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AUTHOR Fish, John
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ABSTRACT

The report on the transition of handicapped youth to adult and working life in member nations of the Organisation for Economic Cooperation and Development has four parts: the first states the aim of the study, its scope, and the activities undertaken; the second outlines the major issues which emerged; the third describes innovations and interesting practices identified for the three stages of transition (final years of schooling, continued education and training, and early adult and working life); the final part presents a unified concept of transition and recommendations. Project activities included defining terms, country consultations, meetings of experts, seminars, preparation of national reports and position papers, and identification of innovative developments. Issues identified by the project were grouped into four areas: employment, useful work and valued activity; personal autonomy, independence and adult status; social interaction, community participation, leisure and recreation; and family roles. Among innovative practices described are a labor union initiative in the United States and a software training center in Japan. The conclusion offers a comprehensive concept of transition (including both individual needs and programs); criteria for evaluating transitional arrangements (including assessment of objectives, family and community involvement, financial arrangements). Among recommendations is the coordination of policy, planning, facilities, and services within each culture. (DB)

Centre for Educational Research and Innovation (CERI)

YOUNG PEOPLE WITH HANDICAPS

The Road to Adulthood

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Pursuant to article 1 of the Convention signed in Paris on 14th December, 1960, and which came into force on 30th September, 1961, the Organisation for Economic Co-operation and Development (OECD) shall promote policies designed:

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- to contribute to sound economic expansion in Member as well as non-member countries in the process of economic development; and
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The main objectives of the Centre are as follows:

- *to promote and support the development of research activities in education and undertake such research activities where appropriate;*
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Publié en français sous le titre :

LES JEUNES
HANDICAPÉS
DEVENIR ADULTE

Since 1978, OECD/CERI has been carrying out studies under the general title of the Education of the Handicapped Adolescent. One outcome of this work has been to modify the title to the Education of Young People who are Handicapped. This recognises the fact that handicaps result from an individual's interaction with his environment in the context of the expectations of others.

Four major reports have been published on the theme. The first, *Integration in School*, was published in 1981. A second, *Transition from School to Working Life*, followed in 1983. Two more reports were published in 1985; one, *Integration in Secondary Schools: Five Case Studies*, looked at arrangements in upper secondary schools in four countries, and the other, *Handicapped Youth at Work: Personal Experiences of School Leavers*, summarised the school, vocational preparation and transition experiences of young adults in four countries: Germany, Norway, France and the United Kingdom.

The present volume is an overview of work carried out on the theme of Transition to Adult and Working Life between 1982 and 1986. It is in four main parts. The first sets out the aims of the programme, its scope and the activities which were undertaken. The second defines and outlines the major issues related to transition which emerged in the programme of studies; the third briefly describes innovations and interesting practices during the three stages of transition, namely the final years of schooling, continued education, training and vocational preparation, and early adult and working life; the final part draws together major threads, stresses the need for a unified concept of transition with common objectives for all sectors and suggests future areas for study and activity.

The report is perhaps one of the first attempts to draw together all the various aspects of transition in one brief volume. It was written by John Fish, Consultant to CERI, in consultation with other experts and the Secretariat, and has been approved for publication by the Governing Board of CERI, to whom it was first submitted.

This programme of activities, generously supported by the United States Department of Education, Office of Special Education and Rehabilitative Services, involved contributions from almost all OECD/CERI Member countries.

The report is published on the responsibility of the Secretary-General of OECD, but the views expressed are those of the authors and do not commit either the Organisation or the national authorities concerned.

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TABLE OF CONTENTS

Chapter I

THE SCOPE OF THE PROJECT

WHAT DOES TRANSITION TO ADULT AND WORKING LIFE MEAN?

"Adulthood" is a less than precise description both of a legal and social status and of a range of individual, social and economic opportunities and choices. Considering the varying social, cultural, legal and economic contexts of differing countries, regions, communities and families, the notion of adulthood, a "coming of age", can be consistently observed in four broad areas of life:

i) Personal autonomy, independence and adult status;
ii) Productive activity (i.e., "working life") leading to economic self-sufficiency;
iii) Social interaction, community participation, leisure and recreation;
iv) Roles within the family.

In each of these areas, a measure of the successful achievement of "adulthood" is the range of choices available rather than any particular choice or pattern of choices.

"Adolescence" is that period of time during which the development of those skills and abilities needed both to secure a range of adult choices and successfully to exercise those choices is expected to occur. Both formal (schooling) and informal (family/peer) education and support are expected to lead to the development of these adult skills and abilities. The word "transition" in this context describes the way in which individuals move from adolescence to adulthood within the social, cultural, economic and legal parameters of different countries, regions, communities and families.

However difficult or imperfect the transition process may be for young people without disabilities, the process for young disabled persons is much more often protracted, unfocused and ultimately unsuccessful. For a variety of reasons discussed below, including inadequate educational preparation, hostile social attitudes, negative self-concepts, disorganised and fragmented support systems and actual physical or mental limitations, successful support of the transition process for young people with disabilities requires careful planning, organisation and co-ordination by and among young persons with disabilities, their families, schools and other social institutions. It was for this reason that the OECD Centre for Educational Research and Innovation initiated work in 1982 on a specific programme of activities to explore transitional arrangements in Member countries and to define more clearly the process of transition. The present study focuses on this crucial challenge.

Until comparatively recently, there has been little recognition of the transition process as a whole. Different government departments, services, agencies and disability groups have made their separate contributions, but they have seldom been seen or planned as part of a unified process involving all aspects of an individual's life as he or she moves from school

through training and continuing education to adult and working life. It has often been left to individuals and their families to find their way through a maze of services and regulations concerned with specific aspects of transition and, where options exist, to know what they are. Where options do not exist, it has been crucial that individuals and their families actively define the services and opportunities they need.

THE CONTEXT OF TRANSITION

It has generally been assumed that there is no unifying thread to the transition process. Leaving school has usually meant personal growth within the family and a choice of further and higher education, vocational training or employment. Further and higher education was traditionally academic, vocational training job specific, and the achievement of adult status occurred through renegotiation within families to increase individual freedom and responsibility. However, changing labour market conditions and significant youth unemployment have resulted in increasing attention to youth training schemes and these in turn have included more and more emphasis on social and life skills. Parents and individuals have also turned to different agencies for help with the sometimes difficult negotiations involved in achieving adult status. As a result, transitional arrangements have become a significant element in government and agency policies. In many respects, these arrangements remain fragmented and relatively narrowly focused on a particular aspect of transition.

For young people considered handicapped, the process of transition has become increasingly important. There has been pressure from parents and disability groups for increased access to the range of opportunities available to all. There has also been the desire of young people with disabilities for increased autonomy and acceptance as contributing members of the community, which has resulted in pressure for better training and educational arrangements. Because for those considered handicapped vocational skills, social and life skills and independent living skills are more closely interrelated in transitional preparation, the need for a unified approach is slowly being recognised.

The context of the CERI study is therefore the changing approach to preparation for adult and working life for all young people and the increased expectations of those who are handicapped and their families. It has focused on the period between the final years of compulsory schooling and life as a young adult. Its function has been to look at the way in which services are being developed and the major issues which arise in current circumstances. Its purpose has been to identify some of the steps which need to be taken if those considered to be handicapped are to receive the services they need to effect a smooth transition to adult life and to develop their potential for independent living to the full.

THE BACKGROUND TO THE PROJECT

In 1978, the CERI initiated a programme of activities concerned with adolescents who are handicapped, supported by a grant from the United States Department of Education. This project concentrated on the process of integration in the final years of schooling. It also examined some aspects of transition to adult and working life. In addition to technical reports,

four books were produced: *Integration in the School* (CERI 1981), *The Transition from School to Working Life* (CERI 1983), *Handicapped Youth at Work* (1985), and *Integration of the Handicapped in Secondary Schools* (1985).

Work during the first phase stimulated interest in transition and in the early 1980s it became apparent that this topic was of major concern to those working with young people who are handicapped in most OECD countries. As a result, a further programme of international activities, also generously supported by the United States Department of Education, was initiated in the autumn of 1982. This three-year programme focused exclusively on transition, and it has been supported in various ways by the majority of OECD countries. Since 1978, it has been possible for the CERI to build up a network of institutions and experts in Member countries, particularly in the field of education and associated social welfare and health services. In this phase of CERI's work it was necessary to increase that network to include employment services and vocational preparation and training services. Subsequent sections of this Chapter set out the objectives of the project, its scope, its methods of working, and its outcomes.

OBJECTIVES OF THE PROJECT

Phases of Transition

For practical purposes, the period of transition was divided into three interlinked phases:

i) The preparation of young people with handicaps in the final years of secondary education with particular reference to innovative curricula and teaching methods to prepare for adult and working life;

ii) Transitional arrangements between education and adult and working life including innovative training procedures and personal and vocational guidance and preparation;

iii) The life situation of the young adult who is handicapped with particular reference to:

- *a)* The world of work;
- *b)* The development of personal autonomy;
- *c)* Social services and policies which encourage independence.

Within each of these three phases, a number of themes were to be explored with a view to defining the outcomes and effects of each phase and their contribution to the process of transition as a whole. A particular theme in all these phases was the degree to which preparation was integrated into similar arrangements for all young people and the degree to which subsequent adult and working life included association with contemporaries within the community.

The Final Years of Secondary Schooling

One of the main purposes during this phase was the identification of crucial and effective elements in successful programmes during the later years of schooling. This included innovative curricula and teaching methods and curriculum models which were successful in

terms of a balance of emphasis in general and specific vocational skills. Another aspect concerned the extent to which the development of curricula and programmes is modified by taking into account the experiences of young adults and responds flexibly over time to changes in post-school training programmes and changes in the labour market.

A second major purpose was to explore the assessment, information, guidance and choice elements of the final years of schooling. This involved identifying appropriate multi-professional assessment strategies, successful methods of determining appropriate choices for individuals and successful methods for ensuring a free and informed choice of work, lifestyle and social integration options through guidance and counselling. An important aspect of these activities was the provision of information about the range of options to teachers, parents, and the young people themselves.

The Transition Phase

The objective of work during this phase was to give attention to procedures, facilities, and support systems which ensure a smooth integrative transition to work and social life. These included innovative training procedures with associated guidance which bridge education and employment, support systems to maximise personal autonomy and arrangements which provide a flexible, client-centred, response to special individual needs.

Two other significant aspects of this phase to be explored were techniques and procedures for inter-agency collaboration and successful strategies for involving parents in transitional arrangements. These were particularly important because of the wide range of different government and regional authorities involved in aspects of transition together with other agencies of all kinds, including disability groups. It was also recognised that transition involves young people in changed relationships with parents and that programmes and guidance procedures for young people need to include attention to parents' needs.

Adult and Working Life

Elements in this final phase of transition which were to be identified included good practices in developing, analysing, and modifying open employment opportunities, alternatives to paid employment, including sheltered work which affords reasonable social status, and administrative and funding arrangements which support autonomy, work and independent living. Successful independent living practices and those which enhance community concern and contribution to transition were also on the agenda.

Common Themes

Although specific activities and outcomes were expected in respect of the three phases of transition, there were a number which bridged all three. These included the relationship of secondary schooling to subsequent education and training, personnel preparation which involved an overall view of transition, and continuity between the three phases in terms of programmes, guidance, support systems and personnel. Above all, there was the question of attitudes towards transition (parental, professional and administrative) and what changes might be necessary to facilitate a smooth transition, increased employment opportunities, and effective independent living arrangements.

The Exploration of Conceptual Issues

Although a number of significant issues arose during the project which are further discussed in Chapter II, four were identified at the outset to be of particular importance. These were the varying definitions of handicap over the transition period, whether there are alternatives to paid open employment acceptable to those who are disabled, the lack of a clear definition of independent living and the needs and contributions of parents during transition. All of these issues will be discussed in more detail in subsequent sections. At this point, it may be helpful briefly to indicate their significance.

It soon became clear that the criteria used to define which individuals were handicapped differed in the education system, the employment services, the health services, and social welfare services. It would, therefore, be necessary to look again at the concept of handicap and formulate it in a way which could take into account these variations and which moved away from labelling the individual.

In 1979, the CERI issued a paper "Alternatives to Work for Severely Disabled People". At that time, discussion of alternatives was unacceptable. However, increasing youth unemployment has made the issue of alternatives to paid employment more acceptable since it also concerns the youth group as a whole and results from labour market changes. Therefore, while still endorsing the importance of employment as an objective of transition for those who are disabled, there was seen to be a real need to explore acceptable alternatives.

The concept of independent living was the third issue identified at the outset. There was a need to define what was meant by the phrase in different cultural settings and to develop a set of criteria against which to judge whether it had been achieved.

Finally, the parents' role during transition has been ill defined and, to some extent, ignored where guidance has focused on the individual young person. Parents' contributions to increasing personal autonomy are not always positive and, in planning work on the project, it was recognised that the position of parents during transition required clarification.

THE METHODOLOGY OF THE PROJECT

Defining Terms

Up to now, the terms "young people who are handicapped" and "young people who are disabled" have been used. However, this report is primarily concerned with the group so described. From this point, the term *young people* should be assumed to mean those who are the main concern of this report. When a wider group is referred to, this will be made clear.

Disability is the word used to describe the functional deficit of the individual such as an impairment of vision, sight, or other physical functions and it also includes, for the purposes of the report, significant emotional and learning difficulties. *Handicap* is the word used to denote the result of the interaction of the disabled individual with the environmental and social situations he or she faces. It is a social construct which is in great part defined by society and by the barriers placed in the way of individuals. In this sense, handicapping effects of disabilities for individuals and groups can change over time and from situation to situation.

The *age range* covered by transition varies from country to country depending on the compulsory school age range, the percentage of the school population which stay in school or enter further and continuing education after compulsory schooling and the length of training provided after education is completed. For these reasons a very broad age range was set for the project, namely to consider practices and innovations in facilities and services for young people between the ages of 14 and 25.

Defining the population to be described as handicapped also presented difficulties. Some of these are outlined in an earlier report (Annex, I.1). Because disabilities may have different handicapping effects in educational, social, employment or physical situations and because these handicapping effects may be diminished or increased by public attitudes and policies, those considered educationally handicapped, that is those receiving special education provision, may not be the same as those deemed to be occupationally handicapped. Because, in a number of countries, about ten per cent of the school population is receiving special educational help, this figure was chosen as a rough estimate of the group to be studied. The approach was therefore wider than would be the case if the study had been confined to those with marked physical, sensory and intellectual disabilities.

Country Consultations

Visits by the Secretariat and consultants played a vital part in the programme of activities. These visits were an important means of establishing a consultative partnership with Member countries defining their contribution to the programme of activities. They enabled innovative practices to be studied and helped to clarify national issues. The exchange of ideas and experiences contributed a great deal to the formulation of common principles and the identification of cross-national concerns. In all, consultative visits were paid to two thirds of Member countries with significant catalytic effects. Separate specific country reports were prepared and many are listed in the Annex.

Experts' Meetings

Three meetings were held of a steering group of national representatives and experts to plan and review the work of the project. These were held in the autumn of 1982, 1983, and 1984. In addition, three meetings of experts were held on the themes of adult status, employment, and the economic aspects of transition. All of these meetings were held in Paris, and the discussions were important in defining the scope of activities, clarifying major issues, and commenting on the findings of the project.

Seminars

A major activity undertaken during the programme was a series of seminars in Member countries. A seminar in Phoenix, Arizona proved important in establishing priorities at the outset. Seminars in Germany and Ireland contributed important material not only on general issues, but specifically, in Germany, on vocational preparation and, in Ireland, on the work of comprehensive voluntary organisations. Others held in France and in the United Kingdom

explored the employment theme. Finally, seminars in Greece and Yugoslavia enabled work in those countries to be helped by the contributions of experts from other countries. The exchange of information and experience between experts from Member countries with national representatives was fruitful. Seminars to disseminate the findings of this programme of activities have taken place in Australia, the United Kingdom, and the United States.

National Reports and Position Papers

The previous project revealed the variety of government department and other agency responsibilities for children and young people who are handicapped. The situation is not the same in all countries during the period of compulsory schooling. In some, education authorities are responsible for the education of all children whatever their degree of disability. This is true for example in Denmark, the United States and the United Kingdom. In other countries, health or social welfare authorities, sometimes in co-operation with education authorities or voluntary organisations, with or without government support, provide for children assessed as more severely handicapped. However, in all countries, leaving school presents the young person and his family with a complex pattern of different education, health, social welfare and voluntary agency provision and services. Besides parents and the young people concerned, many professionals working with those who are handicapped are by no means well informed about the options, choices and possibilities that exist.

It was for this reason that countries were asked to provide papers describing their post-school services for young people. This did not prove an easy task, particularly in countries where responsibilities were delegated to local and regional authorities. However, a number of countries produced country position papers and others described services in regions and local areas. Papers contributed by a number of Member countries provided an important basis for discussing major transition issues and for considering innovative practices.

