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# The growth and development of a program for exceptional children in the state of West Virginia

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THE GROWTH AND DEVELOPMENT OF A PROGRAM  
FOR EXCEPTIONAL CHILDREN IN THE  
STATE OF WEST VIRGINIA

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A Thesis  
Presented to the Graduate Faculty  
of the University of Richmond

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Science in Education

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by  
Marcia Walker Blandau  
August 1, 1957

APPROVAL SHEET

The undersigned, appointed by the Chairman of the Department of Education, have examined this thesis by

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Candidate for the degree Master of Science in Education and hereby certify their approval of its acceptance.

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## CHAPTER I

### THE PROBLEM AND PROCEDURES OF THE STUDY

West Virginia is a comparatively young state. Special Education in the public schools is younger still. Throughout the history of West Virginia, the state has had financial difficulties and political factions.<sup>1</sup> When West Virginia became a state she had no institutions, no social organs to provide for the general welfare, no common schools, no normal schools, and no university.<sup>2</sup> Within sixty-five years the state had provided twelve institutions for exceptional children. And today, six years before the state celebrates its first centennial, West Virginia has a well established special education program.

### THE PROBLEM

Statement of the problem. The purpose of this study was to investigate the development of special education in West Virginia by (1) studying the underlying concepts that were responsible for the recognition of "exceptional" needs, (2) tracing the first assistance by West Virginia to meet

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<sup>1</sup>C. H. Ambler, A History of West Virginia (New York: Prentice-Hall, 1933) pp. 357-366.

<sup>2</sup>J. M. Callahan, Semi-Centennial History of West Virginia (Charleston: Semi-Centennial Commission, 1913) p. 229.

the needs of its exceptional children, (3) finding the factors which expanded this assistance to the free public schools, and (4) noting the possible steps which the state might attempt to take in the future.

Importance of the study. One value of this study is that it is the first study of its kind for the state of West Virginia. Since the Special Education Program is new to the state, no other study has attempted to measure its growth.

It is also important because it reviews progress. Birth, growth, and development all contribute to the picture of progress. The story of the concepts underlying the development of such a program are here recorded.

It brings together, in one volume, the story of an important phase of education; and will cause those who heretofore had not known of its extent, much less its potentialities, to support wholeheartedly the advances of this important program which had devolved upon the state.

## II. PROCEDURES USED TO DEVELOP THE STUDY

Sources and methods of collecting data. The methods of investigation used in the development of this study are as follows:

1. A review of current literature in specific fields:

no program in their county system.

7. Notes from courses and observation periods during college study of exceptional children.
8. Personal discussion and written correspondence with Miss Frances Scott, State Director of Special Education, Charleston.
9. Information received from Dr. D. L. Strunk, School Psychologist, Cabell County Schools, Huntington, W. Va.
10. Interviews with two special teachers, each of whom came from different counties. This was to get an objective picture of local programs.<sup>3</sup>
11. Questionnaires to the county superintendents concerning the following:
  - (1) Type of special education program they have.
  - (2) Number of special teachers employed.
  - (3) Type of handicapped children trained under the program in their county.
  - (4) The special techniques, philosophy, and attention designated by their supervisor of instruction for the gifted children in their schools.
  - (5) From the counties which have no special program, information concerning the anticipation of having one.
12. Questionnaires to (1) each special teacher employed by the state in the public school system, (2) special teachers employed in the past, and (3) specialists such as psychologists, speech therapists, etc. This was a quite long questionnaire and can be found in Appendix A.
13. Anecdotal notes, for the year 1956-57. The notes followed the usual system of anecdotal recording, but were concerned with the parents' overt behavior rather than the pupils'. These were short paragraphs aimed at discovering need, evaluating growth, and assisting the teacher in the establishment of rapport.

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<sup>3</sup>The author does not include the county system in which she is employed as a special teacher.



14. The assistance of Mr. Brooks Hardy, Assistant Superintendent of Education and Director of Special Education in Mercer County. Mr. Hardy supplied the history of special education in that county.

#### ORGANIZATION OF THE THESIS

Organization of the thesis. The continuity of thought throughout this thesis will depend upon the factor of growth. Time sequence is not stressed, but it cannot be avoided in an historical study or in a discussion of growth. History is made by the passing of time. It requires time for a concept or a program to "grow". However, this thesis is not divided into set periods of time, but into periods of (1) development of basic concepts which brought about certain needs, and (2) the development of a means to meet these needs which resulted in the special education program as it is today.

Chapter II discusses some of the important concepts which led educators to recognize exceptional children. Before the understanding of such concepts, the exceptional child was often an outcast and misunderstood. Consideration for the needs of exceptional children developed out of such concepts.

Chapter III shows growth from the understanding of need toward an effort to supply the need. The chapter deals with the first interests taken by the state of West Virginia in caring for exceptional children.

The institutional care, discussed in Chapter III, was not sufficient. Only a small number of the handicapped chil-

Dull-normal: The lower end of the intelligence range, generally enumerated as an intelligence quotient possession of eighty (80) to ninety (90).

Emotionally disturbed; maladjusted, or handicapped: The individual who is unable to achieve a state of order or tranquility within himself. One type of socially handicapped child is the emotionally disturbed child.

Enrichment: The process and content of educational adjustment in the regular classroom situation for the mentally superior child.

Educable: An individual falling in the approximate intelligence quotient range fifty-five to seventy-five (55-75) and who has a capacity for social and economic independence and the ability to achieve a limited proficiency in the basic learning skills.

Exceptional: The term denoting "rare" or unusual individuals, special training techniques, or peculiar traits. Rare, unusual, special, and peculiar because the normal is usual and denotes the majority.

Exceptional children: The "normal" curve shows that the majority of the population possesses traits of similarity to one another. The majority of the population is physically capable, mentally normal, emotionally balanced, and possessing social traits which are considered "acceptable conduct." Those individuals who are outside, (above or below)

the majority are "exceptions to the rule." The term exceptional child has been devolved by educators in an attempt to adapt instruction to these "exceptions." It is not a technical term, in that it does not clearly define the category to which the child may belong - genius or moron. It is used here only when such distinction is not necessary.

Exceptionally gifted: That individual who is in the upper end of the intelligence range, whose intelligence quotient range may be at the lowest one hundred and thirty-five and at the highest may go beyond one-hundred and eighty.

Gifted child: That individual of high intellectual ability who may also possess some other special ability. The gifted child does not necessarily possess special ability, however. There is a distinction in this study between the gifted and exceptionally gifted. The former being those individuals higher than "bright" normal and lower than exceptionally gifted in intelligence quotient range.

Highest-expenditure group of schools: Those schools in West Virginia, who, dependent upon amount of revenues assessed have more monies to spend on the education of their children in the (1) type of building supplied through expenditures, (2) teachers with the high "classified" certificates, and (3) the equipment and supplies of the school plant. There were thirty such schools used by a survey in 1945 to

rate the educational opportunities of West Virginia youth.

Idiot: That exceptional child who possesses the greatest degree of retardation and who is educationally incapable to the extent that he requires custodial care for his entire life.

Imbecile: That exceptional child who possesses the degree of retardation above that of the idiot, but who is trainable only. Such a child is trained to care for bodily needs and habits in the home to reduce the amount of care he requires therein.

Mentally retarded and mentally handicapped: Terms used synonymously in describing both educable and trainable children in this study.

Mental age: A score reflecting the tests which can be passed by children at a certain age level.

Moron: That exceptional child possessing some retardation but who is educable when given special classroom instruction.

Orthopedics: That branch of surgery dealing with correction of deformities and treatment of chronic diseases of the joints and spine.

Personal adjustment: Those subjective feelings of an individual; such as feelings of adequacy or inadequacy, personal happiness or unhappiness, the adjustment reactions of the individual, the presence or absence of inner conflicting

tendencies. This is interrelated with social adjustment and represents one aspect of the emotional adjustment of a person to his environment.

Physical handicap: That individual who deviates from the norm in that he is incapable to exert the strength or to function with his body as the normal, majority of people.

Prevention: That technique which should be practiced by every school to assure the total adjustment of every child within the school. It depends upon testing, guidance, the entire staff of the school, and the understanding of behavior symptoms of maladjustment. It is a technique primarily concerned with "preventing" social handicap.

Psychosis: A diseased condition of the mind.

Re-education: The technique of special classes for the socially handicapped to inspire this child to change his attitudes toward society, and to train him in adjustment techniques which are acceptable to society.

Re-habilitation: The concept of training an individual to adjust to life, personally and socially, after a handicap has impaired this ability.

Social handicap: That individual who because of social maladjustment or personal maladjustment or emotional imbalance is incapable of associating with the group. His function is detrimental to the group or may soon become so. This child is socially exceptional; the terms are used

synonymously.

Specially gifted: That individual who possesses a "talent" or gift within the areas of graphic, art, or music. This child is not always of an above average intelligence.

Specific ability: This term is used synonymously with specially gifted or specially exceptional. It is the Spearman quality of intelligence (s).

Subject ability: This term denotes unusual ability to achieve in subjects (or a certain subject) in school. Unless this subject is in the area of graphic, musical, or artistic expression, this does not particularly determine that the individual is exceptionally superior or specially gifted.

"Talent": This term, although not technical, is used synonymously with special gift or specific ability.

Trainable: The trainable child is the imbecile or low-grade moron. This child is trained in the areas of social adjustment, self care, economic usefulness, and physical development for health.

Specific terms "invented" for this study:

"Home" curriculum: This is a by-word used by teachers of the trainable mentally retarded. The curriculum for such a child is centered almost entirely around the home.

"The hidden child" - This term was used because the

author desired to discuss exceptional children of any or all degrees. The concept is that the child within the regular classroom who exhibits symptoms of exceptional ability or limitation is not discovered as such because of the failure of the school to provide testing personnel or opportunity. This child, may be exceptionally gifted, gifted, specially gifted, dull-normal, or mentally retarded. The curriculum is not adjusted to his needs, and he becomes recognized as "lazy", "indolent", or "bad."

## CHAPTER II

### CONCEPTS THAT LED TO THE RECOGNITION OF THE EXCEPTIONAL CHILD AND HIS NEEDS

Many concepts have contributed to a clearer understanding of exceptional children. Basic to the recognition of this group and its needs is the concept of individual differences. Since children all differ in several ways and for several reasons, an understanding of individual differences is not enough.

Social adjustment and personality differences, the concept of specific intelligence as well as superior intelligence, rehabilitation, and many other such ideas have led to a better understanding of the needs, capabilities and interests of exceptional children.

#### Individual Differences

The term, individually different, explains itself. It has always been understood as fact. For many centuries mankind has accepted this concept.<sup>1</sup> The extent to which these differences may occur, and the possible causes of these differences have been determined much more recently.

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<sup>1</sup>S. A. Kirk and G. O. Johnson, Educating the Retarded Child. (New York: Houghton Mifflin Company, 1951) p. 69.



Galton,<sup>2</sup> who is generally considered the first scientist to study individual differences, stated that if a mental test were to be devised, it would show that the majority of individuals centered around the same area, that there would be a few above this area, and that individuals would be scattered in between the areas.<sup>3</sup> In any group, there is a majority likeness. This is generally called normal. In any group there are those individuals who appear different. These different individuals are either superior to the group or deviate from the group.

The concept of individual differences is simple to understand as long as it stays in the realm of physical characteristics or mental ability. But individuals differ in other ways. Individuals differ within themselves. Although it is not generally true, there are people who have gift or talent in a certain area; but are found to be deficient in another. Individuals differ according to mental ability, physical characteristics, social habits and attitudes, psychological adjustment, personality needs, environmental factors, and in many other ways. Individuals differ at different times and for different reasons.<sup>4</sup>

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<sup>2</sup>H. E. Garrett, Great Experiments in Psychology (New York: Appleton-Century Company, Inc., 1932) p. 171.

<sup>3</sup>C. C. Ross, Measurement in Today's Schools, (New York: Prentice-Hall, Inc., 1950) pp. 31-36.

<sup>4</sup>Charles Skinner, Educational Psychology (New York: Prentice-Hall, 1947) p. 368.

When it was recognized that individuals do differ (that they differ quantitatively and qualitatively, and that they possess special traits peculiar to themselves along), then the educators tried to furnish every individual with conditions of benefit to his needs, interests, and abilities.

The realization of the extent of divergence from the average, by some individuals, led the educators to make additional provisions for these "extreme" cases.

### Specific Intelligence

Individuals who have specific intelligence are classified as the "specially gifted."<sup>5</sup> The term, specific intelligence, means an aptitude for or capacity in a certain area or subject field. Ross<sup>6</sup> calls it capacity in a restricted area. Spearman (1901) first stated that there were two integers fundamental in considering the abilities of man. The first, he called the (g) factor, common to some degree in all tasks, the second (s) in the specific phase, characteristic in particular activities or situations.<sup>7</sup>

The misunderstanding that has often occurred is in supposing that all "talented" individuals are of superior

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<sup>5</sup>A. O. Heck, The Education of Exceptional Children (New York: McGraw-Hill Book Company, 1953) pp. 407 ff.

<sup>6</sup>Ross, op. cit. p. 41.

<sup>7</sup>Skinner, op. cit. p. 368.

intelligence. Spearman's (s) quality indicates that this is not necessarily so; that an individual possessing an aptitude or gift may be a person of average intelligence. The "specially gifted" individual usually has at least average intelligence.

The areas in which the aptitude traits are found may be music, art, mechanical ability and a flair for writing. Subject abilities do not always indicate specific intelligence, unless the subject (or subjects) in which the individual exhibits ability or aptitude pertain to the fields of music, art, graphic or poetic art.

The concept of specific intelligence has contributed to the understanding of the exceptional child of the above the average type. Teachers in observing their pupils, are constantly looking for signs of specific intelligence. The observation of teachers is compiled in the cumulative folder. This observation is essentially important in the early grades, because early training of the aptitude is so very important.<sup>8</sup>

The extra-curricular activities were first introduced into the schools as a means of offering special opportunity to the gifted.<sup>9</sup> The extent to which this has been done, and

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<sup>8</sup>Heck, op. cit., p. 409.

<sup>9</sup>H. J. Otto and S. A. Hamrin, Co-Curricular Activities in Elementary Schools (New York: Appleton-Century Company, 1937) pp. 5-6; and Osburn, op. cit., pp. 10-12.

the value received by the gifted from such a program varies from school to school.

### Social Adjustment and Personality Differences

The socially handicapped child may be known as a truant, delinquent, or behavior problem. This child may also be institutionalized as insane. Any of these terms might apply to an individual if his behavior implied it.<sup>10</sup>

But the concept of social maladjustment has brought modern thought to recognize "bad" behavior as a symptom of inner cause.

From the psychologists and mental hygienists has come the concept that every individual has certain personality needs. These needs are generally listed as (1) the need for emotional security, (2) the need for mastery, (3) the need for status, and (4) the need for physical satisfactions. When one of these needs is denied an individual, or when his home environment conflicts with his "outside world" environment, he becomes frustrated. Continual thwarting of desire or need for satisfaction equals continual frustration. This eventually renders the individual emotionally disturbed. An emotionally disturbed individual is maladjusted.<sup>11</sup>

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<sup>10</sup>Heck, op. cit., p. 4.

<sup>11</sup>H. A. Carroll, Mental Hygiene (New York: Prentice-Hall, Inc., 1948) p. 30.

With the contribution of the mental hygienists and the guidance movement that stressed knowing the total picture of each individual, came the progressive "whole Child" idea.<sup>12</sup>

Now behavior was diagnosed as disturbed behavior, rather than "disturbing behavior." An attempt was made to train teachers to consider "a child with a problem" rather than a problem child.

Concepts and techniques of this type gradually changed the thinking of individuals in regard to the delinquent or potential delinquent. Realization that significant causes as environmental influences, emotional instability, and low intelligence were responsible for incorrigibility was not enough; recognition of the responsibility of his school environment in helping him to adapt to these causes and many other interrelated causes was a step in the right direction. Realization that causal factors are so numerous and interrelated that individual study of each child was pre-requisite in aiding the child with a problem. The courts no longer judged the delinquent alone, but his personal environment. The term "parental delinquency," though trite, was used by the public. The preventive technique replaced the penal technique; and in cases of apprehended delinquency, reform gave way to re-education.

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<sup>12</sup>Henry Otto, Elementary School Organization and Administration (New York: Appleton-Century-Crofts, Inc., 1954) p. 43.

## Rehabilitation

In the late 1800's, investigators looked for statistics on the cost of institutional care. The statistics were not to be found in most cases. After more thorough investigation, the investigators were not satisfied with the results and the cost of institutional care.

As the institutions became more crowded, and as the waiting lists grew longer, it was realized that custodial care and aid would not be sufficient. Something beside aid must be done to relieve the situation.<sup>13</sup> In 1890, the charity organization decided upon re-training or re-education of the handicapped for vocational fitness.<sup>14</sup>

The concept of rehabilitation has grown in practice during the twentieth century. The first World War accentuated the need after the soldiers returned from abroad.<sup>15</sup> The idea of making an individual self-sufficient as a means of the saving of public funds is not the whole idea of rehabilitation. The recognition of the individual's need to a feeling of worth brought the handicapped from a self-pitying, dependent role, and offered him opportunities for vocations suited to his

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<sup>13</sup>Allen Eaton, A Bibliography of Social Surveys (New York: Russell Sage Foundation, 1930) p. xiv.

<sup>14</sup>Ibid, p. 15.

<sup>15</sup>H. A. Carroll, Mental Hygiene, (New York: Prentice-Hall, Inc.,) p. 425.

capabilities.

"Education for rehabilitation and vocational opportunity of the physically handicapped" became a law in 1920. In 1943, this law was extended to include the mentally handicapped as well as the physically handicapped.<sup>16</sup>

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<sup>16</sup>Herbert Yahraes, Gains for the Handicapped. Public Affairs Information. Bulletin 212. Washington, D.C. In cooperation with the Association for Aid for Crippled Children. 1954. pp. 22 f.

### CHAPTER III

#### FIRST CONCERN FOR THE EXCEPTIONAL CHILD IN WEST VIRGINIA

As the understanding of exceptional children grows, history reveals the change in attitude and concern. One of the first methods of endeavor in this behalf was the providing of better institutions. The transition from custodial care to the treatment of difficulties was the next step of progress. As early as the 18th century attempts had been made to educate the deaf and the blind but it was not until the late decades of the nineteenth century that serious attempts were made to educate the handicapped.

As the institutions for the handicapped were established throughout this country it became apparent that the state could not care for all of these children in this way. Agencies of social welfare had to be organized. Boards of control, boards of health, boards of education, and boards of general welfare. The federal government, although slow to consider this its duty, organized the Children's Bureau. The states each took the responsibility of caring for these "extreme" cases at home or in hospitals for correction and treatment. County boards were formed and cooperated with the state.

When the federal government and state governments cooperated, more agencies were formed. Conferences, clinics, diagnostic centers, and foundations were only some of the



means devised to correct, treat, train, and educate the handicapped exceptional child.

The local clubs, associations, and fraternal orders have had their place in this assistance. Often it was their interest that encouraged legislature to establish agencies of welfare. Associations were formed, either independently or as an arm of a former agency, which dealt exclusively for the protection and promotion of the needs of exceptional children.

The handicapped child who stumbles along with the mark of his need so evident to all who see him, has been of first concern to the public. The blind, deaf, or crippled child has been cared for first. The mentally handicapped have been institutionalized, until recently, or hidden in the back of the home. When the stigma attached to mental handicap passed and when treatment and training proved beneficial, the public took other steps in his behalf. The socially handicapped, institutionalized at first for the protection of society, were then looked upon as possible "re-educated" citizens. Only through a few local associations and one international association has the gifted child yet been served. The White House Conference (1930) gave special recognition to the gifted child. Much is yet to be done in his behalf.

## THROUGH INSTITUTIONAL CARE

The Need for Institutions at the Time of West Virginia's Statehood

In 1863 West Virginia had no state institutions, no social organs to secure general welfare, no common school system, no normal schools and no university.<sup>1</sup> The state had no charitable institutions or reformatories--all such institutions having been built east of the mountains. There were, however, county almshouses into which the several types of "unfortunates had been swept, swept as if into a rubbish heap." By 1922 this condition had not changed for the better. By 1922 there were forty-four such farms, into which one hundred and seventy-five children had been placed with eight hundred adults. Some of these children were delinquent, some mentally and physically defective, and others that had no family identity. From statehood to 1922, the condition in the almshouses had not improved; it had grown worse. The children were not even trained in the regular training usually given to any individual within an institution; that is, training for adjustment to the institution. The children

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<sup>1</sup>J. M. Callahan, Semi-Centennial History of West Virginia (Charleston: Semi-Centennial Commission, 1913) p. 229.

were not cared for medically. The conditions were unsanitary.<sup>2</sup>

As there were no institutions for the insane, delinquent or criminal, these individuals were kept in the institution in Staunton, Virginia. When the Staunton prison became too crowded the county jails of West Virginia became institutions pro tem. From 1863 to 1870 the blind were boarded in other states under special arrangements. While the blind were cared for in this manner (and it is recorded that they were well cared for), the jails were filled with all kinds of "unfortunates, insane, convicts, and juvenile offenders of both sexes."<sup>3</sup>

By 1866 it was obvious to West Virginia administrators that the conditions in the jails had to be taken care of. The mingling of sexes and races within the jails, the overcrowded conditions, the manner in which they were maintained, and the continual addition to their number would have been bad enough if they were normal mentally and morally. The fact that many feeble-minded and insane made the situation deplorable.<sup>4</sup>

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<sup>2</sup>Report of the West Virginia State Child Welfare Commission. L. J. Forman, Chairman. Authorized by the 1921 Legislature by Gov. Morgan (Charleston: Capitol Building, 1922) pp. 9, 10.

