. The Los Angeles school for the Blind and Sight-saving has a long record of excellent work. With this and a few other exceptions, there is an entire lack of adequate provisions. The situation could be remedied in part by an increase in amount of state reimbursement of "excess costs" as an incentive to school districts to establish special classes. Establishment of special schools, however, should be approached with caution. Only when a city or large union district can provide regular skilled instruction for its blind pupils in well organized and partially segregated classes, can it do a workmanlike job. Only harm can come to the blind pupil by use of halfway measures, supplemented by easy promotion. Rigorous mental and social discipline are especially required by a boy or girl, who because of physical disability is likely to be coddled, excused from hard work and excused entirely when books and equipment, needed for a full educational program, are lacking.

3. An additional problem, educational in part, is suitable provision for the preschool blind child. The committee believes that this problem requires special study before a recommendation is made.

#### 8. Special Guidance and Aid to Blind College Students

The California School for the Blind through its Dean of Advanced Studies provides a special counseling program for graduates who may profit by university education.

The Bureau of Vocational Rehabilitation also provides a complete counseling service, together with payment of training expenses for blind college students who are preparing for professional careers.

A further provision to aid higher education is the College Readers' Fund established by legislative action with an annual allowance limited to \$300 per college student.

*Comment:* The California program of higher education of the blind is without doubt the outstanding one in the nation, or, indeed, in the world. More than 100 blind young men and women have received college degrees. Beyond that 10 have received the doctors' degree, 11 the masters' degree, and 24 others, miscellaneous higher degrees. Twelve have been elected to Phi Beta Kappa. The majority are successful and even prominent in various professional fields.

The statutory limitation of \$300 per annum per blind college student was set when the purchasing power of the dollar was at least twice as great as at present when measured in cost per hour of reading. Aid to Needy Blind and scholarship aids do not make up for this lack in reading time. A limitation of \$500 per annum would seem to be reasonable, with discretionary powers on the part of the administrator of the Fund to increase individual consignments to above \$500 in cases of special need, with the consent and approval of the Director of Education and the Department of Finance.

#### 9. Library Provisions and Services

The State Library through its Books for Blind Section makes reading matter available to the blind. Loans from its large collection of books in Braille and Moon type are sent free to blind borrowers through the mail according to Federal regulations.

The library also provides on loan talking book machines and talking books (specially prepared and long-playing phonographic records).

The State School for the Blind also maintains library facilities, having a very fine collection of Braille books, talking books and equipment for the tactual education of the blind, together with a less adequate collection of cleartype books.

*Comment:* The State Library collection of books for the blind is the largest in the country and its number of blind readers is exceeded only by that of the New York City Library. This phase of service is obviously adequate.

There is a lamentable lack of cleartype books. This situation should be remedied, and the State School for the Blind should be made a center of distribution of such books to the elementary and secondary schools of the State.

#### 10. Instruction in Braille and Other Touch Reading and Writing Systems

The State Library employs two home teachers who instruct blind persons in Braille and other touch systems of reading and in Braille writing. The instruction is given in the home of the person being taught, in the Training Center and workshops for the blind, and by correspondence.

*Comment:* The provisions for home teachers of Braille is inadequate, there being only two to serve the entire state. The number should be increased, and it is the opinion of the Committee that this service of home instruction for the blind should be closely coordinated with that of the field workers for the blind whose functions are outlined on page 23. Placing the two groups in one administrative unit, preferably under immediate direction of the Division of Special Schools and Special Services, would accomplish this.

### 11. Orientation and Adjustment of the Newly Blinded

Too little attention has been given to this vitally important and essential phase of service to the blind. It is true that the State and local schools for the blind, the home teachers and field workers for the blind, the Training Center and workshops for the blind, the Bureau of Vocational Rehabilitation and county social workers have all aided in the adjustment process for the blind individuals with whom they have come in contact, and in many instances their efforts have been skillfully and successfully applied. However, there has been little or no training to prepare their workers for this purpose and there has been no organized service or even an emphasis on the importance of such service.

*Comment:* The committee is convinced that orientation of the newly blinded should be stressed as an essential service; that all workers with the blind be trained in this field; and that special provision be made for orientation courses as outlined below under item No. 18.

### 12. Counseling—Vocational, Educational and Social

The State School for the Blind has an excellent guidance program for its students, covering all phases of the service. The Bureau of Vocational Rehabilitation employs expert vocational counselors (Rehabilitation Officers for the Blind) who are themselves blind. The Training Center for Adult Blind, the workshops for the Blind, home teachers and field workers also give some attention to this phase of service.

*Comment:* Adequate counseling service is now available to individual blind persons who contact the agencies that can best provide this service. There is great need, however, for a counseling center where facilities for try-out in various fields will be available, as well as provision for a longer period of observation by several counselors rather than one. This will be discussed further under item No. 18 below.

### 13. Training, Pre-vocational and Vocational

The state residential and the local schools and classes for the blind provide pre-vocational training for students, and the Bureau of Vocational Rehabilitation provides such training, if needed, for adults.

The Bureau of Vocational Rehabilitation is, however, primarily concerned with vocational training which it provides for all blind persons who may be made employable for complete or partial self-support. A wide range of courses covers every type of work preparation found to be feasible for the blind.

Training for workshop employment is provided by the Training Center and the workshops for the blind. Field workers for the blind teach homemaking and handicrafts.

*Comment:* All phases of training would be facilitated by the establishment and development of an adequate training program at one or more centers with special instruction and equipment not otherwise readily available. This will be discussed further under item No. 18 below.

Training which leads to complete or even partial self-support should be facilitated in every way since it obviously benefits the State as well as the blind persons who are rehabilitated.

### 14. Placement in Industry or in Sheltered Employment

The Bureau of Vocational Rehabilitation employs a staff of rehabilitation officers for the blind who are themselves blind and whose ability to personally demonstrate to employers the ability of the blind to perform varied types of work has been a substantial aid in placement. The present number, five, will be increased next year to nine. Other bureau staff mem-

bers also aid in placement. Applicants who cannot compete in private industry are referred to the Training Center and workshops for the blind for sheltered employment. Others are assisted in establishing themselves in business or professions for which they are prepared. Placement of the blind in agriculture and other rural pursuits has been given almost no attention as yet, although it offers excellent opportunities.

The State School for the Blind employs a field officer whose chief duty is to consult with graduates and former students of the School in all matters of occupations and employment, secure jobs for them when and where possible and advise those placed in industry or otherwise in all problems arising in their occupations. This field officer must further explore placement possibilities and advise with pupils in the school as to their possible future occupations either in classes or individually. Further, the school has a standing committee on guidance and placement which with the cooperation of the Bureau of Vocational Rehabilitation and other agencies is developing a long-range plan of training and guidance to fit our young blind for active and useful places in the social-economic life of the state and nation.

*Comment:* Employer prejudice against hiring the blind is still strong and the task of placement is most difficult. Nevertheless, good progress has been made in demonstrating to employers the work capacity of the blind, particularly during the war period when their services were in demand. The program of employer and public education concerning the blind is being continued with good results. The possibility of placement in agriculture and other rural pursuits should be developed. This will serve to retain in their own communities many who now seek urban employment or sheltered employment in workshops, and will provide opportunity for others who are now unemployed because of lack of local opportunity.

The present service of placement seems adequate for the present, assuming continuance of adequate appropriations to maintain the gains that have been made. Further impetus to selective placement will result from the establishment of a "rehabilitation center" for the blind as outlined below under item No. 18.

#### 15. Establishment in Business or Profession

Many blind persons are already self-employed and many more can be thus provided for if more facilities are made available. The Bureau of Vocational Rehabilitation assists by providing necessary equipment and tools of the trade for those vocationally prepared for a business undertaking, by advisement and supervision, and by providing courses in business management. The training center and workshops for the blind assist by providing materials for small shops established by blind individuals, but under restricting limitations. The Bureau of Vocational Rehabilitation assists its professional graduates to establish themselves in practice.

**Vending Stands for the Blind.** The vending stand program administered by the Bureau of Vocational Rehabilitation is operating most successfully although as yet on only a comparatively small scale. Stands are established in federal buildings under federal legislation and in state, county and municipal buildings under state legislation of 1945 (A. B. No. 607). The program is being developed as rapidly as funds for establishment of stands become available from unofficial sources. There is no state appropriation for this purpose, and the use of federal-state rehabilitation funds otherwise available is deemed inadvisable since acceptance is conditioned upon rigid federal regulations that would necessitate the substitution of a "management-control" system for the "independent operator" system now in effect, and which is much to be preferred.

*Comment:* To enable more blind persons to work in their own small independent shops, provision should be made to provide them with materials and supplies at wholesale prices through the Training Center and workshops for the blind. This provision, supplementing the provision of equipment and tools by the Bureau of Vocational Rehabilitation, would lead to the self-employment of many, with consequent benefit to the State as well as to the individuals concerned.

The vending stand program is one of the best and most feasible methods of bringing economic independence to a large group of blind persons. A reasonable appropriation to implement the provisions of A. B. No. 607 (1945) would relieve blind stand operators of the burden of contributing to the expense of conducting the program and would also probably permit the substitution of a modified plan which would make available federal-state funds for expanding the program.

#### 16. Sheltered Employment Including Workshops and Home Industries

Employment for approximately 315 blind men and women is provided by the manufacturing and sales sections of the Training Center for Adult Blind, Oakland; the Industrial Workshop for the Blind, Los Angeles; and the State Blind Shop, San Diego. The shops are under separate management, but the overall program is coordinated within the Department of Education. The manufactured products are disposed of through a salesroom at the Training Center, and through the employment of blind salesmen on a commission basis. Preferential purchase by state, county and municipal agencies provides a further market.

Branches of the Training Center (Oakland) are operated in Sacramento and San Jose under the direction of Field Workers. Their functions are manufacture of saleable products and also teaching of handicrafts.

Some blind persons work in their own homes after being taught some productive type of work. They are aided by being furnished materials (although under limitations) and by marketing their products. This service is rendered by the field workers for the blind under the present direction of the Oakland Training Center.

*Comment:* The state workshops for the blind have an excellent record of performance, and their usefulness in providing sheltered employment to those who cannot compete in industry is beyond question. A needed step in their development is administrative reorganization that will centralize general direction of all three centers in the Division of Special Schools and Special Services of the Department of Education with the common designation of Training Centers for Blind rather than workshops. Expansion of the manufacturing program should take the form of establishment of additional branch shops to decentralize the work and make it available throughout the State. Branches should be directed by trained shop foremen rather than by field workers.

For reorganization and future operation of the Training Center and workshops the committee has accepted and makes an integral part of this report the statement issued November 7, 1945, by the Department of Education and entitled "Services for the Blind—Department Policies and Proposed Activities." Copy will be found in Appendix B, page 32. It should be read in full. Principles included emphasize orientation and training functions, nonsegregation of the blind, limitation of tenure in workshops for all who may find outside employment and special effort to utilize each individual's abilities to the best possible advantage.

The home industry program should be expanded and facilitated by providing materials to home workers at wholesale prices.

Provision should be made for lunchroom and recreational facilities in the workshops.

#### 17. Home Visitation with Instruction in Handicrafts and Homemaking

The Training Center for Adult Blind through a staff of field workers provides a service of instruction for the blind in their homes and at a few centers such as the branch workshops in Sacramento and San Jose.

Handicraft is taught as well as homemaking and household activities for housewives. Orientation or adjustment to the condition of blindness is another function of these workers, including adjustment in family relations. For the most part the persons aided by this group are elderly, but a few of younger age are included.

*Comment:* There is not a sufficient number of field workers to provide adequate service of this type, and lack of travel funds still further limits their effectiveness. The committee further believes that jurisdiction of the field workers should be placed directly under the Division of Special Schools and Special Services since statewide coverage is not consistent with the limited jurisdiction of the Oakland Center. A further step in the way of improved administration would be to place under single direction the two groups, namely, Field Workers and Home Teachers of Braille. The result sought is a sufficiently large group of "home teachers" of the blind sufficiently well trained to bring useful and recreational work to all blind residents classed as unemployable. The committee further believes that qualified blind persons to the extent of at least 50 percent of the total should be employed for this phase of service, if available.

#### 18. Centralization of Orientation, Counseling and Training Functions

The committee endorses the proposal of the Department of Education to institute a definite centralized training program for the blind and accepts as an integral part of this report the "Outline of Training Program for Training Centers for the Blind" issued by the Department October 1, 1946. Copy will be found in Appendix C. This should be carefully read.

The outline provides for a section made up of three units, namely, orientation, prevocational training and vocational training. Provision for counseling as a phase of the work of each unit would be provided by the Bureau of Vocational Rehabilitation. Orientation would include (1) development of memory and personality, obstacle awareness, auditory acuteness and manual dexterity; (2) personal factors such as health hygiene, clothing care, toiletry, room care, eating habits, etc.; and (3) travel aids for indoor, urban and rural travel. Prevocational training would include try-outs in various industrial, commercial and other types of work as well as needed academic instruction in suitable subjects. Vocational training would include many phases of commercial, industrial and arts and crafts instruction.

At Oakland the present residential facilities could be utilized as dormitories for out-of-town students during their limited term, as well as for residence of shop workers.

*Comment:* The proposed centralized program will be highly effective in many ways. It amounts to a "rehabilitation center" for the blind. Its training units can also serve as a vocational department for the residential and local schools for the blind. As a counseling pool it provides the best possible means of guiding each blind person into the field of endeavor for which he or she is best suited. It would afford for the Bureau of Vocational Rehabilitation specialized training facilities for its blind trainees that are not otherwise readily available.

Eventually one or more such "rehabilitation centers" should be established entirely separate and apart from the workshops for the blind. As a matter of expediency, however, it seems advisable to use for this purpose immediately available quarters at the Oakland Training Center and the Los Angeles Industrial Workshop. However, physical separation from the manufacturing sections of these institutions to the greatest extent possible should be the rule, in order to minimize exposure of the younger student group to the influence of some of the older shop workers who have acquired a "defeatist" attitude that might prove harmful. The need of residence or dormitory facilities for out-of-town students is an added reason for gradual elimination of the custodial feature of the Training Center at Oakland.

### 19. Elimination of Discrimination in Employment, and Preferential Employment

The State Legislature has been most progressive in enacting measures to enlarge the employment opportunities of the blind. A notable example is Government Code Section 19701, quoted as follows: "Blindness. A person shall not be discriminated against under this part because of total or partial blindness unless normal eyesight is absolutely indispensable to do the physical acts to be performed." Other provisions are: Welfare and Institutions Code, Section 3302.5, relating to managers of industrial workshops for the blind provides that "blind persons qualifying for such positions shall not be discriminated against for appointment on account of blindness." Education Code Section 20924 establishing the position of Field Officer, State School for the Blind, provides: "Blindness shall not be grounds to disqualify a person for this position." Education Code Section 12104 provides: "No person otherwise qualified shall be denied the right to receive credentials from the State Board of Education on the grounds that he is totally or partially blind."

Preferential employment of the blind is mandatory in a few instances. The Welfare and Institutions Code, Section 3302.3, provides: "Whenever additional \* \* \* employees become necessary in order to provide greater facilities for the employment of more blind persons in the industrial workshops \* \* \* 50 percent or more of such additional employees shall be competent blind persons \* \* \*."

Preferential employment, although not mandatory, is accepted practice for some state positions including rehabilitation officers for the blind, field officer, State School for Blind, teachers of Braille, and a proportion of field workers for the blind.

Several counties and cities have recognized the abilities of the blind by appointing them to positions as social welfare workers.

*Comment:* The provisions noted above are excellent, but broader measures should be adopted. Discrimination is still being practiced. A glaring example of such discrimination was the action of the State Board of Chiropractic Examiners in adopting in 1944 a regulation barring from examination blind and other disabled persons. In spite of a subsequent ruling by the Attorney General to the effect that the board had exceeded its authority in making such a regulation, it was continued in effect and is still being enforced. That there is no valid justification for such discrimination is indicated by ample evidence of the unqualified success of a considerable number of blind persons in the practice of chiropractic over a period of many years.

Another instance of discrimination was the recent action of the Los Angeles City Board of Education in refusing to consider the application of a blind person, otherwise well qualified and the holder of a valid credential, for a teaching position in a junior college.

It is the considered opinion of your committee that appropriate measures should be taken by the Legislature and by other public authorities, to prohibit action by examining boards that would bar blind persons from examinations for positions for which they may otherwise be qualified, whether for the practice of a vocation or profession or for appointment to public positions.

## V. ORGANIZATION AND COORDINATION OF THE OVER-ALL PROGRAM

### Coordinating Committee on State Services for the Blind

The coordination of the over-all program for the blind has been at least partially effected through a nonofficial Coordinating Committee on State Services for the Blind. All agencies concerned have united volun-

tarily in this Coordinating Committee and have worked coherently and harmoniously over a period of years. Work for the blind has progressed rapidly within the same period of years in California either because of or coincidentally with the existence of this committee.

#### **Planning in Department of Education**

The action of the Legislature in 1945 (S. B. No. 527) in transferring to the Department of Education the Industrial Home and workshops for the blind further simplified the matter of organization and coordination, since most of the services for the blind are now consolidated within that department. A special committee of the department has explored possibilities and needs and has projected a tentative program, pending certain authorized reorganizations in the department. The special committee consists of the Deputy Superintendent of Public Instruction; Chief, Bureau of Trade and Industrial Education; and Chief, Bureau of Vocational Rehabilitation. Measures and appointments of administrative personnel for the effective carrying out of the functions of the department with respect to the adult blind population are now well advanced. The appointment of the Chief of the Division of Special Schools and Special Services should and will consolidate all assigned functions in one division and under one administrative head. There is, however, need for a special consultant in the education of the blind to cover all adult education problems and functions.

#### **Status of Other Departments Concerned**

There remains the problem, if it be one, of the proper place in the over-all program of the services provided by other departments and their coordination. Your committee is convinced that there should be no attempt at further consolidation.

Prevention of blindness is properly placed in the Department of Public Health. No other agency is prepared to take over the medical phases of this function and none can render the expert service which has become traditional in this department, although other departments should, of course, continue to make the prevention program a prime function in their respective areas.

Accident prevention is a proper function of the Department of Industrial Relations. This department has organized and made effective adequate measures for eye protection in industry and transportation. Any transfer of this function to another agency is unnecessary and could only cause confusion.

The Department of Social Welfare is the proper agency for the administration of state aid. It has the organization and personnel for proper investigation of cases, with the help of local authorities. There is no overlapping of functions of any of the departments concerned and any necessary coordination can be readily arranged.

#### **Proposal for Complete Consolidation**

The above discussion clearly indicates the committee's opinion on the query posed in Senate Concurrent Resolution No. 41 as to whether "it may be deemed desirable for the Legislature to establish an agency of State Government to supervise and perform all functions of this State pertaining to its blind citizens." The functions of prevention of blindness, accident prevention and administration of state aid provisions

should continue to be performed by the department now having respective jurisdiction.

As to the second query in this connection, namely, as to whether "it may be desirable for the Legislature to establish an agency or board to supervise and control the various training centers, shops, vocational rehabilitation, and resident homes for the blind," this has already in effect been accomplished by the enactment of Senate Bill No. 527, 1945.

## VI. STATE LEADERSHIP AND BENEFITS OF A LIBERAL PROGRAM

A liberal program for the blind commends itself to all true Americans first because it has become an integral part of our "way of life" and second because the example of goodwill and human solidarity is necessary in a world more and more committed to crass materialism. The blind represent the finest human values in the highest degree and their physical disability presents an irresistible appeal.

It is further obvious that encouragement and liberal financial support of sight restoration, education, training, rehabilitation, and sheltered employment services for the blind accrue to the financial benefit of the State. Every blind person rehabilitated through these services becomes a community asset instead of a liability, since his public support at far greater expense is no longer required. The benefits to the individual himself in becoming economically independent need no comment.

Because of the human appeal incident to blindness, its exploitation by selfish persons and groups for their own aggrandisement or profit, it behoves the State to assume leadership and to carry most of the expense imposed by the physical condition of its blind citizens. The State should welcome all local governmental efforts and the services of responsible and intelligent private citizens and organizations, unselfishly directed to the education and general welfare of the blind and partially blind population.

### Section 4—CONCLUSIONS

After thorough deliberation over the period of a year, the Committee has arrived at the following conclusions:

1. There is no need for establishing by law a special commission or other agency of State Government to supervise and perform all functions pertaining to blind citizens. All valid functions of such a commission are already established or in process of elaboration and properly assigned.

With the pending reorganization of the Department of Education most state functions pertaining to the blind are provided for within the department and can be properly and effectively organized and administered under its Division of Special Schools and Special Services. The remaining state functions of prevention and aid are effectively assigned and carried out.

2. Coordination of the over-all program has remediable defects. However, coordination of the various services within the Department of Education is rapidly assuming a satisfactory and effective status.

Coordination among the several departments concerned has been accomplished for the past nine or ten years through the work of the Coordinating Committee on State Services for the Blind.

3. The pending reorganization of the Department of Education as planned will result in more effective administration of all services for the blind carried on by that Department.

With minor exceptions noted in the body of this report, present services for the blind are being effectively carried out.

5. The projected program of orientation and training in one or more centers fills an urgent need and should be established and effectively carried out. The plan outlined in Appendix C is sound in principle as the initial effort in this direction.

6. Teacher training facilities for teachers of and workers with the blind are inadequate and suitable provision acceptable to the Department of Education should be made to remedy this defect.

7. The need for residential or dormitory facilities for students and workers at the Oakland Training Center is more pressing than the need for continuance of the outmoded custodial feature for the care of elderly blind persons at that institution. Discontinuance of custodial care can be effected gradually and without detriment to present inmates.

8. The functions of the State Board of Education in relationship to the Department of Education make unnecessary the continuance of the Board of Directors of the Training Center at Oakland. Also, confusion would result from lay advisory service to one of three coordinate units whose policies and practices must be uniform.

9. There is definite need for further provisions to prevent discrimination against employment of qualified blind persons in public positions and to prohibit official examining boards from discriminatory action tending to bar the blind from the practice of suitable professions and vocations.

10. The State Legislature has shown both understanding and generosity in dealing with the needs and problems of the blind. Hence their general condition and outlook in California is unsurpassed in any state or nation.

### Section 5—RECOMMENDATIONS

The committee respectfully recommends that legislation be enacted, either by way of amendment to Senate Bill No. 527 (1945) or otherwise, to effect the following provisions:

1. Extend the designation "Training Center for Adult Blind" to the workshops at Los Angeles and San Diego.

2. Provide for the operation of all Training Centers and workshops under single management or direction.

3. Provide and make appropriation for orientation and training facilities in two or more centers.

4. Provide for additional branch workshops, those in Northern California to be under the jurisdiction of the Oakland Center and those in Southern California to be under the Los Angeles Center.

5. Transfer jurisdiction of Field Workers for the Blind and of Home Teachers of Braille to the central office of the Division of Special Schools and Special Services in the Department of Education.

6. Limit the residential provision of the Oakland Training Center to the use of trainees and workshop employees, but with further provision that discontinuance of the custodial feature shall be gradual and not to the detriment of any present inmate.

7. Discontinue the Board of Directors of the Oakland Training Center as incompatible with the general organization pattern of the Department of Education.

8. Authorize Training Centers and workshops to furnish materials to blind workers operating small business enterprises or working in their own homes, at cost prices.

9. Provide for lunch room and recreational facilities in the workshops.

The committee further recommends enactment of the following additional legislation:

10. Implementation of Chapter 524, Statutes of 1945 (A.B. 607) by appropriating funds for the establishment of vending stands and for expense of operation of the program including supervision.

11. Provision for a Consultant in Education of the Adult Blind in the Division of Special Schools and Services, Department of Education.

12. To provide for a supplemental per diem travel allowance for blind state workers for the blind, as partial compensation for guide service.

13. Amend the provision for readers' fund (Education Code, Section 16091) to raise the maximum allowance per blind student per annum from \$300 to at least \$500.

14. To amend Education Code, Section 20973, to enable the California School for the Blind to extend its function of training social workers to include the training of teachers, either independently or in cooperation with the University of California or San Francisco State College.

15. To authorize increased "excess cost" reimbursement to local school districts to cover the greatly increased cost of education of physically handicapped children, including the visually handicapped.

16. To provide that boards of examiners authorized to issue licenses or certification for practice of a profession or vocation be prohibited from making blindness a cause for disqualification in the case of blind persons otherwise qualified.

17. To authorize and make provision for the cost of the printing of this report as a significant document covering not only the current status of the blind in California but also the history of state services for the blind from their inception.

Resolutions recommended by the committee for the furtherance of suggested federal legislation are as follows:

1. To memorialize the Federal Congress to subsidize the printing of large type books for distribution to sightsaving classes on the same basis as the supply of Braille books to schools and classes for the blind.

2. To memorialize the Federal Congress to amend Title X of the Social Security Act as follows, in order that maximum federal financial aid for the State's programs of public assistance be secured: (1) To provide for a generous exempt income provision in approved state plans for Aid to the Blind; (2) To either raise or abolish the "ceiling" on the monthly amount of Aid to the Blind which will be participated in by the Federal Government; (3) To provide that each state shall have the exclusive right to adopt its own interpretation of the phrases "needy individuals who are blind" and "blind individuals who are needy" as used in Title X of the Social Security Act; and (4) To provide that each state in determining need as provided for under Title X of the Social Security Act shall have the sole authority to determine how much other income and resources an applicant for or a recipient of Aid to the Blind may possess in order to be eligible for such aid, over and above any minimum amount of exempt income which may be provided for in the Social Security Act itself.

The committee also wishes to call to the attention of the Legislature, for possible consideration or for study, the following matters concerning which the committee is not prepared to make definite recommendation:

1. The advisability of making provision for special care of aged and infirm blind persons who do not come within the purview of existing agencies and services.

2. The desirability of providing additional funds, appropriated to the proper departments, for extending the work of prevention of blindness.

3. The possibility of aiding local school districts by supplying large print books and other sight-saving materials, on loan, through a central state agency.

4. The possibility of supplying limited editions of state-printed books in 12- to 24-point type.

5. The feasibility of making provision to meet the additional needs of those recipients of Aid to Needy Blind who may have needs in excess of those provided for by the statutory maximum.

6. Determination of the adequacy of the monthly grant of \$60 in Aid to Needy Blind and Aid to Partially Self-Supporting Blind residents under existing living conditions.

7. The advisability of establishing one or more "rehabilitation centers" for orientation, prevocational and vocational training purposes, entirely separate, both as to location and direction, from the present workshops for the blind.

## APPENDIX A

## SENATE CONCURRENT RESOLUTION No. 41

Adopted in Senate April 27, 1945

Adopted in Assembly June 12, 1945

*Senate Concurrent Resolution No. 41—Relating to the problem of the care, training and education of the blind*

WHEREAS, It is the desire of the Legislature to provide, in every way possible, for the care of blind residents within the State of California, through the means of aid to the needy blind, aid to the partially self-supporting blind, the vocational rehabilitation of the blind, the providing of education and training for the blind in occupations which will tend to make them self-supporting citizens, and to provide books and periodicals for the blind and instruction in reading the same; and

WHEREAS, In making provision for aid to the blind, the care, training, education and services for the blind, it may be deemed desirable for the Legislature to establish an agency of State Government to supervise and perform all functions of this State pertaining to its blind citizens; or it may be desirable for the Legislature to establish an agency or board to supervise and control the various training centers, shops, vocational rehabilitation, and resident homes for the blind; and

WHEREAS, It is necessary in making such provision for the blind that the Legislature be fully informed on the problems relating to the services now provided for the blind citizens of this State as well as any further services which might be required for the care and advancement of the blind citizens of this State; now, therefore, be it

*Resolved by the Senate of the State of California, the Assembly thereof concurring,* That the Department of Education is hereby requested and directed to investigate the problem of the blind residents of this State, having particular reference to the services performed by the blind by the various agencies of this State, the number of blind persons in the State of California requiring aid, as well as the number who may be benefited by vocational training or employment in workshops or other manufacturing establishments so as to provide for this class of citizens the greatest possible amount of security; and, be it further

*Resolved,* That the Departments of Social Welfare, Institutions, Public Health and any other department of this State having functions pertaining to the welfare of the blind, cooperate in making the investigation, and that each department be given full access to the findings of the other, and that each department report to the Fifty-seventh Session of the Legislature the result of its investigation and make recommendations as to the need, education, care and rehabilitation of such blind citizens, together with recommendations for the coordination of the work for the blind performed by the State of California; and be it further

*Resolved,* That the Secretary of the Senate shall transmit copies of this resolution to the Governor, to the Department of Education, to the Department of Social Welfare, to the Department of Institutions, to the Department of Public Health and to the State Library, and to any other state agency authorized by law to perform service for blind citizens of this State.

## APPENDIX B

## CALIFORNIA STATE DEPARTMENT OF EDUCATION

SACRAMENTO, November 7, 1945

## SERVICES FOR THE BLIND

## Department Policies and Proposed Activities

## Administration

Responsibility for administration of the department's program for the blind has been assigned to Mr. George Hogan, Deputy Superintendent. Mr. Sam L. Fick, Chief of the Bureau of Trade and Industrial Education, has been assigned to establish and direct the training features of the program, and Mr. H. D. Hicker, Chief of the Bureau of Vocational Rehabilitation has been given responsibility for rehabilitation factors. Their activities will be closely coordinated to insure effective integration of the various functions involved.

## Policies

1. Insofar as the law permits, the Oakland, Los Angeles and San Diego units shall be merged for administrative purposes and operation under the direction of the deputy superintendent, subject to reassignment of direction of the program in accordance with proposed department reorganization.

2. Although the designation "Training Center for Adult Blind" applies legally at this time only to the Oakland unit, the implication of change in function to include the factor of training for self-support shall be extended to the Los Angeles and San Diego units as well.

3. Since the effectiveness of a training program depends upon sound guidance for the selection of a suitable employment objective and also for the development of social and personal factors, the term "training" shall be interpreted as including counseling.

4. The outstanding success of the manufacturing departments under the present managers indicates the desirability of continuing present manufacturing methods, except as the addition of new functions makes modification necessary. New phases of the overall program shall be introduced conservatively and developed only as rapidly as success on an experimental basis may justify, and with minimum disturbance of the present program.

5. The general policies governing the program shall be those set forth in the leaflet, "Workshops for the Blind—Purpose and Principles," published by the National Industries for the Blind. The more significant statements are quoted as follows:

(a) "The purpose of the workshop for the blind is to provide a training and work center where some newly blinded persons, blind persons of limited employability, and blind persons with other handicaps in addition to blindness may be given proper vocational instruction and employment in the workshop, with the goal of outside placement,

however, wherever possible. The value of providing regular work for the blind goes far beyond the monetary consideration, although that is an important part of any worthwhile regular employment.

(b) "The tenure of the individual in the workshop should be determined in relation to his rehabilitation and not his usefulness to the production goal. This does not need to prevent good production planning or meeting delivery schedules as the turnover of blind workmen can usually be anticipated.

"It should be kept in mind that it is as wrong to take out of the workshop a blind client who belongs there, as it is to keep one in the shop when such a person can be placed advantageously outside in competition with the sighted.

"We are not fulfilling our obligation to the blind if we fail to keep working toward the goal of outside placement wherever possible. The attitude of the workshop management regarding a positive policy toward placement is most important.

(c) "The workshop, the stand program and the placement of the blind in business and industry should be looked upon not as separate and distinct departments, but rather each as a part of a sound program of vocational rehabilitation. There is opportunity today to do a service for the blind that heretofore was not possible."

6. There shall be established in the Oakland and Los Angeles centers a training program with (1) a conditioning or orientation section; (2) a prevocational training section, and (3) a vocational training section.

7. The orientation section is intended to aid young blind persons to acquire sound work habits and to serve as an introduction to counseling and training procedures, if such introduction is needed in any particular case. More important, this section will provide preliminary service to the newly blinded to aid in their adjustment to the condition of blindness, such as caring for their personal needs, getting about unaided, and the like. Instruction in Braille, typing, the use and care of customary tools (saw, hammer, pliers, screw driver, etc.) as well as in handicrafts (leather work, metal work, basketry, ceramics, etc.) should be provided as prevocational training or work therapy.

8. The training sections should provide as wide a range of offerings as possible along trade and industrial lines. Clients who are found to have aptitude and capacity for business or professional fields should be referred to the Bureau of Vocational Rehabilitation for training and placement. The training program should include instruction not only for the trades followed in the operation of the manufacturing section, but also suitable trades in private industry for which there is employment opportunity. The manufacturing section should be used for try-out purposes, for work therapy, for on-the-job training, and for development of work experience in connection with the training program as needed.

