

in the prevention of blindness. We are concerned with the amendment of section 702 (a) to the end that the term "crippled children" shall be construed to mean, or the words shall be added including children with seriously defective vision. That would enable the States to do the work for those who are partially blind, which would be very helpful in alleviating the condition of those children. That I shall leave as a suggestion for an amendment to section 702 (a).

The other is the amendment to the economic security act which will provide aid for the blind and which has been proposed by Mr. Irwin and his associates, which is acceptable to those interested in the prevention of blindness, since the Federal grant carries the provision that these funds may be used whenever sight may be restored by medical or surgical services.

I should like to file a suggested amendment to section 702 (a) of the economic security bill as follows:

The National Society for the Prevention of Blindness has always been concerned with that group of children having seriously defective vision from two points of view:

(1) That these children, who are not blind, but have too little sight to be educated in regular school classes, shall secure an education which shall fit them for life.

(2) That the eye condition of such children shall be helped whenever possible by medical or surgical attention to the end that they may not finally become blind.

The child with seriously defective vision deserves help equally with the child seriously crippled from any cause. Section 702 (a) of title VII of the economic security bill provides for Federal aid to cooperating States for crippled children. We pray that this bill may be amended by adding the words "including children with seriously defective vision", wherever the words "crippled children", appear in section 702 (a) of the economic security bill.

Senator **GEORGE**. The committee may be able to take the testimony of the other witnesses that you have before we conclude the morning hearing, although there are a number of witnesses and it looks rather doubtful. We will try if possible to do so.

Mr. **CARRIS**. The president of the American Association of Workers for the Blind and also the president of the Association of State Executives are the State commissions for the blind and would like to say just a few words if they may have the opportunity.

Senator **GEORGE**. We will try to have them heard this morning. I am not certain. I am sorry that we cannot work it into the hearings consecutively so that it all appears in one part of the record. Thank you very much.

The **CHAIRMAN**. The next witness is John W. Studebaker, Commissioner of Education, Interior Department.

#### STATEMENT OF **DR. JOHN W. STUDEBAKER**, COMMISSIONER OF EDUCATION, INTERIOR DEPARTMENT, WASHINGTON, D. C.

Mr. **STUDEBAKER**. I can pursue either 1 of 2 courses, Mr. Chairman, and I shall be glad to leave it with you to decide which of the two I should follow: I can expedite the hearings by providing without reading two statements which if I should read would require perhaps 10 minutes. I can make therefore a few preliminary explanations and then file these two statements if you should prefer that procedure, or I can read the two statements if you should care to discuss them with me.

The CHAIRMAN. The committee will leave that with you, You may file the statements for the record. Of course the full committee is not here this morning, as you see, but if you wish to insert them in the record, you can make a preliminary statement regarding them and put them in the record.

Mr. STUDEBAKER. Perhaps that would save your time.

My purpose in general is to present some suggestions which will preserve a.11 of the purposes of sections 702 and 703 of title 7 of the bill as I understand the broad purposes to be (namely, to provide for the medical and physical care of certain types of children and certain aspects of "child welfare work", so called), and which will at the same time clarify the phrasing used in the measure so that it is clear that under the auspices of the Children's Bureau the work done for children would be confined to medical and physical care and so-called "general welfare" among defective and delinquent children.

Senator COUZENS. Are you only going to discuss the children's phase of it?

Mr. STUDEBAKER. That is right. Then in addition to presenting the suggestions which I think will clarify the ambiguity in those two sections, some of which result from the use of such a phrase as "and other services", I am suggesting for your consideration the provision of educational services, stated specifically as such, in order that, if such security is provided for the children as may be given to them first by physical rehabilitation and second by education, we shall have carried the process to the point where that kind of self-reliance is given to children which really enables them to feel some degree of security in the world.

Senator COUZENS. Is it not a fact that many of the States are giving these crippled children an education?

Mr. STUDEBAKER. One of the statements, Senator, which I shall file will provide some facts on that. Our records show that only 16 States up to 1931 had provided legislative authorization for the education of crippled children, while only 19 had provided legislative authorization for education of blind or partially seeing children in local school systems. As against the 16 States which have provided legislative authorization for the education of crippled children, only 12 among the 16 were providing financial assistance to the local communities in support of education of crippled children.

I show in the facts which I am filing that while there may be approximately 300,000 crippled children alone, using "crippled" in the sense of abnormalities of muscles and bones, not of hearts and eyes, and so forth-of 300,000 crippled children, perhaps 100,000 need special school facilities, and only about 17,000 have them.