<sup>3</sup>Callahan, op. cit., pp. 232, 233.

<sup>4</sup>Ibid. loc. cit.

Institutions for Exceptional Children in the State of West Virginia

In 1866, the state prison was erected in Moundsville. Although there is no record available as to the capacity at the time of erection, it seems reasonable to deduce that the capacity as listed for 1893 was the same as that in 1866, since no record of addition or annex is found. The capacity in 1893 was four hundred and fifty-five.<sup>5</sup> If the prison was taking care of the capacity of inmates it would appear that the conditions in the jails were greatly improved.

During the same year an institution was opened in Weston for the "accommodation" of the white insane. This institution had been erected, for this purpose, while the state was still a part of Virginia.\* The Civil War had prevented its completion.<sup>6</sup> With the opening of this institution, capacity listed as 800, the condition in West Virginia county jails was greatly relieved. The criminals and the insane, in limited numbers, had been taken to Moundsville and to Weston.

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\*Discrepancy in figures: Callahan says 1866, Blue Book says 1864, Barrows says 1864 and Ambler records 1866.

<sup>5</sup>Isabel C. Barrows, (edit.) Proceedings of the National Conference of Charities and Correction at the 22nd Annual Commissioned Session, New Haven, Conn. (Boston: Ellis Press, 1895) p. 439.

<sup>6</sup>Callahan, op. cit., p. 232.

From 1866-1870 the legislature was induced to erect an institution for the deaf and blind. This was called the West Virginia Institution for the Deaf, Dumb and Blind, and was opened at the close of 1870. The name was changed in 1887 to West Virginia Schools for the Deaf and Blind. At this time it offered courses on the elementary and secondary level along with certain occupational training course.<sup>7</sup>

With the new institution at Romney, West Virginia now had three institutions beside one university and several normal schools. The State Constitution, Article XII, Section 12, states:

The legislature shall foster and encourage, moral, intellectual, scientific, and agricultural improvements: it shall, whenever it may be practicable, make suitable provision for the blind, mute, insane, and for the organization of such institutions of learning as the best interests of general education in the state may demand.<sup>8</sup>

In 1887, another act of legislature authorized the erection of the Second Hospital for the Insane. This institution was opened in 1893 at Spencer.<sup>9</sup> There was still a pressing need. There was no institution for the colored insane.

The period generally known as "the nineties" was a period of intensive institution building in West Virginia.

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<sup>7</sup>Hale Watkins, (edit.) West Virginia Blue Book, vol. 26, (Charleston: Jarret Printing Company, 1942) p. 285.

<sup>8</sup>Roy E. Power, (edit.) W. W. Trent (director) The School Law of West Virginia (Charleston: Jarrett Publishing Co., 1943) p. 5.

<sup>9</sup>Watkins, (editor) op. cit., p. 289.

After listening to protests from Governor Stevenson for twenty years, concerning the mingling of young delinquents with hardened criminals, the 1889 legislature established a reform school for boys in Prunytown. This institution was called the West Virginia Reform School until the name was changed to West Virginia Industrial School for Boys.<sup>10</sup> In 1897, the state provided an institution of reform for girls in Salem which was known as West Virginia Industrial School for Girls.

As has already been stated, the School for the Blind, was an educational endeavor. The Industrial School for Girls was, at the time of opening, and is now one of the best special educational institutions in the state. From one cottage, at the time of erection, this institution has grown in size to include four cottages, one dormitory, and an administration building.<sup>11</sup>

In 1897, an asylum was established at Huntington for such incurables as epileptics, idiots, insane, and others whose disorders affected their minds.<sup>12</sup> This was first called the Home for Incurables. In 1901 it became the West Virginia Asylum, and in 1916 the Huntington State Hospital.

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<sup>10</sup>Ibid. p. 284.

<sup>11</sup>A. H. Walkins, West Virginia Blue Book, (Charleston: Jarrett Printing Co., 1942) p. 284.

<sup>12</sup>Callahan, op. cit., p. 233.

This hospital has a fine reputation throughout the country for its work.

The progress in erection of institutions for West Virginia's insane, delinquent, criminal, mentally deficient, and poor is noticeably good. When it is pointed out that West Virginia became a state in 1893, had no institutions at that time, was in a strained financial condition, and was not in complete internal harmony politically, it is a credit to the early founders of the state that thirty-four years later seven institutions had been erected to meet the need of the "a-typical" groups.<sup>13</sup>

This period of institutional growth included many beginnings.

In matters pertaining to health and the care of dependents, delinquents, and defectives, legislative history was in line with the best tendencies. An act of 1881 created a state board of health, composed of six physicians with power to regulate the practice of medicine and surgery and to safeguard the health of the state generally. ... In 1881, county courts were authorized to equip county infirmaries for the care of the poor....<sup>14</sup>

There were many problems yet to be solved. The conditions within the jails were better, but as yet no provision had been made for the colored, insane or delinquent. In 1867, Doctor Hills, the superintendent of the Hospital for

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<sup>13</sup>Charles Henry Ambler, A History of West Virginia (New York: Prentice-Hall, 1933) pp. 358-365, 382, 385.

<sup>14</sup>Ibid. p. 405.

the Insane, made the following report to the National Conference of Charities and Correction:

Several applications have been received for the admission of colored insane persons of both sexes. These have been necessarily refused admission, as we have no special arrangements for that class. Their admission into the wards with whites is very properly refused in all hospitals of the country.<sup>15</sup>

The total population in West Virginia in 1900 was 958,800. Of this number, 915,233 were white, 43,499 colored, including 56 Chinese and 12 Indians.<sup>16</sup> Since no institution had been established for the colored insane, these individuals remained within the local jails and almshouses.<sup>17</sup>

In 1901, the Legislature was requested to provide another school for the deaf and blind. It was not stated specifically that this was to provide for the colored deaf and blind, nor was it stated specifically where this institution was to be situated.<sup>18</sup> The end result, however, was the establishment of the Schools for the Colored Deaf and Blind in Institute, West Virginia. This end result took

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<sup>15</sup>Barrows, op. cit., p. 182.

<sup>16</sup>Ambler, op. cit., p. 428.

<sup>17</sup>Callahan, op. cit., pp. 232, 233; and Forman (editor), op. cit., p. 9.

<sup>18</sup>Callahan, loc. cit.



twenty-four years to materialize, for the school was not chartered until 1925.<sup>19</sup>

In the first quarter of the twentieth century, West Virginia made several additions to its program for the colored needing institutional care. The 1919 session of the legislature established the Lakin State Hospital for the colored insane. In 1926, this hospital opened. At the same time a training school for Negro delinquent boys was established at Lakin. This correctional institution<sup>20</sup> was located on a 1,272-acre farm and supplied the food for its own needs as well as those of the Lakin Hospital.<sup>21</sup>

The following year, an Industrial Home for Colored Girls was opened at Huntington.<sup>22</sup>

Two institutions which are of great interest to a study of this nature are the two institutions for the training and care of the mentally defective. These institutions are called The West Virginia Training School and the West Virginia Children's Home. They serve, care, and train boys and girls. West Virginia Children's Home was established by a 1911 act

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<sup>19</sup>J. E. Walkins, (edit.) West Virginia Blue Book, Vol. 26, (Charleston: Jarrett Printing Company, 1942), p. 296.

<sup>20</sup>Isabel C. Barrows, (edit.) Proceedings of the National Conference of Charities and Correction. 22nd Annual Session, May 24, 1895, New Haven, Conn. (Boston: Ellis Press, 1895), p. 432.

<sup>21</sup>Walkins, op. cit., p. 285.

<sup>22</sup>Ibid., p. 288.

of legislature. The home was so small that a second unit was built in 1935. This institution is situated in Elkins, West Virginia.<sup>23</sup>

Like the Children's Home, the Training School has a limited capacity. In 1941 there were 76 inmates, but 100 were on the waiting list. This institution serves boys between the ages of 7 through 14.<sup>24</sup>

### Growth and Progress of the Established Institutions

These institutions were erected for the present felt need of that day. The establishment of such institutions revealed an increasing amount of need. In many instances, the institutions have had additions and annexes. It is of interest to see these institutions as they are today.

Growth--as measured by physical expansion. Today there are twelve institutions which care, treat, train or educate exceptional children in West Virginia. For the sake of clarity and review, it seems important to list these institutions according to the type of exceptional child they serve.

#### 1. Institutions for the physically handicapped.

West Virginia Schools for the Deaf and Blind (white)  
West Virginia Schools for the Deaf and Blind (colored)

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<sup>23</sup>A. H. Walkins, West Virginia Blue Book, Vol. 22, Charleston: Jarrett Printing Co., 1942), p. 283.

<sup>24</sup>Ibid., p. 284.

2. Institutions for the socially handicapped

West Virginia Industrial School for Boys  
 West Virginia Industrial School for Colored Boys  
 West Virginia Industrial Home for Girls  
 West Virginia Industrial Home for Colored Girls

3. Institutions for the insane\* and mentally defective

Huntington State Hospital  
 State Hospital for the Colored Insane  
 Weston State Hospital  
 Spencer State Hospital

4. Institutions for the mentally handicapped

West Virginia Training School  
 West Virginia Children's Home

The following paragraphs will describe the type of physical expansion which has taken place since these institutions began.

Weston State Hospital

This institution began with one building which cost twenty-five hundred dollars with land. In 1890, this institution housed nine hundred and ninety-nine inmates.

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\*The author includes the hospitals for the insane. The reason being that treatment is being carried out within these institutions at present which may effect the cure and readjustment of these individuals for life in society. As the mentally defective might be defined as that individual emotionally imbalanced, the author feels that these children are exceptional in that they are socially handicapped. The brain damaged child is often institutionalized as insane. The brain damaged child is both physically and mentally handicapped. In these ways, these institutions serve exceptional children.

It had a capacity of eight hundred.<sup>25</sup> Today it is a farm as well as a hospital. Substantial improvements have been made in the past few years; buildings, fireproofing, new equipment, new laundry, and the addition of a psychiatric unit.

The hospital holds a grade A rating with the American Hospital Association and the West Virginia Hospital Association, and the institution is recognized by the American College of Surgeons. The new psychiatric unit, opened in 1942, is the result of exhaustive study and consultation with the foremost psychiatrists. It is believed to be the first of its kind to house all the facilities for rehabilitation of mental patients under one roof. Today it houses 1,878 patients.<sup>26</sup>

Growth--as measured by change in objective. With the growing understanding of the quality and quantity of individual differences, there developed a growing awareness of the fact that exceptional children were not "odd," merely extremely different. With this increase in understanding of the "extreme" child, there was increased interest and desire to do something for him. Medicine, psychology and

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<sup>25</sup>Barrows, op. cit., p. 406.f.

<sup>26</sup>A. H. Walkins, The West Virginia Blue Book, (Charleston: Jarrett Printing Company, 1952), Vol. 26, pp. 56 ff.

psychiatry devised techniques and experimented with drugs for the correction and/or improvement of the handicapped. Mental hygienists and educators recommended social re-education for the socially handicapped. Mental hygienists and guidance educators proved that training for a vocation suited to each individual is expedient to re-education, rehabilitation, and adjustment to society.

With this new emphasis, growth of the institutions by physical expansion alone would not be enough to classify that institution a progressing or developing institution. In the account that preceded, the physical growth was discussed. In measuring purpose, this study has attempted to give the primary purpose for which the institution was established by the Legislature. The felt need at the time of legislation was one of emergency and expediency in many instances. Three of the institutions have been chosen to point out the progress as measured by a change in objective. The hypothesis of the author of the study is, that when a person or a group of persons change the objective of a program, if that objective is in line with modern thought (which itself is based upon scientific experiment and experience) that person or group of persons has "grown". Developmental progress is the result.

The institutions chosen to point out the change of objective are: (1) The West Virginia Schools for the Deaf and Blind, (2) The West Virginia Training School, and (3) the

Huntington State Hospital. They have been chosen because of the difference in the type of individual they serve, because of the difference in the age of the institutions (that is, they are not the three oldest institutions in the state), and because the nature of their change is so different. These representative institutions are a true picture of all of the institutions in regard to change of objective.

The West Virginia Schools for the Deaf and Blind

Original Objective

Present Objective

TYPE Educational

Educational-Vocational

STATED "Every parent or guardian having control of any mentally normal minor over eight years of age who is defective in sight or hearing, is required to send such minor to this institution where he shall continue to attend school until he has completed the course of instruction as prescribed by the State Board of Education. The pupils of said school may continue therein five years."<sup>31</sup>

"This school is a standard state school offering elementary, secondary, and vocational training in separate schools for the deaf and blind. All the available techniques for the vocational training of the pupils are used."<sup>32</sup>

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<sup>31</sup>State School Law of West Virginia, Art. 17, Sec. 1 and Sec. 5.

<sup>32</sup>A. H. Walkins, West Virginia Blue Book (Charleston: Jarrett Printing Co., 1955) Vol. 36, p. 28.

## The West Virginia Training School

	<u>Objective</u>	<u>Objective</u>
TYPE OF CHILD IN INSTITUTION	"Feeble-minded"	Mentally retarded
TYPE OF PROGRAM	Custodial care	Treatment, training, and readjustment
OBJECTIVE STATED	"The establishment of a training school for the mentally defective (commonly classed as feeble-minded) is authorized for care of such individuals." <sup>33</sup>	"The purpose of this institution today is to treat the conditions of mental defectiveness, train the child to return to life, well adjusted, self-sufficient, and (if possible) self-supporting. An avocation is trained in every instance." <sup>34</sup>

## State Colored Hospital for the Insane

	<u>ORIGINALLY</u>	<u>AT PRESENT</u>
TYPE OF CARE	Treatment and care	Treatment; correctional and therapeutic.
STATED	"establish this hospital for the care and treatment of insane persons who are mentally affected." <sup>35</sup>	Patients are thoroughly examined for physical and mental abilities. They are treated by drugs and baths. Correctional surgery has been insti-

<sup>33</sup>Act of Legislature, 1921, Art. XI.

<sup>34</sup>Jenis R. Jerry, What We Do for Your Child. An unpublished article for distribution to parents. St. Mary's, W. Va.

<sup>35</sup>Act 1919 Board of Control.

tuted. Occupational and recreational therapy aims at adjustment and cure, if possible.<sup>36</sup>

From these sample institutions, the change in objective has been dependent upon the contributions of many fields of endeavor. The fields of psychology, medicine, sociology, and education have each made their contribution. This has not been true of institutions in West Virginia exclusively, the transition of thought nationally and internationally has been similar to such "growth." Again, it must be stated that the acceptance of the exceptional groups, dependent upon the recognition of individual differences, has wrought opportunities for the exceptional child.

Growth--as measured with other states. Since this child has been recognized in other areas than West Virginia, it is interesting to discover how West Virginia has grown in relationship to other states of the United States. West Virginia has shown progress in the type of institutional care offered. West Virginia has been able to improve the physical plants of her institutions. How then has West Virginia "grown" in relationship to other states in institutional care?

In a study by the Russel Sage Foundation, West Virginia Industrial Home for Girls was compared with thirteen other

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<sup>36</sup>Walkins, op. cit., Vol. 36, p. 27.



southern states' training schools. The following diagram shows this institution's rank as compared to the other thirteen states in current expense per capita, administration salaries per capita, teachers' salaries per capita, number on staff, and average wards per worker.

WEST VIRGINIA ASSISTS THE EXCEPTIONAL CHILD  
THROUGH SOCIAL WORK

Influence of Federal Agencies

The Federal Government did not consider itself to be responsible for the welfare and health of its citizens until the 1860's. The welfare of the general population was considered in some instances to be the responsibility of the individual states and in many instances, the responsibility of the local governments.<sup>37</sup> The establishment of several departments and bureaus began in 1862. The Office of Education was established in 1867. None of these early departments of the government were of the social welfare kind. The federal government had not yet considered this to be a function of the nation.

The White House Conference on the Care of Dependent Children in 1909, marks the entrance of the federal govern-

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<sup>37</sup>David E. Hailman, "Federal Agencies in Social Work," R. H. Kurtz, (editor) Social Work Year Book (New York: National Association of Social Workers, 1957) Thirteenth Issue. pp. 251.

STAFF TENURE, SALARY, AND NUMBER	RANK 1st to 14th
Average wards per worker	6th
Number on staff	5th
Expense per capita	12th
Teacher's salaries per capita	12th
Per cent of staff with five to ten years of tenure	2nd
Administration salaries per capita	11th
Mean rank	7th

FIGURE 1

WEST VIRGINIA INDUSTRIAL HOME FOR GIRLS RANKED WITH THIRTEEN  
OTHER STATE SUPPORTED INSTITUTIONS FOR THE DELINQUENT GIRLS  
OF THEIR OWN STATE

The example above was only a part of the survey-study. The figure shows the rank of the state in relation to staff tenure, salary, and number only.

ment into the affairs of social work.<sup>38</sup> This very important Conference culminated in the development of the Children's Bureau of 1912.<sup>39</sup> This conference is also important to exceptional children, for the conferences to follow concerned themselves with this child and his needs.

To the Children's Bureau the government assigned the job of making and keeping statistical records on education and welfare. It was still the task of the state and local government to care for its poor, aid its disabled, correct and institutionalize its criminals, and pay for welfare and health services.

It remained this way until 1930, when the depression years made it impossible for the states to continue supporting all its institutions and social organs. In the emergency the government had to become responsible. The Federal Emergency Relief Administration was one answer to this crisis. The Civilian Conservation Corps and the National Youth Administration were other such programs, the latter two relating entirely to children during this trying time. The 1935 Social Security Act combined all types of social agency needs into one and the Social Security Board was formed. This depart-

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<sup>38</sup>Report of the Committee on Socially Handicapped-Delinquency. From the Foreword. Hon. Frederick Cabot, Chairman. (New York: The Century Company, 1932) p. xv.

<sup>39</sup>Ibid. p. 3.

ment was to assist the states in their attempt to take care of the needy dependent children, blind, unemployed and the aged.<sup>40</sup>

In 1953 the Department of Health, Education, and Welfare was formed under the new administration. This contained within its body the Department of Social Security, the Public Health Service, and the Office of Vocational Rehabilitation.<sup>41</sup> (It also contained other bodies, but the discussion here is interested only in child welfare.) Each of these bodies has units directly assisting or concerned with the welfare of exceptionally handicapped youth.

From the early 1860's the government has shown interest and has given some aid to the welfare of children, especially the exceptionally handicapped. It is not to be overlooked, however, that the White House Conference has concerned itself with the gifted child (1931).

### State Welfare Agencies

West Virginia at statehood was interested in its citizens but had no social organs for their general welfare.<sup>42</sup>

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<sup>40</sup>Brookings Institution. Functions and Activities of the National Government in the Field of Welfare; Report. Commission on Organization of the Executive Branch of the Government, pp. 84-85.

<sup>41</sup>Hailman, op. cit., p. 261.

<sup>42</sup>J. M. Callahan, Semi-Centennial History of West Virginia, (Charleston: Semi-Centennial Commission, 1913), pp. 229 and 232.

It was at the time that West Virginia declared herself a state that the government was starting to take an interest in public welfare. It is not hard to understand, then, that West Virginia would have provided custodial institutions for the care of its handicapped and penal institutions for the protection of its citizens before organizing executive departments of welfare within the state government.

In the 1889 session of legislature, a commissioner of statistics and labor was provided for the state.<sup>43</sup> One of the duties of the commissioner was to provide an efficient child labor law aimed at the lessening of delinquency.

In 1895 the twenty-second session of the National Conference of Charities and Correction met. The proceedings include a report from West Virginia which shows the lack of any organization within the state executive board in regard to institutional management. From the years 1867 to 1894 the reports show that "nothing has been done," "something has been promised," and expressions of gross disorganization.<sup>44</sup>

It was not until 1908 that organization came to the state government of West Virginia in matters of public welfare.

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<sup>43</sup>Ibid., p. 238.

<sup>44</sup>Isabel C. Barrows (editor), Proceedings of the National Conference of Charities and Correction at the 22nd Annual Conference Session held at New Haven, Conn. (Boston: Ellis-Press, 1895), p. 182.

The beginning of Governor Glasscock's administration was marked by a more centralized management of the finances of state institutions through the agency of a newly created board of control, which by liberal principles of economy reduced much waste of expenditure.<sup>45</sup>

At the forming of the Board of Control the government had placed into the hands of certain individuals the care and interest of its institutions.<sup>46</sup> Many other departments were formed at this time, and organization in state government was apparent.

In 1921 certain citizens of the state showed an interest in caring for and educating the crippled children. Several fraternal orders and women's social societies sponsored a program which they called the Humane Society. From this action, the legislature acted in 1919 to change this society to the Board of Children's Guardian. In an act of 1921 this Board was given an appropriation of eighty thousand dollars. The Crippled Children's Council, also beginning as a civic project, was formed at about this same time.<sup>47</sup>

The most important action that the state government

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<sup>45</sup>Callahan, op. cit., p. 247.

<sup>46</sup>A. H. Walkins, West Virginia Blue Book (Charleston: Jarrett Printing Co., 1942) Vol 23., p. 18.

<sup>47</sup>C. H. Ambler, History of West Virginia (New York: Prentice-Hall, Inc., 1933) p. 510-512.

took toward the development of public welfare was in 1921.<sup>48</sup> At this time the Child Welfare Commission was authorized by the legislature to make a survey of the state and to make recommendations for the 1923 session. The Commission was told that "their function was to study and to investigate the laws and conditions existing relating to dependent, neglected, defective, and delinquent children and to report the result of the investigation together with its recommendations to the 1923 session of the West Virginia Legislature."<sup>49</sup>

The commission made a survey of the almshouses. In forty-five of the fifty-five counties in the state, there were such almshouses. Some of the inmates were delinquents. Many of them were mental defectives. The condition necessitated a thorough statistical survey to decide what action should be taken.