9. The manufacturing feature of the program should be as diversified as may be consistent with good business policies in order to provide work to fit the varied aptitudes, skills and interests of the clients as well as to provide opportunity for try-out in a variety of occupations.

10. The manufacturing section should be developed as needed to provide work opportunity for the maximum number of blind persons whose work limitations preclude placement in private industry.

11. As an aid to broadening the range of production to include desirable articles the manufacture of which may require sight for some minor process, other handicapped persons may be employed as provided by law. They should not, however, be assigned to any work that the blind can do satisfactorily, since the program is essentially one for the blind.

12. The overall program shall be coordinated with the programs of the State School for the Blind, the Division of Aid for the Blind, Department of Social Welfare, and the Bureau of Vocational Rehabilitation.

13. An agreement shall be entered into with the Bureau of Vocational Rehabilitation in accordance with the general terms of the "Joint Statement of Principles with respect to the Vocational Rehabilitation of Blind Persons by the National Industries for the Blind and the Office of Vocational Rehabilitation, Federal Security Agency." (Under such agreement the bureau may provide counseling, placement, physical restoration, specialized training and other services to workshop clients, and may pay the workshops for adjustment service for newly blinded, work therapy and training provided its clients.)

14. A reasonable differential in pay should be made for workers who are granted the use of the residence facilities of the Training Center, in order that their net income may not greatly exceed that of nonresident workers who must maintain themselves.

15. The sales section of each center shall be utilized as a sales outlet for the products of the other units as well as for its own products. Provision shall be made for the establishment of salesrooms and the appointment of sales representatives in the larger communities throughout the State as may be practical.

16. Branch shops similar to those in Sacramento and San Jose shall be established in other centers as need therefor is indicated and as facilities permit.

17. Effort shall be made to assist blind workers to establish themselves in business in their own communities, if there is indication that such ventures will be successful. The purpose of this provision is to facilitate turnover in the workshops to provide work opportunity for others, as well as to aid the workers themselves in adjustment to normal living.

18. A policy of nonsegregation of the blind, to the maximum extent possible, as indicated by provisions for placement in industry and for self-employment, is deemed desirable for their best interests.

#### Summary

By way of summary, the aim of the program shall be to provide a service of conditioning, work therapy, counseling, vocational training, placement, establishment in business and sheltered employment if and as needed, to the end that the maximum number of feasible blind persons in the State shall be individually fitted for the place in life most suitable to their respective aptitudes, skills and interests; such services to be provided either directly or in cooperation with other agencies.

## APPENDIX C

OUTLINE OF TRAINING PROGRAM FOR TRAINING  
CENTERS FOR ADULT BLIND

October 1, 1946

**Location**

Training programs will first be established in the Oakland and Los Angeles Centers, to serve all clients in Northern and Southern California respectively. Satisfactory quarters are, or soon will be available. If it is found later that there is need for additional training facilities, a third program will be set up in the San Diego Center.

**Number of Potential Trainees**

The Committee for Study of the Blind per S.C.R. 41 estimates that there are approximately 1,000 blind persons in California who may be made employable through training and other adjustment services.

An additional 1,500 are probably capable of training for complete or partial self-support in sheltered employment workshops or work in their own homes.

This would indicate a possible total of 2,500 persons eligible for training opportunity.

**Capacity of Training Section**

A modest beginning is deemed advisable with provision for expansion on the basis of experience and demonstrated need. Instructors and equipment are recommended to take care of 50 students at one time in each Center.

**Administration and Organization**

Under the general direction of the Superintendent of the Training Center, a Head Instructor will be responsible for operation of the Training Section.

The section will consist of three units, namely, Orientation, Pre-vocational Training, and Vocational Training. They will be closely integrated and coordinated to provide continuous inter-related and complete service for each student. Counseling service (provided by the State Rehabilitation service in cooperation with instructors) will be made an integral phase of the entire program.

The accompanying chart will indicate training functions of the various units.

**Instructional Staff**

Required for the training section of each center are:

- 1 Shop Instructor (wood and metal)
- 1 Commercial Instructor (teach academic subjects also)
- 1 Arts and Crafts Instructor

One of these will be designated as head instructor in charge of the section.

One will be made responsible for the orientation phases of the program.

Foremen and instructors in the Manufacturing Section may be called upon to aid in instruction in the Training Section, as needed.

Field workers for the Blind may be called upon to aid in the orientation phase of the program.

Home Teachers of Braille (in State Library) may be called upon to aid in teaching Braille reading and writing.

Counselors as needed will be provided by the Bureau of Vocational Rehabilitation.

#### Eligibility for Training

Any blind resident of the State 18 years of age or over who needs and can profit by the services available, is eligible. Priority will be given to those seeking vocational preparation for employment in industry or in sheltered workshops.

Partially blind clients of the Bureau of Vocational Rehabilitation may be admitted upon payment by the Bureau of tuition fees as may be agreed upon.

Blind residents of other states may be admitted upon payment of such fees as may be prescribed, and provided their admission would not be to the detriment of California applicants and trainees.

#### Operation of the Program

Counseling will be stressed as a continuous process from initial interview with applicant through placement and follow-up for adjustment. (Use of B.V.R. counselors will necessitate B.V.R. registration of cases, but this need involve no complications.)

All applicants for admission to workshops as well as all applicants for training will be interviewed and counseled.

A plan will be prepared in each case, indicating proposed steps of the adjustment process.

Normally, each trainee will go through the three phases of the program, namely, orientation, prevocational training and vocational training. Exceptions may be made as follows:

1. Initial counseling may indicate that the client is already well oriented and has skills that make him directly employable. If so, he may be referred to B. V. R. for placement, or assigned to the manufacturing section of the center if that is his wish and to his best interests.

2. Counseling may indicate capacity and the desire of the client for professional or semiprofessional work, or for specialized training not provided by the center. Referral to B. V. R. should be made in such cases.

The prevocational training unit is intended to provide opportunity for try-out in varied types of work, as an aid to counseling, as well as for preliminary training. Concurrently, each client should be encouraged to take the academic offerings as needed.

Counseling including try-outs will determine the type of vocational training to be taken. If not available at the center, referral will be made to B. V. R. Training at the center will in most cases be supplemented

by employment training provided by B. V. R. leading directly to placement. B. V. R. will follow through and report back to the training center the disposition of each case.

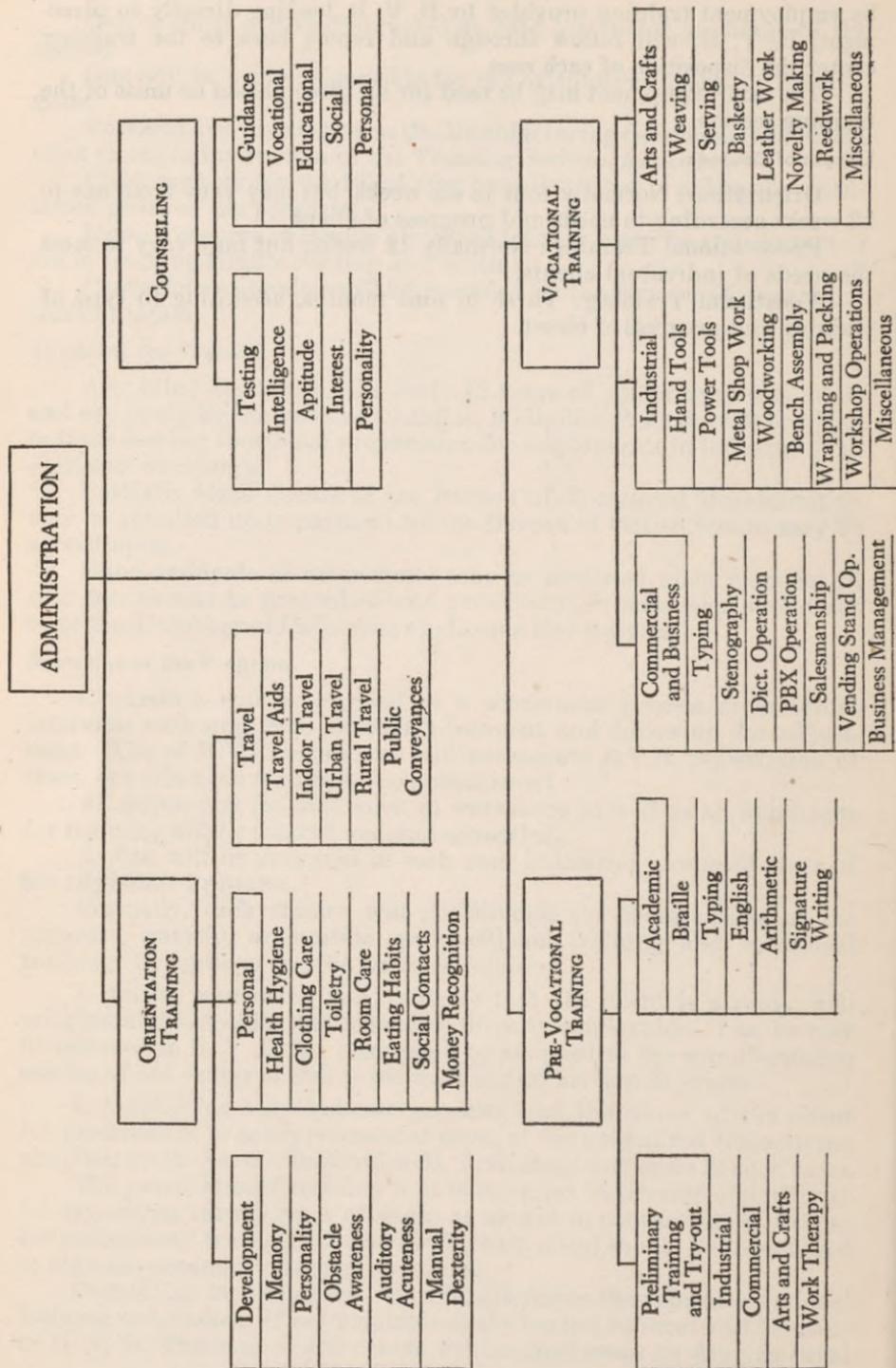
The same equipment may be used for all three phases or units of the training section.

**Length of Courses**

**Orientation :** Normally four to six weeks, but may vary from one to 12 weeks according to needs and progress of client.

**Prevocational Training :** Normally 12 weeks, but may vary to meet the needs of individual clients.

**Vocational Training :** Three to nine months, according to type of training and progress of client.



State of California  
Department of Social Welfare  
FINANCIAL ASSISTANCE FOR THE BLIND  
IN CALIFORNIA

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PART II

Complete Reports of Each of the Following Agencies:

- Department of Social Welfare
  - California School for the Blind
  - Bureau of Vocational Rehabilitation
  - State Library
  - Department of Mental Hygiene  
(formerly Institutions)
  - Department of Public Health
- 
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PART II

Complete Reports of each of the Following Agencies

ADMINISTRATIVE

Department of Social Welfare  
California School for the Blind  
Bureau of Vocational Rehabilitation  
State Library

Department of Mental Hygiene  
(formerly Institutions)  
Department of Public Health

Department of Education  
Public Health Program  
California State  
Public Health  
State Library  
State Department of Social Welfare  
State Department of Public Health  
State Department of Mental Hygiene  
State Department of Education

Department of Public Health  
Department of Mental Hygiene  
Department of Education  
Department of Social Welfare  
State Library  
State Department of Public Health  
State Department of Mental Hygiene  
State Department of Education

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Department of Education

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Department of Public Health  
Department of Mental Hygiene  
State Library  
State Department of Education

**State of California**  
**Department of Social Welfare**

**FINANCIAL ASSISTANCE FOR THE BLIND**  
**IN CALIFORNIA**

**A REPORT ON THE ADMINISTRATION OF THE AID TO BLIND**  
**PROGRAMS UP TO JUNE 30, 1946**

Prepared by Division for the Blind

**Introduction**

The 1945 California State Legislature adopted Senate Concurrent Resolution No. 41 requesting and directing the State Department of Social Welfare to cooperate with the State Department of Education and other departments of the State, having functions pertaining to the welfare of the blind, in investigating and making recommendations to the Fifty-seventh Session of the Legislature as to the need, education, care and rehabilitation of this State's blind citizens, together with recommendations for the coordination of the work for the blind performed by the State of California. The Legislature also directed the State Department of Social Welfare to report to the Fifty-seventh Session of the Legislature.

In accordance with the provisions of Senate Concurrent Resolution No. 41, the State Department of Social Welfare has cooperated fully with other departments of the State in making an investigation and a combined report consisting of a summary of the services of the various agencies concerned, together with findings, conclusions, and recommendations. In addition, this Department submits the following separate report giving detailed information concerning the administration of aid to blind persons through the 58 county welfare departments and the State Department of Social Welfare.

**Present Provisions**

The State of California has two programs of financial assistance for the blind: Aid to Needy Blind (Chapter 1, Part 1, Division 5, of the Welfare and Institutions Code), and Aid to Partially Self-Supporting Blind Residents (Chapter 3, Part 1, Division 5, Welfare and Institutions Code).

The Aid to Needy Blind law provides for the granting of aid (cash grants) to persons who because of loss or impairment of eyesight are unable to provide themselves with the necessities of life, and who meet the eligibility requirements set forth in the statute. This program is financed by the federal, state, and county governments. The Aid to Partially Self-Supporting Blind Residents law provides for the granting of aid (cash grants) to blind residents of this State who meet the eligibility requirements set forth in this statute whereby they may be encouraged to take advantage of and to enlarge their economic opportunities, to the end that they may render themselves independent of public assistance and become entirely self-supporting. This program is financed by the State and County governments. The Federal Government does not participate financially in the Aid to Partially Self-Supporting Blind Resi-

dents Statute because of the exempt income provision contained in that law. Both of these programs of financial assistance for the blind are administered by the county boards of supervisors through California's fifty-eight county welfare departments. The State Department of Social Welfare, through its Division for the Blind, supervises the administration of both statutes by the counties. The State Department of Social Welfare is empowered to make rules and regulations (binding upon the counties) to enforce the provisions of the laws and to inquire into the management by any county of Aid to the Blind under these two programs.

To be eligible for aid under either statute, a blind person must be at least 16 years of age and must not be an inmate of any institution supported in whole or in part by the State or any of its political subdivisions; neither may he solicit alms. An applicant for Aid to Partially Self-Supporting Blind Residents, in addition to meeting the other eligibility requirements, must possess a reasonably adequate plan for self-support and must give some assurance of having put forth a sincere and sustained effort in attempting to effectuate the plan. No period of State residence is required for those who lost their sight while living in California, but for those who lost their sight while living elsewhere a period of at least five out of the last nine years residence in California is required for Aid to Needy Blind while 10 years of continuous state residence immediately preceding the application is required for Aid to Partially Self-Supporting Blind Residents. Both laws name the spouse, parent, and adult child as responsible relatives and authorize the county to take recovery action against such relatives if pecuniarily able to contribute to the support of the recipient. However, the granting of aid is not contingent upon the taking of such recovery action or of recovery. The Aid to Needy Blind law permits the possession of \$3,000 in real and/or personal property, assessed valuation less encumbrances, but not more than \$600 of this amount may be in cash, securities, or cash surrender value of insurance, unless the person has entered upon a program designed to render him self-supporting. The Aid to Partially Self-Supporting Blind Residents statute permits the possession of real and/or personal property of an assessed value, less encumbrances, of \$3,000.

The monthly grant of aid in both the Aid to Needy Blind and Aid to Partially Self-Supporting Blind Residents laws is fixed at \$60 maximum (effective September 15, 1945). In Aid to Needy Blind the amount is that which, when added to the income of the applicant from all other sources, equals \$60 per month. However, under this statute, casual income and inconsequential resources are excepted from consideration in determining the grant. Provision is also made under this law whereby, if it is found that the actual need of an applicant exceeds \$60 a month, aid may be granted in an amount which when added to his income from all other sources, equals his actual needs. On the other hand, the Aid to Partially Self-Supporting Blind Residents Statute (to further its broad rehabilitation objectives) exempts from all consideration in determining the amount of the grant, income of the combined total value not exceeding \$800 a year from all sources including labor or services, and the amount of the grant is \$60 a month.

As of June 30, 1946, there were 5,575 individuals receiving Aid to Needy Blind, the average monthly grant being \$57.84. For this same date there were 329 individuals receiving Aid to Partially Self-Supporting

Blind Residents, the average grant being \$59.84. During the month of June, 1946, a total expenditure for Aid to Needy Blind in federal, state, and county funds amounted to \$322,435.08; while the total expenditure for Aid to Partially Self-Supporting Blind Residents for the same month amounted to \$19,688 in state and county funds. (More detailed information concerning distribution of recipients and expenditures is contained in attachment No. 1.)

#### Objectives of Financial Assistance for the Blind

Financial assistance, often called public assistance, may be defined as financial aid provided by law to persons whose eligibility for aid is determined according to provisions of law. Modern public assistance for the blind implies assistance that is adequate to enable a person to maintain a decent standard of living which conserves self-respect and actually helps the individual to assume self-maintenance, whenever possible. The recipient under a modern public assistance program is not a pauper nor beholden to any person. He is dependent for his support solely upon the terms of the law. He receives a known monthly sum of money in advance and he spends it as he sees fit. He is permitted to possess a certain amount of property and income so that his personal integrity as a human being is not only maintained, but he is also given an opportunity to achieve independence.

A really adequate plan of public assistance for the blind is one in which blind persons are helped in meeting their major needs—economic, health, and social-psychological. Only when those major needs are met is a blind man free to experience that thrill of adventure without which life itself is apt to become a mere passive existence. With that freedom for adventure, be he young or old, the blind man or woman becomes a dynamic human being and life is full and abundant for him. Much of the tragedy of blindness is thus removed. This modern kind of public assistance for the blind not only gives help—but hope.

#### Historical Background

The English poor relief system, transplanted to America by the Colonists, was based on the Elizabethan Poor Laws enacted in 1572 and 1601. These old Poor Laws were enacted and administered with two objects in view: The prevention of actual starvation, and a "grim intent to deter vagabondage and dependency through punitive measures." The latter of the two objects was stressed by the overseers of the poor, the theory being that if relief were made sufficiently disagreeable to the recipient, he would, somehow, cease to remain a public charge. The many shameful devices used in caring for the poor led Blackstone, in his celebrated Commentaries, to speak about the "miserable shifts and lame expedients" used in caring for disadvantaged persons. The blind were, of course, part of "the poor."

The breakup of the old poor laws was gradually brought about by the withdrawal of various groups of persons from the category of "the poor" and the establishment of a series of public assistance programs enacted to provide more adequate care to these groups of individuals, such as dependent children, the aged, and the blind. Thus the rise of special categories of aid was attributable directly to the revulsion of the general public against the harshness of the old poor laws.

As early as 1830 Indiana enacted a measure "to provide for the support of the indigent blind of this State." Four other states—Ohio, Illinois, Massachusetts and Wisconsin—passed similar laws between 1830 and 1909. Six more states entered this field of legislation by 1920, and eleven additional states by 1930. By 1935, when the Social Security Act became law, some 27 states already had enacted special programs of public assistance for their needy blind residents. Today almost all states have such programs.

This cursory glance at the history of public assistance for the blind indicates that the problem of making special economic provisions, of one kind or another, for sightless persons was recognized, if not adequately solved, by many preceding generations. But it remained for the State of California to raise public assistance for the blind to perhaps the highest level which has yet been attained—a level which provides not only for the mere relief of poverty but which permits the individual to develop his potentialities toward the end of living a reasonably satisfying life.

In 1919 the California Legislature enacted Chapter 144, Statutes of 1919, which measure empowered the counties to grant aid to needy blind persons in an amount not to exceed \$150 per year (amended in 1921 to \$180 per year). Since this act was optional or permissive only and did not provide for any state financial participation, it was inadequate both from the point of view of the number of blind persons afforded assistance and also the amount of the grant. In fact, as late as 1928, after nine years of operation of the statute, only 735 needy blind persons were receiving assistance under its provisions in but eight counties of the State.

Realizing that only partial financial assistance was being afforded to a small portion of California's needy blind population, and knowing only too well the complete financial dependence of most of the State's blind youths and adults on the bounty of relatives (who themselves were often impecunious), interested individuals and groups sponsored an initiative measure in 1928 which would, if approved by the electorate, amend Article IV, Section 22 of the State Constitution by giving the Legislature "the power to grant aid to needy blind persons not inmates of any institutions supported in whole or in part by the State or any of its political subdivisions." On November 6, 1928, this amendment to the Constitution was approved by the people of California by an overwhelming popular vote of almost five to one.

In 1929 the California Legislature, clothed with this constitutional authority, enacted Chapter 529, Laws of 1929, which was a comprehensive statute granting financial assistance to needy blind persons on a state-wide basis with financial responsibility shared equally by the State and counties. Since July, 1936, the Federal Government has participated in the financing of California's Aid to Needy Blind program under the provisions of Title X of the Social Security Act. The purposes of the 1929 act were specifically enumerated in the statute—"to relieve blind persons from the distress of poverty, to enlarge the economic opportunities of the blind and to stimulate the blind to greater efforts in striving to render themselves self-supporting."

All of the provisions of the original act of 1929, and of the many liberalizing amendments subsequently made thereto, were designed to effectuate the three-fold purpose quoted above. In order to achieve the

extensive rehabilitative objectives which it wished to see accomplished by means of the measure, the Legislature set up in the act itself standards which defined just what constituted "need" and just who were "needy blind persons." These definitions were such as to insure the extension of the provisions to all who needed their protection and to provide an adequate amount of financial assistance to each needy blind person. The act provided an "initial zone" of security in the form of exempt income and property and, later, a "floor" to relief. These two features of the statute combined to make of it one of the most complete and nearly ideal public assistance laws on the statute books of any commonwealth.

In 1941 the Aid to Needy Blind Law was amended to bring it into conformity with recent amendments to Title X of the Federal Social Security Act. These amendments required the consideration of all income and resources (except casual income and inconsequential resources) in determining the amount of the grant. However, the amendments to the California law also provided that any income which the recipient might possess could be used to the extent necessary to meet his actual need if such need was established to be in excess of the grant.

The 1941 Legislature also enacted a second category of public assistance for the blind—the Aid to Partially Self-Supporting Blind Residents Statute. California's program for Aid to Partially Self-Supporting Blind Residents became effective July 1, 1941. This second public assistance program, which is distinct from the older category of Aid to Needy Blind, resulted from recognition of the fact that maintenance alone is not sufficient for those blind persons who have a desire to achieve self-support—that, in addition to providing for the physical necessities of life, these people need encouragement to utilize their productive capacities. When it became necessary to amend the California law to conform to the amendments to Title X of the Social Security Act by deleting the exempt income provision, a way was sought whereby those blind persons with the capacity for becoming wholly or partially self-supporting might be encouraged and assisted in working toward that goal. The result was the creation by the Legislature of a program for Aid to Partially Self-Supporting Blind Residents, with its exempt income provisions, to be financed entirely from state and county funds. To receive aid under this law, an applicant must have a plan for achieving self-support which he is attempting to carry out through a sincere and sustained effort. The intent of the applicant as well as his ability are taken into consideration together with the possibility of his achieving ultimate success on a reasonable level. The possession of income is not a criterion for the determination of eligibility for Aid to Partially Self-Supporting Blind Residents. While the receipt of income, in the form of wages or salary, may well indicate that an individual does possess a feasible plan for self-support, many acceptable plans for eventual self-maintenance do not result in actual income for a considerable time, such as attendance at a university or trade school in preparation for a profession or trade.

## AID TO NEEDY BLIND

### Purpose

On May 28, 1929, the first California plan providing state aid for needy blind persons was approved by the Governor and became operative on August 14, 1929. The act was designated (1) to relieve needy blind persons, having little or no earning capacity, from the distress of poverty, and (2) to encourage blind men and women by providing regular financial support to strive to enlarge their economic opportunities and achieve self-support. Prior to the enactment of the Aid to Needy Blind Law, a great many sightless persons were entirely dependent upon the precarious bounty of relatives for even the bare necessities of life. Such relatives were often in straitened financial circumstances themselves.

### Trends

While the Aid to Needy Blind Act has been amended at almost every session of the Legislature since its original passage in 1929, there are five major amendments which should be noted and which have occurred during the 17 years of its existence. In 1936 the California plan for Aid to the Blind was accepted by the Social Security Board for financial participation under Title X of the Social Security Act, and residence thereby was reduced from 10 years to the present five out of the last nine years for those persons who became blind while not residents of California. In 1937 an amendment to the California law abolished the budgetary deficiency method of computing the amount of aid to be received by a blind person and instead a flat grant of \$50 a month (less certain income) was written into the law. In 1941 the law was amended in two significant ways; first, all income and resources (other than casual income and inconsequential resources) was required to be taken into consideration in determining the amount of the grant; and, secondly, provision was made for the establishment of need in excess of the basic grant of \$50 in certain cases where "outside" income was available to meet the additional need. Finally, in 1945 the Aid to Needy Blind law was amended by increasing the monthly grant from \$50 to \$60.

During the few months of 1929 when the Aid to Needy Blind Act was first operative, only a few blind persons in all received this type of public assistance. As a matter of fact, in October of 1929 there was a total of 65 approved cases. In October, 1930, there were 1,017 persons receiving an average monthly grant of \$30.32. By October of 1933 the caseload had increased to 2,247 with an average grant of \$33.80. By October of 1936, 4,418 individuals received an average grant of \$34.94. In October of 1939, 6,718 persons received an average grant of \$48.12. In October, 1944, there was a total of 5,505 blind persons receiving this type of assistance. In October, 1945, there was a total of 5,079 with an average monthly grant of \$57.82 (the marked increase in the average monthly grant was due to the 1945 amendment to the Aid to Needy Blind law which increased the basic grant from \$50 a month to \$60 a month, effective September 15, 1945.) In June, 1946, there was a total of 5,575 blind persons receiving Aid to Needy Blind and the average monthly amount of the grant was \$57.84.

The largest number of recipients of Aid to Needy Blind for any month since the program began was 7,314, this peak having been reached in November, 1940. From that time to October, 1945—a period of five full

years—the caseload steadily decreased, month by month. This noticeable downward trend was due to several factors. During the five years of the marked decrease the number of cases accepted for Aid to Needy Blind each month was only about one half of that previously accepted, due in part, at least, to the fact that applications were being taken under the Old Age Security Act in many instances where persons were eligible for either type of aid, since the amount of the monthly grant was the same in both programs from 1943 to 1945. The fact that discontinuances rather consistently exceeded new applications accepted from November of 1940 to October of 1945 may possibly be ascribed to the assumption that by November, 1940, most of the needy blind persons in the State at the time who were eligible for and desirous of receiving public assistance had been placed on the rolls, and the subsequent decline was brought about in part by a more or less constant number of discontinuances due to death, earnings, ability of responsible relatives to support, etc. It is also worthy of note that a relatively large percent of discontinuances was attributable, directly or indirectly, to generally improved economic conditions experienced during the war years. In this connection, it might be interesting to state that, as a result of a study completed for the fiscal year ending June 30, 1946, it was found that approximately 53 percent of all discontinuances occurring in Aid to Needy Blind was due to death; 17 percent to admission to county hospitals or public homes; 8 percent due to present vision exceeding standard for blindness; more than 6 percent to excess property; almost 4 percent to relatives able to support; more than 3 percent to transfer to Aid to Partially Self-Supporting Blind Residents; about 2 percent because of earnings; and less than 1 percent due to transfer to Old Age Security. The balance was due to a variety of reasons, the number for each being very small.

The trend in the size of the caseload was completely reversed beginning with the month of October, 1945. At that time there were 5,079 persons receiving Aid to Needy Blind while in June of 1946, there were 5,575 receiving this type of assistance. This increase in the caseload was probably due to several factors—one such factor is the less favorable economic situation and another is that Aid to Needy Blind once more offered a larger grant than Old Age Security. Preliminary estimates indicate that it can be expected that the number of Aid to Needy Blind recipients will continue to gradually increase so that by June of 1949, the close of the next biennium, a caseload of approximately 8,000 may be expected. To summarize, it is noted that from 1929, the year in which Aid to Needy Blind started, to November of 1940, there was a gradual increase year by year until the peak caseload of 7,314 was reached. For the five-year period ending September, 1945, there was a gradual decrease to 5,079. Beginning with October, 1945, there has been a gradual increase which can be expected to continue for at least the next three or four years with the caseload estimated to reach approximately 8,000 by June of 1949.

While the average monthly amount of Aid to Needy Blind granted by the State of California is considerably higher than that received by needy blind persons for the Nation as a whole, statistics prepared by the State Department of Social Welfare showing the length of California residence at the time individuals applied for Aid to the Blind indicate that probably no substantial number come to California for the purpose of establishing residence and thus securing the relatively larger amount

of Aid to Needy Blind paid in this State. Approximately 92 percent of those accepted for Aid to Needy Blind during the fiscal year ending June 30, 1946, had more than the minimum five years required residence in California at the time of application, and slightly less than 4 percent had less than five years residence (which indicates that this latter group of persons became blind while residents of this state). Only about four percent of the total, or 42 individuals out of the yearly intake of 965 persons had exactly five years residence at the time of application for aid.

#### Excess Need

Under the amendment to the Aid to Needy Blind law effective July 1, 1941, which provided for the establishment of need in excess of the statutory maximum (when income or resources were available to meet such additional need), this provision had been applied in a total of 823 cases from 1941 to 1946. During the month of June, 1946, there was a total of 544 cases in which excess need was being currently allowed, distributed among the following types of special need:

<i>Items of excess need</i>	<i>Number of recipients</i>	<i>Average amount of excess need per case</i>
Adequate housing -----	7	\$27 87
Boarding home care -----	36	24 01
Chiropractic treatments -----	3	13 33
Dental care -----	12	15 35
Excess utilities -----	5	3 08
Excess clothing, etc. -----	4	8 27
Guide dog -----	16	12 64
Guide service -----	3	21 94
Hearing aid -----	3	9 69
Home repairs -----	15	6 76
Hospital care -----	2	10 13
Housekeeper -----	58	22 04
Laundry and cleaning -----	14	6 06
Meals in restaurants -----	7	12 59
Medical care—Medicine -----	176	12 94
Nursing care -----	24	32 26
Nursing—Rest Homes -----	86	23 50
Personal care -----	13	12 55
Reader -----	2	11 13
School Fees -----	3	43 38
Special diet -----	15	9 46
Telephone -----	32	4 57
Transportation -----	8	5 23

Of the total number of cases in which need in excess of the basic continuing needs was being allowed during the month of June, 1946, a total of 235 cases or approximately 43.5 percent represented need for such related items of medical care as dental care, special diets, hospitalization, nursing care, and medical care itself; while boarding home and rest home care and housekeeping service accounted for a total of 180 cases or approximately 33 percent. In other words, it is significant to note that more than three-fourths of the cases in which excess need has been established for needy blind persons are in the areas of medical care and boarding home care or its equivalent in housekeeping service of one kind or another. The balance of the items are distributed among a large number of different types of need of blind persons. Of the 544 cases in which

excess need was established in the month of June, 1946, the average amount of excess need per case was \$16.31, and the total amount involved was \$8,873.86—met by resources or income possessed by the recipients of Aid to Needy Blind.

Thus it can readily be seen that the excess need provision in the Aid to Needy Blind law is a real boon, providing a method of meeting special needs of blind persons when those blind persons are fortunate enough to possess "outside" income or resources. However, probably not more than one-third of those blind persons having special needs also possess income with which to meet them. It is estimated that approximately 20 percent of the total number of persons receiving Aid to Needy Blind received less than the full grant because of the possession of income or resources (in addition to those for whom excess need is allowed). This means that a total of around 1,600 persons have income or resources, constituting 30 percent of the total Aid to Needy Blind caseload. Since excess needs were established for about one-third of those recipients fortunate enough to possess income with which to pay the costs of such needs, it would seem to follow that about one-third of the total number of recipients of Aid to Needy Blind, or about 1,850 persons, probably have needs in excess of the grant even though less than 600 of them possess "outside" income with which to meet their total need.

#### Social Characteristics

The requirements for receiving Aid to Needy Blind as to age, property, degree of visual handicap, etc., suggest what, in general, might be expected to be the broad social characteristics of the caseload. The following data on this subject was derived from the case records of 6,853 out of the 7,248 persons receiving Aid to Needy Blind in August of 1940, and indicate more definitely the social composition of the caseload. There is no reason to believe that any substantial change in the composition of the current caseload can be expected. While undoubtedly a very large proportion of the State's blind population are included in the caseload, it cannot be assumed that statements regarding the characteristics of recipients of Aid to the Blind necessarily apply with equal force to the total blind population of California.