I am convinced, for one, after having a good deal of personal experience with this problem., that it is of such a highly specialized nature that the States need stimulation by the Federal Government in order to enact legislation that will wipe out the tariff barriers of boundary lines among the school districts and let these children move freely over the State to find those locations which local communities will eventually provide in which they can be given a fair chance. Wherever progressive legislation in behalf of physically handicapped children has been provided, that basic principle is involved, that is the State steps into the picture to make up to the local communities all or a large part of the difference between the cost in that local community

of educating the physically handicapped child and the cost of educating the so-called "normal child." That takes the burden off the local communities of doing what is really a State problem.

The question I presume that you will have to face is the extent to which you will consider this to be a national problem, but I can see that with a relatively small sum of money judiciously distributed to the States there would be provided to all of the States such a stimulus to enact that kind of legislation as to bring about within 4 or 5 years great progress not only in physical rehabilitation as provided under sections 702 and 703 with the amendments I have suggested, but, carrying the process further, in giving these youngsters a fair chance in education.

The CHAIRMAN. Was this proposition presented to the committee?

Mr. STUDEBAKER. I should explain that I have been here only a short time and by the time I arrived the report was concluded, so far as I know. We were not asked to contribute but I think nobody was to blame for that.

The CHAIRMAN. Have you presented the matter to the Ways and Means Committee of the House?

Mr. STUDEBAKER. Yes, and I consulted some members of the committee on economic security after we discovered these statements.

The CHAIRMAN. What is the amount that you suggest?

Mr. STUDEBAKER. My first suggestion is to clarify certain ambiguous phrases in the bill, with the consequent elimination of any possible involvement of education from the provisions of sections 702 and 703 of title 7. My second suggestion is to add a new title to the bill making an annual appropriation of \$10,000,000 for educational provisions for physically handicapped children, to be administered by the United States Office of Education as the appropriate Federal agency.

The CHAIRMAN. We will put into the record the suggested amendments.

Mr. STUDEBAKER. Yes, sir. I have these two statements which I have not taken the time to read.

The CHAIRMAN. They will be incorporated in the record as part of your testimony.

(The statements referred to are as follows:)

MEMORANDUM REGARDING S. 1130, KNOWN AS THE "ECONOMIC SECURITY BILL"

Title 7 of the bill includes section 702 on the care of crippled children and section 703 on aid to child-welfare services. In each of these two sections it is assumed that the responsibilities involved, which are assigned to the Children's Bureau in the Department of Labor, relate only to the physical welfare of children and to those services commonly known as "child-welfare" services. Yet in several instances the phraseology is so indefinite and vague that considerable confusion will arise in the administration of the provisions of the bill, should this phraseology be allowed to remain in the measure. Educational, health, and welfare services are so intimately related that the utmost caution needs to be observed to obviate duplication and overlapping of functions among the separate agencies concerned.

During recent decades, educators have come to recognize that schoolroom activities dealing with the ordinary subjects of the curriculum are frequently made less effective if not actually nullified by what goes on outside the schoolroom. In consequence of this, schools have developed various types of educational programs designed to serve the needs of crippled, delinquent, and otherwise handicapped children. Such programs include:

(1) Parental schools providing a 24-hour program for children presenting behavior problems which cannot be satisfactorily adjusted under existing home conditions.

(2) Schools employing visiting teachers who combine excellent education with social work techniques and go into the homes to discover the conditions which tend to prevent children from doing well in school.

(3) Appropriate school services for the socially maladjusted and the mentally retarded, in which groups it is assumed that children designated in the act as those "in danger of becoming delinquent" would be included.

(4) Schools offering special services for crippled children. Such schools, for example, as those in Chicago, Detroit, Des Moines, and many other cities, are not only examples of excellent education but they illustrate also the appeal which the welfare of these unfortunate children has to the hearts of the communities in which they live. In the furtherance of coordinated educational programs, school buildings have been equipped with modern facilities for such medical, orthopedic, and nursing care as crippled children may need throughout the school day.

(5) Schools developing programs of adult education, especially parental education, in the hope of uniting the intelligent efforts of parents with the efforts of the teachers in better understanding and educating the children.