Statistical Data

Criticisms have been voiced concerning the lack of data about the size of the population being studied. Data about the young people concerned were limited and it soon became apparent that the definitions of handicap and different methods of collecting data and the way they were compiled made it virtually impossible to carry out meaningful comparative statistical studies. This led to a reconsideration of the concept of handicap over the period of transition (see Annex, I.1), an issue which will be discussed more fully later in this report.

Innovative and New Developments

A major element in the programme of activities was an attempt to describe and analyse facilities and services that were at the frontiers of development in Member countries. As a result of the study visits, a number were identified. They were selected by the Member countries concerned and after discussion, arrangements were made for many to be written up by national or visiting experts. Brief descriptions of a number of them are given in Chapter III.

Special Studies and Papers

It was agreed by the Steering Group that three specific studies should be undertaken with respect to economic aspects of transition, employment policies and practices, and the achievement of adult status. In addition, it was considered helpful to develop a number of brief papers on particular themes and issues: the concept of handicap over the period of transition, alternatives to paid open employment, independent living and the needs and contributions of parents during transition.

OUTCOMES AND DISSEMINATION

Outcomes

The programme of activities has resulted in four main outcomes, publications, national extension and follow-up activities, regional and national seminars and the identification and planning of further international activities. About 70 significant publications have formed the basis of this report and of other reports to follow. They include national reports, studies of innovative practices, papers commissioned in connection with special studies and also papers discussing major issues. The seminars already held have contributed to thinking about transition and help to promote a dialogue between professionals in Member countries.

A further outcome of the programme has been national activities including workshops, meetings, studies and inter-agency discussions in a number of Member countries. Finally, because this report is part of an ongoing process of international understanding, a number of follow-up activities have been identified as a result of work to date. These are described in Chapter IV.

Dissemination

The dissemination of the project involves both seminars and publications such as this overview. Three seminars have taken place in Europe, the United States and the Pacific area to discuss the outcomes of the programme of activities and to further an international dialogue on major transition issues. A brief series of reports are planned and arrangements are being made to deposit copies of reports, including this overview, in national centres for further study.

This overview sets out to summarise the major findings of the programme of activities. The next three chapters discuss issues and innovations and then suggest an agenda for developing transitional arrangements together with criteria by which to assess whether services are effective in helping individuals to grow through adolescence to a valued and productive adult life.

Chapter II

ISSUES AND INITIATIVES

INTRODUCTION

In this part of the report, the principal findings of the programme of activities are set out. The first section discusses the concept of transition as it has been refined by work during the programme of activities and sets out the principal parameters of the process. A second section identifies the major issues common to the transition period between school and adult and working life which have emerged in all countries to a greater or lesser extent. Their discussion has been refined as a result of material collected from a variety of sources. Although at present the findings in each of these areas are incomplete in some respects, they represent what is believed to be the first attempt to provide a comprehensive account of transition for the young people concerned, which unifies the different threads and which defines its parameters.

THE CONCEPT OF TRANSITION

At the beginning of this report, transition was defined as the process by which an individual grows through adolescence to adulthood in the social, cultural, economic and legal contexts provided by families, communities and national policies. It is also a phase covering the final years in school, continued education and training and the early stages of adult life. The words "process" and "phase" indicate two major aspects of transition. The process aspect refers to the social-psychological development of the individual whereas the phase aspect refers to the pattern of services provided for individuals during transition.

However, in order to define transition more precisely, it is necessary to specify its objectives and end points, namely adulthood. In one sense, adulthood cannot be precisely defined since, from a social-psychological standpoint, it is often an uneven collection of behaviours. From a legal point of view, there is seldom a fixed age when adult responsibilities are recognised. For example, in many countries there are different ages when drinking, driving, sexual relationships and voting are sanctioned as adult behaviours. Nevertheless, at least by the mid-twenties, most academic authorities assume adulthood to be achieved and most legal systems accord adult rights and responsibilities. It is therefore possible to define some general objectives for all young people as they complete the transition process and phase.

These objectives or criteria are not always recognised as also applying to those classified as handicapped. It is a contention of "equal rights" movements that they should. It is also the thesis of this report that the objectives of transition should be the same for all, regardless of disability. Only the means and time to achieve them may be different and the degree to which they may be achieved may vary. There should not be a separate set of objectives which imply limited expectations, particularly at the outset of the transition phase.

It is possible to group the objectives of transition in four main interrelated aspects.

i) Employment, useful work and valued activity;
ii) Personal autonomy, independence and adult status;
iii) Social interaction, community participation, leisure and recreation;
iv) Roles within the family.

Transition needs to be seen as a total process, not only uniting specific aims within the four main aspects into a coherent whole, but also in terms of continuity as the individual moves from school through continuing education and training to work and independent living. It is essential that transition be defined in these broad terms if national, regional and local policies and practices are to encompass the contributions of the many different government departments and agencies which contribute to the phase. It is also essential if authorities are to provide a coherent and comprehensible pattern of services readily understood not only by young people and their families, but also by the different professionals who work on transitional programmes.

DIMENSIONS OF TRANSITION

Discussing national, regional and local policies and practices involves recognising five dimensions of transition which may vary from country to country and region to region within countries. These are the starting points of the process, the age range covered, departmental and agency responsibilities, the middle phase of training initiatives between leaving school and a valued and productive adult life, and the varying criteria used by departments and agencies to decide who is handicapped and who is eligible for the programme and services provided by them.

The Starting Point

The starting point for transition is not always clearly the responsibility of one agency. In some countries, for example Denmark, the United Kingdom and the United States of America, national, regional and local education authorities are responsible for the education of all children, however severe their disabilities or difficulties. In other countries, such as France, Sweden and elsewhere, health or social welfare authorities may be responsible for services for those who are severely handicapped, with education authorities involved to varying degrees in planning services and supplying teachers. In the first group of countries there is a single starting point in the education service. Although educational personnel may not be the "case managers" of programmes for individuals, schools of all kinds provide a common basis from which to start the transitional process. In the second group of countries the decision about which agency is responsible and in what facility a child is placed for the school years may be taken at an early age. As a result, some of the young people classified as

handicapped may start the transition process from institutions other than schools. In these cases there is not a single starting point but a variety of starting points depending on the prior categorisation of children. For example, some young people may start transition from social welfare or health institutions or from facilities provided by voluntary agencies.

The starting point for transition is also influenced by the age at which young people leave school. In countries such as the United States where special educational provision is made up to the age of 21, the extent and degree of academic, vocational and social preparation possible in schools is much greater than when young people leave school at 16. In countries such as Denmark, Greece, Ireland and the United Kingdom, the task of institutions and agencies which take over responsibility at an early age for those with special educational needs is much greater.

The age range over which transition is assumed to take place varies within the 14-25 year range covered by the programme of activities. This is not only influenced by the compulsory school leaving age, but also by the extent to which young people continue their education in different countries. Preparation for transition will be different, as the previous paragraph indicates, when, for example, most young people go on to post-school education. However, institutions and agencies which assume responsibilities at 16 years of age start their work at earlier stages of personal development and the time they have to achieve results may also be shorter so that there is more limited time to develop independence and a pressure to achieve it at an earlier age. This may also tend to lower expectations.

Where there is increasing special educational provision in regular secondary schools in which academic performance and access to higher education is a major objective, careers guidance, vocational preparation and the development of social and life skills may not be as well developed as in special schools and institutions. This is not just a matter of attitude but a fundamental problem related to the allocation of resources, the status of alternatives to traditional courses and the development of a full range of options.

The perceived status of the individual in terms of achievement, behaviour and potential to profit from education may, at the end of the school period, be very significant in determining which transition options are available. Being in a special group in a regular school or in a special school may limit what is expected and offered in the post-school period. It is not that individual needs are not assessed and considered, but in practice, administrators and services make assumptions based on school performance which may not be justified when the individual is exposed to other experiences. Capacities for independent living and employment may be assessed in the absence of direct experience and appropriate training.

Career guidance and counselling are common features of the final school years and in some countries such services provide continuing support in the early years of employment. However, vocational guidance is often separate from personal counselling, and young people who are handicapped and their parents seldom get all their needs met by one profession, service or agency.

The Post-School Period

Similarly, there may be variations in what is thought necessary between leaving school and starting work. In the recent past, most young people leaving school, including those with special educational needs, proceeded directly to open employment, supported employment, sheltered work or activity centres. More recently, in some countries, various forms of further education and training have been inserted between leaving school and subsequent employment or placement. This training sometimes covers the whole youth group except those going

on to higher education and sometimes only those not immediately employed and those classified as handicapped.

Once the individual leaves the school system there is, in most countries, an array of government and agency schemes, each with their own criteria, each often focusing on a specific aspect of transition such as vocational preparation, further education or social competence. The array is often characterised both by overlapping and duplication, or has gaps through which individuals fall between areas of responsibility. A number of common attributes of the post-school period can be identified from national studies.

Increasing attention to youth unemployment has resulted in a variety of youth training and vocational training initiatives for school leavers unable to obtain open employment. These schemes, relatively well developed in such countries as Denmark, Ireland, New Zealand and the United Kingdom, cater in the main for academically unsuccessful school leavers. They may include some of the up to ten per cent of the school population who had received some form of special educational provision, but the current evidence suggests that they are not meeting the needs of those with more marked disabilities and difficulties.

The criteria used to determine whether an individual is employable, eligible for training or the responsibility of particular services and agencies are not always clear or compatible. Significant issues exist with respect to the extent to which school performance is used as a basis for predicting employability and with respect to the inherent conflict between the traditional rehabilitation model of vocational rehabilitation agencies and the long-term habilitative needs of most young people with disabilities. Thus, in discussing transition, it is not always easy for the individual and his family to detect a definite pattern of provision available to them and a continuity of concern.

In the middle phase of transition the dimensions of transition are less easy to identify. This is partly because different programmes and agencies concentrate on specific objectives, so that vocational preparation and preparation for independent living may be seen as separate, unrelated objectives. It is also due to the fact that national, regional and local government arrangements separate continuing education, vocational preparation social support and health care into different patterns of service delivery. Coordinated programmes in the middle phase are a significant dimension of a unified approach to transition.

Adult and Working Life

Conceptually, a significant variety of employment alternatives exist, ranging from paid open employment at one end to sheltered day activity on the other. For example, paid supported work, subsidised employment and commercially oriented sheltered work represent significant points in that range. In fact, the range of alternatives to paid open employment for young people is limited in most countries. National reports indicate that sheltered work and activity/day centres of different kinds are the most common forms of provision. Some innovations are discussed in Chapter III but alternatives which result in acceptable adult status and adequate means for independent living are few and far between.

National reports record systems of disability pensions, allowances and benefits in some detail. A frequent comment concerns the lack of flexibility of systems which on occasion discourage the search for employment. A further feature of many is that benefits cease when employment is found, but are not easily obtained again if the individual becomes unemployed. The search for a more flexible income support system for young people and adults who are handicapped is considered important in many Member countries.

Independent living presents a particular difficulty as a dimension of transition because its achievement is strongly influenced by cultural factors. While personal autonomy and choice are possible in almost all cultural settings, living in one's own home or sharing accommodation is not always recognised as a necessary aspect of young adulthood for those who are not disabled. In some countries, it is traditional to remain at home until marriage. In others, housing shortages limit the availability of a home of one's own until a family is started. However, an important aspect of the completion of transition is the ability to manage one's own life with the minimum of support and advice and achieve an adult balance of independence and dependence. This is enhanced by individual and small group normalised living arrangements and many of the innovative practices identified include these as objectives of transition.

MAJOR ISSUES IN TRANSITION

The purpose of this section is to bring together the major issues which have emerged during the programme of activities. In addition to discussions in meetings and seminars, a report setting out many of these issues was sent to Member countries and experts. These activities, and responses to the report "Appraising Progress" (see Annex, I.7) have clarified and illuminated the issues and provided insights into many of them. There remain, however, matters for serious consideration. The issues are broadly of two kinds; those related to the objectives of transition and those which relate to the means of accomplishing those objectives.

Conceptual Issues

Who are the Handicapped?

This question needs to be studied in a number of ways. First there are public attitudes which recognise certain members of the population as handicapped, together with the criteria used by public services to indicate which individuals are entitled to special benefits, programmes and services. These may be seen as the imposed definitions used socially and administratively to define particular groups. Secondly, there is the question of how handicap should be defined. Both these aspects are commented on in the following sections.

The Population Considered Handicapped

Those advising the Secretariat considered that there should be more demographic data about the population studied. At the beginning of the project, a draft questionnaire was circulated to members of the advisory group for comment. The outcome of this enquiry was that it was virtually impossible to collect comparative data from available national statistics. A number of countries supplied some statistics in their national papers and others, for example Australia, Germany and the United Kingdom, provided statistical reports. The initial enquiry revealed that criteria for determining the population considered handicapped was not constant, either within Member countries or between them. Criteria used to determine special educational needs were not consistent with criteria to determine the need for health and social services or those used to judge employability or eligibility for supported employment.

19

Further study of the material available gave rise to the following conclusions:

i) There was little accurate demographic information available which could be compared because of different criteria;

ii) Statistics for special educational provision reflected the availability of provision rather than the extent of need;

iii) The borderlines between young people with less seriously disabling conditions and those considered most severely handicapped were unclear and were most frequently determined more by the availability of institutions and agency responsibilities than by comparable criteria;

iv) The number of young people receiving services after the compulsory school period was determined by cultural, employment and resource allocation to different departments and agencies in Member countries.

The consequence of activities of this kind during the project can be summarised as follows. First, that the concept of handicap over the period of transition requires clarification. A CERI report (Annex, I.1) was produced for discussion. Disabilities and difficulties which may be seen as handicapping during the education phase are viewed differently by health, social welfare and employment services when determining eligibility. Some of the major points developed in the concept paper are summarised in the next section. Secondly, it has become clear that the whole question of criteria and statistical information needs illumination by longitudinal studies which trace the history of groups of young people from the final years of schooling to early adult life. Such studies may have been carried out but none have been made known to the project by Member countries. The CERI is not in a position to finance such studies. However, detailed information about populations, criteria in different sectors, gaps and overlaps in services and the extent of needs and provision will only be possible as the result of research of this kind.

The Concept of Handicap During Transition

The concept of handicap is a crucial determinant of attitudes, policies and practices. If handicap is defined as an attribute of the individual, then the importance of social barriers may be neglected. If the extent of handicap is seen as permanent, then expectations and intervention strategies may be limited. As the previous paragraphs indicate, there is a major need to reconsider the use and definition of the word "handicap."

The general conclusions to be drawn from the work of CERI in the years since 1978 is that the word "handicap" should only be taken to describe the relationship of the individual with a disability with his environment. Five important points need to be made about this relationship, namely:

i) A child or young person may have a disability, but the degree to which it is handicapping depends on his or her interaction with the environment or on the effects of this interaction on the environment itself;

ii) Disabilities can be made more or less handicapping by the attitudes and expectations of the community. More specifically, school, social and employment situations are significant determinants of the degree of handicap resulting from an individual's disability;

iii) Successful intervention strategies and environmental modifications may significantly reduce the handicapping effects of disabilities;

iv) The handicapping effects of disabilities change over time and from situation to situation;

v) The concept of handicap is a dynamic, changing concept and not a static one where handicap is used to describe only the deficits in an individual's skills, behaviours and attitudes.

This social, dynamic concept of handicap is now widely recognised by professionals in the field but less well understood by other professionals and administrators and by the general public. It becomes particularly significant during the period of transition when different government departments and agencies define their own criteria for determining who is handicapped. There are broadly four different sets of criteria. These are:

i) *Educational criteria*

The education sector defines the grounds on which individuals receive special educational help. Such individuals have either been assessed as educationally handicapped or are likely to be so handicapped without special provision. Again the nature and degree of the handicap is determined by the interaction of the individual with the curriculum, methodology and expectations of schools.

ii) *Employment criteria*

Employment services define handicap in terms of employability either with or without special vocational training or agency support. They tend to define an occupationally handicapped group, which may include some of those previously defined as educationally handicapped, but also others with other difficulties such as drug abuse, alcoholism and social incompetence. Employment services may also compound the handicapping effects of disabilities by assuming that individuals are unemployable.

iii) *Social welfare criteria*

Social welfare providers define handicap in two interrelated ways. In the first instance, they may define certain degrees of functional disability as grounds for pensions and benefits. Secondly, they may define handicap by the need for supporting arrangements and services, either to maintain the individual within the community or care for him or her in other ways.

Although doctors are involved in multi-professional assessment procedures and contribute appropriately or inappropriately to the determination of education, social welfare and employment criteria, there is also a specific health service aspect.

iv) *Health service criteria*

Health services will determine their own criteria for health care and service delivery based on medical criteria, for example for determining which group of the population is to be deemed handicapped in terms of the need for medical supervision, therapies of all kinds, and nursing care.