Of special interest is the age and sex composition of the caseload. A majority of the persons receiving aid were well beyond middle age. Of the group age 20 and over (persons under 16 are ineligible) nearly 80 percent were aged 50 and over while more than half were 65 years of age and over. By comparison, only 33 percent of the State's general population aged 20 and over were aged 50 and over and only 11 percent were 65 years of age and over in 1940. Not only were the Aid to Needy Blind recipients predominantly aged, but a majority had become blind in the later years of life. About 57 percent had become blind at age 50 or later and 29 percent had become blind at age 65 or later. This is in line with what is generally known regarding the hazards of blindness in old age. Although the rate of incidence of blindness resulting in dependency increases substantially from childhood and youth to middle age, as exposure to certain types of accidents and infections becomes more frequent, the rate assumes phenomenal proportions in old age, due, apparently to the greater susceptibility of aged people to such causes of blindness as



cataracts and glaucoma. There has undoubtedly been a notable decline during recent decades in the incidence of blindness at birth and in the early years of life. This improvement might well be expected to have the effect of materially reducing the blind population and the number of blind persons seeking public assistance. However, considering the well established relationship between advanced age and the probability of blindness, along with the continuously increasing proportion of the general population who are in the more advanced ages, it seems more likely that the number of blind persons seeking public assistance will materially increase the present caseload for some years to come, particularly so since the State's general population is growing rapidly.

There were considerably more men than women in all except the oldest age groups of the Aid to Needy Blind caseload. A similar predominance of males is observed when the cases are distributed by age at onset of blindness. The sex ratios on either basis are, in some instances, nearly twice as high as those for the corresponding age groups in the general population. The very high sex ratios in the middle years of life are probably due in large part to the more frequent exposure of males at this period of life to certain types of accidents and infections. The predominance of women in the older age groups is similar to that observed in the general population, and reflects the differential survival rate for the two sexes.

Blindness, especially if occurring in the early years of life, seems to be a serious obstacle to marriage, for the proportion of the blind recipients who have never married is greater for both sexes, and at all ages, than the proportion in corresponding groups of the general population. The disparity on this score, however, tends to narrow in the older age groups, due to the fact that the latter consists mainly of persons who became blind after the "normal" ages for marriage.

Nearly half the recipients of Aid to the Blind possessed no useful vision; that is, they had no light perception or were sensitive to light only. About 39 percent had visual acuity of 20/400 (i.e., they were able to see at 20 feet what a visually normal person can see at 400 feet). These, together with the number having no useful vision, made a total of 85.1 percent possessing very little, if any, useful vision. Less than 13 percent of the caseload had visual acuity of 20/200 to 20/300, and therefore possessed some slight useful vision. In general, central visual acuity of 20/200 or less in the better eye, with correcting glasses is considered economic blindness. About 2 percent of the recipients had a visual acuity of better than 20/200. These persons possessed a field defect so marked as to qualify them for assistance in spite of their greater central visual acuity. Their loss of peripheral field creates a definite personal hazard.

The racial composition of the Aid to Needy Blind caseload does not differ markedly from that of the State's general population except as regards Negroes. The latter constituted about 6 percent of the Aid to Needy Blind caseload but only about 1.4 percent of the 1930 general population. The proportion of persons reported as Mexican in the caseload was slightly under 6 percent as compared with 6½ percent so reported in the general population census for 1930. About 9 percent of the recipients were aliens. This is practically identical with the proportion of aliens in the 1930 general population. However, the proportion of aliens in the adult general population would be somewhat higher.

About twice as large a proportion of the Aid to Needy Blind recipients were born outside of California as was true of the State's general population. This comparison is not entirely valid, however, since the general population includes many persons in the younger age groups not represented in the caseload. These would naturally have much larger proportions born in California than would the older age groups. While 47 percent of the State's 1930 general population were born in the United States outside California, 62 percent of the Aid to Needy Blind recipients were born in the United States outside California. The California population born in the southern regions of the United States furnish more than their "quota." The reasons for these disparities are not readily apparent from the data available. Of the 1930 general population 19 percent were foreign born, whereas 23 percent of the Aid to Needy Blind caseload were foreign born. When the foreign born in the caseload and in the general population are compared by country of birth no very significant differences are apparent. More than half of the recipients (55 percent) had been residents of California for 20 years or more at the time of acceptance of aid; 29 percent had been residents for less than 15 years, and only 12 percent for less than 10 years. Urban areas of the State contributed somewhat more than their "quota" to the Aid to Needy Blind caseload.

Other social and economic characteristics of interest are living arrangements, employment, previous sources of support, and sources of income concurrent with Aid to Needy Blind. Somewhat surprisingly it was found that about one-fourth of the men and one-fifth of the women were living alone at the time of approval for aid. Almost none of these were under 25 years of age; the largest proportions were in the groups aged 45 and over. About 60 percent of both sexes were living with relatives (spouse and/or other relatives). Only about 10 percent of the men and 3½ percent of the women were gainfully employed at the time their applications for aid were being investigated, whereas 69 percent of the men and 24 percent of the women in the 1940 general population aged 14 and over were gainfully employed. The proportion of the blind recipients gainfully employed ranged from 4 percent in the 65 and over age group to 21 percent in the 25-29 age group for men and from 2 percent in the 65 and over age group to 9 percent in the 30-34 year age group for women. (None of the men aged 16-19 and none of the women aged 16-24 were gainfully employed.) About 30 percent of the men and 35 percent of the women had some income other than their grant at the time aid was approved. Relatives or friends, earnings and real property were the main sources of income. About 19 percent of the men and 28 percent of the women had income from relatives or friends. The proportions having income from this source were largest in the 16-24 age group, amounting to 35 percent for men and 37 percent for women. About 5½ percent of the men and 2¼ percent of the women had earnings. This proportion ran as high as 15 percent at age 25-29 for men and nearly 8 percent at age 30-34 for women. About 3 percent of the men and 4¼ percent of the women had income from real property. Most of these people were in the 45 and over age groups. Analysis of the recipients' chief sources of support during the five years prior to acceptance for Aid to Needy Blind, showed that earnings or own resources, relief and relatives were the most frequent sources; 44 percent of the men had some support from

earnings or own resources, 41 percent from relief, and 30 percent from relatives. Of the women, 42 percent had some support from relatives, 35 percent from relief, and 29 percent from earnings or own resources. About one-third of the recipients had been receiving Aid to the Blind for five years or more, and about 10 percent had been on aid for 10 years.

It seems particularly significant that so many of the blind aid recipients were aged persons who had become blind relatively late in life and who had been largely dependent upon relatives and/or relief for some time before approval for Aid to Needy Blind. The prevalence of the double handicap of advanced age and blindness creates special problems for this group of disadvantaged persons since their needs obviously are greater than the needs of most other groups.

## QUALIFICATIONS FOR AID TO NEEDY BLIND

### Blindness

Each person who makes application will be examined by an eye specialist to determine whether his degree of blindness comes within the definition of blindness adopted for use in California. The cost of the eye examination is paid by the county. A list of physicians, skilled in diseases of the eye, is available in each county welfare department.

### Age

A person must be at least 16 years of age.

### Residence

a. A person who became blind *while not a resident* of California must reside in this State and have so resided continuously for at least one year immediately preceding the date of his application for aid and for a total of five years within the nine years immediately preceding the date of application.

b. A person who became blind *while a resident* of California must reside in this State. While no specific length of prior residence is required, such a person must present evidence that he was a resident of this State at the time he became blind.

c. A wife living separate and apart from her husband may establish her own separate residence for the purpose of Aid to the Blind.

d. The residence of a minor child, whose parents do not live in this State and who has no legal guardian residing in this State, is determined by the physical presence of the child in this State for the purpose of Aid to the Blind.

### Inmates of Public Institutions

No person shall receive aid while he is living in an institution maintained by the State or any of its political subdivisions. However, such a person may make application for aid and have it investigated while he remains in the institution. A person who is receiving aid while a patient in a public hospital for a period not exceeding two calendar months is not considered to be an inmate of a public institution.

### Alms

No person who publicly solicits alms shall be eligible to receive aid.

**Property**

No person shall receive aid who owns personal or real property, or both, if the total county assessed value, less all encumbrances thereon of record, is in excess of \$3,000.

Although, the \$3,000 limitation on property includes cash, cash surrender value of insurance, assessed value of other personal property and assessed value of real property, the maximum amount of cash, securities and cash surrender value of insurance under the Aid to Needy Blind Law may not exceed \$600 (assessed value, less encumbrances) unless the person has a plan for self-support.

Personal property does not include policies of life insurance which have been in effect at least five years prior to application for aid, if the value of such policies at maturity is not more than one thousand dollars (\$1,000).

A person's share of any estate, which share has not been distributed and of which he has no present use, does not constitute property, either real or personal.

**Relatives**

The following relatives of a blind person are legally responsible for his support if they are living in this State and are financially able to assume such support: Husband or wife, parent or adult child. The law authorizes recovery action against such relatives if pecuniarily able to contribute to the support of the person who is receiving aid. The granting of aid shall not be contingent upon the taking of such recovery action or of recovery.

**Amount of Aid**

The maximum amount of aid which may be granted is \$60 a month. (See "Income")

**Income**

a. All net income, including the value of currently used resources (except causal income and inconsequential resources), must be considered in determining the amount of aid to be granted. The use of a home owned and occupied by a blind person is considered a currently used resource; the value of this resource ranges from a minimum of \$3 a month for a home with an assessed value of \$500 or less to a maximum of \$8 a month for a home with an assessed value of \$3,000 or more. Required payments on encumbrances are deducted in determining the value to be placed on the use and occupancy of a blind person's home.

b. Premiums paid on life insurance for the recipient of aid by another person are not considered income.

c. The law recognizes that the actual needs of a blind person may be in excess of \$60 a month. When the county has established that any person has special needs such as personal services, dental work, medical care, nursing care, etc., and has income or resources, he may be allowed to retain as much of such income as is necessary to meet his total needs.

**Reinvestigation**

The law requires that the county shall reinvestigate at least once a year the qualifications of each person receiving aid to determine if the person continues to qualify.

**Right of Appeal**

If any person is not satisfied with the action of the county with respect to his application for or receipt of aid or the amount of aid being received, he shall have the right of appeal to the State Department of Social Welfare, 616 K Street, Sacramento, or he may appeal directly to the county board of supervisors.

**AID TO PARTIALLY SELF-SUPPORTING BLIND RESIDENTS****Purpose**

The 1941 Legislature enacted a second program of public assistance for the blind—Aid to Partially Self-Supporting Blind Residents—which became operative July 1, 1941. This second program of public assistance for the blind in this State, which is distinct from the older category of Aid to Needy Blind, resulted clearly from recognition on the part of the Legislature of the fact that maintenance alone is not sufficient for those blind persons who wish to have an opportunity to achieve self-support. The constructive purposes of the law were eloquently set forth in the statute: "The purpose of this chapter is to provide a plan for this State whereby the blind residents of this State may be encouraged to take advantage of and to enlarge their economic opportunities, to the end that they may render themselves independent of public assistance and become entirely self-supporting. To achieve this objective, resources and income beyond the necessities of bare decency and subsistence are required. This chapter, by allowing the retention of necessary income and resources by those of the blind showing a reasonable probability of being able and willing to undertake the acquisition of resources and income necessary for self-support will encourage them in their efforts to become self-supporting." This program is financed entirely by the State and county governments since the Federal Government will not participate because of the provision for exempt income in the statute. The rehabilitative aspects of the program seemed ample recompense for loss of reimbursement from federal funds.

The 1945 Legislature made two significant and liberalizing amendments to the Aid to Partially Self-Supporting Blind Residents Law. The amount of aid was increased from \$50 a month to \$60 a month and the amount of exempt income which a recipient might possess was increased from a total of \$400 net income to \$800 in any one year. In July, 1941, there was a total of 211 approved cases with an average grant of \$48.90. In June of 1942 there were 293 persons receiving an average grant of \$48.99. The caseload slowly dropped to 239 by June of 1943, and it then rose to 252 for June of 1944 and to 271 by June of 1945. In June, 1946, there was a total of 329 blind persons receiving an average grant of \$59.84 (the marked increase in the average monthly grant was due to the 1945 amendment to the Aid to Partially Self-Supporting Blind Residents Law which increased the basic grant from \$50 a month to \$60 a month, effective September 15, 1945). Preliminary estimates indicate that it can be expected that the number of recipients of Aid to Partially Self-Supporting Blind Residents will continue to gradually increase so that by June of 1949, the close of the next biennium, a caseload of approximately 500 may be expected. To briefly summarize, then, it will be noted that from the effective date of the statute in July of 1941 to a year later,

the caseload increased from 211 to 293, then dropped in 1943 to 239, and gradually rose during the next three years to 329 cases as of June 30, 1946.

### Results

Figures available as of June 30, 1946, show that 691 blind men and women were granted Aid to Partially Self-Supporting Blind Residents during the five-year period of operation of this law, the cases being distributed in 40 of the 58 counties of the State. Of the total number of cases under this new program, 274 cases or approximately 39.7 percent were discontinued because of earnings. Aid was later restored in 75 instances, and other restorations may be expected in the future; nevertheless, approximately 28.8 percent of the recipients of Aid to Partially Self-Supporting Blind Residents achieved full self-support during the first five years operation of the program. This seems adequate proof that many blind persons are able to become wholly self-supporting, and thus independent of public assistance, within a reasonably short period of time—if given adequate encouragement through an exempt income provision in the law.

Recipients of aid under this program were engaged in the following encouragingly wide variety of economic pursuits:

Grocery store	Janitor
Stenographic and office work	Radio or electric repair
Musician	Minister
Insurance business	Furniture and toy repair
Salesman	Garage or machinist
News or cigar stand or vendor	Consulting psychologist
Teaching	Magazines and greeting cards
Student	Nursery helper
Gardener	Making and selling records
Piano teacher	Shoe repair or stand
Hostess (recreation center)	Warehouse laborer
Carpenter	Apartment house manager
Making and selling articles	Lecturing
Farming	Guest home helper
Dairy	Laundry
Poultry raising	Making and selling tamales
Bowling alley	Spiritual readings
Training guide dogs	Knitting for department store
Piano tuning	Addressograph operator
Chiropractor	Renting cabins
Rooming house operator	Pool hall employee
Writer	Beauty operator
Leather craft	Electric cord maker
Dishwashing	Collector
Sunday school superintendent	Radio or telegraph operator
Braille transcriber or proofreader	Social work
Notary public	Caretaker
Masseur	Radio shop
Real estate	Locker room attendant
Bakery	Attorney
War industries	Canary raising or pet shop
Secondhand store	Child care
Truck traffic manager	Cafeteria or lunch room
Mining	Miscellaneous
Sewing	Vending machines
Popcorn and peanut stand	Theater ticket salesman

## STATE WORKSHOPS AND FIELD CENTERS

Broom making	Mat making
Factory work	Mop making
Broom salesman	Workshops (not stated)
Grommet making	Mattress making
Tailoring	Pillow case making
Inspector	Brush making
Cookie carton making	Sewing sacks
Power machine operator	Woodwork
Chair caning or basketry	Garment maker
Rug weaving	Floorman
Reed work	Stock clerk

Besides the tremendous satisfaction afforded sightless men and women in assisting them to become self-supporting and experiencing the thrill of achievement, the new statute has effected an estimated annual saving of more than \$120,000 in the expenditure of state and county funds thus far. When it is remembered that a blind person's success in seeking self-maintenance cannot be measured by the same standards which would be used for sighted persons (because of the very imposing economic handicap which blindness constitutes), the achievements of recipients of Aid to Partially Self-Supporting Blind Residents during the first five years of operation of this new program are indeed noteworthy.

**Social Characteristics**

As in Aid to Needy Blind, the requirements for receiving Aid to Partially Self-Supporting Blind Residents as to age, property, degree of visual handicap, etc., determine to some extent the broad social characteristics of the Aid to Partially Self-Supporting Blind Residents caseload. The following data on this subject was derived from the case records of 309 persons receiving Aid to Partially Self-Supporting Blind Residents in April of 1942. There is no reason to believe that any substantial change in the composition of the current caseload is to be expected. It should also be pointed out that during at least the first year in which the new program had been in effect, approximately 90 percent of the recipients had formerly received assistance under the Aid to Needy Blind statute.

Compared to the Aid to Needy Blind caseload, the group receiving Aid to Partially Self-Supporting Blind Residents is a predominantly younger group, with a larger proportion of men. Thirty-seven percent were under 35 years of age, compared to only 7 percent among Aid to Needy Blind recipients. Sixty-five percent were under 50, compared to 19 percent among Aid to Needy Blind recipients. This predominance of relatively younger age groups is, of course, but a reflection of the fact that, on the whole it is the younger blind person whose health and age enable him to qualify for Aid to Partially Self-Supporting Blind Residents. Not only do the younger blind men and women enjoy the health necessary to carry forward a plan of rehabilitation but they find more economic opportunities available to them. In addition, they are more apt to have the emotional "drive" to become self-supporting. Men outnumbered women more than four to one compared to a nearly even sex ratio among the Aid to Needy Blind caseload. The proportion of men among the 309 recipients, amounting to 83 percent, was not only greater than among Aid to Needy Blind recipients, but was also higher than in the general

labor force of the State, in which 75 percent were males according to the 1940 census. This disparity between the sexes is evidence that the relatively few economic opportunities which are available to the blind are, in great part, available only to men.

In spite of the fact that some useful vision might naturally be considered essential in carrying out most plans for self-support, nearly half of the recipients of Aid to Partially Self-Supporting Blind Residents possessed no useful vision; that is, they had only light perception or were totally blind. In general, central visual acuity of 20/200 or less in the better eye, with correcting glasses, is considered economic blindness. There was a very small group of recipients who had a visual acuity of better than 20/200 and these possessed a peripheral field defect so marked as to qualify them for assistance in spite of their greater central visual acuity. About 40 percent had a visual acuity of 20/400. These, together with the number having no economically useful vision at all, make a total of 88 percent possessing very little, if any, useful vision. This distribution in terms of visual acuity corresponds closely to that found in the Aid to Needy Blind caseload.

Over 58 percent of the recipients of Aid to Partially Self-Supporting Blind Residents had received more than a grade school education and nearly 20 percent had had a year or more of college. This is a relatively high standard of education, compared to the general population of the State, as the census of 1940 indicated that only 48 percent of the general population had more than grade school training and only 8 percent had been to college. In addition to formal or academic education, vocational training had been received by 44 percent of the recipients.

Although one or more recipients of Aid to Partially Self-Supporting Blind Residents were found in 25 of the 58 counties of the State in April of 1942, almost 90 percent of the recipients lived in four counties—Alameda, Los Angeles, San Diego, and San Francisco. This fact is attributable not only to the concentration of population in the large urban centers in these four counties, but also to the fact that industrial institutions for the blind are located in each of the four counties. As previously indicated, recipients of aid under this program are engaged in a wide variety of economic pursuits. While 10 months after the program began (April, 1942) only 30 different occupations or enterprises were reported; in June, 1946, some 96 occupations were indicated. When the program first began operating nearly half of the recipients were employed by some public or private agency engaged in work for the blind, while after five years operation of the new statute, only about 25 percent were employed by such agencies. Well over one-third of the recipients of Aid to Partially Self-Supporting Blind Residents are self-employed in some occupation, profession or enterprise, while approximately 20 percent are employed by private individuals or firms. This is in line with what has long been known about the difficulties experienced by blind persons in finding economic opportunities in competitive industry. Outside of so-called "sheltered" employment, the most fertile field for blind persons is self-employment through some trade, profession, or business enterprise. The variety of occupations engaged in by the recipients of Aid to Partially Self-Supporting Blind Residents is indicative of the surprisingly wide range of economic pursuits which blind persons can successfully follow.

## QUALIFICATIONS FOR AID TO PARTIALLY SELF-SUPPORTING BLIND RESIDENTS

### Blindness

The same provision as for Aid to Needy Blind.

### Age

The same provision as for Aid to Needy Blind.

### Residence

a. A person who became blind *while not a resident* of California must reside in this State and have so resided continuously for at least 10 years immediately preceding the date of application.

b. The same provision as for Aid to Needy Blind.

c. The same provision as for Aid to Needy Blind.

d. The same provision as for Aid to Needy Blind.

### Inmates of Public Institutions

The same provision as for Aid to Needy Blind.

### Alms

The same provision as for Aid to Needy Blind.

### Property

No person shall receive aid who owns personal or real property, or both, if the total county assessed value, less all encumbrances thereon of record, is in excess of \$3,000. This limitation on property includes cash, cash surrender value of insurance and securities as well as the assessed value of other personal property and the assessed value of real property.

Personal property does not include policies of life insurance which have been in effect at least five years prior to application for aid, if the value of such policies at maturity is no more than one thousand dollars (\$1,000).

A person's share of any estate, which share has not been distributed and of which he has no present use, does not constitute property, either real or personal.

### Relatives

The same provision as for Aid to Needy Blind.

### Amount of Aid

The maximum amount of aid which may be granted is \$60 a month (See INCOME).

### Income

a. A person whose application is approved for Aid to Partially Self-Supporting Blind Residents is allowed net income up to \$800 a year from all sources without reduction in the maximum grant of aid, so that such income may be used for the purpose of achieving self-support.

b. Premiums paid on life insurance for the recipient of aid by another person are not considered income.

### Plan for Self-support

A person must possess a reasonably adequate plan for self-support and give evidence that he is attempting to carry out that plan through a sincere and sustained effort.

Some of the most frequently encountered plans for self-support pursued by blind persons include the following:

- a. Regular employment in state industrial workshops.
- b. Vocational training under the Bureau of Vocational Rehabilitation.
- c. Regular attendance at any institution of higher learning in the State.
- d. Regular attendance at a recognized professional school or trade school.
- e. The operation of vending stands.
- f. Self-employment in one's own established business, farm, dairy, etc.
- g. The regular practice of a profession, such as law, osteopathy, chiropractic, coaching, private teaching of music, etc.
- h. Regular employment for wages or salary.
- i. Regular practice of piano tuning, broom making, or other trades.

#### Reinvestigation

The same provision as for Aid to Needy Blind.

#### Right of Appeal

The same provision as for Aid to Needy Blind.

### DETERMINATION OF DEGREE OF BLINDNESS

The determination of degree of blindness, has been liberal since the inception of the Aid to Needy Blind Law in August, 1929. The 1929 law required a statement from a physician certifying that the applicant was blind. The examiner was not required to be skilled in diseases of the eye. A physician's report form was devised by the State Department of Social Welfare requiring the examiner to make a statement as to general diagnosis, the degree of blindness, its duration, whether permanent or temporary, progressive or stationary, together with recommendations for treatment or care. This statement in most cases was made by a physician without special training in diseases of the eye. Later this report form was superseded by one wherein a physician certified that the degree of blindness was absolute, relative or practical. The general diagnosis, recommendations as to the advisability of special treatment, possibilities of rehabilitation, and whether the applicant's condition was a source of danger to the family, were required. A definition of the terms "absolute," "relative" and "practical" blindness was printed on the form for the examiner's information. This form was in use until December 31, 1931, when a sworn statement carrying similar information was required. From this date until June, 1937, when the form prepared in accordance with suggestions of the Federal Social Security Board was adopted, this sworn statement was used as a basis on which aid was granted. A review of the records on file for this particular period reveals very little information of a scientific nature. Diagnoses were haphazard and unscientific. As a rule pathology was ignored. The classification of the degree of blindness was in many cases grossly inaccurate, as revealed by later examinations.

With the participation of the Federal Government in this State's Aid to the Blind program under the provisions of Title X of the Social Security Act, the eye examination report recommended by the Federal Social Security Board was adopted. This report was in the form of a certification by a physician "skilled in diseases of the eye" and carried specific information for each eye, including measured visual acuity, peripheral field, pathology, etiology, prognosis, and recommendations for treatment, and was thus the first approach to a scientific study of the causes of blindness in California. An Advisory Committee of Ophthalmologists of the State Department of Social Welfare, serving without compensation, was appointed in December, 1937. The examiners of all applicants for or recipients of Aid to the Blind, now restricted to "physicians skilled in diseases of the eye," soon pointed out that the report was inadequate in not allowing sufficient space for a complete description of the pathology. For this reason the report was enlarged, but the essential form was retained. The new form required the examiner to certify that the applicant did or did not come within the classification of blindness upon which aid was allowed in California. The Federal Social Security Board's definition of blindness, which had been adopted by the California State Social Welfare Board, was printed on each blank to guide the examiner in making his certification. However, many physicians ignored the printed definition of blindness upon which aid was allowed. Some refused to certify that the applicant was blind, even if light perception only was present. Others refused to certify that the applicant was blind if the disability was caused by pathology which could successfully be treated by surgery. This entailed a hardship on the applicant for Aid to the Blind as well as concern on the part of those conscientiously endeavoring to administer the law in justice and equity to both the applicants and recipients of Aid to the Blind and to the State. Another group of physicians insisted that the definition of blindness was all wrong, and certified applicants as blind whose visual acuity was much better than the basic 20/200, or comparative peripheral field defect.

In May, 1938, a State Ophthalmologist was appointed by the Department to review all physicians' reports. The above difficulties were readily discovered, as was also the lack of uniformity in terminology, not only as applied to diagnosis, but even as applied to visual acuity and reporting of peripheral visual fields. With the cooperation of the Department's Advisory Committee of Ophthalmologists, definite rules for the interpretation of the definition of blindness were established. Methods of procedure were adopted to insure justice to applicants not approved for aid on the basis of the physicians' reports. This involved the presentation of a second and, in many cases, a third or resolving physician's report, final action of approval or denial of Aid to the Blind on degree of vision being based upon the reports of the two physicians who agreed as to facts.

A study by the department was made of the laws and methods of procedure in the other states. This study culminated in the adoption of an eye examination report form in connection with Aid to the Blind which has been in use since December 15, 1938, with only a few subsequent changes. This form requires a much more detailed examination of the eyes than those in general use in most other states. Every examiner

of applicants for or recipients of Aid to the Blind is provided with the "standard classification of causes of blindness" as adopted by the Federal Security Administration. The eye examination report now in use requires the report of pathology for each eye in accordance with the Standard Classification of Causes of Blindness. It also calls for a detailed description of each of the various refracting media and anatomical structures of each eye. It requires all of the information contained on the older report forms and, in addition, requires the refraction record, if refraction improves visual acuity, and a definite field chart where there are restricted peripheral fields with good central visual acuity. Central visual acuity without correction, with best possible correction, and with present glasses, are all shown. The department's experience with this form of eye examination report has been highly gratifying. Reports of diagnoses in accordance with the Standard Classification of the Causes of Blindness are very satisfactory. The descriptions of the individual anatomic structures of each eye enable the State Ophthalmologist to reach definite conclusions as to the degree of accuracy of the diagnosis as well as to the degree of disability of the applicant or recipient of Aid to the Blind. The refractive record and the field chart are invaluable in cases found not eligible for Aid to the Blind, when the applicant appeals from the action of the county in denying aid.

The department has, for many years now, been receiving detailed and scientific reports on each eye of every individual applying for or receiving Aid to the Blind, the reliability of which is limited only by the accuracy of the physician making the examination. Complete reports are insisted upon. Incomplete reports are returned to the examiner and final payment of examination fees is allowed only after the report has been accepted by the State Department of Social Welfare. According to law, the physician making eye examinations in connection with Aid to the Blind must be "skilled in diseases of the eye." A maximum fee of \$10 is paid by the county administering aid for each eye examination, 50 percent of which is reimbursed to the county by the Federal Government. Applicants and recipients of Aid to the Blind have the right to choose their own eye examiner from the list of those available for this type of work. Approximately 15 percent of the reports of eye examinations submitted to the Department of Social Welfare are not approved for aid. Applicants for aid have the right to submit one or more additional physicians' reports at their own expense in the event that the first physician's report taken in connection with the application indicates a greater degree of vision than that stated in the definition of economic blindness. In the case of a recipient of aid whose eye examination report at the time of reinvestigation is not approved, a second physician's report is secured and, if the first and second reports do not agree as to eligibility with respect to degree of blindness the county pays for a third report and final action is determined on the basis of the three reports. In other words, Aid to the Blind is not discontinued until two physicians certify to facts which indicate that the recipient is no longer blind. If either the applicant or recipient is not satisfied with the determination made in his case he can file further evidence of his blindness and the department assist him in presenting his case before the State Social Welfare Board.

While it is essential to be zealous in the provision of relief from economic necessity in dealing with needy sightless men and women, as well as to do whatever is possible to assist them in meeting their other needs, perhaps the one final solution of all of the many problems incident to blindness is to be found only in the prevention of blindness itself. Therefore, in connection with the administration of public assistance programs for the blind, the ideal of prevention of blindness must ever be in the foreground. One of the most important results stemming from the determination of degree of blindness in connection with the establishment of eligibility for Aid to the Blind is the accumulated data relative to the causes of blindness, contained in the thousands of reports of eye examinations secured. Based on an analysis of these reports measures have already been instituted looking toward the elimination of as much blindness as possible. However, the department early recognized that valuable information relative to the causes of blindness could not be found by a superficial perusal of sketchy, inadequate physicians' reports, to determine whether the applicant for aid had less than 20/200 visual acuity. One of the first essentials of an effective program for Aid to the Blind is an adequate physician's report giving all pertinent information relative to the eyes and related bodily functions. Adequate reports by trained, expert examiners furnish the raw material for an analysis out of which can develop an effective and intelligent effort to reduce the rate of incidence of blindness in the State.

#### CAUSES OF BLINDNESS AMONG RECIPIENTS OF AID TO THE BLIND

Although a wealth of medical information on the causes and treatment of blindness naturally exists, very little material has been developed regarding the relative prevalence of specific causes of blindness. Probably the most fruitful assemblage of facts regarding the blind population of California is contained in the medical records of persons receiving assistance under the State's two programs for Aid to the Blind. As explained previously, every applicant for aid under these programs must have an examination by a physician skilled in the diseases of the eye who reports visual acuity in terms of definite measurements, together with a description of all pathology present in each eye. The resulting record is a fairly comprehensive analysis of the individual's eye condition.

The use of data taken from persons applying for and receiving Aid to the Blind as a basis for an analysis of the causes and incidence of blindness is, of course, subject to two major qualifications. In the first place, it represents the segment of the blind population in need of public assistance. Second, there is no representation of the group under 16 years of age, since no person under this age is eligible for Aid to the Blind. In any analysis of the Aid to Blind caseload, therefore, it must be kept in mind that the data represents persons 16 years of age and over whose vision comes within the definition of blindness as adopted by the State Social Welfare Board and who are receiving or have applied for assistance.

The following definition of blindness has been adopted by the State Social Welfare Board as an eligibility standard:

"In general, central visual acuity of 20/200 or less in the better eye, with correcting glasses, is considered as economic blindness. An individual with central visual acuity of more than 20/200 in the better eye with proper correction is usually not considered blind unless there is a field defect in which the peripheral field has contracted to such an extent that the widest diameter of visual field subtends an angular distance no greater than 20 degrees. (An individual with a central visual acuity of 20/200 can identify a standard object, the Snellen test character, at a distance of 20 feet, whereas an individual with normal vision can identify the same object at 200 feet)".

Several years ago a detailed analysis was made of the types and causes of blindness of persons receiving Aid to the Blind. The month of January, 1941, was selected for the purpose of the analysis. At that time the caseload (7290), was just beginning a long decline which brought it from a peak of 7,314 in November, 1940, to a low of 5,336 in September, 1945. The 1941 study represented the caseload at nearly its maximum, and therefore presents more inclusive data regarding the medical aspects of the blind population than would a similar study of the present caseload. Most of the aid recipients had been blind a long time, for the median age at onset of blindness was 54.6 years, compared with a median current age of 67.7 years. Nevertheless, over 20 percent of the total who were receiving aid, or 1,548 individuals, became blind before they were 30 years of age. Five percent were blind at birth; over one-tenth were blinded between the ages of 1 and 20, and an additional 5.5 percent lost their sight between the ages of 20 and 30. The younger the individual at the time of onset of blindness, the easier is the task of social rehabilitation. While it is not true that every blind child or youth can be trained to become self-supporting, nevertheless, here is a group for whom the price of neglect is indeed a very high one.