In view of the situation indicated above, it is believed appropriate steps should be taken to effect two changes in the bill, as follows:

(1) Clarification of certain ambiguous phrases, with the consequent elimination of any possible involvement of education from the provisions of sections 702 and 703 of title 7; (2) addition of a new title making an appropriation for educational provisions for physically handicapped children, to be administered by the appropriate Federal agency. The following suggestions relating to the details of each of these changes are hereby submitted for consideration and endorsement:

A. Changes needed to clarify ambiguous phrases and to eliminate education from involvements of present bill:

1. Section 702 (a) (p. 54, line 4), change the phrase "medical care and other services for crippled children" to "medical care and other services for the physical welfare of crippled children."

2. Section 702 (a) (p. 54, lines 16 and 17), change the phrase "facilities for diagnosis and care, hospitalization, and after care" to "facilities for medical diagnosis and physical care, hospitalization, and convalescent care."

3. Section 702 (b) (p. 55, line 5), change the phrase "medical care and other services for crippled children" to "medical care and other services for the physical welfare of crippled children."

4. Section 702 (b) (p. 55, lines 16-18), change the phrase "facilities for locating and diagnosing children \* \* \* and after care" to "facilities for location and medical diagnosis of crippled children \* \* \* and convalescent care."

5. Section 703 (a) (p. 56, lines 6-8), change the phrase "welfare services for \* \* \* dependent and neglected children and children in danger of becoming delinquent" to "child welfare services for \* \* \* dependent neglected, and predelinquent or delinquent children."

B. Suggestions for an additional title to be added to the bill, to provide for the education of physically handicapped children:

1. In order to enable the Federal Government to cooperate with the State agencies concerned with the education of physically handicapped children, there is hereby appropriated for the fiscal year ending June 30, 1936, from funds in the Treasury not otherwise appropriated, the sum of \$10,000,000, and for each fiscal year thereafter there is authorized to be appropriated \$10,000,000, same to be allocated to the United States Office of Education in the Department of Interior to be expended for the education of physically handicapped children as hereinafter provided.

2. For the purposes of this Act physically handicapped children shall include the crippled, the blind and partially seeing, the deaf and hard of hearing, children having cardiac difficulties, children having tuberculous tendencies, and other children who are physically handicapped to the degree that they need special educational facilities.

3. From the amount appropriated, so much, not to exceed 5 per centum, as the United States Office of Education shall find to be necessary for administering the provisions of this section and for investigations and reports related thereto, shall be deducted annually for these purposes to be available until expended.

4. The remainder shall be allotted to the States on the basis of population, for providing education and educational facilities for physically handicapped children: *Provided*, (a) That no allotment under this subsection shall exceed the sum made available by the State or local community, or both, for purposes of this section.

(b) That in every case the State shall present proof that there is either embodied in the statutes of the State or otherwise provided a specification designed to assist local school units in carrying the excess burden of cost involved in the education of physically handicapped children over and above that required for educating normal children.

(c) That a State plan be set up for administration of funds and for their equitable distribution regardless of locality, race, color, or economic status of the children concerned; for supervision of the work done; for necessary interschool or inter-district arrangements; for transportation; and for other provisions essential to the carrying out of this Act.

(d) That allotments within the State may be made in conformity with population distribution, administrative organization, and other factors conditioning educational costs

(e) That not more than 25 per centum of the fund allocated to any State shall be used for residential schools or institutions for physically handicapped children.

5. When the Commissioner of Education deems a State plan and the administration thereof to be in reasonable conformity with the provisions of this section, he shall approve the same and send due notice of such approval to the Secretary of the Interior and the State agency concerned

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FACTS CONCERNING EDUCATIONAL FACILITIES FOR PHYSICALLY  
HANDICAPPED CHILDREN, SUBMITTED BY JOHN W. STUDEBAKER,  
U. S. COMMISSIONER OF EDUCATION

A. Figures showing approximate incidence of physically handicapped children needing special educational care, and approximate number now enrolled in special schools and classes of either day school or residential type.

	Incidence	Enrollment in special schools and classes
Crippled children.....	100,000	17,000
Blind or partially seeing .....	65,000	11,000
Deaf or hard of hearing.....	350,000	21,000
Tuberculous, pretuberculous, cardiac .....	1,000,000	50,000

Figures based on findings of White House Conference of 1930 and Biennial Survey of the Office of Education. They are estimates only, since no adequate census has ever been made. A comparison of these figures (incidence with enrollment) shows the tremendous need for increased educational facilities for physically handicapped children who need special services.

