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RESTORING DISABLED PEOPLE TO JOBS AND USEFUL LIVING

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES



OCTOBER 1965

PREPARED BY THE VOCATIONAL REHABILITATION ADMINISTRATION OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Printed for the use of the Committee on Education and Labor

ADAM C. POWELL, *Chairman*

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LETTER OF TRANSMITTAL

SEPTEMBER 24, 1965.

Hon. ADAM CLAYTON POWELL,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: We are pleased to transmit the attached manuscript concerning vocational rehabilitation, "Restoring Disabled People to Jobs and Useful Living," prepared in response to your request on behalf of the Committee on Education and Labor. We are grateful for your interest in the achievements of the rehabilitation program in recent years and your belief in what can be accomplished under the tremendous opportunities of the Vocational Rehabilitation Act Amendments of 1965.

The material has been assembled in cooperation with Dr. Grace L. Hewell of the staff of the House Committee on Education and Labor, and we wish to express our thanks for her collaboration.

We appreciate your decision to issue this manuscript as a committee print. The document will make a valuable contribution to the literature in rehabilitation. It will be widely appreciated by the many rehabilitation workers and the many thousands of disabled persons who are now gainfully employed as a result of vocational rehabilitation.

Sincerely yours,

MARY E. SWITZER, *Commissioner.*

FOREWORD

The public program of vocational rehabilitation is our major governmental effort—both federally and in the States—to do something constructive about the problems of disability. There are over 3½ million disabled men and women today who need the services of such a program. Each year more than 450,000 new cases come into the the picture.

As medical and surgical care has improved in this country, as education has expanded, as work opportunities have increased and changed in character, it has become both necessary and possible to rehabilitate larger numbers of youths and adults who have become the victims of serious illnesses and injuries. The techniques of a modern rehabilitation program have constantly improved during the last 15 years, so that it is possible to restore to function and employment large numbers of handicapped men and women who previously had little reason to hope for a productive and satisfying future.

During the fiscal year 1965 the Federal-State vocational rehabilitation program rehabilitated and placed in employment nearly 135,000 disabled people. While this represents the largest number ever rehabilitated in 1 year, it still falls far short of the 450,000 who should be rehabilitated annually just to "break even." Because this has not been done in previous years, largely because the Federal Government and the States have permitted this program to operate far below its potential, we now have a backlog in the United States of over 3½ million disabled people who are not receiving vocational rehabilitation.

We need to do everything we can to bring this situation under control.

The Committee on Education and Labor wishes to do everything in its power to help overcome this situation and help provide better lives for these disabled men and women. The committee has had bills under consideration for 4 years to make changes in the Federal legislation governing the vocational rehabilitation program.

The committee has studied the needs of the program intensively and vigorously worked for the passage of the Vocational Rehabilitation Act Amendments of 1965. On July 29, 1965, the House passed without dissent and on a completely bipartisan basis, H.R. 8310, the Vocational Rehabilitation Act Amendments of 1965. The law reflects the conviction of the committee and of the House on those major steps that need to be taken to further improve this valuable Federal-State program and the related programs administered by the Vocational Rehabilitation Administration in the Department of Health, Education, and Welfare.

In order that all persons concerned with the rehabilitation of our disabled citizens may be informed—and all persons in all places should make this a matter of personal concern—the committee has arranged to publish this committee print. It provides a broad picture of the

work of this public program and thus gives us a better concept of the dimensions of the tasks which lie ahead for all of us.

In issuing this document, the committee recognizes the dedicated leadership and vision which Mary E. Switzer, Commissioner of Vocational Rehabilitation, has contributed over the years to the rehabilitation of the disabled. The committee is indebted to her and the staff of the Vocational Rehabilitation Administration for their technical and consultative services.

ADAM C. POWELL,
Chairman, Committee on Education and Labor.

PREFACE

This committee print presents basic information about the public program to rehabilitate disabled people of the country to fit them for useful, productive lives as part of the family, the community, and the economic life of the Nation.

The objective is to give a comparatively full but not exhaustive or encyclopedic account of this program, at a time when the Congress has provided the American people with the legislative authority to help the disabled on a far larger scale than has been the case in the past. This document presents a picture of a program, the way it has applied its resources to the problem, the size of the problem to be handled, the opportunities provided under the new legislation, and the directions the program will take in the next decade.

Support for extending the vocational rehabilitation activity on all fronts came from all parts of the rehabilitation community, the disabled, the professions engaged in delivering services, and from a broad spectrum of organizations.

With this committee print as background, supplemented by the report of the committee on the proposals contained in H.R. 8310, it will be possible to give informed consideration to future progress and to the full import and value of future legislation.

For this document the committee is especially indebted to Mr. Russell J. N. Dean, Assistant Commissioner, and Mrs. Miriam M. Stubbs, Program Consultant, Legislation and Public Affairs, Vocational Rehabilitation Administration, Department of Health, Education, and Welfare.

GRACE L. HEWELL, Ed. D.,
Education Chief, Committee on Education and Labor.

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RESTORING DISABLED PEOPLE TO JOBS AND USEFUL LIVING

Part I. The Nation's Program of Vocational Rehabilitation

The public program of vocational rehabilitation for disabled men and women now has reached a record level of achievement in its 45-year history, with the rehabilitation of almost 135,000 disabled people to productive living and employment, in the 12 months ended June 1965. This program has signified the Nation's recognition of our social obligation to restore the disabled citizen to the mainstream of life, along with our recognition of the compelling economic necessities involved in rehabilitation. Operating on a comparatively small scale, but with highly imaginative and versatile approaches to the problems of restoring the disabled to employment, it has proved the worth of the investment in rehabilitation time and again.

From a small start in 1920, the growth and broadening of the program have been remarkable. Drawing upon the experience gained from the results of two major wars and from a range of physical and social science resources, the rehabilitation program has opened wide our perceptions of what we can do to restore the mentally and physically disabled persons among us to full participation in economic, family, and community life. Particularly remarkable strides have come in what we see as possible both in terms of the disabled individual's potential and his adaptability to the labor market.

The basic concepts of the nationwide rehabilitation program continue mainly unchanged, with considerable enlargement of scope and effectiveness in legislative authority in 1943 and in 1954. The program has at its core an enduring partnership between the Federal Government and the governments of the States, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands, in which vocational rehabilitation agencies provide rehabilitation services to prepare physically and mentally disabled people for employment. The Federal Government, through the Vocational Rehabilitation Administration of the Department of Health, Education, and Welfare, provides leadership and grants-in-aid to the States.

The Vocational Rehabilitation Administration also administers a program of project grants in rehabilitation research and demonstration to develop new knowledge and methods; a national grant program to train professional rehabilitation personnel; an international research program; and certain other specialized activities.

From the start, and particularly in the last 11 years, the public vocational rehabilitation agencies, State and Federal, have been closely involved with the many national and local organizations concerned with rehabilitation of the disabled. A number of these organizations appeared before the House Committee on Education and Labor in 1965 to express their support of pending legislation and to make some proposals of their own.

A. A DECADE OF PROGRESS: 1955–64

The years following the 1954 legislation were especially fruitful years in many areas of rehabilitation where new authority was provided:

1. With the impetus of new incentives to the States to broaden and increase support for their rehabilitation activities, the number of disabled persons rehabilitated annually more than doubled, from 55,000 in 1954 to 135,000 in 1965. Combined Federal and State spending went from $35.4 million in 1954 to $157.5 million in 1965.

2. Under new legislative authority to support research and demonstration projects aimed at solving problems in the rehabilitation of disabled persons, the number of such projects grew from 18 in 1955 to 943 in 1965, with Federal grant funds for this purpose increasing from almost $300,000 in 1955 to $17.1 million in 1965.

3. With new provisions for support of training more professional workers skilled in delivering vocational rehabilitation services, training activities grew from 77 teaching programs and 201 student traineeships supported in 1955 to 526 teaching programs and 3,780 traineeships and research fellowships in 1965. The appropriation for training rose from $900,000 in 1954 to $19.8 million in 1965.

B. WHAT IS "VOCATIONAL REHABILITATION FOR THE DISABLED"?

Vocational rehabilitation is a combination of services provided to a physically or mentally disabled person, as needed, to fit him for employment and productive useful living. These services are provided to disabled persons at or near working age, whose disability is a vocational handicap in that it interferes with getting or keeping employment. (See fig. 1.)

The range of services includes:

Full evaluation, including medical diagnosis, to learn the nature and degree of disability and to help evaluate the individual's work capacities.

Counseling and guidance in achieving good vocational adjustment.

Medical, surgical, psychiatric, and hospital care and related therapy, to reduce or remove the disability.

Artificial limbs and other prosthetic and orthotic devices needed to increase work ability.

Training, including training for a vocation, prevocational and personal adjustment training, and remedial education.

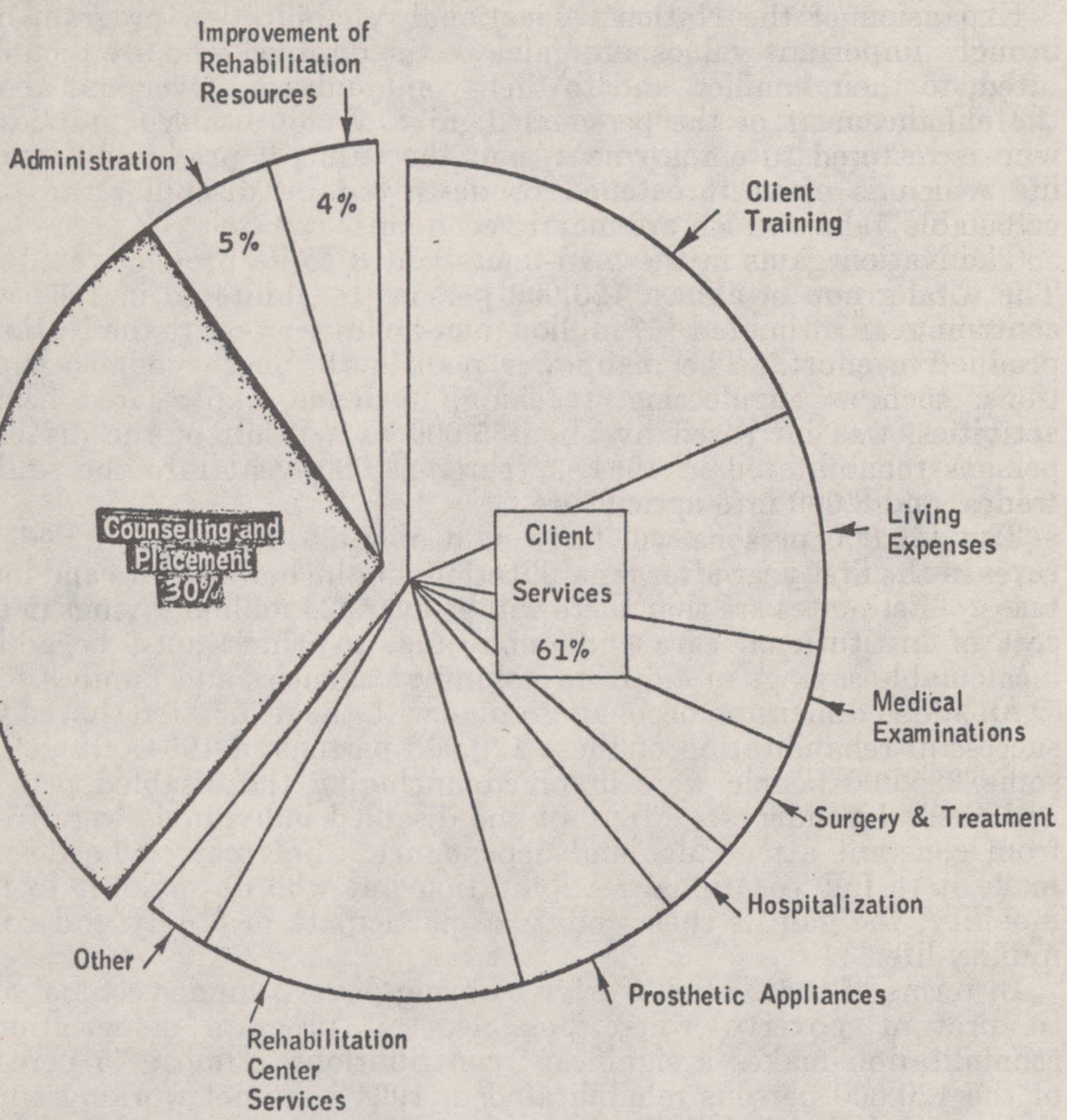
Service in comprehensive or specialized rehabilitation facilities, including sheltered workshops and adjustment centers.

Maintenance and transportation during rehabilitation.

Tools, equipment, and licenses for work on a job or in establishing a small business.

Placement in a job suited to the individual's highest physical and mental capacities and postplacement followup to see to it that the placement is satisfactory to the employee and the employer.

FIGURE 1.—WHAT STATE REHABILITATION AGENCIES DO FOR CLIENTS ($139 MILLION SPENT IN 1964)



The essence of the program is to marshal all resources, in a coordinated way, to bring the disabled person to his best functioning level. In the Federal-State program the rehabilitation counselor is the key staff member, making the determination as to whether the individual is eligible, arranging with the individual the development of a plan for his rehabilitation, managing the arrangements for the necessary services, counseling and guiding the individual, and staying with him through successful placement on the job.

Services are obtained, often by purchase, from virtually the full span of community resources, depending on what the individual needs. Private physicians, public and private hospitals, specialized clinics, rehabilitation centers, workshops, public and private educational institutions, and employers, are but some of the resources which are regularly drawn into effective rehabilitation.

C. WHAT ARE THE VALUES OF VOCATIONAL REHABILITATION?

Expansion of the Nation's vocational rehabilitation program has brought important values and gains to the disabled who are rehabilitated, to their families, and to their communities. Over and above the enhancement of the personal dignity of the disabled individual who is restored to employment, and the value of preserving family life which is often threatened or destroyed by disability, are the calculable values which are mainly economic.

The Nation gains in the man-hours added to its productive effort. The total group of almost 120,000 persons rehabilitated in 1964 will contribute an estimated 167 million man-hours per year to the Nation's productive effort. The manpower pool in the professional occupations, such as engineering, teaching, medicine, and related health activities, was increased by about 5,000 as a result of the disabled persons rehabilitated in 1964. Nearly 14,000 went into the skilled trades, and 8,000 into agriculture.

The 120,000 persons will have paid about $19 million in Federal taxes in the first year after rehabilitation, not including State and local taxes. Estimates are that there will be over $24 million savings in the cost of institutional care and public aid, to which must be added incalculable savings in aid from voluntary agencies and families.

An added dimension becomes graphic with the realization that in the successful rehabilitation of these 120,000 persons in 1964, altogether some 285,000 people were involved, including the disabled persons and their dependents. Many of the disabled individuals were freed from constant attendance and dependence. For many who do not make it to full vocational rehabilitation but who do make it to full mobility, the gain is their ability to participate in family and community life.

In terms of the Nation's drive to bring poverty under control and to prevent poverty where possible, this program of vocational rehabilitation makes a significant contribution. Almost 75 percent of the 120,000 persons rehabilitated in 1964 were not working when they started their rehabilitation. Others were in marginal or otherwise unsatisfactory employment.

About 16,000 of the persons rehabilitated in 1964 were receiving public assistance at the start of or during their rehabilitation, and about 5,200 were living in tax-supported institutions. Public assistance payments to the 16,000 persons were about $18 million annually.

The conversion of most of these persons from tax consumers to economic independence through the public vocational rehabilitation program cost about $16 million, with savings of millions of dollars in Federal and State public assistance funds.

Also not to be overlooked is the reduction or the prevention of disability which can result from the prompt rendering of rehabilitation services. This preventive contribution has been dramatically demonstrated in the case of stroke victims and amputees for example. There is moreover a preventive force at work when a rehabilitated disabled person is able to maintain his gains from rehabilitation and to ward off deterioration of his physical or mental condition.

D. HOW BIG IS THE JOB TO BE DONE?

Among the millions of our citizens who are disabled, the Vocational Rehabilitation Administration estimates that there are over 3.5 million persons of working age who could be rehabilitated to employment. Currently, each year an additional 450,000 people join the group who are disabled and who could be restored to activity and work through vocational rehabilitation services.

This represents a portion of the total group of the disabled in the Nation. The National Health Survey findings indicate that nearly 14 million persons at or near working age who live outside of institutions are limited either partially or totally in their ability to carry out their normal activities, that is, either ability to work, keep house or go to school. The full picture should also include a sizable portion of the 5.5 million mentally retarded persons, a group which is not fully represented in the National Health Survey.

Obviously, the Nation is a long way from meeting the need for vocational rehabilitation for the disabled. Obviously also it will take the combination of public and private rehabilitation efforts to make significant progress toward meeting the total need.

The next immediate goal of the public vocational rehabilitation program is the rehabilitation of 200,000 disabled persons annually. The expansion of the last 11 years has brought the program to the 1965 total of about 135,000 disabled persons rehabilitated. It is therefore apparent that the key to accelerating this commendable progress is a sharp raising of the scale on which this program operates. This will bring an opportunity to apply the extensive knowledge gained over the last 11 years about how to do the rehabilitation job more effectively for far greater numbers of the disabled.

E. GROWTH OF THE PROGRAM FROM 1920 TO 1954

The vocational rehabilitation program, one of the oldest grant-in-aid programs for providing services for individuals, had its start when President Wilson signed the Smith-Fess Act in 1920. (See app. A for a list of Federal legislation relating to this program, from 1920 through 1964.) Services under this first act were confined to counseling, job training, artificial limbs and other prosthetic appliances, and job placement. This act provided for an appropriation of $750,000 for fiscal year 1921 and $1 million for fiscal years 1922 to 1924, for payments to States cooperating in vocational rehabilitation of persons disabled in industry. Federal funds were to be matched by the States and were not to be used for institutions for handicapped persons except for special training of individuals entitled to benefits of the act. The Federal Board of Vocational Education was given responsibility for carrying out the act. Authorization for the program was renewed in succeeding years.

With the Social Security Act in 1935 came the first permanent authorization for this program. The Social Security Act provided for increased aid to vocational rehabilitation in recognition of the importance of such work in a permanent program for economic security. Although the Social Security Act did not amend the Vocational Rehabilitation Act, it did authorize certain appropriations to extend and strengthen the cooperative program of vocational

rehabilitation by providing for increased grants and increased support for Federal administration, and it included for the first time permanent authorization for this program's continuance.

The next major step forward in rehabilitation came with the spur of World War II. In 1943, major amendments to broaden the program authorized for the first time the provision of (1) medical, surgical, and other physical restoration services to eliminate or reduce disabilities; and (2) services for the mentally ill and the mentally retarded. Under this law, the entry of the separate State agencies serving the blind into the Federal-State program marked another "first."

The 1943 law placed the 48 States, Alaska, Hawaii, and Puerto Rico on the same footing with respect to Federal grants. It also marked a significant broadening of the concept of rehabilitation, defining "vocational rehabilitation" and "vocational rehabilitation services" as "any services necessary to render a disabled individual fit to engage in a remunerative occupation."

Under the 1943 act, payments by the Federal Government to States with approved plans for vocational rehabilitation were authorized for (1) the entire expense for vocational rehabilitation of the war disabled; (2) half the expense for vocational rehabilitation of other disabled persons, with the State paying the remaining half; and (3) the entire expense of administration, including guidance and placement services. Up to this time the costs of the program had been shared equally by the States and the Federal Government.

F. THE 1954 AMENDMENTS OF THE VOCATIONAL REHABILITATION ACT

By the early 1950's the vocational rehabilitation program had unmistakably begun to "plateau" in its growth. Program growth was being held back apparently in part by the financing system then in use and in part by the lack of provisions for capitalizing on research, professional training, and other features which brought progress in other fields such as health and science.

Retaining the basic patterns of services for disabled people, the 1954 revisions added sweeping changes in professional, financing, and other aspects to provide the setting for a major forward move.

The 1954 amendments, in fact, included modernized provisions which were added to other Federal grants-in-aid statutes over the next decade, such as authority for research, demonstration, and training activities.

These were the main changes made by the 1954 amendments:

1. *Financing provisions.*—The State's share under this act was determined by a formula which took into account the individual State's population and its per capita income. The object was to give greater financial support to States with relatively large populations and relatively small per capita income, calling for these States to pay smaller portions of the total cost of the State vocational rehabilitation program than other States with larger financial incomes. The Federal share varied from 50 to 70 percent, with the national average being about 3 Federal dollars to 2 State dollars invested in vocational rehabilitation.

2. *Extension and improvement project grants to States.*—A new system of project grants to State agencies—extension and improvement grants—provided Federal financial support at more favorable rates to

induce States to develop new aspects of their programs and to extend their services to disability groups and geographical areas previously reached inadequately or not at all. Extension and improvement grants provided up to $3 of Federal funds for each dollar invested by the State, up to a maximum of 3 years for each project.

3. *Research and demonstration.*—Grants to encourage and support research into better rehabilitation and to conduct demonstration projects to spread the application of new knowledge to communities across the country were also authorized for the first time. These grants are made to public and private nonprofit organizations such as State rehabilitation agencies, voluntary groups, universities, and rehabilitation facilities.

4. *Training.*—Grants to support the training of more professional personnel for rehabilitation services include (1) long-term training grants to educational institutions and rehabilitation agencies for support of basic or advanced professional training, in the form of teaching grants, traineeship grants for students selected by the educational institution, or a combination of these two; (2) short-term grants for training less than a semester in duration; e.g., institutes, workshops, seminars, and other training courses; (3) inservice training grants to State vocational rehabilitation agencies for staff development programs; and (4) rehabilitation research fellowships.

5. *Randolph-Sheppard vending stand program for the blind.*—The 1954 amendments included features to strengthen the provisions for giving preference to blind persons in the operation of vending stands on Federal and other property.

6. *Rehabilitation facilities, centers, and workshops.*—The new law also authorized for the first time the use of Federal grants-to-States funds for establishment (alteration or expansion) of rehabilitation facilities and workshops.

FIGURE 2.—FEDERAL-STATE VOCATIONAL REHABILITATION PROGRAM

Numbers of disabled persons rehabilitated in selected years

1921	523	1950	59, 597
1930	4, 605	1960	88, 275
1940	11, 890	1965	135, 000

G. RELATED LEGISLATION

Rehabilitation facilities.—Also in 1954 Congress amended the Hill-Burton Hospital Survey and Construction Act adding authorization of Federal grants to help construct rehabilitation facilities.

Social security.—Beginning in 1954, Congress passed a series of amendments to the Social Security Act involving provisions for protecting the retirement benefits of workers covered by the act who became disabled, and later disability benefits. To carry out these provisions, Congress designated the State vocational rehabilitation agencies as the agencies which should preferably be responsible for reviewing applications for this benefit and for determining whether in fact the individual is disabled, unable to work, and therefore eligible for the benefit. Specific provision was made that all applicants for these benefits should be referred to the State agency in an effort to restore all disabled workers to gainful activity where this is possible.

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International research.—With enactment of the International Health Research Act of 1960, in combination with the existing authority in section 104(k) of the Agricultural Trade Development Assistance Act of 1954 as amended, Vocational Rehabilitation Administration became responsible for a new international rehabilitation research program.

Welfare.—The landmark 1962 public welfare admendments contained provisions relating to the use of the State vocational rehabilitation agencies in furnishing vocational rehabilitation services to assistance applicants or recipients.

Civil rights.—Vocational Rehabilitation, like all Federal grants-in-aid programs, comes under title VI of the Civil Rights Act of 1964, prohibiting discrimination under any activity receiving support under this program, on grounds of race, color, or national origin.

Other technical amendments to the Vocational Rehabilitation Act.—Several minor amendments of the Vocational Rehabilitation Act have been passed since 1954, relating to extension of the vocational rehabilitation program provisions to Guam; adjustments of the financing provisions necessitated by statehood for Alaska and Hawaii; extending the ceiling for training to allow physicians pursuing residency training in physical medicine and rehabilitation to be aided for 3 years, rather than 2 years which is the current limit for all other courses of training.

Matching contributed funds for facilities and workshops.—A provision of the 1965 appropriation act authorized, as State matching funds, contributions of funds by private organizations or individuals to a State to aid in meeting the costs of establishing a public or other nonprofit workshop or rehabilitation facility, where the contributor imposes a condition limiting the use of such funds to establishment of a particular workshop or facility.

H. VOCATIONAL REHABILITATION TODAY—SPOTLIGHT ON PROGRESS UNDER THE 1954 AMENDMENTS

1. Organization and functions of the Vocational Rehabilitation Administration

The Vocational Rehabilitation Administration is the focal point in the Department of Health, Education, and Welfare for programs to foster the vocational rehabilitation of disabled persons and their greater utilization in suitable, gainful employment.

In broad perspective, the overall objective is to provide the leadership and the means for furnishing vocational rehabilitation services to all the disabled who need and can be expected to benefit from them. Within this objective, these are the five main objectives of the VRA:

To build State vocational rehabilitation agency programs of services for the disabled.

To increase rehabilitation knowledge and techniques and their application to practice.

To increase the Nation's supply of trained rehabilitation manpower which will continue to be in severe shortage.

To increase and improve the physical plants for serving the disabled, including rehabilitation factilities and workshops, training settings, specialized clinics, and other special facilities.

To educate the general public and specific publics—like employers, researchers, public and voluntary agencies—about vocational rehabilitation of the disabled and to disseminate available rehabilitation knowledge.

The Vocational Rehabilitation Administration also maintains continuing liaison with numerous other agencies of the Federal Government, including the Department of Labor in connection with the selective placement activities of the Employment Service and the manpower development and training program; with the President's Committee on the Employment of the Handicapped; with the Office of Economic Opportunity; and with the various other agencies in the Department of Health, Education, and Welfare, with regard to all activities involving the disabled and their vocational rehabilitation, such as special education, vocational education, health, welfare, and social insurance.

The Vocational Rehabilitation Administration staff of some 250 persons in the central office and in the nine regional offices includes experts in the various areas of rehabilitation and program management, such as State program services; research, demonstrations, and training; international research and training; management services, including statistics, reports, and budgeting; legislation and public affairs; and regional operations. With this comparatively small staff, under the direction of Mary E. Switzer as Commissioner for Vocational Rehabilitation, VRA carries a leadership role in relation to the Nation's Federal-State rehabilitation program as well as the voluntary rehabilitation efforts so closely allied with the public efforts.

