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**ABSTRACT**

This manual is intended as a basic introduction to supported employment programs for rehabilitation agencies. It presents guidelines for developing training programs for rehabilitation personnel and others interested in emerging supported employment programs, addresses administrative issues and concerns about supported employment, and identifies resources that may be used by staff development personnel and other rehabilitation trainers to increase the impact of supported employment programs. The following topics are covered: the philosophical base for supported employment; the historical and legislative background of supported employment, the meaning of the term "supported employment" (the job coach/employment support, enclave, and entrepreneurial models); definition of quality parameters within supported employment (core and quality features); definition of a program's target population; procedures for preparing a community for supported employment; incorporation of supported employment into a community (gaps in services, the role of rehabilitation facilities, funding impediments, disincentives for rehabilitation facilities and workshops, employer disincentives, and problems of interagency coordination); funding options for supported employment; and utilization of the manual. A seven-page bibliography and a list of the members of the total study are appended. (MN)

ED284019

# Supported Employment

## Implications for Rehabilitation Services

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Report from the Study Group on

# **Supported Employment**

## **Implications for Rehabilitation Services**

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### **Twelfth Institute on Rehabilitation Issues**

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Arkansas Research & Training Center  
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SUPPORTED EMPLOYMENT

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## Chairman's Comments

As this document goes to press the concept of Supported Employment has become somewhat familiar to many rehabilitation professionals both within state vocational rehabilitation agencies, as well as in other programs addressing the employment needs of severely handicapped people. Throughout the nation one sees special projects, joint programs between agencies and a host of variations on the theme of Supported Employment under development and implementation. This was not the case when the Prime Study Group first met in the Spring of 1985. At that time even the term Supported Employment was debated with some preferring to call the concept "Supported Work." What was agreed to was to develop a comprehensive introductory discussion of Supported Employment that would assist state vocational rehabilitation agencies to understand Supported Employment, its role in the rehabilitation process, and the initial steps needed to be taken to develop a program.

Although there have been numerous articles addressing the subject since our Study Group first met, the charge given to us by the National IRI Planning Committee has not changed. This initial report will undoubtedly be followed by many others addressing components of Supported Employment. Our study group was composed of members with special expertise in this area who have developed successful programs, who have worked with others in the implementation of other similar efforts, and who have helped state agencies train their staff in new initiatives. The good people who were members of the Prime Study Group were: B. Douglas Rice of the Arkansas Research and Training Center in Vocational Rehabilitation (sponsor of the study), Tom Bellamy, Kathy Green, Reed Greenwood, Mark Hill, Roger Hoffmann, Ed O'Pheim, Susan Philpott, W. Grant Revell, Jr., Larry Rhodes, Edna Szymanski, and John Westbrook.

Joseph Pankowski  
Chairman

## Foundations of the Study

### Rationale

The recent initiative by the Federal Office of Special Education and Rehabilitative Services (OSERS) has generated much interest in Supported Employment as a potential work outcome for a limited number of persons with severe disabilities. Supported Employment is a topic of considerable discussion among rehabilitation practitioners because it departs from the traditional approach to job placement and time-bound follow-up services. Supported Employment defines the target population as those persons frequently not served in the vocational rehabilitation program. As a result of this initiative a number of issues have been identified and questions raised about implementation, legislation, funding, coordination and administration of Supported Employment within the rehabilitation service system.

When the call for topics went out to the National Planning Committee for the Institute on Rehabilitation Issues (IRI), Supported Employment was named as a major area for study. The concept of serving and preparing clients for competitive employment has been a basic premise of vocational rehabilitation since its inception. Extending the vocational rehabilitation process to include ongoing support of persons in employment presents a new challenge to rehabilitation professionals. Reviewing these issues and concerns the IRI Study Group attempted to present these materials in a manner rehabilitation professionals can use to implement Supported Employment services to historically underemployed persons who are severely disabled.

### Description of Supported Employment

The RSA Federal Register (RSA V. #50:117, June 1985) describes Supported Employment as:

Paid work in a variety of integrated settings, particularly regular work sites, especially designed for serving handicapped individuals irrespective of (1) for whom competitive employment at or above the minimum wage is unlikely and (2) who because of their disabilities need intensive on-going post-employment support to perform in a work setting.

The difference for state rehabilitation agencies is the emphasis on the provision of vocational rehabilitation services to prepare clients for placement and employment in contrast to providing these same services, including needed support systems for a time limited period, to individuals who will always require some degree of support to retain their employment.

## The Population

From the functional description, Supported Employment is designed for clients needing ongoing support services to maintain work. The description excludes individuals served by vocational rehabilitation who are expected to function independently on the job after needed services have been provided. Supported Employment, therefore, is directed toward those individuals not normally served through rehabilitation. According to Bellamy, Rhodes, and Albin (1985), this does not mean that all people with severe disabilities should be placed in the workforce. The program should apply only to those who choose to and can participate. The target populations and their advocates, i.e. the developmentally disabled or severely physically handicapped (see p. 13) which includes the mentally ill, mentally retarded, deaf-blind, and traumatic head injured persons, are generally supportive of this program.

## Approach

The tasks addressed by the IRI Prime Study Group for the text on Supported Employment are:

1. Review the relevant historical and legislative background.
2. Present the different descriptions of Supported Employment.
3. Discuss different models for incorporating Supported Employment into ongoing services.
4. Identify issues and concerns that need attention and study.
5. Present the techniques used in Supported Employment models.
6. Review the role and uses of job coaches.
7. Discuss the role of employers in Supported Employment.
8. Provide guidelines for the use of this document with rehabilitation staff and personnel of related organizations.

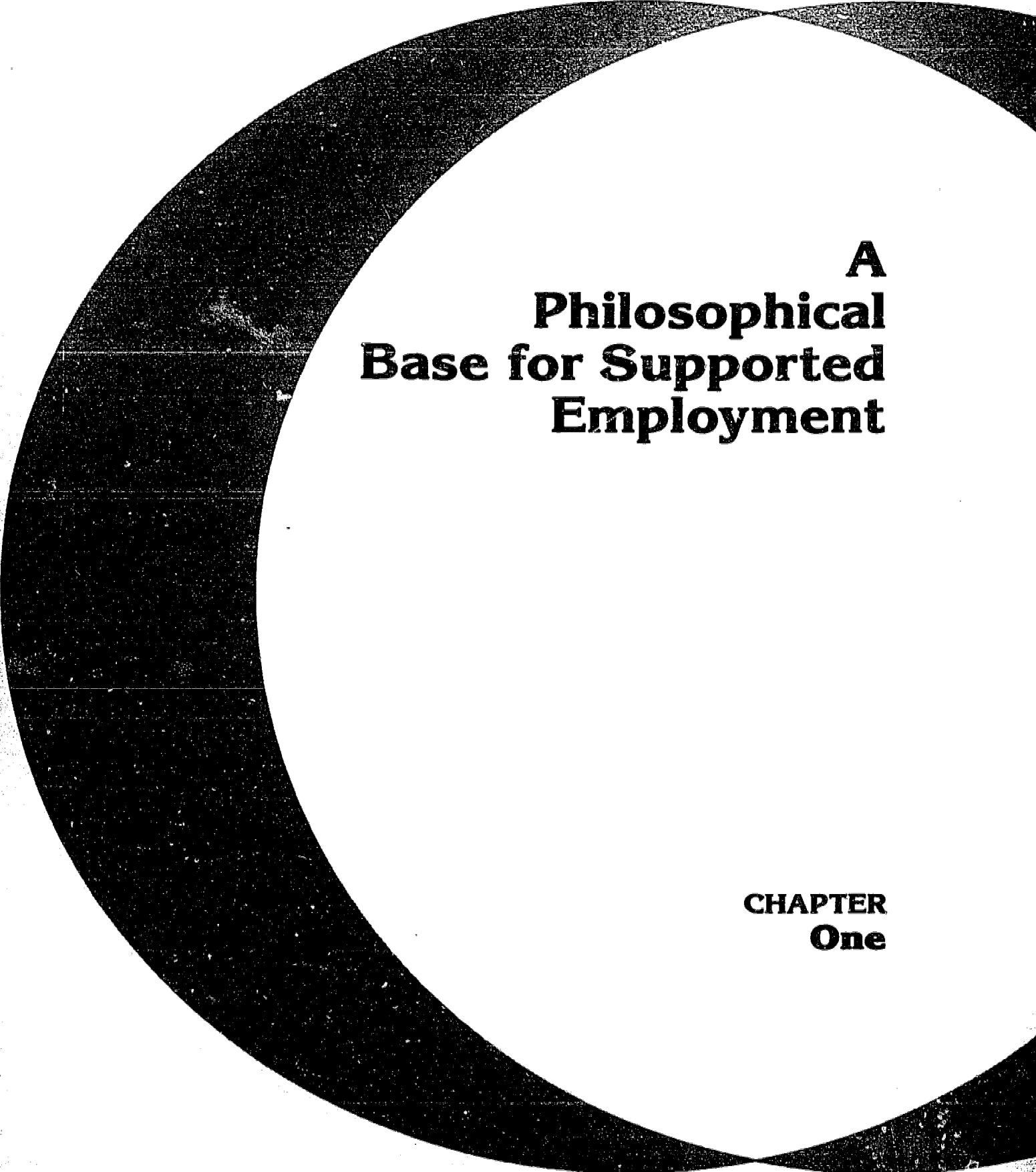
## IRI Charges

The National Planning Committee for IRI in selecting the topic of Supported Employment for study presented the Prime

Study Group with the following charges:

1. Provide information that will assist state rehabilitation and other agencies/organizations in decisions relevant to implementing Supported Employment programs with consideration to legislation, funding, administration and program models.
2. Develop a resource document that can be utilized by rehabilitation services and other agencies/organizations in the area of Supported Employment.
3. Create a training document that can be used by staff development personnel, RCEP's Rehabilitation Education programs and other trainers to inform, educate and increase awareness of Supported Employment.

The Prime Study Group has made every attempt to address these charges and has devoted many long and arduous hours to the development of this document. It is the hope of this group that these charges have been met and that this manual will prove useful to state agencies and other organizations concerned with Supported Employment. Much remains to be done before specific solutions or answers can be provided. We hope this document will serve as a base upon which to build further support for services to persons with severe disabilities.



**A  
Philosophical  
Base for Supported  
Employment**

**CHAPTER  
One**

## CHAPTER I

TITLE: A Philosophical Base for Supported Employment

OBJECTIVES: To reemphasize that vocational rehabilitation has long been involved in promoting the rights of persons with disabilities to dignity and opportunities.

To present Supported Employment as an evolving element in the delivery of rehabilitation services to individuals with disabilities.

### SUMMARY:

Supported Employment is a natural evolution from basic principles in rehabilitation philosophy and emerging instructional technologies. Just as rehabilitation engineering heralded a new era of expectations, and opportunities for persons with severe disabilities, Supported Employment offers new employment options and outcomes.

### DISCUSSION:

#### Philosophy of Rehabilitation

The current profession of rehabilitation counseling and allied rehabilitation disciplines have their foundation in a strong rehabilitation philosophy grounded in societal values.

A brief journey into rehabilitation philosophy will assist the reader in understanding that Supported Employment is not merely a "new fad" or political "favor of the month," but rather a natural consequence of evolution in a dynamic and challenging field. It should also give rehabilitation practitioners an appreciation for the congruence of this service modality with the principles underlying the profession.

Rehabilitation philosophy is a major part of the foundation of all rehabilitation professionals. Referring specifically to counselors, Szymanski (1985) suggests that rehabilitation counselors are challenged to be "professional visionaries." They "must have the unique ability to see beyond the limitations of a person or a society to see the individual, the community, and the potential." They "must see beyond what IS to what CAN BE" (p. 2). This visionary concept can be applied to all professionals in rehabilitation and related fields.

Much of what has been developed in Supported Employment came from pioneering work with persons with mental retardation. Applications can, however, be made to a wide variety of other disabling conditions. Individual counselors and



service delivery systems will be particularly challenged to look beyond current programs and expectations to see new possibilities and frontiers. It must be remembered that the history of rehabilitation with persons with mental retardation and other severe disabilities suggests that low expectations have posed the most frequent impediments (Bernstein & Karan, 1979; White, 1974; Pomerantz & Marholin, 1980; Bellamy, Rhodes, & Albin, 1985; Revell, Wehman, & Arnold, 1984; Gold, 1975).

### Emerging Technologies

During the last few decades, the application of behavior analysis has resulted in the development and successful application of improved training technologies. Successful employment by a group previously considered as unfeasible has caused us to question the logic of current programs (Bellamy, Rhodes, & Albin, 1985; Wehman & Kregal, 1985).

Segregated work programs (e.g., sheltered workshops) evolved at a time when we had much less knowledge of effective training techniques for persons who are mentally retarded. Rehabilitation had only begun to think about job modification, job restructuring, and rehabilitation engineering for persons with other severe disabilities. These work programs were originally intended to provide long-term employment within the workshop, or eventual placement into competitive employment. Such programs have recently been criticized for failure to place individuals with severe physical or mental disabilities into competitive employment, (Greenleigh, 1976), and for exclusion of persons with very severe disabilities from sheltered work programs (Pomerantz & Marholin, 1980; Bellamy, Rhodes, & Albin, 1985).

During the last two decades the rationale behind the prevailing service delivery system has been questioned. Gold (1975) suggested that "we have established an expectancy cycle which perpetuates low levels of success and low functional employment capabilities." Bernstein and Karan (1979) suggested that the system required clients to "either fit what is available, which often means enrollment in programs which are not capable of meeting their special needs, or go without any programs at all" (p. 66). In leading professionals toward change, Gold (1975) stated that "if we as a discipline or group of disciplines are to make the necessary changes and adaptations to bring about successful existence for persons labeled mentally retarded, it should be recognized that their behavior and performance is more a function of the context in which they exist than of their innate capabilities." Taking this point one step further, it can be asked how societal perceptions of persons with severe physical or mental disabilities can be improved if the factors causing deviant behavior remain unchanged!



Another conceptual problem with the current service pattern was the belief that skills and behaviors acquired in one setting (e.g., workshops, work activities center) would transfer readily to other settings (e.g., further training or employment). Some rehabilitation professionals have suggested that belief is particularly erroneous when applied to persons with severe disabilities (Bellamy, Rhodes, & Albin, 1985; Pomerantz & Marholin, 1980). Bellamy, et al (1985) suggest that "recent data support the interpretation that even more than other groups, it is critical that persons with severe disabilities receive training and other interventions under the circumstances where performance is ultimately required." Although this approach began and is most frequently applied in developmental disabilities, it is easily generalizable to other disability groups.

Researchers throughout the country have demonstrated that persons with very severe handicaps can work in competitive settings (Bernstein & Karan, 1979; Wehman & Hill, 1985; Bellamy, Rhodes & Albin, 1985). The training technologies that have been developed provide new horizons for many of these individuals. From a point of rehabilitation philosophy, the new training technologies can help us to:

1. Assist people with disabilities in accessing more fully society's benefits (e.g., employment, community living, recreation).
2. Assist people with disabilities in becoming accepted and respected as productive members of the community.

Productive employment in competitive settings will also contribute to improved perceptions of these persons by communities and policy makers. This will be crucial in years to come. It is much more difficult for a community or for policy makers to cut educational or other funding for a group perceived as part of the community than for a group perceived as "outside."