As a result of this survey the commission made two recommendations: one recommendation was a request for the creation of county welfare boards, and the other was a recommended bill for "the creation of homes in each of the congressional districts of the state for the care and support

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<sup>48</sup>Report of the West Virginia State Child Welfare Commission, 1922, L. J. Foreman, Chairman. Authorized by the 1921 Legislature by Governor E. F. Morgan. (Charleston: Capitol Bldg., 1922) p. 7.

<sup>49</sup>Foreman., loc. cit.

of the poor."<sup>50</sup> The latter recommendation had the intention of separating the mental defectives from the poor, and at the same time establishing five good poor homes in place of forty-five deplorable ones.

The duty of the county welfare boards, said the commission, was to make visitations, make statistical charts to be submitted to the state board of welfare, and to determine the amount of dependency, delinquency, and the present distribution of funds to the poor. The members of the board were to cooperate with the truant officers, the Board of Health and the Child Labor Inspectors. It was the aspiration of the Child Welfare Commission that this new cooperative effort in each county of the state would (1) decrease the amount of delinquency, (2) provide for better and wiser appropriations to the poor, (3) develop local resources of each county toward a better opportunity for child life, (4) awaken the citizens to their duties to the child, and (5) make provisions for the physically and mentally defective child.

It was not that this commission wanted to use more public funds in order to build more almshouses. It was rather that they wanted to sell the present homes and build five country farms, one in each district. They also wanted to do away with the care for the poor under the contract system. That is, contracting the care of individuals per year to the

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<sup>50</sup>Chap. 134, Sec. 4, 24, Amendments 1923 Act of Leg.



lowest bidder.<sup>51</sup>

One of the most significant factors of the commission's study was the use of a survey which had been made during 1920 by the National committee for Mental Hygiene in cooperation with the West Virginia Committee of Mental Hygienists. The results of the survey were numerous. The following includes only the part in which the Child Welfare Commission had a particular interest:<sup>52</sup>

West Virginia Industrial Home for Girls

48% had a mental age of 12 years or under (only one girl of this group was chronologically 12 years of age)  
20% were feeble-minded

West Virginia Industrial School for Boys

63% had a mental age of 12 years or under (only 5% were chronologically 12 years or under)  
31% were feeble-minded

Inmates of County Jails

40% had criminal records  
28% of these were feeble-minded  
30% of the prostitutes were feeble-minded

Inmates of 16 County Infirmaries (Almshouses)

22% were suffering from mental disease  
41% were feeble-minded

West Virginia Children's Home for Orphans

42% were feeble-minded

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<sup>51</sup>Ibid., p. 9.

<sup>52</sup>Ibid., p. 15 (condensed for this study).

West Virginia's Odd Fellow's Home for Children

5% were feeble-minded

The Child Welfare Commission, acting on this survey, said, "Throughout the state are to be found mentally defective children who are not receiving that protection and preparation for life which might prevent them from becoming the future criminals, vagrants, dependents, or from becoming the mothers of illegitimate children and from propagating more of their own kind faster than we can train or control them."

The Commission made an endorsement of the 1921 act of legislature which had authorized the establishment of a training school for mental defectives. The Commission added that the 1923 session should make an appropriation for the erection of such an institution.<sup>53</sup>

They also added a recommendation for the transfer of insane and epileptic patients from the Huntington State Hospital to the Weston and Spencer hospitals. The latter two hospitals were exclusively for the insane. "The reason for this transfer," said the commission, was that "one-half of the patients at the Huntington State Hospital were feeble-minded . . . . . this transfer was to provide adequate facilities for . . . . . segregation of the feeble-minded thus miti-

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<sup>53</sup>Ibid., p. 15.

gating a very vital need in the state..."<sup>54</sup>

As a final chapter of their two-year study, the Child Welfare Commission added what they called the "rights of Childhood."

One of these rights they called the "right to education."<sup>55</sup> Under this right they listed several school facilities needed and the requirements necessary to the enforcement of compulsory school law. Of most interest to this study is the inclusion of the physically and mentally handicapped child. They recommended that special opportunities for advancement be afforded every child according to his ability.<sup>56</sup>

Under the third right, the commission spoke in behalf of the socially handicapped child. The recommendation was that juvenile courts be set up for the protection of delinquent children. Throughout the commission's report their concern for the delinquent child is reflected. They expressed special concern for the girl older than eighteen. This girl would, of course, be too old to attend the state Industrial School for Girls. "These girls," said the committee members, "are wandering our streets, committing crimes, and getting

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<sup>54</sup>Ibid., p. 16.

<sup>55</sup>Ibid., p. 20.

<sup>56</sup>Foreman, loc. cit.

into our courts....There is no provision for these unfortunate delinquent girls excepting the county jails."<sup>57</sup>

From the Commission's survey, then, came two recommendations for the socially handicapped group. One, that juvenile courts be established, and two, that another school for delinquents over the age of eighteen and under the age of twenty-one be established.

The Federal Government, in the forming of its first departments for the public welfare, had actually accomplished little for the states. The state of West Virginia had in its first established boards done little more than make statistical accounts and pass bills into legislative acts. The Child Welfare Commission of 1922 is important to the history of West Virginia not because of the extent of their survey alone nor the number of their recommendations. They are important to the picture of the development of agencies assisting exceptional children because their survey and recommendations brought about changes in legislation and, greater still, changes within the state.

One result of this study was the formation of the county welfare boards. In 1931 it was reported that these county agencies were of active assistance to the crippled children in their area. They had been authorized from the state office to bring to that Department's attention all crippled children

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<sup>57</sup>Ibid., p. 18.

needing attention. The county welfare boards, by 1931, were transporting crippled children to and from the hospitals and clinic. Perhaps the most effective work of these county boards was the follow-up visits they made to the home after the child had received treatment.<sup>58</sup>

Another result of the Child Welfare Commission was the formation by the Legislature of a Crippled Children's Council.\*

The most indicative result of the Commission's study was the merging of the Children's Council, the Unemployment Relief Administration, and the Board of Children's Guardians into one State Department of Public Welfare. This department was the action of the 1931 session of the Legislature.

The Public Welfare of West Virginia was fortunate in having as its first director Calvert L. Estill. All history has men whose works and words must be recorded. Mr. Calvert was such a man. From his research, policies, and recommendations West Virginia's handicapped children benefited greatly.

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<sup>58</sup>Calvert L. Estill, The Organization and Activities of the West Virginia Department of Public Welfare, (Charleston: Matthews Printing Co., 1933), p. 34.

\*This Council was later merged with two other boards. It was formed by a 1925 Act of Legislature.

One of the first revisions Mr. Calvert made was to have the age extended from sixteen to twenty-one years of age for the treatment of the physically handicapped. He also changed the State's policy of treating only "orthopedic" cases. He felt that all children suffering from physical handicaps were acceptable for rehabilitation on state funds. "The law states," said Mr. Estill, "that any child with a physical handicap can be accepted by the Department for treatment."<sup>59</sup>

Mr. Estill was also responsible for the development of a record system. He declared that the institutions should be required to keep records showing, family history, social background, cause of difficulty, and the physical, mental, social and educational status of the child and his immediate family. Up until this time, many of the institutions had no records at all other than names and address of closest relative.

Mr. Estill was a progressive man. He instituted a plan for diagnostic centers in the state. "I have in mind a plan which, if adopted, would help take a good deal of the load

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<sup>59</sup>Calvert L. Estill, Organization and Activities, State of West Virginia, Department of Public Welfare. July 1, 1931 to January 1, 1933. (Charleston: Matthews Printing and Litho Co., 1933) p. 18.

off the shoulders of the taxpayers."<sup>60</sup>

At the time that Mr. Estill spoke, the three white hospitals for the insane were distributed throughout the state. The mental hygiene commissions of the counties would commit their patients to any of these hospitals.

Mr. Estill's plan was to determine the degree of the insanity in each case where the person was judged insane.

Mr. Estill called this a diagnostic center. Every individual who came to the center would be thoroughly examined and the cause of his emotional or nervous disorder determined and recorded. If he were judged incurable he would then be sent from the diagnostic center to one of the other two hospitals and would be given simple custodial care. If, however, the individual had been judged insane because of a physical defect, by a misunderstanding considering his health, or was found to be curable, he would stay at the diagnostic center and receive treatment.

Mr. Estill was not making a humanitarian appeal. He fully realized that the majority of people were already concerned for those less fortunate than themselves. He was attempting to save the public money as well as to send healthy individuals home.

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<sup>60</sup>Ibid., pp. 19-21.

Take, for instance, a boy ten years of age, certified as mentally defective by a mental hygiene commission and committed to one of our state hospitals under present conditions. Let us suppose that the boy lives to be sixty. He will receive custodial care for fifty years at a cost of certainly not less than fifty cents a day. The care of this one case would cost the taxpayers \$9,275.00

Let us suppose, on the other hand, that this child's condition was caused by diseased tonsils or other physical defect and that correct diagnosis of his trouble and proper treatment would, in a year's time, have restored him to good physical and mental health. If that treatment cost \$200.00, \$500.00 or even \$1,000.00, wouldn't it be the part of wisdom and economy to insure that he received it? I realize that the cause I have cited--diseased tonsil--is a rare one, but I used the example for its simplicity.<sup>61</sup>

This address of Mr. Estill's was progressive for the state of West Virginia. Many states had already established diagnostic centers and clinics for this purpose. Mr. Estill presented his interpretation of this idea to the Public Health Association. In November of 1931, the Public Health Association endorsed Mr. Estill's plan, and the center (with the sanction of the Governor) was established at the Huntington Hospital.<sup>62</sup>

The words of a man do not determine his value to a system. The results of the program, under the direction of Mr. Estill, show that he was the man of progressive action

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<sup>61</sup>Ibid., p. 20.

<sup>62</sup>Ibid., p. 22.



West Virginia needed.

The following is a list of results of the Public Welfare Board from 1931 to 1934. These results are only the most outstanding ones relating to exceptionally handicapped children.<sup>63</sup>

Results of the program of public welfare 1931-1934

1. Each year there was an average of 364 physically handicapped children authorized for treatment by state funds.
2. Conley Hospital as a preventorium fully equipped with the latest and best equipment for treatment of children with bone tuberculosis.
3. Diagnostic clinics were held in ten counties. Five hundred and seventy-eight children were examined by these clinics and by specialists. Their parents were given advice concerning necessary treatment and care.
4. Two Orthopedic nurses were added to the staff to do field service and follow-up care.
5. Educational and occupational therapy was established. Two teachers were employed during two school years to teach the children who were hospitalized for long periods of time.
6. The most outstanding result was the cooperation received by the citizens of the state. Railroad and bus companies transported the children at no expense. County superintendents of schools, city superintendents, and local teachers gave assistance by making surveys to find crippled children in need of help.

The work of both state and county public welfare boards begins the history of education under the public school system.

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<sup>63</sup>Ibid., pp. 29-34.

In 1932, the State Department of Education started supplying teachers to the hospitals in cooperation with this program.<sup>64</sup>

#### SUMMARY

From the trends and changes within the federal government, the state government changed as if following an example. The government has influenced and aided West Virginia throughout its organized program of social welfare. The government was slow in assuming its responsibility for the needy members of its society. After the organization for public welfare was established, the government was slow in giving the aid that the states needed.

West Virginia was slow in developing any system of organization for public welfare. In the early twentieth century many acts were passed. But it was often years before any action developed. Callahan said of West Virginia, "the state turned quickly to solve its social needs through institutionalization. Executive agencies for inspection were developed rather slowly."<sup>65</sup>

Today West Virginia has increased her aid to the sick and needy. Today her organs of social welfare have grown. Today six boards of the state have within their organization

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<sup>64</sup>Ibid., p. 35.

<sup>65</sup>Callahan, op. cit., p. 229-232.

assistance which they give to the exceptional child.<sup>66</sup>

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<sup>66</sup>Walkins, op. cit., Volume 26, p. 44, 45.

## CHAPTER IV

### SPECIAL PUBLIC SCHOOL EDUCATION FOR THE EXCEPTIONAL CHILD IN WEST VIRGINIA

Before 1930 West Virginia did not have a program for educating the exceptional child. In 1930 the State Department of Education established schools for the physically handicapped child in the hospitals. A homebound program had developed in a few of the counties of the state by 1941. Appropriation was increased in 1946, and the special education program spread to the public schools. Special classes were formed for the physically and mentally handicapped. In 1955, a State Director of Special Education was employed.

Today the State's Special Education Program extends to 33 of its 55 counties. The development of such a program rested on the state administrators' as they (1) recognized quantity and quality of individual differences within their schools, (2) surveyed to find the incidence of these differences among their school-age youth, (3) modified the curriculum and school organization because of those differences, and (4) employed personnel to meet the needs of those who were "different." The extent to which that program has grown today depends upon (1) the method they used to determine the quality and quantity of individual differences, (2) the types of program they offered to those who were different, (3) the

quality of personnel they employed for the program, (4) the number of children reached by the program, and (5) the contribution that the program has made to its pupils and the community from which each came.

#### RECOGNITION OF RESPONSIBILITY BY PUBLIC SCHOOL ADMINISTRATORS

It is not fair to say that prior to the 1920's West Virginia Educators did not recognize the lack of provision for the physically and mentally handicapped in their school program. Neither would it be fair to say that they had never considered the individuals within their program who were not profiting from instruction. Educators have always evaluated to some degree.<sup>1</sup> The amount of retention, the large number of drop-outs, and the many rural children who were leaving school to go to work had been pointed out in the annual reports of the state supervisors and county superintendents many times.<sup>2</sup> From the middle 1920's to the present decade many changes have taken place in behalf of exceptional children. The many surveys, curriculum studies, and special subject experiments which took place during this time contributed to this change.

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<sup>1</sup>C. C. Ross, Measurement in Today's Schools (New York: Prentice-Hall, 1950) pp. 17, 18.

<sup>2</sup>W. C. Cook, Biennial Report of the State Supt. of Free Schools. For the two years ending, June 1930. (Charleston: Dept. of Ed., 1930) p. 46.

### The Educational Survey of 1928

Lorimer Cavins was authorized by the Superintendent of State Free Schools to make a survey in accordance with an act of the 1927 legislature. The second section was to deal with "Educational Achievement." The results were obtained by the use of standard tests of general intelligence and specific achievement. The method of organization started with a zoning of the state. The state was divided into five zones, each zone representing natural and distinct divisions of the varied interests of West Virginia. The tests used were reliable and valid standard tests.<sup>3</sup>

It is not the purpose of this study to discuss all of the results of the 1928 survey. Only the summary of findings which relate to this study are included here.

- (1) The age-grade distribution for all classes of schools typical of the entire state, counting only one year as the range for normal pupils, reveals that 12% of the pupils are from one to three years under-age, 31% of normal age, and 57% are from one to ten years over-age.
- (2) The pupils from all types of schools are mentally eleven or twelve months below standard in the fifth and seventh grades.
- (3) A comparison of the mental and chronological ages reveals that for upper grades the pupils

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<sup>3</sup>Lorimer V. Cavins, Survey of Education in West Virginia. "Educational Achievement", under the direction of George Ford, State Superintendent of Free Schools. (Charleston: Dept. of Education, 1928) pp. 8, 9.

are slightly more than two<sup>4</sup> years older chronologically than mentally.

The findings revealed that children from the rural one-room schools were better grouped in age-grade distribution, but this was partly due to the fact that the lock-step system of promotion was less pronounced in such a situation. The findings revealed that 57 percent of the pupils of West Virginia were from one to ten years over-age. Mr. Cavins concluded these findings by saying that either the pupils do not attend regularly or fail for some reason to make their promotion. As a result of these findings, the surveyor made six recommendations.

Four of the six recommendations apply to this study.

- (1) That standard test be required to determine the capacity of the pupils to do the work in the various grades.
- (2) That first grade teachers give especial attention to the classification of primer and first grade children with the view of promoting the "brighter" children as rapidly as possible.
- (3) That special classes be formed wherever possible for the extremely slow pupils, and other classes for the especially capable pupils, in order to enable the normal group to do a year's work in a year's time, and to prevent the vast amount of re-teaching now going on in the state.
- (4) That graded-school teachers and administrators give much more time at present to encouraging individual instruction to the end that they may modify the lock-step system of promotion.<sup>5</sup>

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<sup>4</sup>Ibid., pp. 41-43.

<sup>5</sup>Ibid., pp. 43, 44.

### The Curriculum Change of 1937

Superintendent Trent, in explaining the reason for curriculum change in 1937, said, "this constitutes a step in the formulation of the courses of study, which are intended to be enriched by further study, by experimentation, and by application of present and new knowledge of psychology."<sup>6</sup> His idea was to adjust the program of the schools to the needs of the day.

The important changes in this course of study are found in three objectives favoring the specially gifted child.

- (1) Knowledge should be obtained through individual activities that tend to discover and conserve precious talent of specially gifted children.<sup>7</sup>

And under the course of study for art:

- (2) To encourage and give special opportunities to the talented child.<sup>8</sup>

The course of study for music included the following aim:

- (3) To provide additional opportunities for those especially talented in vocal or instrumental music.<sup>9</sup>

Quite extensive work was done toward outlining the course of study for the fields of music and art. Several units were planned and outlined for the teacher of each grade.

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<sup>6</sup>Forest W. Stemple, (Chairman and editor) Program of Study for Elementary Schools, State of West Virginia (Charleston: Jarrett Printing Co., 1937) p. iv.

<sup>7</sup>Ibid., p. 7.

<sup>8</sup>Ibid., p. 215.

<sup>9</sup>Ibid., p. 267.



Separate suggestions were made to teachers in rural areas. Whereas one of the strengths of this curriculum over the former ones adopted by the state was its stress on individual capacity, the courses of study in each of the fields mentioned did not indicate to the teacher any means which she might use to determine this capacity.

### The Curriculum Study of 1942

The survey of 1928 was followed nine years later by a curriculum change. From 1940 to 1953 several curriculum studies were carried out, some of which were experimental. Handbooks in selected subject fields were made and given to the teachers of the state who, in turn, would use the prescribed units (or make some of their own to adapt to the needs of their particular group). After a year(s) trial, the teachers could send in comments and suggestions for improvement. If the teachers preferred, they might simply send in the report of their success.

One of the subject fields to be studied was elementary science. The aim of this study was to take science from the realm of the printed text-book and put it into "activity" learning. The program included a "going beyond just one text" aim. It encouraged free and individual reading to any level. In other words, a child in the fourth grade was not to be restricted to texts or resource materials written on a fourth

grade level, if his science project had inspired him to do otherwise.<sup>10</sup>

The handbook prescribed for the field of the practical arts showed a more pronounced change in method and philosophy of teaching. This program endeavored to "develop individual talents and abilities as completely as possible, not as an end in itself, but as a contributing factor to more complete learning."<sup>11</sup>

Some of the objectives of the experimental practical arts program were:

- (1) To guide, extend, and enrich the experiences of children.
- (2) In all the planning the teacher should not overlook the ability and interest of the pupils. They need to have a definite part in the planning, otherwise the real aim of the practical arts program may be defeated.<sup>12</sup>

While the teachers tried the experiment, they were to observe the value that the program had for individuals within the group. Several of the observations were similar for many

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<sup>10</sup>Forest Stemple, (chairman and editor) A Curriculum Study, "Handbook for Teachers of Elementary Science." Authorized and directed by W. W. Trent, Superintendent of Free Schools in West Virginia. (Charleston: Jarrett Printing Company, 1942) Vol III of four volumes. p. 7.

<sup>11</sup>Forest Stemple, (chairman and editor) A Curriculum Study, "A Handbook for Teachers in Elementary Practical Arts." Authorized and directed by W. W. Trent, Superintendent of Free Schools in West Virginia. (Charleston: Jarrett Printing Company, 1942) Vol IV of four volumes. p. 8.

<sup>12</sup>Ibid., pp. 8, 9.

teachers. Two of these apply to "exceptional children."

- (1) Corrections of maladjustments in children.
- (2) An enriched plan for the bright child and stimulation for the slow child.<sup>13</sup>

It is understood that teacher observations are somewhat subjective in nature; however, the fact that teachers were looking for individual needs and abilities was indicative of growth. The fact the "enrichment" was becoming part of the program was a sign of better instruction for the gifted child in West Virginia.

#### The Educational Survey of 1945

Resolved by the Senate, the House of Delegates concurring therein:

That an interim committee be created for the purpose of studying the following subjects, and such others as may be agreed upon by the committee, on its own motion or at the request of the Governor:

- (1) The educational system of West Virginia, including the institutions of higher learning, with particular reference to: (a) finances, sources of revenue, and the administration of state aid; (b) the elimination of duplicate or overlapping facilities; (c) the creation of assumption by counties of greater local responsibility for the financing and administration of the public schools; (d) the nomination and election of members of boards of education; and (e) such other matters....<sup>14</sup>

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<sup>13</sup>Ibid., pp. 88-92.

<sup>14</sup>A. H. Walkins, West Virginia Blue Book (Charleston: Jarrett Printing Company, 1940) pp. 62, 63.

It was this resolution by the State Senate that brought about the State Educational Survey in 1945. The Interim Committee employed George Strayer\* to be chairman of the survey. Eighteen other professional men and women made up the survey committee as field agents. Five research assistants and six clerks were also contracted to assist the field agents.<sup>15</sup>

The survey was to answer three questions for the West Virginia taxpayer. Are their schools efficiently administered? Does the program of education satisfy the needs of the youth of the State? Are the schools properly financed?<sup>16</sup>

The study was an extensive one. It took the committee from July 1, to December 10th of that year to complete their findings. The digest of their survey report is over seven hundred and fifty pages in length.

In their survey the committee indicated the strengths and weaknesses of the West Virginia public school system. They listed these into what they called findings and then made recommendations for improvement.