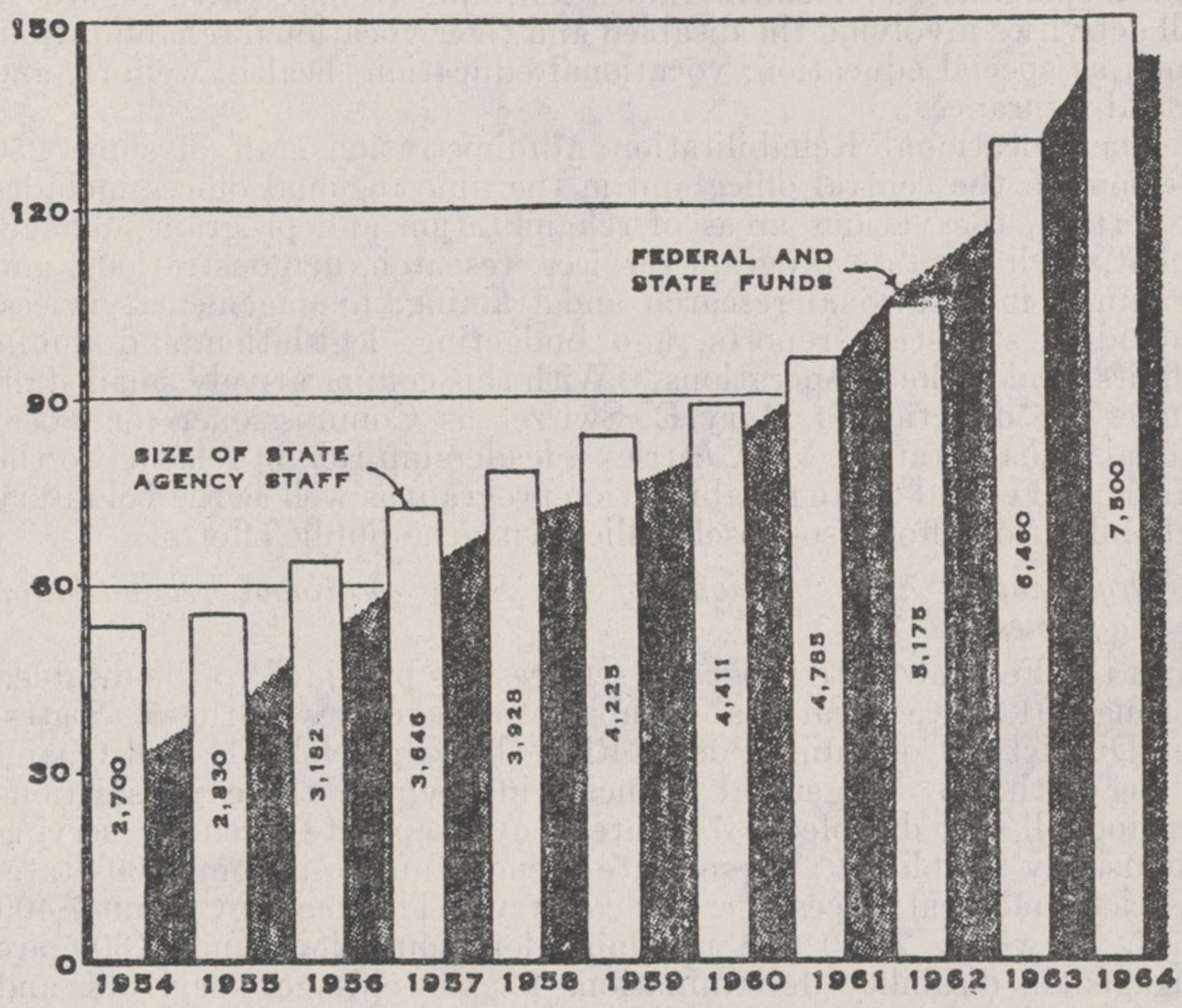
2. Organization and functions of the State vocational rehabilitation agencies

In the Federal-State program, services are provided to the disabled through 91 State vocational rehabilitation agencies in the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam. Along with the 54 general agencies in each of these jurisdictions serving all the disabled, 37 States have separate agencies serving exclusively the blind. These State agencies maintain some 800 State, district, and local offices over the country. They employ about 7,400 staff, of whom 2,600 are rehabilitation counselors and 1,300 are engaged in disability determinations for the old-age, survivors, and disability insurance program. (See fig. 3 re growth of State agency staff.)

In most States, the vocational rehabilitation agency is organizationally associated with the State education agency, although there are some vocational rehabilitation programs organized as separate commissions or departments. In the majority of States, vocational rehabilitation agencies for the blind are located as part of the welfare agency.

As already noted, the key staff person who deals directly and continuously with the disabled person is the rehabilitation counselor. From the initial interview—and on through the steps needed to gain a full picture of the person's aptitudes, interests, problems, physical and mental state, through placement and followup in the first weeks of employment to check on success on the job and help with any difficulties or needed adjustments—the counselor guides the individual through the various stages to successful rehabilitation. This is an individualized process with a single person, the rehabilitation counselor, to whom the individual looks, while he is receiving many different services from a number of sources; e.g., private physicians, hospital or clinic staff, prosthetists, psychologists, social workers, and schoolteachers.

FIGURE 3.—AGENCY STAFF AND FUNDS REQUIRED FOR THE STATE-FEDERAL PROGRAM OF VOCATIONAL REHABILITATION: 1954–64

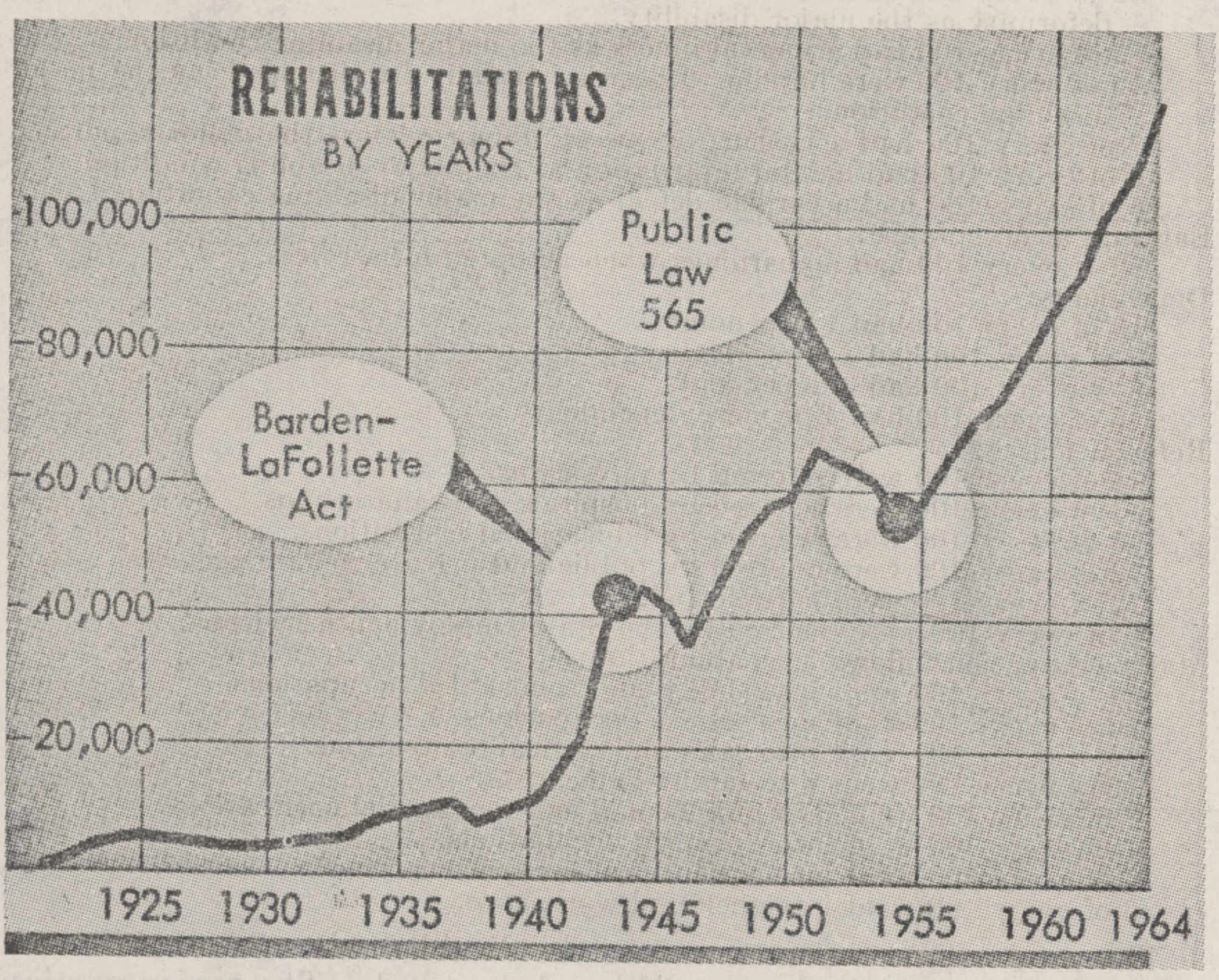


In response to the needs of the new groups of the disabled to whom rehabilitation services were being extended, in the last decade the State agencies have increased the range of professions represented on their staffs to include social workers, psychologists, physicians, psychiatric consultants, and research directors, among others. They have also ventured increasingly to set up closer ties with institutions for the disabled, frequently assigning rehabilitation counselors to work directly in the institution and often setting up actual rehabilitation units within the institution, such as rehabilitation units in mental hospitals. Counselors with special preparation are assigned to carry specialized caseloads such as the deaf, the mentally ill, the mentally retarded. State agencies have also moved to make vastly increased use of rehabilitation facilities of various kinds and to assist and encourage the establishment and improvement of such facilities.

3. Achievements

Since its beginning, this vocational rehabilitation program has achieved rehabilitation for close to 2 million disabled persons. In the 1954–65 period, the total number of disabled persons rehabilitated was about 1 million. (See fig. 4.)

FIGURE 4.—FEDERAL LEGISLATION IN RELATION TO NUMBERS REHABILITATED ANNUALLY



With program growth and the application of new knowledge have come notable changes in the range of disabilities represented among those who have been successfully rehabilitated. State agencies have made great strides in extending rehabilitation services to major disability groups, sometimes in response to highly articulate public interest and sometimes in advance of such public interest. The last decade has seen mounting interest and applied effort devoted to rehabilitating the mentally ill, the mentally retarded, the deaf and hard of hearing, the aging, and those on varied forms of assistance. New lines of emphasis are emerging in relation to those disabled by heart disease, cancer, stroke, epilepsy, alcoholism, narcotics addiction, the disabled youth of school age, and the public offender who is disabled. (See fig. 5.)

FIGURE 5.—1964's GROUP OF 120,000 PERSONS REHABILITATED

KEY FACTS AND CHARACTERISTICS

Age:
- 30 of every 100 were age 45 and over.
- 20 of every 100 were under age 20.
- 50 of every 100 were between age 20 and 44.

Sex:
- 39 of every 100 were women.

Education:
- 40 of every 100 had never been to high school.
- 7 of every 100 had at least 1 year of college level education.

Disability:
- 36 of every 100 had either an amputation or an orthopedic impairment or deformity as the major disability.
- 12 of every 100 had a mental illness as the major disabling condition.
- 10 of every 100 were blind or otherwise visually handicapped, as the major disabling condition.
- 7 of every 100 had a hearing or speech impairment as the major condition.
- 6 of every 100 had mental retardation as the major disabling condition.
- 5 of every 100 had a cardiac defect as the major disabling condition.

Earnings at acceptance:
- 80 of every 100 had no earnings when accepted for services.

Dependents:
- 13 of every 100 had 1 dependent.
- 9 of every 100 had 2 dependents.
- 8 of every 100 had 3 dependents.
- 16 of every 100 had 4 or more dependents.

Referral source:
- 15 of every 100 were referred by physicians.
- 15 of every 100 were referred by hospitals and sanatoriums.
- 13 of every 100 were referred by educational institutions.
- 12 of every 100 were referred by public and private welfare agencies.
- 12 of every 100 were self-referred.
- 6 of every 100 were referred by the State employment services.

Major occupation following rehabilitation:
- 24 of every 100 went into skilled and semiskilled occupations.
- 20 of every 100 went into service occupations.
- 16 of every 100 went into sales and clerical occupations.
- 15 of every 100 went into family enterprises.
- 8 of every 100 went into professional and managerial occupations.
- 7 of every 100 went into unskilled occupations.
- 7 of every 100 went into agricultural occupations.
- 3 of every 100 went into sheltered workshops.

The proportion of women among the disabled who are rehabilitated has been rising to almost two-fifths of the total. The major portion of women who are rehabilitated go into paid employment in a variety of occupations, the remainder returning after rehabilitation to resume responsibilities for families and homes.

This decade also showed the program's potential for financial growth under the new system of financing provided in the 1954 amendments for the basic Federal-State program of rehabilitation. The problems inherent in the previous financing system had contributed substantially to slowing program growth and had made for serious fiscal problems for both the Federal and State agencies. The new financing provisions assured the stability of State programs at the level each had attained in 1954 and then set in operation a new fiscal arrangement for alloting funds to States on a specific formula set in the law. The formula aimed at reflecting each State's need as expressed by its population and its ability to pay as expressed in its per capita income.

The growth in Federal and State financial support of this program under this new financing system is shown in figure 3.

4. Extension and improvement project grants to States

One of the new means of broadening the resources of the public program was the program of project grants to States for extension and improvement. More than 400 such projects have been sponsored by State agencies since 1955. About one-third were for improvements to rehabilitation facilities and workshops. Another third provided means for assignment of counselors and other specialized staff to serve the mentally ill and emotionally disturbed, in particular, as well as the mentally retarded, the cerebral palsied, the deaf and hard of hearing, and the blind.

5. Randolph-Sheppard vending stand program

This program, functioning under the Randolph-Sheppard Act, gives preference to blind persons to operate vending stands on Federal and other property. Generally the State agency for the blind is the licensing agency. Now in effect for nearly 30 years, this program grosses an impressive $60 million yearly for over 2,800 operators, with an average of about $4,700 per operator.

6. Research and demonstration in rehabilitation

From research and demonstration into the mainstream of vocational rehabilitation practice comes new knowledge of the nature of disability and techniques for controlling and reducing its impact, as well as the opportunity to show in application what is new and successful. The flow of results from research and demonstration into practice is a continuous process which has proved its worth over and over again in vocational rehabilitation, as it has in other programs.

Since 1954 the Vocational Rehabilitation Administration has supported about 1,000 research and demonstration projects. These project grants support research investigations and demonstrations conducted by State agencies, by universities, and by other qualified public or private nonprofit agencies. They have ranged over the span of research basic in rehabilitation. Many have become signally important beginning points in efforts to reach numbers of previously neglected disabled persons.

The demonstration project offers an important channel for testing the effectiveness of new or improved procedures. When a demonstration project including services turns out particularly well and appears suitable for widespread use, a prototype is tried out in a group of States. Commonly, after a starter period with VRA grant support, the demonstration is taken over with full sponsorship and support by a local community or State agency. The prototype demonstration series are under continuous review with an eye to dropping a prototype when it has served its major purpose, and adding a new one.

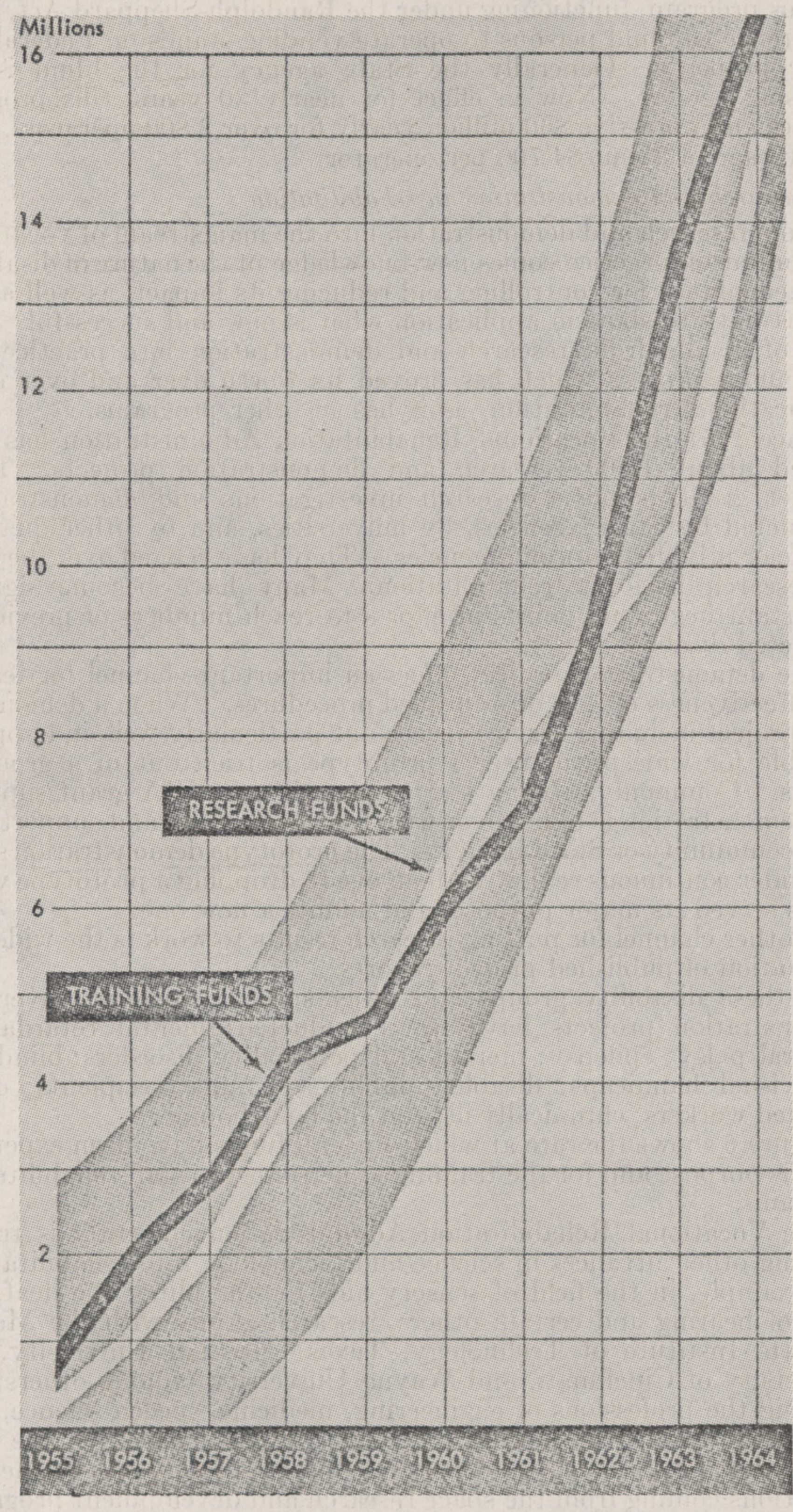
Another channel for putting research results to work is the wide dissemination of published project reports.

In these disability groups and other special categories, over 100 demonstration projects have been conducted: mental retardation; cerebral palsy; epilepsy; mental and personality disorders; blindness and visual handicaps; disabled public assistance recipients; older disabled workers; chronically ill; and the homebound.

Figure 6 shows the rate at which Federal funds have been expended for this purpose and for the training of personnel to staff rehabilitation programs.

The Vocational Rehabilitation Administration currently is trying to bring other advances in science and technology into rehabilitation. For example, in the field of sensory aids for the blind, the deaf, the hard of hearing and certain others, research grants with the Massachusetts Institute of Technology, Texas Christian University, the University of Cincinnati, and Wayne University (among others) are merging the professions of engineering, medicine, speech science, and psychology to develop new sensory aids. Plans are being made with the National Aeronautics and Space Administration to search the new inventions coming from the space research and development programs for devices or ideas which could be adapted to the needs of the blind, the deaf, the speech and hearing impaired, and others.

FIGURE 6.—FEDERAL FUNDS EXPENDED FOR RESEARCH AND TRAINING IN VOCATIONAL REHABILITATION



New technological advances from engineering and space research are also opening new horizons in the rehabilitation of amputees and other orthopedically disabled persons. With VRA support, the Woodrow Wilson Rehabilitation Center Foundation in Fisherville, Va., and General Electric are collaborating to review GE's fund of technology from industrial, military and space research, to develop and improve orthotic and prosthetic appliances and equipment for medical rehabilitation. At Case Institute of Technology in Cleveland, the VRA is supporting a project aimed at enabling patients to use their paralyzed arms or legs by actuating muscles with electronic devices.

The VRA program has three assets in building the Nation's resource of research manpower:

(1) The research program attracts more and more research competence from an ever greater variety of professions into rehabilitation investigations.

(2) In the research project review process—through the study groups and the National Advisory Council on Vocational Rehabilitation who review these projects—the contributions of highly qualified and competent professional and lay leaders are secured.

(3) Rehabilitation research fellowships are awarded to enlarge and enrich our research resources by developing competent research workers in the professional fields which contribute to the vocational rehabilitation of disabled persons.

7. Training workers for rehabilitation

VRA's training grant program is a response to a serious shortage of qualified professional rehabilitation counselors, rehabilitation physicians, rehabilitation nurses, therapists, prosthetics experts, and a number of others. These shortages of trained personnel will become even sharper with the new personnel demands growing out of new programs such as Medicare, community health programs, and the planned heart disease, cancer, and stroke programs.

Each year since the start in 1955 has seen an increase and in 1965, with a $19.8 million appropriation, 526 teaching programs received support and grants were made for 3,780 traineeships and research fellowships. In addition, support was provided for short-term continuing education courses which reached over 6,300 individuals.

Training grants have enabled schools to employ faculty, field teachers, and clinic supervisors, and thus expand their admissions. They have enabled curriculum changes for incorporation of more rehabilitation content, more information about the nature and effects of disability, and the techniques and services that are utilized.

From a quantitative standpoint, manpower has been augmented in fields where there were serious shortages. More trained clinicians are working in rehabilitation settings than ever before, and a number of graduates are now on the faculties of participating schools.

Support is currently concentrated in the fields of medicine, with special emphasis upon residency training in physical medicine and rehabilitation; rehabilitation counseling; nursing; speech pathology and audiology; occupational therapy; physical therapy; psychology; recreation; sociology; dentistry; prosthetics, and orthotics; and social work. Encouragement is also given to the development of curriculums designed to provide specialized skills and knowledge required

by workers for the blind, the deaf, the mentally retarded, and the emotionally disturbed. Training programs that are interdisciplinary in nature and pilot projects with collaborative practice also are being encouraged.

Training efforts in five major fields will serve to illustrate these activities.

(*a*) *Rehabilitation medicine.*—Rehabilitation calls for the talents of many medical specialists, but it is the primary function of specialists in physical medicine and rehabilitation. There is an acute shortage of physicians qualified as specialists in this comparatively new field, and the training grant program has given emphasis to increasing this number as well as helping to insure that all physicians will be knowledgeable about rehabilitation concepts and techniques.

Teaching grants to schools of medicine are made to stimulate the inclusion of rehabilitation content in the instruction of all undergraduate students. In 1964, they reached 70 of the 91 approved schools of medicine and osteopathy. In 1956, the first year in which teaching grants were awarded, only six schools received grants.

Grants for undergraduate traineeships include provision for medical students to have intensive work experience of 2 or 3 months' duration in research or clinical service in rehabilitation. In the first year of this program in 1960, 76 students were awarded such traineeships. In 1964, about 272 students had this experience.

Since 1955, when only 4 physicians were receiving VRA traineeships for residency study in physical medicine and rehabilitation, the number has grown to 139 in training on June 30, 1964. In addition to these, 36 physicians enrolled in other residency training programs were pursuing special supplementary training in physical medicine and rehabilitation.

Another great need is for educators equipped to give leadership in instruction in physical medicine and rehabilitation. To meet this need for broadly trained academicians, an academic careers program has been established. Grants for this purpose offer opportunities to promising physicians for advanced study in rehabilitation topics that will enhance their qualifications for academic posts. Four were in training at the end of 1964.

(*b*) *Rehabilitation counseling.*—Rehabilitation counseling is primarily concerned with helping a disabled individual to achieve his most productive role. Specific emphasis is placed on the client's occupational adjustment. Rehabilitation counselors are employed in State vocational rehabilitation agencies, rehabilitation centers, hospital rehabilitation programs, the public employment service, sheltered workshops, and in a variety of rehabilitation programs in public welfare or public health agencies. They work in a close team relationship with physicians, social workers, and other professional personnel serving disabled persons. In many agencies, the counselor carries responsibility for employer education and community publicity programs designed to attain a greater acceptance of handicapped persons as qualified job applicants. The counselor's responsibilities in State vocational rehabilitation agencies have already been described.

The number of graduates of rehabilitation counselor training programs (a master's degree course) needed annually for replacement or to fill new positions in expanding programs is now estimated at 1,200. University training programs in rehabilitation counseling currently

graduate many less than these requirements. Because of the urgent need, especially in the State vocational rehabilitation agencies, a large proportion of the training grant funds, second only to medicine, is used for the support of counselor training. In fiscal year 1964, such teaching grants were made to 38 educational institutions, and 775 traineeships were awarded. Of this number, about 360 were graduated and ready for employment, since the curriculum is generally 2 years.

(*c*) *Physical therapy.*—The shortage of physical therapists is a matter of grave concern in the total development of rehabilitation programs, for physical therapy is an essential element in the treatment of nearly all kinds of disability. Training grants in physical therapy are directed toward improving and expanding the training programs in approved schools; accelerating the growth of newly established schools in geographical areas needing them; providing opportunities for advanced study by graduate physical therapists, and fostering experiments in new methods of training.

Since 1958 traineeships have been awarded to 85 experienced physical therapists for graduate study in physical therapy or related sciences, such as anatomy and physiology. Those who have completed their graduate training are now working in teaching, research, or administrative positions in the field.

VRA assistance now represents the largest scholarship program for this field. During 1964 traineeship grants were made to 41 of the 42 approved schools of physical therapy, and slightly over 400 undergraduate or certificate students received VRA assistance.

(*d*) *Prosthetics and orthotics.*—Since 1953, over 9,000 rehabilitation personnel including prosthetists, orthotists, physicians, physical and occupational therapists, and rehabilitation counselors have received specialized training in the fields of prosthetics and orthotics (artificial limbs and braces) in VRA-sponsored courses at three universities. The VRA-sponsored traineeships have brought teams of medical personnel to these classes where the clinic team approach to rehabilitation, practiced today in all of the major hospitals and specialized rehabilitation centers, had its initial impetus and development through student participation in amputee clinic practice sessions.

Trained personnel in prosthetics and orthotics are urgently needed to staff clinic teams and rehabilitation centers throughout the country. There is also a great need to provide training to residents in orthopedic surgery and physical medicine during their residency training.

(*e*) *Training workers for the blind.*—The recently established university courses for mobility instructors of blind persons are continuing, as are the special training programs to teach rehabilitation counselors the basic principles and specialized techniques of placing blind persons in competitive employment. The courses for mobility instructors enrolled 28 trainees during 1964. The newly established training of home teacher for the blind enrolled its first class.

Short-term courses for services to the blind conducted among State agency personnel in 1964, included a series on placement of the blind in competitive occupations; on vending stand supervision and operation; on home teaching of the blind; for home teachers and their volunteer assistants; employment of blind persons as telephone switchboard operators; courses in industrial arts for the blind; placement of the blind in Federal employment; and inservice training of home teachers of the blind.

8. Facilities for rehabilitation

Rehabilitation facilities, an indispensable ingredient of the expanding public program, provide an unequaled means for evaluating, treating, training and serving the severely disabled.

There are many types: large centers for training or treating persons with practically all forms of severe disability; speech and hearing centers; optical aid clinics; centers for the blind; halfway houses for patients discharged from mental hospitals who are adjusting to community life; and workshops for various purposes. In addition to the variations in size and in purposes, some are medically oriented while others are primarily vocationally oriented.

State rehabilitation agencies have authority to establish facilities, with funds granted for basic rehabilitation services. Since 1954, 46 States have spent about $17 million to establish more than 300 facilities, most of them operated by private nonprofit organizations, and a few by the States.

The increase in facilities has had a most profound influence on the character of many State rehabilitation programs. State agency use of facilities has increased 10 times in the past decade. In 1955 the agencies paid for services at rehabilitiation centers for some 2,400 persons. In 1964 the total was 38,000 and over the country about 18 percent of State agency expenditures for services was made to facilities and workshops.

Since 1954 the Hill-Burton Act has permitted Federal help for construction of rehabilitation facilities as well as for building new hospitals. Funds for the rehabilitation facilities are jointly approved by the Vocational Rehabilitation Administration and the Public Health Service.

In all, through December 1964, 314 rehabilitation projects have been approved under the Hill-Burton Act involving primarily medically oriented centers in 48 States, the District of Columbia, and Puerto Rico. In 1964, 10 of the 32 construction projects were for the mentally retarded or mentally ill, and 3 of the 10 were for halfway houses for ex-patients from mental hospitals—a rapidly growing phase of rehabilitation for these people.