#### Two Service Delivery Models

The development of new training technologies and the emergence of the Supported Employment model has resulted in two philosophically different models for service delivery. The differences can cause confusion in program planning and evaluation. Table 1 compares the two service delivery models. The intent of the comparison is to increase insight into the different approaches through examination of underlying assumptions, theoretical orientations, methods, and goals.

TABLE I

## COMPETING SERVICE DELIVERY MODELS

Employment Preparation for Persons with Developmental Disabilities  
Different Philosophical Models

CHARACTERISTICS OF MODEL/APPROACH	TRADITIONAL (TRAIN/PLACE)	SUPPORTED EMPLOYMENT (TRAIN/PLACE)
Underlying Assumptions	<ol style="list-style-type: none"> <li>1) Behaviors are learned in specific developmental sequences. Acquisition of "higher level behaviors" cannot be acquired.</li> <li>2) Behaviors learned in one setting can transfer to another setting.</li> </ol>	<ol style="list-style-type: none"> <li>1) Many complex behaviors can be taught through individualized, planned, applied behavior analysis.</li> <li>2) Behaviors are best taught in settings and under circumstances where they are eventually expected to be performed.</li> <li>3) It is extremely difficult for severely disabled individuals to generalize behaviors learned in one setting to another setting.</li> </ol>
Prevailing Theoretical Orientation	Developmental Psychology Work Adjustment Theory The Medical Model	Learning Theories Behavioral Psychology Applied Behavior Analysis
Ultimate Goals	Decent life in the community including work, independence and social integration	Decent life in community including work, independence and social integration
Types of Interventions	Therapy Day Training Treatment Prevocational	Task Analysis Individualized Job-Specific Training Training in Actual Work Environment
Evaluation	Evaluation, then intervention	Continued evaluation along with intervention. Instructional assessment.
Level of Support, Instruction, Supervision	Relatively constant; amount determined by program. Supervision delivered equally to all regardless of need	Intensive initially, decreasing over time to stable minimum, flexible, amount determined by individual needs

TABLE I, continued

CHARACTERISTICS OF MODEL/APPROACH	TRADITIONAL (TRAIN/PLACE)	SUPPORTED EMPLOYMENT (TRAIN/PLACE)
Initiation of Behavior	Works toward individually initiated behavior	Works toward environmentally stimulated behavior
Typical Program Types	Day Activities; Day Treatment; Day Training; Prevocational Training; Therapy; Sheltered Workshop (without community job site training)	Sheltered Workshop with community employment opportunities; Supported Employment Program; Transitional Employment Program (support in actual work setting); On-the-job training; Entrepreneurial ventures which provide work opportunities for persons with disabilities, for example: Enclave, Mobile Crew, Benchwork Model
Opportunities for Integration	Usually limited	Emphasized. Available in varying degrees according to specific program
Nonvocational Skills	Frequently considered prerequisite to vocational skills	Taught. Taught along with vocational skills in relevant environment
Wage Opportunities	Nonexistent in therapy and treatment programs. Limited, usually piece rate, in other programs	Frequently competitive. If not competitive, substantially higher than more traditional programs. Outcomes wage oriented
Potential Positives	Programs provided in "safe" environment. Lower start-up costs.	Substantially increased earnings. Increased community integration. Increased freedom.
Potential Negatives	Community loses perceived affiliation with individuals due to segregation. High maintenance costs.	Higher start-up costs, although costs frequently become comparable or less per capita after program matures. Increased risk.

TABLE I, continued

CHARACTERISTICS OF MODEL/APPROACH	TRADITIONAL (TRAIN/PLACE)	SUPPORTED EMPLOYMENT (TRAIN/PLACE)
Short-term Program Goals	Facilitate individual adjustment to training situation. Preparation for movement to next step.	Immediate or near immediate access to paid work opportuni- ties and opportunities for al and physical integration.
Long-term Program	Stabilize individuals in training settings. Move to higher level of programming.	Increase wage earnings and quality of physical and social integration.

## Implications

Supported Employment is an evolution of rehabilitation services consistent with rehabilitation values, and philosophy and new training technologies. It affords individual counselors and service delivery systems a viable method of assisting persons with severe disabilities to participate more fully in all aspects of society. The major emphasis for Supported Employment is to provide individuals with severe disabilities opportunities to become fully integrated into the work force, thus enabling communities to become aware of the potential of persons with severe disabilities.

- 1) Service delivery systems will need to re-examine their conceptual base and look toward proven training methods.
- 2) Rehabilitation professionals will need both pre-service and inservice training in specific training technologies.
- 3) Funding mechanisms will need to be established which encourage more competitive outcomes for persons with severe disabilities.



**Historical  
and Legislative  
Background of  
Supported  
Employment**

**CHAPTER  
Two**

## Chapter II

TITLE: Historical and Legislative Background of Supported Employment

- OBJECTIVES:
1. To review the historical background of Supported Employment.
  2. To review the legislative background of Supported Employment.

### SUMMARY:

The development of Supported Employment as a rehabilitation outcome evolves from a variety of factors including (1) the philosophy and goals of rehabilitation; (2) the passage of historic federal legislation which paved the way for development of employment service options for persons with severe disabilities; (3) the development of behavioral treatment methods appropriate to vocational skills development on the part of persons who are severely disabled; and (4) research and development activities over the past two decades which have shown that persons who are severely disabled can acquire and demonstrate work behaviors required in the competitive labor market. Rehabilitation and human services interventions have changed and evolved over time as new developments in medicine and behavioral sciences have shown that additional populations are feasible for rehabilitation and employment. The legislative history of vocational rehabilitation in this country illustrates how the type of population considered as eligible was expanded as major legislation was enacted. This chapter provides a review of the factors which have contributed to the development of Supported Employment as a rehabilitation outcome.

### DISCUSSION:

#### Philosophy and Goals of Rehabilitation Counseling

Throughout its history, vocational rehabilitation has been concerned with human dignity and opportunity. According to Oberman (1965), the history of vocational rehabilitation is the history of a long struggle to establish dignity and opportunity as a right of disabled persons, just as history in general is the story of the long struggle to establish dignity and opportunity as the right of every human being. In discussing the development of the sixties, DiMichael (1969) suggested that "the presence of a program of vocational rehabilitation and its philosophy served to give impetus to the restoration of the retarded and their families to a respected role in society, the benefits of which are being shown in dramatic fashion."



The philosophical position outlined by Wehman and Moon (1985) and others (e.g., Gold, 1973; Bellamy, Horner, & Inman, 1979), regarding values in employment programs for persons with developmental disabilities calls attention to other important aspects in the development of Supported Employment. The following values are specified by these authors:

- (1) employment opportunities in integrated settings;
- (2) decent pay for meaningful work;
- (3) availability of vocational choices;
- (4) unacceptability of charity work;
- (5) training to reflect local labor market needs;
- (6) parent involvement in the employment process;
- (7) parents knowledgeable of available vocational alternatives and Social Security laws;
- (8) training reflecting a community-based orientation; and
- (9) effective planning for the school to work transition.

Underlying these statements is a clear understanding of the normalization process addressed in the 1962 report to President Kennedy, A Proposed Program for National Action to Combat Mental Retardation, which listed the following guiding principle:

Society's special responsibility to persons with extraordinary needs including the retarded is (a) to foster the development of their maximum capacity and thus bring them as close to the mainstream of independence, and 'normalcy' as possible; and (b) to provide some accommodation or adjustment in our society for those disabilities which cannot be overcome.

The values and philosophical principles on which Supported Employment rests are clearly those the authors of the 1962 report sought to operationalize as programs through research and development. Supported Employment represents the next logical extension of services for these persons and individuals with other severe disabilities to achieve maximum integration into the community.

## Federal Legislation

With the passage of Public Law 93-112, the Rehabilitation Act of 1973 (and PL 95-602, the Rehabilitation Comprehensive and Developmental Disabilities Amendments of 1978) and Public Law 94-142, the Education of All Handicapped Children Act of 1975, major emphasis has been placed on services to persons who are severely disabled--especially, appropriate evaluation services, individualized program planning, and placement in the least restrictive environment. These legislative initiatives have increased the direction toward serving individuals who are more severely disabled who were earlier not considered eligible and feasible for services. Also, the legislation assured that schools and rehabilitation agencies would reach out to this population and serve them in a more comprehensive manner.

Significant aspects of the legislation which are particularly relevant to the concept of Supported Employment include:

- (1) placement in the least restrictive environment--away from shelter or close supervision to living and working in the community to the extent possible (coupled with programmatic efforts toward deinstitutionalization);
- (2) individualized evaluation and treatment--providing the assessment and training appropriate to each individual's disability, oriented toward functional abilities and potential rather than diagnostic categories;
- (3) the concept of independent living--living in the community with the appropriate supports versus living in institutions; and
- (4) affirmative action requirements for people with disabilities--applicable requirements for any employer receiving substantial federal funds.

Although the legislation of the 1970's represented the major move to work with more individuals who are severely disabled, particularly those who are developmentally disabled, the early 1960's represents the beginning of a changed approach. Browning and Brummer (1972) stated:

"...this period marked the beginning of what was to become an active and historic role assumed by the Federal Government in confronting the long neglected nation-wide problem of mental retarda-

tion. The stage was officially set when a panel appointed by John F. Kennedy issued a plan containing 90 recommendations for a comprehensive coordinated national attack upon the problem...." (p. 1)

The 1973, 1975, and 1978 legislative acts represented a further step in refining services, rights, and responsibilities regarding rehabilitation services, educational programs, research and training for persons who are severely disabled.

More recently, the initiative represented in statements by Will (1984) and Elder (1984) reflect the activities of the U.S. Department of Education. Both voice a concern with the lack of transition from school to work through interventions such as Supported Employment and work for persons with severe disabilities; the initiative encourages Supported Employment as one remedy for this problem. The initiative has been underscored by allocation of resources to conduct demonstration projects in ten states to implement wide scale adoption of Supported Employment.

#### Research and Development

Research in the area of applied behavioral analysis and behavior management made available the technology for developing the knowledge and skills needed for competitive employment. The "behavioral analytic" approach (Rusch & Mithaug, 1980) has been applied to employment and community living skill development for people who are persons with mental retardation. Rusch and Mithaug (1980) trace the development of research since the mid-1950's through which a variety of skill development approaches using behavioral techniques have been tested and proven effective.

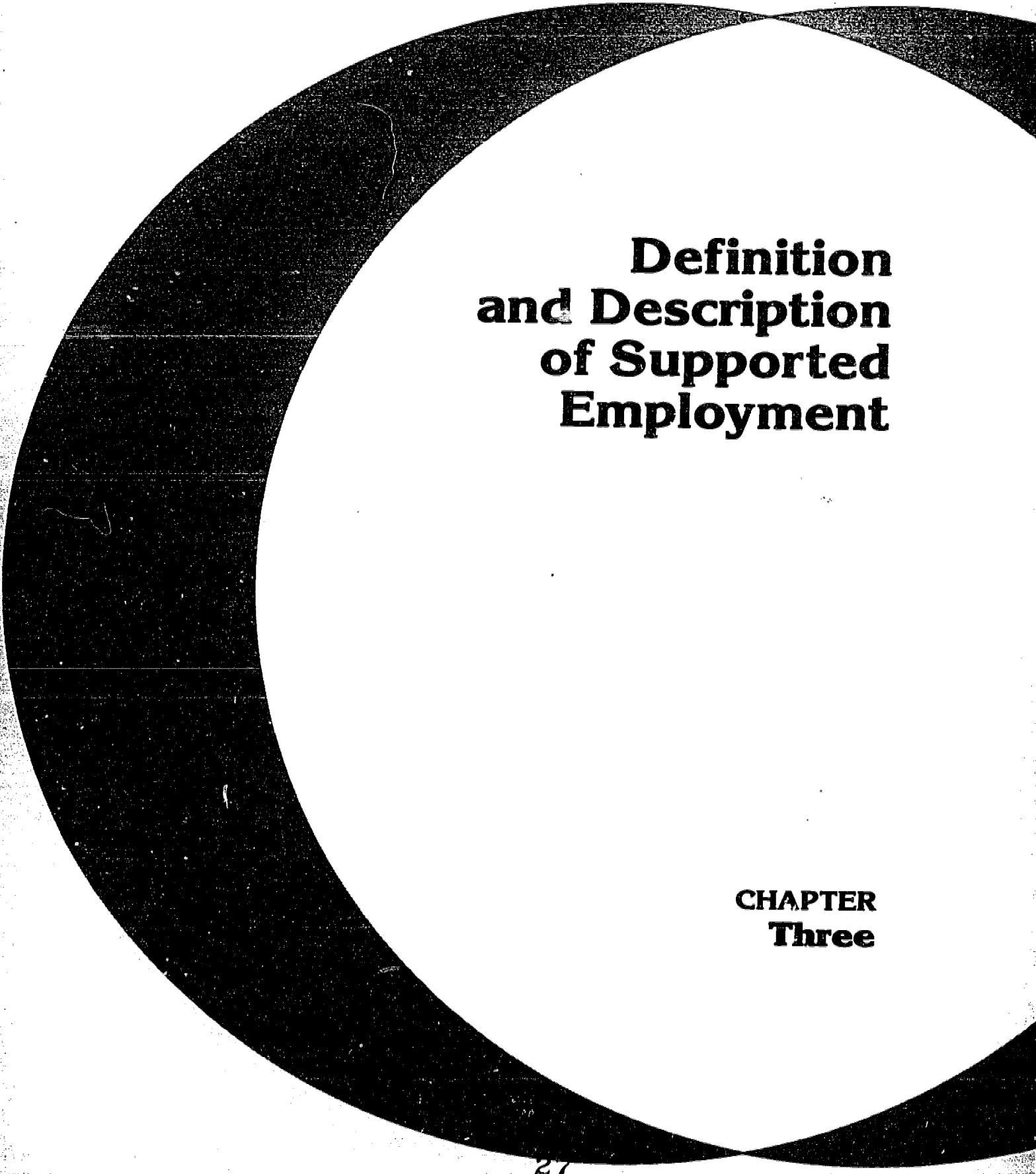
More recently, researchers have demonstrated the effectiveness of skill development technologies in placing and maintaining persons who are severely disabled in competitive employment (See for example Wehman & Will, 1985; & Browning & Irvin, 1981). These programs were developed in part in response to the surveys of the employment experience of persons with severe disabilities. The surveys indicated that many such individuals were either not involved in any type of work or were limited to sheltered employment and/or low wages (See for example U.S. Commission on Civil Rights, 1983; Wolfe, 1980). Revell, Arnold, and Wehman (1985) cite successful experiences with the Supported Work model in Washington (Sowers, Connis, & Thompson, 1979), Virginia (Revel & Arnold, 1984; Wehman et al., 1982), Vermont (Vogelsburg & Williams, 1983), Ohio (Brickey, Browning, & Campbell, 1982), Illinois (Rusch & Mithaug, 1980), Massachusetts (Krause & MacEachron, 1982), and Wisconsin

(Brown, Nisbet, Ford, Sweet, Shirage, & Gruenwald, 1982).  
According to Revell, Arnold and Wehman (1985):

These demonstration projects suggest that (1) the supported work model can be effective for placement and job retention, but (2) these demonstrations are not occurring in most community training programs serving the mentally retarded, such as adult day centers and sheltered facilities. (p. 55)

#### Implications

In reviewing the development and evolution of Supported Employment models and programs, it appears that this represents the next step in the progression of education and rehabilitation programs designed to integrate individuals who are severely disabled into the mainstream of society. The impetus for such activities began over twenty years ago through advocacy efforts and initiatives such as those taken during the Kennedy administration. The development of research and demonstration projects designed to test behavioral strategies for employment skill development coupled with continuing advocacy efforts served as an impetus for legislation requiring community integration and individualized services to the full extent possible. This legislation, along with surveys revealing the actual employment experiences of individuals with severe disabilities, clearly reveal that employment given support is a feasible alternative to sheltered work. National leadership (Will, 1984) is attempting to move Supported Employment into service practice as quickly and effectively as possible.