In their survey they reported many existing situations pertaining to the exceptional child. They made several recom-

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\*Dr. George D. Strayer, Professor Emeritus of Education, Teachers College, Columbia University, New York, N. Y.

<sup>15</sup>George D. Strayer (director of survey), A Report of a Survey of Public Education in the State of West Virginia (Charleston: Jarrett Printing Co., 1945)

<sup>16</sup>Ibid., p. 7.

mendations which (1) were directly in his behalf, or (2) would indirectly affect him in that the improvements would be of benefit to him, but were not made exclusively for his benefit.

Since the report was such a long one, the findings and recommendations made by this committee for the exceptional child will be listed; both those affecting him exclusively and those recommendations from which he would benefit if they were adopted. In most cases the findings and recommendations have been condensed, for the sake of brevity. On the following pages will be found a list of their findings and recommendations concerning the socially handicapped, the physically and mentally handicapped, and the gifted and superior child, respectively.

The curriculum changes recommended would not only benefit those who were individually different, but would make a change in thought from the still-too-formal classroom instructions to a more flexible philosophy.<sup>17</sup> The committee felt that a complete re-study of all curricula and courses of study in use in the schools of the State was expedient. This was to be done to the end that such curricula and courses of study should be recast to provide a program of education suited to the various ages, abilities, interests, and needs

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<sup>17</sup>Ibid., p. 414.

FINDINGS AND RECOMMENDATIONS LISTED FROM THE SURVEY  
OF PUBLIC EDUCATION IN THE STATE OF WEST VIRGINIA<sup>18</sup>

Regarding the Socially Handicapped and His Needs

Findings

Recommendations

Law

Article 8, Section 2, of the school law requires each board of education, not later than August first of each year, to "appoint a county director of school attendance and fix his salary." The board is also empowered to appoint in similar manner, any needed assistant directors. The board is further authorized "to set up special or professional qualifications for attendance directors as are deemed expedient and proper."

That the State Superintendent of Schools, formulate a certificate for directors and assistant directors of attendance. ... he is a combination of a teacher, a psychologist and a social worker.

That the State Board request at least one of the state colleges ... to offer appropriate courses for the professional preparation of school attendance officers. These courses should emphasize pupil personnel and human relations.

Enforcement

Only 40% of attendance officers were professionally prepared for the task.

Recommendations

Regarding Prevention of Social Handicap

In a six-year school these might well be assigned as follows: (1) an assistant (a woman), to the organization and administration of the junior high school, and to girls' problems in all grades, (2) an assistant (a man) to the organization and administration of the senior high school and to boys' problems in all grades and (3) an assistant (man or woman) to organize the programs of guidance and of extracurricular work in both schools.

<sup>18</sup>Ibid., pp. 183, 205, 206, 341.

FINDINGS AND RECOMMENDATIONS LISTED FROM THE SURVEY  
OF PUBLIC EDUCATION IN THE STATE OF WEST VIRGINIA<sup>19</sup> (cont'd)

Regarding Classes for the Mentally and Physically Handicapped

LAW--Article 2, Section 5, of the school law authorized the State Board of Education to make "rules relating to the physical welfare of pupils, the education of the feeble-minded and physically disabled or crippled children of school age. During the year 1944-45 the Legislature appropriated \$25,000, annually.

Findings

- (1) Several counties had no program.
- (2) \$11,000 of appropriation was not used.
- (3) Handicapped other than crippled deaf and blind not provided for in State. A few counties have organized special classes on their own.
  - One class sight saving.
  - One class hard of hearing.
  - One open air school.
  - Two speech teachers for defectives.
  - Community classes for slow learner.

Recommendations

Needless to say, not much is being done for the handicapped. The State should have more of such provisions.

The whole possibility should be explored of using busses to take pupils to special classes.

Tests used to determine mental age. For the slow learners in the regular classroom, provision must be made for individual differences. Devices must be set up to make every youth feel at home with other youths of his age regardless of how much or how little he can contribute to the group. The slow pupil must be encouraged to attack problems within his grasp and rewarded for his success in dealing with them.

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<sup>19</sup> Ibid., pp. 200, 212, 321, 449 and 450.

of children and youth of West Virginia.<sup>20</sup> Under such a program the Department of Education would have to add some divisions directed by trained professional leaders. These departments would include, (1) a Bureau of Tests and Measurements, (2) a Curriculum Division (for curriculum study and revision), (3) a Division of Research (to make studies of progress made through school and to establish a program of guidance to be adopted by the counties), (4) a Director of Tests and Measurements and to cooperate with the Division of Research in setting up a complete program of guidance, and (5) local officials to be in charge of the same in each county. Although a system of age-grade studies (which the committee already found started in West Virginia as a result of the 1927 survey) is good, they should be supplemented by studies of progress through school based on individual pupil-personnel records.<sup>21</sup>

The curriculum has been designed to supply a "mold" for a type of youth, rather than designed to supply offerings rich enough that each and every youth may develop the plan best suited to the needs of the community in which he lives and to his own need to earn a living and/or to further his education.<sup>22</sup>

The committee's findings, like those of the earlier

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<sup>20</sup>Ibid., p. 414.

<sup>21</sup>Ibid., pp. 360, 202, 352, 356, 414, 358, 454, 460, 502, 357, 361, 362.

<sup>22</sup>Ibid., p. 414.



surveys and studies already discussed in this chapter, were indicative in many instances of improvement within the West Virginia educational system since its 1926 rigid format philosophy. The committee commented on the philosophy and objectives of the Department of Education by saying that the philosophy and objectives were improved over former ones in that they were stressing enrichment for the very capable, individualizing instruction, and emphasizing evaluation measures. But the committee felt that these had not completely left the realm of "words." The planned courses of study had said that such objectives were incorporated, but in the example-units formalism and rigidity of construction were found.<sup>23</sup>

Concluding their study of the program of education in the public schools, the committee said:

All in all, this brief picture...is a complicated one. Besides that, it is hardly in agreement with the provision of the Constitution of West Virginia that "Legislature shall provide, by general law, for a thorough and efficient system of free schools."<sup>24</sup>

The committee felt that the system was not thorough in that all the children had not been reached. They felt it was not efficient in that local and state officials did too

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<sup>23</sup>Ibid., p. 447.

<sup>24</sup>Ibid., p. 430.

FINDINGS AND RECOMMENDATIONS LISTED FROM THE SURVEY  
OF PUBLIC EDUCATION IN THE STATE OF WEST VIRGINIA<sup>25</sup>

Regarding the Specially Gifted and Mentally Superior

Findings

Twenty counties did not have special supervisors. Forty-two counties had at least one special supervisor. One county had ten supervisors of this type.

The following departments of special supervision were among those found:

Vocal music  
Instrumental music  
Industrial arts.

No special groupings or classes were found for the specially gifted or bright child.

There was a tendency found to reduce requirements for all pupils to the minimum required of slow pupils.

Recommendations

A community art program is needed, incited by the presence and work of an artist-supervisor. This supervisor will find within each community, when possible, an artist of talent to develop appreciation and expression among all pupils, ultimately some of the pupils will be able to become professional artists. Here and there a great artist with talent will be found, and developed.

Scholarships should provide for the very able pupils who otherwise could not go to college.

This is fatal to the interest of able pupils as failure is to the interest of the slow pupils. What is recommended is a school which provides challenges according to ability and demands results on the same basis.

An ability testing program should be included. Additional courses offered to develop talents.

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<sup>25</sup> Ibid., pp. 202, 443-457, 450, 427.

many of the important guidance, programming personnel, study curriculum construction, and special subject planning. These, said the committee, should be delegated to special officials, with specific jobs and necessary assistants, professionally trained for each of these important phases of education.<sup>26</sup>

### Summary

It is not the object of this study to evaluate the several surveys and curriculum studies that were made in this period of the educational history of the state. Many other curriculum studies were made besides those discussed in this chapter. The ones chosen to be included here were chosen because of their noticeable characteristic emphasis on enrichment and individualization of instruction.

The annual contribution of these studies and surveys cannot be fully evaluated. The experimental curriculum studies of 1942 made it necessary for many of the teachers of West Virginia to try unit planning, individual instruction and study in regard to pupil ability, and evaluation of their teaching outcomes. These things made the curriculum studies most worthwhile.

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<sup>26</sup>Strayer, loc. cit.

The survey of 1928, although proven by the 1945 survey to be a bit unreliable,<sup>27</sup> started the educators thinking of means to prevent re-teaching and lock-step promotion. This survey also contributed by pointing out to the teachers and professional staff the ability difference of their pupils. This survey and all of the curriculum studies were partly responsible for the establishing of the Interim Legislature which prompted the 1945 survey.

The tangible outcomes of the 1945 survey can be listed in part.\*

- (1) An increase in appropriation for the teaching and training of the physically handicapped.<sup>28</sup>
- (2) A "physical restoration" appropriation under the supervision of the State Department of Education for the training and treatment of the physically disabled. The training was to include a broader and more remunerative skill of each individual according to his capacity and skill.<sup>29</sup>
- (3) The establishment of a Division of Research within the state department in 1948.<sup>30</sup>

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<sup>27</sup> Ibid., pp. 360-362.

\*It is not meant to be implied that other factors than the survey did not contribute to these outcomes.

<sup>28</sup> W. W. Trent, Biennial Report of the State Superintendent of Free Schools, for the two years ending June, 1948. The 38th Biennial Report. (Charleston: Dept. of Education: Jarrett Printing Co., 1948) p. 52.

<sup>29</sup> 1947 Law, Sec. 1, Endorses Art. 9 p. 2, 1945 with appropriation.

<sup>30</sup> Willis W. Chambers (director) West Virginia Educational Directory, for 1950-1951. (Charleston: Dept. of Ed. Rose City Press, 1951) p. 4.

- (4) Numerous additions to the state department in positions of assisting officers to each department head.<sup>31</sup>
- (5) Numerous additions to local boards of education in positions of special subject supervisors, guidance directors, attendance directors, and special education teachers.<sup>32</sup>
- (6) A curriculum change more in accordance with the one recommended by the committee.<sup>33</sup>

### WEST VIRGINIA'S FIRST PROGRAM

#### In the Hospitals

After the consolidation of several boards of relief and welfare into the Department of Public Welfare, many changes were seen in respect to the attention given crippled children. One of the outstanding results of this merger, was the cooperation between this department and the Department of Education. It has already been pointed out in this study that the Department of Health cooperated by the establishment of an Orthopedic Staff in several hospitals throughout the state which would care for the handicapped. This cooperation had developed into the formation of diagnostic centers in

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<sup>31</sup>Ibid., pp. 5-8.

<sup>32</sup>Chambers, loc. cit.

<sup>33</sup>W. W. Trent (director), Biennial Report of the State Superintendent of Free Schools, for the two years ending 1950. The 39th Report. (Charleston: Dept. of Ed. Jarrett Printing Co., 1950) p. 114.

crippled children were the Huntington Memorial Hospital, the Huntington Orthopedic Hospital, and the Morris Memorial Hospital, at Milton. The directors of supervision were Calvert Estill of the Welfare Department and H. A. Rice, Superintendent of Huntington City Schools. The Board of Education of Huntington offered its cooperation in 1932 by supplying all necessary school equipment.

During these two years, 60 children with physical defects received instruction. They ranged in age from six years to seventeen. Some of them were so severely handicapped that they had never received any type of instruction before. Some, when discharged, were able to return to the public schools in their home communities.

The curriculum used was practically the same as that used in the public schools. Emphasis was placed on manual training, drawing, and basket weaving for obvious reasons. One of the special subjects given extra attention was that of personal hygiene. This was done so as to encourage the children to influence the home in such matters after their discharge.<sup>35</sup>

One of the teachers in this original program gave an interesting response to the question concerning cooperation between the community and this program. This teacher stated,

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<sup>35</sup>Ibid., pp. 34-39.

"I have never needed or asked for help from anyone individual or group, but that I have had more help than I needed." This program was a good beginning in that it established cooperation between departments of state government in behalf of the handicapped, and that it also fostered community help and good public relations. Cabell County (in which these hospitals are situated) has one of the strongest Special Education programs in the State.

By 1940 this program had grown. Education of the deaf and hard of hearing, education of the blind or partially so, training for the speech defective, and open-air schooling for the children of low vitality had been added to this program. The number of hospitals had grown. The county tuberculosis sanitarium had one teacher for the children hospitalized in that institution. Morgan County had one teacher for convalescent children at "The Pines", an institution for crippled children. Kanawa County had one itinerent teacher for those suffering from speech defect. This hospital schooling was operated by state funds and county funds cooperatively.<sup>36</sup>

In the 1956-57 school term the hospital program was as follows:

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<sup>36</sup>W. W. Trent (director) The Thirty-fourth Biennial report of the Superintendent of Free Schools in the State of West Virginia. For the two years ending June 1940. (Charleston: Jarrett Printing Co., 1940) pp. 37-39.

1 class Morris Memorial Hospital--1 teacher--13 pupils.

1 class Dr. Jones Hospital--2 teachers--46 pupils.

1 class Marmet Hospital--1 teacher--23 pupils.

1 class Hillcrest Sanitarium--1 teacher--13 pupils.

The hospital program has grown in size in the last fifteen years from an original two teachers to five, from the original three hospitals to four. Besides this the number of children receiving hospital instruction has grown from sixty to ninety-two. There are children throughout the state receiving instruction from homebound teachers not included in this number. In response to Questionnaire #2 another of these hospital teachers reported, "The cooperation between the medical staff and the teacher is one of the finest characteristics of this problem. The children seem to recognize that we both (the doctor and I) are doing everything with their interest at heart."

#### The Homebound Program

In the 1936 Biennial Report of the Department of Education, the first mention of education for the physically handicapped was made by the administration. The instruction within the hospitals had been under the direction of the Department of Welfare with cooperation of the Department of Education. This mention, in the Biennial Report, expressed the duty of the Department of Education to be responsible for this project. The state supervisor of elementary instruction, H. K. Baer,



reported the following to the governor:

The state of West Virginia has no special provision for the education of crippled children, who because of their handicaps are not properly served by the regular school. There are a large number of crippled children living in various sections of our state who, at present, are not receiving the advantages of a public school education. I consider it appropriate to enact legislation which will extend the advantages of public education to these individuals.<sup>37</sup>

This was in 1936, five years before the Legislature was to enact such a law. But the sentiments in regard to the handicapped were not felt only by this supervisor. In November of 1936, the State Superintendent, W. W. Trent, made an address entitled "Unto the Least of These" before the West Virginia Educational Association. An excerpt from this address regarding education for handicapped, follows:

At the risk of having my saying received as unfavorably as the priests and scribes and elders received that declaration (unto the least of these) on that memorial day--so unfavorably that they consulted immediately how they might take Him away and crucify Him--I am declaring unto you that the only means of discovering, conserving, and developing personalities in the children under our direction is through service to all of them--even unto the least of them.<sup>38</sup>

In 1940 Mr. Baer, the State Elementary Supervisor, again made a recommendation that suitable education be provided for handicapped and retarded children.<sup>39</sup> In the 1941

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<sup>37</sup>W. W. Trent (director) The Thirty-third Report of the State Superintendent of Free Schools in the State of West Virginia. For the two years ending June, 1938. (Charleston: Jarrett Printing Co., 1938) pp. 42, 43.

<sup>38</sup>Trent, op. cit., p. 20.

<sup>39</sup>Ibid., (34th report) p. 139.

Session of the Legislature, Mr. Baer's recommendation was placed into the law; so that at the beginning of the 1941-42 school term, a program of teaching homebound crippled children was inaugurated.<sup>40</sup>

Progress was made before the close of the 1942 school term. Some of the work had already been begun in cooperation with the county school systems, part-support from interested civic groups, and several welfare divisions of the State Department of Welfare before this date. By the close of the 1942 school term the following provisions were made for handicapped children in West Virginia, exclusive of the work in the hospitals:<sup>41</sup>

- (1) Children in convalescent homes had eleven teachers with the help from the Works Project Administration.
- (2) Promotion of education for handicapped children had been made a special project of the Vocational Rehabilitation Division.
- (3) A manual entitled "Education for Handicapped Children" was composed for all the teachers in the state (including regular classroom teachers).

The Homebound Program had 106 teachers in 1942. Of this number only nine were full-time teachers. The part-time teachers were regular classroom teachers who taught their homebound pupils after school or at night.\* The number of

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<sup>40</sup>W. W. Trent, Thirty-fifth Biennial Report of the State Superintendent of Free Schools in West Virginia. For the two years ending 1940-1942. (Charleston: Dept. of Ed., 1942) pp. 46-62.

<sup>41</sup>Trent, loc. cit.

\*In 1953-54 there were 670 children under this provision.

pupils in this first year was 320.

Table I shows the growth of this program in the fifteen years of its success. The program is no longer called the "Homebound Program." In 1954 the Legislature changed the appropriation from the "Homebound appropriation" to the "special education appropriation."<sup>42</sup>

The fact that this program is a success is not shown in the chart. The number of pupils has doubled in the last fifteen years, but within the last five years no appreciable number of pupils have been added. This, however, does not give a clear picture of the success of the program.

With the growth of special classes, the homebound instruction was lessened in a great degree. That is, pupils who had previously been under the former program were now able, in many cases, to attend a class. This was not only beneficial to the system, in that a teacher could reach more pupils, but the child was given the additional opportunity of social training and companionship with others.

Another measure of progress in this program was the change in policy as the program developed. At the outset of homebound instruction the organization was weak. This was due, of course, to the lack of a state supervisor or director.

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<sup>42</sup>Henry J. Otto, Elementary School Organization and Administration. (New York: Appleton-Century-Crofts, Inc., 1954) pp. 493-498.

TABLE I

THE GROWTH OF THE HOMEBOUND PROGRAM IN WEST VIRGINIA 1941-1957<sup>43</sup>

Years	1931 Hosp. Prog.	1941	1945	1950	1956*	
Number of handi- capped youth in West Virginia		7,942	10,923	9,045	approx. 60,000	
Appropriation	Public Welfare	\$25,000	\$25,000	\$50,000	\$100,000	
Expended		\$22,502	\$25,000	\$35,209	\$100,000	
Number of pupils		60	320	278	530	600
Number of teachers	Part time	2	106	113	176	26
	Full time		9	10	19	329
Number of handi- capped youth not benefitted		7,622	10,645	8,515	55,804	

\*The figures in this column include the teachers of the mentally and physically handicapped in special classrooms. The enumeration of handicapped youth was done by the State Director of Special Education, estimated on the population of West Virginia and the national estimate. The pupils, however, do not include those in special classes.

<sup>43</sup>W. W. Trent, The Thirty-second Biennial Report of the State Superintendent of Free Schools in the State of West Virginia. For the two years ending 1936. (Charleston: Jarrett Printing Co., 1936), p. 20.

In 1942, Mr. Baer was placed in this position but he was already Supervisor of Elementary Education for the State. He was an efficient man and was interested in the program.<sup>44</sup> The lack of organization was not due to the inefficiency of one man; rather, it was due to the inefficiency of the State Department in not placing a Director of Special Education in the capitol.

The organization consisted merely of a defense of why the program was necessary. The only action that was ordered was the enumeration of handicapped youth by the teacher-census.

It was not until 1945 that organization came into the program. Mr. Baer suggested two standards, one for the teachers and one for the pupils. He stated that the teachers should meet "certain standards of certification." Whether or not he meant that they should have special training for working with the handicapped cannot be determined. He did not qualify the type of requirement he proposed. The other standard was that a physician must certify that the child is physically and mentally capable of learning.<sup>45</sup>

Mr. Baer also made two recommendations. One, that each county locate all the physically handicapped youth, and, two,

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<sup>44</sup>Trent, op. cit., pp. 20-34.

<sup>45</sup>W. W. Trent, The Thirty-seventh Biennial Report of the State Superintendent of Free Schools of West Virginia. For the two years ending June, 1946. (Charleston: Dept. of Ed., 1946) p. 78.

that they make teachers available for these children.<sup>46</sup>

The policy and organization has changed since the early days of this program. In 1949 a regulation sheet was sent to every county from the board of education. A copy of these regulations may be found in Appendix B.

By this time a few counties had added special classes (mostly in churches or public lodges). The legislature had extended the program to include the mentally handicapped and had stipulated that any manner in which the counties cared to do this was all right. Supervision was to be offered the homebound teachers by the superintendent of the county or an assistant superintendent whom he delegated for this position.<sup>47</sup>

As has been stated, the word homebound had now been deleted from the program. It was to be called the Home Instruction Program. It is that today, although it comes under the Department of Special Education and is a vital part of the Exceptional Children's Program in the State.

With the recent advances in the program of Special Education many changes have occurred in the Home Instruction Program. Better organization, policies, and regulations have

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<sup>46</sup>Trent, loc. cit.

<sup>47</sup>From the unpublished regulation sheet from the Dept. of Ed. Charleston, November 2, 1949.

been added since the 1949 regulation sheet was printed. The new director in the State Department, Miss Frances Scott, has revised the program into a more workable one. She visited 65 to 70 children in their homes in seven different counties to see what types of disability were depriving that child of regular school attendance. Miss Scott found that approximately two-thirds of the children visited were physically able to attend school if special adjustments could be made to the school building. The adjustments Miss Scott recommended were, (1) special transportation, (2) ramp entrances at school instead of stairs, (3) bathroom facilities on the same floor as the class room, and (4) the forming of a special class.<sup>48</sup>

#### THE EXPANDED PROGRAM

West Virginia was far behind most other states in beginning special education,<sup>49</sup> although the state provided little organization for the new program; West Virginia's Special Education Program had a continual growth once it had begun. From the hospital instruction of the early 1930's the program had expanded to homebound instruction of several hundred teachers. Even before the legislature had passed a bill pro-

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<sup>48</sup>W. W. Trent, Forty-Third Semi-Annual Report of the State Superintendent of Free Schools in West Virginia. For the year ending June, 1955. (Charleston: Dept. of Ed., 1955)

<sup>49</sup>Henry J. Otto, Elementary School Organization and Administration. (Appleton-Century-Crofts, Inc., 1954) pp. 494-98.

viding appropriation for home instruction (1941) special classes had been held in churches and lodges as a result of community efforts. The idea of special education had been accepted by many of the people of West Virginia.