Nearly half the recipients of Aid to the Blind possessed no useful vision; that is, they had no light perception or were sensitive to light only. About 39 percent had visual acuity of 20/200 (i.e., they were able to see at 20 feet what a normally sighted person can see at 200 feet). These, together with the number having no useful vision, made a total of 85.1 percent possessing very little, if any, useful vision. Less than 1,000 individuals (12.9 percent of the caseload) had visual acuity of 20/200 and 20/300, and therefore possessed some slight useful vision. There were 148 individuals, or 2.1 percent, who had visual acuity of better than 20/200. These persons possessed a field defect so marked as to qualify them for assistance in spite of their greater central visual acuity. Persons in this group frequently pursue activities which cause casual observers to doubt that they are blind. Their loss of peripheral field creates a definite personal hazard, however. The diseases which cause this type of disability tend to occur near or after middle age, and frequently are associated with other disabilities. The pathology is usually progressive unless there is persistent supervision. All too frequently there is no such supervision, and central vision fails until the individual sees 20/200 or less, and within a year or two loses his central vision entirely.

Etiology refers to the primary condition responsible for blindness; topography, to the site or location of the defect in the eye. An analysis was made of the etiological and topographical factors involved in the 7,290 cases. It was found that etiology was unknown to science or unde-

terminated for about two-thirds of the eyes examined. A large share of these unknown conditions is due to the fact that the etiology for most cases of cataract, glaucoma, refractive errors, and developmental anomalies is unknown to medical science. However, a diagnosis of one of these conditions is sufficient in itself. When the number of such cases (etiology unknown to medical science) is subtracted from the total number with undetermined etiology, only about 25 percent remain unaccounted for. The comparatively small size of the residue with undetermined etiology indicates good reporting, considering the fact that many of the individuals had been blind for a long period before they were examined, and in most instances the examining physician's first contact with the case was at the time of examination. Under such circumstances it is sometimes impossible to identify the primary reason for the eye condition.

Among the 2,347 individuals for whom etiology was specified, blindness was caused by infectious diseases in 961, or 41 percent. Traumatic and chemical injuries were second highest on the list, noninfectious systemic diseases third, and congenital and hereditary origin fourth. Syphilis was the greatest single cause of blindness, occurring in nearly 20 percent of the known total. Syphilis is one of the few diseases that may be passed directly from mother to child. With the new improved methods of treatment which have been developed in recent years, however, women who receive treatment during the time of their pregnancy need not pass this devastating condition on to their children. Acquired syphilis in adults usually affects the optic nerve, although any portion of the eye may be involved.

Smallpox and ophthalmis neonatorum were formerly considered responsible for a high proportion of blindness, but in the group studied they are among the least frequent causes (1.1 percent and 2.3 percent respectively). This reduction has been due to the active campaign of vaccination against smallpox which has been carried on during the last 50 years and the development of prophylactic eye treatments for infants. Trachoma, which caused blindness in 8.5 percent of the cases, is now amenable to treatment, and if discovered in its early stages, can be cured within a very short time. It is highly contagious, and is more prevalent in groups having substandard hygienic and crowded living accommodations. Because trachoma can so easily be carried from one person to another it is highly important that the incidence of this disease in any community be traced to the active carriers and adequate treatment undertaken for its elimination.

Accidents accounted for blindness in 24.1 percent of the cases. Nearly three-fourths of these were nonindustrial accidents occurring in the home, in traffic, at play, etc.

Of the noninfectious diseases, the vascular diseases (including arteriosclerosis and other cerebral-vascular lesions) accounted for 8.8 percent of the total. This high incidence is not surprising when it is recalled that these diseases are due mainly to senile vascular changes, and that the median age of the individuals was 67.7 years. Diabetes, accounting for 6.7 percent, was another of the more frequent single causes reported. Diabetes is a disease of modern humanity which apparently is increasing in frequency. This trend has alarming implications for persons interested in the prevention of blindness, for many ophthalmologists

believe that once diabetes is established, insulin does not entirely prevent eye complications. The prognosis for diabetics is serious unless the disease is discovered early and is adequately treated by appropriate diet and hygiene as well as by insulin. Congenital and hereditary defects were reported as causing blindness among 13.7 percent. Most of these were of congenital origin.

The preceding data were concerned with the etiological causes of blindness, that is, the disease or accident fundamentally responsible for the eye condition among the 2,347 individuals from whom etiology was reported. We now come to the findings concerning the topographical factors (the locations of the defects in the eye) which were reported for all of the 7,290 individuals included in the study. Crystalline lens (chiefly cataract) accounted for one-third of all cases. Cataract is a condition in which the lens of the eye becomes cloudy, thereby interfering with the free entrance of the rays of light which must reach the retina without distortion to assure maximum visual efficiency. The loss of visual acuity is dependent upon the degree of cloudiness, and the distribution of the opacities that cause the cloudiness within the lens. Visual acuity with early cataract may be only slightly impaired, while a well-developed cataract will result in loss of all useful vision. With adequate facilities to make a complete study of the patient, adequate equipment and trained nursing care, a skilled ophthalmologist can successfully remove a cataract and restore useful vision in selected cases.

The second largest grouping of pathology was in the choroid and retina (16 percent). Where etiology was known, most of these cases resulted from non-infectious systemic diseases, particularly vascular diseases and diabetes. Syphilis also showed a predilection for attacking the retina and choroid. Atrophy of the optic nerve resulted in 13 percent of the blind cases. Here syphilis was the major cause and vascular diseases second. Nearly twelve percent were classified as hypertension or glaucoma. Glaucoma is a condition in which the relative intraocular pressure increases, stretching the delicate fibers of the optic nerve until, one by one, they are destroyed. The distribution of the fibers within the eye is such that those going to the most distant portion of the eye are destroyed first, resulting in loss of the peripheral field of vision. Applicants for Aid to the Blind are not eligible until the peripheral field has been reduced to a maximum diameter of 20 degrees. By the time the fields are reduced to this point, the most valuable time for treatment to halt the disease has been lost. The important and difficult task in preventing blindness from glaucoma is to secure early diagnosis of the disease and cooperation of the patient. Unless adequate, regular supervision and treatment are maintained, eventual blindness is inevitable. Primary glaucoma is one of the diseases which must be classified among those whose etiology is unknown to medical science. This fact, together with the usual absence of pain and unimpaired central visual acuity in the early stages of the disease, are sufficient to classify glaucoma as one of the most important problems to be considered in any program for the prevention of blindness. The cornea was affected in 11 percent of the cases. Here the primary etiology, when known, proved most often to be trachoma, with traumatic injuries next in frequency.

## PREVENTION OF BLINDNESS

In 1939, the Legislature granted the State Department of Social Welfare the authority to provide treatment or surgery to prevent blindness or restore the vision of persons applying for or receiving Aid to the Blind. However, an appropriation to operate the program was not made until the session of 1945, when a sum of \$50,000 was made available for the ensuing biennium, 1945-1947. Any person who is receiving aid under either of the Aid to the Blind programs may be eligible for eye care service if his eye condition is such that treatment or surgery may either restore or prevent further loss of sight. Any person who is applying for Aid to the Blind may be eligible for eye care service even though the degree of blindness does not come within the definition adopted for use in California, provided all other points of eligibility for Aid to the Blind are established and treatment or surgery will prevent further loss of sight. The State assumes responsibility for all medical and hospital charges. It also assumes responsibility for payment of transportation as well as boarding home care if such care is necessary prior to or following surgery. Under the law, eye care service may be extended only to those who voluntarily request treatment and make such request in writing. The department has had the invaluable help of its Advisory Committee of Ophthalmologists in the administration of this and all other medical phases of the Aid to Blind programs.

Because the rural counties of the State have had relatively few resources for the provision of adequate eye treatment, the department made the decision to cover these counties first with the Prevention of Blindness program, even though it was expected that the urban areas (with larger populations) would yield a greater number whose sight could be restored. During the first year of the program, 34 counties were visited and 289 blind persons, whose eye condition upon application or reinvestigation for Aid to the Blind had indicated the possibility of successful treatment, were examined by the State Ophthalmologist. By the end of June, 1946, 24 persons had had surgery, of whom 22 gained greatly increased vision, others were waiting for appointments with surgeons. The surgeries were for the removal of cataracts, reattachment of the retina, and pterygium transplant. Four other persons had their vision improved with glasses purchased through the funds of the program.

It should be borne in mind that the group to which this service is extended is, for the most part, a group that has never had adequate education about the resources available, the need for, or the possibilities of visual restoration. Never having had financial resources available, they have of necessity been submissive to their disability and frequently require a gradual but repeated introduction to the possibilities afforded by this service. The department invariably avoids any semblance of pressure, feeling keenly that a mandatory program would destroy its own objectives. A sympathetic approach to the problem of these recipients of Aid to the Blind together with, if necessary, repeated consideration of their problems at their request, will eventually bring within the program those now fearful or hesitant to accept the service available to them.

Any program for medical care requires a certain amount of time to establish confidence in the minds of the participants. With the return to their local communities of those individuals successfully treated, a public

interest is manifested with a gradually increasing number investigating this resource.

The social implications of the Prevention of Blindness program can only be fully revealed by a detailed study of the results in the individual cases. The files in social rehabilitation provide inspiring reading for those interested in the wider social aspects. While most of the recipients of care under this program are beyond the age of productive work, nevertheless, restoration of sight is very important to these individuals. The results of restoration of sight are felt not only by the patient but also by the family, relatives, neighbors, and the entire community. Now that the initial planning and organization have been completed it is anticipated that this rehabilitative program will be carried to a great many more people, and that the results will be well worthwhile, not only in the saving of tax funds which would otherwise be necessary for their lifetime maintenance but, more importantly, in the great satisfaction accruing to those who, no longer blind, find themselves in full possession of that precious heritage—eyesight.

### COORDINATION OF ACTIVITIES

The State Department of Social Welfare, in supervising the administration by the 58 county welfare departments of the two Aid to Blind Laws and also in its direct administration of the prevention of blindness program, has long recognized and encouraged the close coordination of its activities with those being carried on by other public and by private agencies engaged in advancing the welfare of the blind of California. Members of the staff of the department's Division for the Blind have participated in the Coordinating Committee on State Services for the Blind since its beginning in 1938. Regular participation in the meetings and activities of the California Council for the Blind and the California Council of Agencies for the Handicapped are assured. Frequent participation in meetings with private agencies engaged in work for the blind in this State is had by members of the Department's staff as well as participation in meetings of groups of blind persons. A member of the Division for the Blind is also a member of the Advisory Committee of the State Bureau of Vocational Rehabilitation. This close coordination with other agencies, public and private, engaged in advancing the welfare of blind persons in this State has done much to secure for California a well-rounded public assistance program for the blind. Particularly close cooperative relationships are maintained with the State Department of Education and the State Department of Public Health in the area of work for the blind.

### CONCLUSIONS AND RECOMMENDATIONS

The people of the State of California have had some 30 years' experience in dealing with the problem of financial assistance for the blind. During this period of time can be found ample evidence of immense achievement in developing a plan for sightless men and women which more adequately meets their needs. The adequacy of any state's financial assistance program for the blind can be measured in part by two criteria: the total number of persons who are afforded protection through financial assistance, and the amount of the average grant. Judged by these stand-

ards, it would seem that California has made more adequate provision for its needy blind residents than most other states. According to data compiled by the Federal Social Security Administration for the month of June, 1946, California with 5,904 recipients of Aid to the Blind had the second largest caseload that month, being surpassed only by Pennsylvania (13,390). California's total expenditure for payments to recipients of Aid to the Blind (\$342,123) was higher than that of any other state except Pennsylvania (\$534,119). California's average grant for recipients for June, 1946 (\$57.95), was higher than that of any other state except Washington (\$59.61). This State's average grant exceeds by more than 70 percent the national average (\$34.05) and is more than four times as large as the lowest average grant (\$13.34).

The effectiveness of any plan of financial assistance for the blind cannot be measured entirely by the number of recipients or the average monthly grant. The program should be administered in a sufficiently realistic manner to actually lend itself as an effective instrument to blind men and women in their efforts to make their major adjustments in the economic, social, health, and psychological areas. The State Department of Social Welfare, with the enthusiastic cooperation of California's 58 county welfare departments, has for years sought to be helpful in enabling blind persons to effect those physical, economic and social-psychological adjustments which are required if the well-being of a sightless individual is to be promoted to the fullest possible extent. This program is designed not only to meet the needs of those blind persons who are present recipients of Aid to the Blind, but is directed more particularly toward helping those individuals who but recently have lost their vision.

In the area of economic need, the granting of financial aid in the amount of \$60 a month by the Legislature constitutes the major way in which economic needs of sightless individuals are being met. One of the most helpful means of enabling blind persons to effect economic adjustments is the Aid to Partially Self-Supporting Blind Residents Statute. California is the only state in the Union having a plan of financial assistance especially designed to aid blind persons to become self-supporting through the operation of the generous exempt income provision which encourages the blind to take advantage of and enlarge their economic opportunities. In the area of eye health care, the State Department of Social Welfare is now equipped to provide necessary medical and surgical care through its prevention of blindness program. The third great area of need of blind persons may, for want of a better term, be called the need for social-psychological adjustment. The State Department of Social Welfare has for many years been assisting the State's 58 county departments of public welfare in the meeting of those many special needs which are often incident to blindness. Every attempt has been made to marshal available resources to meet needs.

If California's blind men and women are afforded greater protection through the operation of this State's two financial assistance programs than are the sightless of most other states, it is attributable very largely to two factors: The experience which the people of California have gained over the past 30 years in dealing with the problem; and more particularly, the sympathetic and understanding interest which the representatives of the people in the Legislature have at all times

displayed in their consideration of the problems of the blind. This intelligent and generous attitude stems from the people as a whole, and is effectively translated into sound legislation by the members of the Legislature who have evolved a plan of financial assistance for the needy blind citizens of this State which gives effective recognition to the fact that a blind person has a greater need because there are additional elements comprising it—a program of public assistance for the blind maintained and strengthened so as to assist the blind person in solving his economic, eye-health, and social-psychological problems.

Based upon the 17 years' experience which the State Department of Social Welfare has had in supervising the administration of Aid to the Blind, the department respectfully makes the following recommendations:

First, that the two statutes granting Aid to the Blind (Aid to Needy Blind, and Aid to Partially Self-Supporting Blind Residents) be continued in effect.

Second, in order that maximum federal financial aid for the State's programs of assistance be secured, that the Congress of the United States be urged to amend Title X of the Federal Social Security Act as follows:

(1) To provide for a generous exempt income provision in approved state plans for Aid to the Blind; (2) To either raise or abolish the "ceiling" on the monthly amount of aid to the blind which a state may pay and receive its full share of reimbursement from the Federal Government; (3) To provide that each state shall have the exclusive right to adopt its own interpretation of the phrases "needy individuals who are blind" and "blind individuals who are needy" as used in the Social Security Act; and (4) To provide that each state in determining need as provided for under Title X of the Social Security Act shall have the sole authority to determine how much other income and resources an applicant for or a recipient of Aid to the Blind may possess in order to be eligible for such aid, over and above any minimum amount of exempt income provided for in the Social Security Act itself.

Third, that the statutes granting Aid to Needy Blind and Aid to Partially Self-Supporting Blind Residents continue the provision for a minimum fixed amount to be received by all blind persons who qualify for aid. Any adequate plan for financial assistance for the blind must contain a specific "floor" to relief. In other words, a flat grant specified in the law itself should determine the minimum amount of aid to be received by a blind person. California tried the budgetary deficiency method of determining the amount of grant in Aid to the Blind from 1929 to 1937 (with no fixed minimum amount) and the experience was so unfortunate for the blind that it has since adhered to the flat grant principle. Without the "floor" to relief no plan of financial assistance for the blind can hope to achieve adequacy.

Fourth, that the provision for an "initial zone" of security consisting of a specified amount of exempt earnings and property in the Aid to Partially Self-Supporting Blind Residents statute and of property in the Aid to Needy Blind statute be continued. These provisions should be maintained in the statutes themselves so that they cannot be changed or abolished by administrative rule or regulation but only by action of the Legislature. Without these essential features, laws granting aid to the blind would be robbed of much of their inspirational value and reduced to the level of measures merely to relieve poverty. Those blind men and women who have already achieved complete self-support under California's Aid to Partially Self-Supporting Blind Residents Statute have given the most eloquent kind of testimony possible to the necessity for a plan of public assistance which provides for adequate income and property exemptions.

Fifth, that financial assistance for the blind continue to be authorized through special statutes dealing with the blind. Only in this way can the peculiar needs of blind persons be assured of being met. To merely include the blind in a general omnibus relief measure which scrambles them and their special needs with all other recipients of aid is to lose sight entirely of the special needs of blind persons. A special category of Aid to the Blind should be maintained on the statute books.

Sixth, that the present administrative pattern set forth in the statutes be continued whereby Aid to the Blind is administered by the 58 counties of the State and is supervised by the State Department of Social Welfare. Any program of financial assistance for the blind which is to function to the greatest advantage of the group served and in the interests of governmental efficiency and economy should be administered by an agency of government concerned solely with the administration of aid programs and not charged in any way with the administration of other statutes providing services to the blind. This separation of the administration of financial assistance for the blind from the administration of other state services provided for blind persons is in accord with the proved principle of functional administration and admirably serves the welfare of the blind by reducing to a minimum control over the individual lives of blind men and women.

Seventh, that the present coordination of the services rendered to blind persons by the State Department of Social Welfare with those rendered by other state agencies be continued on the voluntary and cooperative basis which has continuously existed for the past eight years; and that no legislation is required in this area.

Eighth, that the appropriation of \$50,000 for the biennium for Prevention of Blindness and restoration of vision among applicants and recipients of Aid to the Blind be continued. It has been reliably estimated that anywhere from 50 percent to 75 percent of all blindness in California could have been prevented! Prevention of all blindness cannot be achieved solely by operations which restore vision to those already blind, but the most fruitful area of prevention lies in an intelligent and well directed educational program. It is contemplated that the Department will continue to cooperate closely with the State Department of Public Health and Education in this expanded field. Not only from the

humanitarian aspects, but also from the point of view of safeguarding public funds, it is eminently worthwhile to do all that can be done to prevent people from becoming blind.

The State Department of Social Welfare also wishes to call to the attention of the Legislature, for possible consideration or for study, the following subject concerning which the Department is not prepared to make a definite recommendation:

The feasibility of making provision to meet the additional needs of those recipients of Aid to Needy Blind who may have needs in excess of those provided for by the statutory maximum.

FISCAL YEAR EXPENDITURES FOR AID TO BLIND SHOWING ASSISTANCE PAYMENTS BY SOURCE OF FUNDS, COST OF ADMINISTRATION TO COUNTY WELFARE DEPARTMENTS, AND NUMBER OF RECIPIENTS FOR JUNE, 1946

County	Recipients, June, 1946			Assistance Payments—July 1, 1945 to June 30, 1946				Administrative Cost	
	ANB	APSB	Total	Federal	State	County	July 1, 1945 to June 30, 1946	June 30, 1946	
Total	5,575	329	\$3,733,509 80	\$1,250,288 08	\$1,243,607 99	\$1,239,613 73	\$100,382 32		
Alameda	290	35	203,404 72	64,246 42	70,009 50	69,148 80	9,794 89		
Alpine	5	0	3,296 65	1,200 00	1,048 32	1,048 33	226 84		
Amador	8	1	6,904 30	2,180 00	2,362 16	2,362 14	204 21		
Butte	67	1	44,839 12	15,479 24	14,679 93	14,679 95	583 12		
Calaveras	9	0	5,791 64	2,058 66	1,866 49	1,866 49	183 18		
Colusa	10	0	6,281 97	2,200 00	2,040 99	2,040 98	84 26		
Contra Costa	32	1	20,718 02	7,033 74	6,842 18	6,842 10	355 54		
Del Norte	14	1	7,840 45	2,594 52	2,623 47	2,623 46	164 29		
El Dorado	12	0	7,473 30	2,694 50	2,404 35	2,374 45	53 08		
Fresno	131	4	85,263 51	29,219 49	28,132 01	27,902 01	1,316 26		
Glenn	11	0	8,689 95	3,136 00	2,776 98	2,776 97	230 38		
Humboldt	56	3	35,913 54	12,367 36	11,850 77	11,695 41	1,016 89		
Imperial	39	0	24,060 18	8,612 81	7,728 69	7,718 68	425 71		
Inyo	4	0	2,247 99	800 00	724 00	723 99	106 96		
Kern	115	0	72,311 15	25,403 12	23,453 04	23,453 99	2,031 46		
Kings	34	2	20,352 69	6,900 94	6,725 88	6,725 87	204 10		
Lake	9	0	6,195 17	2,231 50	1,981 84	1,981 83	171 46		
Lassen	11	1	7,108 56	2,311 51	2,398 54	2,398 51	272 69		
Los Angeles	2,950	181	1,766,682 01	583,895 15	591,644 08	591,142 78	48,445 19		
Madera	28	0	17,703 59	6,175 00	5,864 30	5,664 29	169 64		
Marin	15	0	9,062 29	3,343 50	2,999 40	2,719 39	152 63		
Mariposa	6	0	2,269 66	780 00	744 83	744 83	58 37		
Mendocino	29	1	20,046 62	7,084 95	6,593 51	6,368 16	187 24		
Merced	38	0	23,621 55	8,462 00	7,579 78	7,579 77	511 50		
Modoc	8	0	6,341 63	2,273 37*	2,034 13	2,034 13	127 11		
Mono	0	0	47 00	20 00	13 50	13 50	3 27		

Monterey	33	0	21,229	93	7,575	06	6,827	47	6,827	40	248	31
Napa	18	1	11,820	36	3,979	24	3,920	59	3,920	53	302	47
Nevada	16	0	11,209	28	3,890	00	3,659	64	3,659	64	125	34
Orange	105	5	63,330	97	21,467	02	20,951	98	20,911	97	1,859	30
Placer	14	1	9,935	00	3,299	64	3,317	71	3,317	65	61	29
Plumas	4	0	2,630	99	920	00	855	49	855	49	89	65
Riverside	74	2	44,804	30	15,316	82	14,743	78	14,743	70	1,117	51
Sacramento	165	6	106,847	48	36,387	26	35,290	13	35,170	09	2,218	25
San Benito	4	0	2,900	65	1,035	00	932	83	932	82	42	12
San Bernardino	234	10	151,881	38	52,160	32	49,860	52	49,860	54	3,925	34
San Diego	190	4	115,341	11	40,277	02	37,612	04	37,452	05	4,442	65
San Francisco	326	22	228,094	09	75,753	26	76,170	43	76,170	40	7,228	01
San Joaquin	123	2	77,741	05	27,347	73	25,276	65	25,116	67	3,119	19
San Luis Obispo	35	1	19,617	92	6,500	00	6,559	01	6,558	91	512	36
San Mateo	31	1	19,761	04	6,717	27	6,641	92	6,401	85	870	07
Santa Barbara	43	7	32,923	38	10,366	67	11,278	36	11,278	35	557	72
Santa Clara	147	26	109,151	35	33,512	34	37,905	23	37,733	78	1,944	51
Santa Cruz	51	0	34,118	66	11,918	00	11,100	34	11,100	32	264	95
Shasta	8	0	3,439	75	1,268	55	1,085	63	1,085	57	66	77
Sierra	4	0	2,291	24	893	13	699	06	699	05	78	28
Siskiyou	27	0	16,268	80	5,837	74	5,215	53	5,215	53	238	20
Solano	22	0	14,695	26	5,191	00	4,752	13	4,752	13	475	33
Sonoma	59	2	42,135	87	14,497	87	13,819	02	13,818	98	796	07
Stanislaus	65	6	45,294	40	14,912	71	15,190	86	15,190	83	619	68
Sutter	14	0	9,178	07	3,326	97	2,925	55	2,925	55	198	00
Tehama	12	0	7,417	11	2,639	24	2,468	96	2,308	91	163	92
Trinity	3	0	2,358	00	840	00	879	00	639	00	27	69
Tulare	73	1	48,547	14	17,053	80	15,778	68	15,714	66	743	38
Tuolumne	6	0	3,413	65	1,219	99	1,096	83	1,096	83	14	00
Ventura	43	0	25,370	63	9,087	16	8,241	74	8,241	73	249	64
Yolo	35	1	22,063	40	7,638	16	7,212	62	7,212	62	405	40
Yuba	20	0	13,029	28	4,755	33	4,204	58	4,069	37	296	65

## EDUCATIONAL PROVISIONS

The State of California makes four types of provision for the education of its blind and partially blind population: (1) the general education of minor children and youths, "of suitable age and capacity," through the elementary and secondary grades, in the state residential school at Berkeley; (2) the subsidizing of the education of the visually handicapped in day classes or schools in the local public school systems; (3) the furtherance of trade education and higher education for the blind and partially blind through the Bureau of Vocational Rehabilitation of the State Department of Education and/or the Division of Advanced Studies of the California School for the Blind; (4) the training of the adult blind in their homes or in trade training centers in the occupations of the home-production or sheltered workshop types. Only the first three will be dealt with in this section and only that part of item (3) having to do with the higher education of the blind under the Director of Advanced Studies.

### THE CALIFORNIA SCHOOL FOR THE BLIND

#### Historical

The California School for the Blind was founded in 1860 as a part of a dual institution for "the Deaf and Dumb, and the Blind." In 1865 Mr. Warring Wilkinson came from New York to head the combined schools and continued as administrative head until his retirement in 1910, a period of 45 years. Mr. Wilkinson was an administrative officer of exceptional ability. He saw that the quarters in San Francisco were unsuitable and inadequate and persuaded his board to purchase the present site, to which the schools were moved in 1868. Work for the blind children was organized along conventional educational lines, with the use of embossed print and point systems constituting the main differential. In 1912-13 the more complete organization of the Department of the Blind and an expansion of the educational program paved the way for a formal separation of the School for the Blind from the School for the Deaf nine years later.

Legislation for the formal separation was passed in 1921. The direction of the new School for the Blind was placed in the hands of the State Superintendent of Public Instruction as Director of Education, acting as sole trustee and succeeding to the powers and responsibilities of the board of directors. The titular head of the school was designated principal, with full organizational and administrative powers. The new law was put into effect early in 1922 and an acting principal appointed. In May, 1922, a permanent selection was made. In 1931 the chief administrative officer was placed under civil service rules and the title changed to superintendent to accord with general state practice.

From 1922 on the school has been operated as a regular part of the California public school system and organized as a regular, graded school for blind and partially blind children. Since August, 1923, advanced high school students and blind college students receiving aid from the College Readers' Fund have been under the guidance of a Director of Advanced Studies. (See Higher Education of the Blind in California.) The policy of having certain pupils of high school age attend regular public high school and trade schools in Oakland and Berkeley, while

living at the state school and having their work directed under strict supervision, was inaugurated in 1923.

Rapid shifts in both local and world conditions necessitate certain major changes, not only in our general philosophy of education but equally in the means chosen to attain desirable ends. Wartime needs led to an all-time high in the employment of blind and partially blind persons, so much so that many who could not have competed successfully under normal conditions found ready employment and continued in jobs over fairly extended periods of time. But even with the demands for manpower at a maximum many employers, including the federal and local governments, made comparatively little use of the possible services of the blind and some made excuses for dropping blind employees from the payrolls as soon as far less competent persons of normal vision could be found. In addition certain plants wholly dependent on war contracts and non-convertible to peacetime uses naturally let out the blind along with other employees on the completion or cessation of war contracts. The most serious of all changes, however, came from the hectic overexertion of the war period, wasteful expansions, and the derangements of occupations and populations in the short period of three years, derangements which will require 20 years at least for readjustment. The blind fare best in a stabilized society and in occupations where they can show abilities and aptitudes comparable with those of the seeing, after rather prolonged periods of very specific training.

*Occupational* training is most effective where learning and practice are least separated. In the professions and higher "callings" preparation of long duration may be required, but in trades and common labor, in farming and agricultural occupations, training *on the job* alone satisfies the requirements of vocational education. Since out of the more than 20,000 specific jobs or occupational specialties the blind can fill at least some hundreds, with a reasonable degree of competency and satisfaction, it follows that residential schools for the blind and day classes for the blind cannot give effective *occupational* training in handwork but must lay *foundations* in physical health and competence, general mental development, good speech and superior social relations, general handiness, good work habits, moral stamina and reliability, the "worthy use of leisure time" and determination to succeed, on which adult trade *training centers* or normal technical and trade schools can build the specific skills required in selected occupations. From all of which it follows again that the major job of schools for the blind is general education, physical, academic, moral and aesthetic, with levels of completion fitted to the mental and general competence of the individual pupil. Thus some will quit school and enter trade training at the end of the primary period or completion of the equivalent of the sixth grade; others at the end of the ninth grade and a small group at the end of the twelfth grade, or senior high school graduation. The *ages* of completion will not vary greatly because of the slower pace set for the more retarded groups. It is equally axiomatic to say that the three groups thus distinguished must have highly divergent courses even in such fundamentals as reading.

Since personal and social development, skills and useful informational contents are primary aims, it follows that strict gradation on current public school bases is less important than a measurable product at the end of a specific section or block of organized teacher-pupil effort. For example, at a given point in an age-grade program for those of average mental endowment or roughly 100 I.Q., we may expect the completion of the four fundamental arithmetical processes with such understandings and applications as serve not only in daily life but in the continuation of studies in numeration, measurement, mathematical concepts (algebraic foundations, for instance) and other propaedeutic relations. But whether we call this particular pause-and-start-again the end of the third grade, or the end of the fourth grade, or say that it should mark the completion of the ninth or the tenth chronological year, is far less material than that it *must be accomplished and fitted into the general study* we call numbers or arithmetic and *correlated* with other mathematical notions and skills and with science and "the real business of living." It is far more important that arithmetic be meaningful and directly related to life, than that it be segmented, sectioned or dissected, and that, with due respect to thoroughness, it become an integral part of mental development than that it remain "the one subject that I never understood and never liked."

With the blind or partially blind child and youth *the fundamental desirable ends* may be defined as consisting in:

1. *Good General Health.* A strong, well disciplined body, with erect bearing and good balance, correct and not ungraceful gait in walking, with no groping or undue hesitation, weight normal for height and type, cleanliness and a well-groomed appearance, absence of offensive mannerisms, and good posture in sitting are essential. These are not purely physical requirements but are fundamental to happy social relations and individual success.

2. *General Handiness,* both in personal care and in the manipulation and use of the common tools, utensils, furniture and labor-saving devices essential to daily living. The training of hand skills without visual coordination is a long and slow process and must be advanced by every means and in every possible connection. This applies in dormitory, dining room, recreation rooms, playgrounds, classrooms and library as well as in the sewing room, kitchen, laundry, shops and science rooms where specific manipulations are consciously taught and learned. The correct reading and writing of braille, typing, handwriting, map-making and clay modeling, woodworking for project purposes and the playing of musical instruments as well as sports, physical drills and recreation are all occasions for the sedulous and planned development of hand skills.

3. *General Mental Development.* What is usually taken as the field of the academic studies really covers a complex series of developments of skills and contents, the intent of which lies essentially in the two factors of articulated understandings and their expression. The prime essential of both these factors is a symbolism which can convey and perpetuate and accumulate the meanings and interpretations of the objective world, of our own inner being and of the world of social relations. Language and literature in their broadest senses form the most important bases of mental life. Without them there can be no adequate understand-

ing of life in its noblest developments and particularly in its significant continuities. Language development left to chance and casual contact is desultory and fragmentary. This is illustrated in the cheap slang and catchwords that rise and pass and are forgotten almost in a day. It is equally illustrated in the impoverished and truncated idiom of current phrases such as "O.K." where perhaps a hundred different meanings are hidden or lost by meaningless disregard of shades and differences. Enriched living cannot arise from an education that cheapens articulate speech or disdains the precise and fine in poetry and prose.

Arithmetic and the other mathematical branches are essentially forms of expression, an extension of language. On them all scientific and technical advances must be built. Since they come nearest to pure thought or pure idea, they should be the special world of the blind even more than literature and music. Algebra is but an extension of arithmetic, an extension of symbolism, expression and method. Geometry promotes logic and introduces space and form concepts or ways of thinking. Here elementary mathematics halts, leaving the higher number relations and space-time concepts to the collegiate branches of mathematics.

Geography extends relational ideas; it should begin with measurement in the class rooms, the location and relation of buildings, campus locations, distances and contours; extend to the local geography of the San Francisco Bay area in correlation with the general map of California and the hometown location and relations; thence to the larger units and finally global geography, longitude, latitude, time and the seasons. Excellent correlation material may be found in geography, relating it to history, literature and written and oral expression on the one hand, and to arithmetic and science on the other.