The rehabilitation workshop is one of the resources for coping with individual disabilities. An estimated 800 workshops are operating now. There is a rising demand for more workshops, and the VRA, the State agencies, and private rehabilitation groups are attacking many problems that have arisen in expanding this phase of the program.

Research is providing some of the solutions to these problems. Projects have been initiated to find answers as to whether a multi-community workshop is feasible; to find methods of obtaining contract work; methods of applying marketing principles to workshop products; to study the feasibility of establishing statewide systems of workshops; and a number of similar matters that will help the workshop to come into its proper place in the program.

9. Research and training centers

VRA now supports 14 special rehabilitation research and training centers with the necessary resources for continuing, comprehensive programs of clinical research and training to advance the rehabilitation of the disabled. Spread across the Nation are:

(1) Ten medically oriented research and training centers, at New York University in New York City; University of Minnesota in Minneapolis; University of Washington in Seattle; Baylor University in Houston; Western Reserve University in Cleveland; Emory University in Atlanta; Tufts University in Boston; Temple University in Philadelphia; George Washington University in Washington, D.C.; and the University of Colorado in Denver.

(2) Two centers dealing with mental retardation, at the University of Wisconsin in Madison and at the University of Texas in Austin, and

(3) Two vocationally oriented centers at the Hot Springs Rehabilitation Center—jointly sponsored by the University of Arkansas and the Arkansas State Rehabilitation Service, and the Pennsylvania Rehabilitation Center in Johnstown—jointly sponsored by the University of Pittsburgh and the Pennsylvania Bureau of Rehabilitation.

Started only 4 years ago, this program is rapidly taking a key role in advancing the Nation's rehabilitation program—through the unique combination of clinical resources, research and training talents, and State rehabilitation program resources.

In the medically oriented centers, the first to get underway, remarkable increases have been achieved in the depth of training and in research staffs. The quality and intensity of training in rehabilitation are mounting.

In the course of carrying out research and training activities, these centers are providing significant numbers of patients with rehabilitation services—from 750 to 1,000 a year, with increasingly significant cooperative arrangements with State vocational rehabilitation agencies.

In the medically oriented centers, patients are getting better, more comprehensive rehabilitation at an earlier stage of their disability.

These centers have shown—as the vocationally oriented centers and those dealing with mental retardation will be showing—the values of drawing together the top specialists from a variety of disciplines to work coordinately on common problems affecting the disabled.

10. International rehabilitation research programs

This 4-year old program to share and interchange rehabilitation knowledge and efforts has speedily proved its worth. In all, 64 projects in 9 countries—Israel, India, Brazil, Burma, Egypt, Yugoslavia, Pakistan, Syria, and Poland—have been financed with U.S.-owned foreign currencies, which result from our sale of agricultural surpluses abroad, and are excess to our Government's regular requirements. These projects deal with a range of disabling conditions—cerebral palsy, leprosy, blindness, cardiovascular disorders, and burns, among others. Also underway is a most fruitful program for interchange of rehabilitation experts between this country and other nations.

This work can be exceptionally rewarding. For example, Poland's experiment with the immediate postoperative fitting of prosthetic devices upon amputees, generally while the amputee is still under anesthesia, is expected to bring profound changes in orthopedic surgery and prosthetics. An electronic hand, with five sensory

elements, is in the experimental stage in a project of the Federal Rehabilitation Institute in Belgrade. Also outstanding among these projects are India's experimentation into methods of counteracting the effects of leprosy by surgical restoration and by integration of patients into employment and community life; its demonstration of ways to rehabilitate blind persons into agriculture; and its research into restoration of severely burned persons to employability.

Outstanding among Israel's many projects is one for development of methods for training blind persons in the use of textile machinery. Brazil has developed training methods for prosthetists and orthotists in fitting these devices, and methods of manufacture of prefabricated parts for them, to reduce costs. Other projects are related to heart disorders, cerebral palsy, severe burns, and mental retardation.

Interchange of experts

Under the International Health Research Act of 1961, the VRA has made 60 awards for the interchange of experts in rehabilitation between the United States and the countries participating in international research. The disciplines involved include prosthetics and orthotics, psychology, counseling, plastic surgery, neurosurgery, and physical medicine, among others.

The first exchange visit was made by a group of U.S. specialists in plastic surgery who went to Vellore, India, to study the work among leprosy patients being performed under direction of Dr. Paul Brand. In 2-month rotation, experts from such schools as Harvard, Yale, Johns Hopkins, and the Universities of Pittsburgh, Kansas, Ohio State, North Carolina, and Pennsylvania, visited the Vellore hospital and brought back to the United States a wealth of information, not only on the treatment of leprosy itself, but on corollary methods of skin grafting and cosmetic restoration, useful in the medical and surgical aspects of rehabilitation in the United States. The interchange program also has brought many foreign experts to the United States to study its rehabilitation programs, particularly its organization and methods, as well as its research in relation to similar projects in their own country.

I. PROGRAM EMPHASIS FOR SPECIAL DISABILITY AND OTHER GROUPS

Companion to rehabilitation's key emphasis over the last decade on reaching the immediate goal of rehabilitating 200,000 disabled persons annually, has been the emphasis on extending rehabilitation to progressively greater proportions of the severely disabled. Most often this progress has been achieved by concerted drives to improve services to those in special disability categories, such as the mentally retarded, the mentally ill, the deaf and hard of hearing, the disabled youth group, the disabled aging, or those who receive public assistance.

In each such concerted effort, the full panoply of the program's resources is marshaled and drawn into the drive. The State vocational rehabilitation agency program is the focus, bolstered by special projects under the extension and improvement program, the research and demonstration program, and the training grants program, which also draw into the effort the talents of educational institutions and private rehabilitation groups and agencies.

The decade from 1955–64 was characterized by the development of new patterns of service not only for the rehabilitation of those already disabled, but for the broader purpose of early detection and diagnosis

of disabling conditions among those preparing for the world of work.

Prevention of dependency through vocational rehabilitation measures—a target in the attack on poverty—has become one of the strongest trends of the program. It extends through accentuation of youth programs, through the great volume of services for those disabled persons in their prime working years, and through the mounting total of older persons in our population beset by chronic illness and infirmities.

In this decade, there has been growing recognition of the total effect of disability on family units—on the added burden of handicapped children, on mothers unable to give proper care to their children, on fathers unable to provide for their families because of a vocational handicap. Measures were put into effect with cooperation of National, State, and local welfare organizations to hold these family units together while appropriate rehabilitation measures were taken.

1. Rehabilitating disabled youth

Vocational rehabilitation's concern with rehabilitation of handicapped youth, which goes back a good many years, has mounted to strong emphasis in recent years. As shown in figure 5, among the 120,000 rehabilitated in 1964, over 24,000 or 20 percent were under age 20. It is significant, particularly in light of the strong current focus on constructive, remedial action to help the mentally retarded, that 5,000 were mentally retarded individuals under age 20, and that of the 7,200 mentally retarded rehabilitated in this program in 1964, as much as 70 percent are under age 20.

Strong emphasis has been placed on the development of sound patterns for cooperative programs conducted jointly by State special education agencies and vocational rehabilitation agencies, mainly under the basic services program and the extension and improvement projects program. By spring 1965, at least 39 States—in nearly 400 individual school districts—had special cooperative activities in the State programs for vocational rehabilitation. Also, as a major part of the series of prototype demonstration projects, the Vocational Rehabilitation Administration has issued three series designed to aid disabled youth. Two series demonstrate the values of introducing work training content and counseling services in school settings to facilitate the transition of retarded youth from school to work. Twenty-eight such projects are now active across the Nation, featuring coordinated services offered by special education and vocational rehabilitation.

VRA has also supported for some years a successful, groundbreaking series of occupational training centers for the retarded, serving mainly youth. Credited with pioneering in the demonstration of occupational training and work conditioning of the retarded, these projects supported by VRA reached a total of 46.

Other activities for disabled youth involve projects to help disabled selective service rejectees by providing counseling and referral services at Armed Forces examining stations in a number of States, under the aegis of the State vocational rehabilitation agency, and a special series of efforts to reach the youthful disabled public offender who is in prison or reformatory, or on parole or probation.

2. Rehabilitating the mentally retarded

The significant progress vocational rehabilitation has made in delivering services to increasing numbers of the mentally retarded is the

result of a combination of investments, going back to the midfifties. The resources represented by the various parts of VRA's authority have each been called upon to help.

From *research and demonstration* has come new knowledge and new techniques for serving the retarded, and knowledge of the key factors in their rehabilitation, such as family encouragement; and demonstrations, such as the nationwide series of projects to demonstrate the effectiveness of occupational training centers. Another series demonstrates the values of introducing work training content and counseling services in school settings to facilitate the retarded youth's transition from school to work.

Currently the largest single group of projects—88 or about 1 in 5 of all the research and demonstration projects—deals with the rehabilitation of the mentally retarded. Significant contribution can be expected from the special research and training centers for mental retardation at the University of Wisconsin and the University of Texas, started this year.

From the *training grant program* have come special efforts to train rehabilitation professionals in working with the mentally retarded, particularly for persons preparing to enter the rehabilitation counseling field and for counselors already in the employ of the State rehabilitation agencies.

From the varied *State rehabilitation agency programs* have come the development of new, active relationships and special projects conducted with local public education agencies to reach school-age mentally retarded youth as early as possible with vocational rehabilitation services in order to facilitate their entry into the world of work; the assignment of special counselors to work closely with the mentally retarded, often in the larger metropolitan areas; the establishment of rehabilitation facilities in State institutions for the mentally retarded; the establishment of halfway houses for the retarded similar to those for the mentally ill; and generally heightened activity to reach more of this comparatively neglected disability group.

The number of mentally retarded rehabilitated into employment in 1964 was 20 percent greater than in the previous year—about 7,200 against 6,000.

As a further reflection of the extensive activity in this field, the amount of Federal funds for services to the mentally retarded as part of the basic grants to States in 1964 was about $5.5 million, or more than 55 percent greater than the 1955 total.

Training grant funds for mental retardation programs rose in 1964 to some $800,000, about 5.5 times that of 1963. Grants in support of research and demonstration projects in this field increased from about $1.5 million in 1963 to $2.25 million in 1964.

These figures add up to a total of some $8.5 million expended by the Federal Government during 1964 for mentally retarded people served in the public program, an 80 percent increase over the $4.8 million of 1963.

The pace of research activity on mental retardation is made clear by the number of research and demonstration projects on this disability. The total of 65 projects in this area represents an intensive effort to move forward in the rehabilitation of these people. These activities were broadened in 1964 by a variation which combines classroom schooling with alternate workshop experience.

Many extension and improvement grants made to States have special provision for better services for the mentally retarded. Of the 123 such grants made to States in 1964, 17 had the specific purpose of serving the retarded.

The new program "Federal employment of the mentally retarded," sponsored by the Civil Service Commission in cooperation with the Vocational Rehabilitation Administration, has involved State rehabilitation agencies. At the end of fiscal year 1965, 117 retardates had been placed in Federal employment through this program. The State vocational rehabilitation agencies have had charge of evaluating and certifying the retarded clients for placement in suitable Federal job openings. A brief survey indicates they have filled such positions as: messenger, clerk, typist, janitor, key punch operator, laboratory worker, grounds maintenance worker, and mail clerk.

State vocational rehabilitation agencies have been active also in the conferences leading to formulation of comprehensive State planning authorized by the Maternal and Child Health and Mental Retardation Planning Amendments of 1963 (Public Law 88–156), and their programs integrated into the patterns of service proposed in the State plans.

The primary role of vocational rehabilitation in relation to planning for facilities authorized under the Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1964 (Public Law 88–164), has been to insure coordination between the proposed university-based facilities and the programs for the mentally retarded operated by State rehabilitation agencies in the interest of fostering a comprehensive continuum of services.

3. The mentally ill

State vocational rehabilitation agencies have made substantial advances in rehabilitating the mentally ill. They are—in varying ways and degrees—providing vocational rehabilitation services to—

Inhospital patients and posthospital patients who need rehabilitation services on the way to resuming work in the community, and

Mentally ill persons who are not and have not been hospitalized, but who need help to work in the community and stay out of the hospital.

In a majority of the States, the rehabilitation agency assigns counselors to State mental hospitals, on a full-time or part-time basis. Leading the way, some State agencies have moved to set up rehabilitation facility units within State mental hospitals. Others have taken steps to build a major program activity in this phase of rehabilitation, including employment of staff specialists skilled in psychiatric rehabilitation.

In 1964 almost 14,000 persons who have been mentally ill were rehabilitated into employment through services provided in the public program.

Many of them owe their rehabilitation to the results of rehabilitation research and training. The upsurge of interest in mental health in recent years has been in large measure responsible for well over 100 projects in this field, costing over $10 million, for halfway houses, work therapy, and screening of hospital patients for rehabilitation

potential; outpatient counseling and hospital aftercare; and evaluation, training, and placement for emotionally disturbed persons.

The greatest obstacle to expanding services to the mentally ill is lack of specially trained personnel. One acute shortage is among psychiatrists. Considerably more hospitals have accepted the rehabilitation program. Many have used extension and improvement grants to expand their facilities and staff, and in a number of selected hospitals affiliated with medical schools, there are new academic and clinical courses on psychiatric rehabilitation. Training grants have also been used to support a variety of short-term training efforts for rehabilitation practitioners in rehabilitation of the mentally ill.

Since 1963 VRA has supported a psychiatric intern training program for counselors employed in State rehabilitation agencies. Three university departments of psychiatry associated with comprehensive hospitals have established training units. Almost 80 experienced counselors have had this specialized training since the program began.

4. Rehabilitating the blind

More than 5,000 persons were rehabilitated into employment in 1964 through the public program, only a small increase over the previous year, but a considerable accomplishment in view of the tremendous problems involved in the placement of blind persons in jobs.

Placement opportunities for blind persons in routine, repetitive machine operations—once the mainstay of the program—are being reduced by automation. Counselors today must be prepared to help many blind persons into highly skilled and complex work, now widely available in many industries, but only for those who are well trained, adjusted to their disability, and flexible enough for adaptation.

Again, answers to these problems are being found in research. One illustration of the methods being developed to help blind persons keep pace with the effects of automation is the VRA-grant support given to research at the University of Cincinnati to find ways for blind persons to participate in electronic computer operations, and to a private organization in Pittsburgh for development of techniques in applying such knowledge to actual operations.

The language program instituted at Georgetown University in Washington, D.C., a few years ago, to teach blind students Russian and German, has been highly successful, and a similar project is being estsblished at Occidental College in California to teach blind students to become linguists in Chinese and Arabic.

One important source of employment for blind persons is vending stands, operated in public and private locations under the general supervision of State rehabilitation agencies and the provisions of the Randolph-Sheppard Vending Stand Act.

The vending operation has grown consistently. In 1965 almost 2,600 stands on Federal, public, and private property did a gross business of about $60 million, with an average profit of about $4,700 to over 2,800 operators.

Another successful program for people with low vision, is the optical aids clinics in 20 States. These clinics provide services to scores of persons, whose low visual acuity has handicapped them for employment, by fitting magnification devices to increase their perception.

Part II. New Legislative Authority for Vocational Rehabilitation—1965

The Vocational Rehabilitation Act Amendments of 1965 are designed to send this public program into the next decade equipped with a legal base as modern and forward looking as it had when it entered the last decade. Most important are three features:

1. The new provisions in the Vocational Rehabilitation Act Amendments, in concert, are designed to put the public vocational rehabilitation program on a scale of operation which it should attain in this coming decade.

2. The new provisions aim to strengthen the program's ability to tackle and solve the problems of rehabilitating the very difficult cases, the severely disabled.

3. These provisions also are drawn to make possible a direct drive to build more rehabilitation facilities and workshops and equally important, to strengthen those now operating.

More specifically, the 1965 revisions of the Vocational Rehabilitation Act take aim at seven major points:

(*a*) The broadening of the base of the Federal-State program to take into the program not only more of the disabled, but also a greater spread of the severe disabilities.

(*b*) The liberalization of Federal financial support of certain portions of the program to match State money more favorably matched with Federal funds to put State vocational rehabilitation agencies in better position to secure State appropriations for their programs.

(*c*) A multifaceted, comprehensive program to improve and strengthen the workshops of the Nation.

(*d*) A rehabilitation facilities construction program directed primarily to construction of vocationally oriented facilities.

(*e*) A concerted effort to remove and prevent architectural barriers which impede the rehabilitation of the handicapped.

(*f*) Special projects grants to allow quick, responsive focus on particular program areas, such as the mentally retarded, the victims of heart disease, cancer and stroke, cerebral palsy, and similar groups of the disabled, and for statewide planning.

(*g*) The establishment of intramural programs of rehabilitation research and data assembling and dissemination.

The principal bills to achieve these objectives considered in the Congress were the administration bills (H.R. 6476 and S. 1525). H.R. 8310, reflecting the views of the House Committee on Education and Labor, was reported by the committee on May 28, 1965. The text of these bills as introduced follows, with a summary comparison of the specific features of both bills.

Also included is a brief chronology of the actions of both houses on these amendments and the text of the Conference Report.

A list of witnesses who appeared or presented statements at the hearings of the House committee is attached as appendix C.

[H.R. 6476, 89th Cong., 1st sess.]

A BILL To amend the Vocational Rehabilitation Act to assist in providing more flexibility in the financing and administration of State rehabilitation programs, and to assist in the expansion and improvement of services and facilities provided under such programs, particularly for the mentally retarded and other groups presenting special vocational rehabilitation problems, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Vocational Rehabilitation Act Amendments of 1965".

DETERMINATION OF VOCATIONAL REHABILITATION POTENTIAL

SEC. 2. (a) Section 12 of the Vocational Rehabilitation Act (29 U.S.C. 42) is amended to read as follows:

"GRANTS TO STATES FOR VOCATIONAL REHABILITATION SERVICES TO DETERMINE REHABILITATION POTENTIAL

"SEC. 12. (a)(1)(A) From the sums available for any fiscal year for grants to States to assist them in meeting the costs of providing vocational rehabilitation evaluation services, each State shall be entitled to an allotment of an amount which bears the same ratio to such sums as the product of (i) the population of the State and (ii) its allotment percentage (as defined in section 11(h)) bears to the sum of the corresponding products for all the States.

"(B) The allotment to any State under paragraph (1) of this subsection for any fiscal year which is less than $5,000 (or such other amount as may be specified as a minimum allotment in the Act appropriating such sums for such year) shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments to each of the remaining States under that paragraph, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

"(2) Any amount allotted under this subsection to any State for any fiscal year which the Secretary determines will not be required for such fiscal year for meeting the costs of providing vocational rehabilitation evaluation services under such State's plan approved under section 5 shall be available for reallotment from time to time, on such dates as the Secretary may fix, to other States which the Secretary determines (A) have need in providing vocational rehabilitation evaluation services under their respective State plans approved under section 5 for sums in excess of those previously allotted to them under paragraph (1) of this subsection, and (B) will be able to use such excess sums for such services during such fiscal year. Any amount so reallotted to a State shall be deemed part of its allotment under paragraph (1) of this subsection.

"(b)(1) From each State's allotment under subsection (a) for any fiscal year, the Secretary shall pay to such State an amount equal to—

"(A) the Federal share (determined as provided in section 11(i)), or

"(B) 75 per centum, in the case of any State which provides assurances satisfactory to the Secretary that its expenditures from State or local sources under its plan approved under section 5 (except for expenditures with respect to which the State is entitled to payments under section 3) will not be less than such expenditures under such plan for the fiscal year ending June 30, 1964,

of the costs of providing vocational rehabilitation evaluation services to substantially handicapped individuals under such plan (including costs of administration).

"(2) No payment may be made from an allotment under subsection (a) with respect to any cost with respect to which any payment is made under section 2, 3, or 4.

"(c) For purposes of this section, the term 'vocational rehabilitation evaluation services' means those services (1) which are provided to any individual under a physical or mental disability constituting a substantial handicap to employment during the period determined, in accordance with regulations of the Secretary, to be necessary for, and which are provided for the purpose of, ascertaining whether it may reasonably be expected that such an individual will be rendered fit to engage in a remunerative occupation through the provision of vocational rehabilitation services, and (2) which would constitute vocational rehabilitation services if his disability were of such a nature that he would be a physically handicapped individual; except that—

"(A) such period shall not exceed eighteen months in the case of any such individual who is mentally retarded or has a disability designated for this

purpose by the Secretary, or six months in the case of any such individual with any other disability, and

"(B) such services shall not include placement services, management services and supervision for any business, the acquisition or provision of tools, vending stands, or other equipment, stocks, or supplies for use in any business or remunerative occupation, or the establishment of rehabilitation facilities or workshops."

(b) Section 1 of such Act (29 U.S.C. 31) is amended by striking out "and" at the end of paragraph (2), by striking out the period at the end of paragraph (3) and inserting in lieu thereof "; and", by striking out, in the last sentence, "three types of grants" and inserting in lieu thereof "four types of grants", and by inserting the following new paragraph after paragraph (3):

"(4) grants to States under section 12 to assist them in meeting the costs of vocational rehabilitation evaluation services."

(c) That portion of section 5(c) of such Act (29 U.S.C. 35(c)) which follows paragraph (2), and that portion of section 6 of such Act (29 U.S.C. 36) which precedes paragraph (1), are each amended by striking out "section 2 or 3" wherever it appears therein and inserting in lieu thereof "section 2, 3, or 12".

(d) The amendments made by the preceding subsections of this section shall be effective for fiscal years beginning after June 30, 1966.

CONSTRUCTION OF REHABILITATION FACILITIES; WORKSHOP IMPROVEMENT; EXPERIMENTAL PROJECTS; REMOVAL OF ARCHITECTURAL BARRIERS

SEC. 3. The Vocational Rehabilitation Act is further amended by redesignating section 13 as section 17, and by inserting after section 12 the following new sections:

"GRANTS FOR CONSTRUCTION OF REHABILITATION FACILITIES AND WORKSHOPS

"SEC. 13. (a) Effective for fiscal years beginning after June 30, 1965, the Secretary is authorized to make grants to assist in meeting the costs of construction of public or other nonprofit workshops and rehabilitation facilities. Such grants may be made only for projects for which applications are approved by the Secretary under this section.

"(b) To be approved, an application for a grant for a construction project under this section must—

"(1) contain or be supported by reasonable assurances that (A) for a period of not less than ten years after completion of construction of the project it will be used as a public or other nonprofit workshop or rehabilitation facility, (B) sufficient funds will be available to meet the non-Federal share of the cost of construction of the project, and (C) sufficient funds will be available, when construction of the project is completed, for its effective use as a workshop or rehabilitation facility, as the case may be;

"(2) be accompanied or supplemented by plans and specifications which comply with regulations of the Secretary relating to minimum standards of construction and equipment;

"(3) be approved, in accordance with regulations of the Secretary, by the appropriate State agency designated as provided in section 5(a)(1);

"(4) contain or be supported by reasonable assurance that any laborer or mechanic employed by any contractor or subcontractor in the performance of work on any construction aided by payments pursuant to any grant under this section will be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a–5); and the Secretary of Labor shall have, with respect to the labor standards specified in this paragraph, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 5 U.S.C. 133z–15) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

"(c) The amount of a grant under this section with respect to any construction project in any State shall be equal to the same percentage of the cost of such project as the Federal share which is applicable in the case of rehabilitation facilities (as defined in section 625(g) of the Public Health Service Act, 42 U.S.C. 291o(g)) in such State, except that if the Federal share with respect to rehabilitation facilities in such State is determined under subparagraph (A) of section 625(b)(1) of such Act (42 U.S.C. 291o(b)(1)), the percentage of the cost for purposes of this section shall be determined in accordance with regulations of the

Secretary designed to achieve as nearly as practicable results comparable to the results obtained under such subparagraph.

"(d) Upon approval of any application for a grant for a construction project under this section, the Secretary shall reserve, from any appropriation available therefor, the amount of such grant determined under subsection (c); the amount so reserved may be paid in advance or by way of reimbursement, and in such installments consistent with construction progress, as the Secretary may determine. In case an amendment to an approved application is approved or the estimated cost of a project is revised upward, any additional payment with respect thereto may be made from the applicable allotment of the State for the fiscal year in which such amendment or revision is approved.

"(e) If, within ten years after completion of any construction project for which funds have been paid under this section, the workshop or rehabilitation facility shall cease to be a public or other nonprofit workshop or rehabilitation facility, the United States shall be entitled to recover from the applicant or other owner of the workshop or facility the amount bearing the same ratio to the then value (as determined by agreement of the parties or by action brought in the United States district court for the district in which such workshop or facility is situated) of the workshop or facility, as the amount of the Federal participation bore to the cost of construction of such workshop or facility.

"(f) The Secretary is also authorized to make grants with respect to any workshop or rehabilitation facility for which a grant for a construction project has been made under this section to cover part of the costs (determined in accordance with regulations of the Secretary) of compensation of professional or technical personnel of such workshop or facility during the period beginning with the commencement of the operation of such workshop or facility and ending with the close of four years and three months after the month in which such operation commenced. Such grants with respect to any workshop or facility may not exceed 75 per centum of such costs for the period ending with the close of the fifteenth month following the month in which such operation commenced, 60 per centum of such costs for the first year thereafter, 45 per centum of such costs for the second year thereafter, and 30 per centum of such costs for the third year thereafter.

"(g) The Secretary is also authorized to make grants (1) to the State agency or agencies designated as provided in section 5(a)(1) to assist in meeting the cost of determining the State's needs for workshops and rehabilitation facilities and (2) upon application approved by the appropriate State agency so designated for such State, to public or other nonprofit agencies, institutions, or organizations to assist them in meeting the costs of planning workshops and rehabilitation facilities and the services to be provided thereby.

"(h) Payment of grants under subsection (f) or (g) may be made (after necessary adjustment on account of previously made overpayments or underpayments) in advance or by way of reimbursement, and in such installments and on such conditions, as the Secretary may determine.

"(i) There are authorized to be appropriated for the fiscal year ending June 30, 1966, and each of the four succeeding fiscal years such sums as may be necessary for carrying out this section. Sums so appropriated shall remain available for payment with respect to projects approved under this section prior to July 1, 1970.

"(j) For purposes of this section—

"(1) 'construction' includes construction of new buildings and expansion, remodeling, alteration, and renovation of existing buildings, and initial equipment of such new, expanded, remodeled, altered, or renovated buildings;

"(2) the 'cost' of construction includes the cost of architects' fees in connection with construction, but does not include the cost of acquisition of land or offsite improvements;

"(3) a project for construction of a workshop may include such construction as may be necessary to provide residential accommodations for use in connection with the rehabilitation of mentally retarded individuals.

"WORKSHOP IMPROVEMENT

"Grants for Projects for Training Services in Workshops

"SEC. 14. (a)(1) The Secretary is authorized, during the period beginning July 1, 1966, and ending June 30, 1971, to make grants to States and public and other nonprofit organizations and agencies to pay 75 per centum of the cost of projects for providing training services to physically handicapped individuals in public or other nonprofit workshops.

"(2)(A) Training services, for purposes of this subsection, shall include training in occupational skills; related services, including work evaluation, work testing, provision of occupational tools and equipment required by the individual to engage in such training, and job tryouts; and payment of weekly allowances to individuals receiving such training and related services.

"(B) Such allowances may not be paid to any individual for any period in excess of two years, and such allowances for any week shall not exceed $25 plus $10 for each of the individual's dependents, or $65, whichever is less. In determining the amount of such allowance for any individual, consideration shall be given to the individual's need for such an allowance, including any expenses reasonably attributable to receipt of training services, the extent to which such an allowance will help assure entry into and satisfactory completion of training, and such other factors, specified by the Secretary, as will promote such individual's fitness to engage in a remunerative occupation.