There are, of course, considerable overlaps between the four sets of criteria, but there are important discontinuities. Whether a young person is considered handicapped or not will vary from sector to sector as the following examples show. A young person may have considerable learning difficulties in school which result in special educational arrangements being made for him. He or she may be clearly educationally handicapped. However, with no physical

impairments, he may not be considered to have employment, social welfare or health handicaps on leaving school. He may enter employment and disappear into the community. Alternatively, a young person who is blind and intelligent may, with skilled help, achieve high academic standards in school, thus minimising educational handicaps. However, on leaving school, social and employment handicaps may be imposed of a different kind which are less easily minimised.

Without the results of longitudinal studies beyond the scope of the programme of activities, it is not possible to know the extent to which young people move into and out of groups defined as handicapped as they go through the transition period. The issue raised here is simply that there is not a clearly defined handicap group during transition and criteria are confused as each service or agency adopts its own approach to determining its client group. Individuals may become the focus of a variety of services or fall through the gaps between them.

The Consequences of Being Considered as Handicapped

There are two common characteristics which define those classified as handicapped. Each type of disability may give rise to different special needs and each individual may have a different pattern of needs. Attitudes towards different disabilities vary widely, with severe degrees of emotional and behaviour difficulties probably receiving the least understanding. However, one common feature is society's response to all those considered to be handicapped which, whether conscious or unconscious, is to put a variety of internal and external barriers in the path of individuals with disabilities. These barriers make it difficult for individuals to have access to the same range of opportunities as other citizens.

One of the main barriers results from being labelled as handicapped. The work of Goffman (*Stigma: Notes on the Management of Spoiled Identity*, Prentice-Hall, Englewood Cliffs N.J., 1964) and others has drawn attention to the stigmatisation which results from descriptive labels which diminish status and reduce respect for the individual. A wider acceptance of the concept of handicap set out in the previous section may help to overcome some of the problems. However, in the meantime, evidence provided during the project has shown that, for example, some adults would prefer to receive unemployment benefits than disability allowances, the former being less stigmatising. Others would prefer not to go on disability registers. In summary, many labels in common use are seen to place restrictions on the options available. Above all, they are seen as limiting the respect and the credence given to individuals by other members of society.

Employment Issues

What Barriers Hinder Access to Open Employment?

In addition to the state of the labour market itself, there are a number of other questions pertinent to the issue of access. These pertain to the operation of quota systems, the procedures by which suitability for employment is assessed, the forms of training, and the disincentives to employment which may have been created.

The labour market: Most Member countries have been experiencing the results of an international recession during the period covered by this report. Although not equally evident in all countries, preoccupation with consequent unemployment, particularly of youth groups, has tended to mask serious consideration of more fundamental changes which may be taking

place in the labour market. A return to full employment and a marked decrease in youth unemployment were seen as objectives of many of the measures taken. Nevertheless, there were signs of a continued decrease in employment in some sectors, particularly those where new technologies were decreasing the labour force. Although there continues to be an increase in service industries, few new labour-intensive employment sectors appear to be emerging. New micro-electronic technologies are not only replacing less skilled workers but in some commercial sectors are replacing lower and middle management. Some authorities see a future labour market sharply divided between a relatively small, highly-skilled professional and technical employment force and a larger but still relatively smaller semi-skilled and unskilled workforce with many supervisory, management and process and stock control functions taken over by machines.

A reduction in employment opportunities has not been accompanied by reduced hours or job-sharing by those in work and extended training schemes have only served to delay entry to the labour market. As a result, in a number of Member countries all young people leaving school and training face a much more difficult employment situation. In the absence of any new radical initiatives, competition for jobs will continue to increase.

The effect of these changes on young people who are disabled is, however, paradoxical. On the one hand, new training technologies and the increased use of micro-electronic technology are said to be increasing the range of job opportunities available to those with disabilities. On the other hand, reduced labour demands are said to be increasing the selectivity of employers to the detriment of those considered handicapped in some Member countries. There is said to be a downward pressure from the more able-bodied group reducing opportunities for the disadvantaged and those who are disabled.

During the programme of work concerned with young people who are disabled, it was not possible to illuminate the issue of the changing labour market, except in specific instances where innovations were increasing local employment opportunities. It remains to be seen how far national youth employment policies will include serious consideration of the rights of those who are disabled to an equitable share in the labour market. Almost all contributors to the Project asserted that the aim of employment should be applicable to all and that being categorised as handicapped should not diminish the importance of that aim. Young people who are disabled should be entitled to the same range of employment opportunities as their contemporaries and a fair share of those opportunities.

Employment quotas for the disabled: A number of countries have quota systems where employers of more than a specified number of employees have to ensure that a given percentage of posts are offered to individuals categorised as handicapped. Views on the value of quotas are mixed, with many people of the opinion that they are mainly used to retain the services of existing employees who become disabled. There appears to be little evidence in many countries that a quota system helps the young disabled school leaver.

Another significant feature affecting the operation of the quota is the cultural context of the country. In this respect, the evidence from Japan, where employment quotas are coupled with penalties paid if they are not achieved, suggests that meeting quotas is a matter of self-respect. As a result, there appears to be a more positive approach to employing workers who are disabled.

It is also evident that in some cultures, being registered as disabled is seen as stigmatising by individuals with disabilities who resist such registration unless it is necessary. In the United Kingdom, attitudes towards registration changed. In a period of relatively full employment, there was a reluctance to be registered, but in a subsequent period of high unemployment such registration was seen as more acceptable.

Assessment: It is evident in many countries, particularly in the sectors managed by employment services, that the question of employability is often decided in the absence of experience in work. Two approaches are most common. The medically-assessed degree of handicap, the school record and the category and degree of disability may result in individuals being assessed as unemployable. In such cases, they are forced outside the employment sector where they may or may not receive vocational training and work experience. Secondly, there may be a short-term assessment process by professionals in centres where a decision is made. What is clear is that even when other services provide further training, the decisions made in this way often involve limited expectations and a serious underestimate of the individual's potential. It is one of the strengths of the work of Bellamy, Brown and Welsmann in the United States that expectations have been raised by well-planned schemes which do not make prior assumptions about employability. Assessment is necessary over time in real situations where continued training and support can enhance personal competence.

The criteria used in assessment procedures to determine whether a young person with a disability is "employable", and thus eligible for training and other support services, are not always clear. For example, the vocational rehabilitation programme in the United States and its counterpart in other countries, was developed to assist physically disabled war veterans to return to regular employment. Indeed, "rehabilitation" implies the restoration of job skills and abilities. Given this orientation, it is not surprising that "employability" is viewed as an end product of a discrete, time-limited training effort rather than as the product of both long-term education, training, and intensive on-going support services. In fact, the population of young people with disabilities currently most in need of assistance requires habilitation, not rehabilitation, over the transition phase with planned supporting arrangements. Existing rehabilitation services may be inappropriate for the individual and his family on leaving school because of the basis on which assessments are made and objectives determined.

On-site and simulated training: Work in the United States and the innovations described in Australia are evidence of the effectiveness of developing training programmes in real work and living situations. Nevertheless, specialists in the field contend that in simulated situations it is possible to control and repeat learning situations in a more effective way. The issue is one of transfer of training and generalisation. It is also argued that individuals with severe degrees of disability, particularly of intellectual functioning, do not find transfer and generalisation easy and learn more effectively in real situations. The specialist will no doubt continue to debate the matter relating it to different individual needs and responses. From the evidence received during the Project, it is possible to identify this as a major debate and to suggest that in a number of countries, real work experience coupled with training may provide a significant way forward in developing provision for all those who are handicapped, including those with severe degrees of intellectual disability.

Voluntary and paid employment: This question, a matter of major conflict in the United States, relates to the early period of employment. On the one hand, it is argued that dignity of the individual and the responsibility of professionals and employers demand that all open employment be paid at the outset with subsidies in the early stages where necessary. On the other hand, it is argued that it is easier to find unpaid work. Employers will take on individuals for a trial period if there is no cost. This increases the degree of handicap for which openings can be found and subsequent paid employment is likely to result from a period of supported unpaid work. The major protagonists, Brown and Bellamy in the United States, are both committed to increasing the employment potential and employment opportunities of the most severely disabled but do not currently agree on the means of doing so. The debate in the American literature may be of considerable interest to other Member countries.

Disincentives to employment: In most countries there exist a number of incentives to employers to take on people who are disabled. These include initial wage subsidies and work place modification schemes. However, because employment policies are not always co-ordinated with social welfare policies, disincentives also exist. These include disability pensions, benefits to parents and families and free or subsidised services for those classified as handicapped.

There is evidence from a number of disabled groups that they want to work. For those with restricted mobility and social interaction, work provides an important means of meeting other people as well as according status as a wage-earner. However, there is often more security of income in not working. In fact, many young people with disabilities, like their contemporaries, need the opportunity to explore their employment capabilities in a supportive environment. In some countries, for example the United States, young people who attempt the transition to paid, open employment may actually be penalised for their initiative. If they succeed in maintaining themselves in employment, they may lose existing benefits which may be of greater economic value than the money they earn. On the other hand, if they are unsuccessful, they may well be penalised by policies which delay a return to the receipt of benefits at the previous level. The gap between social welfare and employment policies and practices results in individuals being treated as disabled rather than as unemployed.

Although work is in progress in some countries to overcome anomalies, particularly the United States, it has not been possible to identify a system of support including income supplements which is sufficiently flexible to meet individual as opposed to categorised needs. The flexibility which appears to be required is the maintenance of an income, wages or salary plus benefits, which helps to overcome three common difficulties. These are an adequate income when productivity varies and may be less than that required for the full wage, when the individual moves in and out of employment and when extra expenses are incurred by working, such as transport and personal assistance which makes the average payment insufficient. It has yet to be fully recognised that every amount earned by an adult who is disabled does not increase social welfare costs and may indeed result in a positive revenue contribution.

What are the Alternatives to Open Employment?

In this section, a number of major alternatives are discussed together with the issues related to them. These alternatives include all approaches other than the traditional movement from education, with or without training, direct to unsupported paid open employment alongside others without disabilities. In some, the longer-term outcome may be open employment while in others it may be a long-term alternative.

One significant change from the original CERI formulation was the distinction made between paid employment, useful work and leisure and recreational pursuits. In most societies there is a great deal of useful work which is not paid in a direct sense. The running and maintenance of homes is a form of work as distinct from leisure interests. Contributions to community facilities and services may also be characterised as work. The question of voluntary work and paid work has been discussed briefly. The issue here is that most forms of work, including traditional paid employment, create a sense of usefulness and purpose which is important to those who are handicapped.

It also needs to be borne in mind that employment, open or supported, provides an important arena for social interaction for those who are disabled and it often constitutes the major part of their interaction with contemporaries. Thus, the importance to the individual of useful work and regular social interaction with others is one aspect of transition.

There is now a range or continuum to be considered from paid open employment, supported paid employment, sheltered employment, useful work to activity. Activity in this sense is characterised by simulation, non-commercial work and time-filling to provide variety in the programmes of those thought incapable of useful work of any kind.

Supported paid employment: Two forms have developed, the first being subsidised open employment and the second the development of enclaves in factories, businesses and public services. The first of these involves disability allowances which support the individual and make up his income from employment. Employers are compensated by these means for limited production on the part of workers who are handicapped. Such subsidies may be for limited periods while proficiency is achieved or they may be more long-term. The second involves the setting up of groups of workers who are disabled within the enterprise. In these enclaves, they complete production targets in a protected environment adapted to enhance their effectiveness.

Sheltered workshops: These have been a traditional form of provision for young people and adults with physical, sensory and intellectual disabilities, sometimes as part of the public sector provision and sometimes as part of the arrangements made by voluntary organisation. During the programme of activities, it has become evident that a major issue has arisen with respect to the orientation of such workshops. On the one hand, there is an increasing emphasis on commercial viability with management in the hands of those with a business background. On the other, there remains a welfare-oriented type of sheltered workshop, often heavily subsidised, where there is less attention to commercial practice. Among significant factors about this form of provision currently being discussed are the low wages paid in many, their separation from independent living arrangements, the lack of on-going training and the limited movement out to open employment. Maintaining the production of such workshops often results in the most effective, least handicapped workers being retained, limited opportunities for the most severely disabled and a rather static approach to needs of the young adult. The innovations in Chapter III include examples where this is not the case, as does other evidence received during the study; however the forms, terms of reference and development of sheltered workshops within a range of provisions need active consideration in most Member countries.

What are the Barriers to Productive Activity?

Young people not accepted in open or sheltered employment are provided in many instances with a form of day care in activity centres or day centres. Their degree of handicap is usually severe, resulting from more than one disability. The major issue related to such provision is the relationship of care to developmental and productive activity. Care can be time-filling, lacking in a sense of direction and according little dignity to the individual. It is in these settings that useful work and participation become important aspects of developmental and productive activity. Continued training is necessary to develop self-help and social skills leading to greater independence and the ability to undertake meaningful tasks. Individuals need opportunities to participate in the environment outside centres and to develop skills to choose activities and to participate in decision-making about their own programmes. Every effort should be made to develop self-advocacy skills. One of the innovations described later illustrates how much can be done with individuals prematurely categorised as unemployable. A major issue in the transition phase is the development of effective programmes in activity and day centres which are outward looking to the community and do not reflect a passive acceptance of dependence by staff. Respect for the individual and greater expectations of continued personal development are vital.

Social Issues

What is Meant by Integration during Transition?

There are three important aspects of this question which need to be considered. The first is what is meant by the term "integration". Secondly, to what extent, if any, is preparation for transition enhanced by integration within secondary schools? Finally, are integrative procedures evident within transitional arrangements? These questions involve the starting point of transition, the extent of separate facilities and programmes, and the options available to young people.

Integration is defined within the CERI programmes as a dynamic interactive process. It is the process by which young people who are disabled learn together and share social, recreational and training experiences with their contemporaries. It is also the process by which professionals who work with all young people and those who work with young people who are disabled interact, collaborate, and ensure the interaction of the young people for whom they are responsible. Integration in this sense is not the same as placement, that is to say education, in the regular school or class. But, such placements are an essential ingredient in the process of interaction since they facilitate it. However, the process of integration can be actively promoted even where separate facilities or programmes exist. This is the basis on which transitional integration issues are considered in the following paragraphs.

In some Member countries, the process of integration has been pursued with more enthusiasm than others. A great deal of effort has been made to provide services for young people who are handicapped in regular secondary schools either by supporting individuals in ordinary classes or in resource centres and special classes. In other Member countries, a significant percentage of the school population, between one and five per cent in different countries, attend special schools, often established on a categorical basis. The question posed is whether being educated with others in the same school is effective preparation for transition and whether the process of integration has enhanced the individual's ability to make a smooth transition to adult and working life. It is argued that it is more difficult to meet the individual special transitional needs of those who are disabled within the programme provided for all young people in secondary schools. It is also said that the interaction between those considered handicapped and their contemporaries is an important contribution to transition and subsequent community participation.

The central question cannot yet be fully answered because evidence remains limited. In those countries where integration has proceeded most quickly, there is not yet evidence from a complete age group which has been educated from an early age in the same schools as other children and young people and has completed the transition process. In countries with a well-developed special school system, preparation for transition appears to be much more specific and sharply focused than it does in secondary schools. At the same time, attendance at special schools is said to impose limits on what is offered after leaving school. A major issue which demands attention in the immediate future is the quality of preparation for transition within the regular school as more provision for those who are handicapped is made within it.

Integration during transition: In most Member countries, five possibilities exist for school leavers. They are: leaving ordinary or special schools for open employment, for sheltered employment, for day activity centres of different kinds, for further education or vocational training in institutions for all young people and for further education or vocational training in special institutions for those who are handicapped. The first point to be made is that this change takes place at different ages in different countries and may be different in kind and

later for young people with disabilities. The second and more fundamental point is that even where all young people in an age group attend a neighbourhood comprehensive secondary school, they go to a whole range of different post-school situations. Many attend separate post-school colleges and training institutions for particular purposes.

Because there is no one destination for school leavers, and because the post-school age groups form into separate educational, occupational and social groups, the process of integration is less clear cut. Integration in this phase implies equality of access to the range of opportunities available to the age group, not access to a single institution – the school. It is also concerned with the outcome of post-school education and training in the sense of whether it is aimed at an integrated community or one stratified by education, wealth or other characteristics. The process of integration is much harder to define during transition, although at the end of the process criteria are relatively clear, namely employment, community participation and a normalised pattern of daily living.

In summary, there appear to be two conclusions which can be drawn from the current situation. First, the process of integration in the way defined here cannot be postponed until the post-school period. It needs to start from the earliest age and be actively developed throughout the school period if the objective of societal integration as a young adult is to be achieved, regardless of school placement. Secondly, if effective integrative arrangements are made in the regular secondary school, then it is possible to accept separate time-limited transitional programmes for young people who are disabled as long as these aim at integrative employment possibilities and independent living arrangements.

What are the Contributions of Parents to Transition?