Such science as can be given in a school for the blind is chiefly foundational to good general thinking. Its objective is the elimination of fairy-tale explanations and Superman science, and an induction into the hard work of investigation, of the careful and precise building up of generalizations and deductions; a foretaste, in short, of that immense structure of many branches and vast accumulations which is presented by grownup science in both its physical and biological branches. Our science is necessarily "general" but it need not be either puerile or easy-going.

A knowledge and understanding of the human body in health and sickness is both science and physical education. It is doubly important to the blind and should be closely correlated with the more specific physical education courses and the home-making, diet and food-preparation courses. Psychology as such has no place outside of technical college and university courses.

History as a discipline belongs in this *academic* group, though sometimes classed in the social studies. It serves the purpose of enabling us to understand ourselves and our present conditions. It should embrace the whole course of United States history and such European and Asiatic-African backgrounds as tell us how we came to be what we are, especially the vital Hellenic beginnings of the free western society and the free, self directed man in that society.

Civic studies are or should be a part of the practice of social and moral being and come rather under the last great objective of our studies.

4. *Aesthetic and Art Appreciations, Understandings, and Enjoyments*, plus a stimulation of the powers of creation and imitation or recreation. The bulk of studies in literature both Anglo-American and "foreign" fall here, most of music and all advanced work in dramatics, public speaking, writing, radio-broadcasting and such plastic art work as the blind may engage in.

The broader the appreciations and understandings of the blind person in current literature and in the vast accumulations of world literature the richer his life will be in the after years, when the reading of a fine book, the hearing of a superior play directly or a broadcast, even the going over in memory of supreme poetry learned in school, will make the difference between a life of culture and a life merely endured. Music, aside from its pre-vocational aspects, has a similar function and can form the basis of many enrichments, the means of escape from many an otherwise monotonous hour.

If literature, music, the plastic arts and the finer handicrafts become the means of self expression, then the world of art creation is thrown open and not only vistas of enjoyment through creation but the possibilities of making a living and of making others happy at the same time. Not many can approach or equal Fanny Crosby, Clarence Hawkes or other great blind persons, but who can tell? Who can set limits to what the human spirit can accomplish, given the inspiration and the technical means of expressing that inspiration?

5. *Moral Development and Social Integration*. Every moment in the classroom, studio, practice room, shop, chorus, playgrounds, playfield, gymnasium, dining rooms, dormitories, club rooms, student meetings, club meetings and directed and project activities should make its contribution to personal development and to the creation of a fine social cooperation. To these ends formal civic and moral lessons should be dispensed with as far as possible. More particularly the meaningless recital of pledges and moral codes should be eliminated from school classes and organizations. Pledges, oaths, moral codes and rituals have their place but are best when they are an outgrowth of practice rather than a foundation for practice.

The great ethical classics are the best introduction to the moral life, which is the essence of the civilized life. The Bible, more particularly the Psalms and the Gospels, still stands as the greatest guide to good behavior ever written. With the sources of Christian ethics should be used simple selections from the Socratic writings of Plato and Xenophon, the Confucian texts and Lao-tze, and the great array of classics that carry to the present the Hebrew-Hellenic and the classic-oriental tradition. All social studies combined cannot lay such a firm foundation for moral conduct as can be built by *conscious* exposure to fineness of character as embodied in the great ethical classics of the ages. And they are simple and direct, easy to understand and easy to apply, in striking contrast to the bewildering and confusing social theories, and the frequent downright perversions, of an "emancipate" social leadership embodied in many current texts.

A major aim of character building is an appreciation of world solidarity and an understanding of the contribution as well as the needs of so-called *foreign* peoples. As in civic studies practice comes first, so in this world-view, the practice of neighborly understanding is all impor-

tant, as embodied in letters to schools in Mexico, Cuba, Peru, France, Spain, and so on; in the making up of Red Cross packages; the gift of clothing; the sending of pennies for relief to the starving; and also in programs portraying the ways of other lands, their language, music, dances and poetry. Our school literally embodies the best internationalism.

### IMPLEMENTATION

#### I. *The primary tool subject and skill in all education is reading.*

Reading grows out of the spoken language from attempts to put sounds into visible form, not from the picturing of ideas. Thus reading is in one sense always auxiliary to the spoken word but education on the basis of the spoken word alone would be impossible: there simply could not be a sufficient amassing of material for any basis of adequate education. This is assuming that reading and writing are two aspects of the same thing, two complementary skills. But since most persons do far more reading than writing, reading is the more important skill and in a sense writing, with its auxiliary skills of spelling and punctuation, is subordinate but not therefore less essential.

For the blind, reading and writing mean braille. And braille is very different from print and handwriting; different mainly in these points, (a) that it is written in a set matrix with virtually no form variation and no possibility of calligraphy; (b) after the first ventures in reading and writing, the alphabet is deserted and more and more complicated abbreviations are introduced, with resultant complications in spelling when braille is transliterated to typing, print or handwriting; (c) an entirely different sense medium is employed, with both reading and writing greatly slowed down; (d) a much greater bulk of books is involved and higher costs in publication plus limitation in quantity; (e) few braille readers reach sufficient facility and speed to cover even the masses of material available in embossed form; (f) a corollary of (e), even with high reading facility the blind person cannot cover great quantities of reference material and exhaustive reading or research; (g) it follows that braille is inadequate for higher education and that the advanced blind student must rely on readers; (h) this in turn stresses accurate and effective hearing in the double sense of listening and understanding from the very beginning and more particularly as the pupil advances.

Braille in its progressive shortenings would seem then to be the chief technical differential in the education of the blind. But an education in braille alone would be as absurd as an education of a person of normal vision solely by print and writing. This absurdity is embodied in nomenclature when schools for the blind are called *braille schools*. Braille is simply for the blind the reading-writing tool, a means to an end. Typing and handwriting are added important tools. Arithmetical and other notations in braille, including braille music, are but *tool* extensions of literary braille. And in all cases where the learner has sufficient vision to read even very large print and to see form, visual reading becomes a vitally important *tool* of learning.

II. *Hearing* in the double sense indicated above is the *second major tool of learning* for the blind person. Early training in hearing is indispensable and it is only reasonable to expect that the person heard shall be a model of clear, precise and effective voice production, with such modulation and articulation as will leave no doubt in the mind of the hearer as to the words spoken and their emotional shadings in any particular grouping or passage.

Hearing is equally important in instrumental music and is to be cultivated chiefly for discrimination. Almost equally in public speaking, dramatics and singing hearing as a technique becomes all important. Up to date *talking books* have made a comparatively small place for themselves, largely because our children have not been taught to *listen and understand* the spoken word. Radio and music records are more used and better received by pupils but cultivate a passive attitude and should be offset by *activities* of a similar nature, namely the production of musical or speaking recordings, giving of radio and other programs, club activities.

III. *Work*, both in shop and laboratory, on the grounds and in classroom projects.

Organized work gangs for upkeep purposes (for the educational values) have done much in the years of labor scarcity to inculcate a sense of obligation, keeping appointments punctually, and completing assigned tasks. Individual assignments to pupils in supervising younger children, waiting on table and clearing away dishes, assisting janitors, gardening, and running errands have both conduced to good work habits and earned spending money for a large number of boys and girls.

IV. *Coordination and integration* of classwork and extra-curricular activities.

A conscious effort to interrelate all activities both in the classroom and outside of it has led in the past to very gratifying results. A major means for such correlations is club activities including not only *civic* organizations such as the senior boys association and the upper division student body, but Boy Scouts, Girl Scouts, Camp Fire Girls, the Chess Club, Spanish and French Clubs, the Press Club, and the Bachelorettes. It is essential that faculty advisors sponsor and help direct all such activities, if they are to be integrated into school work and school organization. Clubs and other similar organizations serve the further purpose of "outside" contact.

V. *Attendance* of selected pupils in cooperating local *high schools* and *trade schools*.

This plan has already been in operation for over 20 years and has had very gratifying results. It is closely correlated with our general *schema* of advanced studies and serves the purpose of preparing students for college in competition with boys and girls of normal sight. The fact that most of our students in this group go on into college or university shows how the stimulus of directed studies stirs ambition and initiative.

VI. *Library and Illustrative Materials*. A need rather than an accomplished fact exists in this connection. The need is sixfold:

- a. Adequate housing of books and illustrative models and materials.
- b. Classification and complete card-indexing of same.

c. More systematic recording of use, including loans and returns.

d. Extension of usage and a systematic teaching of how to use the library and a constantly increasing collection of models and other illustrative materials.

e. Centralization of sight saving books and extension of use under trained direction.

f. A center for talking books and phonograph records and a room for supervised playing of same.

VII. A program of *guidance and placement*, in cooperation with other state agencies.

A beginning has been made under the direction of our field officer in general vocational counseling, beginning with the seventh and eighth grades. Placement work under the personal direction of officers of the school dates back over 20 years. An extension of vocational counseling and job placement under a vocational guidance committee is now under way and state and federal agencies are being called upon to help formulate a long-range program in the interest of better vocational training and the integration of training and placement.

#### FUNCTIONAL OUTLINE OF CLASS PROGRAMS

##### A. Physical Education

*Group I. Children Under 10 and Disability Groups Over 10.* For boys and girls, supervised play in the open air as much as possible. Avoid passive attitudes and stir up competitive interests. Traditional games may be mixed with set exercises. *Grasp* is important, especially for weak hands and arms. *Chinning* is desirable if not carried to excess. No exercises exacting on weak hearts are to be given. Brain tumor cases and those resulting from meningitis, infantile paralysis, or spastic conditions are to be given special attention under the direction of the teachers of physical education.

*Group II. Children 10-14.* Organized physical activities in correlation with Scout and Camp Fire programs and social programs of residence buildings.

Lighter sports, including softball or kickball. Class periods twice weekly.

*Group III. Over 14 years.* *Boys*, organized sports and athletic contests. Class periods twice weekly, not less than 60 minutes. Tests to be run at beginning of year, mid-year and end of school year.

*Girls*, same program as for boys, plus folk and other dancing.

For both boys and girls, training in social dancing on a voluntary basis.

Outings on Saturday mornings are to be correlated with general class activities and objectives.

##### B. Manual Skills. All Are to Be Considered General and Prevocational, Not Vocational

1. Beginning class, claywork 3 periods per week, 2 periods in free shop for limited group.

2. Second and third grades, claywork 2 60-minute periods per week; limited group, 2 periods in free shop.

3. Fourth, fifth and sixth grades, 3 60-minute periods per week in claywork; boys 2 hours per week in directed work on grounds or in free shop; 1 double period caning. Girls, 2 60-minute periods per week sewing.

4. Ungraded boys, directed handwork under class teacher, 2 double periods per week. Ungraded girls, directed handwork, 2 hour periods per week, sewing 2 hour periods per week.

5. Junior high school boys, free work in hobby shop, 2 hours per week directed work in 3 work gangs. Junior high school girls, sewing, upkeep of wardrobes, 2 hour periods per week; food preparation, dining room study, 2 hour periods per week.

6. Senior high school boys, free work in hobby shop, 2 hours per week on schooldays; Saturday additional time as available.

Piano tuning for a selected number.

Senior high school girls, advanced sewing 2 hour periods per week; advanced food preparation, 2 or 3 hour periods per week. Care and upkeep of rooms, special instruction, 1 hour period per week.

#### C. Reading, Writing, Literature and Composition in English

*Beginning Class.* Braille reading and writing, alphabetic signs and punctuation, simple contractions, reading of primers and simple readers; braille writing to parallel reading; simple sentences in braille. Stories and readings by teacher.

*Second Grade.* Braille reading of *New Stories*, *The Story Road*, *New Friends*, *Outdoors and In*, and similar easy books. Writing in Braille or handwriting of simple sentences and short paragraphs. Compositions on classroom objects and activities and daily experiences. Emphasis on correct oral statements and recitations.

*Third Grade.* Braille reading of *Through the Green Gate*, *Enchanting Stories*, *Friends Around the World*, *Wide Wings*, *Faraway Ports*, *Elson Third Reader* and similar material.

Reading chiefly for comprehension, speed and expression, "Library" reading for variety, pleasure and discussion.

*Fourth Grade.* Complicated paragraphs, letters and letter forms, the friendly letter. Unit of correct grammatical forms and mechanics of writing.

Oral reports, story telling and dramatics. Reading of *Facts and Fancies*, *Elson Fourth Reader*, and similar material.

*Fifth Grade.* Review of previous work. Outlining, locating materials, use of index. Reading, mostly text materials. Library period once weekly. Pleasure reading. Book reports.

*Sixth Grade.* Mechanics of writing, more complicated forms. Connected paragraphs. Reading of *Young Americans* and similar materials. Supplementary readings and extensive reading for pleasure.

*Spelling*, first six grades *The New Chicago Speller*, correction of misspelled words, use of standard lists.

*Standard Reading Tests* are used in upper primary grades.

*Seventh and Eighth Grades.* Literature: Epic poetry, myths of Greece and Rome, King Arthur, Story of Roland, Robin Hood, *Treasure Island*, *Tanglewood Tales*, *Men of Iron*, *Otto of the Silver Hand* and similar selections, changed from year to year. Beacon Light of Literature and other anthologies.

*Junior English in Action*, Books I and II. Spelling lists based on current texts, letter writing. *Typed* paper required weekly, correct spelling of words used and correct sentence structure.

*Special Seventh and Eighth Grades* follow same general outline, but at a limited pace.

*Ninth, Tenth, Eleventh and Twelfth Grades.* Anthologies; *Adventures in Modern Literature; Literature and Life; American Literature; Literature and Life in England; Ivanhoe, Lady of the Lake, Tale of Two Cities*, Poe's Tales and Poetry, *Autobiography of Edward Bok*, one play of Shakespeare, *House of the Seven Gables*, modern plays. Selections changed from year to year.

Requirements same as in seventh and eighth grades for composition and spelling, but of increasing difficulty. Book reports, resumés of current events, letter writing.

#### D. Foreign Languages and Literatures

*Spanish, First Year.* Simple elementary Spanish, by direct method. Special attention to vocabulary, correct pronunciation and the hearing of the spoken word. Drill on grammatical forms. Simple sentences. Simple prose selections and easy poetry.

*Spanish, Second Year.* Conversation, with simple text materials. More difficult reading. Writing of sentences and short paragraphs. Emphasis of Spanish American contribution; recitation of the best Spanish American verse. Everyday Spanish, quick recognition of the spoken word. Vocabulary tests and drills.

*French, First Year, Eighth Grade.* *Premier Livre*—Meras; Grosjean-Chardenal: lessons 1-20. Poems and songs, dictation.

*French, Second Year.* *Le Francais et la Patrie*—Talbot; *Un Peu de Tout*—de Sauze; Chardenal, 21-40. Poems, songs, dictation.

*French, Third and Fourth Years.* For college preparatory students, covers regular high school French III and IV.

#### E. Speech Correction and Public Speaking

*Grades 1-6.* Special work with individual pupils with speech defects or irregularities, in weekly clinic. Verse choir groups.

*Seventh and Eighth Grades.* Speech improvement, use of library, group activities, interpretation, delivery of original compositions.

*Ninth Grade.* Continuation of speech work in 7th and 8th grades, advanced work in original speaking with stress on impromptu participation in student clubs and organizations.

*Advanced.* Dramatics, chiefly through club activities and plays for special occasions. The verse choir. Preparation and presentation of speeches for special events and public celebrations.

#### F. Geography and History

*Second Grade.* The community, starting with Berkeley. "We Find Out" and "The Find Out Book."

*Third Grade.* "Around the World With the Children," units on Eskimos, Central Africa, Desert Peoples, Mexico.

*Fourth Grade.* Geography and history of California, understanding maps. Scaled map of room made by pupils. Direction, points of compass; relief map of California, studied and reproduced in clay.

*Fifth Grade.* Study of globe, relation of oceans and continents, *Human Geography*, *Weekly Lessons in Geography*. General view of North America, intensive study of United States. Clay map of North America. Correlated history.

*Sixth Grade.* Geography and history of South America. History of United States, exploration to westward expansion. Clay maps.

*Seventh and Eighth Grade Class.* Completion of U. S. History from Revolutionary War. European backgrounds, historical and geographical; geography of Asia and Africa, with summary of historical contributions.

*Ninth and Tenth Grades.* World history, alternating Ancient Times with Middle Ages and Modern Times. May be taken two years in succession for credit. Historical geography of countries and eras covered.

*Eleventh and Twelfth Grades.* Advanced history and government of the United States. Historical geography.

*Special Seventh and Eighth Grades.* Historical backgrounds of American life and culture; study of geography involved.

#### G. Social Studies—Citizenship

Social studies and citizenship will consist in daily practice of group behavior from the first through the twelfth grade. As far as possible, teachers will conduct classes on the lines of democratic participation, not forgetting that the greater communities of state and nation make the laws and largely determine the limits of individual and group behavior.

The significance of good tradition is to be introduced in the lower grades and children encouraged to sustain standards set largely by "common consent." Later, forums may be conducted and values discussed but always with emphasis on adequate information and experience as the basis of forming mature opinions. The *progressive integration* of the individual and of society must be stressed.

#### H. Mathematics

**ARITHMETIC.** *First Grade.* Counting, numeration, combinations in addition to 12, simple subtraction.

*Second Grade.* All simple combinations of addition and subtraction. Advanced addition, and subtraction without borrowing. Study of money and exchange, with braille signs.

*Third Grade.* General review. Carrying and borrowing numbers, multiplication of 2, 3, 4, and 5. Word problems in four fundamental processes.

*Fourth Grade.* Complete review. Complex addition and subtraction, multiplication to  $9 \times 9$ . Roman numerals. Word problems in simple form, using two processes.

*Fifth Grade.* Review. Tables of measurement, weight and time, problems involving tables. Reading and writing of fractions and mixed numbers. Multiplication of whole numbers by fractions and mixed numbers. Problems in fractions. Multiplication of two digit numbers. Simple division.

*Sixth Grade.* Fractions through four fundamental processes. Roman numerals to M. Reading and writing of numbers to one billion (American). Problems, including decimals for money. Areas and perimeters.

*Special Seventh, Eighth and Ninth Grades.* Individual work in fundamental processes and in problems; all work suited to individual needs.

NOTE.—Whenever possible, pupils in the special seventh and eighth grades are assigned to regular classes.

*Seventh Grade.* Advanced arithmetic, fractions, mixed numbers, decimals; problems in usage in business and in daily life; complex problems in fundamental processes.

*Eighth Grade.* Continuation of problems and complex processes, with a special view to more advanced courses in mathematics; simple ratio and proportion; advanced measurement; introduction of the concepts of algebra and geometry.

*Ninth Grade.* Elementary algebra.

*Tenth Grade.* Elementary plane geometry.

#### I. Nature Study and Science

*Grades 1-6.* Nature study involved in reading, recognition of plant and animal forms correlated with clay work, expansion of nature study materials in geography lessons, elementary study of plant and animal life and of topography and physiography of campus. Simple lessons in health, correlated with daily life of child.

*Seventh and Eighth Grades.* Introduction to elementary science, mostly biology, with reading of easy text.

*Ninth Grade.* General science, text and references, examination of specimens and of natural materials, study of campus, experiments in elementary mechanics, sound, and electricity.

*Tenth Grade.* Physiology and hygiene, with brief introductory study of anatomy from models and specimens. Correlation of study with physical education and problems of daily living.

## J. Typewriting

Training in typewriting is required of all regular grades, beginning with the fifth. Children in ungraded classes are trained in typewriting as far as their physical and general competence will permit. Beginning with the eighth grade, pupils are required to hand in most of their written work in typed form. All material submitted in typing to other teachers must be checked and approved by the typing teacher. The school quarterly for parents, *Keeping in Touch*, is typed by pupils before being mimeographed.

*Beginning Classes*, fifth, sixth, and seventh grades and ungraded children. The learning of the keyboard, proper care of the typewriter, simple exercises, of increasing complexity, in regularly graded sequence; writing of letters, correct forms; technique of spacing and use of shift and other points in mastery of the machine.

*Intermediate Classes*, eighth and ninth grades. Exercises of increasing difficulty, stress on speed. Business correspondence and business forms. One period per week in business arithmetic, with stress on practical problems and on the correct writing of forms. Simple accounts and keeping of business records.

*Advanced Classes*, 10th, 11th, and 12th grades. Chiefly for those not attending outside high schools. Some attention will be given those who wish to engage in business for themselves. All advanced work will be correlated with the *guidance and placement* program.

## K. Music

VOICE. Individual and group lessons in voice production, simple songs and four part singing of pieces of increasing difficulty.

*Junior Chorus* for primary grades, with both simple songs and part singing.

*Senior Chorus*. Chiefly four part singing of selections of moderate difficulty. Pieces involving more than four parts are used from time to time. Two major programs are given each year, in conjunction with instrumental music, piano, organ, violin and orchestra. Normally, four years of voice training are given.

VIOLIN AND ORCHESTRA. Probationary period, one semester, with stress on posture, form, bow control intonation. The *singing* of music from braille notation. Pupils not qualifying will be dropped after this period.

*Elementary study*, two years. Scales through five flats and five sharps in the first position; simple technical etudes using 1st and 3rd positions; shifting and bowing study; melodies, largely folk song materials, using 1st and 3rd positions.

*Intermediate study*, two years. The study of five positions; study of shifting continued; scales of two and three octaves; bowing, *detache*, *spiccato*, *staccato*, and *legato*; the *vibrato*; elementary double stops; etudes by Kayser, Fours, Mazas, Moffat; solos of medium difficulty.

*Advanced study*, two years. Scales in three octaves; bow technique continued; double stops; the Kreutzer etudes; concertos by Viraldi, Bach, Nardini, Acolay and others; sonatas by Handel, Mozart, Dvorak and others; short solos.

*Orchestra*. Study of the individual instruments; group or individual work twice weekly. Preparation for two or more major programs per year.

**PIANO AND ORGAN**. Beginning piano, two years. Probationary period same as for violin. Braille notation is required except in the few cases where regular staff notation may be mastered without eye injury.

Six selected Hanon exercises played in all major keys; major scales through two octaves; major and minor triads and their inversions; the arpeggios of the major triads; ability to play six pieces, including one Bach and one Mozart.

*Intermediate piano*, two years. One two part and one three part *Invention* of Bach; four additional pieces of medium difficulty; etudes by Meyer, Thompson, Birens. Czerny Op. 299; harmonic minor scales, two octaves; arpeggios of the dominant and diminished seventh; ability to recognize or sing all intervals, major and melodic minor scales, major, minor, diminished and augmented triads.

*Advanced piano*, two to six years. Prelude and Fugue of Bach; a Chopin etude; one sonata of the classic period; etudes of Czerny, Moskowski, Godowski, Brahms, Cortot, Jonas, Kullak, Matthay; scales, arpeggios and exercises in octaves; scales in double thirds and sixths; participation in recitals and programs.

*Pipe organ*, for selected advanced students only, on an individual basis, after at least four years of piano study. Technique of the organ, use of stops and other special features. Graded studies of increasing difficulty. Participation in recitals and programs.

**NOTE:** The above piano and organ courses are subject to variation in the hands of the individual teachers, who must fit their instruction to the varying needs of pupils.

*Music Appreciation*. Designed for intermediate music pupils but optional with others. Content varied from year to year. The historical approach is used but does not dominate the course. Course for 1945-1946: Selected pieces and brief commentary—North American and Latin American, English, Italian, and German romantic music.

*Harmony and Counterpoint*, technical courses for a group of selected advanced music students, with special stress on the structure of musical compositions. Original composition by talented students is encouraged.

**NOTE ON MUSIC EQUIPMENT:** The department has complete equipment, under expert care, for all courses undertaken, with insulated studios and practice rooms and the general assembly room for ensemble and recitals. There are an Estey pipe organ, three grand pianos and 12 uprights, instruments for orchestra and band, individual violins for all students, varied records for music appreciation and a large music library in staff notation (print) and braille.

## ADMISSIONS AND DISMISSALS

Up to June 30, 1922, and the general reorganization of the school, there had been 576 admissions or an average of slightly over nine per annum. The total enrollment of the school year 1921-1922 was: Boys 51, girls 47, or 98. Of those leaving before May 31, 1922, only a very small number (less than 20) had attended regular high school classes or received a high school diploma. Some had been retained as residents in the school for many years without making any real progress. One imbecilic boy entered in August, 1897, and was in constant residence and class attendance until June 2, 1907. In that time he made no progress. This practice of retaining the proved unfit on the part of the school authorities fairly justified the usage of the word asylum which was applied to the combined school.

From May 8, 1922, when the new administration was installed, to May 30, 1946, 371 boys and 287 girls or a total of 658, have been admitted to the school, an average of 27 per year. The total enrollment for 1945-1946 stands at 156 as of May 30, 1946. The average annual enrollment for the period of 24 years has been 125, making the average stay in the school less than five years. All children of marked mental unfitness have been dismissed, as provided by law, after a fair trial. Only a few have been dismissed for physical disabilities and very few for moral reasons. The subsection on the higher education of the blind in California will give a fair picture of what has become of the majority of those graduated from high school courses or transferred to local high schools.

As all admissions are by application, and for a trial period only, the school is able to maintain higher standards than those prevailing in regular public school classes. The school cannot, under law, be forced to retain any pupil whose general progress, as measured by dormitory adjustment and class performance, does not meet the standards of the school.

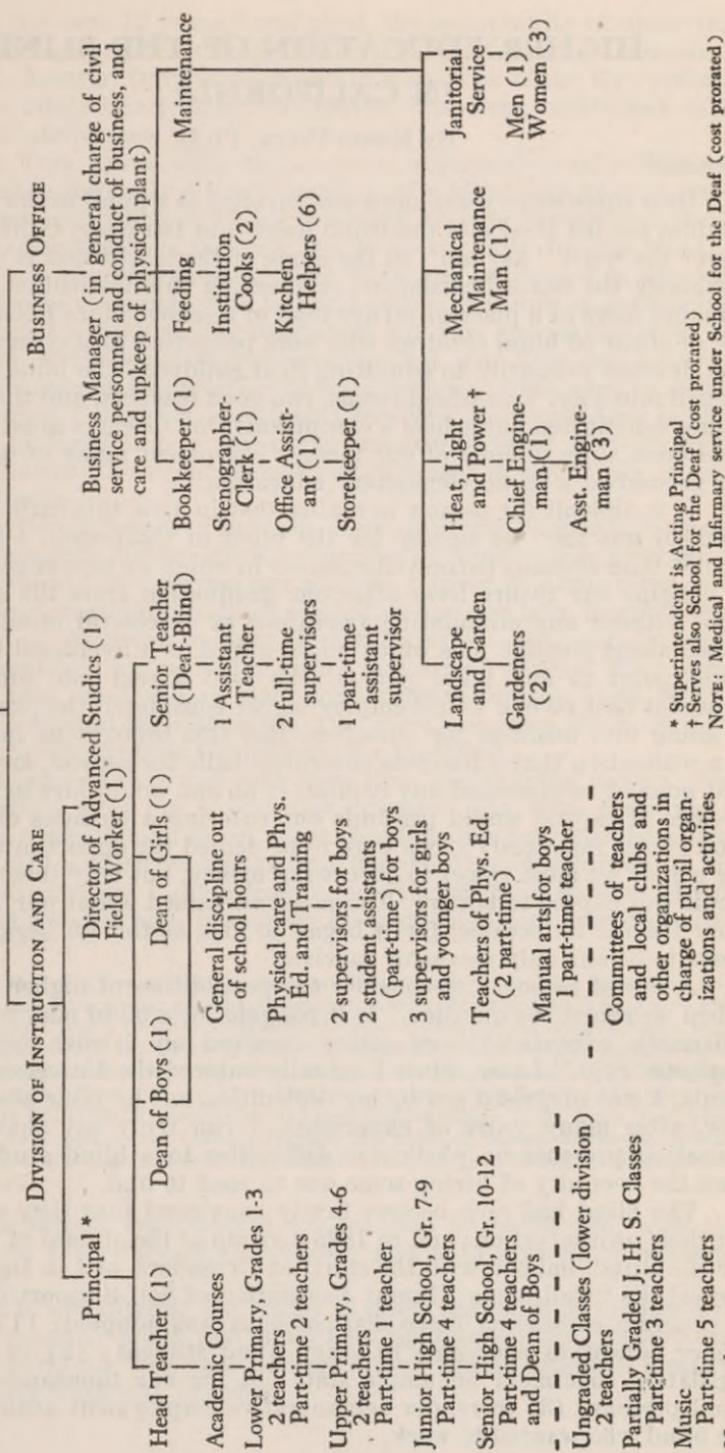
NOTE: All care and maintenance features, as indicated in the organizational chart, are strictly subordinate to the school program as such and, therefore, need no further description. All activities out of school hours are carefully correlated with the school program: coordinating officers are in constant touch with each other; and dormitory study, for instance, is directed by the teachers through the Dean of Boys and Dean of Girls.

# CALIFORNIA SCHOOL FOR THE BLIND ORGANIZATIONAL PLAN

DEPARTMENT OF EDUCATION; DIRECTOR OF EDUCATION

SCHOOL FOR THE BLIND

SUPERINTENDENT, CHIEF ADMINISTRATIVE OFFICER



\* Superintendent is Acting Principal  
 † Serves also School for the Deaf (cost prorated)  
 NOTE: Medical and Infirmary service under School for the Deaf (cost prorated)

## HIGHER EDUCATION OF THE BLIND IN CALIFORNIA

By Newel Perry, Ph.D.

### Historical

Over three score years ago I was enrolled as a pupil in the California Asylum for the Deaf and the Blind located in Berkeley, California. The use of the word "Asylum" in the name of the institution is significant. Obviously the State Legislature, in creating this institution, had been thinking more of a place of refuge than of a school. Here I found myself one of about 50 blind children who were permitted to stay in an institution devoted primarily to educating deaf children. The blind were only a small minority. Two school rooms, two good teachers, and three or four pianos constituted our school's equipment. Our teachers must have been good ones, since in spite of our meager equipment many of us acquired the groundwork of an elementary education.

It is difficult for us now to realize that in 1883 this little nucleus of a school was the sole agency for the blind in California. I have vivid recollections of many earnest discussions in which we boys engaged trying to imagine our future lives after our graduation from the school. We were without any stimulating traditions of successful blind men. We talked about possible jobs which might afford us a livelihood but no one could point to any blind person who held a real job. Since it was apparent that no one would employ us, we considered the practicability of going into business for ourselves. But this brought us immediately to a realization that a business enterprise calls for capital, and we knew that none of us possessed any capital. If no one would hire us and if the absence of capital would preclude our entering a business of our own, what choice remained? If we were to be denied the opportunity of earning money we must resort to borrowing money, but only those who have credit can expect to borrow. The more we talked about our future the more fearful we became, for it began to look as though beggary might prove to be our only means of survival.

A few of us began to consider the possibilities of higher education. When we raised the question "Is it possible for a blind man to acquire a university education?" we either received an evasive reply or an emphatic "No." Later, when I actually entered the University of California, I was surprised not by my difficulties, but by their absence. And now, after many years of experience, I can truly say that a higher education presents no particular difficulties to a blind student, other than the necessity of hiring some one to read to him.

The blind had now become firmly convinced that they must work out their own salvation; and in 1898 a group of the alumni of the School for the Blind, imbued with the spirit of Crusaders, met in Oakland and formed the "California Alumni Association of Self-Supporting Blind." A program embracing three distinct aims was adopted: (1) To make higher education accessible to every blind student; (2) to secure by legislative enactment an ample state aid for our thousands of needy blind persons; (3) to render remunerative employment available to all the blind who wanted to work.

During the next 12 years I was given the opportunity of observing at first hand the conditions under which the blind lived in Germany, Switzerland, Austria, Italy, France and in New York State. Everywhere I found the adult blind eking out barren idle lives, smothered in a philosophy of defeatism.

In New York State, with its numerous universities and colleges, I was surprised to find only a single instance of a blind man having graduated from an institution of higher learning. Having become convinced that higher education was the only key to opportunity for the blind, I interviewed the governor-elect of New York and explained to him my plan for securing readers to read to blind college students by petitioning the legislature to make an appropriation for this special purpose. In 1907 the New York Legislature enacted such a law. This was achieved despite the pronounced opposition of state agencies. Subsequently other states, including California, duplicated the New York act. Due to this single piece of legislation, a surprising number of blind students have successfully earned academic degrees and diplomas in California during the past 30 years.

We now found ourselves faced by a new problem, how to find remunerative occupations for our growing number of blind college graduates. The various county civil service commissions refused to admit blind candidates to their examinations. Such opposition has now been largely overcome and all of the seven holders of certificates as social workers have been duly employed by various counties under civil service. Five blind persons are now employed as placement workers for the blind by the Bureau of Vocational Rehabilitation. Two more have been given employment by the North Carolina Commission for the Blind.