From these small beginnings came the opportunity rooms and the Oley School for the Deaf in Huntington. Three teachers were provided for special classes in Wheeling. Brooke, Mineral, and Wood County all had opportunity rooms.

During this time the State Department sent out a pamphlet called Manual for Education of Handicapped Children.<sup>50</sup> This was the state's initial attempt to promote a program of education for the handicapped. "Start with the faculties on hand; improve them as they go along." This was the philosophy the pamphlet endorsed.

All of these activities had been carried on before the Legislature had even appropriated or authorized a program of homebound instruction.

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<sup>50</sup>W. W. Trent (Director) "Manual for Education of Handicapped Children" The Thirty-fifth Biennial Report of the State Superintendent of Free Schools in West Virginia. For the two years ending June, 1942 (Charleston: Jarrett Printing Co., 1942) p. 46.



## Special Classes

In the early part of the 1940's a few small classes had been in existence.<sup>51</sup> These special classes had been partly sponsored by community efforts and partly provided for by the county school systems. The special classes which developed several years after the homebound program are the classes discussed here.

It was H. Cliff Hamilton, Supervisor of the Division of Elementary Schools, who first recommended special education classes (1946). He felt that this would provide "equality of opportunity for the handicapped, equality with other children."<sup>52</sup> For these children he wanted special classes and special teachers with special training. He advocated in-service training for teachers (either homebound or regular classroom teachers) who would be interested in such a teaching position.

One of the unpublished pamphlets which the State Department sent out in the 1945-46 school term was entitled West

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<sup>51</sup>A. K. Baer, "Report of the Division of Elementary Instruction," The Fifty-fifth Biennial Report of State Superintendent of Free Schools in West Virginia. For the two years ending 1942. (Charleston, West Virginia: Jarrett Printing Co., 1942) p. 78.

<sup>52</sup>H. Cliff Hamilton, "Report of the Division of Elementary Education," The Thirty-seventh Biennial Report of the State Superintendent of Free Schools in West Virginia. For the two years ending 1946. (Charleston, West Virginia: Dept. of Ed. Jarrett Printing Co., 1946) pp. 31-35.

Virginia's Homebound Children, They, Too, Belong to the Public School. In this article, as in several of their publications, the administrators defended their position by stating that the physically handicapped "have a right to use their minds even if they cannot use their bodies well." They added that this was a "necessary balm for loneliness."<sup>53</sup>

It was not until 1952 that there was recorded a recommendation for special classes to be provided by the State in cooperation with county boards. During the making of his recommendation, Superintendent Trent also asked for additions to his staff. The 1945 survey committee had advocated such a move.<sup>54</sup> The 'services' for which the superintendent asked included a Director of Research and a Director of Special Education. It was in this year, too, that the mentally handicapped were added to the homebound program.

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<sup>53</sup>An unpublished pamphlet from the Department of Education.

<sup>54</sup>George D. Strayer, (director), A Report of a Survey of Public Education in West Virginia, Legislative Interim Committee. State of West Virginia, 1945. Charleston: Jarrett Printing Co. 1945. p. 587.

The supervisor in charge\* of the Homebound Program reported that "a few classes had been tried in 1951-1952."<sup>55</sup>

By a 1953 act of Legislature,<sup>56</sup> education for exceptional children became a law. It was permissive, not mandatory. Many had looked forward to a Special Education law in West Virginia but this was not a good year for special education financially. In the enactment of the bill, the Legislature had provided a one hundred-thousand dollar appropriation. This was a forty thousand dollar increase over the former appropriation for the homebound program.

These appropriations were necessary because in 1952 (before the increase) the appropriation had not been sufficient and the counties had had to provide for their local homebound programs by the end of the school term. The 1953 forty thousand dollar increase had not changed matters a great deal.

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\*It was already stated that the State Department had no such official. Indeed, it was just stated that the superintendent had just asked for one. However, every year this position was given to one of the supervisors of instruction, generally to the Supervisor of Elementary Instruction (Mr. Baer and then Mr. Hamilton. According to the 32nd, 33rd, 34th and 35th Biennial, for Mr. Baer, and according to the 37th, 38th, 39th and 40th Biennial, for Mr. Hamilton. The 36th Biennial did not report that this job belonged to anyone.)

<sup>55</sup>H. Cliff Hamilton, "Report of the Elementary Instruction" The Fortieth Biennial Report of the State Superintendent of the Free Schools of the State of West Virginia. For the two years ending June 1950. (Charleston: Dept. of Ed. Jarrett Printing Co., 1952) p. 46.

<sup>56</sup>Senate Bill #36 Art. 20, Acts of the Legislature, 1953.

By the end of that school term there was no money left. This, however, was one of the best years the pupils (handicapped) had had. There were 670 pupils being taught by 291 teachers (some of these part time).

There were other problems than financial one during this year. The State Supervisor of Elementary Instruction reported that there was a "need to develop a philosophic understanding of such a program for these children."<sup>57</sup> The administrators felt that they needed a State Director of Special Education, one who was trained to supervise, coordinate, and encourage the program. They noted that they needed additional funds. They mentioned that they needed qualified teachers.<sup>58</sup>

In November of 1953, the first workshop for special teachers was held. It was planned, during this workshop, that this would be an annual affair.

#### A State Director

Miss Frances Scott, Director of Special Education in West Virginia, came to the state with high qualifications

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<sup>57</sup>Hamilton, op. cit., pp. 51 f.

<sup>58</sup>W. W. Trent, "Superintendent's Recommendations to the Governor" The Forty-first Biennial Report of the State Superintendent of Free Schools in the State of West Virginia. For the two years ending June, 1954 (Charleston: Dept. of Ed. Jarrett Printing Company, 1954) p. 16-19.

and much experience. The special teachers and parents of exceptional children have noted many times the security that Miss Scott has given them. This would be true, in part, because formerly there had been no leader and little organization. Miss Scott did all the usual activities of a good leader, but her efforts were beyond "the call of duty." To point out all of the new Director's activities is not necessary. A few are listed because they are indicative of the progress that the Special Education Program has made in the last two years.<sup>59</sup>

1. During 1955, visited every county school board office except one.
2. Discussed with superintendent, or his representative, the needs of the exceptional school children in his county.
3. Visited all but one of the twenty special classes for exceptional children in the state. Some were visited several time.
4. Made home visits in seven different counties to see what types of disabilities were making home-bound instruction necessary.
5. Sponsored an eleven day workshop at the West Virginia School for Deaf and Blind.

#### The Workshop Described

- (1) Two classes of exceptional children housed at school for demonstration teaching.

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<sup>59</sup>Frances Scott, "Report of the Division of Special Education" The Forty-third Biennial Report of the State Superintendent of Free Schools in West Virginia. (Charleston, West Virginia, Department of Education, Rose City Press, Inc., 1956) pp. 113 ff.

- (2) The Division of Crippled Children brought the class of physically handicapped.
  - (3) Ten children from St. Mary's came as demonstration class for the mentally retarded.
  - (4) Shepherd College sponsored the services of Dr. Spieg to be coordinator.
  - (5) An out of state specialist was employed.
  - (6) West Virginia University provided testing for the mentally retarded children from St. Mary's.
  - (7) Department of Health and Mental Hygiene Bureau furnished the demonstration teacher for the mentally retarded class.
6. Parent groups were formed. (Miss Scott often attends these)
  7. Organized the laws, policies and regulations concerning the education of exceptional children, a copy of which is given to every teacher at the beginning of the year.

After the first year of her service to special education in West Virginia, Miss Scott made the following recommendations:

1. The large number of drop-outs in our schools may be due to limitations. The state director would like to know of these.
2. Appropriation should increase as the program increases.
3. Money to buy large type print books.
4. Screening program of hearing-testing to find those with limited progress in hearing.
5. Itinerant speech or hearing specialist.
6. Teacher education-cooperation with the state normal schools to offer courses. All regular classroom teachers should have to take these since they have exceptional children in their classrooms.

7. Psychological testing to determine those in need of special education.<sup>60</sup>

Of the recommendations the director made in 1956, several of them have been adopted. The appropriation increased from sixty-thousand dollars to one-hundred-thousand dollars.

The change that can be seen is change of policy. Like the homebound program, the special education program had little state organization and management until the director was employed. The policies of the special education program can be found in Appendix B. The laws and regulations are also included.

The most recent development within the program has been the adoption of a special certificate for Public School Speech and Hearing Therapy. This is the only special certificate issued by the State Board of Education. The requirements for this certificate can be found in Appendix B.

The law states that all types of exceptional children may be educated. The county board of education is required to carry out necessary preparations and to provide suitable facilities, if a program of this type is to be carried out within their county school system. Grouping for classes requires at least five exceptional children of one type.

In the matter of financing instruction, the state con-

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<sup>60</sup>Scott, loc. cit.

tributes to the home-bound program or special class program under the Foundation Program for general school use. The county which receives a certain percentage of their Foundation Program for general school use, also receives the same per cent (ratio) toward special education. This type of finance is not the only one employed. Under the Special Education Program the homebound pupils or special classes may receive an appropriation. In the cases of hospital instruction, the Hospital and Orphans Aid shares in the expense of instruction. In Appendix B, there will be found the complete manner in which this program has become organized in the matter of finance.

The employed personnel of special education in West Virginia consisted of teachers who had been regular classroom teachers and had been retired, or teachers who met their homebound pupils after the regular teaching day.<sup>61</sup> The policy toward teacher qualification has changed, although the amount of trained-teacher-personnel is very small. This is partly due to the lack, within the state school of higher education, of courses in the field of special education. This has been partly remedied under the new state direction, by the addition of six semester hours of Special Education in the summer session of Marshall College. Some of the teachers have

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<sup>61</sup>Response to Questionnaire Number 1.



taken advantage of this.

In the field of specialized training for speech difficulties and special administration, three counties employ specialists. One county has four speech correctionists and one director of special education. In addition there are ten teachers of the homebound, teachers of the mentally retarded, one teacher of cerebral palsied children, and one for the blind. This system also employs two hospital teachers.<sup>62</sup>

Another county which has employed specialists in its system is the county in which special instruction first began in 1931. The school psychologists have offered in-service-training to the teachers of the mentally retarded in this county. This program can be found in the Appendix. (For the sake of not over-crowding the appendix the first pages of each area of training will be included only.)

Dr. Shrunk in correspondence to the questionnaire (number 1) showed his interest in special education for the gifted. "We feel that we would like to help them more, and starting this September, we are going to make a study of a program for gifted children," said Dr. Shrunk.<sup>63</sup>

Needless to say, the special education program has expanded. Change in policy, employment of a state director,

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<sup>62</sup>Response to Questionnaire Number 1.

<sup>63</sup>Personal correspondence with Dr. Shrunk.

certain trained specialists in some counties, workshops for in-service-training, and organization are responsible for this growth.

### West Virginia's Neglected Exceptional Children

The gifted child. Education for the gifted within the public schools, insofar as special classes or schools are concerned, has not developed. This is due to the opinion that the gifted child can get along without assistance.<sup>64</sup>

Education for the gifted, either superior mentally or according to special gifts, has not developed to any degree in West Virginia. Until the State Director came to West Virginia, no mention of this child was made in any of the superintendents' reports. The concern for the handicapped was mentioned for fifteen years. The concern for the gifted was not mentioned until 1956.<sup>65</sup>

The survey of 1945 included the gifted child as one of its recommendations for improvement of instruction within the state. This survey stated that special scholarships should be offered to any of the very capable pupils who were not financially able to go to college otherwise. The survey recommended guidance facilities to be made available to

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<sup>64</sup>Paul Witty, Helping the Gifted Child (Science Research Associates, Inc. Chicago, Ill. 1952) p. 39.

<sup>65</sup>Scott, loc. cit.

those pupils in selecting their courses in high school. The need for mathematics, science, and other such courses was expedient for these pupils, said the committee.<sup>66</sup>

The administrative officers recently added to some of the county systems which could offer guidance in the behalf of the gifted are the following:

Berkeley County	- Director of Guidance and Attendance
Cabell County	- School Psychologist
	- Director of Educational Measurement
Kanawa County	- Director of Tests
	- Director of Special Activities
Marion County	- Coordinator of Special Activities
Monongalia Co.	- Supervisor of Testing
	- Psychologist <sup>67</sup>

In regard to the child with special gifts, almost all the counties have special teachers for music. Several have special art teachers. Five counties have special supervisors of these subject fields.<sup>68</sup>

The opinion of educators writing on the subject of education for the specially gifted, is that public school music and art are methods of finding talent and guiding it rather than special education of it.<sup>69</sup> It is probable, that many children having such gifts have been discovered by spec-

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<sup>66</sup>Strayer, op. cit., pp. 223-227.

<sup>67</sup>West Virginia Educational Directory, 1956-57.  
pp. 223-227 inclusive. Department of Education, Charleston.

<sup>68</sup>Ibid., pp. 223-227.

<sup>69</sup>Strayer, op. cit., pp. 449-450.

ially trained subject field teachers. It is certainly to the specially gifted child's advantage, rather than to his disadvantage, that this number of special subject teachers are employed by the state.

The 1945 survey recommended that the course of study for public school music and art stress enjoyment, freedom of expression, and aesthetic appreciation. The survey also recommended that there be special courses of a more individual quality offered those showing special ability. The schools have offered training in the playing of band instruments almost exclusively.

West Virginia's gifted child is neglected in many ways in the regular classroom, which is the only area for his development in West Virginia's public school system. If West Virginia has regular classroom teachers like those described by Strayer<sup>70</sup>, then the role of the gifted child is that of doing additional exercises to be busy while the others "catch up."

#### The neglected socially handicapped child

The socially handicapped child is that child who is out of harmony with his environment. He is unable to reach

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<sup>70</sup>Strayer, op. cit., p. 457 and Ruth Strang, An Introduction to Child Study, (New York: The Macmillan Company, 1938) pp. 443, 445.

a reasonably satisfactory state of equilibrium between his own desires and the requirements of life.<sup>71</sup> Social maladjustment implies conflicts between an individual and his environment. A socially maladjusted child is a socially handicapped one.

The child who is unable to achieve a state of order within himself is an emotionally disturbed child.<sup>72</sup> He may be excessively conforming or unnaturally withdrawn. An emotionally disturbed child is a socially handicapped one.

With these two criteria, the socially handicapped child has been defined. To the common observer, a child is not known as socially handicapped; he is either truant, delinquent, incorrigible, or "bad." The first three terms just used are technical terms, but they do not define this type of individual. They describe his symptoms.<sup>73</sup>

Strang says that delinquency is associated with social maladjustment. She goes on to say that truancy is "many children's solution to an unhappy school situation." She says

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<sup>71</sup>Jack W. Birch and Edward Stullken, Solving Problems of Problem Children. (Bloomington, Illinois: Public School Publishing Company, 1956) p. 1 and 2.

<sup>72</sup>Ibid., p. 2 and 3.

<sup>73</sup>Heck, op. cit., p. 1 and 2.

that truancy leads to delinquency, in that the truant associates with experienced delinquents.<sup>74</sup>

In discussing social handicaps in relationship to the program of the school it must be stated that all delinquency does not begin in the school, nor is it always the result of an unhealthy school situation.<sup>75</sup> Carroll says, however, that there are situations in the school that, combined with the child's total environment, lead to social maladjustment. It is possible that the child is emotionally disturbed when he comes to school, and therefore cannot make a proper adjustment socially.<sup>76</sup> When the school fails to do this for him; the school has neglected him.

The school is responsible to the child. It should know the child well enough to (1) detect symptoms of maladjustment, (2) offer an environment which will be as healthy (or healthier) as his other environments, (3) discuss his problems with him, (4) find his areas of weakness, and (5)

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<sup>74</sup>Ruth Strang, An Introduction to Child Study, (New York: The Macmillan Company, 1946), p. 597.

<sup>75</sup>Jack W. Birch and Edward Stullken, Solving Problems of Problem Children, (Bloomington, Illinois: Public School Printing Company, 1956), p. 1, 2, 39.

<sup>76</sup>Herbert H. Carroll, Mental Hygiene, (New York: Prentice-Hall, Inc., 1948), pp. 206, 207.

present him an enriched course of study to inspire him to use his abilities to the very extent of them. The first responsibility of the school then, is to know the child completely.<sup>77</sup>

The second responsibility of the school program is continuous understanding and acceptance. This is the responsibility of the complete school staff and requires trained personnel for the difficulties when they arise. Most importantly, this requires teachers who are trained in mental hygiene and child development, and are well-adjusted themselves. All those who deal with the child must understand him in the light of all the modern psychological, educational, and sociological study available.<sup>78</sup>

There are three necessary pre-requisites to the prevention of social handicap in the schools today. They deal with the type of special personnel and teachers employed by the system.<sup>79</sup> The attendance officer, the guidance program, and the teacher who is understanding of behavior symptoms.

Has West Virginia supplied special personnel to detect

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<sup>77</sup>George D. Strayer, A Report of the Survey of Education in the State of West Virginia, Interim Legislature Committee, (Charleston, W. Va.: Rose Printing Company, Inc., 1945), p. 414.

<sup>78</sup>Ibid., p. 595.

<sup>79</sup>Strayer, op. cit., p. 591-595.

truancy? The 1945 survey committee rated the state very low on the education requirements of its attendance officers. On the adjoining page will be found the committee's findings in this area, in 1945. In column II will be found the author's computations as devolved from the directories of the school staffs.<sup>80</sup> The third column is a plus (+) and minus (-) column showing the increase and decrease in strength of truancy detection according to decrease or increase of school youth enrolled.

Since the survey found that forty per cent of the attendance officers were not specially trained they recommended that the University offer courses dealing with child behavior problems and adjustment. They recommended that these officers be trained in social-work. Then, said the committee, these officials should not be employed until they have a certificate fulfilling these requirements.<sup>81</sup> This recommendation has not been carried out. The University offers the courses<sup>82</sup> but the attendance officers are not

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<sup>80</sup>Strayer, op. cit., pp. 204-209, and West Virginia Educational Directory for 1956-57, from the Department of Education.

<sup>81</sup>Strayer, loc. cit.

<sup>82</sup>H. I. Shott, Bluefield Daily Telegraph, Bluefield, West Virginia. July 22, 1949.



TABLE II

ATTENDANCE DIRECTION IN THE FIFTY-FIVE COUNTIES OF THE STATE <sup>83</sup>

	1945	1955	+ or -
Number of counties employing attendance directors	52	55	+ 3
Number of attendance directors in the state	52	55	+ 3
Number of assistant attendance officers	84	47	-37
Number of attendance officers totaled	136	102	-34
Number of attendance directors who have other official responsibilities	3	14	-11
Largest number found in one county	17	15	- 2
Net school enrollment <sup>84</sup>	407,551	457,908	+50,451

NOTE: The signs plus (+) and (-) minus indicate change in strength of attendance direction. For instance, in 1955 the state had fourteen attendance officers who were also in charge of transportation. Ten years before, the state expected only three of these officers or directors to "share" responsibilities. This shows a weakening or decrease in strength.

<sup>83</sup>Strayer, op. cit. pp.204-209<sup>84</sup>

Ibid. pp.112.113

required to take them for certification.<sup>85</sup>

It is the consensus of opinion throughout the country that truancy and delinquency are increasing rather than decreasing. In 1953, sixty-one per cent of delinquents who were from eight to seventeen years of age were not enrolled in school. These youths had been truants.<sup>86</sup> If this is true, West Virginia has relaxed its only program for the socially handicapped child, truancy detection, in the presence of truancy increase.

Has West Virginia supplied personnel within its school system to assist teachers in the guidance of the potential or already delinquent?

The survey committee found as one of the chief weaknesses in the schools of West Virginia the lack of guidance personnel and technique.<sup>87</sup> The committee studied eighty-seven large elementary schools. These schools were classified on the Mort-Cornell Rating Guide. They then tabulated the frequency with which teachers were able to carry out guidance principles, with which principals were able to assist them, and the extent of specially trained guidance personnel to

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<sup>85</sup> No such requirement found in legislature, school law, or certification booklet.

<sup>86</sup> Benjamin Fine, 1,000,000 Delinquents (Cleveland: The World Publishing Company, 1955) p. 163.

<sup>87</sup> Strayer, op. cit., pp. 595ff.

help the teacher with special problems. Of these eighty-seven type schools, thirty were in the highest expenditure group. The rating which the committee gave good guidance personnel and techniques in these thirty select schools was the frequency of less than ten per cent. That would mean that approximately three schools had any such personnel available to their teachers, and that approximately three per cent of these schools in the highest expenditure group practiced any guidance methods.

The following table is enclosed to present the different practices the committee felt was minimum guidance for the gifted, and help for the pre-delinquent.<sup>88</sup>

The growth of this program could not be measured by the type of guidance methods practiced in every school or county. The author had no way of determining the worth of each program. It can be indicated by the amount of trained specialists. It can be seen in several articles that appeared in the West Virginia Educational Bulletin in 1950. The most important single sign of growth within one county is the employment of a school psychologist.

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<sup>88</sup>Strayer, op. cit., pp. 591ff.