# **Definition and Description of Supported Employment**

**CHAPTER  
Three**

### Chapter III

TITLE: Definition and Description of Supported Employment

- OBJECTIVES:
1. To present a number of definitions to illustrate that confusion does exist in the field as to Supported Employment services and programs.
  2. To present a working definition of Supported Employment as developed by the Prime Study Group.
  3. To discuss some of the basic components of all Supported Employment programs.

#### SUMMARY:

This chapter defines Supported Employment, taking into account definitions used by several organizations in the recent past. The variety of definitions illustrates that the concept is evolving and unfortunately has led to confusion on the part of many service providers. This is to be expected given the recent advent of the term. Increasingly, however, common features emerge in definitions developed by the federal government or by organizations serving specialized populations. These common elements provide a helpful perspective of Supported Employment.

The working definition used in this document has been developed to provide an understanding of the varied nature of Supported Employment. The definition is one that can be used in conceptualizing new programs appropriately categorized as Supported Employment.

Following the working definition of Supported Employment is a series of commonly asked questions concerning the term. This format allows the reader a further description of the term as it relates to specific issues.

#### DISCUSSION:

##### Definitions of Supported Employment

The following definitions of Supported Employment have been developed by governmental and private organizations and illustrate common emphases felt important in the concept.



1. "Supported Employment means paid work in a variety of integrated settings, particularly regular work sites, especially designed for severely handicapped individuals, irrespective of age or vocational potential
  - (a) for whom competitive employment at or above the minimum wage has not traditionally occurred, and
  - (b) who, because of their disability, need intensive ongoing post-employment support to perform in a work setting."

(Federal Register, Department of Education, [OSERS] 34 CFR Part 373, [Supported Employment Final Regulations], Vol. 50, No. 117, June 18, 1985, pp. 25406-25411).

2. "This service provides actual employment experiences and ongoing support to maintain a part-time/full-time 'paid work' status. Support services may include, but are not limited to assessment, counseling, case management, transportation, social/behavioral training, skill instruction, wage subsidies, work site supervision, job modification, advocacy and intervention." (Service Definition, Arizona Department of Economic Security, February, 1985).

3. "Three criteria must be met to qualify a program as 'supported employment':

- (a) The individual must be engaged in employment which creates goods or services that have economic value and for which the employer pays wages. The employment may be part-time or full-time and may be compensated by above or below the minimum wage.
- (b) The individual must require ongoing support, expected to endure throughout the period of employment. This support is designed to provide assistance to the individual and employer.
- (c) The individual must have some demonstrated opportunity for social integration with persons without disabilities who are not paid caregivers."

(Program for the Handicapped, Department of Education, Office of Special Education and Rehabilitation Services; No. 4, July/August, 1984).



4. "Supported Work is a combination of employment and on-going services utilized primarily to place retarded individuals into competitive employment. It requires intensive involvement of the rehabilitation staff throughout job placement, job site training, ongoing assessment, and long-term follow-up. Important aspects include active training involvement at the job site both for teaching the client job skills and work behaviors; and assisting employers and co-workers to work with and adjust to the client." (Association of Rehabilitation Facilities, A supported work approach: Employer-based rehabilitation facilities services; Washington, D.C.: 1985, p. 2).
5. "The term 'supported employment' means paid employment which:
  - (a) is for persons with developmental disabilities for whom competitive employment at or above minimum wage is unlikely and who, because of their disabilities, need intensive ongoing support to perform in a work setting;
  - (b) is conducted in a variety of settings, particularly work sites in which persons without disabilities are employed; and
  - (c) is supported by any activity needed to sustain paid work by persons with disabilities, including supervision, training, and transportation." (P.L. 98-527, Developmental Disabilities Act of 1984, p. H10138).

#### IRI Study Group Working Definition

While the above definitions provide varying perspectives of the Supported Employment concept, none appears to be as broad in the combination of salient points as is necessary to adequately describe the term Supported Employment. The concept is new and development and interpretation are still occurring. In addition, the variety of programs that can be categorized as Supported Employment, complicates the development of a working definition.

In an effort to incorporate the most important facets of Supported Employment the following working definition is proposed:

Supported Employment is paid employment in which appropriate ongoing services are provided to employees who are severely disabled in order for the individual to work productively. Specifically,

employees (who are severely disabled) in a Supported Employment setting must: (a) be engaged in part-time or full-time employment paid at a wage commensurate with the individual's production of goods or services, and based upon current competitive per unit rates; (b) need and be provided continuous, high-intensity or periodic, ongoing support services in order to maintain employment including support and assistance provided employers; and (c) be provided opportunities during the work day to be integrated with non-disabled individuals other than those providing direct support services to employers.

This definition of Supported Employment contains terms that are ambiguous and also in need of definition. Further clarification of each of the salient features is included in the following chapter. The following section addresses specific concerns.

#### Questions Concerning Supported Employment

- Q: What does "appropriate ongoing services" mean?
- A: Ongoing services are those required by an individual to maintain a satisfactory level of work productivity and performance for paid employment. Examples of ongoing services include: periodic primary reinforcers for employees who are severely handicapped (e.g., profoundly mentally retarded, emotionally/physically disabled, mobility impaired) periodically monitoring employee work performance and employer satisfaction, transportation, specialized job training, job coaching, and re-training as appropriate. Services will vary; the new employee usually demands more intensive training, supervision, rewards, and monitoring than longer-term employees working on familiar tasks in familiar surroundings.
- Q: How does Supported Employment differ from the traditional sheltered workshop?
- A: Supported Employment varies from sheltered workshop settings in at least two major ways:
- (1) Supported Employment settings are ongoing work sites for employees rather than intermediate settings that may lead to competitive employment;

(2) Supported Employment provides opportunities for integration with non-handicapped individuals other than service providers.

Q: Must Supported Employment programs also provide independent living services?

A: No, the Supported Employment programs do not necessarily provide independent living or residential services. There is a need, however, for planning to involve collaboration with community services in independent living. This need for collaboration also involves transportation, counseling, etc. Collaborative planning can ease demands and restrictions placed upon providers of Supported Employment opportunities.

Q: Are Supported Employment workers paid at competitive rates?

A: Supported Employment does not guarantee a minimum wage. It does compensate employees for their production of goods or rendering services on a unit price derived from a similar competitive market. Fringe benefits will generally be provided, including vacation leave, sick leave and health insurance. In addition, the exemplary Supported Employment environment will provide opportunities for job enhancement.

Q: Are special qualifications required for staff in a Supported Employment setting?

A: Staff are required to be versatile and skilled in specific production service delivery related to the employer and in methods and techniques of training appropriate for use with individuals with severe disabilities. Some professionals feel that Supported Employment environments demand a fairly low staff to client ratio in order to provide the guidance, direction, and support necessary.

Q: Who can provide Supported Employment opportunities?

A: A variety of agencies, businesses, organizations and associations can create and maintain Supported Employment positions within a community. For example, business and industry can provide a number of positions for Supported Employment if adequate support and information is provided the employer. Sheltered workshops can create Supported Employment settings. Organizations serving specialized popula-

tions (deafness, blindness, mental retardation, or physical disability) are creating Supported Employment positions with intensive ongoing support. The range of alternatives and potential providers of Supported Employment are limitless giving an adequate level of support and information from human service agencies.

Q: Is there anything new or unique about Supported Employment?

A: Supported Employment is unique in that case management of the Supported Employment client includes job site training, placement in the appropriate Supported Employment setting, and a support system aimed at job maintenance.

Q: How is Supported Employment different from other transition from school-to-work programs?

A: The key differences are:

- (1) The Supported Employment approach commits to providing the assistance necessary to maintain the person in employment. No time limit is placed on this assistance, whereas, transitional school-to-work programs concentrate activities on time-limited job training and placement.
- (2) Supported Employment requires extended follow-up beyond the capability of the vocational rehabilitation program.

### Review of Supported Employment Models

#### Job Coach/Employment Support

The Job Coach model establishes employment opportunities for individuals in local industries on a one person/one job basis. A trained Job Coach develops the job in the industry, matches an individual to the job, trains the individual on the job until performance criteria are met and provides ongoing follow-up support as long as necessary. Extensive research and development for this model has been conducted at the Research and Training Center at Virginia Commonwealth University (VCU). The VCU Job Coach model has demonstrated effectiveness in generating long term competitive employment opportunities, particularly for persons who are moderately or severely mentally retarded. The VCU Job Coach model is operating in Virginia in the Richmond, Norfolk, Northern Virginia, and Virginia Beach area and applications are occurring across the country. The VCU Job Coach model consists of four basic steps: (1) job-client match and job placement,

(2) job site training, (3) ongoing assessment, and (4) job retention (Wehman & Kregel, 1985; Revell, Wehman, & Arnold, 1984).

The Supported Employment programs which emphasize competitive job environments can be effectively characterized as having two phases. The first is a transitional or time limited phase, in which job placement, direct job site training and advocacy, direct assessment and intervention are provided. The second phase is the provision of regular ongoing follow-up services on a daily, problem intervention, or periodic basis required for the worker to remain an acceptable employee.

The distinctions between the time limited and ongoing phases are (a) the purposes of the assistance provided, and (b) the identities of the coordinating agencies. The time limited or transitional phase has as its goal to stabilize the worker in employment and to establish an individualized requirement for long term maintenance of the person in employment. In terms of coordinating agencies, the vocational rehabilitation program may best provide managing and funding during the initial transitional phase. For the ongoing support phase, the public programs which have historically provided long term case management and funding for long term subsidized employment have a primary coordinating role.

There are variations of this basic model which have been developed at the University of Washington, the University of Illinois-Champaign-Urbana and University of Oregon.

#### Enclave Model

The Enclave model consists of many of the benefits of integrated employment while providing support in a group setting. For example, in one Enclave model, workers with severe disabilities perform work tasks within a host electronics company, while a non-profit organization funded by a state agency provides support to the individuals and the host company (Rhodes & Valenta, 1985). Up to eight individual workers with severe disabilities are working on a manufacturing line managed by a specially trained supervisor.

Within the Enclave, payment for work performed is commensurate with pay to others within the host company doing the same type and amount of work. Trainees work along side others doing the same work; however, limited work abilities and behavioral needs may require that workers be situated in proximity to each other to enhance training and supervision.



Workers with disabilities receive the same benefits as others in the company (i.e., working hours, lunch and break time, and performance evaluations).

Services for the employees of this Enclave are initially funded by the state vocational rehabilitation agency. Later funding for long term support is transferred to the county developmental disabilities agency.

### Entrepreneurial Models

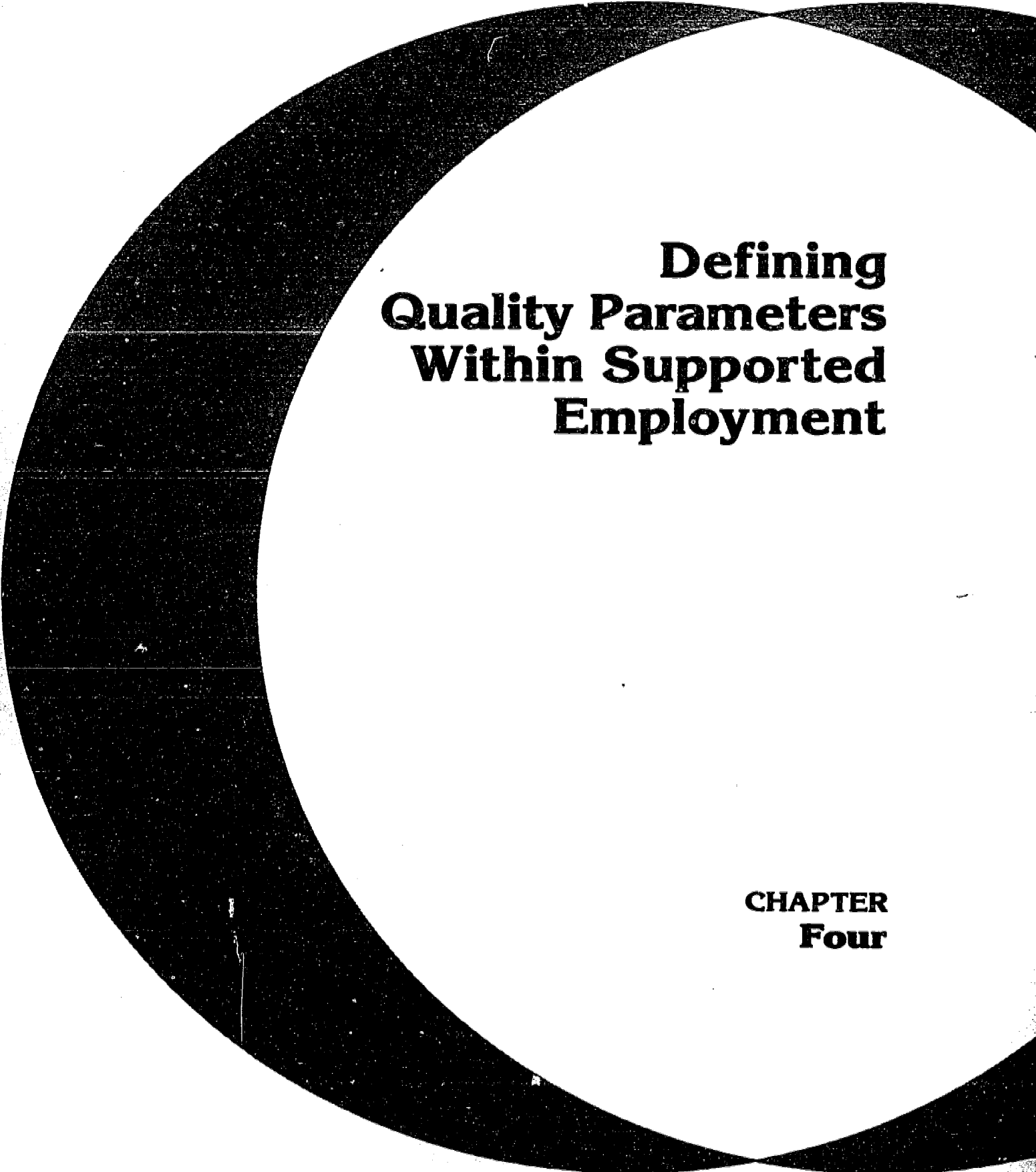
Entrepreneurial models involve commercial enterprises employing both workers who are disabled and non-disabled thus providing an avenue for social integration. Because the model addresses local business opportunities, it functions well in either urban or rural environments. In rural communities where little business or industry exists, these enterprises may be the most viable strategy for creating employment opportunities.

One example is the mobile crew which provides the opportunity for continuous ongoing support while offering integrated employment. A small crew or set of crews having one supervisor and approximately five employees per crew perform work in regular industry. Typically, the workers in a mobile crew perform service operations for organizations, businesses, and individual members. The mobile crew approach has been successful in both rural and urban settings. Models developed at the Universities of Oregon and Vermont offer examples of crew options that meet the definitional requirements of Supported Employment.

### Implications

The national priority on Supported Employment has resulted in the development of several definitions which differ from agency to agency. This is to be expected. Rehabilitation agencies have and will continue to play a major role in planning, developing and implementing Supported Employment programs. Based on these factors plus research, training and program experience will eventually result in a generally accepted definition by all concerned.