Our ten lawyers have met with more than encouraging success. One of them, besides enjoying a lucrative practice, has been continually re-elected an assemblyman seven times. Another has been elected a city judge; and still a third served as first deputy district attorney of his county for seven years. I quote from a recent letter from another of our blind lawyers who has been practicing his profession for about 15 years. He writes:

"I know that you are extremely anxious to personally know how your boys and girls are doing and I am giving you this information with the hope that it may give you pleasure, because I feel a great indebtedness to you. I believe that we are doing very well. We own our own home which is valued at about \$7,500.00 with no incumbrance. I have a library, legal, conservatively valued at about five thousand dollars (\$5,000.00). We have very nice offices and we have managed to save some money. We have ten thousand dollars (\$10,000.00) face value in bonds besides money in the bank. Last year was my best, as I had a net taxable income in excess of eleven thousand dollars (\$11,000.00). I know that you will understand that I am not trying to boast in the foregoing recital."

Still another lawyer who started his practice 25 years ago, with no capital, is now the owner of four houses and a 15 acre ranch without incumbrance.

Perhaps it will interest the reader to know that each of the lawyers I have cited is totally blind, that is, without light perception. Experience strongly supports the view that a blind lawyer should establish himself in a moderately small city or town.

The professions of both osteopathy and chiropractic were looked upon by blind students with great favor, and the five blind osteopaths, and the ten blind students desiring to become chiropractors, considered that these professions presented no unsurmountable obstacles or difficulties to blind practitioners. Unfortunately the State Board of Osteopath Examiners as well as the Board of Chiropractic Examiners have ruled that persons who lack 50 percent visual acuity shall not be permitted to enroll in either colleges of osteopathy or chiropractic. Despite the written opinion of the State Attorney General declaring this ruling of the Board of Chiropractic Examiners to be void, the Board still insists on the enforcement of its ruling. It may be that resort to court action may be necessary to do away with present confusion and uncertainty. In case a suit is resorted to, the court will be called upon to interpret Section 201.1 of the State Civil Service Act which forbids discrimination against the blind in state civil service examinations. It is always tragic to have a promising field of opportunity for the blind shut off from them.

The employment of blind placement officers for the blind by the Bureau of Vocational Rehabilitation is a recent development which deserves commendation. This policy is the result of understanding and constructive imagination on the part of the Bureau.

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The California School for the Blind has recently secured State legislation by which the School is provided with a Field Worker and Counsellor for its young graduates. This action has already resulted in the prompt employment of several new graduates who, under former conditions, would probably have been doomed to a life of enforced idleness.

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## TEACHING

Teaching has always appealed strongly to the blind and in former times has possibly been over stressed. To impart information would seem to present no particular challenge to those who are blind. Like most occupations that have an attraction to the blind, the real difficulty does not lie in the performance of the act but rather in the difficulty of securing the appointment to the position which must precede the actual performance. Many blind persons have shown themselves remarkable teachers when they teach a single individual, but they find it almost impossible to secure an appointment as a regular class teacher. The appointing authority is usually not blind and consequently he lacks confidence in the blind. However, a few rare sighted men who have never been blind have proved to be exceptions to the rule. Such a person is a real blessing to the blind.

In 1922, a change was made in the administration of the School for the Blind. The new superintendent had devoted his life to the study of education and had had considerable experience with the young blind. His insight, breadth of view, and depth of understanding were such that he entered upon his task with every promise of success. He understood at once what the blind meant when they said, "To the blind, higher education spells independence." It is, therefore, only natural that the more important improvements which have taken place in the education of our blind children have occurred during his administration which has extended over the last 23 years. He readily understood that in teaching

the blind, blindness itself is frequently an asset to the teacher. It is not strange, therefore, that many of the teachers who have been employed by the School for the Blind during the last 20 years have been well trained, highly educated blind university graduates. His cooperation with the Director of Advanced Studies was always immediate and whole hearted, and as a result California has probably blessed more blind persons with advanced education than any other school for the blind in an equal period of time.

#### ADVANCED DEGREES RECEIVED BY FORMER STUDENTS OF THE CALIFORNIA SCHOOL FOR THE BLIND

Ph.D.—(1) Stanley B. Reid, (2) Newel Perry, (3) Donald Wheaton.  
Ed.D.—Louise Wilber.

J.D.—(1) Ernest C. Crowley, (2) Ernest Leslie, (3) Leslie B. Schlingheyde, (4) Jacobus ten Broek.

M.A.—(1) Henry M. Bindt, (2) Charles Brown, (3) Esten Buck, (4) Charles Buell, (5) Agnes Lindquist, (6) Kingsley Price, (7) Jacobus ten Broek, (8) Donald Wheaton, (9) Louise Wilber, (10) Raymond Wilder, (11) Berenice La Flamme.

D.O.—(1) William Groshell, (2) Thelma Routh Hamilton, (3) Edward Alexander Morgan, (4) Thomas Morrison, deceased, (5) Willis D. Shay.

D.C.—(1) Frank Bornowski, (2) Sylvanus George Conn, (3) John Myrl Gallagher, (4) James Gray, (5) Clyde Walter Greenlee, (6) Thomas Mendoza, (7) Frank Nightingale, (8) Harry Petrie, (9) Hamilton Walker, (10) Terrel Blaine Wheeler,

B.M.—(1) Anne Ravioli Burbank, (2) George Congdon Bailey.

B.D.—Raymond Wilder.

LL.B.—(1) Joseph Deacon, (2) George Fogarty, (3) Frank Forrester, deceased, (4) John Spann, (5) Jacobus ten Broek, (6) Roy Wolfe.

A total of thirty-seven (37) persons received an aggregate of forty-two (42) advanced degrees.

#### Phi Beta Kappa

The following ten (10) ex-pupils of the California School for the Blind were elected to Phi Beta Kappa: (1) Amos Lamar Archibald, (2) Russell Kletzing, (3) Jill Peden, (4) Newel Perry, (5) Kingsley Price, (6) Stanley Bonneau Reid, (7) Leslie B. Schlingheyde, (8) Willis D. Shay, (9) Ellen Soletti, (10) Jacobus ten Broek.

The following forty-three (43) of the ninety-one (91) blind graduates of University High School, Oakland, have received college degrees: (1) Archibald, Amos Larmar, A.B. 1936, U. C.; (2) Brown, Charles, A.B. 1934, M.A. 1940, U.C.L.A.; (3) Buck, Esten, A.B. 1929, M.A. 1930, U.C.; (4) Buell, Charles, A. B. 1936, U.C., M.A. 1946, University of Michigan; (5) Campbell, Robert W., A.B. 1942, U.C.; (6) Darbo, Russell, A.B. 1935, U.C.; (7) DeBeque, Marjorie (Mrs. Leek), A.B., U.C.; (8) D'Arcy, Frances, A.B. 1931, U.C.; (9) Enos, Wilda (Mrs. Baughn), A.B. 1942, San Jose State College; (10) Espinosa, Ricardo, A.B., U.C.; (11) Evelyn, Edna Mae (Mrs. Fleischer), A. B. 1932, U. C.; (12) Fogarty, George, B.S. 1934, University of San Francisco, LL.B. 1938, Lincoln University (San Francisco); (13) Franklin, Irene, A.B. 1933,

U.C.; (14) Greenlee, Clyde W., A.B. 1932, Stanford University, D.C. 1838, Los Angeles Chiropractic College; (15) Hare, Dorothy Lou, A.B. 1945, U.C.; (16) Hodges, Moisselle (Mrs. Clinker), A.B., San Jose State College; (17) Isles, Hilda, A.B., University of San Francisco; (18) Kletzing, Russell, A.B. 1945, U.C.; (19) Lindquist, Agnes, A.B. 1939, M.A. 1943, U.C.; (20) Lish, Philip, A.B. 1937, U.C.; (21) Marcelino, Lawrence F., A.B. 1938, U.C.; (22) McCoy, Richard W., A.B. 1936, U.C.; (23) Mendoza, Thomas, D.C., D.N., Ph.C. 1943, Los Angeles Chiropractic College; (24) O'Connell, John T., A.B. 1938, U.C.; (25) Parrish, Ruth (Mrs. Barker), A.B., U.C.; (26) Peden, Jill, A.B. 1944, U.C.; (27) Price, Kingsley B., A.B. 1938, M.A. 1942, U.C.; (28) Ravioli, Anne, B.M. 1931, Dominican College (San Rafael); (29) Rickard, Ralph, A.B. 1944, U.C.; (30) Ricketts, Leora, A.B., Mills College (Oakland); (31) Routh, Thelma (Mrs. Hamilton), D.O. 1929, California Osteopathic College of Physicians and Surgeons (Los Angeles); (32) Runion, Harry L., A. B. 1937, U.C.; (33) Saenz, Manuel, A.B. 1942, San Jose State College with honors in Music; (34) Siikarla, Elma Aline (Mrs. Strong), A.B. 1939, U.C.; (35) Spann, John, Ph. B. 1928, Santa Clara University, L.L.B. 1930, University of San Francisco Law School. Received license to practice law in 1930. Has had a strikingly successful practice for fifteen years. (36) ten Broek, Jacobus, entered U. C. 1931, A.B. 1934, M.A. in Political Science 1935, L.L.B. 1938, Boalt Hall, S.J.D. in 1940 from Boalt Hall. From 1939 to 1940 Brandeis Research Fellow, Harvard Law School. Member of Staff, California Law Review 1939-1940. Certificate of Highest Honors, Department of Political Science, U.C. Tutor, University of Chicago Law School, 1941-42. Instructor, Department of Public Speaking, U.C., from 1942 to date. Member of: Pi Sigma Alpha, Delta Sigma Rho, Phi Beta Kappa, Order of the Coif. Publications: "Admissibility and Use by the United States Supreme Court of Extrinsic Aids in Constitutional Construction," *26 Cal. Law Review* 287 (1938); "Use by the United States Supreme Court of Extrinsic Aids in Constitutional Construction: (a) "Debates and Proceedings of the Constitutional and Ratifying Conventions," *26 Cal. Law Review* 437 (1938); (b) "History and Times of the Convention," *26 Cal. Law Review* 664 (1938); (c) "Contemporary Exposition," *Cal. Law Review* 157 (1938); (d) "The Intent Theory of Constitutional Construction," *27 Cal. Review* 339 (1939); "Partizan Politics and Federal Judgeship Impeachments," *23 Minn. Law Review* 185 (1939); "Interpretive Administrative Action and the Lawmaker's Will," *20 Oregon Law Review* 206 (1941); "State Constitutional Law 1942-1943," *37 American Political Science Review* 642 (1943); "State Constitutional Law 1943-44," in collaboration with Howard Jay Graham, *38 American Political Science Review* 670; "State Constitutional Law 1944-45," in collaboration with Howard Jay Graham, *39 American Political Science Review* 685 (1945); "English Constitutional History: Syllabus and materials mimeographed, University of Chicago Law School (1941); "Materials for Public Speaking 1-B, Section 7," mimeographed, U.C. Press, 1st ed. 1943, 2d ed. 1945. (37) Torres, Lupe, A.B. 1945, U.C.L.A.; (38) Vahey, George, A.B., Stanford University; (39) Walker, Hamilton, D.C., Ph.C., N.D. 1944, Los Angeles College of Chiropractic; (40) Wilder, Raymond, A.B. 1928, Pomona College, M.A., B.D., Pacific School of Religion at Berkeley in

1931. He was minister of Glen Avon Community Church from 1935 through 1943. During the last two years he has been employed in electrical assembly work and is still so employed. (41) Williams, Annette (Mrs. Smithbauer), A.B., San Jose State College, Social Service Certificate from U.C. Has been employed for several years as Social Worker by Alameda County. (42) Wolfe, Roy Edward, LL.B., Hastings Law School. Now employed by State Legislative Counsel Bureau, Capitol Building, Sacramento. (43) Wright, James, A.B. 1944, San Jose State College (with distinction). Employed by Kilpatrick's Bakery in San Francisco since 1944. Is taking training leading to professional singing.

NOTE. Of the ninety-one (91) blind graduates of the University High School, forty-three (43) have received one or more college degrees. Twelve (12) are now attending college as undergraduates. Of the remaining thirty-six (36) blind University High School graduates, six men and nine women attended college for a period of from two to three years and then discontinued their purely academic work for various reasons. Two of the six men died and seven of the nine women were married. Several of the remaining twenty-one (21) high school graduates elected not to enter college, choosing employment instead.

The following thirty-five (35) former students of California State School for the Blind received college degrees, but were not graduates of University High School, Oakland: (1) Bailey, George Congdon, B.M. 1917, University of Washington. Cariloneur at University of Washington during last 25 years. Is a successful concert pianist and piano teacher. Married in 1941. Has two daughters. (2) Bindt, Henry M., A.B. 1923, University of Hawaii, M.A. 1939, U. C. Insurance broker. (3) Bornowski, Frank, C.D. 1935, Los Angeles Chiropractic College. Practicing chiropractor, very successful. Married, April 13, 1939. (4) Conn, Sylvanus George, D.C. 1927, San Francisco Chiropractic College, A.B. 1936, U. C. (5) Cooper, Marie Torres, A.B. 1928, U. C. L. A. (6) Crowley, Ernest C., A.B. 1921, J.D. 1923, U. C. Has enjoyed a strikingly successful law practice for more than 20 years at Fairfield. Has been a member of the State Assembly continuously for the last 15 years. Married. Has two daughters. (7) Dauterman, William, A.B. 1940, Stanford University. Occupation: production mechanic. (8) Deacon, Joseph, Ph.B. 1928, University of Santa Clara, LL.B. 1930, University of San Francisco. (9) Forrester, Frank, A.B. 1919, U. C., LL.B., U. S. C., deceased. (10) Frunz, Pauline, A.B., San Jose State Teachers College. Occupation: teacher at the California State School for the Blind. (11) Galloway, Charles, A.B. 1943, U. C. Entered Hastings Law School. Married. One daughter. (12) Galloway, John M., D.C. and Ph.C. 1927, San Francisco Chiropractic College. Married. Two daughters. Occupation: real estate dealer, self-employed. (13) Gray, James A., D.C. 1926, Los Angeles Chiropractic College. Married. Three children. (14) Henderson, Raymond, B.L. 1904, U. C. A brilliant lawyer. Practiced for 25 years at Bakersfield, California. Took a keen interest in social problems. His public spirit led him to spend much time and effort trying to secure legislation for the betterment of the blind. Died in 1945. (15) Groshell, William, D.O., Los Angeles Osteopathic College. (16) Kroesing, Betty, A.B., U. C. (17) La Flamme, Berenice, A.B. 1923, M.A. 1927, U. C. For several years employed as high school teacher of Spanish and mathematics at California School for the Blind. Pianist and Music

Teacher. (18) Leslie, Ernest S., A.B. 1919, J.D. 1921, U. C. Practiced law in Oakland from 1922 to date. Superintendent of the Industrial Home for the Adult Blind at Oakland, 1942-43. (19) Morrison, Thomas, D.O., California Osteopathic College, Los Angeles. Moved to Long Island, New York, where he practiced osteopathy until his death. (20) Morgan, Edward Alexander, A.B. 1918, U. C., D.O. 1922, California College of Osteopathic Physicians and Surgeons. Has practiced osteopathy in Oakland for more than 20 years. (21) Nightingale, Frank J., D.C. and N.D. 1945, Los Angeles College of Chiropractic. Now practicing chiropractic in San Diego. Is married. (22) Petrie, Harry B., Ph.B. 1924, A.B. 1925, Denver University, D.C. 1935, Western Chiropractic College. Is practicing chiropractic in Berkeley. Is married. (23) Perry, Newel Lewis, Ph.B. 1896, U. C., Ph.D. 1901, University of Munich, Germany; Fellow in mathematics, U. C. 1896-97; assistant in mathematics, 1897-99; instructor in mathematics, 1899-1900; Member of Academic Senate, U. C. 1899-1900; studied at Zurich University, Switzerland, 1900; studied at University of Munich, Germany, 1901; received Ph.D. degree in mathematics, University of Munich in 1901; tutor in mathematics in New York City, 1904-11; head teacher, California School for the Blind, 1912-14; teacher of mathematics, California School for the Blind, 1915-22; Director of Advanced Studies, California School for the Blind, 1922-46; always interested in sponsoring legislation enlarging economic opportunities for the blind. (24) Read, Gladys (Mrs. Izant), A.B. 1926, U. C. After receiving Secondary Teaching Certificate she taught several years in various high schools, including Tulare High School in Tulare City, California, where she taught English literature. (25) Reid, Stanley Bonneau, A.B. 1923, Ph.D. 1930, U.C. Elected to Phi Beta Kappa, 1923; Instructor in Philosophy at Williams College, Berkeley, 1932-33. (26) Schlingheyde, Leslie B., A.B. 1918, J.D. 1920, U.C. Elected to Phi Beta Kappa, 1917. Has enjoyed a very successful law practice in Modesto for twenty-five years. Member of Native Sons of the Golden West. Superintendent of Adult Division, Methodist Church, Modesto. Has always played a prominent role in the welfare of his community. Recently appointed Executive Director, National Federation of the Blind. Is married. (27) Shay, Willis D., A.B. 1922, U.C., with special honors in zoology, D.O. 1927, California Osteopathic College; elected to Phi Beta Kappa in 1922. Practiced osteopathy in Fullerton since 1927 with marked success. (28) Shorten, Marian, A.B. 1923, U.C. Employed for several years as Librarian at California School for the Blind but relinquished this position due to ill health. (29) Shull, Helen, A.B., U.C. (30) Solletti, Ellen, A.B. 1938, U.C. with highest honors in Italian and honors in French. Elected to Phi Beta Kappa 1937. Self-employed as a private tutor. (31) Sundquist, Perry, A.B. 1928, U.C. Received General Secondary Credential. Two years of graduate study at U.S.C. emphasizing Social Welfare. Employed as Executive Secretary by the American Brotherhood for the Blind, 1936-41. Chief of Division for the Blind, State Department of Social Welfare, 1941 to present. Is a registered Social Worker. Is a Thirty-second Degree Mason. In 1943 was president of the Fort Sutter Chapter of the California State Employees' Association. (32) Torres, Marie L. (Mrs. Cooper), A.B. 1928, U.C.L.A. (33) Wheaton, Donald, A.B. 1919, M.A. 1921, Ph.d. 1924 in History, U.C. Has been self-employed as a very successful private tutor in history of

the students of the University of California. (34) Wheeler, Terrel Blaine, D.C. 1944, California Chiropractic College. Has practiced chiropractic in Oakland since 1945. (35) Wilber, Louise, A.B. 1923, M.A. 1924, Stanford University; Ed.D. 1931, U. C. Since 1932 she has held the responsible position of Supervising Teacher, Department for the Blind, in the Arizona State School for the Deaf and Blind. Her Doctor's thesis, published by the American Foundation for the Blind, was entitled, "Vocations for the Visually Handicapped." Dr. Wilber has been elected a member of the following organizations: Treble Clef, Stanford Womens' Glee, Phi Phi Delta, Alpha Kappa Delta, Pi Lambda Theta, Delta Kappa Gamma, American League of Penwomen.

NOTE: All of the 35 college graduates comprising the list just completed, together with the 43 college graduates who comprise the preceding list, were aided in their college careers by the California School for the Blind which administers the State Readers Fund providing blind college students with readers. It should also be noted that much of the time of the Director of Advanced Studies of the School for the Blind is spent in assisting, advising, and counseling blind college students.

(36) La Barraque, Mme. Christine, Ph.B. 1896, LL.B. 1899, U.C. Professional singer and vocal teacher. (37) Smith, Cecil, A.B. 1896, Stanford University, deceased. (38) Sedgwick, Thomas Farrington, B.S. 1896, U.C. Technical expert, 1311 Center Street, Honolulu, T.H. (39) Reynolds, Ruth (Mrs. Leslie Schlingheyde), A.B. 1921, U.C. (40) Buckingham, Thomas Hugh, Jr., B.L. 1907, U.C. Married August 3, 1919. Free lance writer.

The 13 former pupils of the California State School for the Blind listed below matriculated at college. None of them was a graduate of the University High School. Ten of them left college without a degree to accept employment. The remaining three are still attending the University of California: (1) Anderson, William, graduated from Antioch High School, entered College of the Pacific. Specialized in music. Left after three years. Married in 1944. Piano tuner and music teacher. (2) Binning, George, graduated from Los Angeles High School. Attended U.C.L.A. for three years. Now a stockbroker. (3) Friesen, Ernest, now a freshman in junior college. (4) Gioletti, George, graduated from Modesto High School and Modesto Junior College. Now a very successful dairy farmer. Married; has one child. (5) Herring, Arthur, graduated from Berkeley High School in 1929. Graduated from Chaffey Junior College in 1932. Since 1944 employed at San Bernardino Air Base. (6) Hobbs, George, attended Fresno State Teachers College for three years. (7) Kahn, Melvin, graduated from Alameda High School in 1944. Now attending U.C. (8) Kertes, Charles, attended Wright City Junior College, Chicago, for four years. Now employed in Los Angeles Industrial Shop for the Blind. (9) Kuroki, Aiko, now attending U.C. (10) Osborne, Betty Jean, attended Fullerton Junior College for one year. Now employed in private industry. (11) Osborne, Glenn, attended Fullerton Junior College for one year. Is now a professional musician, directing his own orchestra, very successful. (12) Schulze, Toska, left U.C. to take a course in kindergarten teaching. For several years has been employed as a teacher in Eureka. (13) Tourigny, Joseph, studied poultry raising at State Agricultural College at Davis for one year. Now in the poultry business.

## CLASSES FOR BLIND AND SIGHT SAVING LOS ANGELES CITY SCHOOLS

Elementary Class for Blind.....	January 1, 1917
Senior High Class for Blind.....	September, 1921
Sight Saving Classes .....	September 24, 1924

In response to a long felt need, the first class for blind children was opened in the Los Angeles City Schools January 1, 1917.

Many parents and social workers have a strong conviction that blind children of normal mentality are better fitted for life by keeping them in their own home surroundings, and in constant contact with seeing people with whom they must later live and work. Through daily contact with members of the family and companions who see, they make adjustments to living in a seeing world. At the same time the sighted members of the family develop a feeling of oneness, and a sense of responsibility for their welfare and happiness. The ideal of the integrity of the home, where and when educational facilities are available, was the basic concept in establishing a public school class for blind children.

The underlying philosophy of public school classes for blind children is no doubt the same as for the residential schools—namely, as educators we shall strive to develop all potential powers, working with existent abilities, capacities and interests as foundations. We shall discover and appreciate the assets with which we shall have to work, rather than to be concerned too much with the defects that are apparent.

Public school classes are less expensive to the state than residential schools. When it is possible to provide proper educational facilities for blind children who may live at home, the state is saved the expense of maintaining such children.

When the residential school is crowded, the public school classes by providing for a large group of blind children, make it possible for the State School to accommodate more pupils living throughout the state.

### Number of Teachers and Training Required

*Sight Saving*—9 Elementary ; 4 Junior High ; 3 Senior High.

*Blind*—5 Elementary (Regular) ; 1 Elementary (Piano) ; 3 Senior High.

(One supervising principal for all classes)

Teachers in classes for the physically handicapped must first meet all the requirements expected of regular teachers. In addition, six units of extra work are required: Organization and Administration of Classes for the Blind (2 units), Methods of Teaching Blind Children (2 units), and Hygiene and Structure of the Eye (2 units).

**Los Angeles City Schools**  
**Report by Grade and Sex on Blind and Sight Saving Classes**  
**May 17, 1946**

**BLIND AND PARTIALLY BLIND**

**Elementary**

	* Pre-school	B1	A1	B2	A2	B3	A3	B4	A4	B5	A5	B6	A6	B7	A7	B8	A8	Total
Boys.....	2	1	3	1	3	2	---	1	1	---	1	1	---	2	4	2	1	25
Girls.....	1	1	1	1	---	1	---	---	---	---	---	5	2	2	1	3	---	15
Totals.....	2	2	4	2	3	3	---	1	1	---	1	1	5	4	5	5	1	40

**High**

	B9	A9	B10	A10	B11	A11	B12	A12	Total
Boys.....	5	---	5	3	---	2	1	2	18
Girls.....	3	---	1	1	---	1	1	---	7
Totals.....	8	---	6	4	---	3	2	2	25

No pupils enrolled in City College

**SIGHT SAVING**

**Elementary**

	B1	A1	B2	A2	B3	A3	B4	A4	B5	A5	B6	A6	Total
Boys.....	4	---	3	8	10	10	6	9	1	10	5	11	77
Girls.....	3	---	3	2	6	8	2	7	7	6	5	5	54
Totals.....	7	---	6	10	16	18	8	16	8	16	10	16	131

**Junior High**

	B7	A7	B8	A8	B9	A9	Total
Boys.....	3	4	6	6	7	8	34
Girls.....	3	3	1	7	7	4	25
Totals.....	6	7	7	13	14	12	59

**Senior High**

	B10	A10	B11	A11	B12	A12	Total
Boys.....	4	6	3	8	---	1	22
Girls.....	1	3	---	11	3	2	20
Totals.....	5	9	3	19	3	3	42

## VOCATIONAL REHABILITATION SERVICES FOR THE BLIND

June 30, 1946

### INTRODUCTION

The Bureau of Vocational Rehabilitation was established in 1921 for the purpose of assisting physically handicapped persons in their vocational adjustment, i.e. to prepare them for and place them in suitable employment in which they could be self-supporting in spite of bodily impairment. Rehabilitation was defined as the rendering of a disabled person fit for remunerative employment. Eligibility for service was determined by the presence of a physical disability which constituted an employment handicap, but the factor of feasibility was also considered in the acceptance of applicants. At first, only those were accepted who were deemed able to profit by the service rendered and for whom there was reasonable prospect for subsequent employment on a basis comparable with non-disabled workers. Gradually, however, policies were liberalized and limitations were removed. In 1943, amendments to the original Act greatly broadened the scope of the program. Many new services were added. Rehabilitation was redefined to mean any service needed to make a disabled person employable. The final result was to permit the Bureau to offer complete adjustment service for all types of disabled persons, with few restrictions.

The Blind were included in the Rehabilitation program from its inception. It was obvious that with a very few exceptions they had an employment handicap and would need assistance in their vocational preparation and placement. Employment opportunities for this group, however, were extremely limited prior to World War II. Industry had not yet learned that qualified blind persons make effective workers. For many years, therefore, the Bureau's chief service to the Blind was to provide training for selected individuals who could be placed in the comparatively few types of positions then open to them or who could be selfemployed. Gradually, however, the field broadened and more opportunities were discovered. During the war period, hundreds of blind men and women were placed by the Bureau in industrial plants and factories. Today, a liberal policy, an increase in service offerings, and a wider recognition of the capacities of the Blind for effective production have opened the way for an expanded program of adjustment service.

### SCOPE AND OPERATION OF THE PROGRAM

#### Services Offered

The Bureau of Vocational Rehabilitation has a comprehensive program of vocational adjustment for the Blind (in common with other disabled persons) including specifically the following services:

- Counseling or guidance
- Pre-vocational training
- Vocational training
- Establishment in vending stands
- Establishment in other business enterprises

- Artificial appliances, or prosthesis
- Physical restoration (to correct or improve a static condition)
- Hospitalization, in connection with above
- Maintenance during training
- Transportation
- Occupational licenses
- Placement in industry

#### Legal Provisions

Not all of the above services have been available from the establishment of the Bureau in 1921. Laws authorizing the various items and periods during which they have been in effect are as follows:

State Vocational Rehabilitation Act, approved June 3, 1921

- Counseling or guidance
- Vocational training
- Placement equipment for establishment in business
- Artificial appliances
- Transportation
- Placement

Randolph-Sheppard Act (P.L. 732—74th Congress) approved June 20, 1936

Vending stands for the Blind in Federal buildings

Federal Vocational Rehabilitation Act, Amendments of 1943 (P.L. 113—78th Congress) approved July 6, 1943, and accepted by the State

- Maintenance during training
- Physical restoration (surgery, etc. to correct static condition)
- Hospitalization (in connection with above)
- Occupational licenses
- Establishment in business enterprises

Chapter 524, California Statutes of 1945 (A.B. 607) approved May 29, 1945

Vending stands for the Blind in State, County and municipal buildings

#### Federal Grants-in-aid

Under Public Law 113, 78th Congress (Amendments of 1943, Vocational Rehabilitation Act), Federal funds are available for the entire costs of administration, vocational guidance and placement service, and for 50 percent of the cost for case services. The ratio of expenditure is approximately three Federal dollars for each State dollar appropriated.

#### Personnel for Service to the Blind

Until September, 1943, the regular Bureau staff of sighted Rehabilitation Officers dealt with the Blind as with other disabled persons. Their services have been supplemented, since that date, by the specialized services of one Supervisor of Services for the Blind and four Rehabilitation Officers for the Blind, all of whom are themselves blind. The first two blind specialists were appointed late in 1943, two more in 1945 and one early in 1946. Further appointments are now pending. The use of blind specialists for the blind has proved very effective.

#### Nature and Extent of Service

A total of 662 blind persons were rehabilitated from 1921 to 1946. This is 2.75 percent of the Bureau's total of 24,000 rehabilitations for all disability groups. Since the Blind comprise only .15 percent of the general

population, their proportionate share of rehabilitation service was obviously large, although the number may seem small.

In reviewing the development of the Bureau's service to the Blind, three distinct periods should be noted. The first period extended from 1921 through the fiscal year 1933, the second the fiscal years 1934 to 1943, and the third the fiscal years 1944 to 1946.

The first period (1921-1933) was experimental and exploratory. Rehabilitation was an entirely new field of service, and its chief functions were conceived to be counseling or guidance and vocational training. Under this concept, a majority of the blind persons accepted as trainees were those who could obviously profit by specialized training and for whom there was probable opportunity for employment or self-employment. Professional or semi-professional work and business pursuits were the favored occupations, with skilled occupations, agriculture and service occupations represented in lesser degree. Even with these limitations, 132 blind persons were rehabilitated in 40 different types of jobs during this period. (See Tables 7 and 8 for details)

The second period (1934-43) was characterized by a more liberal policy as to acceptance for service, and by a considerable increase in the number of occupations found feasible for the Blind. The vending stand program was instituted, and much more emphasis was placed on skilled occupations as suitable fields of work. In this period, 188 blind men and women were rehabilitated in 76 different types of jobs. (See Tables 7 and 8)

The third period (1944-1946) witnessed radical changes in policy, improvements in procedure and expanded benefits. The amendments of 1943, Vocational Rehabilitation Act, gave a new impetus to service to the blind and authorized the new provisions of corrective surgery, maintenance during training and business enterprises. State legislation provided for the establishment of vending stands for the blind in state, county and municipal buildings. The war emergency created a demand for labor that afforded the Blind unprecedented opportunity for industrial placement. The bureau appointed five blind specialists for the blind who greatly facilitated placement by demonstrating personally to employers the ability of blind workers to satisfactorily perform a large number of factory jobs. During this period, 342 blind men and women were placed on 119 different types of jobs. (See Tables 7 and 8) The total of 342 rehabilitations in this 3-year period is larger than the total for the entire 22-year period preceding, namely, 320. This comparison reflects the new and enlightened concept of an adequate rehabilitation service for the blind.

#### **Occupations for Which the Blind Have Been Prepared**

Details of occupations and jobs for which blind persons have been fitted will be found in Tables 7 and 8. In general, it may be noted that the professional and semi-professional fields found feasible for selected, qualified blind men and women include law, teaching, music, the ministry, writing, osteopathy, social service, rehabilitation counseling, placement of the Blind, chiropractic, recreation and entertaining. Managerial and business fields have included the following: manager, auto court; manager, store; manager, office; manager, sanitorium; manager, trucking agency; manager, rental library; manager, handicraft shop; proprietor,

vending stand; proprietor, store; proprietor, beauty shop; proprietor, junk business. In the general classification of clerical and sales, are found blind insurance brokers, wholesale and retail salesman, sales managers, stock clerks, typists, PBX operators and package wrappers. In the service occupations are beauty operators, masseurs, hotel maids, handymen and kitchen helpers. The skilled and semiskilled occupations for the blind cover a wide range of assembly and inspection jobs, machine operation and hand operation.

While not exhaustive, this enumeration of occupations is sufficient to show that there are more types of jobs feasible for the blind, and more blind persons capable of successfully performing such jobs than has been commonly supposed. New possibilities and new opportunities are constantly being found by the bureau's blind specialists, on all levels.