"(3) The Secretary may make a grant for a project pursuant to this subsection only on his determination that (A) the purpose of such project is to prepare physically handicapped individuals for a remunerative occupation, (B) the individuals to receive training services under such project will include only individuals who have been determined to be suitable for and in need of such training services by the State agency or agencies designated as provided in section 5(a)(1) of the State in which the workshop is located, (C) the full range of training services will be made available to each such individual, to the extent of his need for such services, and (D) the project, including the participating workshop and the training services provided, meet such other requirements as he may prescribe for carrying out the purposes of this subsection.

"(4) Payments under this subsection may be made in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes of this subsection.

"Workshop Improvement Grants

"(b)(1) The Secretary is authorized to make grants to workshops during the fiscal year ending June 30, 1966, and each of the four succeeding fiscal years to pay part of the cost of projects to analyze, improve, and increase their professional services to handicapped individuals, their business management, or any other part of their operations affecting their capacity to provide employment and services for handicapped individuals.

"(2) No part of any grant made pursuant to this subsection may be used to pay costs of acquiring, constructing, expanding, remodeling, or altering any building.

"(3) Payments under this subsection may be made in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes of this subsection.

"Technical Assistance to Workshops

"(c)(1) The Secretary is authorized, directly or by contract with experts or consultants or groups thereof, to provide technical assistance to workshops.

"(2) Any such experts or consultants shall, while serving pursuant to such contracts, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per diem, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"National Policy and Performance Council

"(d) (1) There is hereby established in the Department of Health, Education, and Welfare a National Policy and Performance Council, consisting of twelve members, not otherwise in the employ of the United States, appointed by the Secretary without regard to the civil service laws. The Secretary shall from time to time appoint one of the members to serve as Chairman. The appointed members shall be selected from among leaders in the vocational rehabilitation or workshop fields, State or local government, and business and from among representatives of related professions, labor leaders, and the general public. Each appointed member shall hold office for a term of four years, except that any member appointed to fill a vacancy occurring prior to the expiration of the term for

which his predecessor was appointed shall be appointed for the remainder of such term, and except that, of the twelve members first appointed, three shall hold office for a term of three years, three shall hold office for a term of two years, and three shall hold office for a term of one year, as designated by the Secretary at the time of appointment. None of such twelve members shall be eligible for reappointment until a year has elapsed after the end of his preceding term.

"(2) The Council shall (A) advise the Secretary with respect to the policies and criteria to be used by him in determining whether or not to make grants under subsection (a); (B) make recommendations to the Secretary with respect to workshop improvement and the extent to which this section is effective in accomplishing this purpose; and (C) perform such other services with respect to workshops as the Secretary may request.

"(3) The Secretary shall make available to the Council such technical, administrative, and other assistance as it may require to carry out its functions.

"(4) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council, shall be entitled to recieve compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"WAIVER OF STATEWIDENESS REQUIREMENTS FOR LOCALLY FINANCED ACTIVITY

"SEC. 15. In the case of any activity which, in the judgment of the Secretary, is likely to assist in promoting the vocational rehabilitation of substantially larger numbers of physically handicapped individuals or the vocational rehabilitation of individuals with particular types of disabilities in a State or States, the Secretary may waive compliance with respect to vocational rehabilitation services furnished as part of such activity, with the requirement of section 5(a)(3) that the plan be in effect in all political subdivisions of the State to the extent and for such period as may be provided in accordance with regulations prescribed by him, but only if the non-Federal share of the cost of such vocational rehabilitation services is met from funds made available by a political subdivision of the State (including, to the extent permitted by such regulations, funds contributed to such subdivision by a private agency, organization, or individual).

"NATIONAL COMMISSION ON ARCHITECTURAL BARRIERS TO REHABILITATION OF THE HANDICAPPED

"SEC. 16. (a) There is hereby established in the Department of Health, Education, and Welfare a National Commission on Architectural Barriers to Rehabilitation of the Handicapped, consisting of the Secretary, or his designee, who shall be Chairman, and not more than fifteen members appointed by the Secretary without regard to the civil service laws. The fifteen appointed members shall be representative of the general public, and of private and professional groups having an interest in and able to contribute to the solution of architectural problems which impede the rehabilitation of handicapped individuals.

"(b) The Commission shall (1) determine how and to what extent architectural barriers impede access to or use of facilities in buildings of all types by handicapped persons; (2) determine what is being done, especially by public and other nonprofit agencies and groups having an interest in and a capacity to deal with the problem, to eliminate such barriers from existing buildings and to prevent their incorporation into buildings constructed in the future; and (3) prepare plans and proposals for such further action as may be necessary to achieve the goal of ready access to and full use of facilities in buildings of all types by handicapped persons, including proposals for bringing together in a cooperative effort, agencies, organizations, and groups already working toward that goal or whose cooperation is essential to effective and comprehensive action.

"(c) The Commission is authorized to appoint such special advisory and technical experts and consultants, and to establish such committees, as may be useful in carrying out its functions, to make studies, and to contract for studies or demonstrations to assist it in performing its functions. The Secretary shall make available to the Commission such technical, administrative, and other assistance as it may require to carry out its functions.

"(d) Appointed members of the Commission and special advisory and technical experts and consultants appointed pursuant to subsection (c) shall, while attend-

ing meetings or conferences thereof or otherwise serving on business of the Commission, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time; and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"(e) The Commission shall, prior to January 1, 1968, submit a final report of its activities, together with its recommendations for further carrying out the purposes of this section, to the Secretary for transmission by him together with his recommendations to the President and then to the Congress. The Commission shall also prepare such interim reports as the Secretary may request.

"(f) There is hereby authorized to be appropriated for the fiscal year ending June 30, 1966, and each of the two succeeding fiscal years, the sum of $250,000 for carrying out the purposes of this section."

DURATION OF EXTENSION AND IMPROVEMENT PROJECTS

SEC. 4. Section 3(b) of the Vocational Rehabilitation Act (29 U.S.C. 33(b)) is amended by striking out "three years" and inserting in lieu thereof "five years".

SPECIAL PROGRAMS AND COMPREHENSIVE PLANNING TO EXPAND VOCATIONAL REHABILITATION SERVICES

SEC. 5. (a)(1) Section 4(a) of the Vocational Rehabilitation Act (29 U.S.C. 34(a)) is amended by striking out "(1)" where it first appears therein and inserting it immediately after "the Secretary shall make grants".

(2) Clause (2) of section 4(a) of such Act is amended to read: "(2)(A) to States and public and other nonprofit organizations and agencies for paying part of the cost of planning, preparing for, and initiating special programs to expand vocational rehabilitation services in those States where, in the judgment of the Secretary, such action holds promise of yielding a substantial increase in the number of persons vocationally rehabilitated, and (B) to States (but not to exceed $50,000 for any State for any fiscal year) to meet the cost of planning for the development of a comprehensive vocational rehabilitation program in each State, with a view to achieving the orderly development of vocational rehabilitation services in the State (including vocational rehabilitation services provided by private nonprofit agencies), and making vocational rehabilitation services available to all physically handicapped individuals in the State by July 1, 1975."

(3) Paragraph (2) of section 4(d) of such Act is amended by inserting "(other than subsection (a)(2))" after "under this section" where it first appears therein, and by striking out "under this section" where it next appears therein and inserting in lieu thereof "thereunder".

(b) Paragraph (3) of section 1 of such Act (29 U.S.C. 31) is amended to read as follows:

"(3) grants (A) under section 4(a)(1) for research, demonstrations, training, and traineeships; (B) under clause 2(A) of section 4(a) for planning, preparing for, and initiating special programs to expand State vocational rehabilitation services, except that sums so appropriated for any fiscal year beginning after June 30, 1970, shall not be available for grants under such clause, and sums so appropriated for any fiscal year ending prior to July 1, 1970, for grants under such clause shall remain available for such grants until the close of June 30, 1971, and (C) under clause 2(B) of section 4(a) to meet the cost of planning for the development of a comprehensive vocational rehabilitation program in each State, except that sums so appropriated for any fiscal year beginning prior to July 1, 1965, or ending after June 30, 1967, shall not be available for grants under such clause, and sums so appropriated for the period beginning July 1, 1965, and ending June 30, 1967, for grants under such clause shall remain available for such grants until the close of June 30, 1968."

(c) The amendments made by subsections (a) and (b) shall be effective with respect to fiscal years beginning after June 30, 1965.

RAISING OF LIMITATIONS ON TRAINING

SEC. 6. (a) The second sentence of section 4(a) of the Vocational Rehabilitation Act (29 U.S.C. 34(a)) is amended by striking out "two years, except that, in the case of a course of study in physical medicine and rehabilitation, such period may not be in excess of three years" and inserting in lieu thereof "four years".

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(b) Section 7(a)(3) of such Act (29 U.S.C. 37(a)(3)) is amended by striking out all that follows "any one course of study" and precedes the semicolon and inserting in lieu thereof "for a period in excess of four years."

RESEARCH AND INFORMATION

SEC. 7. (a) Effective July 1, 1965, section 7(a) of the Vocational Rehabilitation Act (29 U.S.C. 37(a)) is amended by deleting paragraph (1); by redesignating paragraphs (2), (3), and (4) as paragraphs (1), (2), and (3), respectively; and by striking out, in the paragraph herein redesignated as paragraph (3), "as to the studies, investigations, demonstrations, and reports referred to in paragraph (1) and other matters".

(b) Effective July 1, 1965, section 7 of such Act (20 U.S.C. 37) is amended by adding at the end thereof the following new subsection:

"(c) The Secretary is authorized, directly or by contract—

"(1) to conduct research, studies, investigations, and demonstrations, and to make reports, with respect to abilities, aptitudes, and capacities of physically handicapped individuals, development of their potentialities, and their utilization in gainful and suitable employment; and

"(2) to plan, establish, and operate an information service, to make available to agencies, organizations, and other groups and persons concerned with vocational rehabilitation, information on rehabilitation resources useful for various kinds of disability and on research and the results thereof and on other matters which may be helpful in promoting the rehabilitation of physically handicapped individuals and their greater utilization in gainful and suitable employment.

There are authorized to be appropriated for the fiscal year ending June 30, 1966, and each succeeding fiscal year, such sums as may be necessary for carrying out the purposes of this subsection."

FLEXIBILITY IN STATE ADMINISTRATION

SEC. 8. (a) Subsection (a) of section 5 of the Vocational Rehabilitation Act (29 U.S.C. 35(a)) is amended by striking out paragraphs (1) and (2) and inserting in lieu thereof the following:

"(1)(A) designate a State agency as the sole State agency to administer the plan, or to supervise its administration in a political subdivision of the State by a sole local agency of such political subdivision, except that where under the State's law the State blind commission, or other agency which provides assistance or services to the adult blind, is authorized to provide them vocational rehabilitation services, such commission or agency may be designated as the sole State agency to administer the part of the plan under which vocational rehabilitation services are provided for the blind (or to supervise the administration of such part in a political subdivision of the State by a sole local agency of such political subdivision) and a separate State agency may be designated as the sole State agency with respect to the rest of the State plan;

"(B) provide that the State agency so designated to administer or supervise the administration of the State plan, or (if there are two State agencies designated under subparagraph (A)) so much of the State plan as does not relate to services for the blind, shall be (i) a State agency primarily concerned with vocational rehabilitation, or vocational and other rehabilitation, of disabled individuals, (ii) the State agency administering or supervising the administration of education or vocational education in the State, or (iii) a State agency which includes one or more of the major public health, public welfare, or labor programs of the Sta e;

"(2) provide, except in the case agencies described in paragraph (1)(B)(i)—

"(A) that the State agency designated pursuant to paragraph (1) (or each State agency if two are so designated) shall include a vocational rehabilitation bureau, division, or other organizational unit which (i) is primarily concerned with vocational rehabilitation, or vocational and other rehabilitation, of disabled individuals, and is responsible for the vocational rehabilitation program of such State agency, (ii) has a full-time director, and (iii) has a staff employed on such rehabilitation work of such organizational unit all or substantially all of whom are employed full time on such work; and

"(B) (i) that such unit shall be located at an organizational level and shall have an organizational status within such State agency comparable to that of other major organizational units of such agency or (ii) in the case of an agency described in paragraph (1)(B)(ii), either that such unit shall be so located and have such status or that the director of such unit shall be the executive officer of such State agency; except that, in the case of a State which has designated only one State agency pursuant to paragraph (1), such State may, if it so desires, assign responsibility for the part of the plan under which vocational rehabilitation services are provided for the blind to one organizational unit of such agency and assign responsibility for the rest of the plan to another organizational unit of such agency, with the provisions of this paragraph (2) applying separately to each of such units."

(b) The amendments made by subsection (a) shall become effective July 1, 1967, except that, in the case of any State, such amendments shall be effective on such earlier date (on or after the date of enactment of this Act) as such State has in effect an approved plan meeting the requirements of the Vocational Rehabilitation Act as amended by subsection (a).

SPECIAL SERVICES FOR THE BLIND AND THE DEAF

SEC. 9. So much of subsection (a) of section 11 of the Vocational Rehabilitation Act (29 U.S.C. 41(a)) as precedes paragraph (1) is amended by inserting after the second semicolon "provision, in the case of physically handicapped individuals, of reader services for such individuals who are blind and of interpreter services in the case of such individuals who are deaf;", and by striking out "any such individual" and inserting in lieu thereof "any physically handicapped individual".

MANAGEMENT SERVICES AND SUPERVISION OF BUSINESS ENTERPRISES OF THE DISABLED

SEC. 10. Effective July 1, 1966, section 11(a)(7) of the Vocational Rehabilitation Act (29 U.S.C. 41(a)(7)) is amended to read as follows:

"(7) in the case of any type of small business operated by severely handicapped individuals the operation of which can be improved by management services and supervision provided by the State agency, the provision of such services and supervision, alone or together with the acquisition by the State agency of vending stands or other equipment and initial stocks and supplies; and".

TECHNICAL AMENDMENT

SEC. 11. Section 4(d)(3) of the Vocational Rehabilitation Act (29 U.S.C. 34 (d)(3)) is amended to read as follows:

"(3) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council or at the request of the Secretary, shall be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently."

[H.R. 8310, 89th Cong., 1st sess.]

A BILL To amend the Vocational Rehabilitation Act to assist in providing more flexibility in the financing and administration of State rehabilitation programs, and to assist in the expansion and improvement of services and facilities provided under such programs, particularly for the mentally retarded and other groups presenting special vocational rehabilitation problems, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Vocational Rehabilitation Act Amendments of 1965".

AUTHORIZATION OF APPROPRIATIONS; ALLOTMENTS

SEC. 2. (a) Sections 1, 2, and 3 of tbe Vocational Rehabilitation Act are amended to read as follows:

"AUTHORIZATION OF APPROPRIATIONS FOR GRANTS; PURPOSES FOR WHICH AVAILABLE

"SECTION 1. (a) The Secretary is authorized to make grants as provided in this Act for the purpose of assisting States in rehabilitating handicapped individuals so that they may prepare for and engage in gainful employment to the extent of their capabilities, thereby increasing not only their social and economic well-being but also the productive capacity of the Nation.

"(b)(1) For the purpose of making grants to States under section 2 to assist them in meeting the costs of vocational rehabilitation services, there is authorized to be appropriated for the fiscal year ending June 30, 1966, the sum of $300,000,000, for the fiscal year ending June 30, 1967, the sum of $350,000,000, and for the fiscal year ending June 30, 1968, the sum of $400,000,000.

"(2) For the purpose of making grants under section 3, relating to grants to States to assist them in meeting the costs of projects for innovation of vocational rehabilitation services, there is authorized to be appropriated for the fiscal year ending June 30, 1966, the sum of $5,000,000, for the fiscal year ending June 30, 1967, the sum of $7,000,000, and for the fiscal year ending June 30, 1968, the sum of $9,000,000.

"(3) For the purpose of making grants (A) under section 4(a)(1) for research, demonstrations, training, and traineeships; (B) under clause (2)(A) of section 4(a) for planning, preparing for, and initiating special programs to expand State vocational rehabilitation services; and (C) under clause (2)(B) of section 4(a) to meet the cost of planning for the development of a comprehensive vocational rehabilitation program in each State, there is authorized to be appropriated for the fiscal year ending June 30, 1966, tbe sum of $80,000,000, for the fiscal year ending June 30, 1967, the sum of $104,000,000, and for the fiscal year ending June 30, 1968, the sum of $117,000,000.

"(4) For the fiscal year ending June 30, 1969, and each of the succeeding fiscal years, only such sums may be appropriated for the purposes described in paragraphs (1), (2), and (3) as the Congress may hereafter authorize by law.

"GRANTS TO STATES FOR VOCATIONAL REHABILITATION SERVICES"

"SEC. 2. (a) For each fiscal year each State shall be entitled to an allotment of an amount bearing the same ratio to the amount authorized to be appropriated by paragraph (1) of section 1(b) for meeting the cost of vocational rehabilitation services, as the product of (1) the population of the State and (2) its allotment percentage (as defined in section 11(h)) bears to the sum of the corresponding products for all the States. The allotment to any State under the preceding sentence which is less than the amount such State was entitled to receive under subsection (b) of this section for the fiscal year ending June 30, 1965 shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments of each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

"(b) For each fiscal year the Secretary shall pay to each State an amount equal to the Federal share (determined as provided in section 11 (i)) of the cost of vocational rehabilitation services under the plan for such State approved under section 5, including expenditures for the administration of the State plan, except that the total of such payments to such State for such fiscal year may not exceed its allotment under subsection (a) for such year, and except that the amount otherwise payable to such State for such year under this section shall be reduced by the amount (if any) by which expenditures from non-Federal sources (except for expenditures with respect to which the State is entitled to payments under section 3) during such year under such State's plan are less than such expenditures under such plan for the fiscal year ending June 30, 1965.

"GRANTS TO STATES FOR INNOVATION OF VOCATIONAL REHABILITATION SERVICES

"SEC. 3. (a)(1) From the sums available for any fiscal year for grants to States to assist them in meeting the costs described in paragraph (2) of this subsection, each State shall be entitled to an allotment of an amount bearing the same ratio to such sums as the product of (A) the population of the State and (B) its allotment percentage (as defined in section 11(h)) bears to the sum of the corresponding products for all the States. The allotment to any State under the preceding sentence for any fiscal year which is less than $5,000 (or such other amount as

may be specified as a minimum allotment in the Act appropriating such sums for such year) shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

"(2) From each State's allotment under this section for any fiscal year, the Secretary shall pay to such State a portion of the cost of approved projects for vocational rehabilitation services (including their administration) under the State plan which (A) provide for the development of methods or techniques, which are new in the State, for providing vocational rehabilitation services for handicapped individuals, or (B) are specially designed for development of, or provision for, new or expanded vocational rehabilitation services for groups of handicapped individuals having disabilities which are catastrophic or particularly severe. The Secretary shall approve any project for purposes of this section only if the plan of such State approved under section 5 includes such project or is modified to include it.

"(b) Payments under this section with respect to any project may be made for a period of not to exceed five years beginning with the commencement of the first fiscal year for which any payment is made with respect to such project from an allotment under this section. To the extent permitted by the State's allotment under this section, such payments with respect to any project shall be equal to 90 per centum of the cost of such project for the first three years and 75 per centum of the cost of such project for the next two years, except that, at the request of the State, such payments may be less than such percentage of the cost of such project.

"(c) No payment may be made from an allotment under this section with respect to any cost with respect to which any payment is made under section 2."

(b) The amendment made by this section shall be in effect for fiscal years beginning after June 30, 1965, except that payments may be made from a State's allotment under section 3 of the Vocational Rehabilitation Act for any project approved under such section before July 1, 1965. Such payments may be made for the period for which such project was approved and at the rate provided for in such section at the time of such approval.

CONSTRUCTION OF REHABILITATION FACILITIES; WORKSHOP IMPROVEMENT; EXPERIMENTAL PROJECTS; REMOVAL OF ARCHITECTURAL BARRIERS

SEC. 3. The Vocational Rehabilitation Act is further amended by deleting section 12 and by redesignating section 13 as section 16, and by inserting after section 11 the following new sections:

"GRANTS FOR CONSTRUCTION OF REHABILITATION FACILITIES AND WORKSHOPS

"SEC. 12. (a) Effective for fiscal years beginning after June 30, 1965, the Secretary is authorized to make grants to assist in meeting the costs of construction of public or other nonprofit workshops and rehabilitation facilities. Such grants may be made only for projects for which applications are approved by the Secretary under this section.

"(b) To be approved, an application for a grant for a construction project under this section must—

"(1) contain or be supported by reasonable assurances that (A) for a period of not less than ten years after completion of construction of the project it will be used as a public or other nonprofit workshop or rehabilitation facility, (B) sufficient funds will be available to meet the non-Federal share of the cost of construction of the project, and (C) sufficient funds will be available, when construction of the project is completed, for its effective use as a workshop or rehabilitation facility, as the case may be;

"(2) be accompanied or supplemented by plans and specifications which comply with regulations of the Secretary relating to minimum standards of construction and equipment, and with regulations of the Secretary of Labor relating to safety standards for workshops and rehabilitation facilities;

"(3) be approved, in accordance with regulations of the Secretary, by the appropriate State agency designated as provided in section 5(a)(1);

"(4) contain or be supported by reasonable assurance that any laborer or mechanic employed by any contractor or subcontractor in the performance of work on any construction aided by payments pursuant to any grant under this section will be paid wages at rates not less than those prevailing on

similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a–5); and the Secretary of Labor shall have, with respect to the labor standards specified in this paragraph, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 5 U.S.C. 133z–15) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

"(c) The amount of a grant under this section with respect to any construction project in any State shall be equal to 50 per centum of the cost of such project.

"(d) Upon approval of any application for a grant for a construction project under this section, the Secretary shall reserve, from any appropriation available therefor, the amount of such grant determined under subsection (c); the amount so reserved may be paid in advance or by way of reimbursement, and in such installments consistent with construction progress, as the Secretary may determine. In case an amendment to an approved application is approved or the estimated cost of a project is revised upward, any additional payment with respect thereto may be made from the applicable allotment of the State for the fiscal year in which such amendment or revision is approved.

"(e) If, within twenty years after completion of any construction project for which funds have been paid under this section, the workshop or rehabilitation facility shall cease to be a public or other nonprofit workshop or rehabilitation facility, the United States shall be entitled to recover from the applicant or other owner of the workshop or facility the amount bearing the same ratio to the then value (as determined by agreement of the parties or by action brought in the United States district court for the district in which such workshop of facility is situated) of the workshop or facility, as the amount of the Federal participation bore to the cost of construction of such workshop or facility.

"(f) The Secretary is also authorized to make grants to assist in the initial staffing of any workshop or rehabilitation facility constructed after the date of enactment of this section (whether or not such construction was financed with the aid of a grant under this section) by covering part of the costs (determined in accordance with regulations of the Secretary) of compensation of professional or technical personnel of such workshop or facility during the period beginning with the commencement of the operation of such workshop or facility and ending with the close of four years and three months after the month in which such operation commenced. Such grants with respect to any workshop or facility may not exceed 75 per centum of such costs for the period ending with the close of the fifteenth month following the month in which such operation commenced, 60 per centum of such costs for the first year thereafter, 45 per centum of such costs for the second year thereafter, and 30 per centum of such costs for the third year thereafter.

"(g) The Secretary is also authorized to make grants (1) to the State agency or agencies designated as provided in section 5(a)(1) to assist in meeting the cost of determining the State's needs for workshops and rehabilitation facilities and (2) upon application approved by the appropriate State agency so designated for such State, to public or other nonprofit agencies, institutions, or organizations to assist them in meeting the costs of planning workshops and rehabilitation facilities and the services to be provided thereby.

"(h) Payment of grants under subsection (f) or (g) may be made (after necessary adjustment on account of previously made overpayments or underpayments) in advance or by way of reimbursement, and in such installments and on such conditions, as the Secretary may determine.

"(i) There is authorized to be appropriated for carrying out this section $1,500,000 for the fiscal year ending June 30, 1966, $7,000,000 for the fiscal year ending June 30, 1967, $9,000,000 for the fiscal year ending June 30, 1968; and for each of the two succeeding fiscal years only such sums may be appropriated for carrying out this section as the Congress may hereafter authorize by law. Sums so appropriated shall remain available for payment with respect to construction projects approved or initial staffing grants made under this section prior to July 1, 1970.

"(j) For purposes of this section—

"(1) 'construction' includes construction of new buildings, acquisition of existing buildings, and expansion, remodeling, alteration, and renovation of existing buildings, and initial equipment of such new, newly acquired, expanded, remodeled, altered, or renovated buildings;

"(2) the 'cost' of construction includes the cost of architects' fees and acquisition of land in connection with construction, but does not include the cost of offsite improvements;

"(3) a project for construction of a workshop may include such construction as may be necessary to provide residential accommodations for use in

connection with the rehabilitation of mentally retarded individuals or such other categories of handicapped individuals as the Secretary may designate.

"WORKSHOP IMPROVEMENT

"Grants for Projects for Training Services

"SEC. 14. (a)(1) The Secretary is authorized, during the period beginning July 1, 1966, and ending June 30, 1971, to make grants to States and public and other nonprofit organizations and agencies to pay 90 per centum of the cost of projects for providing training services to handicapped individuals in public or other nonprofit workshops and rehabilitation facilities.

"(2)(A) Training services, for purposes of this subsection, shall include training in occupational skills; related services, including work evaluation, work testing, provision of occupational tools and equipment required by the individual to engage in such training, and job tryouts; and payment of weekly allowances to individuals receiving such training and related services.

"(B) Such allowances may not be paid to any individual for any period in excess of two years, and such allowances for any week shall not exceed $25 plus $10 for each of the individual's dependents, or $65, whichever is less. In determining the amount of such allowance for any individual, consideration shall be given to the individual's need for such an allowance, including any expenses reasonably attributable to receipt of training services, the extent to which such an allowance will help assure entry into and satisfactory completion of training, and such other factors, specified by the Secretary, as will promote such individual's fitness to engage in a remunerative occupation.

"(3) The Secretary may make a grant for a project pursuant to this subsection only on his determination that (A) the purpose of such project is to prepare handicapped individuals for a remunerative occupation, (B) the individuals to receive training services under such project will include only individuals who have been determined to be suitable for and in need of such training services by the State agency or agencies designated as provided in section 5(a)(1) of the State in which the workshop or rehabilitation facility is located, (C) the full range of training services will be made available to each such individual, to the extent of his need for such services, and (D) the project, including the participating workshop or rehabilitation facility and the training services provided, meet such other requirements as he may prescribe for carrying out the purposes of this subsection.

"(4) Payments under this subsection may be made in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes of this subsection.

"Workshop Improvement Grants

"(b)(1) The Secretary is authorized to make grants to workshops during the fiscal year ending June 30, 1966, and each of the four succeeding fiscal years to pay part of the cost of projects to analyze, improve, and increase their professional services to the handicapped, their business management, or any other part of their operations affecting their capacity to provide employment and services for the handicapped.

"(2) No part of any grant made pursuant to this subsection may be used to pay costs of acquiring, constructing, expanding, remodeling, or altering any building.

"(3) Payments under this subsection may be made in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes of this subsection.

"Technical Assistance to Workshops

"(c)(1) The Secretary is authorized, directly or by contract with State vocational rehabilitation agencies or experts or consultants or groups thereof, to provide technical assistance to workshops.