There are many unanswered questions, but they too will be answered as agencies gain new knowledge and experience with Supported Employment programs. This is proving true with the three models (i.e., job-coach, enclave & entrepreneurial models) that have been identified. Although each model has a different approach, the ultimate objective of the individual model is to place a select population of persons who are severely disabled into gainful employment according to their abilities and limitations.



**Defining  
Quality Parameters  
Within Supported  
Employment**

**CHAPTER  
Four**



## Chapter IV

TITLE: Defining Quality Parameters Within Supported Employment

OBJECTIVES: 1. To discuss minimum standards for Supported Employment programs.

2. To describe quality services that comprise Supported Employment.

### SUMMARY:

The purpose of this chapter is to address two issues that will confront rehabilitation counselors and other groups involved in implementing Supported Employment: (1) what are the minimum standards that must be present for qualification as Supported Employment; and (2) what features constitute quality within a Supported Employment option? The discussion of minimum standards is particularly important because Supported Employment has been addressed in federal regulations, and constitutes a priority of the Rehabilitation Services Administration (U.S. Department of Education, 1985). Creating funding and incentives to states to address Supported Employment as a service option is often complicated by the creation of an arbitrary line between an instance and a non-instance of Supported Employment.

### DISCUSSION:

#### Core Features of Supported Employment

The definitions of Supported Employment discussed in an earlier chapter identify the core features of Supported Employment programs. The focus upon integrated employment for individuals with severe disabilities who require ongoing support establishes the parameters to be expected from Supported Employment. While the definition of Supported Employment identifies critical features, it does not specify the extent to which any of these features must be present. Nor does it provide specific guidance regarding the most desirable approach for developing a program, making a referral, or selecting an employment option.

The Developmental Disabilities Act of 1984 (Federal Register, 1984) establishes four criteria for Supported Employment: an individual must be (1) engaged in employment, (2) in regular/integrated work settings, (3) with ongoing support present, and he or she must (4) experience a disability so severe that ongoing support is essential to maintain employment. Additional interpretation is possible from information contained in guidelines accompanying the Rehabilitation Service Administration's federal demonstration grants to states (U.S. Department of Education, 1985). The core features listed in Table 2 meet the intent of these guidelines.

TABLE II

CORE FEATURES OF SUPPORTED EMPLOYMENT

FEATURE	EVALUATION QUESTIONS FOR MINIMUM FEATURES	NON-INSTANCE OF SUPPORTED EMPLOYMENT
1. Employment status	Are persons gainfully employed, e.g., receiving wage and work benefit compensation for labor?	Employee engaged in non-paid activity
2. Integration	Are there fewer than nine persons with disabilities working in proximity to each other?	More than eight persons are employed in a group.
	Is the supported employment option not adjacent to other programs serving persons with disabilities?	
	Do the employees work in proximity to others who are not professional service providers.	All non-service providers are disabled.
3. Ongoing Support	Are public (private) funds available on an ongoing basis to a service provider who is responsible for supporting the employment of persons with disabilities?	Ongoing funds are not available.
	Is support routinely provided directly related to sustaining employment?	Support is not required to sustain employment.
	Does this support ensure that job requirements are met to the satisfaction of the employer?	
4. Severity of disability	Does service coordination exist, that (a) provides for individual planning, (b) determines that the employee requires the level of support that is received, and (c) are persons in the program severely disabled receiving ongoing support.	Person employed requires only initial training and job support.

## Employment Status

Supported Employment is paid employment which cannot exist without the regular opportunity to work. The authors suggest that at a minimum, "regular opportunity" must constitute at least half-time work, or 20 hours per week. It is anticipated that states and localities may well favor more narrowly defined standards, for example by requiring paid work opportunities of at least 30 hours per week. Less than 20 hours does not meet the intent of Social Security and is viewed as being under-employed, although jobs at this level may still represent a significant improvement in employment opportunity.

Although no minimum wage requirements are established for Supported Employment, wages represent a logical performance measure for employment. Minimum standards are maintained by the Department of Labor.

## Integration Opportunities

Supported Employment usually involves work in settings where people without disabilities also work. While this is possible in non-profit organizations that employ both people with and without disabilities, optional placements are in companies and organizations with missions other than services to individuals with disabilities. Limitations have been advanced on the size of the workforce that can be disabled and still considered as of Supported Employment. Under the Office of Special Education and Rehabilitative Services' (OSERS) federal initiative, Supported Employment is limited to eight persons with disabilities working in proximity to each other, and in a place not immediately adjacent to another program serving persons with disabilities (Will, 1984).

## Severity of Disability

Supported Employment was designed for persons with disabilities who cannot obtain and maintain employment without ongoing support. Examples of some disability conditions served in this model include moderate to severe mental retardation, deaf-blind and severe physical limitations.

## Ongoing Support

For a job or program option to constitute Supported Employment, it must include the provision of ongoing, frequent support without which the employment would not be maintained. An individual should be considered to be receiving ongoing support when two conditions are present: (1) funds are available on an ongoing basis to an individual or service

provider who is responsible for the support, and (2) support is routinely provided for interventions directly related to sustaining employment. Time-limited post-placement follow-up of a person placed on a competitive job would not qualify as Supported Employment; however, ongoing weekly follow-up and interventions to sustain job performance meet the two conditions.

Job stability is an important feature of employment. It is in part maintained by an employee's job performance, including requisite social skills on the job. To meet work requirements, an organization (1) must have staff that are trained in the technical aspects of the type of work being performed, (2) develop an environment prepared to facilitate the performance of work, and (3) maintain quality standards of the workplace. A Supported Employment program that does not enable an individual to meet at least the minimum expectations of the employer will not sustain job stability.

Supported Employment is being provided at some level when the minimum definitional standards are being met. These guidelines allow flexibility in providing Supported Employment opportunities to a diverse group of persons with disabilities. A narrowing of these features creates the risk that some individuals may be excluded from Supported Employment altogether, while the inclusive definition might risk the employment of some persons in employment situations that are unnecessarily restrictive (Bellamy, Rhodes, & Albin, 1985). The remainder of this chapter provides a review of performance measures that can be applied across program types and locations.

### Quality Features in Supported Employment

#### A Quality Assurance Approach

Wray (1985) suggests that quality assurances for human services must address standards relating to input, process, and outcome. Input is described by Wray as human or material resources from which a service or product is produced. Process is defined variously as benchmarks of actual performance of staff doing assigned duties, of correspondence between service plans and services actually provided, or of direct measurements of the quality of the environment. Outcome standards typically specify results achieved by consumers. Wray, using Crosby's (1979) definition, describes quality as "conformance to standards."

However, quality within Supported Employment must not be viewed narrowly, as a minimum set of standards to be met. If the divergent constraints, interests, and needs of individual communities are to be recognized, it is instructive to view employment opportunities as having features, including con-

sumer outcomes, which range from unacceptable to exemplary. Often in the acceptance of employment, the choice will involve trading certain quality process features and outcomes to obtain others. For example, one job may pay exceptionally high wages, yet be located in an environment where there are no other peer employees who are disabled. Consumers and consumer advocates must in this example choose between high wages and other available opportunities that may pay less in wages and benefits but be more integrated.

Input and process standards have a varying importance, depending upon the decisions to be made. Funding agencies and program developers, for example, want assurances that available resources (input) are great enough to reasonably expect desired outcomes to be obtained. Human service managers require feedback on the effectiveness of processes in obtaining outcomes, and on what process changes will likely correct problems in obtaining outcomes. At the federal level, consumer outcomes achieved from investment in broad program designations (e.g., Supported Employment) are relevant, whereas process standards relating to individual service providers have little significance.

There are many viewpoints that states and communities will adopt to assist in Supported Employment program development, placement decisions, performance monitoring and other routine functions in which quality is an issue. Three considerations are discussed to assist in defining desirable characteristics of Supported Employment.

#### Outcome Referenced Performance Measures

Systematically monitoring outcomes of services for persons with disabilities is increasingly viewed as an important program element. Several critical outcome-related performance indicators are implicit in the definition of Supported Employment. Wages and work benefits are relatively easy to measure, and are a useful index of employment success. There remains a critical need to develop measures that reflect other direct consumer related outcomes of employment, such as measures of social and physical integration that can be applied across a variety of employment settings. In addition, a set of economic indices should be present for Supported Employment opportunities which provide (a) a net gain to consumers, as well as wages paid, (b) a representation of how many dollars are required from each service option to generate the consumer outcomes, (c) a determination if the service is economically viable for providers, to assure stability of the employment support, and (d) the employment impact upon government programs, such as reductions in transfer payments. These indices would facilitate program investment decisions, for example, generating cost effectiveness information for comparing programs.



## Minimum Input and Process Standards

Input standards include many of the features defined in instances of Supported Employment (Table 2) as well as state and locally referenced standards that might be created relative to resources such as funding and staffing. For example, employment status does not guarantee high or significant wages, but is a prerequisite. Similarly, social integration is not an automatic result of physical proximity, but provides a critical resource to achieving interaction between employees with and without disabilities. Even the provision of routine support is dependent upon the availability of adequate funding. Lack of resources in any of these areas creates performance constraints for service developers and providers.

Traditional approaches for defining measurement of performance within human services rely primarily upon process standards (e.g., Commission on Accreditation of Rehabilitation Facilities, 1984). Minimum process standards are important in obtaining quality assurances within Supported Employment. It is necessary to consider quality of the work environment, for example, as it relates to safety, job stability, and protection of employee rights.

However, the need to create a variety of opportunities, unique to community and individual needs, presents a powerful rationale for not developing national Supported Employment standards relating to process. It may be most appropriate, and cost effective, for states and localities to rely upon the agencies assigned by statute to oversee basic areas of concern. Examples are the U.S. Department of Labor (wage laws), OSHA (occupational safety), and local fire departments (fire and general safety). Supported Employment opportunities are expected to meet existing regulatory obligations relating to the work environment.

## Quality Continuum

As noted above, some key performance indicators exist for Supported Employment. Others need to be developed. The basic outcomes expected of Supported Employment remain constant across models, communities, and individuals--everyone, for example, works for wages and normal work benefits. It may even be possible for a national consensus to be developed that defines the features of an exemplary Supported Employment program. However, if we are to recognize the divergent constraints, interests, and needs of individual communities, it is instructive to view employment opportunities as having features which range from unacceptable to exemplary. Consistent with the definition of Supported Employment, it is unacceptable to have employment in a sheltered workshop where

there are congregated a large number of persons with mobility and developmental disabilities, and where there are no peer workers without disabilities.

Table 3 presents the minimum core features of Supported Employment (from Table 2) but adds the major characteristics of Supported Employment on a continuum of less to more desirable. More desirable characteristics are consistent with the value placed by Supported Employment upon working in integrated environment.

Carried a step further, these same values are present in the features of an "enclave" (Rhodes & Valenta, 1985). This example of a special manufacturing line within a large company would still need to meet the test of whether the workers required the intensive level of support available within the model.

Core characteristics of Supported Employment as presented in Tables 3 and 4, focus primarily upon input and process--the resources available and steps taken to achieve consumer outcomes. Actual employee economic benefits, levels of integration achieved, and other outcomes, are critical components of quality. Minimum standards are not adequate measures. Is \$2.50 per hour in wages an example of quality? The answer is yes if prior earnings and job history are non-existent and if behaviors exist that are incompatible with community job opportunities. The answer is no if the person is underemployed in a segregated facility, and able to sustain minimum expectations of a full wage community job. Quality outcomes must be viewed on a continuum in which Supported Employment options are compared with the exemplary performance of other, similar employment opportunities.



TABLE III  
QUALITY FEATURES OF SUPPORTED EMPLOYMENT

FEATURES	LESS DESIRABLE	MORE DESIRABLE
Employment status	20 hours per week of paid employment	Full-time employment
Integration	<p>8 persons are employed in a group</p> <p>Has infrequent social contacts with non-disabled co-workers</p> <p>Works in proximity to few non-disabled employees; does dissimilar jobs to that performed by other employees</p>	<p>1 person with disabilities is employed at a job site</p> <p>Has frequent social contacts with non-disabled co-workers</p> <p>Works in proximity to non-disabled co-workers doing similar work</p>
Ongoing Support	<p>Funded support is available but at inadequate amounts or times to ensure job requirements are met</p> <p>Level of support provided does not consistently sustain employment without interruption</p> <p>Support system assesses performance through employer reports only</p>	<p>Adequate funded support is available to ensure job requirements are met</p> <p>Support sustains employment opportunity</p> <p>Support system directly assesses job performance and provides remediation or training as necessary</p>
Severity of disability	Limited availability of service coordination exists for persons with most severe disabilities	Service coordination mechanism determines employment option is appropriate and "least restrictive," i.e., provides needed support only

TABLE IV

QUALITY CHARACTERISTICS OF A SPECIAL MANUFACTURING LINE TO EMPLOY  
PERSONS WITH SEVERE DISABILITIES WITHIN A LARGE COMPANY

<u>Characteristics</u>	<u>Less Desirable</u>	<u>More Desirable</u>
1. Physical Space	Employees are physically separated from co-workers by walls or other barriers	Employees are located in in physical prximity to co-workers; co-workers work in prximity to employees with disabilities.
2. Type of Work	Work performed is not typically done by co-workers	Work performed is typical of work done by co-workers
3. Personnel Status	Employees are legally employed by a thrid-party support organization	Employees are legally employed by the host company
4. Pay, Benefits		Pay and benefits are based upon productivity, commensurate with wages/benefits received by co-workers.
5. Transportation	Arrive via segregated bus for people with disabilities	Arrive via carpools with co-workers or by public transportation
6. Number of Special Line Employees	Larger numbers (more than 8)	Employees with disabilities represent small percentage or less of total workforce; groups no more than 8 persons with disabilities
7. Work Routines (e.g., hours worked, days worked, break & lunch times)	Different from routines of workers	Same as those of co-workers
8. Staff Supervision	Low skills in industry practices and in training/supervising person with disabilities	Understands relevant company procedures and brings training/supervision skills to company
	Supervisor is employed by third-party support organization	Supervisor is employed directly by company