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**PUPIL-ADJUSTMENT PRACTICES  
ACCORDING TO SURVEY**
**FREQUENCY OF  
PRACTICE**


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1. Records kept of significant activities of pupils outside in such a manner as to be available for guidance usage.	Less than 10%
2. Members of school staff cooperating in the gathering and recording of significant facts relating to pupils' adjustment to total environment.	Less than 10%
3. A carefully planned program of pupil adjustment with the responsibility for the cooperation of the staff, in such a matter, delegated to one individual or committee.	Less than 10%
4. Intelligence and achievement tests given and the results recorded.	Less than 10%
5. Teachers with education in pupil maladjustment and the symptoms of personality imbalance.	Less than 10%
6. School-community cooperation in the establishment of recreational opportunities for the "after school hours."	Less than 25%

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FIGURE 2

PUPIL-ADJUSTMENT PRACTICES TO BE FOUND IN THE PUBLIC SCHOOLS OF WEST VIRGINIA ACCORDING TO THE 1945 EDUCATIONAL SURVEY COMMITTEE USING THE THIRTY HIGHEST EXPENDITURE GROUP OF SCHOOLS.

The number of guidance and testing personnel at the time the committee surveyed the state was three. In 1956 there were reported two guidance directors, five directors of tests and measurements, one visiting teacher, and two school psychologists. Eight of the fifty-five counties employed these specialists.<sup>89</sup>

In 1952 several articles began to appear in the West Virginia Educational Bulletin about revision of supervisory techniques for supervisors of instruction. These supervisors reported that they "were going to help teachers who had serious problem in organization and discipline."<sup>90</sup> They were adding this to their duties of instructional supervision. Another article pointed out a drop-out survey in a high school in Randolph county. This was done "to forestall future withdrawals. In this way it was hoped that adjustments would be started in time to forestall all except those students whose attitudes and ideals are already warped."<sup>91</sup>

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<sup>89</sup>Educational Directory, 1956 and 1957, pp. 2-237.

<sup>90</sup>Kathryn McKinney, "Promising Practices," West Virginia Educational Bulletin (Charleston: 1951), pp. 18-20.

<sup>91</sup>Ibid., pp. 25ff.

On the following page is a "request sheet" used by Dr. Shrunck, school psychologist for the Cabell County Schools. It is quite complete and shows that the teachers in one county of the state, at least, have personal assistance in their work of guidance. It is indicative of the type of program which could be started for the socially maladjusted or emotionally imbalanced in other counties of the state.

### The "Hidden" Child

By this term the author means those children within the classroom who have not, as yet, been discovered by their school as exceptional. These children may be mentally retarded to such a slight degree that their slow progress and difficulty in school is blamed on laziness or indifference.<sup>92</sup> "Hidden", because the child needs to be tested.

According to the authorities, the child who is "sluggish" may be (1) mentally slow, (2) normal mentally but ill; or (3) mentally superior, but unchallenged.<sup>93</sup> There is the possibility that the child is of normal mentality, but his home and school have failed to help him establish organized work habits.

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<sup>92</sup>Ruth Strang, An Introduction to Child Study, (New York: The Macmillan Company, 1938) pp. 443, 445.

<sup>93</sup>Ibid., pp. 442-446.

REQUEST FOR PSYCHOLOGICAL STUDY

School \_\_\_\_\_ Signed \_\_\_\_\_  
 Prin., V.T., Nurse, Supervisor

Date of Request \_\_\_\_\_ Date received at Psychological Serv. \_\_\_\_\_

IDENTIFYING INFORMATION

Pupil's Name \_\_\_\_\_ Grade \_\_\_\_\_ Birthdate \_\_\_\_\_

Address \_\_\_\_\_

Father's Name \_\_\_\_\_ Mother's Maiden Name \_\_\_\_\_

Father's Occupation \_\_\_\_\_ Mother's Occupation \_\_\_\_\_

Pupil lives with \_\_\_\_\_  
 (Parents, grandparents, other relatives, foster home, institution)

PROBLEM PRESENTED

(Reason for Requesting Study)

Results of Group Tests of Mental Ability:

Name of Test(s) \_\_\_\_\_ Date(s) \_\_\_\_\_ Results \_\_\_\_\_  
 Has this pupil been referred previously \_\_\_\_\_

FACTORS IN PROBLEM

1. Attendance (Describe) \_\_\_\_\_
2. Academic Attainment (Standardized Tests, if available): G.P. or P.R. or Teacher's

Mark, Reading\* \_\_\_\_\_ Arithmetic\* \_\_\_\_\_  
 \*Elementary School. Please place Secondary Achievement report on reverse side.

Grades Repeated \_\_\_\_\_  
 Special Difficulties \_\_\_\_\_ Special Talents or Abilities \_\_\_\_\_

3. Physical Factors (Report of Medical Examination, if available.)  
 Vision \_\_\_\_\_ Glasses \_\_\_\_\_ Hearing \_\_\_\_\_  
 Serious Illnesses \_\_\_\_\_ Accidents \_\_\_\_\_  
 Easily Fatigued \_\_\_\_\_ Speech \_\_\_\_\_

4. Personality Factors (Check traits which describe pupil.)  
 Listless     Aggressive     Disobedient     Dislike by classmate  
 Selfish     Stubborn     Talkative     Worries     Shy  
 Untruthful     Quarrelsome     Excitable     Jealous     Happy  
 Self-reliant     Courteous     Generous     Nervous     Steals  
 Bites nails     Easily hurt     Suspicious     Moody  
 Shows qualities of leadership     Indifferent to failure  
 Cannot concentrate     Accepted by classmates

Note: Any significant fact concerning pupil or members of his family may be noted on reverse side. Such information will be treated confidentially.

The school has neglected this child no matter what his ability or limitation, if that school has not given him thorough examination using modern measurement techniques. This child is in need of counseling and guidance. This child needs a guidance staff member in his school system.

West Virginia has neglected this child due to the limited amount of testing and guidance services offered by school systems in the state.

#### THE REASON FOR SPECIAL EDUCATION IN WEST VIRGINIA

##### According to the Special Teachers

The author sent out questionnaires to every special education teacher in West Virginia. Since fifty per cent were not returned, a statistical evaluation of results could not be obtained.

Some of the teacher's opinions concerning the value of this program are listed. They are entered here only because they are an interesting picture of what teachers who have been in the program feel is the primary importance of their work. They say:

1. Many children are becoming well adjusted that otherwise could not have had this privilege.
2. This helps the child find a place in society.
3. Keeps child from falling behind his friends in school work. (The hospitalized child)



4. This emphasis helps the total school program.

5. This lets the handicapped child know that he has a place in society the same as other children.

6. It stimulates public awareness of exceptional children.

7. This helps the community accept the handicapped child.

8. "We who are strong ought to bear the infirmities of the weak." Romans 15:1

## CHAPTER V

### SUMMARY

#### Re-statement of the problem

The purpose of this study has been to investigate the development of special education in West Virginia by (1) studying the underlying concepts that were responsible for the recognition of "exceptional" needs, (2) tracing the first assistance by West Virginia to meet the needs of its exceptional children, (3) finding the factors which expanded this assistance to the free public school, and (4) noting the possible steps which the state might attempt to take in the future.

#### Summary of Procedures

A review of current literature on the subject of all phases of exceptional children was made throughout the course of this study. This material was supplemented by questionnaires that were sent to special teachers and all superintendents having special programs in their county system. A study of West Virginia history and the history of education was also pre-requisite to this study. Letters, interviews, and personal conversation with teachers, parents (of exceptional children), supervisors and administrators was expedient to a clear picture of the program in West Vir-

ginia. Anecdotal notes of personal experiences of the author as a part in the special education program helped make the study more meaningful. In addition, the author also spent some time in the Department of Archives in Charleston, West Virginia, to use records that cannot be found elsewhere.

Findings listed:

1. West Virginia developed a program for exceptional children in 1941 by an act of legislature.

2. Several special classes had already developed on a part-county, part-civic plan.

3. The first cooperation which the state department of education showed for the crippled child's education was with the Department of Public Welfare. They instructed children in the hospital. This began in 1931.

4. Before that time the state had made provisions for its handicapped; mentally, physically, and emotionally, by the establishment of institutions. Twelve institutions were established from the time of statehood to today. Three children's hospitals were erected. The state welfare agencies and the federal government took care of providing surgical treatment and residence for these children.

5. After the establishment of institutions it was found that enough of the handicapped exceptional were not being assisted. This, in combination with the idea of re-

habilitation and re-education of the handicapped; which had evolved throughout the country, led the state administrators to consider other means of care and treatment.

6. The homebound program began as a result of this concept.

7. From the homebound program came the conception of special classes for the physically handicapped. The realization on the part of professional people of the benefits to this type of child from social relationships in the group was partly responsible for the development of this program. It was not long before education for the mentally handicapped was also included in the program.

8. With the employment of a State Director of Special Education, the program became a reality. It has not ceased to grow. Many counties have added special classes. The expectation for growth is reasonable.

9. Many weaknesses can be found in the program due to its newness. Certification, special training opportunities for the teachers, opportunities for the gifted, opportunities for the socially handicapped, and a testing and guidance program for West Virginia youth is needed. These are the recommendations for the future.

#### Recommendations for the future

The study will leave the field of historic recording. The task of the historian does not include a look to the

future. This writer is not predicting the future, but recording the needs of the present for the growth in the future.

1. West Virginia has no legal requirements for certification of special education teachers, other than certification of teachers of speech and hearing. Since this is the case, it is recommended that in the future such special certificates be issued also for teachers of the cerebral palsied, blind or partially sighted, and for physical or occupational therapists. It is understood that these are specialized fields within the field of special education, and require additional education. These teachers should be paid as specialists.

2. It is recommended that more curriculum studies be carried out, as in the past, and thus encourage all teachers to evaluate their teaching processes. The teachers can understand individualized instruction only as they learn to practice it themselves.

3. Information concerning all school children should be recorded in a cumulative manner, with a folder for each pupil. The teacher should be left at liberty to add any additional information which she thinks would be of help to the next teacher or teachers. She should be advised, however, as to the type of information which should be included so as to include necessary items and to avoid subjectivisms.

4. The county systems should offer every opportunity

to the child in line with his needs. From the information in the cumulative records and by use of resource specialists, a record should be kept of those individuals who exhibit exceptional gifts or weaknesses. Teachers should be advised in the type of curriculum that are offered for gifted or limited pupils, and the county supervisor of instruction should supply additional enrichment materials when they are necessary.

5. From the growth and understanding developed out of a county system of teachers and staff that know their pupils, the process of supplying their needs should follow and grow. With the direction of Miss Scott, the workshops for teachers should continue and extend to regular classroom teachers as well. The county supervisors of instruction should plan local workshops for their regular teachers. Only when in-service-training and additional training in child behavior and adjustment is offered the regular classroom teachers will the socially handicapped child be understood, and the gifted and talented child be helped in the special way suited to his needs.

6. In order to make this a program "of the people and for all the people", groups of lay and professional people should be enlisted for study to learn to identify the exceptional children and all of their needs. Every community has

resource individuals who could be added to its own particular group. Parent study-groups and clinics would grow out of such a system.

7. Community and/or county professional associations should be enlisted to survey their locale of industrial and educational endeavor. From certain set projects and programs their exceptionally gifted child can be reached in enrichment ways. Some projects of school-community type could enlarge and renovate recreational, extra-school activities. The child of each community should be provided a healthy and educational-ly inspiring environment.

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## APPENDICES



APPENDIX A  
(FOR QUESTIONNAIRES)

## QUESTIONNAIRE NUMBER ONE

1. Do you have a program for the exceptional child in your county public school system? Yes \_\_\_\_\_ No \_\_\_\_\_
2. If so, when did it begin? \_\_\_\_\_
3. Has any training been done by private institutions or groups other than the public schools? Yes \_\_\_\_\_ No \_\_\_\_\_  
Name of institution or group \_\_\_\_\_  
Address \_\_\_\_\_
4. Who was the first teacher or superintendent-in-charge of the first program? \_\_\_\_\_ Address \_\_\_\_\_
5. How many pupils did she have? \_\_\_\_\_  
Physically handicapped? \_\_\_\_\_ Mentally retarded? \_\_\_\_\_ or both? \_\_\_\_\_
6. Was it a homebound program? \_\_\_\_\_ special class? \_\_\_\_\_ both? \_\_\_\_\_
7. When did you have your first special class within a school building? Date \_\_\_\_\_ Name of School \_\_\_\_\_
8. Do you have such a program now? Yes \_\_\_\_\_ No \_\_\_\_\_
9. How many teachers do you employ? \_\_\_\_\_  
Names and addresses of present or fairly recent teachers:  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
10. Do you have any newspaper clippings, pictures, pamphlets, or mimeographed information which you could enclose? (returned immediately upon request)
11. If you do not have such a program, do you anticipate having one this coming school year? Yes \_\_\_\_\_ No \_\_\_\_\_
12. If you do not have such a program, why? \_\_\_\_\_  
\_\_\_\_\_
13. What is your general theory as to the education of the gifted child? Have you, in your county system, any definite techniques for the enrichment of their program?

QUESTIONNAIRE TO ALL TEACHERS OF THE EXCEPTIONAL CHILD IN THE STATE OF WEST VIRGINIA

Name \_\_\_\_\_ County \_\_\_\_\_

A. CONCERNING YOUR PHYSICALLY HANDICAPPED PUPILS

In parts A. and B, please answer by giving actual numbers in the blanks provided. If, however, the number is an estimate, place (E) after the number you give as an answer. For example: 22(E). In part C, answer the questions with factual information.

- How many physically handicapped pupils have you trained?
How many of them have reached employable age?
How many of these pupils have become employed?
How many employers have aided in the training program?
How many employers have hired your pupils?
How many of your pupils have developed Hobbies?
How many of your pupils have become self-supporting?

B. CONCERNING MENTALLY HANDICAPPED PUPILS

- How many mentally handicapped pupils have you trained?
How many of these have reached employable age?
How many of these have been employed?
How many of your pupils have become self sufficient:
in self-care?
in simple household care?
in simple "outside the home" activities?
in leisure time activity?

C. CONCERNING THE MENTALLY SUPERIOR PUPILS

How many exceptionally superior pupils have you taught?
What special enrichment techniques did you employ?

What special aid was offered you by the county school system for your enrichment program?

What technique does your county use for determining the general intelligence, special intelligence or special abilities of its mentally superior? I. Q. test Interest scales Ability inventories teacher observation (please check technique).
What plan for meeting the needs of the exceptionally superior have been employed by your county school system?

**D. CONCERNING PUBLIC INTEREST AND PUBLIC CONCERN**

Please answer YES or NO to the following:

- There has been organized resistance to the program . . . . \_\_\_\_\_
- Your newspaper has run special feature stories on it. . . . \_\_\_\_\_
- The school administration has interpreted the program to  
the teachers. . . . . \_\_\_\_\_

Please respond to the following question with an actual number.  
If an estimate, place (E) after the number you give as an answer.

- How many members of the community have:  
asked you pertinent questions concerning the program? . \_\_\_\_\_
- volunteered to assist you? . . . . . \_\_\_\_\_
- planned parties, trips, etc. for your group? . . . . . \_\_\_\_\_
- planned personally with you toward getting necessary  
equipment for the special needs of your group? . . . \_\_\_\_\_
- exhibited other types of interest . . . . . \_\_\_\_\_

How many regular classroom teachers have shown in an inter-  
est in the program by observing your teaching, discussing  
it with you, come to you for help concerning an a-typical  
child in their classroom, or shown any other interest? . . . \_\_\_\_\_

- How many clubs or groups have assisted by:  
donating funds to the program? . . . . . \_\_\_\_\_
- organizing clubs with your pupils? . . . . . \_\_\_\_\_
- adopting your class (or member) as a project? . . . . . \_\_\_\_\_

Name other types of interested assistance. \_\_\_\_\_

Would you please list the clubs by name that have assisted you?  
(Use the back of this paper, please)

Did any associations for the exceptional child (or any type of  
exceptional child) develop as a result of your special parents  
group? If so, please list. \_\_\_\_\_

Were any of the associations for the exceptional child responsible,  
in part, for your local special education program?  
If so, please list. \_\_\_\_\_

**E. CONCERNING THE PARENT-TEACHER RELATIONSHIP AND RAPPORT**

	(please check)	
	YES	NO
<u>Parent-Teacher Group</u>		
We have a Parent-Teacher group . . . . .	_____	_____
Each pupil has one parent in attendance . . . . .	_____	_____
Both parents of the majority of the pupils attend . . . . .	_____	_____
Other interested citizens attend. . . . .	_____	_____
A county school administrator attends regularly . . . . .	_____	_____
Professional and/or civic groups send a representative	_____	_____
You attend regularly . . . . .	_____	_____
The meetings are formal . . . . .	_____	_____
The meetings are sometimes social parties or outings. . . . .	_____	_____
The programs use speakers from related fields . . . . .	_____	_____
The programs are varied(speaks, panels, films, discussion)	_____	_____
The programs are planned, in part, by the parents . . . . .	_____	_____
The programs are generally informal group discussion. . . . .	_____	_____
The parents, on their own initiative, plan parties, trips, picnics, etc. for your pupils. . . . .	_____	_____
Close friendships have developed between the parents. . . . .	_____	_____
You have observation days for the parents . . . . .	_____	_____
You have good parental attendance on these days . . . . .	_____	_____
You have seen any of the following symptoms of adjustment in at least one of the parents during the year.		
1. Take their child with them into public gathering	_____	_____
2. Discuss their child readily with anyone. . . . .	_____	_____
3. Tell you that they have seen improvement in child	_____	_____
4. State appreciation to you for your efforts . . . . .	_____	_____
5. Tell you that it helps them to talk about child. . . . .	_____	_____
6. Have personally enlisted the services of civic or social clubs in behalf of their child or program. . . . .	_____	_____
7. _____	_____	_____
(Add any other symptom, you have observed, above.)		
You feel that the majority of parents are at ease with you. . . . .	_____	_____
You feel that rapport has been established. . . . .	_____	_____
<u>Method of reporting progress to parents. (Underline correct word.)</u>		
You send (formal, informal) reports to parents. Both.		
The parents have told you that they are (pleased, displeased, satisfied) with the reports (report cards).		
You have (one, two, several, no) conferences with each parent per year.		
You have (no, one, two, several) days of instruction per year for the parents, in which explanations and suggestions are given them as to how they might supplement the program at home.		

What, in your opinion, is the most important result of the special education program in West Virginia? If more than one result occurs to you, please list in order of importance.

Do you feel that West Virginia has neglected her exceptionally gifted child? (by "exceptionally gifted" is meant a child with high intelligence quotient, who may at the same time have some other special ability or abilities, but does not necessarily have to in order to be considered "gifted.")

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Do you feel that West Virginia has neglected her "specially gifted" child? (This child is average from the point of view of academic ability, but has special gifts often known as "talents.")

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Do you personally feel that a special education program should have been established for the "gifted" child with high intelligence, before the present one for the physically and mentally handicapped? \_\_\_\_ If not, why do you feel the handicapped deserved first consideration as to a special educational program?

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APPENDIX B

(REGULATIONS, POLICIES, REQUIREMENTS,  
SPECIAL EXAMPLES OF PROGRESS)

## REGULATIONS FOR EDUCATION OF HOMEBOUND CHILDREN

The state appropriation for the education of homebound children is a further recognition on the part of the people that the advantages of education must be extended to all children. This is in keeping with a policy that has been generally accepted for a number of years, that all children are entitled to not less than their proportionate share of the school funds. More recently, through an act of the Legislature, all children are guaranteed this minimum expenditure for their education.

It is fundamental to the success of such a program that counties accept their part of the responsibility both administratively and financially. This is particularly true in the case of homebound children where the cost of instruction is necessarily high and the location of children and details of planning for their education require special interest and concern.

The regulations for the program as approved by the State Board of Education are outlined below. In their administration the children will be served best by adhering to the standards for instruction which are outlined.

### 1. Eligibility of Pupils -

Persons between the ages of 6 and 20 years, inclusive, mentally qualified to benefit from instruction who by reason of being physically handicapped are unable to attend regular school shall be considered homebound within the meaning of this program. Such physically handicapped persons shall be entitled to homebound instruction through the services of a teacher under the rules and regulations hereinafter stated.

Homebound shall be construed to mean "home" in the usual meaning, but may include hospital in cases where hospitalization is prolonged and the pupils condition is favorable to instruction. All enrollees for home and hospital instruction shall be certified by an attending physician or by a registered nurse as to physical condition and ability to receive instruction. (See Form CC-1).

### 2. Organization and Instruction -

a. Before beginning instruction, the county board of education will need to have approval of the State Superintendent of Free Schools for both pupils and teachers.

(Applications for approval will be made on Forms CC-1 and CC-2).

b. For a full-time teacher the number of pupils must be not fewer than 12, nor more than 14. Exception may be granted where special schools are established to which pupils are transported.



- c. Home instruction supported by state funds will be limited to two periods of one hour each week. There should be at least one intervening day between periods. In cases of isolated children involving excessive distances for travel on the part of the teacher, the period of instruction may be on the basis of one period each week lasting two hours provided the child is physically able for the longer period. The physician or nurse making the health examination should indicate approval of the two-hour teaching period. This will be done by a notation on the application form (CC-1). Special provisions for teaching may be approved where a group of three or more physically handicapped pupils not able to attend regular school are brought together on a scheduled plan; or where they are living in a convalescent home.
- d. In situations where fewer than 12 pupils are located in hospitals, such pupils may be enrolled to supplement the homebound pupils in securing the required enrollment of 12 for a full-time teaching load.
- e. Special emphasis should be given to the individual needs of each homebound pupil. The usual curriculum followed in the regular public schools will be pursued by all pupils having due regard, however, to each individual pupil's physical condition, abilities, and interest.
- f. When visiting a home the teacher shall have the pupil in a room alone for the period of instruction. This is essential and parents should be advised that no interference from other children or adults will be permitted. For the time being the room is a school and must be so conducted.
- g. Instruction of homebound and hospitalized pupils may be given at any time within the school year, not to exceed a term of nine months in any (fiscal) school year.
- h. The county board of education shall make available to teachers and pupils in all homebound classes: (1) reading materials; (2) instructional supplies; (3) textbooks; and (4) traveling library.
- i. Where it is impracticable to include isolated homebound pupils in home instruction classes taught by a full-time teacher, the county board of education may employ part-time teachers. Frequently a local teacher will teach a homebound pupil of the community after regular school hours. This procedure has been found successful.