For many parents the growth of their children through adolescence to adulthood presents a challenge. Attitudes and expectations have to be adjusted, young people's aspirations and responsibilities have to be recognised and relationships have to change to an adult balance between dependence and interdependence. The parental contribution has to embrace a sensitive understanding of their child and the setting of widening limits of independent behaviour. For most, it is a question of a restraint of impulsiveness and an agreement on acceptable goals. It is a matter of private negotiation within families unless problems reach the point where outside help is sought.

Parents of children with disabilities have different experiences of transition. The evidence available suggests that there should be particular attention to their needs and contribution during transition. Both parents' groups and professionals are beginning to recognise that it may be more difficult to encourage independence. Where deinstitutionalisation or non-institutionalisation is placing a greater burden on parents to care for young people who are severely disabled, transitional problems may be more acute.

Many parents who have been partners in early education for their children are beginning to recognise a lack of attention to their needs during the adolescent phase. Programmes focus on developing the independence and self-advocacy of the young people concerned, but do not always devote attention to the needs of parents at this time. Similarly, those responsible for transition programmes for young people who are handicapped are recognising that many of the independence skills they develop are not being practised within the family because parents are not prepared to accept them. Complex issues concerned with risk-taking, interpersonal relationships between young men and women, mobility in the community and independent living are some of the areas where parents, professionals and the young people themselves need to develop a consistent approach.

It has become apparent that many of the emotions involved in accepting and coming to terms with a child's disability in the early years are reawakened when the question of what sort

of adult life is possible is raised during transition. Sometimes, early advice and outlooks need modifying. Work with parents is not just a case of information on options and courses, but involves counselling to encourage the maximum degree of independence and of appropriate self-advocacy in their growing young adults. These aspects of transition are being recognised to a limited extent by parents' groups and professionals and some resources are being allocated to them.

From the information available, there appear to be four aspects of the parents' involvement in transition that require particular attention. The first concerns the awareness of professions, agencies and services of parental needs and potential contributions during the transition process. There is often a natural focus on the individual in counselling and programmes and a lack of recognition of the parental adjustments which have to take place. This leads naturally to a second aspect, namely the recognition of the role of parents in fostering independence and helping to develop their child's adult status.

Another particularly difficult issue is the relationship between parenting and the development of self-advocacy. Some of the inherent conflicts of interest require further exploration. A new tripartite relationship between parents, professionals and the young people themselves needs to be forged through sensitive counselling, trust and the sharing of information if individuals who start off from a more dependent state on account of their disabilities are to develop a positive self-image and reasonable autonomy.

Finally, a fourth aspect concerns the role of parents' groups which, in many countries, have played a significant part in improving facilities and services for their children and young people. Often, their main concern is to seek arrangements whereby an organisation or service assumes responsibility for their child when they are no longer able to provide care. The programmes of such groups and parental advocacy now need to include an extended range of concerns consistent with the aims of transition set out in this report.

Who is Choosing and What Choice do They Have?

One of the major objectives of those campaigning for minorities, including young people who are disabled, is that there should be equal access to the range of opportunities available to all. This principle involves not only granting access, but also ensuring that programmes facilitate such access. It also implies that the young people will be able to exercise meaningful choice. It is recognised that a number of factors influence choice. On the one hand, there are external factors such as the state of the labour market which might apply to all young people or, specifically, to those who are disabled. On the other hand, there are what might be called internal factors which arise from agencies and services attempting to meet the needs of the young people who are the subject of this report. It is these internal factors which may be particularly significant during preparation for transition.

Choice in this sense not only concerns a selection from a range of options, but in the case of many young people, programmes which prepare them to exercise choice. There has been a tradition of taking decisions for young people who are handicapped first of all on the part of professionals and, secondly, on the part of parents. As a result, the successive services available are often passively accepted by young people. It has been a long struggle for many to achieve the right to make meaningful choices of training courses, employment and where and how to live.

It is necessary to consider choice in relationship to continuity and co-ordination. Continuity may be developed at the expense of choice where categorical services have limited expectations and offer a restricted range of options. The absence of co-ordination can result in a chaotic array of different programmes and services from which it is difficult to make a

meaningful choice. The two significant issues are first, the need to look at transition as a whole so that options are coherently planned and, second, to recognise the right of the individual to choose.

Service-Delivery Issues

What Information and Guidance is Available?

Information: It is clear that many parents and young people consider that there is a lack of information about transitional arrangements in forms which are intelligible and useful to them. Many agencies and departments produce material about their own provision, services and criteria for different programmes. However, there is little evidence that simple and comprehensive directories of all services and provision in a neighbourhood, town or area are available. There are few clear maps of the range of options and possibilities available for parents and young people who are handicapped and a strong indication from those groups that such maps are needed. Isolated examples are known and are appreciated, but are not generally available.

Guidance: In most Member countries there are a number of counselling and guidance services during transition. However, they are often specific in their terms of reference so that careers advice or vocational counselling is separate from personal counselling both in terms of funding and personnel. Although professionals attempt to look at the whole person to some extent, it is rare to find services able to give guidance within a unitary concept of transition or to have the necessary links with other services to make comprehensive and practical plans.

A single point of reference: In most reports, it is evident that young people who are disabled and their parents have to make contact with a number of different agencies or professionals. These may include career teachers/vocational counsellors, careers officers/job-placement personnel, social workers, benefit and pension administrators and, in some instances, the personnel of housing agencies. They may not know which person or which agency to contact and they may not know when to move from one to another where necessary. Even where there is a well-developed pattern of services, as in Sweden, it has been found valuable to have an "escort" through the system. This idea of a named person to act as a guide is quite distinct from the "key worker" concept where one professional in a multi-professional team acts as a means of co-ordinating all professional contacts with an individual or family. A single point of reference to provide information and to facilitate contacts with the variety of agencies and services contributing to transitional arrangements seems to be an initiative well worth further development.

Continuity and Co-ordination

It will already be apparent that two of the most obvious problems of transition are developing a continuity of service delivery and programmes from school through vocational and personal preparation to a valued and productive adult life and the co-ordination of the contributions of the many different government departments, agencies and professions who contribute to transition.

One aspect of continuity, namely a single point of reference for young people and their families, has already been mentioned. The two others that have been identified during this study concern how individual needs are understood in a developmental context as a young person moves from one professional area of responsibility to another and how the curriculum

in the final years of schooling and the programmes developed subsequently can provide a consistent approach to meeting individual needs. It is clear in the first instance that individuals move from the education system where teachers may be mainly responsible for teaching and guidance to vocational training situations and independent living programmes with different personnel. Mechanisms are needed to facilitate their understanding of each other's work and to develop consistency of approach over the transition period. An important aspect of this consistency will be curriculum continuity. There are examples of gaps and overlaps in programmes which follow one another partly because of a lack of understanding of the transition period as a whole and partly because joint planning by personnel from different areas of work is not easy to arrange. One issue is the relationship between the expectations of those working in different phases of the transition period.

Idealism and reality: The national report from Sweden raises a more general question about the tension which may arise between the education sector and post-school services. It is posed in terms of the potential conflict between ideal aspirations and social realism. These differences in perspective may influence the transition process and, where the change for the individual from one set of attitudes to another is abrupt, it can be unsettling.

The tension may result from a school's concern with developing an individual's full potential and the emphasis placed on all the positive opportunities. It is said by post-school services that those in education tend to minimise functional difficulties and expect society to adjust to the individual. Young people with disabilities are not given a sense of realism about themselves and the world they will move into after schooling. On the other hand, those working with the labour market are only too well aware of employment difficulties, of school leavers' lack of awareness of limitations and of a less sympathetic approach to their needs in employment and society. Schools employ a divergent perspective, opening up possibilities, whereas the employment sector takes a convergent perspective, trying to adapt the individual to the existing situation.

It is not suggested that these different perspectives are inappropriate to the relative sectors. Social integration implies a degree of adaptation to adult life. What needs to be recognised is that the transition of an individual who is handicapped, like all other young people making the transition, involves an adjustment of aspirations to concrete possibilities as part of a growth process. Where professionals in both fields sharpen the contrast by their own attitudes which in the one case may be too optimistic and in the other too pessimistic, the young person may not receive the consistent continuous support his personal development requires.

Mechanisms for inter-agency and inter-departmental co-ordination: Very few examples of effective co-ordination between departments and agencies have been observed during the programme of activities. There are two relatively common ways in which a degree of co-ordination is developed. These are case conferences and initiatives by a single agency, which takes the lead in working with an individual, to co-ordinate the contributions of others. The work with individuals, although important, perhaps receives more attention than the co-ordination of policies and services at national, regional and local level. Although a number of inter-agency co-ordination mechanisms exist, they do not appear to look at the transition period as a whole, to develop a co-ordinated pattern of provision and services and to relate continuing education and training, vocational preparation and the development of social and life skills for independent living within an overall programme. Separate areas of responsibility and different funding mechanisms all contribute to a lack of co-ordination in many instances. At least at the level of the local community there appears to be a need to develop a conceptual framework for transition and a means of planning a comprehensive and flexible pattern of provision and services.

Inter-disciplinary training: In many localities in different countries, individuals considered handicapped are passed on from one professional to another. Responsibilities move from teachers in schools to teachers in colleges, from teachers to vocational training personnel and from vocational training personnel to employers. They may move from an employment-oriented agency to a social welfare agency. In each case, professional training may be separate, awareness of the work of other professionals limited and joint in-service education opportunities limited. Similarly, because training is separate as is agency responsibility, curriculum and programme development will be separate. The extent to which previously developed skills and earlier experiences are built on may be haphazard. There may be gaps and overlaps in what is offered to young people who are handicapped as they move through the transition phase. These are issues which require attention within in-service educational arrangements for all professionals and particularly through the development of inter-professional training.

Comprehensive disability-oriented services: There has been a tradition in some countries of state-funded voluntary organisations playing a major part in providing for those who are handicapped. Such organisations have concentrated on the needs of individuals with particular disabilities such as cerebral palsy, hearing impairment and intellectual disabilities. Many of these organisations, such as those described in the next chapter, have pre-school programmes, school programmes, vocational training facilities, sheltered workshops, small group living arrangements, and counselling and guidance services. They are attractive to parents because all their apparent needs are being met by a single agency. Where well managed, there is continuity in approach, inter-professional co-ordination and a co-ordinated transition programme. These are considerable advantages which are not always evident when separate national and local education, employment, health and social services make transitional arrangements.

On the other hand, there may be disadvantages. The agency may define its clientele narrowly and individuals with more severe degrees of the disability or with multiple disabilities may not be accepted. Where a number of agencies work in the same area, there may be gaps in provision or they may pass difficult individuals back and forward from one to another. A lack of local statutory services may result in a lack of co-ordination. Secondly, the individual may only be offered a choice of what the agency offers and not what else may be available in the area. Thirdly, there is a danger of agencies becoming paternalistic and not developing their client's self-advocacy skills, decision-making skills and potential contribution to management. Finally, because of a concentration on a single disability, stereotyped expectations may result with a lack of real attention to different individual needs.

The balance of advantages and disadvantages needs detailed discussion in each case. Such comprehensive agencies will continue to have an important part to play which will be more effective if they see where their provision fits within a co-ordinated transition programme. However, the major strength of such organisations is their potential flexibility to respond to changing needs without waiting for national or local political decisions. They have often pioneered new approaches which have subsequently become generally accepted. Nevertheless, in an age where young people who are disabled may expect more choice and self-determination, the potential disadvantages of comprehensive organisations need to be recognised.

What is a Community?

The final issue in this section is the question of what constitutes a community. New policies and practices, including deinstitutionalisation, emphasize community-based facilities

and services. The report emphasizes participation in the community as a major objective of transition. However, the definition of a community is far from precise. From one point of view the term is used to refer to villages, small towns and neighbourhoods in urban areas. The question is, what size of community can provide all that is necessary in terms of facilities and services for those who are disabled. From another point of view, many individuals belong to a number of social communities, for example, at work, in sports and recreational clubs and associations and churches, each of which may be quite far apart geographically.

While the project was in progress, the European Community, Bureau for the Handicapped, initiated a district project. This project involves 15 districts in member countries with populations of 20 to 30 000. The purpose is to study lifelong services for those who are disabled and stimulate new initiatives to meeting their needs in the community. This four-year study may be expected to illuminate the question of what is a community and the advantages and disadvantages of cradle-to-the-grave services.

There is a wide range of geographical and demographical differences between OECD countries. The issue of the nature and extent of communities in service delivery terms emerged during the transition project. Subsidiary questions included whether services were likely to be generic or categorical (disability specific) and to what extent residential arrangements could be community-based or might require individuals to be withdrawn from communities for necessary training and experience. At present, there appears to be limited information about the ways in which community facilities and services are defined in geographical, demographic and administrative terms. Much may be learned from the European Community initiative. Meanwhile, within the OECD/CERI Member countries, it remains an important question to be tackled.

Chapter III

INNOVATIVE PRACTICES AND SPECIAL STUDIES

INNOVATIVE PRACTICES

A rich range of innovative and interesting practices were discovered during the programme of activities. The Steering Group discussed the criteria which might be used to select innovations for further study and agreed that these could not be common to all countries. In practice, Member countries identified innovations, many of which were visited by experts. Unilateral agreement was reached between the CERI and each individual country regarding the specific innovations to be described and the persons in that country who would prepare a written report. A full list of such reports can be found in Part II of the Annex.

All aspects of work set out in Chapter I were covered, including curriculum development in the final years of schooling, transitional arrangements and examples of adult and working life arrangements of high quality. For the purposes of this overview, a selection has been made which is grouped under the headings of the three phases of transition. In each case, a paragraph at the end of the example links it with the issues discussed in the previous part of this report.

Phase One: The Final Years of Schooling

New Zealand

Two studies from New Zealand concentrate on this phase. The first concerns a residential school for girls with moderate learning difficulties allied with other difficulties, and the second is a study of college co-ordinated arrangements for young people who are hearing impaired.

Salisbury Girls School: There are no separate day schools for those with less severe degrees of intellectual disability in New Zealand. Most such children are educated in special classes in primary and secondary schools. However, when intellectual disability is associated with personal, social or emotional problems, three special residential schools, two for boys and Salisbury School, have been developed to address the complex combination of needs which result. The school accepts girls who are mildly retarded and considered capable of living independently after leaving school.

Three characteristics of this school programme are particularly significant: a planned programme for independent living, pre-vocational training, including work experience in the

community, and the follow-up evaluation of those who have left school at six- and eighteen-month intervals.

The school has places for 80 girls between the ages of 7 and 17, of whom between 30 and 40 per cent are state wards. The average length of stay is three years, but individuals may stay as little as two or three terms or seven or eight years. The school and residential programme are fully integrated so that educational and social skills together with pre-vocational and leisure and recreational activities are seen as elements in a total programme. Specific elements include progressive responsibility for self-care culminating in "living in" student flats where three or four girls share responsibility for day-to-day management, work experience starting from one day a week and progressing to a five-day working week, and an active leavers programme building on experience and preparing for community living. A final phase includes an assignment at home with extended leave to test activities to make contacts, carry out tasks and explore local possibilities. A community support group with representatives of local organisations and school staff is active in developing employment opportunities, participation in local groups and leisure and recreational activities.

After leaving school, the follow-up questionnaire is completed by each girl, her family social worker, employer or other regular associate. The questionnaire covers living, employment, independence, social activities and use of leisure. The latest summary of responses shows a small improvement in the number of leavers in open employment in spite of increasing youth unemployment, fewer in sheltered employment and a greater variety of kinds of work. More leavers are living independently with support and appear to show greater confidence in establishing friendships and continuing with leisure interests. Weaknesses in the programme are also pinpointed.

In areas where there is a scattered population or where residential facilities are necessary for other reasons, this example illustrates two significant issues. The first is that the school's programme involves a unified approach to transition in which vocational preparation and the skills of independent living and social interaction are developed as part of a comprehensive curriculum. The second is the care taken to follow up young people who have left the school, to see how effective the school programme is in preparing for transition and to modify the school's programme in the light of transitional experiences. It is not suggested that this example is unique, but it is included as a significant initiative. A sensitive, systematic and effective approach to transition problems is being demonstrated where residential provision, although kept to a minimum, is considered necessary.

Van Asch College: All services for children and young people with hearing impairments are based on two colleges in New Zealand. As well as providing programmes for a limited number of children in residence, the principals of the schools are responsible for all services for hearing-impaired children and young people from pre-school to the immediate post-school period irrespective of where children and young people are educated. Van Asch College supports about 1 100 individuals in ordinary classes, units and in the college itself which acts as a base and resource centre for advisory and peripatetic services. Those individuals of school age resident in the college also have the option to attend local high schools. It is on this basis that transition programmes have developed.

Individual transitional programmes commence in the high-school period. Teachers working in the transitional phase meet regularly to review the social and academic needs of students and to plan individual programmes. Individuals who have been supported in schools where they live may also enter the college for a transitional programme.