#### Vending Stands for the Blind

Ten years of operation of the vending stand program has amply demonstrated its value. Blind men and women selected on the basis of personality and potential business ability and trained in stand management are entirely successful as proprietors. The income from stand operation is usually very satisfactory; last year the average net income for operators was \$252 per month.

In many states the vending stand program is operated under a "control" plan with central management and a chainstore system of operation, the expenses of which must be paid from stand profits. In California, however, the policy is to approximate the "independent operator" system as closely as possible. Regulations require supervision to insure proper conduct of the stand and maintenance of standards. Otherwise, each operator is the proprietor of his own independent business. Except for a small percentage paid into a fund to provide for program expense and expansion, the profits of each stand are retained by the operator.

Prior to 1941, twenty-six vending stands had been established of which five were discontinued. During the war, no effort was made to establish additional stands, for obvious reasons. Thereafter, however, activity in stand promotion was resumed, both under the original program and under the Crowley Bill (Assembly Bill No. 607, 1945). Twenty-six vending stands are now in operation and plans are being prepared for many more.

#### Principles Observed in Service for the Blind

The Bureau has long since learned to avoid generalizations concerning the Blind. Much prejudice and misconception has resulted from general statements that "the Blind" are prone to certain types of behavior, or that "the Blind" can do this or cannot do that. The truth is that the Blind are as diversified a group as are the sighted. They are of all grades of intelligence; some are very capable in one or in many fields, some have limited talents and some no skills at all. They are individually unlike in far more ways than they are alike; they are similar as a group to corresponding groups of sighted persons in far more ways than they are dissimilar; that is, a cross-section of the blind group would resemble a cross-section of the sighted population.

Similarly, the Bureau discounts attempts to set the Blind apart as having a special "psychology." The fact is that they are fundamentally like the sighted in their differences in personality, their motivations and their desire for the same things that all persons desire, including security, affection, achievement, recognition, and a sense of belonging.

Recognizing these principles, the Bureau attempts to follow a common sense policy in dealing with the Blind, treating them as the normal human beings that they are and also treating them as individuals with individual characteristics and aptitudes. The Bureau also carefully observes the rehabilitation concepts (1) that abilities developed over-compensate for disabilities and (2) that the person as a whole must be considered rather than the one factor of his physical defect.

#### **Limitations of Rehabilitation Service for the Blind**

At the same time the Bureau recognizes definite limitations in rehabilitation service for the Blind. It is conceded that elderly blind persons (and these constitute a large majority of the group) and those with added disabilities are not employable and should be continued on State aid. Another segment of the group, corresponding to the large segment of the sighted population that make up the marginal, unskilled workers cannot meet the higher requirements of private industry but are satisfactory workers in sheltered employment. A third segment, comprising about 25 percent of the whole group, have aptitudes, potential skills, and personal qualifications that may be developed to render them successful in selected occupations in competition with sighted workers. The Bureau's function is to provide opportunity for individuals in the third segment to prepare themselves for suitable employment.

#### **Special Problems of the Blind**

The Bureau further recognizes the fact that even the potentially employable group of blind individuals have special and sometimes quite difficult problems to solve in their search for vocational success. One problem common to all is the attitude of employers and the general public; it is not commonly realized that a large percentage of the younger blind persons have acceptable productive capacity and that a fair proportion become outstanding workers. The traditional employers' prejudice toward hiring blind workers is often accentuated by an unfounded fear of increased accident risk, and by a feeling that the blind worker must be given special consideration.

Other problems involve social and emotional adjustments. Some blind individuals have been so shielded that they shrink from contact with the world of work. Some have little concept of what work really means, with its set hours and required rate of production.

The Bureau assists in solving these and other special problems, as well as in providing its regular services. It realizes that personal adjustment is necessary to vocational adjustment.

#### **Procedures Followed in Rehabilitation Service**

An exhaustive survey of the blind applicant's present and prospective vocational status provides information not only for determination of his eligibility and feasibility for service, but also for the preparation of a plan for his adjustment. Included in the survey are a general medical examination and an eye examination by an ophthalmologist; details of

educational and work experience, if any; personal data and characteristics; aptitudes, skills and interests; and the like. The data assembled constitute the basis for both a medical diagnosis and a vocational diagnosis.

The next step is planning to take care of the client's needs in the process of making him employable. First, the possibility of corrective surgery or other treatment to restore or improve vision is considered; if the prognosis is favorable, such treatment is provided either by the Bureau or by another agency if he is eligible for treatment by any other agency. Included in this phase of service is provision of glasses or special contact or telescopic lenses if such devices may improve visual capacity.

Next, through expert counseling or guidance procedures, a suitable job objective is selected.

Then carefully supervised vocational training is provided to prepare the client for the chosen job objective. Maintenance during training and transportation are provided if not available through any other source. The vocational training course may be preceded by orientation or conditioning procedures, if necessary, or by pre-vocational training.

If the job objective is vending stand operation or establishment in some other business enterprise, the necessary equipment may be provided, as well as assistance in finding a suitable location.

Finally, each client is aided in finding suitable employment or in establishing himself in business or a profession for himself, as the case may be. Further follow-up supervision is provided to insure success on the job and to aid in any adjustment that may be found necessary for success.

#### **Cooperation and Coordination With Other Agencies**

The chief of the Bureau of Vocational Rehabilitation is a member of the Coordinating Committee on State Services for the Blind and also of the California Council for the Blind. Close relationships are maintained by the Bureau with the Division for the Blind, Department of Social Welfare, the State School for the Blind, the Blind Section, State Library, the Training Center for Adult Blind, the Los Angeles and San Diego Workshops for the Blind and with private agencies of and for the Blind. Inter-referral of cases for specialized services offered by the several agencies is standard practice. For instance, the Bureau refers cases to the Training Center or Workshops for training, and accepts referrals from them for placement in industry or in business. Effort is made to avoid overlapping when the same service is offered by two agencies. For example, the Bureau clears with the Division of the Blind, Department of Social Welfare, before authorizing eye surgery which that agency may provide.

#### **Cost of Rehabilitation Service for the Blind**

Details of service costs are shown in Table No. 5. Until October, 1943, the cost was divided equally between Federal and State governments. Since that date, under Public Law 113, the Federal government has paid all administrative, guidance and placement costs in full, as well as 50 percent of case service costs. The present ratio of expenditure is approximately three Federal dollars for each State dollar.

The average total cost per rehabilitated case was less than \$200. The average cost per case to the State was therefore less than \$100 until 1943, and since then an even smaller figure.

#### Financial Benefits of Rehabilitation of the Blind

Both the State and the individuals concerned profit financially by the Bureau's service to the blind. For its investment of less than \$100 per rehabilitated case, the State saved in State-aid payments \$600 per year. (Present State aid is \$720 per year, so saving from now on will be greater). The State also profits by the production of blind rehabilitants as from the production of all workers. Liabilities have been changed to assets.

The Blind themselves have obviously profited by their substantial earnings following rehabilitation. Details of Earnings will be found in Table 6.

The following summary of financial results of the program is striking. The figures are approximate, but conservative. Assume 500 permanent rehabilitations.

Cost to State, for rehabilitation, less than---	\$100,000
Saving to State (State aid) <i>annually</i> -----	300,000
Earnings of group, <i>annually</i> -----	900,000

It is obvious that the gains both to the State and to the blind rehabilitants far outweigh the cost of the service provided.

#### Needs for Improvement of Program

Expansion of the program to take care of increased demand for service will require an adequate appropriation for case service expense and additional blind specialists expert in special fields.

Agricultural and rural pursuits for the blind should be further developed, as an aid to nonurban blind residents. This field has not yet received sufficient attention.

The Bureau purchases training service for its clients from other facilities. Existing training facilities are not adequate. Courses for orientation or conditioning, pre-vocational training and various types of vocational training should be developed at the Training Centers for Adult Blind.

Appropriation should be made to implement the Crowley Bill, A.B. 607. With funds available for establishing vending stands and providing for the operation expense of the program including necessary and required supervision, blind vending stand operators can be relieved of payment of percentage of profits into the fund used for these purposes and the "independent operator" type of program can be continued.

### STATISTICAL ANALYSIS OF BLIND REHABILITANTS

The following statistical treatment of the cases of the 662 blind men and women rehabilitated through Bureau service from 1921 to June 30, 1946, not only shows details of personal data and of services rendered, but also indicates progressive development of the program through the years. Table No. 1 shows distribution of the rehabilitants by sex.

TABLE No. 1—DISTRIBUTION OF 662 REHABILITANTS BY SEX

Sex	1921-1933		1934-1943		1944-1946		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Male	101	69.5	151	75.5	262	69.5	514	72
Female	31	30.5	37	24.5	80	30.5	148	28
Total	132	100	188	100	342	100	662	100

For the entire period, 28 percent of the total were women; the percentage being slightly higher in the first and third periods, and lower in the second.

TABLE No. 2—DISTRIBUTION OF 662 REHABILITANTS BY AGE

Age	1921-1933		1934-1943		1944-1946		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 20	21	16	17	9	20	6	58	9
20-29	57	43	79	42	106	31	242	37
30-39	23	17	43	23	82	24	148	22
40-49	17	13	28	15	48	14	93	14
50-59	14	11	19	10	30	9	63	10
60-69	---	---	2	1	12	3	14	2
70 or over	---	---	---	---	1	---	1	---
Not recorded	---	---	---	---	43	13	43	6
Total	132	100	188	100	342	100	662	100

Most of the blind rehabilitants were under 40 years of age, but those older were not excluded. It should be noted especially that the percentage of rehabilitants 40 years of age or over increased from 23.5 percent in the first period to 26 per cent in the second and to 31 percent in the third period. This indicates progressive liberalization of the program which was at first largely limited to the younger group. It also indicates the greater opportunity for employment of older blind persons, particularly during the war period.

TABLE No. 3—DISTRIBUTION OF 662 REHABILITANTS BY ORIGIN OF DISABILITY

Origin	1921-1933	1934-1943	1944-1946	Total
Employment accident	42	12	22	76
Other accident	10	44	77	131
Disease	48	77	141	266
Congenital	32	54	95	181
Military service	---	1	7	8
Total	132	188	342	662

There is reason to believe that the notable decrease in number of employment accident cases in later years is due to safety education and improvement in safety measures.

TABLE No. 4—DISTRIBUTION OF 662 REHABILITANTS BY EDUCATION

<i>Education</i>	<i>1921-1933</i>	<i>1934-1943</i>	<i>1944-1946</i>	<i>Total</i>
Grades 0-7 -----	--	21	37	58
Elementary school graduates -----	45	27	43	115
Grades 9-11 -----	--	35	81	116
High school graduate -----	67	66	117	250
Grades 13-15 -----	--	25	31	56
University graduate -----	--	14	33	47
Not recorded -----	20	--	--	20
<b>Total -----</b>	<b>132</b>	<b>188</b>	<b>342</b>	<b>662</b>

Lack of complete and more detailed data for the first period makes comparison by periods inconclusive. It may be noted, however, that a large proportion of the rehabilitants had an excellent educational background which was probably an important factor in their later vocational success.

TABLE No. 5—COST OF SERVICE FOR 662 REHABILITANTS

<i>Cost</i>	<i>1921-1933</i>	<i>1934-1943</i>	<i>1944-1946</i>	<i>Total</i>
\$ 0- 99 -----	--	127	319	446
100-199 -----	55	27	17	99
200-299 -----	--	13	2	15
300-399 -----	34	5	2	41
400-499 -----	21	6	1	28
500-599 -----	--	3	1	4
600-699 -----	12	2	--	14
700-799 -----	--	5	--	5
800-899 -----	7	--	--	7
900-999 -----	3	--	--	3
<b>Total -----</b>	<b>132</b>	<b>188</b>	<b>342</b>	<b>662</b>

The cost of rehabilitation service to the blind is very low, the average amounting to less than \$200 per rehabilitated case, only half of which was paid by the State. During the first period there were 22 cases for which costs exceeded \$500, but 110 were at lower cost. Subsequently, the large majority of costs were in the lower bracket. The figures include administrative and guidance costs as well as case service expense.

TABLE No. 6—AVERAGE EARNINGS OF REHABILITANTS BEFORE AND AFTER REHABILITATION

<i>Sex</i>	<i>1934-1943</i>		<i>1944-1946</i>		<i>Average wage 1934-1946</i>	
	<i>Before rehab.</i>	<i>After rehab.</i>	<i>Before rehab.</i>	<i>After rehab.</i>	<i>Before rehab.</i>	<i>After rehab.</i>
Male -----	\$1 38	\$25 80	\$3 56	\$39 96	\$2 33	\$37 47
Female -----	1 37	25 83	2 95	34 68	2 04	33 47

Figures for earnings during the first period are unfortunately not available. It is known, however, that they were sufficient for self-support and made unnecessary continuance on state aid. During the subsequent two periods average earnings after rehabilitation were some 18 times as large as before rehabilitation. The figures speak for themselves.

TABLE No. 7—DISTRIBUTION OF 662 REHABILITANTS BY OCCUPATIONAL CLASSIFICATIONS AND VARIETY OF JOBS IN EACH CLASSIFICATION

Occupational Classification	1921-1933		1934-1943		1944-1946	
	No. of persons	No. of dif. jobs	No. of persons	No. of dif. jobs	No. of persons	No. of dif. jobs
Professional and managerial	56	17	71	19	21	15
Clerical and sales	25	8	26	15	14	13
Service occupations	10	3	13	8	27	12
Agriculture	12	3	11	3	5	4
Skilled occupations	24	8	43	20	123	25
Semi-skilled occupations	0	0	21	9	110	43
Unskilled occupations	1	1	5	2	16	7
Not recorded or error	4	0	-2	0	26	0
Total	132	40	188	76	342	119

The spread of jobs in which blind rehabilitants have found successful employment is notable. In the first period 132 were placed on 40 different jobs, but the large majority were in the "professional and managerial" classification, with a fair number in "clerical and sales" and "skilled occupations." In the second and third periods there was a much larger proportion in "skilled" and "semi-skilled" occupations. The variety of jobs in all the classifications was also increased; in the third period this resulted in 342 persons being placed in 119 different types of jobs. Diversification of work for the blind to an extent not hitherto thought possible is a reasonable conclusion.

TABLE No. 8—DETAILS OF TYPES OF JOBS IN WHICH 662  
REHABILITANTS HAVE BEEN PLACED

<i>Rehabilitation jobs</i>	<i>Number of persons placed</i>			<i>Total</i>
	<i>1921-1933</i>	<i>1934-1943</i>	<i>1944-1946</i>	
<b>Professional and Managerial</b>				
Manager, sanatorium -----	-	1	-	1
Stand Operator -----	-	26	5	31
Manager, rental library -----	-	1	-	1
Social Service worker -----	-	10	-	10
Teacher of blind -----	-	6	2	8
Chiropractor -----	23	12	2	37
Manager of store -----	1	1	-	2
Legal research -----	-	1	-	1
Musician -----	5	4	1	10
Manager, auto court -----	-	1	-	1
Office manager -----	-	1	-	1
Minister -----	-	1	1	2
Contractor -----	-	1	-	1
Manager, trucking agency -----	-	1	-	1
Writer, short stories -----	2	1	1	4
Lawyer -----	2	2	-	4
Teacher of voice -----	1	1	-	2
Rehabilitation counselor -----	-	1	2	3
Editor, poultry magazine -----	-	1	-	1
Recreation director -----	-	-	2	2
Showcard writer -----	1	-	-	1
Store owner -----	2	-	1	3
Manager, handicraft shop -----	-	-	1	1
Entertainer -----	4	-	1	5
Placement officer -----	-	-	1	1
Junk dealer -----	-	-	1	1
Teacher of handicraft -----	1	-	-	1
Teacher, philosophy -----	1	-	-	1
Teacher, history -----	1	-	-	1
Teacher, Braille -----	-	-	1	1
Teacher (preschool children) -----	6	-	1	7
Evangelist -----	1	-	-	1
Osteopathic physician -----	3	-	-	3
Radio announcer -----	1	-	-	1
Radio operator -----	1	-	-	1
<b>Total -----</b>	<b>56</b>	<b>73</b>	<b>23</b>	<b>152</b>

TABLE No. 8—DETAILS OF TYPES OF JOBS IN WHICH 662 REHABILITANTS HAVE BEEN PLACED—Continued

<i>Rehabilitation jobs</i>	<i>Number of persons placed</i>			<i>Total</i>
	<i>1921-1933</i>	<i>1934-1943</i>	<i>1944-1946</i>	
<b>Clerical and Sales</b>				
Insurance salesman -----	3	2	-	5
Salesman -----	4	4	1	9
Dictaphone operator -----	-	6	2	8
Package delivery -----	8	1	-	9
Weigher -----	-	1	-	1
Retail sales -----	-	2	1	3
Sales manager -----	-	1	-	1
Transcriber of Braille -----	4	1	-	5
News vender -----	3	2	-	5
Shipping clerk -----	-	1	1	2
Hotel clerk -----	1	1	1	3
Supply clerk -----	-	1	-	1
Stenographer -----	1	1	-	2
Typist and PBX operator -----	-	1	-	1
Typist and receptionist -----	-	1	1	2
Stockman (blindcraft) -----	-	-	1	1
Stock clerk -----	-	-	1	1
Radio checker -----	-	-	1	1
Checker (Laundry) -----	-	-	1	1
Addressograph Mach. Opr. -----	-	-	1	1
Package wrapper -----	-	-	1	1
Stencil -----	-	-	1	1
Typist -----	1	-	-	1
<b>Total -----</b>	<b>25</b>	<b>26</b>	<b>14</b>	<b>65</b>
<b>Service occupations</b>				
Janitor -----	-	3	3	6
Beauty operator -----	3	1	1	5
Children's maid -----	-	1	3	4
Orderly (hospital) -----	-	1	1	2
Masseur -----	6	4	6	16
Masseuse -----	-	1	3	4
Mess hall attendant -----	-	1	-	1
Cook -----	1	1	-	2
Salad maker -----	-	-	2	2
Kitchen helper -----	-	-	1	1
Practical nurse -----	-	-	1	1
Handyman -----	-	-	3	3
Escort (Naval Station) -----	-	-	1	1
Maid (hotel) -----	-	-	2	2
Dormitory attendant -----	-	-	1	1
<b>Total -----</b>	<b>10</b>	<b>13</b>	<b>28</b>	<b>51</b>
<b>Agriculture</b>				
Poultry raiser -----	8	9	2	19
Gardener -----	1	1	-	2
Farmer -----	3	1	-	4
Bookkeeper, Farm -----	-	-	1	1
Hatcheryman -----	-	-	1	1
Bird raiser (Canaries) -----	-	-	1	1
<b>Total -----</b>	<b>12</b>	<b>11</b>	<b>5</b>	<b>28</b>

TABLE No. 8—DETAILS OF TYPES OF JOBS IN WHICH 662  
REHABILITANTS HAVE BEEN PLACED—Continued

<i>Rehabilitation jobs</i>	<i>Number of persons placed</i>			<i>Total</i>
	<i>1921-1933</i>	<i>1934-1943</i>	<i>1944-1946</i>	
<b>Skilled Occupations</b>				
Broom maker -----	7	9	1	17
Basket weaver -----	1	1	-	2
Chocolate dipper -----	2	-	1	3
Weaver (wicker furniture) -----	5	1	1	7
Rug weaver -----	-	-	1	1
Presser (clothes) -----	-	1	2	3
Piano tuner -----	4	2	2	8
Tennis racket re-stringer -----	2	1	-	3
Luminating -----	-	1	1	2
Leather worker -----	-	1	-	1
Brush maker -----	-	2	-	2
Upholsterer -----	-	1	1	2
Baker -----	-	1	-	1
Mattress maker -----	-	1	8	9
Mop maker -----	-	1	-	1
Mechanic (aircraft) -----	-	1	2	3
Inspector (aircraft) -----	-	2	2	4
Glove shaper -----	-	2	-	2
Telegrapher -----	1	-	-	1
Repairman (bicycle) -----	-	1	-	1
Repairman (typewriter) -----	-	1	-	1
Sheet metal worker (aircraft) -----	-	-	2	2
Assembler (bench) -----	-	10	46	56
Assembler (furniture) -----	-	-	6	6
Assembler (electrical) -----	-	3	12	15
Spring tier -----	-	-	3	3
Wing repairman -----	-	-	2	2
Assembler, pump -----	-	-	3	3
Electrician -----	1	-	1	2
Splicer, rope -----	-	-	7	7
Finish sander -----	-	-	6	6
Radar maintenance -----	-	-	3	3
Warehouseman -----	-	-	3	3
Mat maker -----	-	-	6	6
Cementer, shoe -----	-	-	1	1
Locksmith -----	1	-	-	1
<b>Total</b> -----	<b>24</b>	<b>43</b>	<b>123</b>	<b>190</b>

TABLE No. 8—DETAILS OF TYPES OF JOBS IN WHICH 662 REHABILITANTS HAVE BEEN PLACED—Continued

Rehabilitation jobs	Number of persons placed			Total
	1921-1933	1934-1943	1944-1946	
<b>Semiskilled Occupations</b>				
Packer, fish -----	-	1	-	1
Sorter, laundry -----	-	1	-	1
Mechanics helper -----	-	7	-	7
Subassembler, aircraft -----	-	1	1	2
Power sewing machine operator -----	-	1	9	10
Dimpling machine operator -----	-	1	-	1
Nut and bolt sorter -----	-	2	-	2
Winder, burr -----	-	1	1	2
Bundler, fiber -----	-	-	2	2
Disassembler, engine -----	-	-	1	1
Machine-icer, bakery -----	-	-	1	1
Box maker, aircraft -----	-	-	7	7
Caser, bottle -----	-	-	1	1
Wrapper, auto parts -----	-	-	1	1
Shaker, laundry -----	-	-	3	3
Stripper, bakery -----	-	-	1	1
Creasing machine operator -----	-	-	1	1
Kick press operator -----	-	-	1	1
Riveter -----	-	-	6	6
Cutting machine operator -----	-	-	1	1
Shoe buckler -----	-	-	1	1
Jig driller -----	-	-	2	2
Filer and burrer -----	-	-	4	4
Curler assembler -----	-	-	3	3
Lathe operator -----	-	-	3	3
Case framer, furniture -----	-	-	1	1
Lapping operator -----	-	-	1	1
Punch press operator -----	-	-	6	6
Wrapper, paper box -----	-	-	1	1
Folder, paper box -----	-	-	1	1
Drill press operator -----	-	-	6	6
Bottler -----	-	-	2	2
Candy wrapper -----	-	-	1	1
Mop assembler -----	-	-	1	1
Mop maker's helper -----	-	-	1	1
Laundry worker -----	-	-	2	2
Coil winder -----	-	-	1	1
Machinist helper -----	-	-	3	3
Carton maker -----	-	-	1	1
Roll edge machine operator -----	-	-	2	2
Mattress beater, assembly line -----	-	-	1	1
Mattress stuffer -----	-	-	4	4
Record polisher, music -----	-	-	2	2
Milling machine operator -----	-	-	2	2
Corn sorter -----	-	-	1	1
Repairman, small arms -----	-	-	1	1
Packer -----	-	-	5	5
Film winder -----	-	6	14	20
<b>Total -----</b>	-	<b>21</b>	<b>110</b>	<b>131</b>

TABLE No. 8—DETAILS OF TYPES OF JOBS IN WHICH 662  
REHABILITANTS HAVE BEEN PLACED—Continued

<i>Rehabilitation jobs</i>	<i>Number of persons placed</i>			<i>Total</i>
	<i>1921-1933</i>	<i>1934-1943</i>	<i>1944-1946</i>	
Unskilled Occupations				
Dishwasher -----	-	1	1	2
Laborer -----	-	4	7	11
Mill operator -----	-	-	2	2
Snell maker -----	-	-	2	2
Sorter -----	-	-	2	2
Stopper-inserter -----	-	-	1	1
Case loader -----	-	-	1	1
Usher -----	1	-	-	1
Total -----	1	5	16	22
Error or not recorded -----	4	4	23	23
Grand total -----	132	188	342	662

This is a break-down of the figures shown in Table No. 7. A review of the jobs listed and number of persons placed in each will confirm that diversification of work for the Blind to an extent not hitherto thought possible is a reasonable conclusion. It may be further stated that the gains made in placement of the Blind in industry during the war emergency have continued on an encouraging scale into the postwar period.

### SUMMARY AND CONCLUSION

The Bureau of Vocational Rehabilitation has a complete program of services for the vocational adjustment of blind men and women. Since 1921, 662 blind persons have been rehabilitated into successful employment or self-employment. They were prepared for and placed in more than 100 different types of jobs. The past few years have been characterized by successful placement in private industry to an extent not previously thought possible, supplementing the professional and business training program that characterized the initial concept of the program.

Here, then, is a program that has enabled hundreds of blind men and women to demonstrate their effectiveness and capability. Here is a program that assists the blind individual to evaluate his work assets, counsels him in selecting a suitable job objective, and provides vocational training to prepare him for that objective. If his vision can be restored or improved, restoration service is provided. Other services are available if needed in the process of his vocational preparation—orientation, pre-vocational training, maintenance, transportation, occupational license, equipment for establishment in business.

The program has been operated on a comparatively small scale and under limitations. The bureau is planning further development of the program under the liberal provisions of Public Law 113. Building on its 25 years of experience and utilizing new services, it hopes in future to provide even better service for a larger group of the Blind who may be aided to attain economic independence and the satisfaction of a life of usefulness.

## THE STATE LIBRARY BOOKS FOR THE BLIND SECTION

The function of the Books for the Blind Section of the State Library is to furnish reading matter to the blind of California, particularly the adult blind.

This service was established in December, 1904, and after a period of investigation of needs and the purchase and preparation of books, the first volume was loaned in June of the following year.

The collection consisted at first of books in New York Point, American Braille, Boston Line Letter and Moon Type. Gradually some of these have disappeared from use and now only books in Braille and Moon Types are in the State Library collection.

In 1931 the Federal Government made an appropriation for providing books for the adult blind. The work of selecting, arranging for printing and distributing these books to libraries is handled by the Library of Congress. Twenty-seven libraries throughout the country are designated as distributing centers and books as printed are sent to these centers for lending to the blind in assigned areas. The California State Library is one of these distributing centers. The appropriation has grown from the initial one of \$100,000 to the current one of \$500,000 a year. (The last Congress authorized an annual maximum of \$1,125,000 but this maximum has not yet been appropriated.) In addition to books in Braille and Moon, the present appropriation provides for talking book records and the manufacture, repair and distribution of talking book machines for the blind. These have been available since 1935 when the first ones were manufactured under the Federal Works Administration, and sent to the various states according to blind population. While in some states the library for the blind is not the distributing agency for the talking book machines, in California the State Library not only has the responsibility of lending books and talking book records but also is responsible for the talking book machines.

About 200 titles in raised types are added to the Library each year through the federal appropriation and slightly less than that number of titles of talking books. The Braille titles comprise from 1 to 15 volumes each. Boxes of talking books added range from about 500 to 750 a year.

While from 1904 until 1932 the State Library purchased all the books for the blind in its collection, since that time practically the only purchases have been instruction books. The Federal Government provides all other reading material printed by the various presses of the country. No personnel, however, is paid from the federal appropriation.

In addition to books press printed and provided through the Library, many titles are hand transcribed by interested individuals or groups, and sent to the Library for general circulation. These volumes are mainly of two classes—the lighter type of fiction which is not of lasting value and some specialized books for students who need titles not available otherwise.

On July 1, 1914, a home teacher of the blind was added to the State Library staff. Kate M. Foley, a graduate of the California School for the Blind, was the first teacher and her territory was Los Angeles and

vicinity, the largest center of blind population of the State. Miss Foley had for some years been a volunteer teacher of the blind and her work had been of great value to the State Library. In 1917 a second teacher was added to the staff, Catharine J. Morrison, also a California School for the Blind graduate. Miss Foley was then moved to the San Francisco Bay area. Upon the retirement of Miss Foley in July 1940, Mrs. Juliet K. Bindt was appointed home teacher of the blind for Northern California. Mrs. Bindt and Miss Morrison are still serving. The home teachers give instruction in Braille and Moon Type. They teach typewriting when requested to do so, and do a great deal of work in connection with talking book records and talking book machines. One of the important by-products of their work is helping the newly blinded to readjust themselves to blindness. While the primary purpose of their work is teaching the blind to read raised types so that they can take full advantage of the State Library service, the blindness of the teachers makes assistance in every day living a natural corollary.

There are now in the State Library collection 46,715 books in Braille and Moon, and boxes of talking book records. Of this number, 4,678 are boxes of talking book records. In addition, there are hundreds of magazines. Each year there are about 1400 active borrowers of books for the blind. The circulation is about 40,000 volumes a year. 984 talking book machines are available for loan to those blind who cannot afford to purchase their own machines and these may be kept as long as the borrower wishes to use them. The 984 machines include 18 for loan to Nevada blind persons. All machines are constantly in use except those that are being repaired. There is usually a waiting list of persons to whom machines are sent as they become available upon return from borrowers who no longer wish them.

According to the last published annual statistics of libraries for the blind, the California State Library has the largest collection of books for the blind in the country, exceeding the next in size at the Library of Congress, Perkins Institution and New York City by from six to nine thousand volumes of books and talking book containers. In number of readers we rank well toward the top with only New York City exceeding us by any appreciable number. Our assigned territory is California and Nevada, but there is a very small blind population in Nevada and few there take advantage of our library service. However, various blind residents of other western states often borrow through their own libraries, books from our more extensive California collection.

### RECOMMENDATIONS

The selection of books for the blind is at present very good and we feel well satisfied with their quality and quantity. We are asked from time to time to make suggestions about the service from the Library of Congress and this we do. All suggestions from the various states are given very careful consideration and acted upon whenever possible.

Our recommendations would be principally in the field of home teaching. The home teachers from the State Library are allowed their traveling expenses, but they have no clerical assistance nor are guides provided. They work closely with welfare departments, libraries and other agencies in the cities and towns in which they are teaching and

receive much assistance in that way. However, their progress in reaching all parts of the State is impeded by the difficulties of transportation. This has been particularly true during the war years and has not yet evidenced any decided improvement.

We believe strongly that those who teach reading to the blind should be either partially or totally blind themselves. We find from experience that reading is one of the first pastimes that the newly blind undertake. They are greatly encouraged when they are taught by a blind person who not only can teach reading from her own knowledge and experience but can also give advice concerning daily tasks which made the life of the blind simpler and happier. Since we require blindness for home teaching, we have come to feel that the State should make some extra allowance for these teachers so that so much of their salaries need not go into paying for services which they are not able to render for themselves.

We suggest, therefore, that some adjustment be made in the traveling expenses allowed blind home teachers or field workers. A differential in traveling allowance would enable a blind person to pay for guidance in a strange place, for occasional clerical assistance or whatever extra service might be necessary. Some study should probably be made to determine the extra amount that would be reasonable, but we suggest as a figure for discussion \$12 a day instead of \$8.

Another point that should be considered is the impossibility of two home teachers covering the entire state. Pupils are of necessity not visited often enough to effect the best results and some distant sections of the State are visited only at long intervals. If the field workers should be transferred from the Training Center to the new Division of Special Schools and Special Services, a blind field worker, trained in both handcraft and raised type teaching, might be assigned to the less populated northern California territory. Then by the appointment of one more home teacher in the State Library and a reassignment of area to be covered, we could be more nearly adequate in our help to the blind of the State through our library services.

## HISTORICAL AND PROGRESS REPORT OF THE AGENCIES FOR THE BLIND

(Formerly under the Department of Institutions)

Some of the blind agencies of the State of California have been under the jurisdiction of the Department of Institutions from the inception of such department on July 30, 1921 until their transfer to the State Department of Education on September 15, 1945. The Industrial Home for the Adult Blind in Oakland (now known as the Training Center for the Adult Blind), together with the field work of that institution, was a part of the Department of Institutions during all of such period. In the last few years branch shops of the Home in Oakland were established in San Jose and Sacramento. The Industrial Workshop for the Blind in Los Angeles, since its establishment by the Legislature in 1929, and the State Blind Shop in San Diego, since its establishment by the Legislature in 1937, were also agencies of the Department of Institutions from the time of their inauguration until September 15, 1945.

It is felt that in the 24 years' association with the institutions for the blind of California that a progress report, together with recommendations which resulted from contact with such agencies and their employees, should be presented to the Department of Education for their study and consideration.