TABLE IV, continued

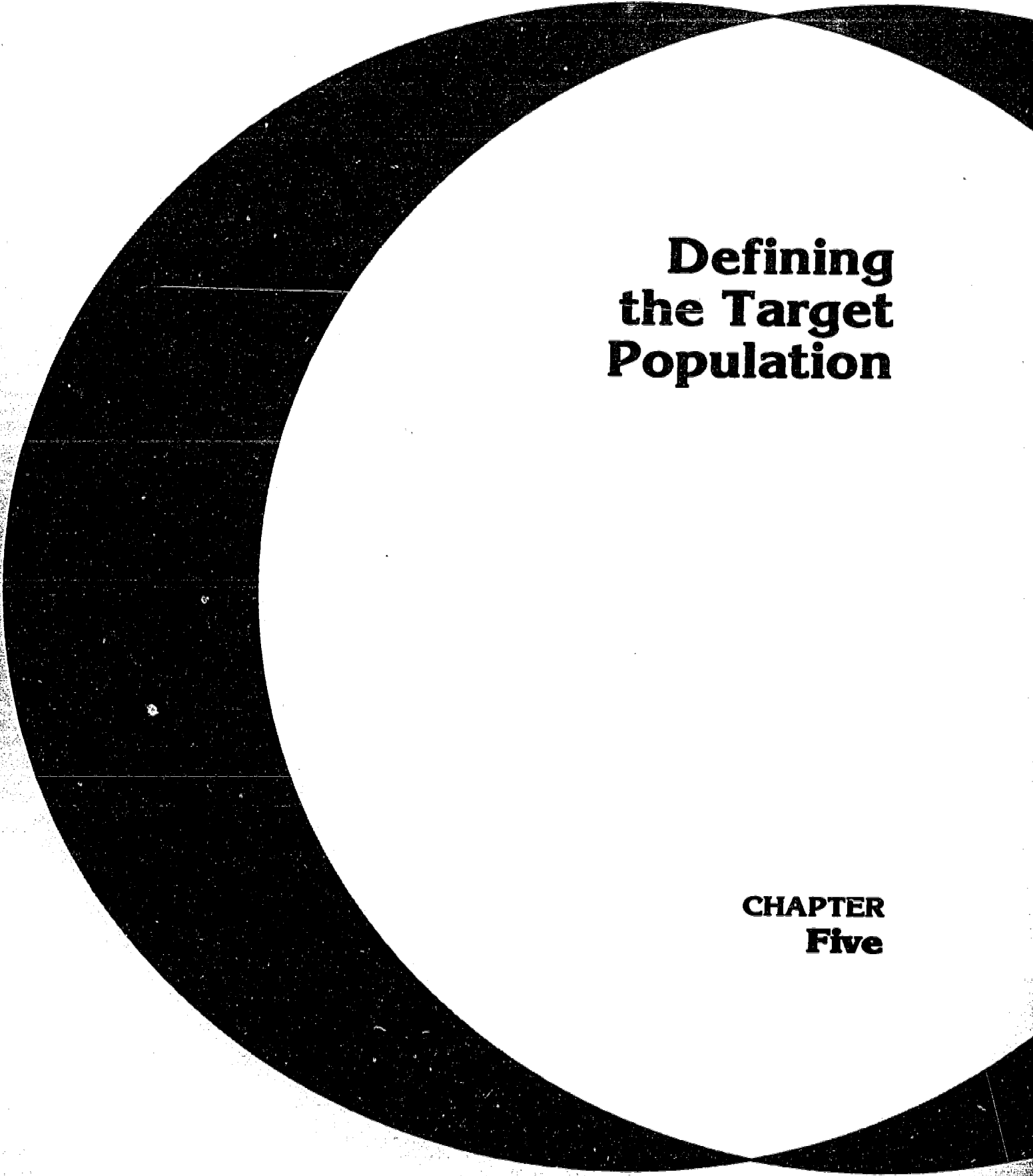
<u>Characteristics</u>	<u>Less Desirable</u>	<u>More Desirable</u>
9. Support Organization	Is highly visible within the host company (has staff present at all times acts subcontractor within company)	Maintains low visibility, but assists company when requested to maintain and support employees, e.g., training other company employees, providing behavior management consultation, screening potential employees, and maintaining special documentation required by government (if any)

## Implications

There is a growing national interest in Supported Employment, including parameters and issues relating to quality. Federal guidelines offer definitions which address core features. These features call for significant changes from traditional practices. A number of current service options do not authorize these core features of Supported Employment, even if wages are paid. Size, levels of integration, present, and inappropriate service populations are among the reasons for this exclusion.

The proliferation of Supported Employment programs will require specific strategies for quality assurance. A consensus needs to be developed on the performance indicators by which services are monitored. Within Supported Employment, these indicators include consumer wages and related benefits. The need continues for measures of job satisfaction and levels of integration.

In addition to performance indicators monitoring consumer and significant outcomes, quality assurance standards must be developed. These characteristics may reflect minimum input and process standards. At the present stage of development, states and communities are encouraged to view the critical resources needed and organizational features to be developed as a continuum of less and more desirable possibilities.



# **Defining the Target Population**

**CHAPTER  
Five**

## Chapter V

TITLE: Defining The Target Population

- OBJECTIVES:
1. To provide an overview of the learning characteristics of persons with severe disabilities.
  2. To describe the components of a Supported Employment model which assists in effective vocational training of persons with severe disabilities.

### SUMMARY:

Although many individuals who will be served through Supported Employment will be mentally retarded, other special populations will also benefit from these services. These may include persons who are disabled as a result of developmental disabilities, mental illness, severe mobility impairments, deaf-blind, traumatic brain injuries, among others. This section is directed at the learning characteristics of persons who are mentally retarded primarily because of the number engaged in long-term day and workshop programs who are viable candidates for Supported Employment.

### DISCUSSION:

#### Supported Employment and Mental Retardation

Persons with severe mental retardation "manifest difficulties in relation to most acknowledged learning and performance phenomena" (Brown, Nisbet, Ford, Sweet, Shiraga, York & Loomis, 1983, p. 73). Complex, multi-step tasks are acquired at a much slower rate and repeated practice trials are necessary for persons with mental retardation to reach a specified performance criterion (Brown et al., 1983). The difference in learning for these individuals is apparent in the time it takes to reach the point where they begin to learn. An analysis of the data indicates that they take longer to attend to relevant dimensions of tasks and thus begin learning more slowly than nonretarded persons (Zeaman, 1965). Also persons with severe mental retardation forget or lose acquired skills at a significantly higher rate than nondisabled learners. Once these skills are forgotten, more time and training is required to regain or relearn the task (Brown et al., 1983).

Additional difficulties in the performance of complex, multi-step tasks for persons with severe disabilities involves a well documented inability to consistently generalize or maintain performance across settings following training. According to Stokes and Baer (1977), generaliza-

tion takes place when the relevant or learned behaviors occur under different, nontraining conditions with different persons, settings, behaviors and time. Generalization of skills then occurs when the subject demonstrates the desired behaviors in different environments with little or no additional training. As the severity of mental retardation increases, the likelihood of skills generalizing from the training setting to natural environments decreases (Brown et al., 1983).

In summary, persons with severe mental retardation display performance deficits which must be addressed within vocational training. These include:

- learning fewer complex skills
- learning at a slower rate
- requiring more direct instructional cues
- tendency to forget or lose acquired skills
- inability to consistently generalize

Despite the barriers these learning characteristics represent, the current research suggests that with the implementation of an adequate training technology and appropriate intervention strategies, persons with severe retardation can learn complex vocational tasks and work in a variety of integrated, competitive work settings (Gold, 1980; Mithaug, 1980; Rusch & Mithaug, 1980; Wehman, 1981).

#### Implications for Training

Since persons with mental retardation learn fewer complex skills, it becomes essential the skills learned are functional to the learner's vocational and independent living needs. Instruction in nonfunctional areas that require a disproportionate amount of actual training time, e.g., performing simple, repetitive, simulated tasks to a specified performance criterion, should be reevaluated in light of alternative functional training, e.g., learning actual work tasks to employer specifications.

Although persons with mental retardation take longer to learn a task, (Zeaman, 1965), once they reach the point where they begin to attend, they learn at essentially the same rate as a nonretarded person (Gold, 1981). It is, therefore, the responsibility of a professional trainer to arrange the work environment so the learner can perform most effectively without the interference of distracting or irrelevant elements. Practically speaking, teaching vocational tasks in the actual environment would reduce the time needed for the worker to transfer skills learned from one setting to another.



The number of direct instructional trials provided and the techniques utilized for task training are relevant variables in the acquisition of complex tasks. To facilitate learning for persons with severe mental retardation, task training should be approached systematically. Techniques such as task analysis (the act of breaking a task into its component parts) and teaching task parts sequentially (Gold, 1971) have been demonstrated as helpful in the acquisition of complex vocational skills. Repeated practice on vocational tasks affects the maintenance of acquired skills. In addition, the presence of a trainer within the work setting providing systematic instruction, ensures that skills are maintained at an acceptable performance level and retained over time.

An assumption is frequently made by staff providing vocational services to persons with severe mental disabilities that they will transfer or generalize skills learned in simulated situations to actual work environments. This cannot be assumed for persons with mental retardation. The skills taught to these learners must be applicable to real situations and be used within the actual work environment on a consistent basis. The model of rehabilitation which promotes the acquisition of skills within a simulated setting prior to placement within an actual work site, as a rule is not appropriate for persons with severe mental retardation. To facilitate skill development and community job placement, tasks should be taught within the environment in which they will be performed.

Carefully selected community job sites for try-outs not only provides for increased independence but for integration of adults with disabilities into the community itself. It also provides a natural setting for nondisabled workers to assist in the development of the vocational skills of persons with severe disabilities. Breaking down the myths and stereotypes regarding the risks of employing persons with disabilities including those with severe mobility limitations will not occur until employers have the opportunity to observe and interact with these persons in integrated work settings.

#### Application to an Expanded Population

The focus of this section on learning characteristics is on persons who are mentally retarded. Current demonstrations of Supported Employment have focused heavily on this population. It is clear that there is an expanded population of persons with severe disabilities whose potential for success in retaining competitive employment is enhanced significantly by having access to job site support. This population includes persons who have received traumatic brain

injuries, persons with severe mobility and communication impairments resulting from cerebral palsy, and persons with chronic mental illness. The employment handicaps potentially faced by individuals within each of these populations in terms of social skills, adaptive work behaviors, mobility to and within the work site, communications skills, and productivity can be addressed within the principles of Supported Employment. These principles emphasize a job/client match, integration with a nondisabled work force, and on-going job site support.

For mobility impaired individuals, as with all severe disabilities, the application of Supported Employment to their needs places an emphasis on industrially based assessments and job tryouts, job analysis, job restructuring, modification of work place, communication aids, and employer/co-worker education. Intervention by the job coach when changes in job requirements occur can be extremely helpful in maintaining acceptable productivity.

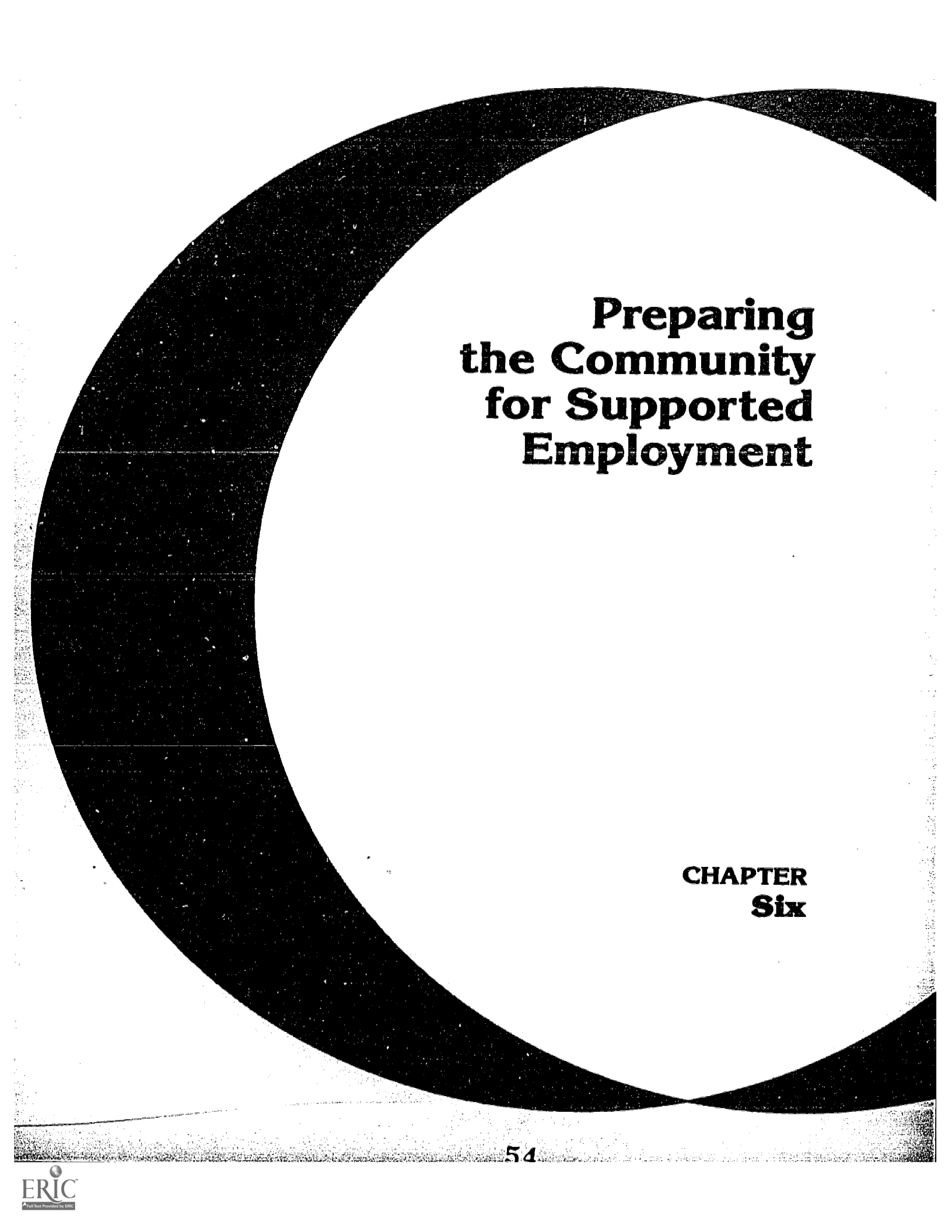
Persons recovering from and compensating for a traumatic brain injury can benefit from Supported Employment where emphasis can be placed on cognitive (including learning), social, and mobility factors. The rehabilitation period for a person with a brain injury can frequently be lengthy with the potential requirement for ongoing and substantial interventions at the job site. The job coach can be a positive influence on the injured person's development of realistic insight into residual vocational competency.

For persons experiencing chronic mental illness, a Supported Employment program can assist employers in understanding the nature of periodic emotional disturbances and may intervene to resolve a job threatening crisis before loss of employment. Just as learning principles are a key to the application of Supported Employment to persons with mental retardation, Supported Employment with other populations can be firmly based in the rehabilitation principles appropriate to each group.

#### Implications

Supported Employment is designed to serve populations generally underserved in the past. Although only a small segment of the total handicapped population is in this category, all agencies concerned must coordinate efforts if the needs of this clientele are to be met. Specific programs must be developed to meet specific needs of individuals who are mentally retarded, mentally ill, severely mobility impaired, traumatic brain injured, deaf-blind, among others.

As programs are initiated, considerations must be given to how these individuals learn as well as speed of learning. Additional factors include the need for repetition, coaching from others and breaking down complex tasks into basic components. The indications are that skills are best learned in the actual work situations rather than the traditional model of transferring skills or knowledge from one situation to another, which is now the common practice. With most, if not all, of these populations the presence of a job-coach enhances eventual success especially in terms of job changes, social situations and peer/supervisor relationships.



# **Preparing the Community for Supported Employment**

**CHAPTER  
Six**

## Chapter VI

**TITLE:** Preparing the Community for Supported Employment

- OBJECTIVES:**
1. To emphasize that if Supported Employment programs are to be successful, all parties concerned must be involved.
  2. To discuss the roles schools and parents of children with severe disabilities, professionals and employers play in the transition from school-to work.

**SUMMARY:**

The transition process is a complex procedure for ensuring the availability of quality service options to persons with disabilities. It requires effective programming within secondary education, participation and cooperation from parents, educators and adult service providers, and an array of services available at the post secondary level. Each of these must be in place to assure the maintenance of a quality life within the community for persons with severe disabilities.