"(2) Any such experts or consultants shall, while serving pursuant to such contracts, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per diem, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses,

including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"National Policy and Performance Council

"(d)(1) There is hereby established in the Department of Health, Education, and Welfare a National Policy and Performance Council, consisting of twelve members, not otherwise in the employ of the United States, appointed by the Secretary without regard to the civil service laws. The Secretary shall from time to time appoint one of the members to serve as Chairman. The appointed members shall be selected from among leaders in the vocational rehabilitation or workshop fields, State or local government, and business and from among representatives of related professions, labor leaders, and the general public. Each appointed member shall hold office for a term of four years, except that any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and except that, of the twelve members first appointed, three shall hold office for a term of three years, three shall hold office for a term of two years, and three shall hold office for a term of one year, as designated by the Secretary at the time of appointment. None of such twleve members shall be eligible for reappointment until a year has elapsed after the end of his preceding term.

"(2) The Council shall (A) advise the Secretary with respect to the policies and criteria to be used by him in determining whether or not to make grants under subsection (a); (B) make recommendations to the Secretary with respect to workshop improvement and the extent to which this section is effective in accomplishing this purpose; and (C) perform such other services with respect to workshops as the Secretary may request.

"(3) The Secretary shall make available to the Council such technical, administrative, and other assistance as it may require to carry out its functions.

"(4) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council, shall be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"(e) The Secretary shall make no grant under this section to any workshop or rehabilitation facility which does not comply with safety standards which the Secretary of Labor shall prescribe by regulation.

"(f) There is authorized to be appropriated for making grants under subsection (a) and subsection (b) of this section $1,500,000 for the fiscal year ending June 30, 1966, $9,000,000 for the fiscal year ending June 30, 1967, $14,000,000 for the fiscal year ending June 30, 1968, and for each of the three succeeding fiscal years only such sums may be appropriated for making grants under subsection (a) and subsection (b) of this section as the Congress may hereafter authorize by law.

"WAIVER OF STATEWIDENESS REQUIREMENTS FOR LOCALLY FINANCED ACTIVITY

"SEC. 15. In the case of any activity which, in the judgment of the Secretary, is likely to assist in promoting the vocational rehabilitation of substantially larger numbers of handicapped individuals or the vocational rehabilitation of individuals with particular types of disabilities in a State or States, the Secretary may waive compliance, with respect to vocational rehabilitation services furnished as part of such activity, with the requirement of section 5(a)(3) that the plan be in effect in all political subdivisions of the State to the extent and for such period as may be provided in accordance with regulations prescribed by him, but only if the non-Federal share of the cost of such vocational rehabilitation services is met from funds made available by a political subdivision of the State (including, to the extent permitted by such regulations, funds contributed to such subdivision by a private agency, organization, or individual).

"NATIONAL COMMISSION ON ARCHITECTURAL BARRIERS TO REHABILITATION OF THE HANDICAPPED

"SEC. 16. (a) There is hereby established in the Department of Health, Education, and Welfare a National Commission on Architectural Barriers to Rehabilitation of the Handicapped, consisting of the Secretary, or his designee, who shall be Chairman, and not more than fifteen members appointed by the Secretary without regard to the civil service laws. The fifteen appointed members shall be representative of the general public, and of private and professional groups having an interest in and able to contribute to the solution of architectural problems which impede the rehabilitation of the handicapped.

"(b) The Commission shall (1) determine how and to what extent architectural barriers impede access to or use of facilities in buildings of all types by the handicapped; (2) determine what is being done, especially by public and other nonprofit agencies and groups having an interest in and a capacity to deal with the problem, to eliminate such barriers from existing buildings and to prevent their incorporation into buildings constructed in the future; and (3) prepare plans and proposals for such further action as may be necessary to achieve the goal of ready access to and full use of facilities in buildings of all types by the handicapped, including proposals for bringing together in a cooperative effort, agencies, organizations, and groups already working toward that goal or whose cooperation is essential to effective and comprehensive action.

"(c) The Commission is authorized to appoint such special advisory and technical experts and consultants, and to establish such committees, as may be useful in carrying out its functions, to make studies, and to contract for studies or demonstrations to assist it in performing its functions. The Secretary shall make available to the Commission such technical, administrative, and other assistance as it may require to carry out its functions.

"(d) Appointed members of the Commission and special advisory and technical experts and consultants appointed pursuant to subsection (c) shall, while attending meetings or conferences thereof or otherwise serving on business of the Commission, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time; and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"(e) The Commission shall, prior to January 1, 1968, submit a final report of its activities, together with its recommendations for further carrying out the purposes of this section, to the Secretary for transmission by him together with his recommendations to the President and then to the Congress. The Commission shall also prepare such interim reports as the Secretary may request.

"(f) There is hereby authorized to be appropriated for the fiscal year ending June 30, 1966, and each of the two succeeding fiscal years, the sum of $250,000 for carrying out the purposes of this section."

SPECIAL PROGRAMS AND COMPREHENSIVE PLANNING TO EXPAND VOCATIONAL REHABILITATION SERVICES

SEC. 4. (a)(1) Section 4(a) of the Vocational Rehabilitation Act (29 U.S.C. 34(a)) is amended by striking out "(1)" where it first appears therein and inserting it immediately after "the Secretary shall make grants".

(2) Clause (2) of section 4(a) of such Act is amended to read: "(2)(A) to States and public and other nonprofit organizations and agencies for paying part of the cost of planning, preparing for, and initiating special programs to expand vocational rehabilitation services in those States where, in the judgment of the Secretary, such action holds promise of yielding a substantial increase in the number of persons vocationally rehabilitated, except that sums appropriated for any fiscal year beginning after June 30, 1970, shall not be available for grants under this clause, and sums appropriated for any fiscal year ending prior to July 1, 1970, for grants under this clause shall remain available for such grants until the close of June 30, 1971, and (B) to States (but not to exceed $100,000 for any State for any fiscal year) to meet the cost of planning for the development of a comprehensive vocational rehabilitation program in each State, with a view to achieving the orderly development of vocational rehabilitation services in the State (including vocational rehabilitation services provided by private nonprofit agencies), and making vocational rehabilitation services available to all handi-

capped individuals in the State by July 1, 1975, except that sums appropriated for any fiscal year beginning prior to July 1, 1965, or ending after June 30, 1967, shall not be available for grants under this clause, and sums appropriated for the period beginning July 1, 1965, and ending June 30, 1967, for grants under this clause shall remain available for such grants until the close of June 30, 1968."

(3) Paragraph (2) of section 4(d) of such Act is amended by inserting "(other than subsection (a)(2))" after "under this section" where it first appears therein, and by striking out "under this section" where it next appears therein and inserting in lieu thereof "thereunder".

(b) The amendment made by subsection (a) shall be effective with respect to fiscal years beginning after June 30, 1965.

RAISING OF LIMITATIONS ON TRAINING

SEC. 5. (a) Section 4(a) of the Vocational Rehabilitation Act (29 U.S.C. 34(a)) is amended by striking out the second sentence and inserting in lieu thereof: "Grants for training and traineeships under clause (1) of this subsection may include training and traineeships in physical medicine and rehabilitation, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation nursing, rehabilitation social work, prosthetics and orthotics, rehabilitation psychology, rehabilitation counseling, recreation for the ill and handicapped, and other specialized fields contributing to vocational rehabilitation. No grant shall be made under clause (1) or clause (2) of this subsection for furnishing to an individual any one course of study extending for a period in excess of four years".

(b) Section 7(a)(3) of such Act (29 U.S.C. 37(a)(3)) is amended by striking out all that follows "any one course of study" and inserting in lieu thereof "for a period in excess of four years, and such training, instruction, fellowships, and traineeships may be in the fields of physical medicine and rehabilitation, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation nursing, rehabilitation social work, prosthetics and orthotics, rehabilitation psychology, rehabilitation counseling, recreation for the ill and handicapped, and other specialized fields contributing to vocational rehabilitation; and".

DELETION OF ECONOMIC NEED AS REQUIREMENT FOR SERVICES

SEC. 6. (a) Section 11(a) of the Vocational Rehabilitation Act (29 U.S.C. 41) is amended by striking out "in the case of any such individual found to require financial assistance with respect thereto,".

(b) Paragraph (6) of section 11(a) of such Act is amended by striking out "(except where necessary in connection with determinations of eligibility or nature or scope of services)".

RESEARCH AND INFORMATION

SEC. 7. (a) Effective July 1, 1965, section 7(a) of the Vocational Rehabilitation Act (29 U.S.C. 37(a)) is amended by deleting paragraph (1); by redesignating paragraphs (2), (3), and (4) as paragraphs (1), (2), and (3), respectively; and by striking out, in the paragraph herein redesignated as paragraph (3), "as to the studies, investigations, demonstrations, and reports referred to in paragraph (1) and other matters".

(b) Effective July 1, 1965, section 7 of such Act (20 U.S.C. 37) is amended by adding at the end thereof the following new subsection:

"(c) The Secretary is authorized, directly or by contract—

"(1) to conduct research, studies, investigations, and demonstrations, and to make reports, with respect to abilities, aptitudes, and capacities of handicapped individuals, development of their potentialities, and their utilization in gainful and suitable employment; and

"(2) to plan, establish, and operate an information service, to make available to agencies, organizations, and other groups and persons concerned with vocational rehabilitation, information on rehabilitation resources useful or various kinds of disability and on research and the results thereof and on other matters which may be helpful in promoting the rehabilitation of handicapped individuals and their greater utilization in gainful and suitable employment.

There are authorized to be appropriated for the fiscal year ending June 30, 1966, and each succeeding fiscal year, such sums as may be necessary for carrying out the purposes of this subsection."

FLEXIBILITY IN STATE ADMINISTRATION

SEC. 8. (a) Subsection (a) of section 5 of the Vocational Rehabilitation Act (29 U.S.C. 35(a)) is amended by striking out paragraphs (1) and (2) and inserting in lieu thereof the following:

"(1) (A) designate a State agency as the sole State agency to administer the plan, or to supervise its administration in a political subdivision of the State by a sole local agency of such political subdivision, except that where under the State's law the State blind commission, or other agency which provides assistance or services to the adult blind, is authorized to provide them vocational rehabilitation services, such commission or agency may be designated as the sole State agency to administer the part of the plan under which vocational rehabilitation services are provided for the blind (or to supervise the administration of such part in a political subdivision of the State by a sole local agency of such political subdivision) and a separate State agency may be designated as the sole State agency with respect to the rest of the State plan;

"(B) provide that the State agency so designated to administer or supervise the administration of the State plan, or (if there are two State agencies designated under subparagraph (A)) so much of the State plan as does not relate to services for the blind, shall be (i) a State agency primarily concerned with vocational rehabilitation, or vocational and other rehabilitation, of disabled individuals, (ii) the State agency administering or supervising the administration of education or vocational education in the State, or (iii) a State agency which includes at least two other major organizational units each of which administers one or more of the major public education, public health, public welfare, or labor programs of the State;

"(2) provide, except in the case of agencies described in paragraph (1)(B)(i)—

"(A) that the State agency designated pursuant to paragraph (1) (or each State agency if two are so designated) shall include a vocational rehabilitation bureau, division, or other organizational unit which (i) is primarily concerned with vocational rehabilitation, or vocational and other rehabilitation, if disabled individuals, and is responsible for the vocational rehabilitation program of such State agency, (ii) has a full-time director, and (iii) has a staff employed on such rehabilitation work of such organizational unit all or substantially all of whom are employed full time on such work; and

"(B)(i) that such unit shall be located at an organizational level and shall have an organizational status within such State agency comparable to that of other major organizational units of such agency or (ii) in the case of an agency described in paragraph (1)(B)(ii), either that such unit shall be so located and have such status or that the director of such unit shall be the executive officer of such State agency; except that, in the case of a State which has designated only one State agency pursuant to paragraph (1), such State may, if it so desires, assign responsibility for the part of the plan under which vocational rehabilitation services are provided for the blind to one organizational unit of such agency and assign responsibility for the rest of the plan to another organizational unit of such agency, with the provisions of this paragraph (2) applying separately to each of such units."

(b) The amendments made by subsection (a) shall become effective July 1, 1967, except that, in the case of any State, such amendments shall be effective on such earlier date (on or after the date of enactment of this Act) as such State has in effect an approved plan meeting the requirements of the Vocational Rehabilitation Act as amended by subsection (a).

SPECIAL SERVICES FOR THE BLIND AND THE DEAF

SEC. 9. So much of subsection (a) of section 11 of the Vocational Rehabilitation Act (29 U.S.C. 41(a)) as precedes paragraph (1) is amended by inserting after the second semicolon "provision, in the case of handicapped individuals, of reader services for such individuals who are blind and of interpreter services in the case of such individuals who are deaf;".

SERVICES TO DETERMINE REHABILITATION POTENTIAL OF RECIPIENT

SEC. 10. (a) Subsection (b) of section 11 of the Vocational Rehabilitation Act (29 U.S.C. 41(b)) is amended by inserting before the period at the end thereof: "; except tnat nothing in the preceding provisions of this subsection or in subsection (a) shall be construed to exclude from 'vocational rehabilitation services' any goods or services provided to an individual who is under a physical or mental disability which constitutes a substantial handicap to employment, during the period, not in excess of eighteen months in the case of any individual who is mentally retarded or has a disability designated for this purpose by the Secretary, or six months in the case of an individual with any other disability, determined (in accordance with regulations of the Secretary) to be necessary for, and which are provided for the purpose of, ascertaining whether it may reasonably be expected that such individual will be rendered fit to engage in a remunerative occupation through the provision of goods and services described in subsection (a), but only if the goods or services provided to him during such period would constitute 'vocational rehabilitation services' if his disability were of such a nature that he would be a 'handicapped individual' under such preceding provisions of this subsection".

(b) The amendment made by subsection (a) shall apply in the case of expenditures made after June 30, 1965, under a State plan approved under the Vocational Rehabilitation Act.

MANAGEMENT SERVICES AND SUPERVISION OF BUSINESS ENTERPRISES OF THE HANDICAPPED

SEC. 11. Effective July 1, 1966, section 11(a)(7) of the Vocational Rehabilitation Act (29 U.S.C. 41(a)(7)) is amended to read as follows:

"(7) in the case of any type of small business operated by the severely handicapped the operation of which can be improved by management services and supervision provided by the State agency, the provision of such services and supervision, alone or together with the acquisition by the State agency of vending stands or other equipment and initial stocks and supplies; and".

TECHNICAL AMENDMENTS

SEC. 12. (a) Section 4(d)(3) of the Vocational Rehabilitation Act (29 U.S.C. 34(d)(3)) is amended to read as follows:

"(3) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council or at the request of the Secretary, shall be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently."

(b) (1) The last sentence of section 4(a), the second sentence of section 4(d)(1), the first sentence of section 4(d)(2), section 5(a)(4), the paragraphs of section 7(a) redesignated (by section 7 of this Act) as paragraphs (1) and (3), the portion of section 11(a) preceding paragraph (1), paragraph (8) of section 11(a), section 11(b), and so much of section 11(c) as precedes paragraph (1), of such Act, are each amended by striking out "physically handicapped individuals" and inserting in lieu thereof "handicapped individuals".

(2) The third sentence of section 4(d)(1) of such Act is amended by striking out "physically handicapped" and inserting in lieu thereof "handicapped".

(3) Section 8 of such Act is amended by striking out "Physically Handicapped" and inserting in lieu thereof "Handicapped" and by striking out "handicapped individuals" and inserting in lieu thereof "individuals".

(c) Section 11(d) of such Act is amended by striking out "severely handicapped individuals" and inserting in lieu thereof "the severely handicapped".

(d) Subsections (a), (b), and (d) of section 11 of such Act are amended by striking out "remunerative" and inserting in lieu thereof "gainful".

FEDERAL SHARE

SEC. 13. (a) Effective for the fiscal year ending June 30, 1966, section 11(i) of the Vocational Rehabilitation Act is amended to read as follows:

"(i) The term 'Federal share' for any State shall be equal to its Federal share as determined hereunder for the fiscal year ending June 30, 1965, plus one-half the difference between such share and 75 per centum."

(b) Effective for fiscal years beginning after June 30, 1966, such section 11(i) is amended to read as follows:

"(i) The term 'Federal share' means 75 per centum."

Summary comparison of major features of H.R. 8310 and H.R. 6476, Vocational Rehabilitation Act Amendments of 1965

H.R. 8310	H.R. 6476
1. *Appropriations authorizations.*—Specified and limited to 3 years for secs. 2, 3, and 4 of the Vocational Rehabilitation Act, as amended, with amounts as follows: Sec. 2: *Millions* Fiscal year 1966 $300 Fiscal year 1967 350 Fiscal year 1968 400 Sec. 3: Fiscal year 1966 5 Fiscal year 1967 7 Fiscal year 1968 9 Sec. 4: Fiscal year 1966 80 Fiscal year 1967 104 Fiscal year 1968 117 (Sec. 2 of bill; sec. 1 of Vocational Rehabilitation Act.)	1. Not specified.
2. *Allotment formula for basic support grants.*—Formula based on population and simple per capita income, not squared as in previous act. Effect is to give less weight to per capita income factor. (Sec. 2 of bill; sec. 2 of Vocational Rehabilitation Act.)	2. Population and per capita income squared as in previous act.
3. *Federal matching of basic support expenditures.*—After transition year (fiscal year 1966), flat 75 percent. For 1966 only, a State would receive its Federal share for 1965 under previous law plus one-half the difference between that share and 75 percent. (Sec. 13 of bill; sec. 11(i) of Vocational Rehabilitation Act.)	3. Variable matching as under previous law, between 50 and 70 percent.
4. *Determination of vocational rehabilitation potential.*—Federal matching authorized for cost of providing vocational rehabilitation services to handicapped individuals to determine whether they can reasonably be expected to become able to engage in gainful employment. Services can be so provided for up to 6 months, or up to 18 months for the mentally retarded or other disability groups designated by the Secretary. Financing within basic support program (sec. 2). Effective fiscal year 1967. (Sec. 10 of bill; sec. 11 of Vocational Rehabilitation Act.)	4. Same substantive authorization as in H.R. 8310 but with separate financing. Allotment based on formula reflecting population and per capita income. Federal matching at 75 percent for each State. (Sec. 2 of bill; sec. 12 of Vocational Rehabilitation Act.)

5. *Extension and improvement project grants.*—Grants for a maximum of 5 years, with Federal matching at 90 percent for the first 3 years, and 75 persent for the last 2 years, for projects—

(*a*) introducing new methods or techniques in the State for providing vocational rehabilitation services, *or*

(*b*) specially designed for development or provision of new or expanded vocational rehabilitation services for groups having catastrophic or particularly severe disabilities.

(Sec. 2 of bill; sec. 3 of Vocational Rehabilitation Act.)

5. Same as under previous law but authorized projects for up to 5 years, in lieu of 3 years, previously set as maximum. (Sec. 4 of bill; sec. 3 of Vocational Rehabilitation Act.)

6. *Construction of rehabilitation facilities and workshops.*—

(*a*) 5-year program of project grants for new construction of such facilities, *or* acquisition of existing buildings and land, with Federal matching at 50 percent of the construction or acquisition cost.

(*b*) residential accommodations authorized in the case of workshops for the mentally retarded or other groups of disabled, as designated by the Secretary.

(*c*) *Appropriation authorizations* specified as follows:

	Millions
Fiscal year 1966	$1.5
Fiscal year 1967	7.0
Fiscal year 1968	9.0

Fiscal years 1969 and 1970: Such sums as Congress authorizes.

(Sec. 3 of bill; Vocational Rehabilitation Act, sec. 13.)

6. Same as H.R. 8310, except:

(*a*) Federal matching comparable to Hill-Burton rates. No provision for acquisition of existing buildings and land.

(*b*) Residential features in workshops for the retarded not extended to workshops for other disability groups.

(*c*) Not specified.

(Sec. 3 of bill; sec. 13 of Vocational Rehabilitation Act.)

7. *Project grants for initial staffing of new facilities.*—Available for 4 years for new facilities constructed under this authority *and* for new facilities constructed after enactment of this bill, though not built with aid under the new construction authority in this bill. Federal matching at not to exceed these rates:

	Percent		*Percent*
1st year	75	3d year	45
2d year	60	4th year	30

(Sec. 3 of bill; sec. 13 of Vocational Rehabilitation Act.)

7. Same as H.R. 8310, except that new facilities constructed after enactment of this bill but without aid under the new construction authority in this bill, would not qualify for initial staffing grants. (Sec. 3 of bill; sec. 13 of Vocational Rehabilitation Act.)

8a. *Workshop improvement grants for training services projects.*—Five-year program for project grants to pay 90 percent of the cost of training services provided the handicapped in workshops and rehabilitation facilities, including training allowances for up to 2 years.

8a. Same as H.R. 8310 except:

(1) Federal matching at 75 percent, instead of 90 percent.

(2) Federal matching available only for training services in workshops.

Summary comparison of major features of H.R. 8310 and H.R. 6476, Vocational Rehabilitation Act Amendments of 1965—Continued

H.R. 8310	H.R. 6746
No economic needs test to be applied in determining allowance amount. (Sec. 3 of bill; sec. 14 of Vocational Rehabilitation Act.)	(3) No appropriations authorization specified. (Sec. 3 of bill; sec. 14 of Vocational Rehabilitation Act.)
8b. *Workshop improvement grants for projects to improve management and services and technical assistance.*—Five-year program for project grants to workshops to pay part of the cost of projects to analyze, improve, and increase their professional services to the handicapped, their business management or other phases of operations affecting their capacity to provide services and employment to the handicapped. Also provisions for technical assistance to workshops and for National Policy and Performance Council to advise the Secretary. (Sec. 3 of bill; sec. 14 of Vocational Rehabilitation Act.)	8b. Same as H.R. 8310.
8c. *Workshop improvement grants: Appropriations authorization.*—Specified to cover grants for training services projects and improvement projects: *Million* Fiscal year 1966 ..... $1.5 Fiscal year 1967 ..... $9.0 Fiscal year 1968 ..... $14.0 Fiscal years 1969, 1970, and 1971: Sums as authorized by Congress. (Sec. 3 of bill; sec. 14 of Vocational Rehabilitation Act.)	8c. No appropriations authorization specified.
9. *Flexibility in administrative location of State vocational rehabilitation agency.*—Authorizes an additional option for flexibility in State administration, i.e., vocational rehabilitation program may be located in a State agency which administers 2 or more of the major public health, welfare, or labor programs, with certain specified safeguards. (Sec. 8 of bill; sec. 5 of Vocational Rehabilitation Act.)	9. Authorizes different additional option, i.e., vocational rehabilitation program could be located in State education agency or an agency administering 1 or more of the major public health, welfare, or labor programs of the State. (Sec. 8 of bill; sec. 5 of Vocational Rehabilitation Act.)
10. *Project grants for expansion and statewide planning for vocational rehabilitation.*— (*a*) 5-year program of grants, to pay part of the cost of projects to expand vocational rehabilitation programs and to increase the number of handicapped persons vocationally rehabilitated.	10. Same as H.R. 8310, except for maximum annual planning grant of $50,000. (Sec. 5 of bill.)

(*b*) 2-year program of grants to States for planning the development of comprehensive vocational rehabilitation programs in each State, with $100,000 maximum on annual grant. (Sec. 4 of bill; sec. 4 of Vocational Rehabilitation Act.)

11. *Economic need as requirement for Federal participation.*—Removes requirements of previous law that economic need be considered in providing certain services to the handicapped person as a condition of Federal participation in the cost. (Sec. 6 of bill; sec. 11 of Vocational Rehabilitation Act.)

11. Same as previous law.

12. *Fields of training support.*—Specific examples as follows: physical medicine and rehabilitation, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation nursing, rehabilitation social work, prosthetics and orthotics, rehabilitation psychology, rehabilitation counseling, recreation for the ill and handicapped, and other specialized fields contributing to vocational rehabilitation. (Sec. 5 of bill; sec. 7 of Vocational Rehabilitation Act.)

12. Same as previous law.

NOTE.—Other major provisions on which these bills are identical:

(*a*) *Waiver of statewideness requirement for locally financed activity.*—Authorizes Federal financial participation in locally financed activity under the State plan for vocational rehabilitation, if the Secretary determines such activity will promote rehabilitation of substantially larger numbers of disabled individuals or individuals with disabilities of types not now being served. (Sec. 3 of bill; sec. 15 of Vocational Rehabilitation Act.)

(*b*) *National Commission on Architectural Barriers to the Rehabilitation of the Handicapped.*—To be established in the Department of Health, Education, and Welfare to determine what is and can be done to ease such problems and report to the Secretary in 3 years. (Sec. 3 of bill; sec. 16 of Vocational Rehabilitation Act.)

(*c*) *Easing limitations on training.*—To raise limit on training support from 2 to 4 years. (Sec. 5, H.R. 8310; sec. 6, S. 1525; sec. 4, Vocational Rehabilitation Act.)

(*d*) *Research and information.*—To authorize intramural research program and a rehabilitation information service. (Sec. 7 of bill; sec. 7 of Vocational Rehabilitation Act.)

(*e*) *Miscellaneous amendments.*—To authorize provision of reader services for the blind and interpreter services for the deaf, without regard to economic need; Federal sharing in costs of managing and supervising business enterprises for the disabled; plus a technical amendment. (Secs. 9, 10, and 11 of bill; secs. 11 and 4 of Vocational Rehabilitation Act.)

89TH CONGRESS
1st Session

HOUSE OF REPRESENTATIVES

REPORT
No. 1204

VOCATIONAL REHABILITATION ACT AMENDMENTS OF 1965

OCTOBER 21, 1965.—Ordered to be printed

Mr. POWELL, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H.R. 8310]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 8310) to amend the Vocational Rehabilitation Act to assist in providing more flexibility in the financing and administration of State rehabilitation programs, and to assist in the expansion and improvement of services and facilities provided under such programs, particularly for the mentally retarded and other groups presenting special vocational rehabilitation problems, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following: *That this Act may be cited as the "Vocational Rehabilitation Act Amendments of 1965".*

AUTHORIZATION OF APPROPRIATIONS; ALLOTMENTS

SEC. 2. (a) Sections 1, 2, and 3 of the Vocational Rehabilitation Act are amended to read as follows:

"AUTHORIZATION OF APPROPRIATIONS FOR GRANTS; PURPOSES FOR WHICH AVAILABLE

"SECTION 1. (a) The Secretary is authorized to make grants as provided in this Act for the purpose of assisting States in rehabilitating handicapped individuals so that they may prepare for and engage in gainful employment to the extent of their capabilities, thereby increasing

not only their social and economic well-being but also the productive capacity of the Nation.

"(b)(1) For the purpose of making grants to States under section 2 to assist them in meeting the costs of vocational rehabilitation services, there is authorized to be appropriated for the fiscal year ending June 30, 1966, the sum of $300,000,000, for the fiscal year ending June 30, 1967, the sum of $350,000,000, and for the fiscal year ending June 30, 1968, the sum of $400,000,000.

"(2) For the purpose of making grants under section 3, relating to grants to States to assist them in meeting the costs of projects for innovation of vocational rehabilitation services, there is authorized to be appropriated for the fiscal year ending June 30, 1966, the sum of $5,000,000, for the fiscal year ending June 30, 1967, the sum of $7,000,000, and for the fiscal year ending June 30, 1968, the sum of $9,000,000.

"(3) For the purpose of making grants (A) under section 4(a)(1) for research, demonstrations, training, and traineeships; (B) under clause (2)(A) of section 4(a) for planning, preparing for, and initiating special programs to expand State vocational rehabilitation services; and (C) under clause (2)(B) of section 4(a) to meet the cost of planning for the development of a comprehensive vocational rehabilitation program in each State, there is authorized to be appropriated for the fiscal year ending June 30, 1966, the sum of $80,000,000, for the fiscal year ending June 30, 1967, the sum of $104,000,000, and for the fiscal year ending June 30, 1968, the sum of $117,000,000.