The options available during transition are: *a)* attendance at local high school and at a centre for all high-school students in Christchurch which provides sessional courses in

vocational and social skills; *b)* polytechnic studies; *c)* a public examination programme; *d)* work exploration; *e)* Department of Labour programmes; *f)* rehabilitation league assessment and training; and *g)* a correspondence school programme. All these options are linked with a social and life skills programme based at the college and an employment support programme of liaison in employment. The college is also active in seeking employment for students.

The programme is flexible, co-ordinated and individually focused and the college ensures continuity over the phases of transition. The range of options and support is wider for young people who attend the college or return to it from local schools for the transition programme. The continuing challenge is to provide a similar level of services and options to young people who remain in their home districts.

The significance of this example is the way in which services for a particular disability are co-ordinated to provide continuity over the period of transition. The use of residential experience and of periods of education and training in a centre to supplement and build on integrative education in local communities in sparsely populated areas is innovative. The specific needs of the young people who are hearing-impaired are met in a flexible way by a centre with community support services and the example is illustrative of a well-planned approach to transition.

United States

Initiatives in the United States: The availability and delivery of appropriate secondary-level programmes is central to the success of a student's transition to meaningful, productive employment and to active participation in the full range of societal opportunities. Through the advocacy of parents and numerous innovative local school districts, and stimulated by Federal and State legislation and funding, the United States has experienced progress in creating, sustaining and disseminating information about effective models for vocational preparation and life skill training at the secondary school level.

The most promising secondary school efforts approach vocational and life skill preparation as one critical component of an integrated transitional process. For example, many of the specific vocational training options available to handicapped youth at the secondary level are appropriate only if students have had previous access to sequenced, individualised career exploration and general skill development activities during their elementary and intermediate-level schooling. Similarly, the vocational training and life skills education provided in secondary schools must be related to the employment opportunities available in the labour market and the training programmes administered by other social service agencies, such as rehabilitation agencies.

The following programmes are representative of some of the most encouraging service delivery models recently developed within the United States. Each programme is illustrative of the central role which effective secondary programming assumes in the transition process.

The Santa Barbara High School District (Santa Barbara, California) has established an interagency *Transition Co-operative*. Designed as a secondary model for linking school-based programming with rehabilitation services and the employment sector, the co-operative has been developed to provide in-school assistance to junior and senior high-school students who are handicapped. The co-operative is staffed by representatives of the school district, community service agencies, post-secondary/continuing education services, the local business and industry sector, and government.

The programme attends to the transitional programming needs of the full range of handicapped students (i.e., those exhibiting mild disabling conditions, as well as the most severely involved students). Assisted by appropriate members of the Transition Co-operative, the school district is in the process of:

i) Reviewing and refining its vocational programming and employment-based curriculum;
ii) Improving system-wide mechanisms for the integration of educational and supportive services (e.g., occupational therapy and employment counselling);
iii) Providing for a full continuum of vocational training and work experience options.

An important component of the Transition Co-operative initiative is the design of an intensive training programme which prepares a cadre of parents, school staff and senior citizens to deliver job advocacy, employment exploration and assessment, job placement, job shadowing and transition counselling services. During their participation in the secondary Transition Co-operative programme, each student is assigned to a post-secondary transition team (staffed by selected Co-operative members). This core transition team staff is responsible for planning and providing necessary individualised support during the post-secondary training employment process.

This model of secondary programming is particularly promising because it offers students and their parents the opportunity to plan and work with community-based support organisations, and regional post-secondary training agencies and local employers. Furthermore, the programme trains parents and other critical and interested parties within the community to advocate and plan for expanded employment opportunities for handicapped youth and adults.

The *International Association of Machinists and Aerospace Workers* (IAMAW, headquartered in Washington, D.C.) is currently developing and implementing an innovative programme designed to match the employment-related needs, aptitudes and skills of handicapped students (secondary-level) with the evolving labour needs of the aerospace industry and related businesses. Over a three-year period (1985-87), this federally-assisted programme will place in competitive employment 40 handicapped students (i.e., all handicapping conditions will be served). In undertaking this initiative, the IAMAW is relying upon the collective expertise and the considerable resources available through business, industry, labour, local education agencies and rehabilitation systems. The model programme is being implemented in the Seattle, Washington metropolitan area; a location which is significantly influenced by the aerospace industry.

In its initial phase, representatives of the IAMAW have identified prospective candidates for a secondary training programme. This selection process is administered through on-site visits to schools and other facilities which serve students who are handicapped. Each client selected for participation in the programme (participants must commence training by age 16) is directed initially to a sequence of evaluation and planning activities, including: intake (e.g. assessment of job readiness, review of educational background and identification of special needs); diagnostic assessment and the development of a personal vocational training and job placement plan; placement in competitive employment (including on-the-job training); and follow-up support services (e.g. employment counselling and on-going in-service preparation). Throughout the transition process (i.e., from intake for secondary vocational training to competitive employment in the aerospace industry), programme administrators ensure close co-ordination between potential and actual employers, the labour union (IAMAW), public education, vocational rehabilitation and community service agencies.

This project represents an important transition model for two compelling reasons:

i) It effectively utilises the considerable training resources and employment networks existing within the country's labour unions; in this case the labour union is assuming a central role in co-ordinating the efforts of other private and public service providers;

ii) The programme is promoting the employment of handicapped individuals in the high technology/new technology businesses which are evolving throughout the aerospace industry.

The *Lexington Center* of New York (affiliated with the renowned Lexington School for the Deaf) has developed a comprehensive secondary transition programme for young adults who are severely hearing-impaired with additional disabilities. The programme is designed to offer students the full range of services necessary for successful transition to competitive employment: pre-vocational assessment, vocational preparation, job placement, and employment follow-up and assistance.

During the initial phase of the programme, administrative staff are analysing employment needs within the banking industry and are simultaneously matching these requirements with the employment potential of hearing-impaired secondary students. Subsequently, the programme staff is identifying the individualised, in-school instructional support needs of the multi-handicapped, deaf population and co-ordinating these needs with the facilities and resources available within the school and at potential and actual employment sites. Within this structure, participating students will ultimately receive occupation-specific vocational preparation and comprehensive life skill training prior to their placement in an on-the-job instructional programme and competitive employment environment.

A similar secondary transition programme model is being developed by the *Oregon Research Institute* (Eugene, Oregon). Designed to serve the unique vocational training and competitive placement needs of severely orthopedically-impaired high-school students, this programme parallels the *Lexington Center* project in its recognition of the integrated nature of the transition process: the need for school-based pre-vocational and vocational preparation, community-based training, and permanent placement in competitive employment.

The preceding programmes are particularly noteworthy because they tailor vocational and life skill training to conform to the knowledge, skills and attitudes of actual competitive positions in the workforce (as determined by a structured job/business analysis).

Virginia Commonwealth University (Richmond, Virginia) is administering a federally-supported service demonstration model for placing 50 mildly/severely mentally retarded young people (aged 16-18) in competitive employment environments. Through the development of individual transition plans for each of the participating students, the programme is projecting a 50-75 per cent retention rate for mentally retarded employees (over a three-year evaluation period). As in the programmes previously cited, this initiative approaches the transition process as a co-ordinated sequence of activities leading to supported employment. These activities include school-based pre-vocational, vocational and life skill preparation; job placement (including parent involvement in job identification); job-site training and advocacy (including behaviour and social skill training at the job site); on-going assessment (utilising employer feedback and student performance data); and follow-up and retention-support efforts (including the reduction of staff intervention with handicapped employees at competitive job sites).

The Virginia Commonwealth University model is significant in that the evolving programme is attending to the long-term needs (i.e., retention in competitive employment) of

a population which traditionally has been unemployed or underemployed. The programme staff has designed the project so that critical factors influencing long-term employment and employee retention can be identified, analysed and incorporated into the training and client support system.

United Kingdom

Curriculum Development in England and Wales: A report prepared in the United Kingdom (Annex, I.10) considers the curriculum for young people with disabilities between the ages of 14 and 19 who may be attending secondary schools, special schools or colleges of further education during that period. The report outlines recent research and developments, comments on the range, approach and contents of different curricula and gives examples of transition programmes for different levels and degrees of disability. It reviews the range of provision currently available and the variety of approaches being developed. It refers to the Further Education Unit set up by the Department of Education and Science and its publications and dissemination activities.

The significance of this contribution is the steps taken to continue education and training after leaving school at 16 in colleges of further education. These steps include a variety of courses for young people with special education needs. Courses have increasingly included personal, social and life skills alongside general and specific vocational preparation. The report provides an overview of curriculum development for the transition period.

Phase Two: Transitional Arrangements

Examples from Denmark, Sweden, Australia, Ireland and the United Kingdom are given in this section which illustrate innovative approaches to accomplishing the successful transition of young people to employment and independent living.

Denmark

There are three interesting examples in the report by Patricia Rowan (Annex, I.2) which illuminate the process of transition. They are forms of continuation school, the Habro project and the work of Kurators. *Continuation schools* of the kind described are not exclusively for those considered handicapped. They provide for a wide variety of less successful and disoriented school-leavers between 14 and 19, but their work includes the successful integration of many young people who had attended special schools. The main themes are equality and participation with young people engaged in practical tasks, vocational preparation and social and life skills associated with relevant continuing education. Everyone is in a productive or maintenance work group. Young people come for a year and then many move on to employment or further education. The report describes the work of the schools at Aaback, Senerup and Thorsgaard. Thus, a form of integrated bridging education is seen in Denmark to facilitate transition.

The Habro Project involves a guarantee of education and training to all in the 16-19 age group (compulsory schooling ends at 16 in Denmark). The target group is the 20-30 per cent who leave school early. Four education and training routes have been opened. These are

39

supported work experience, special trade classes, supplementary education and attendance at a production high school. The production high school is for individuals who have been out of school one year and provides practical production work in crafts and agriculture where the work is designed to supplement literacy and numeracy skills. Most leave to find work or to continue their education. Again, both those less successful in ordinary school programmes and those from special educational provision are integrated in the project.

The Danish system places particular emphasis on counselling and guidance over the transition period. A *Kurator* system originally developed in 1961 for slow learners is now being established to cover all special educational needs. The Kurator starts working with the 13-14 age group in schools and then follows individuals through until at least two years after leaving school. The Kurator is school-based, with a small teaching commitment, but keeps in close touch with local employers and training schemes. The report describes the work of Kurators. They provide a continuing point of reference for advice and counselling as young people with special needs complete schooling, undertake training and enter employment.

These three examples illustrate a number of points. Continuation schools complete the education and vocational preparation of individuals in a way which folk schools at present find difficult. They are a separate form of provision, but are integrative in intent. The Habro project is an attempt to integrate transitional arrangements for young people with disabilities into a unified approach to the youth group as whole. Finally, the Kurator system provides a single point of reference and continuity of concern over the final years of school and the first phase of the transition period.

Sweden

The very complete national report on transition identified two innovative practices of particular interest. The first of these is the formation of *youth teams*. Where young people between 18 and 20 are unemployed or not continuing their education they must be provided with employment by municipalities. The words "youth team" are used because each 10 to 20 individuals must have a supervisor. They are required to undertake socially useful work, care, welfare, leisure activities, etc. for four hours daily. If young people refuse to join youth teams, unemployment benefits are withdrawn. Those with physical disabilities and intellectual disabilities are entitled to full employment, 8 hours a day, in such teams and the latter may join teams up to the age of 25. This is a relatively new scheme and little is yet known about the degree of participation by young people who are disabled, but in the early stages about 0.5 per cent of those in teams were classified as occupationally handicapped.

A recent innovation in one area has been the establishment of *liaison officers* to pilot individuals with orthopedic disabilities through the maze of available options in high school, vocational training, housing, employment and leisure. Because the responsibilities of different agencies and professionals are not always clearly defined and co-operation and co-ordination are difficult, a liaison officer is appointed to young people and their families. The liaison officer ("escort" in the Swedish report) offers advice and facilitates contacts with different services offering a single point of reference. This initiative stemmed from discussion with the young people themselves and the transitional problems they identified.

Again, the first example indicates an integrative approach involving those who are not so severely disabled within the community in which they live. The second is another approach to the single point of reference whereby a guide facilitates the contact of individuals and their families with a variety of agencies. It shows the need for such a person even where there are well-developed services and many co-ordinating mechanisms.

Australia

Two of many innovating schemes have been written up in a report for the project. These are the *Adelaide Work Preparation Centre* in South Australia and *MACH I* in Brisbane, Queensland. Both offer post-school training to individuals with disabilities. The former is funded by the Commonwealth Department of Social Security, has rather stringent eligibility requirements and emphasizes short-term training. The latter receives subsidies, accepts a range of clients who are older and more disabled and provides programmes over a longer period of time.

The Adelaide Work Preparation Centre is one of a number set up with Commonwealth funding to train young people between the ages of 16 and 25 who have mild degrees of intellectual disability. Training concentrates on specific work skills, good work habits, job-seeking skills and the use of community facilities. Work training is principally provided by placing small groups within ordinary work settings, such as enclaves, and by teams carrying out contract work in cleaning and gardening. A carefully-planned programme involves close working relationships among instructors, vocational counsellors and resource persons who, as three-person teams, provide and support off-site training. The final stages of the programme involve on-going support in employment and follow-up activities. Staff are also spending an increasing amount of time in developing job opportunities with employers and on redesigning jobs for trainees. A particular feature of this centre is the clarity of its aims and procedures, the effective ways in which staff and trainees articulate these aims and the careful system of evaluation which keeps individual progress and procedures under review. The report describes these in detail and discusses a number of issues related to the centre's work.

MACH I is a registered charitable organisation subsidised by the Commonwealth Department of Community Services. It is classified as an Activity Therapy Centre. Individuals refer themselves. To be eligible an individual must have a significant disability, be over 16, and express a genuine desire to participate. Prospective clients are interviewed, attend for a one-month trial period for assessment during which goals and aspirations are discussed and then start on individual programmes. There is no time limit on their daily attendance once accepted into a programme. The first executive director, himself disabled, developed the centre's sensitivity to needs, the involvement of clients in decision-making and the client-centred focus of the programme. A unique feature of the centre compared with others is its record of placing people in open employment, sheltered workshops and work preparation programmes.

Within the MACH I programme, the "dignity of risk" is stressed in a number of ways. Individuals are encouraged to try new ventures and achieve more independence in marked contrast to the passivity and dependence promoted by others in the community. Community involvement in the centre is marked as is the use of volunteers, other services and organisations. Again, details of programmes are set out in the report as are the views of staff and clients.

The Work Preparation Centre example shows how a move can be made from centre-based training to training and work experience in the community which involves genuine employment experience associated with personal development. MACH 1 takes a group originally assessed as unemployable and only suitable for care and activity, and raises expectations and levels of occupational, social and life skills to the point where many individuals can enter open employment or further training schemes.

Ireland

An AnCo Scheme: AnCo, the Industrial Training Authority established in 1967, has a network of training centres for those who have left school. More recently, AnCo has set up a new service which subcontracts training to external agencies and has a training advisory service. Its provision for disabled persons is of more recent origin and employability is a criterion for entry into programmes. When accepted, trainees are totally integrated and no separate courses exist for them. The Aer Lingus project is a training programme developed since 1981 by AnCo in co-operation with the National Rehabilitation Board. It is a course of 12 weeks designed to develop the skills necessary for open employment. Twenty-four trainees, men and women between 18 and 25, participate in each course, half of them with disabilities. Three weeks are spent in the Aer Lingus staff training centre and the following nine weeks in work experience placements in various Aer Lingus departments. In 1984, just over 50 per cent of the disabled trainees participating in two courses were placed in open employment.

The AnCo example, although a small initiative, shows how young people with disabilities can increase their employment prospects by appropriate training and experience in real working situations. It raises levels of expectation and increases the range of employment possibilities. It has also helped staff responsible for training programmes to understand the needs of those who are disabled and increased their expectation of them.

United Kingdom

Developing Individual Service Plans for People with Severe Disabilities: This study, prepared for the project, relates specifically to transition within the national context and uses examples of service planning developed in a major city (Manchester). It includes two plans drawn up for individuals to illustrate the principles discussed in the study. Its specific relevance within the CERI programme is its systematic analysis of transitional needs, its mechanisms for co-ordinating the contributions of different agencies and services and its clearly based management-by-objectives philosophy. A report (Annex, I.11) gives full details.

Phase Three: Adult and Working Life

Initiatives in this phase of transition are often more difficult to identify. A number of initiatives are summarised here in order to give an indication of their range. These include two from Japan, one from Italy, one from the United States and one from Australia.

Japan

Tokyo Software House: Software House was established as a result of difficulties experienced in finding a job by those with cerebral palsy. It is operated by a foundation for intellectually and physically disabled persons. The aim was to create new jobs capable of providing an adequate income. Computer-related work was chosen because it could be carried out either at home or in a centre and because of the high level of computerisation in Japan.

Software House opened in 1982 with 10 trainees. Three years of training is expected to precede the achievement of competitive standards of performance.