**DISCUSSION:**

Optimizing vocational outcomes for persons with severe disabilities is a difficult goal which requires coordinated planning and preparation by all involved parties. Supported Employment provides opportunities for individuals with severe disabilities who have not benefitted from services in the past. This Chapter will offer brief suggestions for schools, parents, professionals, employers and communities in general. The succeeding chapter will discuss preparation for supported employment for the population making the transition from school to work.

### Transition From School to Work

The transition from school to work movement has received considerable attention during the past few years. Combined with special education, vocational education and other school/community based services, transition is designed to bridge-the-gap between school and the work world. Employment is the end product of transitional services.

In the OSERS model for transition, there are three bridges designed to insure an array of services for all students leaving special education: 1) generic services available to both persons who are disabled and non-disabled, 2) time limited services, and 3) transition with ongoing ser-

vices. Supported Employment would be a part of the third bridge which is designed to serve students with severe disabilities who typically have not received employment and training at a post-secondary level.

In transitional services, planning and coordination must begin early and involve community agencies, parents, schools and employers. Perhaps the major challenge is for all agencies to reach an efficient and workable interagency agreement which will insure the delivery of appropriate services at the appropriate time. Collaboration which is effective will prevent duplication of programs, services, and personnel as well as the role and responsibility of each agency in terms of arranging, providing and purchasing services.

### Parents

The "worker identity" is multi-faceted and results from numerous developmental experiences. Parents rarely think in terms of employment for their sons or daughters who are severely disabled. As a result, they may not involve their children in essential developmental activities important to adult work role fulfillment. The following suggestions represent the methods used by some parents of children with severe disabilities who have become successfully employed:

1. **Chores/Responsibilities:** These help a youngster develop the concept of work responsibility, yet represent a great challenge. It may be difficult to have a child do the dishes or take out the trash when a parent could perform the tasks in a small fraction of the time. Structured instruction and supervision may be the last thing a parent wants to provide after a long day's work. However, chores with progressively increasing responsibility have helped many children prepare for the school to work transition. Responsibilities establish work as something which must be done by all family members and is a part of family life. Chores also offer parents insights into a child's specific learning abilities. Enlightened professionals will frequently ask about chores when preparing a transition plan for a youngster.
2. **Work Exposure:** Children are fascinated by their parents' work. Visits to the parent's jobs or to other work sites can encourage them to fantasize about future work roles and youngsters with disabilities can profit from these same experiences.
3. **Responsibility for Money:** It is helpful for a child to learn the relationship between money and work at an early age. This is especially important since some children with severe disabilities may not understand



money. Parents can help connect money to a tangible reward for the child. For example, one child who was particularly fond of "Big Mac's" got money for one only if his chores were completed satisfactorily.

4. **Understanding Employer Expectations:** Employers expect a fair day's work, good productivity and dependability. The Supported Employment model can teach individuals with severe disabilities to meet these employer expectations. When individuals with severe disabilities are good and productive employees, it is likely that employers, co-workers, and communities will increase their expectations and respect for the work ability and individual potential of persons with disabilities. In order to be taken seriously in the competitive labor market, it is helpful for workers with disabilities to assume the proper worker role, i.e., look as though they fit in with their non-disabled co-workers. Examples of ways not to fit are: carrying a cartoon character lunch box when other workers carry brown bags; and wearing a suit to work when all the coworkers wear jeans.
5. **Summer Jobs:** Summer jobs can provide valuable work exposure and work experience for adolescents with disabilities. They can also identify potential problems which can be addressed in the coming year's educational program. Informal jobs in the neighborhood can help a youngster to develop work responsibility. Many times such opportunities are acquired only through parental pursuit. Some communities have work experience programs for adolescents with disabilities using Job Training and Placement Act (JTPA) resources.
6. **Advocacy:** Parents of persons with severe disabilities often have to advocate for services for their children in order to place them into a less restrictive environment; defend their children's abilities in the face of low expectations of professionals; and research and assertively request programs to fit their children's unique needs. They must refuse to accept "one track" programming. Parents have gone through due process hearings to secure appropriate education. Through their pioneering efforts, not only were their children helped, but these parents also helped many more by educating professionals and communities.

Many communities may not be ready to accommodate the employment needs of individuals with severe disabilities and parent groups can do much to stimulate the development of supported employment programs. For those parents who are inexperienced in advocacy, programs are available to assist in learning how to advocate for educa-



tional and employment programs for their children. For further information on such programs and available resources, readers are advised to contact PARENT EDUCATION ADVOCACY TRAINING CENTER, 228 South Pitt Street, Suite 300, Alexandria, Virginia 22314, telephone: (703) 836-2953.

### Professionals

Much of what was said earlier for parents applies to professionals, in general, in their work with persons with severe disabilities. The following three key considerations are important to involvement in Supported Employment.

**Values:** Professionals involved with persons with severe disabilities must have a strong belief in and respect for human rights and individual dignity. Without this approach, the old "caretaker" attitudes and approaches take over. Not only do these approaches diminish respect for the individual, they lead to lowered expectations and a lack of individually oriented training.

**Expectations:** Low expectations on the part of professionals may lead to lowered work performance on the part of persons with severe disabilities. Professionals must guard against this tendency to avoid becoming an additional handicapping condition to their clients.

**Knowledge of Technology and Resources:** Professional preparation programs in rehabilitation and special education should include applied behavior analysis and other specific training techniques. Professionals in the field should become aware of the positive effects of behavioral techniques. University educators need to work toward including applied behavioral technologies and functional training philosophy in graduate school curriculum.

### Employers

#### Employers' Perspective

In planning for Supported Employment, it will be helpful for professionals to learn to think in terms of the employer's perspective on hiring persons with disabilities as well as those who are non-disabled. Often asked questions regarding persons who are severely handicapped are: What will this cost me in terms of productivity? What are the insurance implications? If problems arise which necessitate terminating the individual's employment, will the agency provide assistance in this area? What about safety and attendance issues?

## Potential Benefits to Employers

Supported Employment offers many potential benefits to employers including decrease in turnover on entry level jobs, assistance in training and supervision of workers, continued follow up and intervention when necessary, a source of dependable employees, and assistance with their affirmative action plan.

## Employer Advisory Committees

A Supported Employment program can benefit substantially from an advisory committee of committed employers. Possible uses include assistance in development of a marketing strategy, periodic external evaluation of the Supported Employment program, and review and recommendations regarding program directions. One caution should be added here; committee involvement is critical! If a program decides on an employer advisory committee, it cannot be only a paper committee. That could cause alienation of employers.

## Marketing

In recent years a good deal of material has been written on the marketing approach to placement of persons with disabilities into employment. This approach can be particularly useful in preparing to implement Supported Employment. Examples of publications on the topic include:

Boone, L., & Corthell, D. (Eds.) (1982). Marketing: An approach to placement. Ninth Institute on Rehabilitation Issues. Wisconsin: University of Wisconsin-Stout, Rehabilitation Research and Training Center.

Spann, J. (Ed.) (1982). Marketing: A how-to book for VR. Ninth Institute on Rehabilitation Issues. West Virginia: West Virginia University, West Virginia Research and Training Center.

## Community Leadership

Although much of what has been said previously applies as well to communities, there are additional issues which are specific to communities. Strong community leadership, with a Supported Employment focus, can stimulate program development. Without interagency coordination and service delivery Supported Employment does not happen. Employers, private industry councils, agencies, professional groups, parents, disability groups and professionals all need to be involved in a coordinated effort to help the community to utilize this greatly underutilized resource in its labor pool. The poten-

tial leadership for such a coordination effort could come from a variety of potential agencies or organizations, e.g., vocational rehabilitation, county developmental disabilities office, as well as an education-rehabilitation-labor consortium.

**Positive Public Education:** Community efforts to educate the public regarding the work potential of persons with disabilities could increase the community's perceived identification of these individuals as fully participating members.

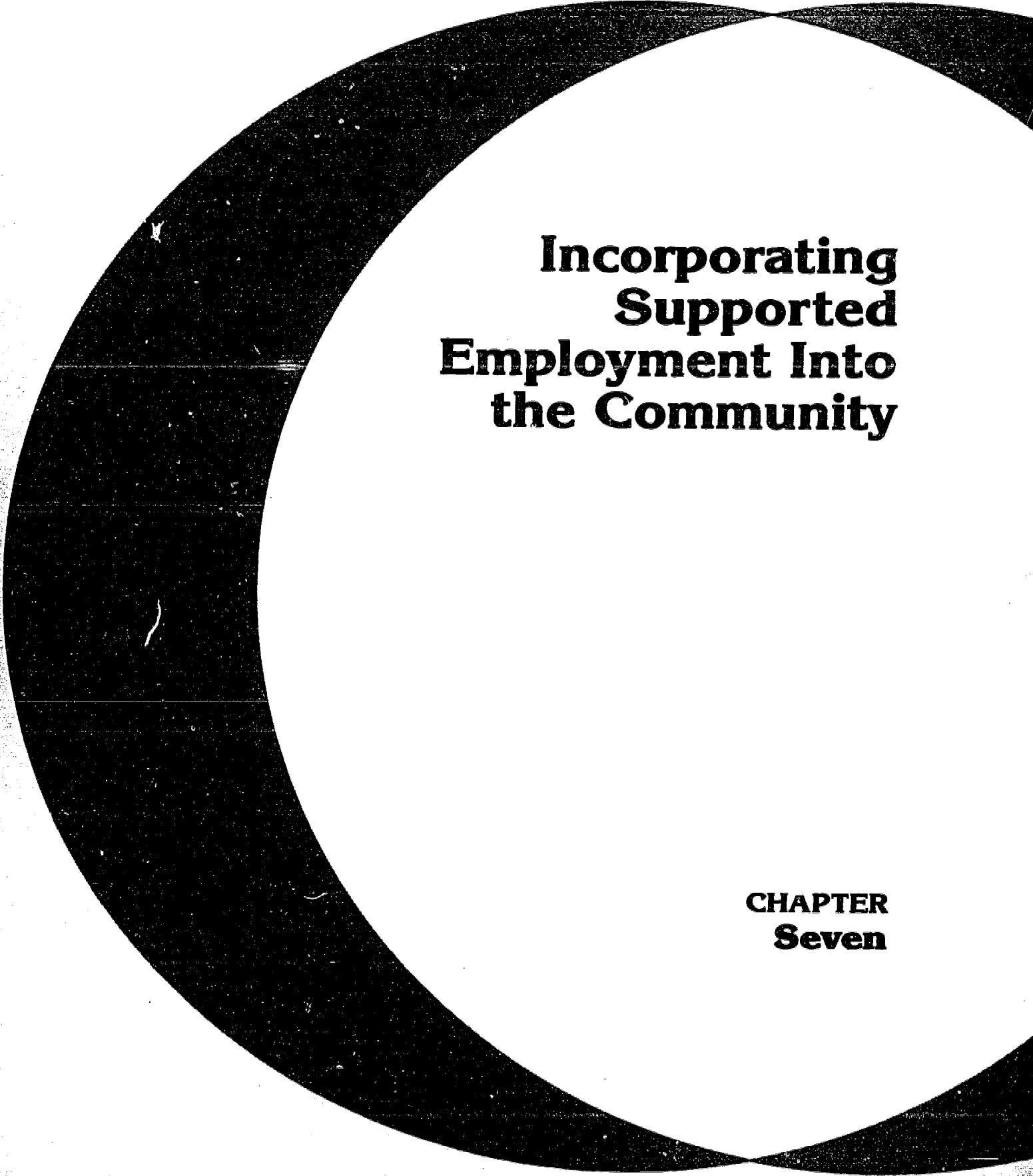
**Assessment of Resources:** Communities will need to do careful assessment of their resources for Supported Employment programs. Areas which should be investigated include: existing and potential transportation resources; supported and supervised housing programs; and Social Security and Supplemental Security Income regulations, including the relatively new work incentives. The effect of earning levels and different work schedules on supported living programs needs to be considered.

#### Implications

Rehabilitation agencies will play a major role in the implementation of Supported Employment programs. However, to be successful, other community resources must be used. Regulations and policies will place some restrictions on these agencies including the length of time that services can be provided. Implicit for success will be the roles of the school in preparing individuals who are severely handicapped for making the transition from school to work; parents in assisting these individuals to become as independent as possible; professionals who place and assist this clientele in an appropriate competitive employment situation; and employers who hire workers with disabilities.

School systems and rehabilitation agencies must identify these individuals early, which should be helped by the fact that the the actual number will be small. Individualized plans should be developed involving all concerned, especially parents, schools and professionals. The ultimate goal of this plan, which would be subject to change as needed, would be to prepare the individual who is disabled and could benefit from Supported Employment Services for placement at an appropriate job. With the placement objective in mind, employers would be an important community resource in any Supported Employment program.

Rehabilitation agencies can be tremendous assets in Supported Employment programs, but real success on an extended basis will depend upon the support of community based resources.



# **Incorporating Supported Employment Into the Community**

**CHAPTER  
Seven**

## Chapter VII

TITLE: Incorporating Supported Employment into the Community

- OBJECTIVES:
1. To emphasize a need for development of a wide array of Supported Employment options within the community.
  2. To provide information that will assist state rehabilitation agencies to implement Supported Employment programs within local communities.
  3. To provide a description of the various options that can be developed within the community to meet the needs of the population that can benefit from Supported Employment services.

### SUMMARY:

There is need for an array of Supported Employment options within local communities. These options should be determined by the handicapped population utilizing the program, the services that can be provided effectively, and the employment opportunities that exist locally. As a minimum the options are 1) the opportunities for full competitive employment and 2) work which produces a subminimum wage for a work force made up predominantly of persons with disabilities. The key to community involvement in Supported Employment is to provide consumers with choices, quality employment, and support at the level required to meet job demands. These components are reviewed in the following discussion.

### DISCUSSION:

Supported Employment programs in the past have been developed primarily for individuals who are mentally retarded. There have also been Supported Employment programs provided for persons who are mentally ill, deaf-blind, or have other disabilities. It is apparent that many persons with traumatic brain injuries will require ongoing support at the job site if they are to enter and remain in employment. The difficulties many persons with severe disabilities have had accessing employment opportunities through nonsupported employment is well documented; it is evident that if high unemployment among the disabled population is to be reduced, innovative approaches which can be prescriptively adapted to individual disability groups must be available.

Variety of service designs. Vocational rehabilitation programs emphasize comprehensive planning and programming for the clients they serve. For many persons with severe disabilities to successfully enter the labor force, rehabilitation agencies must design more specialized and prescriptive services. A range of Supported Employment service designs described in earlier chapters include (1) the job coaches, (2) enclaves in industry, (3) mobile work crews, and (4) production oriented specialized businesses. Within these basic designs, there are possible variations which can be prescriptive to particular needs. For example, job coach support placements can be utilized for persons who are mentally retarded, persons who are chronically mentally ill, individuals with traumatic brain injuries, or people whose communication skills and mobility are severely impaired. Flexibility is required in the delivery of services to meet the individual requirements of the particular work situation and the service recipient.

#### Matching Individuals With Appropriate Employment

Demonstrations of Supported Employment programs frequently emphasize a job/client match as a core component. For the individual supported in competitive environments, this match follows from preplacement assessment activities, employer interviews, and job analysis. For group oriented approaches such as enclaves or work crews, this match results from identification of the nature and appropriateness of the work itself and the employer's willingness to operate within a defined structure of support services. Whether it be for an individual or a group, employment opportunities must be viewed in terms of the work itself, the abilities and deficiencies brought to the work by the prospective employee(s), and the receptiveness of the employer to participating in a Supported Employment program.