"(4) For the fiscal year ending June 30, 1969, and each of the succeding fiscal years, only such sums may be appropriated for the purposes described in paragraphs (1), (2), and (3) as the Congress may hereafter authorize by law.

"GRANTS TO STATES FOR VOCATIONAL REHABILITATION SERVICES

"SEC. 2. (a) For each fiscal year each State shall be entitled to an allotment of an amount bearing the same ratio to the amount authorized to be appropriated by paragraph (1) of section 1(b) for meeting the cost of vocational rehabilitation services, as the product of (1) the population of the State and (2) the square of its allotment percentage (as defined in section 11(h)) bears to the sum of the corresponding products for all the States. The allotment to any State under the preceding sentence which is less than the amount such State was entitled to receive under subsection (b) of this section for the fiscal year ending June 30, 1965, shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments of each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

"(b) For each fiscal year the Secretary shall pay to each State an amount equal to the Federal share (determined as provided in section 11(i)) of the cost of vocational rehabilitation services under the plan for such State approved under section 5, including expenditures for the administration of the State plan, except that the total of such payments to such State for such fiscal year may not exceed its allotment under subsection (a) for such year, and except that the amount otherwise payable to such State for such year under this section shall be reduced by the amount (if any) by which expenditures from non-Federal sources (except for expenditures with respect to which the State is entitled to payments

under section 3) during such year under such State's plan are less than such expenditures under such plan for the fiscal year ending June 30, 1965.

"GRANTS TO STATES FOR INNOVATION OF VOCATIONAL REHABILITATION SERVICES

"SEC. 3. (a)(1) From the sums available for any fiscal year for grants to States to assist them in meeting the costs described in paragraph (2) of this subsection, each State shall be entitled to an allotment of an amount bearing the same ratio to such sums as the population of the State bears to the population of all the States. The allotment to any State under the preceding sentence for any fiscal year which is less than $5,000 (or such other amount as may be specified as a minimum allotment in the Act appropriating such sums for such year) shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

"(2) From each State's allotment under this section for any fiscal year, the Secretary shall pay to such State a portion of the cost of approved projects for vocational rehabilitation services (including their administration) under the State plan which (A) provide for the development of methods or techniques, which are new in the State, for providing vocational rehabilitation services for handicapped individuals, or (B) are specially designed for development of, or provision for, new or expanded vocational rehabilitation services for groups of handicapped individuals having disabilities which are catastrophic or particularly severe. The Secretary shall approve any project for purposes of this section only if the plan of such State approved under section 5 includes such project or is modified to include it.

"(b) Payments under this section with respect to any project may be made for a period of not to exceed five years beginning with the commencement of the first fiscal year for which any payment is made with respect to such project from an allotment under this section. To the extent permitted by the State's allotment under this section, such payments with respect to any project shall be equal to 90 per centum of the cost of such project for the first three years and 75 per centum of the cost of such project for the next two years, except that, at the request of the State, such payments may be less than such percentage of the cost of such project.

"(c) No payment may be made from an allotment under this section with respect to any cost with respect to which any payment is made under section 2."

(b) The amendment made by this section shall be in effect for fiscal years beginning after June 30, 1965, except that payments may be made from a State's allotment under section 3 of the Vocational Rehabilitation Act for any project approved under such section before the enactment of this Act. Such payments may be made for the period for which such project was approved and at the rate provided for in such section at the time of such approval.

CONSTRUCTION OF REHABILITATION FACILITIES; WORKSHOP IMPROVEMENT; REMOVAL OF ARCHITECTURAL BARRIERS

SEC. 3. The Vocational Rehabilitation Act is further amended by redesignatng sections 12 and 13 as sections 16 and 17, and by inserting after section 11 the following new sections:

"GRANTS FOR CONSTRUCTION OF REHABILITATION FACILITIES AND WORKSHOPS

"SEC. 12. (a) Effective for fiscal years beginning after June 30, 1965, the Secretary is authorized to make grants to assist in meeting the costs of construction of public or other nonprofit workshops and rehabilitation facilities. Such grants may be made only for projects for which applications are approved by the Secretary under this section.

"(b) To be approved, an application for a grant for a construction project under this section must—

"(1) contain or be supported by reasonable assurances that (A) for a period of not less than twenty years after completion of construction of the project it will be used as a public or other nonprofit workshop or rehabilitation facility, (B) sufficient funds will be available to meet the non-Federal share of the cost of construction of the project, and (C) sufficient funds will be available, when construction of the project is completed, for its effective use as a workshop or rehabilitation facility, as the case may be;

"(2) be accompanied or supplemented by plans and specifications which comply with regulations of the Secretary relating to minimum standards of construction and equipment, and with regulations of the Secretary of Labor relating to safety standards for workshops and rehabilitation facilities;

"(3) be approved, in accordance with regulations of the Secretary, by the appropriate State agency designated as provided in section 5(a)(1);

"(4) contain or be supported by reasonable assurance that any laborer or mechanic employed by any contractor or subcontractor in the performance of work on any construction aided by payments pursuant to any grant under this section will be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a–5); and the Secretary of Labor shall have, with respect to the labor standards specified in this paragraph, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 5 U.S.C. 133z–15) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

"(c) The amount of a grant under this section with respect to any construction project in any State shall be equal to the same percentage of the cost of such project as the Federal share which is applicable in the case of rehabilitation facilities (as defined in section 625(g) of the Public Health Service Act, 42 U.S.C. 291o(g)) in such State, except that if the Federal share with respect to rehabilitation facilities in such State is determined under subparagraph (A) of section 625(b)(1) of such Act (42 U.S.C. 291o(b)(1)), the percentage of the cost for purposes of this section shall be determined in accordance with regulations of the Secretary

designed to achieve as nearly as practicable results comparable to the results obtained under such subparagraph.

"(d) Upon approval of any application for a grant for a construction project under this section, the Secretary shall reserve, from any appropriation available therefor, the amount of such grant determined under subsection (c); the amount so reserved may be paid in advance or by way of reimbursement, and in such installments consistent with construction progress, as the Secretary may determine. In case an amendment to an approved application is approved or the estimated cost of a project is revised upward, any additional payment with respect thereto may be made from the appropriation from which the original reservation was made or the appropriation for the fiscal year in which such amendment or revision is approved.

"(e) If, within twenty years after completion of any construction project for which funds have been paid under this section, the workshop or rehabilitation facility shall cease to be a public or other nonprofit workshop or rehabilitation facility, the United States shall be entitled to recover from the applicant or other owner of the workshop or facility the amount bearing the same ratio to the then value (as determined by agreement of the parties or by action brought in the United States district court for the district in which such workshop or facility is situated) of the workshop or facility, as the amount of the Federal participation bore to the cost of construction of such workshop or facility.

"(f) The Secretary is also authorized to make grants to assist in the initial staffing of any public or other nonprofit workshop or rehabilitation facility constructed after the date of enactment of this section (whether or not such construction was financed with the aid of a grant under this section) by covering part of the costs (determined in accordance with regulations of the Secretary) of compensation of professional or technical personnel of such workshop or facility during the period beginning with the commencement of the operation of such workshop or facility and ending with the close of four years and three months after the month in which such operation commenced. Such grants with respect to any workshop or facility may not exceed 75 per centum of such costs for the period ending with the close of the fifteenth month following the month in which such operation commenced, 60 per centum of such costs for the first year thereafter, 45 per centum of such costs for the second year thereafter, and 30 per centum of such costs for the third year thereafter.

"(g) The Secretary is also authorized to make grants (1) to the State agency or agencies designated as provided in section 5(a)(1) to assist in meeting the cost of determining the State's needs for workshops and rehabilitation facilities and (2) upon application approved by the appropriate State agency so designated for such State, to public or other nonprofit agencies, institutions, or organizations to assist them in meeting the costs of planning workshops and rehabilitation facilities and the services to be provided thereby.

"(h) Payment of grants under subsection (f) or (g) may be made (after necessary adjustment on account of previously made overpayments or underpayments) in advance or by way of reimbursement, and in such installments and on such conditions, as the Secretary may determine.

"(i) There is authorized to be appropriated for carrying out this section $1,500,000 for the fiscal year ending June 30, 1966, $7,000,000 for the fiscal year ending June 30, 1967, $9,000,000 for the fiscal year ending June 30, 1968; and for each of the two succeeding fiscal years only such

sums may be appropriated for carrying out this section as the Congress may hereafter authorize by law. Sums so appropriated shall remain available for payment with respect to construction projects approved or initial staffing grants made under this section prior to July 1, 1970.

"(j) For purposes of this section—

"(1) 'construction' includes construction of new buildings, acquisition of existing buildings, and expansion, remodeling, alteration, and renovation of existing buildings, and initial equipment of such new, newly acquired, expanded, remodeled, altered, or renovated buildings;

"(2) the 'cost' of construction includes the cost of architects' fees and acquisition of land in connection with construction, but does not include the cost of offsite improvements;

"(3) a project for construction of a workshop may include such construction as may be necessary to provide residential accommodations for use in connection with the rehabilitation of mentally retarded individuals or such other categories of handicapped individuals as the Secretary may designate.

"WORKSHOP IMPROVEMENT

"Grants for Projects for Training Services

"SEC. 13. (a)(1) The Secretary is authorized, during the period beginning July 1, 1966, and ending June 30, 1971, to make grants to States and public and other nonprofit organizations and agencies to pay 90 per centum of the cost of projects for providing training services to handicapped individuals in public or other nonprofit workshops and rehabilitation facilities.

"(2)(A) Training services, for purposes of this subsection, shall include training in occupational skills; related services, including work evaluation, work testing, provision of occupational tools and equipment required by the individual to engage in such training, and job tryouts; and payment of weekly allowances to individuals receiving such training and related services.

"(B) Such allowances may not be paid to any individual for any period in excess of two years, and such allowances for any week shall not exceed $25 plus $10 for each of the individual's dependents, or $65, whichever is less. In determining the amount of such allowance for any individual, consideration shall be given to the individual's need for such an allowance, including any expenses reasonably attributable to receipt of training services, the extent to which such an allowance will help assure entry into and satisfactory completion of training, and such other factors, specified by the Secretary, as will promote such individual's fitness to engage in a remunerative occupation.

"(3) The Secretary may make a grant for a project pursuant to this subsection only on his determination that (A) the purpose of such project is to prepare handicapped individuals for a gainful occupation, (B) the individuals to receive training services under such project will include only individuals who have been determined to be suitable for and in need of such training services by the State agency or agencies designated as provided in section 5(a)(1) of the State in which the workshop or rehabilitation facility is located, (C) the full range of training services will be made available to each such individual, to the extent of his need for such services, and (D) the project, including the participating workshop or

rehabilitation facility and the training services provided, meet such other requirements as he may prescribe for carrying out the purposes of this subsection.

"(4) Payments under this subsection may be made in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes of this subsection.

"Workshop Improvement Grants

"(b)(1) The Secretary is authorized to make grants to public or other nonprofit workshops during the fiscal year ending June 30, 1966, and each of the four succeeding fiscal years to pay part of the cost of projects to analyze, improve, and increase their professional services to the handicapped, their business management, or any other part of their operations affecting their capacity to provide employment and services for the handicapped.

"(2) No part of any grant made pursuant to this subsection may be used to pay costs of acquiring, constructing, expanding, remodeling, or altering any building.

"(3) Payments under this subsection may be made in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes of this subsection.

"Technical Assistance to Workshops

"(c)(1) The Secretary is authorized, directly, or by contract with State vocational rehabilitation agencies or experts or consultants or groups thereof, to provide technical assistance to workshops.

"(2) Any such experts or consultants shall, while serving pursuant to such contracts, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per diem, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expense Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"National Policy and Performance Council

"(d)(1) There is hereby established in the Department of Health, Education, and Welfare a National Policy and Performance Council, consisting of twelve members, not otherwise in the regular full-time employ of the United States, appointed by the Secretary without regard to the civil service laws. The Secretary shall from time to time appoint one of the members to serve as Chairman. The appointed members shall be selected from among leaders in the vocational rehabilitation or workshop fields, State or local government, and business and from among representatives of related professions, labor leaders, and the general public. Each appointed member shall hold office for a term of four years, except that any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and except that, of the twelve members first appointed, three shall hold office for a term of three

years, three shall hold office for a term of two years, and three shall hold office for a term of one year, as designated by the Secretary at the time of appointment. None of such twelve members shall be eligible for reappointment until a year has elapsed after the end of his preceding term.

"(2) The Council shall (A) advise the Secretary with respect to the policies and criteria to be used by him in determining whether or not to make grants under subsection (a); (B) make recommendations to the Secretary with respect to workshop improvement and the extent to which this section is effective in accomplishing this purpose; and (C) perform such other services with respect to workshops as the Secretary may request.

"(3) The Secretary shall make available to the Council such technical, administrative, and other assistance as it may require to carry out its functions.

"(4) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council, shall be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"(e) The Secretary shall make no grant under this section to any workshop or rehabilitation facility which does not comply with safety standards which the Secretary of Labor shall prescribe by regulation.

"(f) There is authorized to be appropriated for making grants under subsection (a) and subsection (b) of this section $1,500,000 for the fiscal year ending June 30, 1966, $9,000,000 for the fiscal year ending June 30, 1967, $14,000,000 for the fiscal year ending June 30, 1968, and for each of the three succeeding fiscal years only such sums may be appropriated for making grants under subsection (a) and subsection (b) of this section as the Congress may hereafter authorize by law.

"WAIVER OF STATEWIDENESS REQUIREMENTS FOR LOCALLY FINANCED ACTIVITY

"SEC. 14. In the case of any activity which, in the judgment of the Secretary, is likely to assist in promoting the vocational rehabilitation of substantially larger numbers of handicapped individuals or the vocational rehabilitation of individuals with particular types of disabilities in a State or States, the Secretary may waive compliance, with respect to vocational rehabilitation services furnished as part of such activity, with the requirement of section 5(a)(3) that the plan be in effect in all political subdivisions of the State to the extent and for such period as may be provided in accordance with regulations prescribed by him, but only if the non-Federal share of the cost of such vocational rehabilitation services is met from funds made available by a political subdivision of the State (including, to the extent permitted by such regulations, funds contributed to such subdivision by a private agency, organization, or individual).

"NATIONAL COMMISSION ON ARCHITECTURAL BARRIERS TO REHABILITATION OF THE HANDICAPPED

"SEC. 15. (a) There is hereby established in the Department of Health, Education, and Welfare a National Commission on Architectural Barriers to Rehabilitation of the Handicapped, consisting of the Secre-

tary, or his designee, who shall be Chairman, and not more than fifteen members appointed by the Secretary without regard to the civil service laws. The fifteen appointed members shall be representative of the general public, and of private and professional groups having an interest in and able to contribute to the solution of architectural problems which impede the rehabilitation of the handicapped.

"(b) The Commission shall (1) determine how and to what extent architectural barriers impede access to or use of facilities in buildings of all types by the handicapped; (2) determine what is being done, especially by public and other nonprofit agencies and groups having an interest in and a capacity to deal with the problem, to eliminate such barriers from existing buildings and to prevent their incorporation into buildings constructed in the future; and (3) prepare plans and proposals for such further action as may be necessary to achieve the goal of ready access to and full use of facilities in b ildings of all types by the handicapped, including proposals for bringing together in a cooperative effort, agencies, organizations, and groups already working toward that goal or whose cooperation is essential to effective and comprehensive action.

"(c) The Commission is authorized to appoint such special advisory and technical experts and consultants, and to establish such committees, as may be useful in carrying out its functions, to make studies, and to contract for studies or demonstrations to assist it in performing its functions. The Secretary shall make available to the Commission such technical, administrative, and other assistance as it may require to carry out its functions.

"(d) Appointed members of the Commission and special advisory and technical experts and consultants appointed pursuant to subsection (c) shall, while attending meetings or conferences thereof or otherwise serving on business of the Commission, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time; and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence as authorized by section 5 of the Administratiie Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

"(e) The Commission shall, prior to January 1, 1968, submit a final report of its activities, together with its recommendations for further carrying out the purposes of this section, to the Secretary for transmission by him together with his recommendations to the President and then to the Congress. The Commission shall also prepare such interim reports as the Secretary may request.

"(f) There is hereby authorized to be appropriated for the fiscal year ending June 30, 1966, and each of the two succeeding fiscal years, the sum of $250,000 for carrying out the purposes of this section."

SPECIAL PROGRAMS AND COMPREHENSIVE PLANNING TO EXPAND VOCATIONAL REHABILITATION SERVICES

SEC. 4. (a)(1) Section 4(a) of the Vocational Rehabilitation Act (29 U.S.C. 34(a)) is amended by striking out "(1)" where it first appears therein and inserting it immediately after "the Secretary shall make grants".

(2) Clause (2) of section 4(a) of such Act is amended to read: "(2)(A) to States and public and other nonprofit organizations and agencies for

paying part of the cost of planning, preparing for, and initiating special programs to expand vocational rehabilitation services in those States where, in the judgment of the Secretary, such action holds promise of yielding a substantial increase in the number of persons vocationally rehabilitated, except that sums appropriated for any fiscal year beginning after June 30, 1970, shall not be available for grants under this clause, and sums appropriated for any fiscal year ending prior to July 1, 1970, for grants under this clause shall remain available for such grants until the close of June 30, 1971, and (B) to States (but not to exceed $100,000 for any State for any fiscal year) to meet the cost of planning for the development of a comprehensive vocational rehabilitation program in each State, with a view to achieving the orderly development of vocational rehabilitation services in the State (including vocational rehabilitation services provided by private nonprofit agencies), and making vocational rehabilitation services available to all handicapped individuals in the State by July 1, 1975, except that sums appropriated for any fiscal year beginning prior to July 1, 1965, or ending after June 30, 1967, shall not be available for grants under this clause, and sums appropriated for the period beginning July 1, 1965, and ending June 30, 1967, for grants under this clause shall remain available for such grants until the close of June 30, 1968."

(3) Paragraph (2) of section 4(d) of such Act is amended by inserting "(other than subsection (a)(2))" after "under this section" where it first appears therein, and by striking out "under this section" where it next appears therein and inserting in lieu thereof "thereunder."

(b) The amendment made by subsection (a) shall be effective with respect to fiscal years beginning after June 30, 1965.

RAISING OF LIMITATIONS ON TRAINING

SEC. 5. (a) Section 4(a) of the Vocational Rehabilitation Act (29 U.S.C. 34(a)) is amended by striking out the second sentence and inserting in lieu thereof: "Grants for training and traineeships under clause (1) of this subsection may include training and traineeships in physical medicine and rehabilitation, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation nursing, rehabilitation social work, prosthetics and orthotics, rehabilitation psychology, rehabilitation counseling, recreation for the ill and handicapped, and other specialized fields contributing to vocational rehabilitation. No grant shall be made under clause (1) or clause (2) of this subsection for furnishing to an individual any one course of study extending for a period in excess of four years".

(b) Section 7(a)(3) of such Act (29 U.S.C. 37(a)(3)) is amended by striking out all that follows "any one course of study" and inserting in lieu thereof "for a period in excess of four years, and such training, instruction, fellowships, and traineeships may be in the fields of physical medicine and rehabilitation, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation nursing, rehabilitation social work, prosthetics and orthotics, rehabilitation psychology, rehabilitation counseling, recreation for the ill and handicapped, and other specialized fields contributing to vocational rehabilitation; and".

DELETION OF ECONOMIC NEED AS REQUIREMENT FOR SERVICES

SEC. 6. (a) Section 11(a) of the Vocational Rehabilitation Act (29 U.S.C. 41) is amended by striking out "in the case of any such individual found to require financial assistance with respect thereto,".

(b) Paragraph (6) of section 11(a) of such Act is amended by striking out "(except where necessary in connection with determinations of eligibility or nature or scope of services)".

RESEARCH AND INFORMATION

SEC. 7. (a) Effective July 1, 1965, section 7(a) of the Vocational Rehabilitation Act (29 U.S.C. 37(a)) is amended by deleting paragraph (1); by redesignating paragraphs (2), (3), and (4) as paragraphs (1), (2), and (3), respectively; and by striking out, in the paragraph herein redesignated as paragraph (3), "as to the studies, investigations, demonstrations, and reports referred to in paragraph (1) and other matters".

(b) Effective July 1, 1965, section 7 of such Act (20 U.S.C. 37) is amended by adding at the end thereof the following new subsection:

"(c) The Secretary is authorized, directly or by contract—

"(1) to conduct research, studies, investigations, and demonstrations, and to make reports, with respect to abilities, aptitudes, and capacities of handicapped individuals, development of their potentialities, and their utilization in gainful and suitable employment; and

"(2) to plan, establish, and operate an information service, to make available to agencies, organizations, and other groups and persons concerned with vocational rehabilitation, information on rehabilitation resources useful for various kinds of disability and on research and the results thereof and on other matters which may be helpful in promoting the rehabilitation of handicapped individuals and their greater utilization in gainful and suitable employment.

"(d) There are authorized to be appropriated for the fiscal year ending June 30, 1966, and each succeeding fiscal year, such sums as may be necessary for carrying out the purposes of this section."

FLEXIBILITY IN STATE ADMINISTRATION

SEC. 8. (a) Subsection (a) of section 5 of the Vocational Rehabilitation Act (29 U.S.C. 35(a)) is amended by striking out paragraphs (1) and (2) and inserting in lieu thereof the following:

"(1)(A) designate a State agency as the sole State agency to administer the plan, or to supervise its administration in a political subdivision of the State by a sole local agency of such political subdivision, except that where under the State's law the State blind commission, or other agency which provides assistance or services to the adult blind, is authorized to provide them vocational rehabilitation services, such commission or agency may be designated as the sole State agency to administer the part of the plan under which vocational rehabilitation services are provided for the blind (or to supervise the administration of such part in a political subdivision of the State by a sole local agency of such political subdivision) and a separate State agency may be designated as the sole State agency with respect to the rest of the State plan;

"(B) provide that the State agency so designated to administer or supervise the administration of the State plan, or (if there are two State agencies designated under subparagraph (A)) so much of the State plan as does not relate to services for the blind, shall be (i) a State agency primarily concerned with vocational rehabilitation, or vocational and other rehabilitation, of disabled individuals, (ii) the State agency administering or supervising the administration of education or vocational education in the State, or (iii) a State agency which includes at least two other major organizational units each of which administers one or more of the major public education, public health, public welfare, or labor programs of the State;

"(2) provide, except in the case of agencies described in paragraph (1)(B)(i)—

"(A) that the State agency designated pursuant to paragraph (1) (or each State agency if two are so designated) shall include a vocational rehabilitation bureau, division, or other organizational unit which (i) is primarily concerned with vocational rehabilitation, or vocational and other rehabilitation, of disabled individuals, and is responsible for the vocational rehabilitation program of such State agency, (ii) has a full-time director, and (iii) has a staff employed on such rehabilitation work of such organizational unit all or substantially all of whom are employed full time on such work; and

"(B)(i) that such unit shall be located at an organizational level and shall have an organizational status within such State agency comparable to that of other major organizational units of such agency or (ii) in the case of an agency described in paragraph (1)(B)(ii), either that such unit shall be so located and have such status or that the director of such unit shall be the executive officer of such State agency; except that, in the case of a State which has designated only one State agency pursuant to paragraph (1), such State may, if it so desires, assign responsibility for the part of the plan under which vocational rehabilitation services are provided for the blind to one organizational unit of such agency and assign responsibility for the rest of the plan to another organizational unit of such agency, with the provisions of this paragraph (2) applying separately to each of such units."

(b) The amendments made by subsection (a) shall become effective July 1, 1967, except that, in the case of any State, such amendments shall be effective on such earlier date (on or after the date of enactment of this Act) as such State has in effect an approved plan meeting the requirements of the Vocational Rehabilitation Act as amended by subsection (a).

SPECIAL SERVICES FOR THE BLIND AND THE DEAF

SEC. 9. So much of subsection (a) of section 11 of the Vocational Rehabilitation Act (29 U.S.C. 41(a)) as precedes paragraph (1) is amended by inserting after the second semicolon "provision, in the case of handicapped individuals, of reader services for such individuals who are blind and of interpreter services in the case of such individuals who are deaf;".

SERVICES TO DETERMINE REHABILITATION POTENTIAL OF RECIPIENT

SEC. 10. (a) Subsection (b) of section 11 of the Vocational Rehabilitation Act (29 U.S.C. 41(b)) is amended by inserting before the period

at the end thereof: "; except that nothing in the preceding provisions of this subsection or in subsection (a) shall be construed to exclude from 'vocational rehabilitation services' any goods or services provided to an individual who is under a physical or mental disability which constitutes a substantial handicap to employment, during the period, not in excess of eighteen months in the case of any individual who is mentally retarded or has a disability designated for this purpose by the Secretary, or six months in the case of an individual with any other disability, determined (in accordance with regulations of the Secretary) to be necessary for, and which are provided for the purpose of, ascertaining whether it may reasonably be expected that such individual will be rendered fit to engage in a remunerative occupation through the provision of goods and services described in subsection (a), but only if the goods or services provided to him during such period would constitute 'vocational rehabilitation services' if his disability were of such a nature that he would be a 'handicapped individual' under such preceding provisions of this subsection".

(b) The amendment made by subsection (a) shall apply in the case of expenditures made after June 30, 1965, under a State plan approved under the Vocational Rehabilitation Act.

MANAGEMENT SERVICES AND SUPERVISION OF BUSINESS ENTERPRISES OF THE HANDICAPPED

SEC. 11. Effective July 1, 1966, section 11(a)(7) of the Vocational Rehabilitation Act (29 U.S.C. 41(a)(7)) is amended to read as follows:

"(7) in the case of any type of small business operated by the severely handicapped the operation of which can be improved by management services and supervision provided by the State agency, the provision of such services and supervision, alone or together with the acquisition by the State agency of vending stands or other equipment and initial stocks and supplies; and".

TECHNICAL AMENDMENTS

SEC. 12. (a) Section 4(d)(3) of the Vocational Rehabilitation Act (29 U.S.C. 34(d)(3)) is amended to read as follows:

"(3) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council or at the request of the Secretary, shall be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently."

(b)(1) The last sentence of section 4(a), the second sentence of section 4(d)(1), the first sentence of section 4(d)(2), section 5(a)(4), the paragraphs of section 7(a) redesignated (by section 7 of this Act) as paragraphs (1) and (3), the portion of section 11(a) preceding paragraph (1), paragraph (8) of section 11(a), section 11(b), and so much of section 11(c) as precedes paragraph (1), of such Act, are each amended by striking out "physically handicapped individuals" and inserting in lieu thereof "handicapped individuals".

(2) The third sentence of section 4(d)(1) of such Act is amended by striking out "physically handicapped" and inserting in lieu thereof "handicapped".

(3) Section 8 of such Act is amended by striking out "Physically Handicapped" and inserting in lieu thereof "Handicapped" and by striking out "handicapped individuals" and inserting in lieu thereof "individuals".

(c) Section 11(d) of such Act is amended by striking out "severely handicapped individuals" and inserting in lieu thereof "the severely handicapped".

(d) Subsections (a), (b), and (d) of section 11 of such Act are amended by striking out "remunerative" and inserting in lieu thereof "gainful".

FEDERAL SHARE

SEC. 13. (a) Effective for the fiscal year ending June 30, 1966, section 11(i) of the Vocational Rehabilitation Act is amended to read as follows:

"(i) The term 'Federal share' for any State shall be equal to its Federal share as determined hereunder for the fiscal year ending June 30, 1965, plus one-half the difference between such share and 75 per centum."

(b) Effective for fiscal years beginning after June 30, 1966, such section 11(i) is amended to read as follows:

"(i) The term 'Federal share' means 75 per centum."