There are three important contributions to the project, the co-operation of industry in the form of hardware and training, help from institutions with management skills, and support from public authorities. Work undertaken at the centre is 50 per cent office management and 50 per cent statistical survey work for government agencies. Education and training are provided on the job and after two years trainees are paid 60 per cent of a new graduate's salary. Of the first 20 trainees, ten were quadriplegic. The aim is open employment, but in the interim competitive services are being provided by the centre.

Japanese Abilities Association: This is a non-profit making organisation founded in 1966 which was developed on the basis of United States experience. Its aim is to promote the employment of people who are handicapped and enhance their quality of life. The Association now has several companies in printing, publishing and rehabilitation equipment. One of the companies, the Japanese Abilities Corporation, now employs 50 people, all of whom are handicapped and half severely handicapped. They are employed in clerical and sales positions. It is a distribution agency for medical supplies and equipment with importing, wholesale and retail sections. Activities include a new company which is a joint venture with a public company to help it reach its legal target for the employment of those who are handicapped. The Japanese Abilities Association emphasizes that in contrast to sheltered workshops, which emphasize disabilities, its programme produces real workers with good salaries as a result of effective management. About 60 per cent of employees are handicapped and half of all employees have attended special schools. They are trained in real situations and company management is commercial, not welfare, oriented.

Both these examples illustrate how those who are disabled can work in association with non-disabled contemporaries in commercially viable enterprises. Training is closely associated with genuine employment, which is competitive and which provides wages at the same level as those of others.

Italy

The Employment of Young People with Handicaps in Genoa: As a consequence of the integration of children and young people in the school system, steps were taken to integrate young people, including those with intellectual disabilities, into open employment. The development of local health teams to support integration in schools was followed by setting up a unit to support open employment. These developments required co-operation between employers, unions and professionals and have resulted in three working groups. The first is a steering group responsible for the programme which includes representatives of local authorities, unions, public and private employers, the Ministry of Labour, parents and associations of the disabled. The second is a co-ordinating team organised to plan, promote and carry out programmes and the third is a field action team responsible for supporting an individual in the workplace. This last team consists of two members of the co-ordinating team, a social worker and an instructor, the employer and a worker representative. The scheme is supported by grants which enable open employment to be supported for one year during which the employer receives a full wage subsidy. After one year, a decision is taken about permanent employment and, if agreed, the individual becomes subject to the employment conditions and regulations applicable to all workers. A number of jobs have been found and supported in open industry, commerce and public services. Much of the success of the programme has depended on work with employers to identify jobs, an analysis of tasks to tailor them to employees'

abilities and a regular support system from the field teams during the first year. It is said that the cost of the programme is considerably less than the public administration costs for sheltered workshops for individuals with the same degree of disability.

The points to note are the co-ordination mechanisms involving employers, employees and supporting professionals, the financial and professional support during the first year of work and the financial advantage which accrues from providing open employment rather than sheltered work or care. The programme provides opportunities for individuals with severe degrees of disability.

United States

Job Path, New York. One of a number of initiatives in the United States, Job Path is a scheme supported by a voluntary agency in receipt of funding from a number of different sources. Its objective is to place disabled young people in suitable employment and support them in the workplace. Trainees include young people with mild or moderate degrees of intellectual disability, brain damage, hearing impairment and epilepsy. Recruitment is from a number of other programmes and individuals have to be next to job ready – that is, be capable of competitive employment in 6-12 months. The programme involves an initial period of training to enhance motivation, experience in the workplace and to encourage co-operative working practices. Initially, individuals are placed in low-stress public or non-profit making organisations for a 35-hour week at minimum wages. They also receive weekly counselling and peer-group training. The final phase involves supported open employment. Each individual is assigned a training consultant, a member of Job Path, and a training supervisor who is an employee in the workplace. The consultant visits twice weekly, but this is reduced over time and also organises a new employees group outside working hours. Members of the staff are also involved in job seeking. So far, over 70 per cent of trainees have retained employment for at least a year after taking part in the programme. The programme has a clear focus, provides employers with effective workers and with readily available support.

Of the many examples which could be chosen in the United States, this Job Path programme in a major city with many social problems illustrates what can be done in a complex society. Jobs are sought, training and support in the first year of employment reduce the anxieties of employers and a significant percentage of young people with disabilities remain in employment at the end of the programme. This programme is an important example of bridging from vocational preparation to work.

Australia

Queensland Intellectual Handicap Service: The work of this agency with young people with moderate and severe degrees of intellectual disability exemplifies many initiatives being taken to develop independent living. The key to the work is training in real situations. The service aims to move most young people out of institutions and believes that no amount of training within them is effective. Instead, it leases houses in the community and moves small groups into them. At first, a high level of staffing is maintained 24 hours a day. Individuals are taught to maintain their own rooms, to cook and care for the house. They are also trained to travel to day centres of different kinds. As skills are mastered, staffing is reduced until only a minimum of supervision is maintained. Young people are then capable of maintaining a normal rhythm of life in the local community.

This example of a programme for individuals with intellectual disabilities formerly cared for in institutions is one of a number known to the project. It is used to illustrate the effectiveness of on-site training programmes which result in supported independent living.

COMPREHENSIVE ORGANISATIONS

The initiatives discussed in the previous sections are confined to a single agency or co-ordination between agencies. Another approach to transition is exemplified by organisations which provide a comprehensive range of services, often to individuals with a particular kind of disability. The advantages and disadvantages of such organisations have been discussed previously. At this point, it may be helpful to give examples of four which were brought to the attention of the project team.

Ireland, The Cork Polio and After-Care Association: This organisation was originally founded to deal with the results of a poliomyelitis epidemic, but once this task was complete it changed to provide a lifelong service in Cork and Cork County for individuals with intellectual disabilities. It provides assessment services, schools, vocational training, competitive sheltered work, day-care centres, small-group living arrangements and recreational facilities for the whole range of young people with mild to severe and profound intellectual disabilities. Living arrangements, some of which are being increasingly dispersed in small towns, are all of a high quality and domestic in scale. There is a continuity of care and concern through association with parents. The Association is a contractor providing services which are not provided by government agencies but which are financed by government grants and local fund-raising efforts. It is capable of responding quickly to changing needs and has its own research and evaluation staff. A full report of all the programmes and facilities is available (Annex, II).

Sweden Mental Handicap Services: These services are the joint responsibility of the Boards of Education and Social Welfare. They are organised on a county basis and provide pre-school, school, vocational training, sheltered employment, activity centres and living arrangements for those with intellectual disabilities. Although a separate service, provision is made in regular pre-schools, schools and vocational training schools attended by other children and young people. Again, continuity of concern, care and training is ensured by a comprehensive service which aims to develop community provision as far as possible.

United States Institute for Human Potential, Albertson: This organisation, through its different sections, provides a relatively comprehensive approach to transition for young people with physical disabilties. Starting from a special school with a developed learning programme, it also provides vocational training, sheltered work and contract competitive employment for young people with physical disabilities and abilities to respond to technical training. A significant feature is the close involvement with employers so that vocational training is continually being modified to meet new needs in the labour market.

United States Citizens for Disabled: This is a non-profit-making organisation in Southwest Illinois which offers services to persons with moderate to severe degrees of intellectual disability from birth to [illegible]ge. These include home teaching programmes up to the age of three, pre-school programmes, schools, adult training programmes and group homes supported by a wide range of professionals. The organisation is geared to support

families with respite care, residential care and counselling as and when necessary, but encourages all clients to develop independence and self-advocacy skills. Programmes include job preparation, independent living and community participation. The organisation continues to act as a resource for individuals and their families throughout their lives.

THE SPECIAL STUDY OF ECONOMIC ASPECTS OF TRANSITION

During the project, a meeting was held with a small group of experts from Denmark, France, Germany, Norway and the United Kingdom to discuss a special study of the economic aspects of transition. It was agreed that the available time and resources did not permit a major study, although this might be desirable. However, it would be possible to commission one or two studies of the financial aspects of innovations. Two studies were completed on the establishment of independent living arrangements for young people with intellectual disabilities in a county in Denmark and on economic aspects of an innovation in normalised living for adults who are disabled (Pontcanal) in France.

The Danish Study describes how a number of young people moved from residential institutions and families to live on their own. The training provided is described and the outcome over the period 1981-83 evaluated. Individuals were placed in ordinary housing, a private room, a flat or a group home. There were no care staff in residence and the one common feature was the provision of supervisors and home helps. The follow-up involved 44 people, 28 men and 16 women, aged between 21 and 65. The report confined itself to the details of the group up to 36 years of age. Prior to setting up independent living, each person's functional level was analysed and a training programme developed. The move to independent living stimulated the development of new skills and revealed new training needs. Participants' own views on the change were positive as they were integrated in the local community.

The economic analysis is discussed in some detail with particular reference to local circumstances. Residential care is analysed in terms of institutional care, non-recurring expenses, and permanent expenses of independent living. Non-recurring measures include advice and guidance, equipping the residence and training programmes. Recurring expenses in the new situation include individual disability pensions, rent subsidies, employment in a sheltered workshop and the salaries of supervisors and home helps. The analysis shows that at 1984 prices, traditional residential care cost 219 000 Kroner. In the first year, taking non-recurrent expenditure into account, a saving of 27 900 Kroner was possible and of 52 800 Kroner in subsequent years. Where lower costs go with an improved quality of living, the case is made in this study for transition training programmes for independent and supported normalised living. The analysis is discussed in detail as are the functional levels of the individuals concerned. Increased training costs might decrease savings initially but not in the long run.

The Pontcanal Innovation in Paris involved the development of eight housing units for individuals with reduced mobility with domiciliary services to support them. The units consisted of six studios and two two-person units on the ground and first floor of municipal housing. In addition, an apartment was leased for administration and support. A service of *Auxiliaires de Vie* (helpers) is available every day to the Pontcanal residents. This service has now been extended to all persons who are handicapped in the 10th arrondissement and also more widely in Paris. The service is designed to support individuals with physical disabilities.

The eight residents in Pontcanal in 1984 (seven women and one man) were between the ages of 25 and 30. Some changes occurred and at the end of that year five residents were in wheelchairs and two needed the help of a stick or an aid to move about. All follow an active life with most in employment. The recruitment and work of the helpers is described and their remuneration is based on the hours they work with those who are handicapped. The quantitative evaluation indicates considerable consumer satisfaction.

Comparative costs are analysed in detail with the overall conclusion that the daily costs in 1984 favoured the Pontcanal initiative. Traditional provision costs 387 Francs per day, Pontcanal 333 Francs per day. However, the main thrust of the study is the opportunity for a normal pattern of life through a personal service designed to increase personal autonomy. That it is not more expensive than traditional services is an additional bonus.

THE SPECIAL STUDY OF EMPLOYMENT

This aspect of the project presented the most difficulty. Approaches to employers' and employees' organisations yielded a limited response. The Secretariat had a good network of advisers in the education and social services areas but few links with employers. Although considerable efforts were made, it proved very difficult to arrange a useful dialogue with employers. Seminars were held on this theme in France and the United Kingdom where some links were made with individual employers. A small number of studies were commissioned including reports on the effects of new technology. However, it cannot be said that contacts with the field of employment have been well developed during the project. Most information about the employment of young people classified as disabled has come from educators and trainees and agencies responsible for job placement.

A study in the United Kingdom, prior to the seminar with employers and others, indicated that the employers approached in large and small enterprises had little understanding of disabilities and the environmental factors which create handicaps, except where they had had direct experience of employing school-leavers with disabilities. In general, they had more idea about sensory and physical disabilities than intellectual ones. Most successful employment experience has been the result of close contact between special schools and individual employers. The study gives examples of successful employment but finds it difficult to identify significant areas of good practice. The study concludes that there is not lack of good will, but an absence of knowledge.

Additional points from the London Seminar included the fact that most employers make provision for their own employees who become handicapped but have no clear policy with respect to disabled school-leavers, that the recession was decreasing employment opportunities for this group and that there needs to be more government activity in creating integrated training and employment opportunities.

A seminar at Escassefort in France discussed a wide range of similar issues. Creating small, autonomous and profitable enterprises run by disabled people was one of them, which was stimulated by community initiatives in the area where the seminar was held. Among a variety of strategies discussed was the "ethic" movement among major employers to increase the recruitment of disabled individuals.

A study commissioned on the subject of information technology and the young disabled worker from the United Kingdom makes the case that information technology is lowering the barrier to the employment of those who are disabled. It shows how jobs can be redesigned to

match physical circumstances and includes five case studies of selected companies employing one or more disabled young workers. The main conclusion is that examples can be found where technology has helped to promote their employment but there remain barriers and unhelpful attitudes which prevent entry into the labour market.

A further study was commissioned in Sweden where the employment policies and practices of a major industrial concern and of the social welfare department of a major city were compared. In both instances greater weight was given to existing employees who became handicapped. The delegation of decision-making to section and department managers also resulted in a relatively restricted interpretation of employment policies for the disabled. The need for efficiency and effectiveness limited risk-taking and reduced the chances of disabled people being employed.

THE ACHIEVEMENT OF ADULT STATUS

The third special study concerns the achievement of adult status by young people with disabilities. Meetings of experts and the exchange of information during the project have identified this issue as of central importance to the process of transition. It is intended that a subsequent publication will deal with this type at greater length.

There are a number of different approaches to the topic. On the one hand there is the legal and administrative structure in different countries which determine when the individual may assume adult responsibilities in respect of finance, marriage, voting and other aspects of life. These rights may be denied some groups defined as handicapped, particularly those with marked intellectual disabilities. On the other hand, there are the psychological and sociological aspects of achieving adulthood which are related to the self-concept and identity. Community attitudes to disability may involve assumptions of dependence and reduced responsibility. The individual with a disability which makes him or her dependent on others may have more difficulty in achieving independence and developing an adult identity. Open or useful employment is also another important factor in achieving a sense of adulthood.

All these aspects are related to socialisation and peer-group relationships, separation from parents, independent living and autonomy. For some groups, the active development of self-advocacy is vital to effective functioning as an adult in the community. More specifically, the attitudes of the culture and community to sexual relationships, marriage and family life for those who are disabled have a significant influence on the achievement of adult status and participation in community, recreational and leisure activities.

Many of these issues remain important aspects of transition in terms of whether the young people concerned have the same rights and opportunities as others and whether there are legal and administrative decisions which diminish the adult status of those who are disabled. Are such young adults accorded dignity and respect? Do they have the right to choose? Have they control over resources? All the innovations and initiatives being taken need to address these questions as part of their self-evaluation. The concept of adult status for young people who are disabled is a crucial aspect of their transition.

48

Chapter IV

CONCLUSIONS AND CONSEQUENCES

Economic, social and political conditions vary widely both between OECD countries and within them. This is particularly true with respect to the characteristics of activities and services for young people who are disabled. It is therefore not possible to recommend strategies or draw conclusions that are universally applicable in Member countries. This report attempts to bring together a wide range of material collected in varying contexts. The reports listed in the Annex will provide detailed information about different countries, issues and innovations. This final overview about the programme of activities in the project as a whole attempts to do three things: *i)* to establish a comprehensive concept of transition; *ii)* to set out criteria by which to evaluate transitional programmes; and *iii)* to outline recommendations to be considered by CERI and the OECD countries.

A COMPREHENSIVE CONCEPT OF TRANSITION

While individuals make "many transitions" throughout their lives, the transition from adolescence to adulthood is the most significant one with the greatest long-term implications. This particular transition can be viewed from two different aspects, namely the social-psychological development of the individual and the education, training, and service delivery system which exists to facilitate entry into adult and working life. There is, of course, no simple, universally acceptable blueprint for successfully accomplishing the process of transition to adulthood. Moreover, the inherent difficulties in achieving a successful transition are often compounded by the absence of any clear vision or coherent definition of the transition process. What is now required in each country is a consensus of opinion about the long-term goals of transition and agreement on the outcomes to be expected as a result of transitional programmes. What is attempted here is the identification of important elements common to successful transition programmes for young people who are handicapped, wherever they live, with an emphasis on the interrelationships between goals which should be recognised by all who contribute to such programmes.

It is clear that although transition from schooling to adult and working life is receiving attention in Member countries with regard to the youth group as a whole and not just those considered as handicapped, there is as yet no clear conceptual basis for the process. For all young people, there is more attention to preparation for employment than to preparation for independent living and participatory citizenship. For those who are handicapped, the objectives of work, support, care, autonomy and community participation are often pursued by different agencies without any unifying set of objectives for the transition period as a whole.

Those working in the field are beginning to see the process as a coherent whole but administrative structures and allocated areas of responsiblity often prevent a coherent approach to transitional needs. Young people and their families often face a bewildering and chaotic situation with little information and often little choice and uncertain guidance.

One major conclusion to be drawn from the evidence is that there is a need for a comprehensive concept of transition within which individual professionals, agencies and departments can define and assess their contributions. At the national, regional and local level, there is a need for inter-professional and inter-agency groups to develop and agree on a set of objectives which reflect national aspirations and cultural differences. The inter-relationship of the different objectives, with respect to work, independent living, leisure and recreation and adult status as well as to financial independence, needs to be recognised. Training programmes, supporting services, professional training and working practices need to be considered with a view to developing coherence and continuity between school and adult life. These steps are necessary to overcome what is in practice a fragmented approach to individual needs in general and, in some instances, a segregative disability-oriented pattern of provision.