#### Gaps in Services: Dangers and Pitfalls

Important considerations in developing an array of options within a state program of Supported Employment or within a community is the multiagency nature of staffing, funding, and management. By definition, a Supported Employment program requires a commitment to ongoing support on the job. Ongoing Supported Employment programs and transitional services are usually funded and managed by more than one agency. Services and case management roles are shifted as the recipient moves from training to the job with the needed support service. For the program to include multiple service options, the various agencies will frequently need to negotiate roles based on the specific population.



An example of the challenges of developing a multiple option program can be seen in contrasting support services for the mentally retarded population and the traumatically brain injured population (TBI). There is, to a certain extent, a system in place to provide services to the severely disabled, mentally retarded population and establishing a program of Supported Employment which, for this population means making changes in an existing system. For the TBI population, a comparable service does not exist. There is no identified potential funding service or manager of the on-going support requirements. Therefore, in establishing the multiple array of options oriented to the TBI population, the coordinating agency must contend with gaps in the existing system rather than changing the existing system. For a program of Supported Employment to be truly available to the cross section of populations who need and would benefit from these services, attention must be paid both to redirecting existing components of the adult service system and to addressing the gaps which presently exist in that system.

#### Role of Rehabilitation Facilities

Rehabilitation service organizations, including sheltered workshops, comprehensive rehabilitation centers and work activity centers, all play a major role in the provision of services for people with disabilities.

It is clear that existing service organizations provide a major resource to the field in terms of volunteer effort, established ties to the business community, financial resources, and personnel skills and experience. The challenge is to incorporate these resources into a strategy for implementing Supported Employment on a broad basis. In Supported Employment it is important that facilities redirect training strategies, re-examine organizational structure, and deal with economic issues.

#### Program Funding Impediments

A major impediment to the funding of Supported Employment programs is the lack of public funds allocated for that purpose. The establishment of Supported Employment programs is presently dependent upon successfully competing for demonstration project funds or reallocation of existing resources. In the following chapter, one funding option is explored in which a service provider negotiates a vendor contract for Supported Employment services with several public agencies within a state. The purpose of this section is to discuss potential disincentives to Supported Employment that will require the attention of program developers at the state and local level.

Income support disincentives. While intended to do otherwise, it is likely that national public programs providing for the care and protection of individuals who are severely disabled constitute the major disincentives to the employment of these persons. The major income support and health care programs, i.e., Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI/CDB) which include the Medicaid and Medicare programs, provide income support and health care financing to persons who are disabled only if they are unable to engage in substantial work because of their disability. The Social Security Handbook defines disability as

"...inability to do any substantial gainful activity by reason of medically determinable physical or mental impairment which can be expected to result in death or which has lasted or can be expected to last for a continuous period of not less than 12 months...A person must not only be unable to do his or her previous work commensurate with the previous work but cannot, considering age, education, and work experience, engage in any other kind of substantial work which exists in the national economy." (p. 81)

Substantial gainful activity (SGA) is defined as earning \$300 or more per month (Social Security Handbook). Since the majority of persons who would be placed in Supported Employment situations are likely to be SSI or SSDI/CDB recipients, the provision of Social Security legislation will have considerable impact on the success or failure of the programs.

The SSI eligibility process is in itself a major disincentive. The application process which takes from two months to a year requires the applicant to document that he or she is unable to engage in substantial work. This documentation is ordinarily supplied by medical specialists, vocational and social service professionals. Extensive coaching is usually provided by friends and family members to help insure a successful application. The process in and of itself has a tendency to persuade the applicant of his or her inability to work by its complexity and duration. Once having become eligible, the beneficiary must periodically document continued inability to work in order to continue receiving benefits.

The current system of services contains major work disincentives for individuals receiving benefits. A person receiving benefits is faced with a potential reduction or total loss of cash and related benefits; (e.g., benefits, medical care and other social and support services). The risk of losing secure monthly income for employment which may or may not continue and which may pay little more than the

monthly SSI benefit is not particularly enticing to the beneficiary or the family. Relatives concerned about their legal or moral obligations are not likely to encourage a relative who is mentally retarded to give up a secure benefit, particularly if they may be partially dependent themselves on the income support payment. The concern about the security of this income is apt to be equally as great as the concern about the amount.

This situation has been temporarily alleviated for the SSI beneficiary as a result of two demonstrations known as Section 1619 (a) and (b) which were incorporated into the Social Security Act in 1981. Section 1619(a) enables people with low-to-moderate earnings to receive reduced payments indefinitely, even when earnings exceed SGA. Medical Assistance (MA) eligibility automatically continues as long as any SSI payment is received. This increases the work incentives for persons earning up to the "break-even" amount, which is currently set at \$735 per month for an individual.

Section 1619(b) permits continued MA eligibility when SSI payments are terminated due to higher earnings. MA eligibility continues for people earning more than the federal break-even amount, which is \$735 plus the average cost of MA services, if they have used or expect to use MA services. The threshold amount currently is set at \$989 per month and may be raised soon to reflect increased MA costs. SSA can determine that persons with extraordinary medical costs, such as attendant care, may earn even more without losing MA benefits.

Both of these provisions will terminate in 1987 unless Congress acts to renew them.

Additional benefits such as rent subsidies, public housing, social services, school lunches, and Aid to Families with Dependent Children (AFDC) are sometimes contingent upon continued eligibility for the additional benefits. Thus the consequences of employment at or above minimum wage can be a reduced standard of living in addition to the loss of "secure" financial income and assurance of medical care. However, none of the disincentives to individuals relating to Supported Employment are different from those faced historically by any population served by vocational rehabilitation agencies.

#### Disincentives for Rehabilitation Facilities and Workshops

While Supported Employment as a service is not a new concept, it provides a new direction to services traditionally provided by sheltered workshops. The new element in services is that Supported Employment will be with community

based employers rather than within the workshop setting itself. Although many workshops throughout the country have operated Supported Employment programs, it has generally been as an adjunct to the "on site" workshop program. Implementation of Supported Employment programs will require that workshop programs become community-based, with the client moving from the workshop into gainful employment as an employee.

This changeover in operational style has a significant effect on workshop costs, and the disbursement of clients from one to numerous locations increases the number and type of staff resources required. Secondly, it reduces a contract income upon which workshops have traditionally relied. Contract income has typically averaged about 50 percent of the total operating income for sheltered workshops with training fees, subsidies, and private fund raising efforts making up the remainder of their operating income. The loss of this income resource must be supplemented by other income, generally through a significant increase in the charge of fees for service.

The net result is likely to be transfer of cost from the private sector (private employers contracting for good or services) to the public sector (government agencies who pay for services by the workshops in order to place and maintain clients in Supported Employment situations). Supported Employment and other community based rehabilitation services are extensions of those services that rehabilitation facilities usually provide. This existing work force of trained staff represents an important resource that should be utilized, provided ways can be found to make utilization financially feasible.

#### Employer Disincentives

A predominant factor in the employer's decision to hire or to retain an employee is whether the worker's productivity is cost effective for the enterprise. This is a consideration rehabilitation practitioners should keep in mind in the placement of the worker who is disabled. Unfortunately the experience of employers hiring persons who are mentally retarded, placed with them by rehabilitation and social services agencies, has not always been positive (Mellberg, July 1984). This recent study reported that three out of five employers who have had some experience with employees who are handicapped said that in the future they would not be willing to hire individuals who are mentally retarded. Several factors that affected these employers' attitudes were listed. Significant disincentives from the employer's perspective:

- 1) Poor previous experience (poor productivity appeared to be a major factor)
- 2) Lack of information and understanding of the nature of mental retardation
- 3) Dissatisfaction with the quality of support service that has been offered by public agencies
- 4) Fear of firing an individual who is mentally retarded
- 5) Embarrassment because of customers not approving the appearance and behavior of employees who are mentally retarded.

#### Problems of Inter-Agency Coordination

A major problem in the effective provision of Supported Employment services is a lack of coordination and integration among participating programs. Frequently the programs do not operate as a system but rather as independently functioning organizations, sometimes viewing problems and solutions in different ways, or even functioning in counter-productive ways. Many of the problems of coordination seem to derive from different administrative structures and program management levels. Figure 3 will illustrate this difference. Note the varying government levels for the programs.

Program	Administrative Level
SSI/SSDI-CDB	Federal
Voc Rehab	State
Medicaid (Title XIX)	State
Social Services (Title XX)	Local
Education (elementary & secondary)	Local
Housing & Transportation	Local (sometimes State and/or local)

The result is that cooperative agreements entered into at the state or federal levels may be considered difficult to implement at the local level where the client needs to receive the service.



Another factor having an impact on interagency coordination is legislation enacted at either the state or federal level which affects program policies. Consideration is seldom given to how these programs need to interact. Although there are a number of disincentives, benefits of a successful Supported Employment program far outweigh the negatives for communities that invest the necessary time and energy to develop these important programs.

### Implications

The true measure of success for any Supported Employment program will be the extent of community services developed and available for use by individuals who are severely disabled. Simple as this seems to be, indications are that rehabilitation agencies have not been too successful in involving community leaders in programs beneficial to people who are handicapped. A primary task for personnel of Supported Employment programs will be to develop an efficient working relationship with employers. This in itself will be a major undertaking since recent research shows that all too many employers were not pleased with employed disabled workers but even more dissatisfied with the assistance and support received from rehabilitation staff. Efforts must be taken by rehabilitation and others to overcome this attitude by some employers regarding workers who are disabled.

Much remains to be done to reduce or remove the many disincentives which discourage people who are disabled from engaging in gainful employment. Some efforts are now being made as indicated in this unit. Despite these efforts a large number of potentially productive persons who are handicapped fear the loss of medical benefits and income if they engage in gainful employment.

Rehabilitation facilities can play a role in Supported Employment in terms of training for employment especially in social, personal and basic work skills. The area of placement will change for facilities in that preparation for jobs will emphasize place then train rather than train-place. Since some facilities (i.e., workshops) employ many clients on a long-term basis, the implications are that funding and operational costs may need study in terms of the services provided, fees and clients served. With funds available for Supported Employment limited at this time to demonstration goals or funds that have been redirected, agencies could use these findings and results to plan ahead for Supported Employment thus preventing or minimizing the loss of funds for the general program itself. Emphasis must be placed on the continuation of services by all agencies concerned, and if this does not occur then the intent and concept of Supported Employment will not survive.



# **Funding Options for Supported Employment**

**CHAPTER  
Eight**



## Chapter VIII

TITLE: Funding Options for Supported Employment

- OBJECTIVES:
1. To present the funding options for implementing Supported Employment.
  2. To review the possibilities for funding both short and long-term support services.
  3. To discuss the role rehabilitation agencies might play in Supported Employment.

### SUMMARY:

The funding sources for the transitional phase of Supported Employment are appropriately linked directly to the vocational rehabilitation agency. Rehabilitation personnel at all levels can influence the coordination and provision of employment services in a situation where Supported Employment opportunities do not exist. Information on unmet need serves as a basis for pursuing any of the staffing and funding mechanisms discussed in this chapter. Identification of funding will probably involve the vocational rehabilitation agency in reviewing (1) case service expenditures and staffing patterns for reallocation of some resources, (2) the availability of funding outside of the case service resources; and (3) the potential for cooperative programming with other agencies providing services to persons with severe disabilities.

Long-term support will undoubtedly require shifting to a funding base other than the vocational rehabilitation agency. Demonstrations to date point to a variety of staffing and funding options for providing support. First, the agency with a leadership role in the ongoing support phase directly staffs the Supported Employment program and draws a fee from the vocational rehabilitation agency for participants who utilize the job coaches during the transitional employment phase. Second, a community service provider receives a fee from the vocational rehabilitation agency and receives direct funding through a contract with the ongoing support agency. Third, a community provider involved only in Supported Employment services receives a fee from the vocational rehabilitation agency. These various arrangements all serve the same purpose: the creation of a pool of persons whose primary responsibility is to provide the job-site intervention required within the Supported Employment program and to maintain that intervention capability over time as needed by each participant.

## DISCUSSION:

### Funding and Supported Employment Phases

Considerations regarding the development of critical resources required to incorporate Supported Employment within a community include:

- Identifying the agency/programs involved with the population(s) targeted for these services;
- Establishing the roles of these agencies within the funding, staffing, case management, and coordination requirements of the Supported Employment program;
- Finalizing a mechanism--be it fees, contracts or direct staffing--for the actual funding of the program with particular emphasis on the long-term nature of the commitment being made to ongoing support and the probable redirection of resources which follows from the commitment as the pool of workers being maintained in employment increases; and
- Agreeing to a set of criteria which will be applied in measuring the impact of the Supported Employment program.

States in which key agencies have adopted the objectives of Supported Employment, and are working cooperatively, have found sufficient flexibility under existing constraints to begin implementation.

Supported Employment programs which emphasize placement in regular industry can be effectively characterized as having two phases. The first is a transitional or time-limited phase in which a great amount of support is typically required. Services include creating job opportunities, job placement, and providing job training sites, advocacy, and direct assessment and intervention. These services are provided during an initial phase to assist the employee to meet the initial demands of the job. The second phase is the provision of ongoing follow-up support services required for the worker to remain an acceptable employee. The options potentially available to fund the first phase are diverse; the options presently identified as available to fund the second phase are comparatively more limited. The discussion which follows reviews the various resource options for components of the Supported Employment program and provides suggestions on how to access these options.

This discussion is presented with emphasis on the federal/state vocational rehabilitation system. This system addresses the employment--oriented service needs of persons with disabilities and has a legal mandate to place a priority on serving individuals who are severely disabled. In con-

sidering the funding, management and provision of phase one Supported Employment services, the vocational rehabilitation program must be looked to as having a leadership role. However, the vocational rehabilitation program remains a transitionally oriented program. Other components of the service system must be identified to provide for the ongoing resource requirements of persons served through Supported Employment. It is therefore helpful to discuss funding options in terms of the two phases defined above, and to note the changing role of the vocational rehabilitation system in the movement from the transitional to the ongoing support phase.

#### Funding Options for the Transitional Phase

Demonstration projects and initial state efforts to systematically provide Supported Employment services clearly indicate the variety of potential approaches. The following provides a brief description of a representative sample of options available to states to assist in funding the initial Supported Employment activities. It is important to note that these options are not mutually exclusive, and in fact multiple options may be utilized in a state system encouraging Supported Employment services.

#### The State Vocational Rehabilitation Agency

Case service dollars available to purchase or fund services are the primary monetary resource available to the agency and its counselors. A variety of discretionary funding sources at the federal and state level have recently been available also. The federal Developmental Disabilities Program is an increasingly significant potential source of funding through state grant programs, and the grants announced through the federal Office of Special Education and Rehabilitation Services are well publicized. These grants are usually funded on a competitive basis and can supplement the potential funding pool in a state for Supported Employment services. Whether the source is case service dollars or discretionary funding, the state vocational rehabilitation agency has three basic mechanisms for distributing funds to potential service providers. These mechanisms are contracts, grants, and fees for services.

The fee-for-service program utilizes a vendor approach to provision of services. A vendor approved to provide a defined service receives an authorization from an agency counselor to provide an identified number of service units for an individual client at a predetermined rate. If at the completion of this authorized service period additional services are needed, the vendor and the counselor negotiate reauthorization. The vendor does not usually have assurance from the agency on the number of persons who will receive

services or the amount of dollars which will be available during a projected period of time. A fee-for-service program works best when there is an agreed upon need for a service and a consistent client flow utilizing the service. Fee-for-service arrangements have been the basis for years of state agency funding of vocational development programs (Work Evaluation, Adjustment Services, etc.) provided by work oriented rehabilitation workshops. Vendors can possibly have difficulty initiating a new service using a fee-for-service funding base because of up-front costs for establishing the service capability. It is important to note that vendors need not be established agencies, but may be individuals such as a job coach.