PRESIDENT'S COMMITTEE ON NATIONAL EMPLOYMENT OF THE HANDICAPPED

SEC. 14. The joint resolution entitled "Joint resolution authorizing an appropriation for the work of the President's Committee on National Employ the Physically Handicapped Week", approved July 11, 1949 (63 Stat. 409), as amended, is amended by striking out "$400,000" and inserting in lieu thereof "$500,000".

And the Senate agree to the same.

ADAM C. POWELL,
EDITH GREEN,
JOHN BRADEMAS,
CARLTON R. SICKLES,
SAM M. GIBBONS,
HUGH CAREY,
CARL D. PERKINS,
DOMINICK V. DANIELS,
ALBERT QUIE,
ROBERT P. GRIFFIN,
OGDEN REID,
Managers on the Part of the House.

LISTER HILL,
RALPH W. YARBOROUGH,
HARRISON WILLIAMS,
CLAIBORNE PELL,
EDWARD KENNEDY,
J. K. JAVITS,
GEORGE L. MURPHY,
Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 8310) to amend the Vocational Rehabilitation Act to assist in providing more flexibility in the financing and administration of State rehabilitation programs, and to assist in the expansion and improvement of services and facilities provided under such programs, particularly for the mentally retarded and other groups presenting special vocational rehabilitation problems, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The Senate amendment strikes out all of the House bill after the enacting clause and inserts a substitute. The House recedes from its disagreement to the amendment of the Senate, with an amendment which is a substitute for both the House bill and the Senate amendment. The differences between the House bill and the substitute agreed to in conference are noted below, except for minor, clarifying, or technical changes.

Allotments under section 2

The House bill amended section 2 of the Vocational Rehabilitation Act to change the method of allotting funds among the States for providing vocational rehabilitation services. Under the amendment of the House the allotments would be made according to a formula based on the relative population and per capita income with no floors or ceilings, except for a floor which merely assures that no State's allotment will be less than its allotment for 1965. The Senate amendment did not change existing law under which the funds are also allotted on the basis of population and per capita income. However, the existing law, through the device of squaring the allotment percentage, gives twice as much weight to the per capita income factor as was provided for in the House bill. The House bill did not include any of the built-in ceilings and floors which were present in the existing law.

The conference report contains the provisions of the House bill on this point, except that it contains the provision for squaring the allotment percentage, so that the weight given the per capita income factor remains the same as in existing law.

Allotment of funds for section 3

The present law provides that funds available for carrying out projects under section 3 shall be allotted among the States on the basis of their relative populations. The House bill provided that per capita income should be one of the factors used in making these allotments. The Senate amendment contained no comparable provi-

sion. This change from existing law is not included in the conference report.

Federal share of construction costs

The House bill provided that the amount of a grant for the construction of a rehabilitation facility or workshop would be half of the cost of the project. The Senate amendment provided that the amount of such a grant would be equal to the same percentage of the cost of the project as the Federal share which is applicable in the case of rehabilitation facilities constructed under the Hill-Burton Hospital Construction Act. The Senate provision is included without change in the conference report.

Grants for initial staffing

The House bill permitted grants for the initial staffing of workshops and rehabilitation facilities constructed after the enactment of the bill. The Senate amendment permitted such grants only for workshops and rehabilitation facilities constructed with funds provided under the act. The Senate recedes on this provision, but the managers on the part of both the House and Senate recognize that it might be appropriate for a preference to be given the staffing of facilities constructed with assistance under the act where funds are insufficient to permit grants for staffing of all new rehabilitation facilities and workshops.

Training

The House bill, unlike the Senate amendment, listed a number of fields in which grants for training and traineeships might be made. The conferees accept this provision, but wish to state their belief that this listing of particular fields is not exhaustive and is not intended to limit training and traineeship to these fields.

Committee on Employment of the Handicapped

The Senate amendment increased the annual authorization of appropriation for the President's Committee on Employment of the Handicapped from $400,000 to $500,000. The House bill had no comparable provision. The section is included in the conference report.

ADAM C. POWELL,
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ALBERT QUIE,
ROBERT P. GRIFFIN,
OGDEN REID,
Managers on the Part of the House.

Chronology on Proposed Vocational Rehabilitation Act Amendments of 1965

89th Cong.

Jan. 7, 1965	In his health message, President Johnson promised a new life for the disabled and recommended legislation.
Mar. 12, 1965	Administration proposals to amend the Vocational Rehabilitation Act sent to Congress.
Mar. 15, 1965	S. 1525 (Hill, of Alabama) introduced in Senate.
Mar. 18, 1965	H.R. 6476 (Green of Oregon) introduced in House.
Mar. 26, 1965	H.R. 6851 (O'Hara of Michigan) introduced in House.
Mar. 29–30, 1965	Hearings on S. 1525 before the Subcommittee on Health, Committee on Labor and Public Welfare, U.S. Senate.
Mar. 31, 1965	H.R. 6971 (Fogarty, of Rhode Island) introduced in House.
Apr. 12, 1965	H.R. 7373 (Sickles, of Maryland) introduced in House to eliminate economic need as eligibility requirement for vocational rehabilitation services.
Apr. 13–14, 1965 (Washington); Apr. 30, 1965 (Chicago).	Hearings on H.R. 6476 and similar bills before the Special Subcommittee on Education, Committee on Education and Labor, House of Representatives.
Apr. 15, 1965	H.R. 7535 (Pepper, of Florida) introduced in House.
May 12, 1965	H.R. 8132 (O'Hara of Michigan) reported a "clean" bill.
May 20, 1965	H.R. 8310 (Daniels, of New Jersey) introduced in House.
May 28, 1965	House Committee on Education and Labor reported on H.R. 8310 (H. Rept. 432).
July 21, 1965	Rule granted by House Rules Committee.
July 29, 1965	House of Representatives passed H.R. 8310.
Sept. 30, 1965	Senate Committee on Labor and Public Welfare reported on H.P. 8310 (S. Rept. 806).
Oct. 1, 1965	Senate passed H.R. 8310, amended to substitute the language of S. 1525 for the language of H.R. 8310 and with further amendments.
Oct. 21, 1965	Senate passed conference report on H.R. 8310 (Conf. Rept. No. 1204).
Oct. 22, 1965	House passed conference report on H.R. 8310 (Conf. Rept. No. 1204).

Part III. New Directions in Vocational Rehabilitation for the Next Decade

With the prospect of the tremendous opportunities opened up by the Vocational Rehabilitation Act Amendments of 1965, and with the background of vocational rehabilitation's energetic accomplishments over the past 10 years, the Nation's vocational rehabilitation program looks forward to realizing some of its major dreams in the coming decade.

The themes of these dreams were expressed time and again in the testimony presented by expert witnesses during the hearings when these amendments were under consideration. Running through all the testimony was the dominant hope that the physically and mentally disabled among our people should have their chance to participate in the Great Society, to work to achieve it and to benefit under it.

Translated into rehabilitation terms, this hope is to reach greater proportions of the disabled who need rehabilitation services to restore them to useful, productive living through gainful employment and participation in family and community activities. Also in the forefront are the goals of improving the quality of services provided to the disabled and of extending services to disability groups where the surface now is hardly being scratched.

In the coming decade rehabilitation workers will learn how to venture beyond traditional rehabilitation which has focused on rehabilitating those with comparatively static disabling conditions—to rehabilitate those with progressive disabling conditions such as multiple sclerosis and muscular dystrophy, and other groups hitherto almost unreached such as those disabled by cancer or stroke or the disabled offender against the law.

Companion to these large goals are objectives for developing the means for reaching these goals. The key is tc raise the scale of the public rehabilitation program to a far higher level so that instead of serving half a million disabled persons a year, three, four, or five times as many would be served and as many as 300,000 to 400,000 rehabilitated in any one year.

This objective calls for support through financing, facilities, and trained manpower.

Clear signs of beginning ferment to achieve quality improvement of existing workshops for the disabled and to construct badly needed new workshops were repeatedly evident during the hearings for consideration of these amendments. Also evident was the objective of strengthening existing rehabilitation facilities of various kinds from the comprehensive vocationally oriented facility capable of serving all disabilities to the specialized single disability center, and building to begin to meet the needs for new ones.

To underpin and make all this advance possible, two other objectives are to continue the research for new knowledge and the training of new skilled professional personnel, so vital to advancing the rehabilitation of the disabled.

Attaining these high goals and objectives will clearly call for a fusion of public and private rehabilitation efforts. In its 45 years, the rehabilitation program has been characterized by the close, effective cooperation between the public and the voluntary sectors.

Mary E. Switzer's forwardlooking article "Rehabilitation—A Decade Hence," which appears as appendix D, noted that the reach of rehabilitation already transcends this one public program and called upon the "hundreds of voluntary groups and facilities, universities, public agencies in health, welfare, and special program fields" to organize and get on with aggressive rehabilitation programs to meet the current and impending demands for rehabilitation services. "One of the great tests of the next 10 years will be to see whether, when the developmental state of rehabilitation in the United States gives way to a massive attack upon disability among our people, the rehabilitation movement can merge group interest into a truly cooperative national effort."

In this next decade, the rehabilitation program will be developing what is now an emerging trend to regionalize special research and/or service providing facilities, as well as specialized training facilities, in order to cope effectively with the problems of rehabilitating certain particularly catastrophic disability groups, such as persons disabled by spinal cord injuries or stroke, and others like the mentally retarded and the deaf.

The developing role of the workshop in vocational rehabilitation—as a clinical tool and resource in the diagnosis and treatment of the disabled and as a place offering transitional and long-term employment for the disabled as well as for the socially and economically disadvantaged of various types—will receive concentrated attention in the coming decade.

Greater involvement of the family of the disabled person in his rehabilitation; more extensive followup after the disabled person is successfully placed in a job; greater attention to rehabilitating a disabled person beyond the scant level of employment to a level that makes full use of his abilities; greater attention to mobility aids for those disabled who depend on such aids—these are some of the aspects for improvement which rehabilitation will pursue with study and experimentation.

Another strong focus will be concerned with accommodating the vocational training and job placement of disabled persons to the changes automation is bringing. Rehabilitation will necessarily be more alert to choosing for the disabled occupational fields which will not be seriously disrupted by automation and which in fact will be favored by progress in automation. Beginning steps such as those taken in connection with vending stand operations by qualified blind operators and training of the blind in computer operations will be multiplied many times.

Rehabilitation will also join forces with other major public programs such as the new Medicare and special and vocational education programs to improve the services provided to the disabled. Rehabilitation will continue its intensive work with the President's Committee on Employment of the Handicapped to develop employer receptiveness to hiring the handicapped.

In the package of amendments to the Social Security Act passed during this session of Congress, along with medicare, was authority to

use money from the old-age and survivors disability insurance trust fund to pay 100 percent of the cost incurred by State vocational rehabilitation agencies in providing rehabilitation services to beneficiaries of this fund. In the next decade, vocational rehabilitation will have this activity as a strong focus. The authority to use trust funds for this purpose has two objectives: to help more beneficiaries return to a productive and gainful livelihood and to achieve savings of the OASDI trust fund.

Rehabilitation of the disabled has now gained well nigh universal acceptance as a key part of the Nation's emphasis on making the maximum possible use of our human resources, with its recognition of the importance of preventing disability and the equally important obligations for doing something constructive about disability promptly when it does occur.

The President's health message to this Congress on January 7, 1965, introduced his recommendations for "a new life for the disabled." With these Vocational Rehabilitation Act Amendments of 1965, the prospects of this new life can be within our grasp.

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APPENDIX A

Federal Laws Relating to the Federal-State Vocational Rehabilitation Program, 1920–64

The two lists below include (1) the major Federal laws in effect which relate to the Federal-State program of vocational rehabilitation and (2) all Federal laws relating to this program from its inception to the present.

List I. Current Federal Legislation

The major Federal laws currently in effect which relate to the Federal-State program of vocational rehabilitation are:

1. *Vocational Rehabilitation Act* (29 U.S.C., ch. 4) as amended by—

(*a*) Section 2 of Public Law 565, 83d Congress (Vocational Rehabilitation Amendments of 1954):

Section 2: Grants to States for basic support of vocational rehabilitation services.

Section 3: Grants to States for the extension and improvement of vocational rehabilitation services.

Section 4: Grants for research, demonstration, and training.

(*b*) *Amendments to the Vocational Rehabilitation Act since 1954.*

Act of August 1, 1956, section 16 of Public Law 896, 84th Congress, 2d session: Extension of provisions of Vocational Rehabilitation Act to Guam.

Public Law 85–198: Amendments to exempt physicians enrolled in residency training program in physical medicine and rehabilitation from the 2-year limitation on receipt of a Vocational Rehabilitation Administration traineeship and permit them to receive a traineeship for as long as 3 years.

Public Law 86–70, Alaska Omnibus Act: In connection with Alaska's statehood, amendments of financing provisions for Alaska's basic support program under section 2 of the Vocational Rehabilitation Act.

Public Law 86–624, Hawaii Omnibus Act: In connection with Hawaii's statehood, amendments of financing provisions for Hawaii's basic support program under section 2 of the Vocational Rehabilitation Act. Section 47g of this law affected Alaska's basic support program during the fiscal years 1962 through 1965.

Public Law 88–605 (Appropriations Act): Amendment to authorize as State funds for matching purposes, contributions of funds made by private organizations or individuals to a State to assist in meeting the costs of establishment of a public or other nonprofit workshop or rehabilitation facility, where the contributor imposes a condition limiting the use of such funds to establishment of such workshop or facility.

2. *International Health Research Act of 1960* (22 U.S.C., ch. 30) Public Law 86–610 and section 104(k), Agricultural Trade Development and Assistance Act of 1954, as amended (7 U.S.C. 1704, foreign currency program): Legislation in connection with administration of an international research program for the purpose of enhancing rehabilitation research within the United States and over the world.

3. *Randolph-Sheppard Vending Stand Act* Public Law 732, 74th Cong., as amended (20 U.S.C., ch. 6A): Provides that qualified blind persons licensed by a designated State agency shall be given preference to operate vending stands on Federal and other property.

4. *Rehabilitation facilities construction* provisions of title VI of the Public Health Service Act as amended by section 3(A) of Public Law 88–413, Hospital and Medical Facilities Amendments of 1964 (42 U.S.C., ch. A., subch. IV): in connection with construction and modernization of hospital and other medical facilities, authorized appropriations for construction of public or other nonprofit rehabilitation facilities.

5. *Disability benefits provisions* of the Social Security Act, as amended (42 U.S.C. 421, 422): in connection with the disability determination provisions of the Social Security Act, authorized agreements whereby responsibility is assigned to State vocational rehabilitation agencies for evaluating the disability and rehabilitation potential of each person who applies for disability benefits under OASI and

also requires referral of such persons to the State agency for necessary vocational rehabilitation services.

6. *Public Welfare Amendments of 1962* (42 U.S.C. 303, 603, 1203, 1353, 1383): Use of State vocational rehabilitation agencies by State welfare agencies in furnishing vocational rehabilitation services to assistance recipients or applicants.

7. *Prohibition of discrimination* (Title VI, Civil Rights Act of 1964, Public Law 88–352 (78 Stat. 241)): requires that no person in the United States shall, on the grounds of race, color, or national origin, be subject to discrimination under any program or activity receiving Federal financial assistance. Any program or activity supported by grants from the Vocational Rehabilitation Administration, like every program or activity receiving financial assistance from the Department of Health, Education, and Welfare, must be operated in compliance with this law.

The Vocational Rehabilitation Administration has also been delegated the Secretary's functions under section 9 of the Federal Employees' Compensation Act, as amended (5 U.S.C. 759).

List II. All Federal Legislation Relating to Federal-State Program, 1920–64

The basic enabling legislation is to be found in three legislative enactments:

(1) The first Vocational Rehabilitation Act of 1920 which provided grants to States for limited services in vocational training, counseling, and placement. (The authority for the program was renewed several times until it was made "permanent" as title V, part 4, of the Social Security Act in 1935.)

(2) Public Law 113 of 1943, which broadened the concept of rehabilitation to include the provision of physical restoration services to remove or reduce disabilities and to include services to the mentally handicapped. Under this law for the first time the separate State agencies serving the blind came into the Federal-State program.

(3) Public Law 565 of 1954, which gave great impetus to the cooperative Federal-State program. These amendments were designed to help provide for specialized rehabilitation facilities, for more comprehensive services to individuals, and for other administrative improvements to increase the program's overall effectiveness.

COMPLETE LIST OF FEDERAL LAWS RELATING TO THE FEDERAL-STATE VOCATIONAL REHABILITATION PROGRAMS, 1920–64

Act of June 2, 1960 (Public Law 236, 66th Cong.)

Provision for an appropriation of $750,000 for the fiscal year 1921 and $1 million a year for fiscal years 1922 to 1924, for payments to States cooperating in vocational rehabilitation of persons disabled in industry. Federal funds were to be matched by the States, and funds were not to be used for institutions for handicapped persons except for special training of individuals entitled to benefits of the act, as determined by the Federal Board of Vocational Education.

Supplemental acts

Act of March 10, 1924 (Public Law 35, 68th Cong.).—Extended provisions of several grant-in-aid programs, including vocational rehabilitation, to Hawaii.

Act of June 5, 1924 (Public Law 200, 68th Cong.).—Authorized appropriations of $1 million a year for fiscal years 1925–30, for payments to States under similar conditions.

Act of February 23, 1929 (Public Law 801, 70th Cong.).—Provided for a program of vocational rehabilitation in the District of Columbia to be administered by the agency which administered the Federal grants to the States, rather than a District agency.

Act of June 9, 1930 (Public Law 317, 71st Cong.) and act of June 30, 1932 (Public Law 222, 72d Cong.).—Authorized appropriations of $1 million a year for fiscal years 1931–37 for payments to States under similar conditions, except that funds were for persons disabled in industry *or otherwise.* (Executive Order 6166 of June 10, 1933, transferred the functions of the Federal Board for Vocational Education to the Department of Interior, where the functions were administered by the Office of Education.)

Act of March 3, 1931 (Public Law 791, 71st Cong.).—Extended provisions of Vocational Rehabilitation Act to Puerto Rico.

Other changes occurred after the 1932 amendment that affected the law as materially as an amendment of the act. The Social Security Act provided for

increased aid to vocational rehabilitation in recognition of the importance of such work in a permanent program for economic security. The Social Security Act did not amend the Vocational Rehabilitation Act. Rather it authorized certain appropriations to be made in order to extend and strengthen the cooperative program of vocational rehabilitation and "to continue to carry out the provisions and purposes" of the National Vocational Rehabilitation Act of 1920, as amended. The Social Security Act included a permanent authorization, increased grants, and increased support of Federal administration.

Social Security Act (Public Law 271, 74th Cong.).—The Social Security Act authorized additional appropriations of $841,000 for fiscal years 1936 and 1937 and an additional appropriation of $1,938,000 thereafter.

Social Security Act Amendments of 1939 (Public Law 379, 76th Cong.).—The Social Security Amendments increased the authorized annual appropriation to $3,500,000 for grants to the States, set the minimum allotment for any State at $20,000, and authorized $150,000 a year to be appropriated for Federal administration. Also, provided that Puerto Rico should share in the grants for vocational rehabilitation on the same basis as a State.

(NOTE.—The basic rehabilitation legislation remained the Vocational Rehabilitation Act of 1920, as amended in 1924, 1930, and 1932, although the authorization for grants under such basic legislation expired in 1937.)

Vocational Rehabilitation Act Amendments of 1943 (Public Law 113, 78th Cong.), amended and superseded the act of 1920, as amended.—Payments to States with approved plans for vocational rehabilitation were authorized for (1) the entire expense for vocational rehabilitation of the war disabled; (2) half the expense of vocational rehabilitation of other disabled persons, the remainder to be State financed; and (3) the entire expense of administration including guidance and placement services. This law placed the 48 States, Alaska, Hawaii, and Puerto Rico on the same footing with respect to Federal grants. The law also significantly broadened the concept of rehabilitation, to define "vocational rehabilitation services" as "any services necessary to render a disabled individual fit to engage in a remunerative occupation." The effect was to authorize the provision of physical restoration services to remove or reduce disabilities and to make the mentally handicapped eligible for vocational rehabilitation services. In addition, separate State agencies serving the blind came into the Federal-State program for the first time.

Vocational Rehabilitation Amendments of 1954.—Vocational Rehabilitation Act (29 U.S.C., ch. 4), as amended by section 2 of Public Law 565, 83d Congress (Vocational Rehabilitation Amendments of 1954).

Section 2: Grants to States for the basic support of vocational rehabilitation services.

Section 3: Grants to States for the extension and improvement of vocational rehabilitation services.

Section 4: Grants for research, demonstration, and training.

Amendments to the Vocational Rehabilitation Act since 1954.—

Act of August 1, 1956, section 16, Public Law 896, 84th Congress: Extension of provisions of Vocational Rehabilitation Act to Guam.

Public Law 937, 84th Congress (now expired—extended expansion grants program through fiscal year 1957).

Public Law 85–198: Amendments to exempt physicians enrolled in residency training program in physical medicine and rehabilitation from the 2-year limitation on receipt of Vocational Rehabilitation Administration traineeship and permit them to receive a traineeship for as long as 3 years.

Public Law 85–213 (now expired—an extension relating to expansion grant projects).

Public Law 86–70, Alaska Omnibus Act: In connection with Alaska's statehood, amendments of financing provisions for Alaska's basic support program under section 2 of the Vocational Rehabilitation Act.

Public Law 86–624, Hawaii Omnibus Act: In connection with Hawaii's statehood, amendments of financing provisions for Hawaii's basic support program under section 2 of the Vocational Rehabilitation Act.

Public Law 88–605, Appropriations Act: Amendment to authorize as State funds for matching purposes, contributions of funds made by private organizations or individuals to a State to assist in meeting the costs of establishment of a public or other nonprofit workshop or rehabilitation facility, where the contributor imposes a condition limiting the use of such funds to establishment of such workshop or facility.

Randolph-Sheppard Vending Stand Act, as amended (20 U.S.C., ch. 6A).—This act provides that qualified blind persons licensed by a designated State agency shall be given preference to operate vending stands on Federal and other property. Heads of Federal departments and agencies in control of Federal property are required to prescribe regulations designed to assure that such preference is given. The Secretary of this Department designates the State commission for the blind in each State (or, where there is no such commission, some other State agency) as the agency for licensing blind persons to operate vending stands on Federal and other property in such State. In any State having an approved plan under the Vocational Rehabilitation Act, the licensing agency to be designated shall be that which administers vocational rehabilitation of the blind.

Rehabilitation facilities construction provisions of title VI of the Public Health Service Act as amended by section 3(a) of Public Law 88–413, Hospital and Medical Facilities Amendments of 1964 (42 U.S.C., ch. A, subch. IV): In connection with construction and modernization of hospital and other medical facilities, authorizes appropriations for construction of public or other nonprofit rehabilitation facilities.

Disability benefits provisions of the Social Security Act, as amended (42 U.S.C. 421, 422): In connection with the disability determination provisions of the Social Security Act, authorizes agreements whereby responsibility is assigned to State vocational rehabilitation agencies for evaluating the disability and rehabilitation potential of each person who applies for disability benefits under OASI and also requires Federal referral of such persons to the State agency for necessary vocational rehabilitation services.

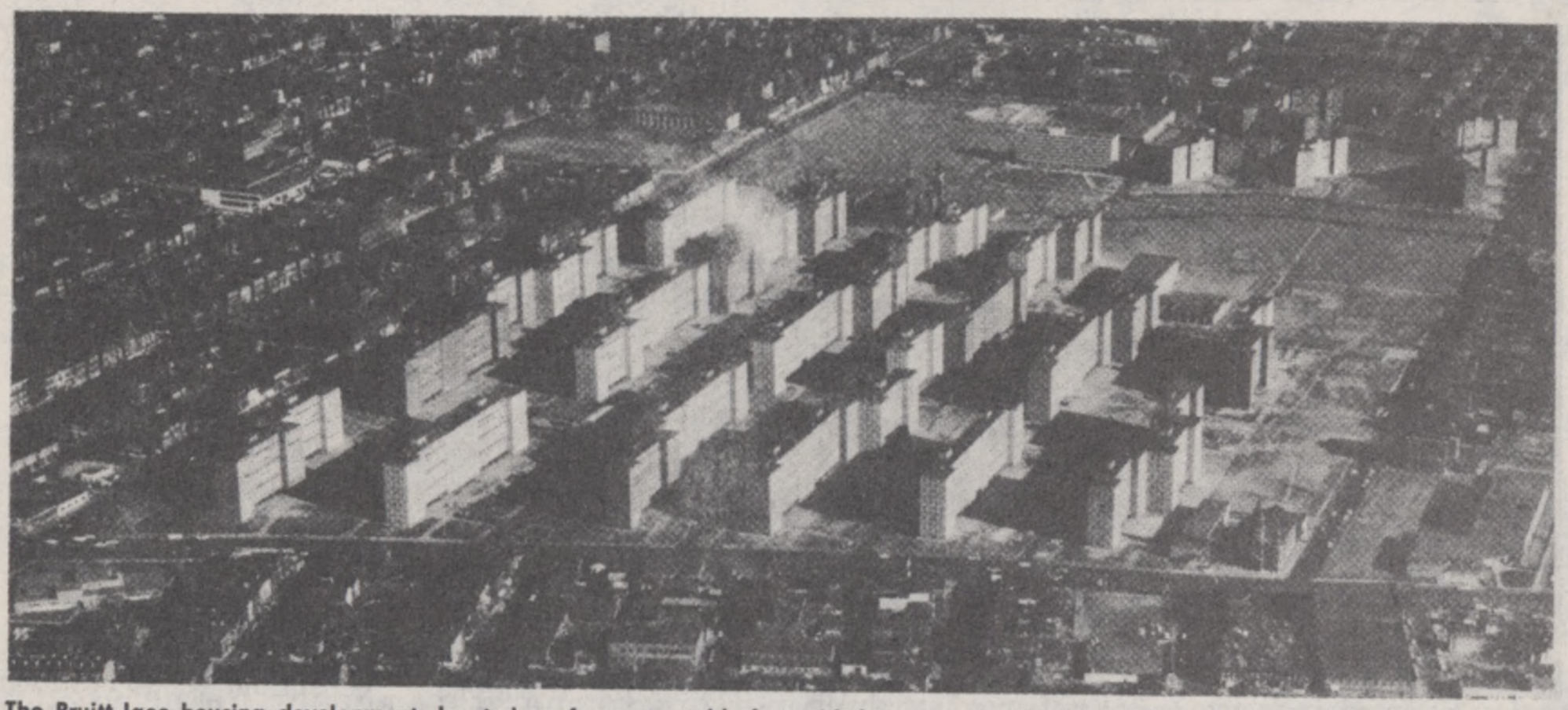
International Health Research Act of 1960 (22 U.S.C., ch. 30; Public Law 86–610) and section 104(K), Agricultural Trade Development and Assistance Act of 1954, as amended (7 U.S.C. 1704, foreign currency program): Legislation in connection with administration of an international research program for the purpose of enhancing rehabilitation research within the United States and over the world.

Public Welfare Amendments of 1962 (42 U.S.C. 303, 603, 1203, 1353, 1387).—Use of State vocational rehabilitation services to assistance recipients or applicants.

Civil Rights Act of 1964 (Public Law 88–352).—Title VI requires that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.

The Vocational Rehabilitation Administration has also been delegated the Secretary's functions under section 9 of the Federal Employees' Compensation Act, as amended (5 U.S.C. 759).

APPENDIX B



The Pruitt-Igoe housing development, located on four square blocks amid the worst slums of St. Louis, is home for 12,000 people, more than half of them living on public assistance.

Attack on Poverty

ALVIN C. McDANIEL

Vocational rehabilitation helps fight want as part of concerted services project for low income residents of public housing.

THE FIRST thing you see when you approach the Pruitt-Igoe low-cost housing project in St. Louis is hundreds of broken windows. Not until you get closer do you notice that many of the windows you thought were whole really are not—they have bullet holes in them.