A national conceptual framework for transition also needs to embrace the common needs of individuals deemed to be "handicapped" including all degrees of handicap, from the least to the most severe and profound. It must pay due regard to the particular requirements of individuals with different disabilities and include criteria which determine the classification "handicapped". Such conceptual framework must look beyond the current range of provision and services, which often determine what is offered to young people, to the range of choices and options it would be realistic to offer if current resources of all kinds were to be used in a more co-ordinated and less competitive way.

While the objectives of transition will be strongly influenced by the social philosophy current in any country at a particular time, one unexceptional characteristic of each national conceptual framework should be to recognise all individuals with disabilities as individuals with common human needs who should be accorded the same degree of respect and consideration as others and who should be seen as potential contributors to the societies in which they live. Marginalisation and long-term dependent status are not only undesirable, but are incompatible with the future development of transitional arrangements.

Transition should therefore be regarded as a unitary process involving the means by which the individual grows through adolescence to adulthood and achieves a balanced state of dependence and independence expected of all citizens in the culture. It should include the development of skills appropriate for open employment or useful work, those appropriate for as independent a life as possible, those required to pursue a range of leisure and recreative activities and, above all, those necessary for social interaction, self-respect, constructive self-advocacy and community participation.

Different government departments and agencies may well continue to have major responsibilities for aspects of transition such as employment, social welfare, health and continuing education. However, it is not acceptable, within a unitary process, that the provision made should be unco-ordinated. The ability to maintain oneself in employment depends as much on social and personal life skills as vocational proficiency, and the ability to live as independently as possible depends as much on income as preparation. The ability to participate in recreational activities depends on income and community attitudes as well as necessary experience and skills. Yet the development of each range of abilities is often approached in isolation from the other as though the compartmentalised structure of government agencies somehow reflects the physiological or psychological reality of individuals.

50

In summary, a comprehensive concept of transition should be seen as an overarching one within which individual needs and programmes can be fitted. It should specify the human and cultural objectives to be expected at the end of the phase in terms of work, living, learning and recreation. In effect, it should specify behaviour and objectives which define a quality of life which is a reasonable aspiration for all young people regardless of race, class, sex or disability. At present, in many countries, these objectives have not been defined and organised in a coherent form and lower expectations determine the lot of many young people with severe disabilities despite the vastly higher expectations proven realistic by the achievements of many innovative programmes.

CRITERIA FOR EVALUATING TRANSITIONAL ARRANGEMENTS

It has been argued that a comprehensive concept of transition needs to be recognised which specifies a range of objectives by which to judge progress and evaluate programmes. However, even in the absence of such a concept it is still possible to set out a number of criteria for assessing transitional programmes. These have been developed from experience gained to date from the programme of activities and are set out in the following paragraphs. Each agency and service may give a different emphasis to them but each should recognise that they are interrelated.

While in one sense transitional arrangements are a continuation of provisions made for children with disabilities and difficulties from an early age, it is important to recognise that at about 14 years of age it is necessary to focus more sharply on transition and reassess programmes in the light of the objectives of transition. This process should not automatically involve a foreclosure of options, but rather should be characterised by a definition of what is necessary to achieve a broad range of objectives.

There are two ways in which most of the following criteria can be applied. On the one hand, one can look at the range of facilities and services which exist in any area. From this point of view, the criteria will draw attention to the options open to individuals, continuity and progression in aims and objectives and interrelationships between aspects of the transition process. On the other hand, the criteria may be used to look at the progress of individuals as they move from school to adult and working life. From this consumer point of view, emphasis would be on choice, coherence and expectation in the light of individual special needs.

What are the Objectives of Assessement?

Multi-professional assessment is now a common feature of service provision for young people who are handicapped. During the final years of schooling there is often a reappraisal or review which may actually work at cross purposes for two reasons. First, because the purpose of assessment is categorisation rather than individual programme planning and, second, because the extensive use of tests of ability and aptitude are not accompanied by systematic observation in real situations and thus may minimise attention to individual aptitudes, needs and possibilities. The outcome of this reappraisal may be, therefore, limited expectations and a narrow range of options. Many individuals, particularly those with more severe disabilities, can only demonstrate their capabilities within well-planned programmes. Assessment

51

procedures may have outcomes which preclude entry to programmes which may themselves demonstrate proficiency.

Thus, the criteria for evaluating assessment procedures used in the final years of schooling, during subsequent training and in respect of independent living, are a significant aspect of transition. Assessment should be multi-faceted, taking in all aspects of an individual's life and circumstances. It should include the contributions of all professionals and services concerned with transition and no one aspect such as the nature of the disability or the current level of functioning or "employability" should necessarily determine the outcome. Both the young people themselves and their parents should be active participants in the assessment process. Assessment should result in an individualised programme which builds on strengths and covers all aspects of development, allocating clear responsibility for different aspects to specific agencies and professionals. The ecological model proposed by Nicolas Hobbs (Annex, II) which identifies both individual needs and service responsibilities for meeting them, should be a guide. Finally, assessment should be forward looking and on-going, involving new experiences with the assumption that change is both desirable and expected. Success or lack of it in school is not a reliable indicator of "employability." Patterns of behaviour in the home or in institutions provide no basis for assessing a person's capacity for independent living.

What is the Proper Balance of Programme Components?

There are a number of ways in which programmes for transition need to be balanced. During the final years of schooling the relative emphasis on academic studies, social and life skills and vocational preparation becomes important. This is not always easy to achieve in secondary schools, particularly for young people with special educational needs, both because academic standards may be paramount and because most young people are expected to acquire social skills by the light of nature. Young people with disabilities, especially those with intellectual disabilities, may need very specific teaching and experience in order to acquire useful social skills. The same is true of vocational preparation.

During transition there are two other balance issues. One is the relationship between general vocational preparation and training for specific jobs. The second is the relationship between vocational training and training for independent living. The difficulty of achieving an appropriate balance is illustrated in much of the material arising from the programme of activities. Training for specific jobs or clusters of similar jobs, a traditional response, may be appropriate for some individuals and not for others. In any event, a very sensitive relationship with the labour market is required if vocational training is continually modified to meet changing technologies and job descriptions.

The problem of achieving a co-ordination of vocational preparation and preparation for independent living may be exacerbated by institutional arrangements. Vocational training institutions and programmes may not be permitted to include training in social and life skills and vice versa, so that the individual is provided with a relatively narrow preparation aimed at only one aspect of transition. This issue relates specifically to co-ordination; it nevertheless represents a matter which should be the concern of all professionals, whatever their specific field. A narrow professional conception of the task can lead to a lack of balance which in turn can create a serious distortion of the transition process. Hence, a second criterion by which to evaluate transition programmes should be the balance of emphasis on specific aspects of transition and the means by which that balance is achieved where different agencies or professionals are responsible for specific elements.

How is Participation and Self-Advocacy Developed?

An important aspect of all transitional arrangements should be the participation of young people with disabilities in decisions about their future and about how preparation for it can be tailored to suit their needs. However, because those who are disabled, particularly those with intellectual and behavioural disabilities, may need sensitive help to present themselves, to communicate their views and to express their points of view, skills of participation should be developed as an essential part of transition programmes. Thus, self-advocacy and participation are closely linked. The degree to which they are effective is an important element in evaluating transition programmes.

What Information is Made Available?

Because a large number of programmes, agencies and professionals are involved during the transition period, parents, young people and many professionals do not have an overview of what is available in their areas. This is one clear finding from the programme of activities. Information is needed in a form which is easy to understand and which sets out the whole array of provision and services, not just those provided by a particular sector. Thus, a further criterion by which transitional arrangements may be evaluated is the quality, comprehensiveness and clarity of the information available to young people and their parents.

How are Parents and Families Involved?

Parents and other members of the family are important participants in the overall transition process and their involvement must be incorporated into transitional programmes. Parents not only need information, but they also need help in developing new relationships with their children as these young people with disabilities move towards a more adult status in the family and community. Conflicts often develop within the family because parents have been conditioned to believe that their children are incapable of achieving adult status. Sustained help and counselling, either by professionals or in self-help groups, are less readily available than is the case during early childhood. Such help in discussing independence, risk-taking, friendships, sexual relationships and recreational activities is often necessary if programmes focused on the young people themselves are to be effective. The nature and quality of parental involvement and its relationship to the developing independence of the young person is therefore another aspect of evaluation.

How are Individual Needs Determined and Met?

There is clearly a strong tendency in human affairs and in professional practice to categorise and, by doing so, stereotype people. For academic and administrative purposes many services and programmes are based on this principle despite the fact that this approach may well severely impede successful transition by young people by inappropriately restricting the range of options from which choices may be made. A significant criterion of services and provision during this phase should be the extent to which individually-assessed needs are

addressed and a range of choices recognised which are not confined to those incorporated in categorical programmes or provided by a single agency.

What Continuity is Evident between Phases of Transition?

Where individuals move from one agency to another, for example from school to college or school to vocational training, they move from one set of professionals to another, one curriculum to another and perhaps one set of expectations to another. Sometimes curricula overlap, sometimes professionals in each phase are not well informed about the work of other phases. Administrative arrangements may leave gaps. The focus of individual support may change. For those who are to be assisted, continuity is important so that skills and understanding are built on and there is a systematic development process. The degree of continuity as experienced by the individual and his or her family is a significant indicator of an effective transition programme.

What are the Effects of Financial Arrangements?

Two important aspects of the financial arrangements made during the transition phase are the way in which finance is allocated and the extent to which financial arrangements support or inhibit the achievement of the objectives of transition.

When finance is allocated to institutions, agencies and services, and not to individuals who are handicapped, dependence is often increased, choice limited and adult status eroded. If the objectives of the transitional process are to be achieved, then resources need to be provided in a manner which enables the individual to choose the services he needs from a similar range of options available to all citizens. Many, particularly young people with the most severe handicaps, are given little choice and remain dependent on the agencies and services through which resources are made available.

Some forms of pensions, allowances and benefits can prove to be disincentives to employment and independent living because they are inflexible in application and are available only when the individual is unemployed. Sometimes benefits are related to the nature and degree of disability and not to the individual's needs. As yet, the financing of individuals and facilities and services has not been looked at as a whole in many countries in line with a comprehensive concept of transition. Hence, a further criterion for evaluating the transition process should be the extent to which individuals achieve a degree of financial independence which allows them to choose the professional and support services they need.

How do Professional Practices Influence the Transition Process?

The criteria of independence, participation, self-advocacy and choice as well as the points made about finance imply a changing relationship between professionals and young people during the transition process. Because dependent status is easier to manage, it is often easier to make decisions for people than to come to decisions with them. A major implication of the objectives of transition set out in this report is a continuing evolution in professional practices towards a genuine partnership with individuals who need professional help. Thus, a further

criterion by which to evaluate transitional programmes is the manner in which such a partnership evolves and the degree to which it is ultimately achieved.

What is Meant by Community Involvement?

There is much use of the term "community" with little clear definition of what it is. Indeed, there is a nostalgic element in thinking about communities as there is about extended families. An important question of what constitutes a community from the point of view of the disabled individual was raised. Many people are now members of a number of communities at work, in the neighbourhood and at sports clubs, for example. However, one crucial feature of many transition programmes is the creation of living, working and supporting arrangements for young people who are handicapped in the areas in which they and their families live. The success of this element involves both the creation of positive attitudes in all who live in those areas and the training of the young people concerned to function appropriately in that community.

Much more work is needed on the definition of community facilities and services. The evidence does not as yet provide sufficient information about what should constitute a community or neighbourhood or suggest criteria by which they should be defined. At this stage, the evidence suggests that one important criterion of successful transitional arrangements is the degree to which individuals live and work in their home neighbourhoods.

Orientation

The final group of criteria concerns the orientation of transitional arrangements. While these criteria are implied in the previous paragraphs, they are made explicit here. They are the extent to which facilities and services are: *a)* integrative in their policies and practices; *b)* dependent care or independence-oriented; *c)* useful work or time-filling activity-oriented; *d)* staff- or client-oriented; *e)* inward-looking or reach outwards to work with other agencies and services. The orientation of facilities and services depends on their recognition and acceptance of the aims of transition and this is a significant factor when evaluating transitional programmes.

AN AGENDA FOR THE FUTURE

The purpose of this final section is to set out a number of recommendations for future action. It is recognised that these recommendations can only be general and that the CERI and OECD countries will have different views on their priority and implementation. What is unique about them is that they represent a summary of concerns common to Member countries which have not hitherto been brought together and a possible agenda for further discussion, research and development. The recommendations also serve as a recapitulation of the main themes of this report, namely the clarification of concepts basic to transitional arrangements, policy, planning and service-delivery issues, specific issues of major concern, and proposals for research.

Basic Concepts

The Concept of Handicap: It has been argued that the concept of handicap must now be a dynamic one which describes the interaction of the individual with his environment. Thus, the handicapping effects of disabilities vary from situation to situation and over time. During the period of transition, individuals are classified as handicapped, for administrative and service-delivery purposes, on the basis of the criteria evolved by different government departments and other agencies. As a result, education, health, social welfare and employment sectors each have their own criteria for determining who is handicapped. Individuals may move into and out of groups defined as handicapped as they move from school to adult and working life.

The changing nature of handicapping effects and the different definitions of handicap throughout the transition period result in uncertainty for the individual, confusion between agencies, and a lack of coherence in transitional arrangements. Further work is necessary to overcome these problems. It is recommended that Member countries review the ways in which handicap is defined by different sectors during transition and study the inconsistencies which result from these definitions. The aim should be to make clear the difference between disabilities and their handicapping effects and to produce guidance consistent with the culture and transitional arrangements in a particular country, which recognises both the extent to which institutions and services contribute to handicapping effects and the need to have a unifying concept of handicap within which different sectors develop their own approaches to individuals with disabilities.

The Concept of Work in Adult Life: Gaining and maintaining oneself in paid employment is still a central feature of achieving adult status and obtaining the means to live as independently as possible. For all young people this is becoming more difficult in most developed countries and for those classified as handicapped more difficult still. Nevertheless, it continues to be of vital importance that the objective of paid employment should remain central to the transition process for those young people who are handicapped and that they should be enabled to have access to an equitable share of the employment opportunities available to young people.

It has not been possible within the programme of activities to study trends in the labour market in any detail. But it appears that most countries are still placing emphasis on extended vocational preparation in the expectation of full employment becoming possible within an improved national economy. There appears to be little evidence of a fundamental reappraisal of the labour market relevant to transition, including the pattern of future employment prospects and the search for acceptable alternatives where full employment may not be possible in the long term due to the impact of new technologies and a restructured economy. This reappraisal is necessary as a background to the development of a unified approach to transition for all including those considered to be handicapped.

At present, there is a lack of a continuum ranging from open employment, supported employment through sheltered work to productive activity. It may be helpful to develop a concept of paid employment which embraces open employment, supported work, sheltered work and productive activity within which different ratios of earned and subsidised income give an adequate and equitable degree of financial independence.

It is necessary to recognise the importance of alternatives to open employment which provide the individual with a sense of worth. These alternatives may include community work, voluntary work and the work involved in self-care and domestic living. Productive activity in this context is distinguished from time-filling activity in the sense that all activities in centres

for the most severely handicapped should have a sense of purpose which enhances the self-image of the individual. Whether useful work or productive activity results in a positive self-image depends to some extent on social attitudes and the attitudes of the professionals concerned in developing and managing programmes.

The recommendations in this section may be summarised as follows. There needs to be continued study of the role of work in adult life and its contribution to adult status and of the relationship of traditional paid employment to other forms of valued work. An effective continuum of opportunities, ranging from paid employment to productive activity, needs to be developed which is not a separate one for those classified as handicapped. The relationship of this continuum to independent living should be recognised. It should also be intrinsically the same continuum across the whole spectrum of disability. This requires a much closer relationship between employment and social welfare planning than currently exists in most countries.

The Development of the Concept of Community: There are clear trends in Member countries towards training and supporting individuals to live and work in local neighbourhoods and communities. The major problem already identified is what constitutes a community from the individual's point of view and from the point of view of arranging service delivery during the transitional period and in adult life. Solutions may be different in conurbations, in towns and in sparsely-populated areas. What appears to be lacking at present is an appropriate concept of the community within a developed country.

It is recognised that traditional administrative areas determine levels of responsibility for service delivery and the scope of voluntary agency facilities and services in many instances. It is also recognised that many individuals now participate in a variety of special interest, employment and social groups and do not necessarily identify strongly with particular neighbourhoods and geographical communities. However, the trends evident in facilities and services for those who are handicapped are the result of a belief in the enhanced quality of life which results from living and working with others in the community. It is the definition of what is meant by community which requires considerable attention if this belief is to be capable of realisation.