The institution for the blind in Oakland, known at the time of its inception as the Industrial Home of Mechanical Trades for the Adult Blind, was created by an act of the Legislature on March 5, 1885. The Home was opened on the tenth day of August, 1885 and two blind people were admitted on that day. The property where the institution now stands was originally known as the Regan place on the corner of 36th Street and Telegraph Avenue in Oakland. The property consisted of seven acres of land on which was located an 18-room house and this served as the institution in its early days. It might be well to note that, owing to the size of the grounds, two acres in the back of the premises were leased for pasture land at a rental of \$25 a year. For the first two years, the property was rented by the State for \$150 a month and later purchased for \$25,000. The original workshop was 60 x 30 feet, two stories in height, of frame construction, and was built for a total cost of \$783. These bits of information are furnished solely to provide information about the beginning of this institution which, at this writing, is the finest of its kind in the world.

The first reports submitted by the institution then known as the Industrial Home of Mechanical Trades for the Adult Blind were dated December 28, 1885 and showed a roster of 25 blind people, practically all of whom were admitted from either San Francisco or Oakland. Their ages ranged from 19 years to 64 years and they were all men, as at that time the Board of Directors had a policy, at least which they followed temporarily, to admit no female residents. There were 11 employees, whose salaries ranged from \$30 a month to \$75 a month, exclusive of the superintendent, whose salary at that time was \$175 a month, with quarters furnished on the premises. A year later the number of residents had grown to 44 with a corresponding increase in sales of finished products as well as a corresponding increase in the number of articles manufactured which, at that time, was only brooms. An interesting thought

is that from August, 1885, to the end of that calendar year, a total of \$471.35 was collected in sales. In those early days the residents received no pay until they had worked at a trade for three months, and by that time they were able to earn individually \$10 a month. No charge, of course, was made for maintenance.

A report through the years outlining the progress, year by year, would be too voluminous to submit at this time. However, a comparative statistical report for the Industrial Home for the Adult Blind is herewith attached as Exhibit A beginning with the year ending with June 30, 1925, and shown year by year up to and including June 30, 1945, showing the growth of the Home, especially in the all-important item of payroll to the blind and the number of items produced.

A study of the reports submitted by the various superintendents and boards of directors discloses the thought in which they all shared. That was to make the institution one for training instead of one for retirement or as a home only. It was learned in the early days that to encourage the residents to a lifetime stay at the institution would rob them of their initiative. Of course, in these early days California had a smaller blind population and the demand for the services of the Home was not so great as in the recent years. The blind, who were admitted in the earlier years, and up to the last few years, were generally elderly and were admitted to the Home as a place to live or to escape unpleasant home environment. In those early days, California had no pensions for the blind and many who were not cared for by relatives were forced on to the street to sell shoestrings, lead pencils, small nicknacks and, as was generally known, to depend upon charitable donations from the kind-hearted citizens. The general feeling was that an elderly blind man or woman was nobody's worry. Sympathy, of course, was extended to them but never employment opportunities for the general idea was that when a man or woman was blinded, his usefulness for employment or production was forever ended.

California has made wonderful progress in the past twenty years in its furnishing of opportunities for its visually impaired citizens. The blind are no longer discarded into our economic or social background, but are given an opportunity to study a trade or trades, profession or other calling best suited to his or her own temperament, physical condition and general abilities. There are many beliefs held by honest, sincere and well-intended people as to what and how we should handle the problem for the blind. Regardless of what it is called or how it is handled or how many high sounding titles might be attached to the work, it all boils down to one thing, a job with honest pay to enable the blind men and women to earn a decent living and to have for themselves and their loved ones, not only the necessities of life but some of the better things that all Americans are entitled to have because of the resources and opportunities which are available, especially in California.

The institution now known as the Training Center for Adult Blind is primarily a training and employment agency for the visually impaired. The policy should not be to encourage residents to remain a lifetime for their free maintenance and to work when the inclination strikes them, but the facilities provided should be used to the end that the worker learn a trade or trades, and after he has received his period

of instruction then, if possible, to obtain a position in private industry and take his place as a self-supporting citizen. However, failing to obtain a position in private industry, he should then relinquish his quarters at the Training Center at the end of a designated time, for other blind who wish to take advantage of these benefits, when a financial reserve may have been accumulated which will enable him to reenter his community life, or probably carry on his work at the workshop, but living outside the grounds of the Training Center.

Unfortunately, this policy has not been completely followed for a number of reasons. First, upon the founding of the Home, admissions were made mostly of elderly men and women, practically all of whom were homeless and living in the so-called alms houses of those days. These admissions were, of course, necessary and highly commendable. In the early days, when the population of blind in California was not large, the facilities of the Home were sufficient to provide for all who expressed their desire to live and work there. Second, once those elderly people were admitted, there was no moral right to release them as they had no place to go, and as heretofore mentioned, in those days blind people were considered burdens upon the community and relatives. Third, most blind people felt at that time that there was no opportunity for them to enlarge upon their abilities or the dexterity of their hands because the general feeling was that they could do nothing and many of the blind shared that belief, if not wholly, at least to such an extent they expected little of themselves other than a mere existence.

These conditions prevailed for many years, and it has been only within the last ten years or so that California has awakened to the fact that the blind can do many things, or rather it should be expressed in this way, that a few blind can do many things, more blind can do a few things, and a larger number of blind can do one or two things, all of which can be so held that they can earn sufficient money to maintain themselves and their families in comfort and decency.

The industrial agencies for the blind now in operation are morally as well as legally obliged to furnish employment to those blind after they have been trained in a trade or operation relative to a manufacturing project. It has been our experience that the largest number of blind are not qualified for private industry and those who are in private industry are an exception instead of a generality to the rule. The reason for that is that the state shops are so set up for the visually impaired, in equipment, operating procedures, and in a standard of workmanship and production gauged for the blind. That means that certain articles, which the blind can manufacture well, are turned out in mass production volume in order that production costs may be reduced so that wages may be increased. Also, the policies are set up to conform to the temperament and characteristics as well as the handicap of the blind.

Of course, during the war there were a large number of the blind of California engaged in defense work. Those so engaged were working on such operations as assembly work and kindred operations which required no movement about and the operations could be performed while in one position. On these jobs the blind did very well, indeed. There is no question that, if the labor shortage would continue through-

out the State, that the blind could hold their positions in private industry, but when conditions are normal and there are people with normal vision looking for jobs, there remains the almost insurmountable obstacle of trying to sell the employer the idea to employ a blind person when there are available sighted people to do the work.

This, of course, is no reflection upon the blind, their intelligence, their desire to work, their economic needs, their education, ambitions, etc. It is just the cold facts that we who are engaged in the work of helping the blind to help themselves must face daily, and instead of striving with the circumstances, we should try to educate and modify and by persistence and faith this eventually may be lessened to the extent that in years to come private industry will accept the blind on the basis of their abilities and not reject them because of blindness.

Some blind people cannot work except with other blind people. They cannot adapt themselves to working with sighted people in private industry because they are self-conscious, aware of their handicap, and feel somewhat defeated in that they cannot, as a rule, accomplish as much as a man with vision. There may be certain cases where outstanding blind can hold their own in private industry alongside of their sighted brothers. However, these are exceptions and are so few in number that in considering the problem of the blind and their placement, either in sheltered workshops or in private industry, these few outstanding blind could not be considered as being the general case.

The Industrial Workshop for the Blind in Los Angeles was created by Chapter 845 of the Statutes passed in the 1929 Legislature, entitled "An Act to Establish Salesrooms and Industrial Workshops for the Blind." The first shop was located in a store building at 1240 West Pico Street, Los Angeles. On January 14, 1930, the first blind worker was admitted to the shop and by June 30 of the same year 39 applications for admission had been received and accepted. Earnings of the blind from the period of January 14 to June 30, 1930, were very promising at the total of \$1,351.40. For the same period of time, the cash income of the shop was \$1,813.82, which amount, compared to the volume now enjoyed by this institution, is very small indeed. During the past 16 years this shop has enjoyed a steady increase and the gross payrolls up to June 30, 1944, was over one-half million dollars.

The workshop in Los Angeles continued at its location on Pico Street until June 30, 1939, when it had outgrown such quarters and moved to larger quarters at 239 West Adams Boulevard in Los Angeles. By 1943 an annex was added to that building and two additional small buildings were leased. These quarters also were shortly outgrown so that on July 1, 1945, the Los Angeles shop moved to its present location at 1020 Santee Street, where they occupy the major portion of an eight-story building purchased by the State.

The products of the Los Angeles shop in the early days were primarily baskets, rugs, and brushes. Later mattress renovation became one of its major industries. These initial industries have continued into and throughout the war period and in addition one of the major occupations was the making of pillow cases for the Army and Navy.

The State Blind Shop in San Diego was brought into being by the 1937 Legislature, and opened in a small store in October of 1937. During

the calendar year of 1938, the volume of sales was approximately \$8,000. From this small total the staggering sum of over \$964,000 in sales was reached in the year ending June 30, 1945. This shop shows, in no small way, what can be done for the blind and what the blind can do for themselves. The shop at San Diego is saving the taxpayers more than the amount allotted by the Legislature for its support in that it removes from the Blind Aid Pension rolls all the blind who are employed therein and whose total pensions would amount, per month, to more than the monthly upkeep of the shop.

The history of outgrown shop quarters in San Diego is similar to that in Los Angeles. When the shop first opened in October, 1937, it occupied a small store about 15 x 40 feet in size just south of Broadway in San Diego and was supervised by the state field worker for the blind in the San Diego area. This small store had previously been a project operated for the blind of that area by the San Diego Braille group. It was immediately apparent that the State should have more commodious quarters and about the middle of February, 1938, a store was leased at the corner of 5th and A Streets for a period of three years. During this period of relatively small stores the products made by the blind consisted of baskets, rugs, leather goods and repair work, together with commission sales of products made by the blind in their homes as well as products made in the Los Angeles and Oakland shops. Later, in February, 1941, when the shop engaged only in wholesale business, they moved to still larger quarters at 410 Market Street, San Diego, in the wholesale district. Due to increasing volume of business, the shop again outgrew their quarters and in May, 1945, they moved to their present building at 14th and F Streets in San Diego. This building was purchased by the State for the blind shop and was completely remodeled into a manufacturing establishment.

The products of the State Blind Shop from 1941 have consisted largely of mops for the Army and Navy although some rug, reed and leather work has continued to occupy the activities of the blind workers. Here, again, products made by the workers in their homes have been sold through the salesroom of the blind shop.

The Industrial Workshop for the Blind in Los Angeles, the State Blind Shop in San Diego, and the two branch units of the Training Center for Adult Blind located in San Jose and Sacramento do not furnish maintenance to the workers. These agencies only furnish employment to the blind who live in their own homes and go to and from their work as do other workers and citizens in their communities. These shops were originally created to fill a need of the blind in their communities and it may be here mentioned that there are other communities in California in need of similar services and facilities. The blind cannot always go where the shops are located owing to domestic ties, housing conditions, and their general desire to live in certain communities. This being the case, it is necessary to take the workshops to the centers of blind population. This will eventually come to pass as it has been proved that in cold dollars and cents calculations it is cheaper to keep the blind employed in an effort to make them self-supporting than to pay them pensions and cast them into a background of idleness.

In view of the foregoing facts and our observations and contacts with the blind institutions, we would like to make the following recommendations:

Every effort should be made to expand the system of workshops, locating branches in areas of concentrated blind population. These cities are specifically Long Beach, Santa Ana, Riverside, Redlands or San Bernardino, Bakersfield, Fresno, Stockton, Santa Barbara, and in the lower peninsula of the San Francisco Bay Area. There is no doubt that, if the blind are trained in the workshops, they are better qualified to enter private industry later. In the workshops they learn discipline and self-control, punctuality and attendance, ability to get along well with others, self-denial, and other qualities and attributes that are indispensable if one is to succeed in private industry.

Whether or not the blind who enter workshops remain as permanent workmen is unimportant. The fact is that the employment is available to them if they should fail to be as happy in private industry as they would be in sheltered workshops. There seems to be the general thought prevailing in the country at this time that the Government should guarantee full employment. Whether or not this should be done is a matter of opinion, but there is no doubt that everyone should at least have an opportunity to work in his or her own chosen profession or in one where they are at least happy. This should apply with very personal emphasis to the blind who are, of course, on account of their visual handicap, denied entry into the many vocations open to the sighted.

Let California maintain its lead in its welfare and beneficial work for the blind in the furnishing of opportunities and employment. After all, that is all an American wants in life—an opportunity to work, a good wage, and to participate in community affairs.

There are a number of service organizations that are working diligently in behalf of the blind. Their work does not furnish employment nor does it conflict with State service but merely supplements them. Let us enlarge upon the opportunities for the blind under State control, encouraging at every opportunity those blind who wish to enter private industry. Let those who wish to leave the sheltered workshops enter the private industry with the thought, hope and encouragement that theirs is the right to return to the workshop should they not make the success they feel they should have done in private industry.

The Field Work Department connected with the Training Center for Adult Blind in Oakland should not be separated from that agency. There have been numerous attempts by well meaning persons on the outside to have this done, with the theory that the blind in their own homes are not receiving sufficient academic education. This probably is true, but academics mean little to a man who is hungry and unable to receive a job and is depending upon his handiwork brought to him by the Field Worker to bring him a few extra dollars in addition to his pension. The general thought among the Field Workers is to encourage those blind who are probably not equipped either mentally, temperamentally, physically, or so situated residentially to enter a workshop, to earn a few extra dollars by making a commercial article and selling it through their own efforts or through the many outlets of the shop salesrooms scattered throughout the State. Since the Field Workers for

the blind are engaged in a more or less industrial training and must depend upon the Home for its funds to operate, buy materials and sell the products, it would not be to the best interests of the blind to remove or to make a change at this time, especially until such time as the blind are all placed under one single agency, including the schools, workshops, placement officers, and all agencies actively engaged in the furtherance of the welfare of the blind.

It is our recommendation that, where practical, the blind should be placed in positions working with the blind, but this does not mean that a blind man should be placed in a job to receive a salary and have a sighted assistant doing all the work. This is not only legally and morally unjust, but it is unsound and unjust to the blind person holding the job as it preys upon his conscience that he is holding down a job and drawing the money but is not successfully performing the work.

Certain positions in the executive field require vision that is as indispensable to the performing of the duties in a proper and efficient manner as life itself. None of the larger workshops or institutions for the blind in the United States has totally blind executive directors. Some, of course, have visually impaired, but these so-called executive directors with visual impairment are gentlemen or ladies who can read their correspondence, detect colors, check physical arrangements and generally exercise an over-all control on operations, conditions, correspondence records, etc.

Another point which should be closely watched is the amount of money spent in sighted labor as compared to the wages received by the blind, because if it costs an excessive amount in wages to the sighted in supervisory positions, executive duties, management, etc. in order that a small amount of money may be brought to the blind, then the entire procedure, in our estimation, needs adjusting. California has a wonderful record in that respect, that is, in comparison of wages to the sighted with those for the blind. The blind do not suffer thereby and the record speaks for itself.

In closing let us suggest that in formulating any policies, procedures, or programs for the blind, any advice or suggestions from the managers of workshops be carefully considered. These executives are in constant and daily touch with the blind, see them at work, see them at their leisure moments of relaxation and at their meals. In addition to this, the Superintendent of the Training Center for the Adult Blind lives on the grounds and is with them twenty-four hours a day and generally seven days a week. The Superintendent has an opportunity to study them at play, rest, work, and in fact all phases of their life from rising to bedtime. While other agencies for the blind may be interested in their employment and their placement in private industry, they do not constantly work side by side by the blind in the daily performance of their industrial work nor are they with them as closely as are the officials in charge of the industrial institutions for the blind.

Attached is a statement, Exhibit B, for each fiscal year from 1937 to 1945, inclusive, showing total sales, number of blind workers, the earnings of blind workers and the net factory profit for each of the three blind shops, as well as combined totals for all shops. This tabulation vividly indicates the volume of business performed by each shop and the increasing benefits for the blind workers therein.

During the last few years the volume of business has increased greatly. These increases, however, should not all be credited to sales resulting from the war but allowance should be made for the ability of the managers of the shops in gearing their industries to war needs so as to better train and utilize the efforts of the blind workers. Now with the passing of the war even greater effort will be needed to convert the industries of these shops to commercial channels and continue the high production so that the blind people may continue to enjoy a self-supporting wage. The State of California can well feel proud of the growth of these shops and the opportunities afforded thereby for the blind citizens of this State.

Throughout this country there will probably always be a continuing need for the maintenance of sheltered workshops for the blind by government agencies. These shops, however, can be so operated that the workers therein can earn sufficient funds that they will not depend on State aid for the blind. Such shops will thereby be an economy to the State in the savings made on blind aid.

The workshops should be so expanded that they can furnish employment for all blind who can benefit thereby. For those who must continue to receive sheltered employment, the shops will be available. However, with the training given in such shops, the objective should be to eventually engage in private industry with the hope that private industry will gradually absorb the blind and in the many years to come the prospect of selling the dubious employer on employing the blind will not be so fantastic as many now consider it. With concentrated effort, unity of purpose, tolerance in thought and opinion, there can be no doubt that the work for the benefit, welfare and happiness of the blind can be expanded in the State of California to the point that it can be held that there is nothing more to be desired.

**EXHIBIT A**  
**INDUSTRIAL HOME FOR THE ADULT BLIND**  
**STATISTICAL REPORT**

<i>Year ending</i>	<i>Sales</i>	<i>Payroll to blind</i>	<i>Net profit</i>	<i>Units produced</i>
6/30/45 -----	\$611,140 78	\$115,743 50	\$75,000 00	2,109,717
6/30/44 -----	522,316 66	87,716 36	9,510 10	2,512,485
Total past two F.Y.	\$1,133,457 44	\$203,459 86	\$84,510 10	4,622,202
6/30/43 -----	\$278,719 20	\$62,780 26	\$5,448 19	576,429
6/30/42 -----	277,618 43	48,960 12	7,788 40	1,098,910
6/30/41 -----	131,583 44	27,763 11	3,872 36	235,780
6/30/40 -----	63,297 27	19,729 36	-1,907 81*	132,698
6/30/39 -----	66,072 52	19,766 83	-3,294 67*	135,877
6/30/38 -----	55,712 91	16,825 15	-4,092 73*	114,800
6/30/37 -----	52,569 40	16,010 31	-3,007 95*	104,800
Total payroll to here -----		\$211,835 14		
6/30/36 -----	56,946 54	15,586 33	3,140 58	122,816
6/30/35 -----	52,119 98	14,397 72	-4,139 45*	120,476
6/30/34 } -----			3,269 37	(figures
6/30/33 } -----	82,369 04	29,000 00	-4,253 38*	missing)
Total sales to here -----	\$1,117,008 73			
6/30/32 } -----			-1,743 62*	
6/30/31 } -----	96,674 22	31,292 42	1,677 20	2,300,524
Total units produced to here -----				4,943,110
6/30/30 } -----				
6/30/29 } -----	116,394 63	35,356 55	817 87	283,150
6/30/28 } -----				
6/30/27 } -----	109,350 95	31,789 69	1,379 20	243,770
6/30/26 -----	60,706 21	15,455 24	10,145 10	(figures
6/30/25 -----	50,502 34	13,455 30	7,249 27	missing)
Total net profit for entire nineteen years -----			\$23,347 93	

## EXHIBIT B

## COMPARATIVE FIGURES OF THREE BLIND SHOPS AS OF FISCAL YEARS ENDING JUNE 30TH, OF YEAR INDICATED

	1937	1938	1939	1940	1941	1942	1943	1944	1945
<b>Sales</b>									
Oakland -----	\$52,569 40	\$55,712 91	\$66,072 52	\$63,297 27	\$131,583 44	\$277,618 43	\$278,719 20	\$523,316 66	\$611,140 78
Los Angeles ---	53,180 36	61,865 71	59,086 39	81,158 37	111,821 08	192,650 87	468,925 69	513,901 41	330,537 85
San Diego -----	-----	685 85	11,725 75	34,644 95	71,937 49	312,886 17	637,554 01	785,300 31	964,640 29
<b>Number workers and average monthly earnings</b>									
Oakland -----	88-815 10	79-\$17 43	79-\$20 85	83-\$19 81	97-\$23 87	134-\$30 45	155-\$33 75	131-\$60 31	154-\$75 00
Los Angeles ---	50- 44 85	58- 47 43	58- 35 54	59- 36 48	68- 43 41	87- 45 61	115- 58 73	103- 70 12	95- 77 42
San Diego -----	-----	12- 20 41	14- 22 07	24- 22 33	33- 40 00	30-110 92	45-125 19	38-134 62	41-183 18
<b>Net factory profit</b>									
Oakland -----	-3,007 95	-4,092 75	-3,294 67	-1,907 81	3,872 36	7,788 40	5,448 19	9,510 10	77,102 50
Los Angeles ---	4,167 65	72 85	2,544 71	2,730 66	3,132 21	7,514 89	6,959 88	7,193 13	20,826 31
San Diego -----	-----	6 60	-697 55	1,388 98	2,474 31	4,805 06	28,697 04	58,490 52	56,705 07
<b>Total pay roll to blind</b>									
Oakland -----	16,010 31	16,825 15	19,766 83	19,729 36	27,763 11	48,960 12	62,780 26	103,109 55	115,743 50
Los Angeles ---	20,936 79	20,556 09	24,843 92	25,828 33	34,610 04	48,662 48	81,052 02	86,372 18	88,250 75
San Diego -----	-----	714 42	3,708 78	6,434 18	15,834 79	33,721 40	87,601 29	71,126 87	89,381 01
<b>Total sales in three workshops</b>	\$105,749 76	\$118,264 47	\$136,884 66	\$179,100 59	\$315,342 01	\$783,155 47	\$1,385,198 90	\$1,822,518 38	\$1,906,318 92
<b>Total number workers in three shops</b>	138	149	151	166	198	251	315	272	290
<b>Total yearly pay roll to blind in three shops</b>	\$36,947 10	\$38,095 66	\$48,319 53	\$51,991 87	\$78,207 94	\$131,344 00	\$231,433 57	\$260,608 60	\$293,375 26

## DEPARTMENT OF PUBLIC HEALTH RESPONSIBILITIES RELATING TO THE PROBLEM OF THE CARE, TRAINING, AND EDUCATION OF THE BLIND

### Responsibility

Responsibilities of the State Department of Public Health in the care, training and education of the blind are minimal. The department has definite responsibilities for the *prevention* of blindness, particularly in the detection and treatment of conditions which may lead to blindness in children, a part of the program for physically handicapped children.

### Authority

Responsibilities are assigned to the State Department of Public Health by:

1. The Business and Professions Code, Division 2, Chapter 1, Article 3, Sections 550-558, Ophthalmia Neonatorum.
2. Crippled Children Act, Division 1, Part 1, Chapter 2, Article 2, Health and Safety Code, Services for Physically Handicapped Children.
3. The Education Code, Division 8, Chapter 3, Health Supervision of Children in the Public Schools.

Additional regulations for the prevention of blindness are provided in the Labor Code, Division 5, Part 1, Chapter 2, Section 6400-6415, and in the proposed General Safety Orders of the Division of Industrial Safety, Department of Industrial Relations, Order 12.10, Illumination in Industrial Plants, and Order 91.2, Eye Protection; in the State Board of Public Health Regulations, Section 2500, requiring the reporting of ophthalmia neonatorum and trachoma; and Chapter 127, Acts of 1939, Prenatal Examinations. Broad general authority is delegated the department by Division 1, Part 1, Chapter 2, Article 1, Section 205(d) of the Health and Safety Code.

### Administration and Operation

Responsibilities of the State Department of Public Health in any program for the blind are administered through the Division of Preventive Medical Services, in the Bureaus of Maternal and Child Health, Adult Health, Acute Communicable Diseases, Venereal Diseases, and Chronic Diseases. Responsibilities concerned with the preparation, distribution and testing of silver nitrate rest with the Division of Laboratories.

The prevention of blindness in the newborn and in infants is accomplished primarily by two procedures:

1. The compulsory use of ophthalmic prophylactics at the time of birth.

## 2. The reporting of diseases or conditions leading to blindness.

The compulsory use of silver nitrate in the eyes of newborn infants is a standard procedure for the prevention of gonorrhoeal ophthalmia neonatorum, and is provided by Sections 550-558 of the Business and Professions Code. Compliance with the law may be determined by checking a statement on the birth certificates that silver nitrate has been used, and by personal observations of the professional staff of the Bureau of Maternal and Child Health. Twenty-nine cases of ophthalmia neonatorum were reported in 1945, and an average of 32 cases reported for each of the preceding five years.

Reporting to the State Department of Public Health of conditions such as trachoma, syphilis, ophthalmia neonatorum, which may lead to blindness, is provided by Section 2500 of the Regulations of the State Board of Public Health for the control of communicable disease. The reporting of trachoma is not satisfactory and varies widely, depending upon local interest in the problem. It is, at present, primarily a disease of individuals of American Indian or Latin American extraction, and exists primarily in the mountain counties of Northern California and certain areas along the Mexico-California border.

Through the provisions of regulations of the State Board of Public Health, Section 2500, requiring the reporting of syphilis, and under the prenatal law, Chapter 127, Acts of 1939, requiring a serologic test for syphilis for pregnant women, the reports of congenital (inherited) syphilis in children under one year of age have decreased 67 percent and the reports of deaths from syphilis under one year of age have decreased 69 percent since 1937. Although these are broad figures pertaining to congenital syphilis and not to interstitial keratitis, which is a frequent manifestation of congenital (inherited) syphilis, it is believed that there is an associated decrease in blindness due to syphilis.

The State Board of Public Health has recently adopted regulations providing for the reporting of physically handicapping conditions of children. The provisions for reporting such conditions have been only recently adopted, therefore the effect of this regulation in stimulating case-finding has not been tested.

By the administrative definition of a physically handicapped child, in the Crippled Children Program, a person under the age of 21 years who is suffering from eye conditions leading to loss of vision may receive such medical care as is necessary. Under the provisions of the Crippled Children's Act, the following services have been rendered individuals under the age of 21 with defects of the eyes.

<i>Fiscal year</i>	<i>Authorization for examination</i>	<i>Assigned for care</i>
1942-43	184	96
1943-44	212	92
1944-45	275	93
1945-46	302	110

The difference between the number of cases authorized for examination and the number assigned for care is in part due to legal difficulties in securing assignment for care by court certification in some areas, after examination has been authorized and conducted, but largely due to the

fact that many of those examined may be successfully treated by refraction alone, and therefore are not assigned for care. In the fiscal year 1945-46, although the department assigned for care only 110 cases, there were, in addition, 385 children with defects of the eyes, whose treatment was provided by crippled children funds. This number represents the increment from preceding years, and is evidence of the prolonged medical attention necessary.

Regulations for the prevention of blindness in the adult in industry are administered by the State Department of Industrial Relations. The State Department of Public Health, through the Bureau of Adult Health, in its associations with industry, advises concerning the removal of potential industrial eye hazards, but the legal enforcement of safety regulations is not within the jurisdiction of the Bureau of Adult Health. No estimate of the number of cases of blindness resulting from accidents or injuries can be provided, but from January, 1942, to June, 1946, the Industrial Accident Commission rated 1,736 eye injuries as having some degree of permanent disability. Broadly speaking, eye protection in industry is a joint responsibility of management, safety departments, medical departments, labor unions, and insurance companies. Prevention depends upon adequate eye protection and prompt treatment of eye injuries or illnesses. Education of the worker is the basic medium in this field.

#### Discussion

Because there is no central clearing house for data relative to the prevalence of blindness, no adequate knowledge of the extent of the problem is available. Reporting of physically handicapping conditions of children, recently approved by the California State Board of Public Health, will partially correct this deficiency, but no long-range plan for the determination of the prevalence of blindness in adults has been initiated. Reporting of blindness to the State by physicians, welfare agencies and others having knowledge of blind individuals should be investigated.

Legal authority for the prevention of blindness appears to be adequate. Continued education and enforcement of safety regulations will always be necessary to obtain the full benefits of the law.

Conditions leading to blindness in children may be treated under provisions of the Crippled Children's Act, but an extensive program of sight-saving awaits the employment of qualified technical personnel. The development of sight-saving programs—measures for the discovery of visually handicapped children and correction of defects leading to serious loss of vision—has not kept pace with the corresponding program for hearing conservation. The same opportunities for joint action in developing a program of health and education by the Departments of Education and Public Health exist in the visual as in the hearing programs.

Prevention of blindness resulting from chronic and degenerative diseases of adults, such as diabetes, glaucoma and cataract, has not received due attention. This deficiency may be remedied to a degree by the interests and activities of the newly organized Bureau of Chronic Diseases in the department.

**Summary**

1. No adequate knowledge of the prevalence of blindness exists, due to the lack of systematic provision for the collection of such data.

2. Legal authority for the prevention of blindness appears to be adequate.

3. A program for sight conservation and case-finding of the visually handicapped can be developed within the existing administrative framework of the department, with the addition of the technically qualified personnel.

4. Prevention of adult blindness, due to accident and disease, can undoubtedly become more effective through study of the scope of the problem and development of methods in a relatively new field.

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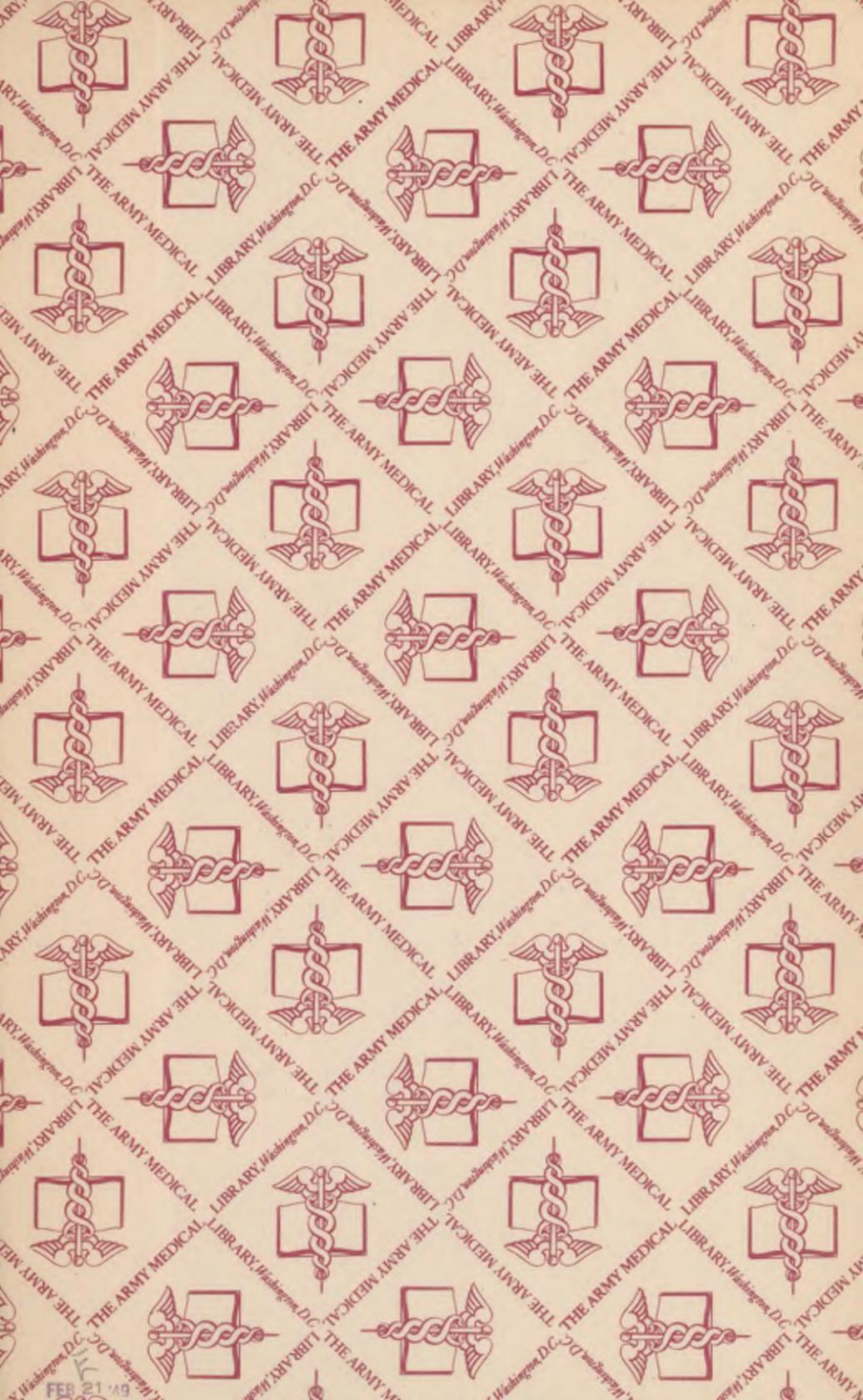
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