This housing development went up in 1955 and 1956, replacing four square blocks of ramshackle houses in the midst of a strip of the city known as "Crime Corridor." There are now 33 apartment buildings on this plot of land, each 11 stories high. In the 4-block area live more than 12,000 persons, almost all of them Negroes and almost all of them the very embodiment of big city poverty.

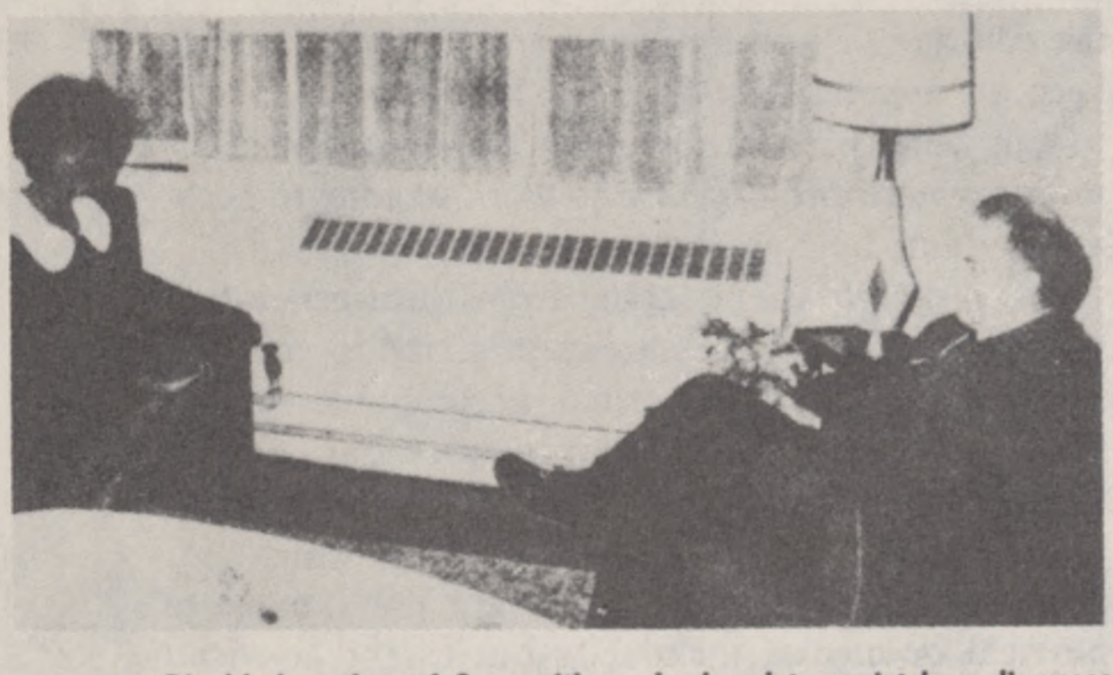
This is a report on the first 2 years of a 5-year vocational rehabilitation project which is operating in Pruitt-Igoe as part of an effort by a number of public agencies to help these 12,000 people to a better way of living. The effort is the first in a series of concerted services projects for low-income residents of public housing, inaugurated by a Joint Task Force of the Housing and Home Finance Agency and appropriate agencies within the Department of Health, Education, and Welfare. Two similar projects are now underway in public housing developments, one in New Haven, Conn., and the other in Pittsburg, Calif. A fourth, which will serve residents of a housing development for the elderly in Miami, Fla., has been announced.

Our part of this overall effort involves persons who have disability in addition to poverty and deprivation. We operate under the direction of the Missouri Division of Vocational Rehabilitation and with financial support from VRA.

We and the people who work in other aspects of

Mr. McDANIEL is director of the vocational rehabilitation project described in this article.

Reprinted from Rehabilitation Record by Vocational Rehabilitation Administration -- DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE



Disabled mother of five, with no husband to assist her, discusses with author her progress in secretarial training.

this project are dealing with predicaments that are especially numerous and unyielding because they are rooted in years, sometimes generations, of destitution. They are the tangled problems of the underprivileged in big city slums everywhere. All vocational rehabilitation programs that enlist in the national effort to do away with poverty must come to grips with the difficult problems of people like those we have been serving during the past 2 years from our office in an apartment at Pruitt-Igoe.

There are 2,400 families in this public housing cluster. Many are from Missouri, some from the old houses that were torn down when the new housing was built. Other families came and continue to come from other States, principally Tennessee, Arkansas, and Mississippi. They fled from rural poverty to urban poverty.

Most of the Pruitt-Igoe families are headed by a mother, not a father, frequently from economic necessity. Under Missouri law, as in some other jurisdictions, a mother cannot receive public assistance for her children if the father lives at home. When the aid check is the only way to buy food and pay the rent, the father leaves home and the family is henceforth without a "consistent man," as our compatriots in the welfare office express it.

Income is low in Pruitt-Igoe, unemployment high. Education is minimal in most cases, and job skills are scarce. Illegitimacy is commonplace; idleness and hopelessness abound.

These things being true, it is not surprising that the crime rate is high here. The elevators, which stop at every other floor, are handy settings for robberies, rapes, and muggings. The culprit can jam the elevator until he has taken a billfold. Then he can stop at a floor, get out, push his victim back in, and send the elevator on, disappearing in the building long before anybody can catch up with him. There have been enough crime headlines about Pruitt-Igoe to make prospective employers recoil when an applicant gives this address.

The St. Louis Division of Public Welfare and the St. Louis Housing Authority are our principal allies in this effort to overcome as rapidly as possible a complex of problems which these people brought with them when they moved to Pruitt-Igoe. Both agencies, like us, have offices within the project. The welfare staff of about 45 administers public assistance to more than half the families in the center. It also provides varied, intensive social services as part of the special project. The Housing Authority carries on its extensive rental program and also offers supportive services for the cooperative project. These offices are major referral sources for us.

In our part of this project, we provide medical service, job evaluation and training, placement—all the normal functions of vocational rehabilitation, plus very intensive counseling and special help.

We may have a client who is ready to go out for a job interview, except that he has no money for bus fare and, having lived in a ghetto, has no idea how to get around in St. Louis. We provide a bus pass, trace the travel route on a city map, and provide written instructions. Or we may have a mother who has fallen behind in rent payment and, just as she starts a job, faces eviction. We get somebody, perhaps the Salvation Army, to advance the rent.

But mostly our two vocational rehabilitation counselors serve as morale boosters—to encourage hope in clients who may never have worked for pay and who find it hard to believe that they ever can get decent jobs and manage a better way of life for their families than the dreary one they have always known. Discouraged, they just don't show up for regular counseling sessions, or they can't quite get up

These two run-down houses are typical of individual residences in neighborhood surrounding the housing center.



A Client Gives Up

Mr. M., a 26-year-old Negro resident of Pruitt-Igoe housing development, was referred to the vocational rehabilitation project last spring by the public welfare office. His diagnosis was arrested tuberculosis. He had a pregnant wife and two children and lived on public assistance payments when he had no job.

In the project he received counseling; medical checkup, and 2 months of training in electrical welding. He did well and planned to study arc welding at night after he got a job.

He was placed on a job at $2.50 an hour, or approximately $100 a week. At the time, he was faced with a large hospital bill for his young daughter, who had been attacked by an unknown assailant and seriously injured. There was no hospitalization insurance.

Upon beginning work, Mr. M. was removed from the welfare rolls in compliance with Missouri law. At the end of his first week of employment, he received a notice from the Housing Authority that his $47-a-month rent would be increased.

Before he received his first salary check, so many calls had come to his place of work from the prosecuting attorney's office, seeking support for his children by a former wife, that he was fired.

His situation: A hospital bill, increased rent, no public assistance, demands for child support from his first wife, expecting another child, no job.

"I can't breathe," Mr. M. told us. He fell behind in his rental payments by $110 and was evicted. His present address is unknown.

the courage to venture into the surrounding city to keep an appointment for a job interview. In lives so long beset with misfortune, we and our associates in this overall project have to work steadily to boost a very faint faith in the future.

Some of our clients come from third-generation welfare families. They are unprepared for and unacquainted with the normal accompaniments of holding a job—reporting every work day, getting there on time, sticking on the job. In a rather tight job market, it is not easy to find employment for these people, whose handicaps are not limited to physical or mental incapacity but extend to social and employment inexperience, the stigma of their address, and their black skins.

The maximum caseload for our counselors is 50 clients, and the other agencies in the project have this same limit. When you are trying to overcome the multiple, lifelong disadvantages of people of the slums, 50 clients is a full load, we all agree.

For reasons such as these, we made little headway during the opening months of our project. Referrals were slow in coming, and often the people who were recommended to us had chronic ailments which could not be alleviated enough to make them employable. But many of the drawbacks which seemed insuperable in the beginning of our work are beginning to give way. We are now getting about 20 referrals a month and about half of them are possibilities for rehabilitation.

We have admitted for service a total of 67 persons. Twenty-nine of them have been placed in jobs. Not all have held the first job or even the second or third, but all are susceptible of employment, and we are continuing to help them find jobs.

We have trained and placed a beautician, shoe repairmen, a telephone solicitor for the local Goodwill office, an assemblyline spray painter, a welder, several laundry workers, and several persons to do capstitching on power machines. Training for this latter work and for some of the other jobs was purchased at the Jewish Employment and Vocational Service. Other training was obtained from other sources or took place on the job.

Our medical services are provided by private physicians and by a psychiatrist who is a consultant on our project.

More persuasive, however, than this limited number of placements are other developments which makes us really confident that our part of this little private war on poverty can be won if it is fought hard and for a long time.



The children of Pruitt-Igoe's 3,000 families amuse themselves at playgrounds like this.

One is the fact that understanding and acceptance of our program has been steadily improving for more than a year. At the beginning, children used to start watching me when I got out of my car, locked it, and walked into my office. Sometimes when our counselors were interviewing or testing a prospective client they would look up and see four or five noses pressed to the window and twice that many eyes following their every move. Somebody watched us, uncomprehendingly, all the time.

My car was broken into once and stolen once. Ours must be the only rehabilitation office in the country that has a file labeled "Break-Ins and Robberies." Between October 1963 and October 1964, our offices were broken into five times, there were three additional unsuccessful attempts to break in, three times bullet holes appeared in our office windows, and we lost an adding machine, two transscribers, two typewriters, and two fans.

There is much less of this now. Other agencies in the project are getting better acquainted with our program, and they send us more clients and more promising clients. Besides, word gets around of some of our successful rehabilitations and the Pruitt-Igoe residents themselves are beginning to understand what we are trying to do. Proof of that is the fact that now, for the first time, we are getting self-referrals.

Latent ambition and hope are beginning to show up, fanned by what we are doing and by the family counseling, home management advice, and other services provided by other agencies. Last summer a group of Mennonite student volunteers came to Pruitt-Igoe with a trailer load of recreational equipment and organized play for the children, to supplement the activities of the center's one recreation facility. Four ministers, under the auspices of the Metropolitan Church Federation, have recently come to work in the project, offering another good source of guidance and help. St. Bridget's Catholic church, located on the edge of the housing development, has been conducting successful tutoring, and several Pruitt-Igoe people have enrolled and have passed their high school equivalency examinations—a big step toward acceptability in a job.

St. Bridget's has also started the renovation of houses in the neighborhood. A Pruitt-Igoe family was the first to move into a restored house, thus satisfying the often-repeated dream of these people—"I would like most to have a house with a yard." This renovation project has also afforded on-the-job training for rehabilitation clients who are interested in the building trades.

A committee appointed by the mayor of St. Louis has formed the Human Resources Development Corporation, which is just beginning a thoroughgoing onslaught against the disadvantages that plague all of the 108,000 residents of Crime Corridor. The corporation will have a branch office in Pruitt-Igoe, and its well-organized and well-financed program can greatly reinforce the work of the concerted services program.

All of these things are bringing about a gradual but perceptible improvement of climate in this housing development. If one were to take our accomplishments thus far in this project and measure them against almost any other vocational rehabilitation program, they would not seem impressive. But a comparison of where we are today with where we were two years ago shows substantial progress.

Not enough social agencies are at work, and those which are need more people and more resources. Well-run educational programs for adults as well as for children would be of tremendous help. So would constructive spare-time activities for this highly concentrated, mostly idle population. Strong community support is needed to provide job training for these people and to help them get solidly established in jobs.

In other words, the problems are still many and difficult, and much must be done before we will feel we have gone far enough toward the solutions that are needed so badly. But a favorable ferment is at work in this congested housing area, and the future looks very much better than the past.

APPENDIX C

WITNESSES, HEARINGS ON VOCATIONAL REHABILITATION ACT AMENDMENTS OF 1965 BEFORE THE SPECIAL SUBCOMMITTEE ON EDUCATION OF THE COMMITTEE ON EDUCATION AND LABOR, HOUSE OF REPRESENATIVES, APRIL 13, 14, AND 28, 1965

Boggs, Mrs. Fitzhugh W., chairman, Committee on Governmental Affairs, National Association for Retarded Children, Inc.
Gellman, William, executive director, Jewish Vocational Service.
Harmon, John C., director, special services and legislative counsel, Goodwill Industries of America.
Krusen, Dr. Frank H., chairman, Expert Medical Committee, American Rehabilitation Foundation.
Nagle, John F., chief, Washington office, National Federation of the Blind.
Page, William K., president-elect. Association of Rehabilitation Centers.
Schloss, Irvin P., legislative analyst, American Foundation for the Blind.
Slicer, Alfred, director, Illinois State Vocational Rehabilitation.
Suazo, Antonio C., executive director, National Association of Sheltered Workshops and Homebound Programs, Inc.
Switzer, Mary E., commissioner, Vocational Rehabilitation Administration, Department of Health, Education, and Welfare, accompanied by Russell J. N. Dean, Samuel E. Martz, Joseph Hunt, and Emily M. Lamborn.
Whitten, E. B., director, National Rehabilitation Association, accompanied by Dr. A. P. Jarrell, president, National Rehabilitation Association, and administrator of the Georgia Rehabilitation Agency.

PREPARED STATEMENTS, LETTERS, SUPPLEMENTAL MATERIAL, ETC.

Arneson, Kathaleen C., legislative consultant, Department of Health, Education, and Welfare.
Biemiller, Andrew J., director, Department of Legislation, AFL–CIO.
Cruikshank, Nelson H., director, Department of Social Security, AFL–CIO.
Boggs, Mrs. Fitzhugh W., chairman, Committee on Governmental Affairs, National Association for Retarded Children, Inc.
Doyle, Patrick J., M.D., Acting Commissioner, Vocational Rehabilitation Administration, Department of Health, Education, and Welfare.
Erickson, Allan R., personnel director, Goodwill Industries of Oregon, Portland, Oreg.
Fogarty, Hon. John E., Representative in Congress from the State of Rhode Island.
Gellman, William, Ph. D., executive director, Jewish Vocational Service & Employment Center, Chicago, Ill.
Harmon, John C., Jr., director, special services, Goodwill Industries of America, Inc.
Holderman, Mrs. Beatrice, director, State of New Jersey Rehabilitation Commission.
Krusen, Dr. Frank H., chairman, Expert Medical Committee of the American Rehabilitation Foundation.
Matsunaga, Hon. Spark M., Representative in Congress from the State of Hawaii.
Moriarty, Edward J., director, Bureau of Vocational Rehabilitation, Ohio State Board of Education.
Nagle, John F., chief, Washington office, National Federation of the Blind.
National Rehabilitation Association.
Page, William K., president-elect, Association of Rehabilitation Centers.
Paralyzed Veterans of America and the National Paraplegia Foundation.
Place, Hermann G., president, Institute for the Crippled & Disabled, New York, N.Y.
Priest, Charles L., executive director, Goodwill Industries of Wisconsin, Inc., Milwaukee, Wis.
Russell, Don. W., director, Commonwealth of Virginia Department of Vocational Rehabilitation.
Schloss, Irvin P., legislative analyst, Washington office, American Foundation for the Blind.
Schweikert, Harry A., Jr., executive secretary, Paralized Veterans of America.

Switzer, Mary E., Commissioner, Vocational Rehabilitation Administration, Department of Health, Education, and Welfare.
Szenas, James J., executive director, Goodwill Industries Rehabilitation Center.
United Cerebral Palsy Associations, Inc.
Viscardi, Henry, Jr., president, Abilities, Inc., Albertson, N.Y.
Walker, Crayton, director, American Hearing Society.
Weingold, Joseph T., executive director, New York State Association for Retarded Children, Inc.
Weyforth, B. Stuart, Jr., president, board of directors, Goodwill Industries of Chicago and Cook County, Ill.
Whittier, Sumner Gage, executive director, National Society for Crippled Children & Adults.

APPENDIX D

REHABILITATION a decade hence

MARY E. SWITZER, Commissioner of Vocational Rehabilitation

THE TENTH anniversary of the most far-reaching legislation in vocational rehabilitation history comes at a time when this country is experiencing sweeping changes in its economic and social structure.

Our affluent society is deeply concerned in 1964 with those among us who are not affluent—who in fact live in poverty which they cannot overcome.

A comprehensive civil rights bill has just been passed, reflecting a disturbed national conscience for our fellow citizens whose deprivations are more difficult and more complex, even, than economic hardship, and harder yet to overcome.

How very significant are these feelings and these changes for the vocational rehabilitation program!

For all of its history, this program has been working for an even break for a special group of disadvantaged persons—the handicapped. We are increasingly impressed as the years go by with the fact that disabled people are often barred from full participation in the kinds of lives many of us enjoy, not so much by their disabilities as by the general public attitude toward those disabilities, which in turn influences the disabled person's self-concept.

Now the country is aroused by the contradictory spectacle of a thriving society in which large numbers of people live in grinding poverty or find their lives constricted and defeated by their color or their national origin—or both.

Those who work with and for disabled people know well the complicated and trying problem of dealing with public concepts and attitudes. They know the pitfalls of the easy answer, the quick solution.

But they know also the approaches and techniques that must be used to elevate disadvantaged people to a new plane of living and achieving. What rehabilitation programs have demonstrated for physically and mentally handicapped people can and must be translated into rehabilitation-minded programs which will use the same methods and produce the same results for the much wider audience our Nation now faces among the so-called "hard core" groups of the disadvantaged, the unemployed, and the socially adrift. This is a contribution we must make to the many agencies and groups which will mount these massive new attacks on old problems. In the process, we will help many disabled people but we will help the Nation even more.

In today's turbulent events, the prospects for achieving many of our long-sought dreams and goals for the rehabilitation of the disabled improve dramatically. The pyramiding effect of the broad gains in rehabilitation in this country—not alone in the vocational rehabilitation program but equally in the many other segments of the entire movement—is building this restorative concept into the minds and the plans and the programming of hundreds of groups which knew little or nothing of rehabilitation 10 years ago. The cumulative effect will have a tremendous impact during the next 10 years on health, education, and welfare; it will reach to patterns of social policy and practice which today are considered only distantly related to rehabilitation, if at all.

Vocational rehabilitation, like many other aspects of human affairs, has evolved through three stages of public attitudes—compassion without action, followed by willingness to act for economic reasons, followed by willingness to act for social reasons. It seems to me that we are at a transitional stage

between the last two, with almost universal acceptance of the economic soundness of returning disabled people to employment and a slowly growing philosophy that an advanced civilization like ours should so order its system that all disabled people will be restored as fully as possible, regardless of any economic benefits to anyone.

It is this emerging situation which calls so loudly for action by other agencies in concert with the vocational rehabilitation agencies. The reach of rehabilitation already transcends this one public program; the hundreds of voluntary groups and facilities, universities, public agencies in health, welfare, and special program fields must organize and get on with aggressive rehabilitation programs to meet the current and impending demands for rehabilitation services. Many already have begun. In many places, the active working cooperation between these agencies and the vocational rehabilitation agencies, between other public and private agencies, is excellent. In other places, it is disappointing. One of the great tests of the next 10 years will be to see whether, when the developmental state of rehabilitation in the United States gives way to a massive attack upon disability among our people, the rehabilitation movement can merge group interests into a truly cooperative national effort.

In any 10-year forecast, one thing is certain: The long-time goal of rehabilitating 200,000 persons in a year through the Federal-State program will be achieved and surpassed. In fact, within 5 years we will reach this goal or be so close to it that the future of the vocational rehabilitation program—its aims, its contributions, and its role in the whole rehabilitation movement—will require our serious study. While population increases and other factors may require some upward adjustment in the goal of 200,000, the program growth will be so strong that the result will be about the same.

Once we are on a current basis—that is, when the number of disabled people being rehabilitated into employment each year by public and private agencies equals the number of new cases coming into the picture each year—we shall have to consult with many organizations and draw up a national plan which addresses itself to a backlog well in excess of 2 million disabled people who are capable of rehabilitation.

This is in no sense an impossible task. It is both feasible and necessary. Much of the groundwork has been laid already.

Consider some of the ways in which the focus of our national interest has changed in the direction of a rehabilitation philosophy:

Since the end of World War II, we have operated a national system of Selective Service to assure a supply of young men for the armed services and to provide a pool of men with some military experience should a national emergency arise. During this period our predominant concern has been with the needs of the military for manpower. Benefits have accrued to those inducted, in terms of inservice training, health care, and other services—but too few people concerned themselves with the fate and the future of the large numbers of young men found unfit and rejected.

This is changing. In January of this year, the President's Task Force on Manpower Conservation startled many people with its report, "One-third of a Nation," revealing that if all 18-year-olds were examined for induction, one-third of them would be found unqualified—and that of those actually being examined, half are being rejected. Among these rejectees, about half are screened out for medical reasons and the other half because they fail the mental tests.

Even when allowances are made for the fairly high standards now used by the armed services to determine fitness, this is a situation which has properly shocked many people. The reasons for this rate of deficiency among our youth are fairly well known; what to do about them is not so widely agreed upon. It is at this point that the emerging concept of rehabilitation seems apt to play an important role. Many of these young men with marked physical handicaps or mental retardation are seriously in need of a good rehabilitation program in the customary sense; they need an organized approach to the evaluation of their total problem and prompt followup of services to deal with the problem. But large numbers of them do not need to come to a rehabilitation agency if other health and educational agencies can fashion programs which look beyond one health or educational defect and help the young person plan and carry out a personal program which solves his total problem.

If this approach can be inculcated in the next few years as a national social corollary to a military necessity, we may make historic strides toward bringing many of our health, education, and welfare problems under control through this direct attention to youth. It will leave us, however, with no new answers for the equally large number of

young women with equally difficult problems, for whom this vehicle offers nothing.

The potential of rehabilitation has not been missed in the insurance field. For several years now, some of the larger insurance companies have experimented with rehabilitation for severely disabled policyholders receiving monthly insurance payments aimed at restoring them to the point where they can resume employment and terminate or reduce the monthly payments. State workmen's compensation agencies, which for so long have been deeply involved in this dual question of disability payments and rehabilitation, are taking a new look at their operations. Organized labor, mainly through its health and welfare benefit programs, is steadily moving further into the rehabilitation picture, both at the bargaining table and in the conduct of its own programs for members.

It seems inevitable that the national program of insurance for workers under Social Security will take some similar step for the disabled beneficiaries on its rolls. The Social Security Administration, the Vocational Rehabilitation Administration, and the State vocational rehabilitation agencies have worked cooperatively for 10 years in making disability determinations on covered workers who apply for benefits. During those 10 years, the State rehabilitation agencies have gained much experience in working with and rehabilitating the disabled on Old-Age and Survivors' Disability Insurance rolls. Research projects, begun 4 years ago, are providing an extremely useful picture of the potential of this group. Just as the rehabilitation of disabled persons in other insurance programs has been financially attractive and socially desirable, the same will be true of a more substantial and more uniform program to bring as many disabled OASDI beneficiaries as possible back to employment, with an end to the cost of their disability payments and the resumption of their payroll tax payments into OASDI's disability trust fund.

How much attention has been given to the problem of the disabled prison inmate? How much, if any, has his disability contributed to the fact that he is in prison? When he is paroled, what are his chances for a successful, law-abiding life—faced with the dual handicap of a disability and a prison record?

This is not a side issue in dealing with public offenders. A study in one Federal prison revealed that nearly half its population were mentally retarded; a study in a State penitentiary produced about the same results. Physical handicaps were much fewer in number but important.

In the next 10 years we will see a major effort to combine vocational rehabilitation programing with that of penal officials and parole officials, to add some components that are now missing when the prisoner faces "the outside." In fact, the basic cooperative planning of the Vocational Rehabilitation Administration, State rehabilitation agencies, the Federal Bureau of Prisons, and the Federal Probation Service is under way already.

It should not stop at Federal prisons. Basically the same problem and the same opportunities exist in State penal institutions, and I believe we will see the States move into this problem in this manner during the next 10 years.

There is another situation in which I believe the Federal Government and the States will share experiences and help move ahead with a rehabilitation problem. This is in the employment of handicapped people and particularly the mentally retarded. As a result of many things—the direct action of the late President Kennedy and his Panel on Mental Retardation, the work of the National Association for Retarded Children, the enactment of key new legislation by the Congress last year, and many other developments—the scene has been set for one of the most phenomenal attacks on disability that this country has seen. Research, service, training, employment—all have been embraced in this national effort. In vocational rehabilitation we have been tremendously encouraged, for most of the State rehabilitation agencies had been hard at work on the problems of rehabilitating the retarded for several years and had shown regular increases in the number of retarded who were being rehabilitated each year. Our research program was sponsoring a growing number of projects as well. We joined with the President's Committee on Employment of the Handicapped and many others to help make certain that in the midst of intense interest in the retarded child, the pressing need for evaluation, job training, and placement of the retarded youth and adult did not get submerged.

One of the outcomes was a new arrangement with the U.S. Civil Service Commission to open more Federal jobs for properly prepared retarded persons. Large numbers of such jobs in many places throughout the country can be performed just as well by retarded people as by other employees, provided they are carefully selected and are not excluded without a chance. The Civil Service

Commission showed real insight and leadership in setting up this special program. State vocational rehabilitation agencies will be able to assure the local Federal hiring agency of the retarded person's capacity to do a job and to help make any subsequent adjustments that may become necessary. As a result, we will see a decided increase in employment opportunities for the retarded in the Federal Government on jobs they can perform well.

This can be, and should be, a pathfinder project for all State and local governments to note and use. There are nearly three times as many employees in State and local government as there are in Federal Government. A few States have begun already; one excellent study of employment of the handicapped in State government has been done in West Virginia. Many other States can be expected to move more aggressively in employing the handicapped, and particularly the retarded.

One of today's trends may well become a pattern which shapes much of vocational rehabilitation's future. This is the increasing number of communities which are asking the help of the vocational rehabilitation staff with the problems of handicapped students in the local high schools. Part of this stems from widespread public attention to the school dropout problem; part of it arises from thoughtful school officials who know from experience that youngsters with serious physical or mental handicaps need more than a high school diploma if they are to be successful later, either in college or in getting and keeping a job at which they can make a decent living.

These cooperative projects between school and rehabilitation authorities could, if operated in all communities, eliminate most of the vocational rehabilitation problem at the decisive point in these young people's lives, saving them years of frustration and dependency and saving the taxpayers the great costs of prolonged idleness and higher rehabilitation costs later.

Some elements of the picture in the years just ahead are quite predictable. We will see the results, the benefits, of many investments made during the past 10 years—the fruits of our research, a marked increase in the supply of trained professional rehabilitation workers, a new supply of practicing physicians in all specialties who learned the essence of rehabilitation philosophy and practice while still in medical school, a sharp increase in the number and quality of rehabilitation centers and workshops.

So I view the outlook for the next 10 years with a profound sense of confidence. It is a picture which is not only in keeping with the needs of our disabled people; it is equally in keeping with the social changes that are ahead for our country.

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