Co-ordinating Policy, Planning, Facilities and Services

The unified concept of the transition process, set out in this report, requires a global view of the arrangements made by different departments and agencies. Many aspects of the process are currently seen as discrete entities and are planned separately. These include the final years of schooling, subsequent training and supporting services for work and independent living. Even where continuity over these phases is recognised, other separations occur between academic, vocational and social and life skills programmes. It is important that politicians, planners, administrators and professionals take a global view of the transition process, and it is recommended that countries develop a national conceptual framework appropriate to the culture, social system and aspirations of the country concerned.

Policy, planning and service delivery are the three major aspects of the transition process which demand co-ordination within a clearly-defined conceptual framework. Employment policies and social welfare policies and their implementation are seldom co-ordinated, with consequent disincentives to work and a lack of flexibility. Similarly, vocational preparation is not co-ordinated with preparation for independent living, programmes for young people are not co-ordinated with parental advice, and counselling programmes and government

57

initiatives at national and regional levels are not co-ordinated with community initiatives. Few co-ordinating mechanisms exist at any level of administration which have appeared to be effective. A transition policy for young people within which the particular needs of those who are disadvantaged, disabled and otherwise at risk are met is essential if they are to make a positive contribution to the societies in which they live. A piecemeal approach to the problem of transition is most common.

Not only are mechanisms for co-ordinating service delivery to young people with handicaps not very evident, but a similar lack of co-ordination is also evident within educational, social, employment and health policies for all young people during transition. If future resources are to be used effectively and if opportunities are to be made equally available to all, including those classified as handicapped, then a more co-ordinated approach to transitional arrangements is essential. Thus, a major recommendation both to OECD and to Member countries is to set up groups of those working in the main departments and agencies concerned with aspects of transition, to study and develop co-ordinated policies, planning and practices for service delivery to young people in transition.

Integrated or Disability-Specific Services: Tradition, medical practices and the tendency to equate disabilities with handicaps have, in the past, resulted in a categorical and a stereotyped approach to meeting needs. Because of a lack of public awareness, there remains a strong thrust through some voluntary agencies and parent groups to meet the difficulties and needs of individuals with a particular disability. Together with administrators, such agencies and groups still place considerable emphasis in the development of standard provision and services for categories of individuals such as those with visual or hearing impairment or those considered intellectually disabled. However, at the same time, through disability alliances, there is an increasing recognition of common interests, varied individual needs and rights of access to the range of opportunities available to others. As a result, two major issues arise. First, whether it remains justified to organise facilities and services on the basis of different categories of disability and, secondly, whether comprehensive agencies and organisations attempting to provide a lifelong continuity of service to individuals who fall within one category of disability are sufficiently individualised and socially integrative in their approach.

Where facilities and services are organised on the basis of different categories of disability, a number of problems arise, including competition for resources, a relative inability to meet the needs of individuals with more than one disability, and a tendency to develop stereotypical assumptions in lieu of careful assessments of what may be widely varied individual needs. Those who have a combination of disabilities (some estimates place the percentage as high as 25 to 30) may fall between the range of facilities and services provided for any one disability.

While comprehensive agencies and organisations may provide greater continuity in education, training and subsequent support in adult and working life, they may also focus relatively narrowly on a particular disability and on stereotypical rather than actual needs. They may also be limited in the range of training and subsequent employment which they offer. Again, individuals with complex and multiple disabilities may not have any one agency meeting their needs.

Although within service-delivery arrangements some attention to the particular needs of individuals with a given disability is necessary, it is evident that from the point of view of transitional arrangements there are many more needs that are common across disability categories but are individually varied. Given the development of a comprehensive definition of the process of transition and the identification of common objectives, there is a need to

re-examine the basis for categorical services. Even where these continue to exist, co-ordinated planning is vital to ensure that individual transitional needs are recognised and that young people are not forced to accept categorical programme packages as a matter of administrative convenience and methods of funding.

Evaluation: The question of evaluating transitional programmes is closely related to a recognition of the comprehensive nature of the transition process. It has not been possible to evaluate in detail many of the initiatives outlined in this report or to study current evaluation mechanisms. However, some problems have been identified. Where employment departments and agencies fund vocational preparation, success seems to be defined by gaining and maintaining employment without adequate attention to the independent living aspects of transition. Similarly, independent-living programmes may or may not be evaluated with respect to employment aspects and the quality of the individual's social and recreational activities. Evaluation thus tends to be narrow, eschewing the overall outcome of transitional arrangements in terms of a set of comprehensive common objectives. Nor has evaluation included an on-going examination of the development of individuals through continuing education, training and personal development. Rather, its success appears frequently to be judged by a relatively static unchanging response to routines, activities and patterns of behaviour in early adulthood. The acceptance of a semi-dependent unchallenging response from the individual appears to be all that may be expected. Any open-ended evaluation of the transition process should recognise that further development of the individual is possible for all. Criteria have been identified in this report. What is recommended here is continued attention to the evaluation of transitional programmes in a comprehensive fashion which attempts to gauge the quality of an individual's life at the end of the process together with the opportunities for continued growth and development in the community in which he or she lives.

Specific Issues Requiring Continued Attention

The Needs of Young People with Most Severe Handicaps: The project took as its population the children and young people receiving special education while at school. This represents about 10 per cent of the school population in many countries. Within this broad group, who may or may not be considered to be handicapped when they leave school, there is a smaller percentage of young people with severe and multiple disabilities. The size of this group is not easy to define since criteria vary from country to country and may depend on expectations rather than functional assessment over a long period of education and training. Being designated as severely handicapped may itself limit opportunities and expectations.

Some of the innovations reviewed here concentrate on meeting the needs of this group of individuals. In many countries, responsibilities for them remain principally with medical and psychiatric services with some assistance provided by other agencies. It has become clear that those with severe and multiple disabilities present a major challenge to professionals seeking to achieve the objectives of transition. Sustained systematic education and training over a long period can result in many individuals being capable of employment, useful work and supported individual living. In fact, expectations are generally too low and day care and time-filling activity are often all that is made available. A number of aspects of work with these individuals require further study. They include the relative effectiveness of psychiatric care and education, appropriate vocational training programmes and programmes for independent living and participation in social and recreational activities. A detailed

international study of transitional programmes for those categorised as most severely handicapped should be considered by the CERI in collaboration with a number of Member countries. In any event, it is recommended that Member countries include the needs of young people with severe and multiple disabilities in their review of transitional arrangements and initiate studies to develop effective programmes for them.

Parents and Families: Successful transitional programmes must address themselves to the changing relationships between parents and their children as the latter strive to achieve adult status. Programmes which focus their attention exclusively on the young people concerned often find that achieving their objectives may be inhibited by parental attitudes and expectations. For a variety of reasons parents may have been conditioned to believe that their children are not capable of achieving programme objectives. At the same time there is evidence that other parents recognise the need to facilitate the transition process and parent groups are beginning to develop programmes which examine changing relations during the transition period and to evolve appropriate ways to collaborate with those responsible for transitional programmes. While information and advice are useful, it is becoming clear that something more is needed if many parents are to accept the risks and consequences involved in developing independence and are to make a positive contribution to their children's development into young adults. Professionals and administrators responsible for facilities and services need to develop collaborative work with parents and parent groups. It is strongly recommended that the needs of parents receive greater consideration in the development and implementation of transitional arrangements and that their partnership in achieving adult status for their children is recognised in programmes. There should be more collaboration with parent groups to develop appropriate programmes to study transitional issues and to discuss parents' changing relations with their children as they grow through adolescence.

Personnel Preparation: It is self-evident that any review and development of facilities and services within a comprehensive concept of transition requires attention to the initial and in-service education of the many professionals involved. At present, there appear to be three common limitations to many programmes which prepare professionals who contribute to transitional arrangements. First, training is often narrowly conceived and related to one aspect of the process without reference to a wide context. Secondly, opportunities for contact and in-service education with other professionals may be limited. Finally, personnel preparation programmes may be exclusively focused on one of the three phases of transition with limited attention to longer-term objectives and continuity between phases. For these reasons, one important consequence of accepting a global view of transition should be a careful review and revision of in-service education for all personnel.

Proposals for Research

Based on the work to date, three research topics have emerged as particularly important. Each is seen as a topic for both international collaboration and for inclusion in the research programmes of Member countries.

A Longitudinal Study or Studies of Young People Moving through the Transition Phase: This topic is derived from the evidence available about the difficulty in obtaining comparable statistical information to monitor and evaluate the progress of young people with

handicaps as they move from school to adult and working life. It is also derived from the discussion of the concept of handicap during transition. Because different government departments and agencies have different criteria for determining who is handicapped, and because there continues to be confusion with respect to the difference between disability and handicapping effects, progress may only be made by following a group through the transition process. What is suggested is that a group of individuals with different disabilities and difficulties who are receiving special educational provision in the final years of schooling is followed up at intervals between the ages of 14 and 25. Such an exercise might be carried out in individual Member countries or in a group of them. The objectives of this on-going evaluation would include identifying those who, as a result of programmes, were no longer officially considered handicapped at the end of the phase and those deemed to be handicapped by the different departments and agencies responsible for them during the process of transition. The information obtained would provide insight about how the definition of handicap should be developed if the objectives of transition are to be realised and provide important information concerning the contribution of educational and social institutions to the marginalisation or integration of individuals during a critical phase in their personal development.

The Progress Chaser-Kurator-Guide Function: The Danish reports have identified the important contribution made by the Kurator in following up young people after they have left school and providing a point of reference for individuals during subsequent training and employment. Similarly, the Swedish national report identifies the need for an escort or guide, even where there are co-ordination mechanisms to facilitate the contact of individuals with physical disabilities with all the agencies and services who can provide them with help. The role of such a guide or facilitator should not be confused with the "key worker" concept evident in the work of many multi-professional groups. A second topic for research is an exploration of existing arrangements of this kind in Member countries to identify individual needs and to assess whether and to what extent these needs could be more effectively met if individuals have access to a guide or facilitator familiar with all aspects of transition and the facilities and services involved. It is seen as not involving professional services to the individual but as enabling the individual to make contact with the professional services he needs. Research into the development of the role of guides for individuals and their families through transition should have a high priority.

The Nature and Length of Programmes: There are very large discrepancies between the age ranges over which transitional programmes are provided and in their length. Both features, age range and length, appear to be determined more by the national structures of the education and training system than by any clear relationship to the social-psychological stages of individual development. What is not clear is whether there are any optimum times and lengths of programmes or any clear sequences of activity related to individual stages of personal growth. If the compulsory school period ends at 16 years of age, one may be expected to be adult by 17 or 18. If education goes on to 19 or 21 years of age, one may not be expected to achieve a form of adult status until the early 20s. In each country, arrangements appear to be logical developments of existing systems. When you look from country to country and attempt to get an international perspective, there is little clear evidence about the most effective timing, length and nature of transitional programmes. For this reason, it is suggested that a research initiative linked possibly to the longitudinal study would be very valuable in providing a firmer basis for future planning.

CONCLUSIONS

Because the Transition Project represents a continuation of CERI's involvement in disability and handicap which began in 1978, and because the completion of this programme of activities will not be the end of work in this field, conclusions presented can only be a form of stock-taking. Stated simply, the transition period has been recognised as increasingly important, particularly if all the resources devoted to early childhood programmes and to the education of those with disabilities and difficulties are to be used effectively. Transition to adulthood is a necessary phase in a community's responsibility for the care and education of its young people. To neglect this phase, leave it to chance or to the vagaries of a chaotic non-system of different responsibilities is to be wasteful and neglectful. Neglect increases the long-term burden on society of those deemed handicapped. Appropriate transition programmes will increase the number of handicapped persons who can escape dependency and passivity and contribute and participate in society.

The transition process for young people is not always a question of more resources. It is often more a question of leadership attitudes, expectations and the imaginative use of the resources already available.

Invaluable contributions to this report and to the programme of activities have been made by many people in many different countries who have committed their energy, talent and creativity to the achievement of the transitional goal and the pursuit of the principles of social justice which underlie it. These contributions have been made through meetings, seminars and papers of all kinds. Once again, the programme of activities has demonstrated the effectiveness of international co-operation and the particular value of such co-operation in identifying, discussing and finding ways forward when faced with common problems.

Annex

RELEVANT REPORTS

Note: The reports mentioned below are in limited supply. When stocks are exhausted they will not be reprinted.

I. CERI Technical Reports on "The Education of the Handicapped Adolescent"

1. Innovative Approaches in the Transition to Adult and Working Life – Concept of Handicap and the Period of Transition, 1983 by Mr. John Fish
2. Innovative Approaches in the Transition to Adult and Working Life: Denmark, 1983 by Ms. Patricia Rowan, Deputy Editor, *Times Educational Supplement*, United Kingdom
3. Innovative Approaches in the Transition to Adult and Working Life – Training and After?, 1983 by Professor Peter-Werner Kloas, German Federal Institute for Vocational Training
4. A Worthwhile Life without Paid Employment for Young Adults who are Handicapped, 1983 by Mr. John Fish
5. Transition to Adult and Working Life in Australia, 1983 by Mr. John Fish
6. A Study Visit to New Zealand, 1983 by Mr. John Fish
7. Innovative Approaches to the Transition to Adult and Working Life – Appraising Progress (A Meeting of Country Representatives and Experts – Paris, 18th-19th February 1985)
8. The Transition of the Handicapped Adolescent from School to Employment or Further Education, Developments in Policies and Practices in New Zealand, 1985 by Mr. A.Q. Bruce
9. The Transition of Handicapped Adolescents from School to Employment or Further Education, Study Visit to Ireland, March 1985 by Dr. A. Healy, Professor and Chairman, University of Iowa, U.S.A., and Mr. J. Fish, CERI Consultant
10. Curriculum Models in the Transition from School to Adult Life, 1985
11. The Promotion of Inter-Agency Collaboration and the Development of Individual Service Plans for People with Severe Disabilities, 1985

II. Country and Expert Reports

Australia: Transition from School to Work, A Study of the Adelaide Work Preparation Centre and MACH I Australia Ltd., 1986, by A.J. Shaddock

	Country Report: Innovative Approaches in the Transition to Adult and Working Life, by R.J. Andrews, Chairman, Australian Steering Committee, Canberra
	Transition of Handicapped Youth – Two Case Studies on Independent Living Programs, 1985, by John V. Le Breton
Denmark:	A Country Position Report of Denmark on the Handicapped Adolescent – Innovative Approaches in the Transition to Adult and Working Life, 1983, by the Danish Authorities
	Economic Aspects of Mentally Disabled Young Persons, 1984, by E. Rasmussen and J. Larsen
France:	Eléments d'analyse économique d'une expérience innovatrice d'intégration de personnes très handicapées en milieu de vie "ordinaire" – l'exemple de PONTCANAL, 1985, by A. Triomphe and M. d'Anthenaise, Paris
Germany:	Beruflicbe Bildung Behinderter Jugendlicher (Vocational Training for Handicapped Youth), 1984, by S. Hülsmann
	The Education of the Handicapped Adolescent, Educational Support for Handicapped Children with Particular Emphasis on Integration into Ordinary Schools, 1985, by K. Hasemann
Greece:	The Education of the Handicapped Adolescent, Transition to Adult and Working Life, 1984, by S. Polychronopoulos
Ireland:	Integration and Training of Handicapped Adolescents in Ireland, 1985, by M. O'Mordha
	The Education of the Handicapped Adolescent, Cork Polio and General After-Care Association – A Child-to-Adult Service, 1985, by M. O'Mordha
Japan:	Innovative Approaches to the Transition to Adult and Working Life – Report on a Study Visit to Japan (October/November 1983), by Robert J. Andrews
	A Country Position Report on the Handicapped Adolescent – Innovative Approaches in the Transition to Adult and Working Life, 1983, by the Japanese Authorities
New Zealand:	Independent Living Programme, 1985, by Frances Hartnett
	Working Life at Van Esch College – An Innovative Approach in the Transition to Adult and Working Life, by A.Q. Bruce
	Transition Programs at Salisbury Residential School for Girls, by A.Q. Bruce
Portugal:	The Education of the Young Disabled in Portugal and Their Transition to Active Life, by M. De Lourdes Machado Faria, T. Gaspar, A. Benard Da Costa, R. Teixerira De Abreu
Sweden:	Swedish Position Report – Transition from School to Work for Handicapped Adolescents, 1985, by Marten Söder

Switzerland:	Formation professionnelle des handicapés, by Erwin Broch and Karin Bernath
United Kingdom:	Information Technology and Disabled Young Workers, 1985, by A. Rajan
	The Employment of Handicapped Adolescents in Britain, 1984, by J. Garrett, M. Molloy and D. Rigby
	Innovative Approaches to the Transition to Adult and Working Life, Promoting Inter-Agency Collaboration; Developing Individual Service Plans for People with Severe Disabilities, 1985, by M. Molloy
United States:	An Ecologically-oriented, Service-based Classification System for the Employment of Handicapped Adolescents, 1978, by Nicholas Hobbs, Vanderbilt University

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