### 3. Administration -

#### a. Assignment of Teachers

Full-time teachers in the homebound teaching program will be appointed by the county board of education and considered a part of the regular county instructional staff. They are entitled to all legal rights and interests in teacher welfare enjoyed by their fellow members. Part-time teachers who are not at the time employed to teach in the regular school program will be employed from year to year and will not receive a continuing contract. County boards of education are urged to give special consideration to the training and experience as they consider applicants for such positions.

#### b. Qualifications of Teachers

All teachers of homebound pupils shall hold a valid certificate for teaching. In situations where regular teachers are not available for homebound teaching emergency teachers may be employed during the emergency period provided they meet the prescribed requirements of certification for emergency teachers. The nature of homebound teaching makes it highly desirable that such teachers shall have had successful teaching experience and that they have a wholesome interest in physically handicapped children.

#### c. Salary

Approved full-time teachers in the homebound teaching program are to receive a monthly salary equal to the amount received by other teachers of the county having similar certification and experience. Part-time teachers having eight or more children regularly scheduled, but fewer than twelve, may be paid a salary based on the fractional part of twelve that the number of children being taught represents; that is, for eight children the salary would be 8/12 that of the same teacher working with twelve children; for nine children the salary would be 9/12, etc. Part-time teachers having fewer than eight children regularly scheduled will receive a salary of \$1.50 per hour for actual time spent, not to exceed two hours a week for each child taught. (Modification of the \$1.50 per hour salary may be made by the state superintendent as changing conditions warrant.)

#### d. Travel

All teachers of homebound children (part-time and full-time) may be paid transportation to and from the child's home not to exceed 6¢ per mile on a schedule planned for economy in travel. The county superintendent or other person designated by him as director of the homebound children program shall approve each schedule on the basis

indicated. Salary and transportation will be paid from the homebound teaching fund of the county.

#### e. Financing the Program

The state board of school finance shall deposit to the credit of the county homebound teaching fund from time to time an amount sufficient to pay salaries and travel expenses of approved teachers to the extent that state funds so marked are available. County boards of education are requested to supplement the state funds in situations where the amount available from the state is inadequate to meet the costs of teaching the homebound children of the county for a full term.

State allocation of funds will be made to counties on the basis of applications (Forms CC-1 and CC-2) that have been received and approved by the state superintendent of schools. The state board of school finance may exercise its authority to recall moneys deposited in the county homebound teaching fund upon discontinuance of instruction of a class that has been organized and approved or upon failure of local authorities, or teachers in charge, to observe the regulations herein approved by the state board of educations.

#### f. Reports

At the end of each month the teacher, or part-time teacher, of homebound pupils will make a monthly report to the county superintendent before salary or travel expenses for the month are paid. To make this report, two copies of Form CC-4 and one copy of Form CC-3 are to be filed with the county superintendent. The county superintendent in turn will forward one copy of CC-4 to the state supervisor of elementary schools who serves as state director of the program. Before forwarding Form CC-4 to the state office, the local superintendent will indicate approval of the report.

#### g. Supervision

All teachers of homebound pupils are to be under the supervision of the county superintendent or of an assistant superintendent or supervisor designated by him. The name of the person so designated should be forwarded promptly to the state office of elementary schools for reference in directing the program. The local person in charge will be responsible for local approval of the schedules for homebound teachers and for securing approval of the state superintendent for the teachers employed, the pupils enrolled, and the schedules of instruction. For these purposes Forms CC-1 and CC-2 will be used. These forms should be made out in duplicate and mailed to the state supervisor of elementary schools.

When approved by the state superintendent one copy will be returned to the county office and the other will be filed at the state office. (The county superintendent should be sure to indicate the name of the person on his staff in charge of homebound teaching.)

Classes may begin when Forms CC-1 and CC-2 have been returned to the county marked "approved." So far as possible, these forms should be sent in during the summer so that homebound pupils may start when schools open. Full-time teachers ordinarily have their classes organized and ready. The attendance staff can have other homebound children located and essential data at hand.

APPROVED NOVEMBER 2, 1949 BY STATE BOARD OF EDUCATION

## WEST VIRGINIA DEPARTMENT OF EDUCATION

HOME INSTRUCTION PROGRAM

## POLICIES AND REGULATIONS

## 1. ELIGIBILITY OF PUPILS

A child with a chronological age of 6-21 with a physical disability so severe that regular attendance or special class attendance is unwise or unsafe is eligible for home instruction, provided that:

1. No physically fit child with an I.Q. above 50 shall be eligible for home instruction.
2. A qualified physician certifies that the child is unable to attend regular school or a special class if one is provided and recommends home instruction for him. Form CC-1 shall be completed by the physician and returned to the county board of education. Any exception must have the approval of the State Director of Special Education.
3. The child so certified is mentally capable of profiting from instruction:
  - A. All physically handicapped children (ages 6-21) who have never attended school, including home instruction, must have a mental ability test.
  - B. A physically handicapped child who has previously attended school and who has made average school progress may be admitted to home instruction without mental ability testing.
  - C. A physically handicapped child who has previously attended school and who has not made average school progress must have a mental ability test and must earn a score of not less than 25 I.Q. and mental age of 3. A group intelligence test is not acceptable for this purpose. Acceptable tests are: (1) Stanford-Binet, Rev. 1937, (2) Wechsler Intelligence Scale for Children, (3) Grace Arthur Performance Test may be used to supplement the tests (1) and (2) where it seems necessary.
  - D. Any physically handicapped child with an intelligence score of 25-70 (mental age at least 3 shall be certified by a qualified medical doctor for home instruction.)
  - E. A physically handicapped child with an I.Q. on an accepted test (see C above) below 25 is not eligible for home instruction.

- F. Any severely physically handicapped child who cannot respond to mental ability evaluation sufficiently well to show whether he meets the eligibility requirements may be enrolled on the home instruction program for a trial period not to exceed one semester.

## II. PUPIL LOAD

1. Full-time teacher 10-12 pupils.
2. Part-time teacher 1-9 pupils.

## III. TEACHERS

1. Qualifications - All teachers of homebound pupils shall hold a valid certificate for teaching. In situations where teachers with regular certificates are not available for home teaching, emergency teachers may be employed during the emergency period provided they meet the prescribed requirements of certification for emergency teachers. The nature of homebound teaching makes it highly desirable that such teachers shall have had successful teaching experience and that they have a wholesome interest in physically handicapped children.
2. Contracts - Full-time teachers in the homebound teaching program will be appointed by the county board of education and considered a part of the regular county instructional staff. They are entitled to all legal rights and interests in teacher welfare enjoyed by their fellow members. Part-time teachers who are not at the time employed from year to year and will not receive a continuing contract. County boards of education are urged to give special consideration to the training and experience as they consider applicants for such positions.
3. Salary and Travel Expense -
  - A. Full-time teachers (10-12 pupils) - Regular legal salary according to certification based on training and experience.
  - B. Part-time teachers (1-9 pupils) - Salary per hour shall be based upon certification as called for on state legal minimum salary, in such proportion as time spent is of 120 hours per month, provided that no teacher is paid less than \$2.50 per hour.
  - C. Each home teacher shall be reimbursed at the current rate for the local county employees for actual mileage traveled to child's home and return, by the shortest route, as certified by county superintendent of schools.

#### 4. Duties -

##### A. Records of Attendance -

- (1) Each home instruction teacher shall keep a state register and report to the county superintendent monthly, as other teachers report.
- (2) At the close of the year, the home instruction teacher shall turn in to the county board of education her state register, completed accurately.

When a child is transferred to regular school, the home instruction teacher shall transfer to the regular teacher the child's permanent record card, the grade card, and other personal records pertaining to the child.

If the child has previously been enrolled in school and returns to school within the year, the home instruction teacher shall transfer to the regular teacher a record of the child's and his grade card.

##### B. Records of Progress -

- (1) The grade card currently used in the county shall be used for the children on home instruction.
- (2) The county superintendent and the State Director of Special Education may require additional reports or explanations of progress reports.

#### IV. INSTRUCTION

1. Home Arrangement - When visiting a home the teacher shall have the pupil in a room alone for the period of instruction. This is essential and parents should be advised that no interference from other children or adults will be permitted. For the time being the room is a school and must be so conducted.

#### 2. Time for Home Instruction -

- A. Instruction of homebound pupils may be given at any time within the school year, not to exceed a term of nine months in any (fiscal) school year.
- B. Two hours per week shall constitute a minimum week's attendance for each child enrolled on the home instruction program. It is recommended that counties give instruction for additional hours but such additional hours will not be reported to the State Department of Education for reimbursement.

- C. In cases of isolated children involving excessive distances for travel on the part of the teacher, the period of instruction may be on the basis of one period each week lasting two hours provided the child is physically able for the longer period. The physician making the health examination should indicate approval of the two-hour teaching period. This will be done by a notation on the application form CC-1.
- D. Home instruction teachers shall assign, for each pupil, for the school days she does not visit child sufficient suitable work to occupy the child daily for the amounts of time suggested below. The homework assignment time shall be subject to the approval of the child's physician.

Grades 1-3	1 hour daily
Grades 4-6	2 hours daily
Grades 7-10	3 hours daily

### 3. Instructional Materials -

- A. It shall be the responsibility of the county board of education to allocate for books and instructional supplies for each pupil at least the same amount as is allocated for each pupil in the regular school program.
- B. It shall be the responsibility of the county superintendent to provide or to see that is provided such instructional supplies, outlines, workbooks, and other teaching aids and materials as are supplied to children in the regular grades and to see that the home instruction program be correlated with that of the child's home school.



WEST VIRGINIA DEPARTMENT OF EDUCATION  
SPECIAL CLASSES FOR PHYSICALLY HANDICAPPED  
POLICIES AND REGULATIONS

I. ELIGIBILITY OF PUPILS

To be eligible for enrollment in a special class for physically handicapped, a child must:

1. Have a chronological age of 6 to 21. A child who reaches his 21st birthday during the school year may continue in school until the close of that school year.
2. Mental age: 3 years or above
3. Intelligence quotient - approximately 25 or above - on Stanford-Binet Scale of Intelligence and/or Wechsler Intelligence Scale for Children. The Grace Arthur Point Scale of Performance may be used to give supplemental data to these where necessary. Results of these tests will be accepted only when they have been administered, scored, and interpreted by a qualified person who has been approved for this work by the State Director of Special Education.
4. Be able to understand simple directions and to make his needs known.
5. Be socially developed to the extent that his behavior does not endanger himself or the others in the group.
6. Be emotionally stable to the point that attendance in a group will not add to his problem.
7. Be of physical size and age to be acceptable with the other members of the class.
8. Be certified by a qualified medical doctor as being unable to attend regular school even with all possible adaptations of facilities, equipment, and program arranged for, and be recommended for special class placement.
9. Be recommended for admission by admission board. (See Mentally Retarded Item I-10)

II. CLASS LOAD

1. The minimum enrollment is ten and the maximum enrollment for special day classes for physically handicapped children, including non-severely handicapped cerebral palsied children, shall be fifteen, except that in a classroom

where the chronological age spread and/or instructional level is greater than six years, the maximum enrollment shall be twelve.

2. The minimum enrollment is ten and the maximum enrollment for special day classes for severely physically handicapped shall be twelve children. Where there are several children in wheel chairs or who are only partially independent on crutches or who are using other aids, less than twelve children shall be considered a full load.
3. Educational provision for a child with multiple handicaps shall be considered first from the point of view of educability since the learning problem is a major handicap.
4. Any variation in the maximum enrollment number must be approved by the State Director of Special Education.
5. In a community where, in the school enrollment, there is not a sufficient number of physically handicapped children to warrant the establishment of a special class but there is a group of 5-9 physically handicapped children, it may be arranged for the home instruction teacher to teach one-half of each school day in the class for physically handicapped, or for such proportionate part of her time as the number of such pupils warrants:

For	Time equivalent to:
2 children	4 one-hour periods per week
3 children	5 one-hour periods per week
4 children	8 one-hour periods per week

### III. TEACHERS

#### 1. Qualifications -

- A. A teacher must hold a valid West Virginia certificate for teaching.
- B. A teacher should have had successful teaching experience with normal children.
- C. A teacher should have satisfactorily completed such special education courses as may be prescribed by the State Department of Education.
- D. A teacher should have sound physical and mental health.
- E. A teacher should be adaptable, possess good judgment, have a sympathetic understanding of the problems of the physically handicapped.
- F. A teacher should be a person who pays careful attention to detail and who meets first the needs of her children without concern for amount of time and energy required.

2. Contracts - Teachers employed in special classes will be appointed by the county board of education and considered a part of the regular county instructional staff. They are entitled to all legal rights and interests in teacher welfare enjoyed by their fellow members.
3. Salary - Salaries of teachers of special classes shall be legal salaries called for by certificate.
4. Duties -
  - A. Records of Attendance -
    - (1) Each teacher of a special class for physically handicapped children shall keep a state register, correct and up to date, and shall make such reports as regular teachers are required to.
  - B. Records of Progress -
    - (1) Each teacher shall assess or inventory the academic status of each of her pupils at the beginning of the school year or when he first enters her class. This inventory together with such records as are available on each child and the teacher's observation of the child shall form the basis for planning for his school program.
    - (2) Periodic reassessment is to be done as child's progress indicates, but at least at mid-term and at the close of the school year or just prior to child's withdrawal from class.
    - (3) Materials for such inventories will be made available from the State Department of Education through the office of the Director of Special Education.
    - (4) If a child transfers from one special class to another, or to the regular school, or to some other educational or vocational service, a current copy of the child's latest inventory shall be sent with other permanent records.
  - C. Reports to Parents -
    - (1) Where the conventional report card used in the regular school program is adequate for use in a special class, its use is recommended. Where such a form of reporting is inadequate or inadvisable, a report in narrative or letter form should be used, with a copy kept in the child's permanent record folder.

## D. Conferences -

- (1) Since children in special classes for the physically handicapped frequently require help in locomotion, in writing, in hand skills, etc., it is essential that the special class teacher confer frequently with the parents to keep informed as to changes recommended by the physician, to encourage parents to allow a child to do more for himself, as well as to aid them in understanding the child's academic status, social adjustment, etc. Reports on home visits and on conference with parents should be filed in each child's permanent record folder.
- (2) In addition to the pupil inventory of concepts and skills, it is essential to keep a progress record on the physical accomplishments, and social adjustment of physically handicapped children. An anecdotal record should be kept to provide such information.
- (3) Notes and letters received from parents or others regarding child are to be kept on file. Carbon copies should be kept of all notes written by teacher to child's parent or guardian.
- (4) Since physically handicapped children may well be having treatment for their conditions, may wear braces, use crutches, need special rest periods, etc., it is the duty of the special class teacher to know what activities and limitations have been set for each child and to see that each abides by them.

## IV. INSTRUCTION

1. Curriculum -

- A. The curriculum for children enrolled in special day classes for the physically handicapped shall be planned to meet each child's individual capabilities and needs, based upon results of pupil inventories, mental ability and achievement tests, physicians' reports and recommendations, teacher observation, etc.
- B. Wherever suitable, the curriculum for the regular school program shall be followed.
- C. All curriculum plans must be approved by the State Director of Special Education.

## 2. Classroom Location, etc. -

- A. It is the responsibility of county school boards to provide suitable classroom space for special classes for physically and mentally handicapped children. Such classes should be housed where practicable in school buildings where are enrolled other children of like age groups.
- B. Size of classrooms should be, in general, at least equal in size to those of the regular classrooms within the building.
- C. It is recommended that toilet facilities should be available immediately adjacent to all classrooms for physically handicapped children. Toilet space should be sufficient to accommodate easily a child in a wheel chair. A sink with hot and cold water should be available in each special classroom or if the toilet facilities are immediately adjacent to the classroom, the sink or lavatory may be located in the outer section of the toilet rooms.
- D. It is recommended that ramps, hand rails, and special school furniture needs by individual children or groups of children in the regular school program or in the special education program be provided by the county board of education.

## 3. Attendance Provisions -

- A. The minimum school day for teachers of special classes shall be the same as for teachers of comparable age levels in regular school.

## 4. Instructional Materials -

- A. County boards of education shall allocate for books and instructional supplies for each pupil at least the same amount as is allocated for each pupil in the regular school program.
- B. Books and instructional supplies suitable for use with special education pupils should be chosen only from the list of approved materials or after consultation with the State Director of Special Education.

SPECIAL CLASSES FOR MENTALLY RETARDED

## POLICIES AND REGULATIONS

## I. ELIGIBILITY OF PUPILS

A child must meet the following standards of eligibility before he can be considered as an applicant for enrollment in a special class for mentally retarded children:

1. Chronological age: 6 to 21 - a child who reaches his 21st birthday within the school year may continue in school throughout the school year.
2. Mental age: 3 years or above
3. Intelligence quotient - approximately 25-70 (?) - on Stanford-Binet Scale of Intelligence and/or Wechsler Intelligence Scale for Children. The Grace Arthur Point Scale of Performance may be used to give supplemental data to these where necessary. Results of these tests will be accepted only when they have been administered, scored, and interpreted by a qualified person who has been approved for this work by the State Director of Special Education.
4. Be bathroom trained.
5. Be able to understand simple directions and to make his needs known.
6. Be socially developed to the extent that his behavior does not endanger himself or the others in the group.
7. Be emotionally stable to the point that attendance in a group will not add to his problem.
8. Be of physical size and age to be acceptable with the other members of the class.
9. Careful physical examination, including tests of hearing and vision, are required and the reports of such examinations shall be made in writing on forms prescribed.
10. Recommended for admission to special class by vote of an admissions board which consists of examining psychologist or person who administers the tests, physician, local director of special education, special class teacher, superintendent of schools or person designated by him, who shall be chairman of the admissions board, and such other persons as the superintendent of schools may designate.

No child shall be excluded from school attendance for physical and/or mental limitation until it has been established that he is unable to profit from school attendance because of severe physical and/or mental limitations. However, such exclusion is the responsibility of the local county board of education and must be based upon as conclusive medical and psychological evidence as is possible to obtain. Each case of exclusion must be considered individually.

## II. INSTRUCTION

### 1. Curriculum -

- A. For instructional purposes, those children with like abilities and needs shall be grouped together wherever possible. In all cases, the instructional grouping must be approved by the State Director of Special Education.
- B. Wherever suitable, the curriculum for the regular school program shall be followed.
- C. Where deviations in the regular program are indicated because of a child's physical or mental disability, the academic program for such a child shall be planned for him individually on the basis of a careful inventory of his concepts and skills.
- D. In all cases, the curriculum for children in the special education program shall be subject to the approval by the State Director of Special Education.

### 2. Instructional Materials -

- A. County boards of education shall allocate for books and instructional supplies for each pupil at least the same amount as is allocated for each pupil in the regular school program.
- B. Books and instructional supplies suitable for use with special education pupils should be chosen only from the list of approved materials or after consultation with the State Director of Special Education.

### 3. Attendance Provisions -

- A. The minimum school day for teachers of special classes for physically or mentally handicapped children shall be the same as for teachers giving instruction to children of comparable age levels in regular school.

## SPECIAL EDUCATION SERVICES FOR

### HARD-OF-HEARING CHILDREN OR PARTIALLY-SIGHTED CHILDREN

#### I. ELIGIBILITY OF PUPILS

Where there are ten children in a school program with hearing or visual defects severe enough that they need special materials and methods of instruction if they are to have the opportunity to progress educationally and socially, but who are not so severely handicapped as to warrant their enrollment in the State Schools for the Deaf and the Blind or in special day classes for the deaf or the blind, a local county board of education may make special provision for the education of these children by one of the following methods:

1. Special day class for hard-of-hearing or for partially sighted children:

Such special classes shall be set up as home rooms, i.e., study and teaching rooms where the children shall receive special instruction and help in the areas of their particular needs:

- a. Partially-sighted children need special instruction and materials in reading, writing, arithmetic, spelling, and typing.
  - b. Hard-of-hearing children need special instruction and materials in development of language both oral and written mastery of lip reading skills, use and care of hearing aids, besides their special needs in the understanding and mastery of number concept and formal arithmetic, phonetic analysis of words for reading and spelling and the other academic subjects.
2. Itinerant or part-time teacher of Hard-of-Hearing or of Partially-Sighted Children.

In a regular school or schools where, in the enrollment, there are not a sufficient number of hard-of-hearing children or of partially-sighted children to warrant the establishment of a special class for them but where one to nine such children attend school in areas adjacent to each other, a county board of education may arrange for a regular teacher who has had adequate special training for such work to give one-half time or such proportionate part of her time to these hard-of-hearing children or partially-sighted children as the number of such special pupils warrants. This instruction shall be part of the regular school program.

A child must meet the following standards of eligibility before he can be considered for enrollment in a special program for hard-of-hearing children or for deaf children.