B. Approximate average per pupil cost of educating certain groups of physically handicapped children in special day classes (exclusive of cost of buildings or permanent equipment):

Crippled.....	\$200
Blind.....	375
Partially seeing .....	200
Deaf.....	350
Tuberculous, pretuberculous, cardiac.....	125

Figures taken from Biennial Survey of Office of Education. They show the great need for special assistance to local communities in meeting the excess cost of educating physically handicapped children over and above the cost of educating normal children.

C. Number of States giving legislative authorization and special financial aid for special education of certain types of physically handicapped children in local school districts.

	Number of States	
	Legislative authorization	Special financial aid
Crippled.....	16	12
Blind or partially seeing.....	19	12
Deaf or hard of hearing.....	19	14
Tuberculosis, pretuberculosis cardiac.....	12	4

Figures taken from study published by Office of Education in 1931; they show the need of Federal aid to promote and develop the educational program in the States for physically handicapped children.

EXAMPLES OF PROGRESSIVE STATE LEGISLATION AFFECTING EDUCATION OF PHYSICALLY HANDICAPPED CHILDREN, SUBMITTED BY JOHN W. STUDEBAKER, UNITED STATES COMMISSIONER OF EDUCATION

*Maryland.*—And wherever the city of Baltimore or any of the counties of the State shall inaugurate a special program of instruction under standards, rules, and regulations, of the State board of education to meet the needs of any child whose handicap is physical only and whose needs are not met by ordinary school facilities, the city or counties so providing the same shall be entitled to receive, toward the cost of teachers, special equipment, nursing, therapeutic treatment, and transportation, an amount not to exceed \$200 per child, to be paid by the State of Maryland out of a special fund to be appropriated for such pur-

pose in the State public-school budget. The State superintendent of schools shall ascertain the respective amounts the city of Baltimore and the counties shall be so entitled to receive from the State under this section, and when such amounts are so ascertained, the State superintendent of schools shall certify the same to the State comptroller.

Wisconsin.—In excess of \$70 per child \* \* \* the amount apportioned to any board shall not be in excess of the following \* \* \*. (a) For each pupil residing in the district and attending \* \* \* such day school \* \* \* or \* \* \* class for the deaf or blind, \$250; for children physically disabled, \$300; (b) for each pupil residing outside the district, but within the State, who attends \* \* \* such day school or class \* \* \* \$400; for children physically disabled, \$450. (Transportation for the physically disabled is also furnished.) (Laws of Wisconsin, 1927, ch. 488.)

California.—The average daily attendance of physically handicapped pupils shall be included in the total average daily attendance of the district for purposes of the usual State and county apportionments on average daily attendance and teacher units. In addition to the above apportionments the State and county will reimburse the district for the amount of the excess cost of educating physically handicapped children when the cost is more than the average cost of educating a normal child in said district. Such reimbursement, however, cannot exceed \$100 each from the State and the county for each unit of average daily attendance of physically handicapped children. Excess cost is determined by computing the difference between regular classes and the average current expenditure for each unit of average daily attendance of physically handicapped pupils. The district must furnish the buildings and equipment, as items expended for capital outlays cannot be included in figuring the cost of this special instruction. (Abstract of law.)

The CHAIRMAN. The next witness is Francis D. Tyson, Professor of Economics, University of Pittsburgh.

STATEMENT OF FRANCIS D. TYSON, PROFESSOR OF ECONOMICS,  
UNIVERSITY OF PITTSBURGH, PITTSBURGH, PA,

Mr. TYSON. I may say, gentlemen, that I have been a member of the State committee on unemployment reserves, and I should like to address my brief remarks particularly to the unemployment compensation sections of this act.

I would like first of all to pay a tribute as a student to the courage and wisdom of the President in launching this economic security program to protect the citizen, as he put it, from the major hazards and vicissitudes of modern life, through having us devote our attention this winter to the enactment of social-insurance measures.

Social insurance has been an institution operating practically in Europe for 50 years, but is relatively unfamiliar with us; and in Pennsylvania, as Senator Guffey knows, we have been working for 20 years with these measures. Our first experience began in 1915-16, with the workmen's compensation commission and the enactment of our compensation law.

I think, gentlemen, you have brought the issues out of the field of academic and commission discussion into the field of practical experiment. The omnibus bill, as I read it, seems to be quite ingenious and very constructive from the standpoint of the adoption of a national program, in general, in old-age security! and children's assistance phases. It seems to me the old-age security provisions leave little or nothing to be desired.

I would, if there is time, just suggest one or two possible minor adjustments. I should think that rather than have the old-age pensions identified with the Federal Emergency Relief Administration it might be well if you should consider establishing an independent