- A. Chronological age: 6 to 21. A child who reaches his 21st birthday within the school year may continue in school throughout the school year.
- B. Mental age: 3 years or above
- C. Intelligence quotient: Not less than approximately 50, as nearly as it can be determined with these children when tested by a skilled examiner.
- D. Careful physical examination by a qualified physician. Tests of vision and hearing are required. Reports of these tests shall be made in detail on the forms prescribed.
- E. For enrollment in a class for partially-sighted children, a child must be recommended by an eye specialist for special services for partially-sighted children.
- F. For enrollment in a class for hard-of-hearing children, a child must be recommended by an ear specialist for special services for hard-of-hearing children.
- G. Recommended for admission to special class for hard-of-hearing or for partially-sighted by vote of an admissions board which consists of examining psychologist or person who administers the tests, physician, local director of special education, special class teacher, superintendent of schools or person designated by him who shall be chairman of the admissions board, and such other persons as the superintendent of schools may designate.

No child shall be excluded from school attendance for physical and/or mental limitation until it has been established that he is unable to profit from school attendance because of his severe physical and/or mental limitations. However, such exclusion is the responsibility of the local county board of education and must be based upon as conclusive medical and psychological evidence as is possible to obtain. Each case of exclusion must be considered individually.

## II. CLASS LOAD

The maximum class load for a special class for partially-sighted children or for hard-of-hearing children shall be fifteen children except that if the chronological age spread or instructional level spread is greater than four years, the maximum enrollment of such a class shall not exceed twelve children. Classes for partially-sighted children or for hard-of-hearing children shall not be formed for fewer than ten children. Any variations in this enrollment number must be approved by the State Director of Special Education.

Length of School Day - The minimum school day for teachers of special classes for hard-of-hearing and partially-sighted children shall be the same as for teachers of children of comparable age levels in regular school.

### III. TEACHERS

#### 1. Qualifications

- A. A teacher shall hold a valid West Virginia certificate for teaching.
- B. A teacher shall satisfactorily complete such special education courses in the area of the visually or hearing handicapped as may be prescribed by the State Department of Education.
- C. A teacher of a special class for partially-sighted children shall have normal vision or vision that can be corrected to normal, and sound physical and mental health.
- D. A teacher of a special class for hard-of-hearing shall be a specialist in the use of instructional techniques needed to help hard-of-hearing children, especially in:
  - 1. Developing understanding and use of language, spoken and written.
  - 2. Developing lip reading skills
  - 3. Teaching the use and care of hearing aids.
- E. A teacher should have had successful teaching experience with normal children of comparable age and/or instructional levels.
- F. A teacher should be adaptable, possess good judgment, have a sympathetic understanding of the problems of hard-of-hearing or of partially-sighted children.
- G. A teacher should be a person who pays careful attention to detail and who meets first the needs of her children without concern for the amount of time and energy required.

#### 2. Contracts

Teachers employed in special classes for the hard-of-hearing or for the partially-sighted will be appointed by the county board of education and considered a part of the regular county instructional staff. They are entitled to all legal rights and interests in teacher welfare enjoyed by their fellow members.

3. Salary - Salaries of full-time teachers of special classes will be the legal minimum salary based upon certification. Part-time teachers will be paid on a proportionate basis.

4. Duties

A. Records of Attendance

(1) Each teacher of a special class for hard-of-hearing or of partially-sighted children shall keep a state register, correct and up-to-date, and shall make such reports as regular teachers are required to.

B. Records of Progress

(1) Each teacher shall assess or inventory the developmental and academic status of each of her pupils at the beginning of the school year or when he first enters her class. This inventory, together with such records as are available on each child and the teacher's observation of the child, shall form the basis for planning for his school program.

(2) Many of the instructional materials needed by partially-sighted or hard-of-hearing children who are enrolled in special classes are not available commercially. Thus the special class teacher must prepare or provide these materials.

C. It is the responsibility of the teachers of hard-of-hearing children or of partially-sighted children to:

(1) Observe each hard-of-hearing or partially-sighted child in the regular classroom if he participates there to discover how he fits into the group and to note his special abilities and needs.

(2) a. A child shall not be transferred to a regular class from a special class for partially-sighted children until provisions have been made for proper seating, scheduling or work to allow for proper distribution of vision work and rest periods, for restricted participation in art, handiwork, and physical education according to the recommendations of the eye specialist.

- b. A child shall not be transferred from a special class for hard-of-hearing children until his understanding of and skill in spoken and written language, lip reading and use and care of hearing aid (if one is required) are developed to the point that the child can make the same amount of progress that he would if he continued in the special class. It is understood, of course, that the regular teacher and the special teacher shall cooperate in planning the educational programs for these children when a transfer is made.

- (3) The teacher of partially-sighted children shall provide or prepare the instructional materials needed in large type or large form.

#### IV. INSTRUCTION

##### 1. Curriculum

- A. The curriculum for children enrolled in special programs for the hard-of-hearing and for the partially-sighted shall be planned to meet the needs of each child individually. Wherever suitable, the curriculum for the regular school program shall be followed.
- B. It shall be of the same size and desirability as other regular classrooms in the building.
- C. The county board of education shall be responsible for providing such regular furniture and equipment as the children of this class need. The provision of the special equipment, instructional materials, and supplies needed by these children shall also be the responsibility of the county board of education.

Nothing in these regulations shall, however, prevent a county board of education from accepting donations for the purchase of the special equipment and supplies.

- D. While the classroom for hard-of-hearing or for partially-sighted children shall be considered their home room, it should be the aim of the special class teacher and of the teachers of the regular grades to assess the needs and capabilities of these children and to provide every possible opportunity for them to join in the activities of the regular school program.

#### V. FINANCING THE PROGRAM

1. All children in special day classes for the hard-of-hearing or for partially-sighted shall be on net enrollment.

WEST VIRGINIA DEPARTMENT OF EDUCATION

POLICIES AND REGULATIONS FOR SPECIAL SERVICES FOR BLIND  
PARTIALLY-SIGHTED, DEAF AND HARD OF HEARING CHILDREN

In considering the advisability of establishing within a local school system special day classes for such groups of exceptional children as the partially-sighted and hard-of-hearing, county boards of education should be especially concerned with such essential matters as:

1. The establishment and maintenance of such special classes should be limited to counties where a sufficient number of partially-sighted or hard-of-hearing children of similar ages and needs can be grouped together for instruction.

2. The maximum enrollment for each such special class shall be 15 children; the minimum enrollment shall be 10 children.

3. There should be grade levels of special classes for children of similar handicaps so that there will be an opportunity for them to move ahead socially and academically as do children in regular grades.

4. Teachers of such special classes shall be specialists in the use of instructional techniques that must be used with these pupils if they are to make progress in compensating for their disabilities and in their regular academic program.

5. Classrooms of at least average size and desirability should be available for such classes.

6. Where there are fewer than 10 children in a county having a similar type of handicap, a county board of education may arrange for a teacher with special training for such work to give one-half or such proportionate part of her time to these children as their number warrants. Such classes will be financed as part of the regular school program.

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Classes for deaf and for blind children may be organized by local county systems as part of the general school program on approval of the State Director of Special Education. These classes will be financed as another regular class in the school, not as a separate school, in the foundation program.

These classes should provide sufficient equipment and educational material to enable the children to get an education similar (comparable) to that in regular classes. For such classes for blind or deaf children there shall be, beginning at the junior high school level, provision made for pre-vocational and academic education.

FINANCING INSTRUCTION FOR HOME-BOUND CHILDREN AND CLASSES  
FOR THE PHYSICALLY HANDICAPPED AND MENTALLY RETARDED

The State will contribute to the counties toward financing instruction for home-bound children in the ratio of (that) State Aid toward the support of the Foundation Program is to the contribution of the respective districts. In percentage it means that counties receiving 75 per cent of their Foundation Program for general school purposes will receive 75 per cent of the cost of instruction for home-bound children.

Computations of amounts due will be made by the secretary of the State Board of School Finance and the transmittals written by him for the signature of the Chairman of the Board of School Finance. Payments will be made quarterly; the first quarter of the approval of their instructional program, and others at the beginning of each succeeding quarter on reports submitted by the counties on instruction for the preceding quarter and the program for the succeeding quarter.

Counties will receive for pupils on home instruction, who are reported in net enrollment for the preceding year, no additional allowances for home-bound instruction.

Classes for physically and mentally retarded children who were reported as a school the preceding year and, therefore, were included in the net enrollment for computation of the Foundation Program, will be financed as a school and, therefore, will not receive any of the special appropriation for mentally and physically handicapped children. For pupils in a class not reported in the net enrollment for the preceding year, the counties will receive aid on a percentage or ratio basis.

## THE COMMITTEE ON TEACHER EDUCATION

In session January 7-8, 1957, adopted the following recommendation:

That a field of specialization for Special Non-academic Certificates be added, to be known as Public School Speech and Hearing Therapy, to include:

### PUBLIC SCHOOL SPEECH AND HEARING THERAPY 40 Semester Hours

#### Required Areas

Introduction to Speech Correction	3
Advanced Speech Correction	3
Anatomy and Physiology of Speech and Hearing Mechanism	3
Phonetics	3
Elective in Stuttering and Other Organic Disorders	6
Audiology	12
Clinical Method (Observation and Practice) <sup>1</sup>	4

#### Suggested Electives (exclusive of Human Development)

Advanced Study in Child Development	6
Mental Hygiene	
Psychology of Speech	
Abnormal Psychology	

1. a) Practice training must be received where conferences can be held with a clinician holding the advanced certificate of the American Speech and Hearing Association in Speech and/or hearing therapy.
- b) Minimum total clock hours in clinical method and practice to be 300, of which 100 clock hours to be in Hearing Therapy, in addition to Directed Teaching.

### PUBLIC SCHOOL SPEECH THERAPY

A field of specialization in Speech Therapy only includes requirements as listed above except for the exclusion of 9 semester hours in Audiology and the exclusion of 100 clock hours in Clinical Method in Hearing Therapy.

Adopted by the State Board of Education, January 29, 1957

"Teaching the Mentally Retarded Child"  
IN-SERVICE TRAINING SEMINAR  
CABELL COUNTY SCHOOLS

Meetings Begin at 7:30 P. M. in the Holderby Building Auditorium

February 26	DeForest L. Strunk, II School Psychologist Cabell County Schools	Explanation of the program to be set up in the Cabell County Schools - General Orientation to Retardation I
March 6	DeForest L. Strunk, II	General Orientation to Retardation II - Including Types of and Causes
March 13	Dr. Mary Lyon Sutton Director of Multiple Sclerosis	The Mentally Retarded and Emotional Involvements
March 20	Mrs. J. W. Underwood Teacher of Mentally Re- tarded Children, Weirton	Experiences of a Teacher for Mentally Retarded Children - "I Teach the Mentally Retarded."
March 26	Miss Frances Scott State Director of Special Education	Evaluating the Mentally Retarded Child in Terms of Pre-academic and Academic Skills
April 3	Dr. Thelma Owen Psychiatrist in charge of Owen Clinic	Psychiatric Problems of Retardation
April 10	DeForest L. Strunk, II	The Special Class - Its Objectives and its Curriculum
April 16	Mrs. Ruth Garrett Professor, Department of Speech, Marshall College	Speech Correction with Mentally Retarded Children - Simple Techniques
April 30	Mrs. Lureata Martin Director of Music Cabell County Schools	Music, Rhythmics, and Games for the Mentally Retarded
May 8	Miss Lillian Wolfe Director of Art Cabell County Schools	The Use of Art with Retarded Children
May 15	DeForest L. Strunk, II	Techniques and Skills in Teaching Mentally Retarded Children
May 28	Norman K. Niesen Cincinnati Public Schools DeForest L. Strunk, II	Educating our Retarded Children Summary
April 23-27	International Council for Exceptional Children Annual Convention, Pittsburgh, Pennsylvania	
May 21-25	American Association of Mental Deficiency Annual Meeting, Hartford, Conn.	



CABELL COUNTY SCHOOLS  
 PSYCHOLOGICAL SERVICE  
 IN-SERVICE TRAINING SEMINAR

"Teaching the Mentally Retarded Child"

Individual Word Recognition Test

Name \_\_\_\_\_ Age \_\_\_\_\_ Date \_\_\_\_\_

(The following is based on Betts' READING VOCABULARY STUDY and arranged in order of frequency of occurrence.)

Instructions: An abbreviated test may be administered by using the first ten words in each column. Check ( ) all correct responses; mark with a zero (0) a failure to respond; record all incorrect responses.

-----Pre-Primer Level-----			-----Primer Level-----		
Stimulus	Flash	Untimed	Stimulus	Flash	Untimed
1. the	_____	_____	1. with	_____	_____
2. a	_____	_____	2. me	_____	_____
3. mother	_____	_____	3. for	_____	_____
4. is	_____	_____	4. he	_____	_____
5. I	_____	_____	5. we	_____	_____
6. to	_____	_____	6. my	_____	_____
7. and	_____	_____	7. away	_____	_____
8. said	_____	_____	8. can	_____	_____
9. come	_____	_____	9. like	_____	_____
10. you	_____	_____	10. are	_____	_____
11. in	_____	_____	11. did	_____	_____
12. will	_____	_____	12. no	_____	_____
13. father	_____	_____	13. red	_____	_____
14. little	_____	_____	14. they	_____	_____
15. here	_____	_____	15. at	_____	_____
			16. on	_____	_____
			17. one	_____	_____
			18. some	_____	_____
			19. girl	_____	_____
			20. do	_____	_____

## GLOSSARY OF PSYCHOLOGICAL TERMS

### CABELL COUNTY SCHOOLS PSYCHOLOGICAL SERVICE IN-SERVICE TRAINING SEMINAR

#### "Teaching the Mentally Retarded Child"

- Acromegaly - n.** A chronic disease, characterized by enlargement of the bones and soft parts of the hands, feet, and face. The disease is associated with the overfunctioning of the pituitary body.
- Adjustment - n.** Any operation that enables the individual to become more favorably related to his environment; meeting life situations with a minimum of stress and with maximum efficiency.
- Agnosia - n.** Loss of ability to recognize familiar objects.
- Agraphia - n.** Inability to express thoughts in writing due to a central lesion.
- Alexia - n.** Word-blindness; inability to read due to a central lesion.
- Amentia - n.** Intellectual (mental) deficiency (originating before or soon after birth).
- Anticonvulsant - n., adj.** Being, or pertaining to, a medical agent preventing convulsions.
- Aphasia - n.** Defect or loss of the power of expression by speech, writing, or signs, or of comprehending spoken or written language, due to injury or disease of the brain centers.
- Aprosexia - n.** A condition in which there is inability to fix the attention.
- Athetosis - n.** A constant recurring series of slow vermicular movements of the hands and feet, occurring chiefly in children, and due principally to a brain lesion; tentacle-like movements of the arms and legs.
- Aura - n.** A peculiar sensation that precedes an epileptic attack; a subjective sensory phenomenon.
- Catharsis - n.** The process and technique of unburdening disturbing conflicts and complexes.
- Cerebral - adj.** Pertaining or relating to the brain or cerebrum.
- Clonus - n.** Spasm in which rigidity and relaxation succeed each other.
- Compulsion - n.** An irresistible impulse to perform some act contrary to one's better judgment.
- Congenital - adj.** Born with a person; existing at or before birth; not hereditary.
- Cretinism - n.** A condition due to congenital lack of thyroid secretion, marked by arrested physical and mental development with dystrophy of the bones and soft parts.

CABELL COUNTY SCHOOLS  
PSYCHOLOGICAL SERVICE  
IN-SERVICE TRAINING SEMINAR

"Teaching the Mentally Retarded Child"

VISUAL SYMPTOMS

Selected List: Gilbert Schiffman

<u>OBSERVATION OF SYMPTOMS THAT MAY INDICATE A VISUAL PROBLEM</u>	<u>CHECK LIST</u>
Tendency to close one eye	_____
Frequent sties	_____
Tendency to rub at one eye	_____
Tilting head to one side	_____
Complaint of blur - near or far	_____
Squinting, blinking, twitching	_____
Complaint of pain or discomfort in eyes	_____
Extreme sensitivity to light	_____
Complaint of seeing double	_____
Holding the page too close or too far when reading (Normal distance is about 14 in. from the eyes)	_____
Inflamed, runing eyes; red-rimmed or swollen lids	_____
Crossed eyes	_____
Excessive head movements while reading	_____
Avoiding close work	_____
Excessive reversals in reading	_____
Tension during close work	_____
Frequent stumbling	_____
Complaint of words or letters running together	_____
Thrusting head forward when observing distant objects	_____
Poor hand and eye coordination	_____
Complaint of headaches, dizziness or nausea associated with use of the eyes	_____

CABELL COUNTY SCHOOLS  
PSYCHOLOGICAL SERVICE  
IN-SERVICE TRAINING SEMINAR

"Teaching the Mentally Retarded Child"

Directions for administering Spelling Test:

1. Pronounce each word.
2. Give it a sentence setting.
3. Pronounce the word again.

Form I-A

1. come
2. go
3. he
4. mother
5. a
6. was
7. in
8. do
9. it
10. can
11. with
12. on
13. like
14. see
15. I
16. have
17. we
18. here
19. of
20. at

Form II-A

1. table
2. you
3. bed
4. must
5. have
6. water
7. many
8. five
9. other
10. much
11. here
12. pull
13. was
14. cry
15. man
16. hops
17. her
18. eye
19. men
20. more

Form III-A

1. news
2. things
3. six
4. teacher
5. roof
6. farmer
7. walked
8. ready
9. part
10. carry
11. place
12. laughing
13. wall
14. laughed
15. holding
16. watched
17. Mrs.
18. early
19. walking
20. sitting
21. clean
22. gray
23. stores
24. cream
25. lights

Form IV-A

1. choose
2. witch
3. fit
4. burned
5. forest
6. raise
7. learn
8. given
9. everyone
10. turkey
11. cost
12. below
13. marks
14. belong
15. sometime
16. raised
17. eight
18. blame
19. bathing
20. field
21. leaders
22. silk
23. bake
24. rose
25. neck

PRE-ACADEMIC INVENTORY

INSTRUCTIONS FOR ADMINISTERING

I. NAMES OF COMMON OBJECTS

A. Materials:

1. Miniature of real objects of the following:

(a) house    (c) ball    (e) hand    (g) cup    (i) badge  
(b) dog    (d) stone    (f) hammer    (h) gun    (j) bird

B. Procedures:

1. Present objects to child, one at a time, and ask him to name them. Record exactly what child says.

2. For child who has no speech or insufficient speech for above procedure:

(a) Arrange first three objects before child and ask him to indicate the one the examiner names. Examiner names objects in mixed order.

(b) Re-arrange objects and name the second.

(c) Re-arrange objects and name the third.

House	<u>dog</u>	ball
Ball	dog	<u>house</u>
Dog	house	<u>ball</u>

(d) If a child fails to identify an object correctly, present that object again in another order, until that particular one has been presented three times.

II. USE OF OBJECTS

A. Materials:

1. Use objects presented in 1 above.

B. Procedures:

1. Ask child what each is used for and record just what child says.

2. If child has no speech or insufficient speech to reply, present first four objects in order listed and ask child to point to correct object in answer to these questions:

(a) House    dog    ball    gun

Which one barks?  
Which do we throw?  
Which do we live in?  
Which do we shoot with?

# ACADEMIC INVENTORY

## INSTRUCTIONS FOR ADMINISTERING

### I. PHONETIC ELEMENTS

#### A. Names of Letters

1. Present list of letters of alphabet arranged in random order.
2. Ask child to name the letters.
3. Record errors, as: g = j  
Interpretation:  
Correct name of letter - g; child calls letter - j.
4. Record omissions, as: h  
Interpretation:  
Child omitted to name letter h, or said he did not know the name of it.

#### B. Initial Consonants, Blends, Final E Sounds, etc.

1. Present list of letters of alphabet arranged in random order.
2. Ask child to give sound of each letter.
3. Record errors or omissions as outlined below:  
Interpretation:  
g = j - name of letter - g; child gave sound for j.  
m = n - name of letter - m; child gave sound for n.  
qu - child omitted sound for qu.
4. Administer only to place where child has nearly everything wrong. If child has more than 50% errors on sounds of initial consonants, do not administer blends, nor any elements beyond. If child misses more than 50% of initial consonants, it is not necessary to ask him to give sounds for the remaining ones for purposes of establishing his mastery level since they are arranged in random order.

### II. BASIC READING VOCABULARY

#### A. Testing for Reading Mastery

1. Have two copies of Basic Word List I - one for child and one for teacher.
2. On copy teacher holds, in upper right hand corner write full name of child to be tested and the date of testing.
3. Ask child to read the words aloud as well as he can.
4. Record errors, confusions, and omissions, as below:  
Interpretation:  
airplane            Child did not know airplane  
ball-bell            Child called ball-bell  
bed-red              Child called bed-red  
big-pig, big        Child called big-pig, but then corrected himself and said big  
  
come                  Child omitted come  
blue                    Child omitted blue  
black-blue            Child called black-blue  
brown-down            Child called brown-down

## VITA

Marcia Macdonald Walker Blandau, daughter of Wendell Holmes and Margaret Hill Walker, was born March 10, 1928, in Swarthmore, Pennsylvania. She was educated in the schools of Martin County, Kentucky until the last year of high school. She attended Williamson High School, Williamson, West Virginia for this last year of public education, and was graduated in 1946.

She attended the University of Pennsylvania and The King's College, (Briarcliff, N.Y.). In 1950 she received her Bachelor of Arts degree from The King's College, having majored in psychology.

In the same year she married James Richard Blandau of Philadelphia, Pennsylvania who soon received his Master's degree in psychology from New York University. Since that time they have two daughters, Marcia Livingston and Heather Montgomery.

In 1952 they moved to Richmond, where Mr. Blandau began his studies in divinity. In order to support the family, Mrs. Blandau became a school teacher. During her summers, she attended the University of Richmond and later began work on a graduate level toward a Master's Degree. When her husband graduated from Union Theological Seminary, in 1955, the family moved to his first pastorate in Bluefield, West Virginia.

Since that time, she has been training the mentally retarded child of Mercer County in that county's first program of special education.