The contract or grant approach to funding assures a firm funding base for the service provider. Frequently the state agency will award contracts and grants on a competitive basis following a request for proposal or invitation to bid, particularly where public procurement regulations apply in cases of potential nongovernment recipients of funds. A contract or grant may be used as a temporary funding mechanism to enable a provider to establish a needed service; at a defined point where identified criteria are met, the funding mechanism can change to fee-for-service.

Whether the funding mechanism be through fees, grants, contracts or a combination, the state vocational rehabilitation agency is a potential funding source for the transitional phase of the Supported Employment model. It is important that advocates and potential providers of these services seeking funds from the state agency be willing to assist in (a) establishing the need for the proposed services, (b) assuring the content and capability of the service, (c) identifying the relationship of the planned service to existing services, (d) identifying resource needs, and (e) establishing the cost for the planned service and potential options for funding. Vocational rehabilitation counselors are a primary ally in documenting the need for Supported Employment services.

#### The Job Training Partnership Act (JTPA)

In many communities, JTPA funds are a legitimate option to pursue for funding the transitional phase. JTPA funds appear to be most accessible where (1) there is a high unemployment rate and (2) JTPA funds are available on competitive review process. The authority given to the local community in the JTPA program to determine needed services allows a great deal of flexibility in addressing staffing costs and potential costs for other services such as transportation. Multiagency efforts with concrete community support and a specific competitive employment emphasis are

usually good candidates for JTPA funding. Because of the production requirements that are a part of the JTPA program, these funds are utilized most effectively in a Supported Employment program where joint funding is available to allow persons who require a longer intervention period to achieve job stabilization to participate. The JTPA program is guided locally by Private Industry Councils which go through a formal planning process to identify employment services needs. Attention to this planning process by persons interested in Supported Employment services can increase the chances of funding through JTPA.

### Cooperative Programming

Multiple sources of funding and services can be brought together cooperatively to implement a Supported Employment program. For example, a combination of the vocational rehabilitation agency, local or state developmental disabilities programs, and community service providers can provide the basis for funding and service provision. The potential cooperating agencies/programs do include the public schools and work-oriented facilities. The populations effectively served in a Supported Employment program are in most cases the responsibility of multiple agencies. For example, these agencies can work together cooperatively to structure an employment service program which places an emphasis on preparation for work (public education), transitioning into employment (vocational rehabilitation), and job maintenance (Community Mental Retardation Services). Several states currently have Vocational Rehabilitation, Developmental Disabilities, and other agencies joining together to fund parts of a single Supported Employment program.

### Funding Options for the Ongoing Support Phase

The vocational rehabilitation agency during the initial or transitional phase of the Supported Employment program may be the primary coordinator of employment oriented services. Its interest and responsibility for the provision, management, and funding of these transitional services follow directly from this service coordination role. Once the recipient of services completes a transitional phase and the vocational rehabilitation agency completes the case closure which is a part of its case management system, the responsibility for funding and coordinating the ongoing support services shifts to a different component of the service system.



## Reinvestment of Existing Resources

A part of the credibility of Supported Employment options must come from cost effectiveness in achieving consumer outcomes. A major incentive to develop Supported Employment options is the economic impact resulting from these approaches as compared to long-term sheltered employment or other prevalent service models. With the exception of state or local special appropriations specific to generating new resources to be used for ongoing support, the primary funding resource at present for the ongoing support phase is redirection of state and local dollars which have traditionally gone to support public subsidy of sheltered employment, work-oriented activity centers, and non-work oriented activity programs.

## Funding Continuity: Initial and Ongoing Services

Funding of the ongoing support phase is most effective when it enables continuation of the relationship established during the transitional phase. For example, options for establishing a pool of job coaches are fee-for-services, direct staffing, or contract funding. Service consistency will result from the job coach(es) who establish a relationship with the worker, the family, and the employer during the transitional phase maintaining that relationship during the ongoing support phase.

If the funding agency for the ongoing support phase will not provide the fee, staffing, or contract base to support the job coaches at the time of case closure by vocational rehabilitation, it will probably necessitate termination of the job coaches relationship with the worker. The funding agency for ongoing support might attempt to provide the needed job maintenance services through use of a case manager or other staff who are assigned follow-up responsibilities as additional duties. This approach is not consistent with the basic commitment of the Supported Employment model to the availability of intensive ongoing support services, and effective job maintenance services will be most difficult to provide.

## An Example of Need for Flexibility in Funding

Providing support staff or job coaches to individuals placed in competitive employment environments provides one example of the need for flexibility in funding and an approach for funding based on type of services received by participants. During the implementation phase of a Supported Employment program, primary emphasis will be placed on participants' obtaining skills and stabilizing their performances in employment. The agency with primary responsibility for the

transitional phase would have primary staffing/funding responsibility. For example, out of the hours available to a pool of four job coaches, possibly about 80 percent of their time would be spent in transitional services during the first six months of the program. The agency responsible for the transitional services would bear the primary financial burden during this first six months. However, as the program continues, the number of participants in the transitional phase can be controlled to remain constant; participants in the ongoing support phase would grow as additional persons stabilize in jobs. Correspondingly, the pool of job coaches would have to expand in number, and the proportion of the total cost and amount of funding by the ongoing support agency would increase accordingly. The proportion of total cost of the Supported Employment program to the transitional agency would decrease while its actual funding level would remain relatively constant. A representation of the changes which can take place in the proportionate interagency cost for a program of Supported Employment is as follows:

As the vocational rehabilitation agency stabilizes individuals in integrated employment settings, the follow-along costs for other agencies will expand as the pool of people in these integrated stabilized settings is increased. Proportionately, the vocational rehabilitation agency will be providing less and less of the funds for Supported Employment. For example, as depicted in Table 5 which follows, in the first twelve months, the funding ratio might be 80% VR and 20% from a community service agency or other cooperating long-term service organization.

The second year would be VR 66% and community service cooperative 34%. In the third year, given an estimated two placements per month, and a 65% success rate, the funding ratio would be VR 57% and community service cooperative 43%. This ratio shift trend would continue indefinitely, assuming ongoing movement of persons with severe disabilities from segregated settings into integrated work.

Table 5 depicts this ratio change and estimates persons placed and maintained, based on data from the Employment Services Division of the Virginia Commonwealth University Rehabilitation Research and Training Center. Additionally, an estimated total cost for each agency, is provided, with inflation and cost of living held constant.



TABLE V

YEAR/ % OF TOTAL FUNDING/ # OF PERSONS STABLIZED-FOLLOWED/ AGENCY COST

ESTIMATED INTERAGENCY COOPERATIVE FUNDING LEVELS						
VR				COMMUNITY LONG TERM SERVICES*		
YEAR	% FUNDING	# PERSONS PLACED	COST	% FUNDING	# PERSONS FOLLOWED	COST
1	80	15 - 30	\$80,000	20	14	\$20,000
2	66	15 - 30	80,000	34	28	40,000
3	57	15 - 30	80,000	43	42	60,000
4	50	15 - 30	80,000	50	56	80,000
5	44	15 - 30	80,000	66	70	100,000

\*Any organization that will provide follow along funds can be considered here under "comparable" (e.g., United Way, State Legislative set aside funds, Association for Retarded Citizens, etc.).

Further extrapolation of these figures would indicate that in the fifth year there is a total cost to all agencies of \$180,000. The number of severely disabled consumers stabilized is estimated to be 70. The annual cost after five years per consumer, should these estimates prevail, would be \$2,571.

Options for creating the job coach pool include fee-for-services and staffing contracts. Under fee-for-service, the provider agency would bill based on an established fee for the intervention hours. Intervention hours in the area of transitional services would be billed to the transitional agency; hours involved in ongoing support would be billed accordingly. Under joint staffing contracts, the relative hours projected over the contract period to be spent on each phase would be determined and funding responsibilities for the contract assigned accordingly. There are also other options or variations to arranging for funds for support to the ongoing service phase.

### Implications

The concept of Supported Employment emphasizes on-going services which, for the state-federal rehabilitation program, mandates support from other agencies. This especially true in terms of services that are not time-bound and for funding of these services. Without question, rehabilitation will play a major role in providing services to the small segment of the handicapped population that will benefit from but at some point, in keeping with Supported Employment; regulations and guidelines, others must assume the support role. With implementation of Supported Employment services that extend beyond a time bound period, fees, contracts, grants, redirections of funds and other methods will need to be explored in collaboration with rehabilitation.

The placement of this clientele into regular industry or business will demand the expertise of rehabilitation personnel. Consultations and assistance to employers will not be a change, but the development of job opportunities, job training sites, and long-term services will call for change. Demands for better relationships between the private and public sector will require much additional time by rehabilitation staff. Enhancing employability will be a major task of rehabilitation.

From all indications, Special Education, Developmental Disabilities and Rehabilitation must be the leaders in Supported Employment. Implied also is that program funds will primarily come from these three areas. Agencies will be aware that, although difficulties will arise in the transitional phase, severe problems will develop in the on-going phase unless efficient plans have been made that anticipate the problems.



# **Utilization of the Document**

**CHAPTER  
Nine**

## Chapter IX

TITLE: Utilization of the Document

- OBJECTIVES:
1. To present guidelines for the development of training programs for rehabilitation personnel and others interested in the emerging programs of Supported Employment.
  2. To address administrative issues and concerns on Supported Employment emphasizing the topics of program models, roles and responsibilities, program benefits, rationale, development and implementation.
  3. To identify resources that may be used by staff development personnel and other rehabilitation trainers to increase the impact of Supported Employment programs.

### SUMMARY:

This manual has been written as a basic introduction to Supported Employment programs for rehabilitation agencies and other organizations concerned with this issue. It is not meant to be an all-inclusive document on the subject of Supported Employment and as a result will hopefully be viewed as a beginning document on which additional research and studies will be based.

Supported Employment is only one of many new developments in vocational rehabilitation. With these new priorities the need for effective in-service training is evident by all rehabilitation personnel. Agencies, if they are to maintain pace and keep abreast of new or changing priorities/initiatives must view training as an investment in its people which is its most valuable resource.

The impact of Supported Employment has been described in this study. Without question this program will affect rehabilitation personnel at all levels now and in the future. If Supported Employment is to become a vital and fundamental part of rehabilitation, all personnel must be informed of the concepts, provisions and rationale. Because of its far reaching implications, not only for rehabilitation but other agencies, it is apparent that staff from these organizations must be involved in the training process. Joint training of staff from all involved agencies will benefit all parties.

The training module that is described is designed to assist directors of training to develop an initial orientation seminar for rehabilitation and other personnel considering the implementation of a Supported Employment program.

#### DISCUSSION:

##### Training Module

Readers have been given an overview and rationale for Supported Employment programs in the preceding sections of this document. They are well aware of the historical and legislative history of Supported Employment, theories on how people learn, and the economic benefits of these programs. Provided in this chapter is a training module designed for practitioners in state vocational rehabilitation agencies, mental health centers, developmental disabilities programs, and other programs where Supported Employment holds promise. The module is designed to be presented over a two day period, and is intended only as an overview and orientation to Supported Employment. The format of the training seminar closely follows the document with the publication as the primary training aid throughout the session. Providing trainees with this material several weeks prior to the training session allows them to become familiar with its content before they arrive for the session. Trainers will be able to move into critical issues more quickly when participants have a basic understanding of the subject, and the chances of developing plans for a Supported Employment program in a given community increase when this occurs.

Given the nature of the issues surrounding Supported Employment, it may be necessary to consider the development of other training programs for additional staff within a state VR agency. For example, one cannot deny that there may be some who feel that traditional vocational rehabilitation agencies should not be involved in any type of program that does not lead to "full time non-subsidized" employment. These individuals may be the same who questioned the involvement of vocational rehabilitation in other new initiatives such as independent living rehabilitation programs in the late seventies. Others may question involvement in any new program that may drain resources already so limited as to preclude rehabilitation services for all eligible people who could return to employment without ongoing support.

Staff development directors may find that an approach used years ago in the orientation programs addressing independent living rehabilitation will work once again. In fact, using the ILR story as an example of what can happen when VR is involved in a new effort may be a good idea. VR is stronger than ever, and its involvement in independent living

rehabilitation programs has increase its presence within the community, has opened new avenues of referrals, and has developed yet another service provider within the rehabilitation community to help in the rehabilitation of persons who are severely handicapped into substantial employment.

There is little doubt that many training programs will be developed in the area of Supported Employment in the coming years. Plans are already under development for national and regional short-term training programs; seminars are being considered by the Regional Rehabilitation Continuing Education Programs (RRCEP's); and graduate programs in rehabilitation counseling are assisting in the development of materials. The initial pilot projects funded in 1985 will be generating new ideas and better ways to offer services, as well as an increased awareness on the part of employers of the benefits of employing individuals who are severely handicapped but who have a support system to help them. These efforts will provide additional solutions that are now beyond the scope of this study. As a result of future developments, IRI studies to come will undoubtedly address these yet to be identified components and issues of this approach in rehabilitation.

SUPPORTED EMPLOYMENT TRAINING MODULE

<u>Content</u>	<u>Outcome</u>	<u>Methods and Materials</u>	<u>Trainers</u>	<u>Evaluation</u>
Introduction Welcome	Participants are given the goals of the seminar and are told why they were asked to attend	Registration forms, IRI document, Lecture	Director of Training, District Training Coordinator	Pre-test Rating Scale
Overview of Supported Employment	Participants will be given an historical & legislative overview of supported employment	IRI document Slide/tape Handouts	Project Director of a supported employment	Pre/Post test
Rationale for Supported Employment Programs	Participants will be given an overview of how people learn, the economic benefits of supported employment	IRI document Handouts	SE Project Director, Director of Training	Pre/Post test
Incorporation	Participants will understand the critical elements needed to plan a good supported employment program	IRI document Slide/tape Handouts	SE Project Director, Job Coach, Counselor, Case manager	Pre/Post test
Development	Participants will be given an overview of the processes needed to develop a supported employment program (defining staff functions, analyzing job sites, training supervisors and coaches, drafting liaison functions)	IRI document Handouts	SE Project Director	Pre/Post test



## SUPPORTED EMPLOYMENT

### A Tentative Agenda

#### First Day

- 8:30 - 9:00 Introductions and Orientation
- 9:00 - 10:00 Pre-test, Purpose and Objectives of Seminar
- 10:00 - 10:20 Break and Informal Discussion
- 10:20 - 12:00 Overview of Supported Employment  
Historical, Legislative  
Philosophy  
Nature and Benefits
- 12:00 - 1:15 Lunch
- 1:15 - 2:30 Rationale for Supported Employment Programs  
Educational - How People Learn  
Economic - A Better Return on our Investment  
Integration
- 2:30 - 2:50 Break and Informal Discussion
- 2:50 - 4:30 Rational for Supported Employment Program,  
continued

#### Second Day

- 8:30 - 9:50 Incorporation  
Critical Elements  
Needed Resources  
Services  
Labor Policies  
Economics
- 9:50 - 10:10 Break and Informal Discussion
- 10:10 - 11:45 Incorporation  
Working Models
- 11:45 - 1:15 Lunch
- 1:15 - 4:00 Development of a Support Employment Program  
Defining staff functions  
Analyzing job sites  
Training supervisors, coaches  
Drafting liaison functions

# Appendices

## APPENDIX A

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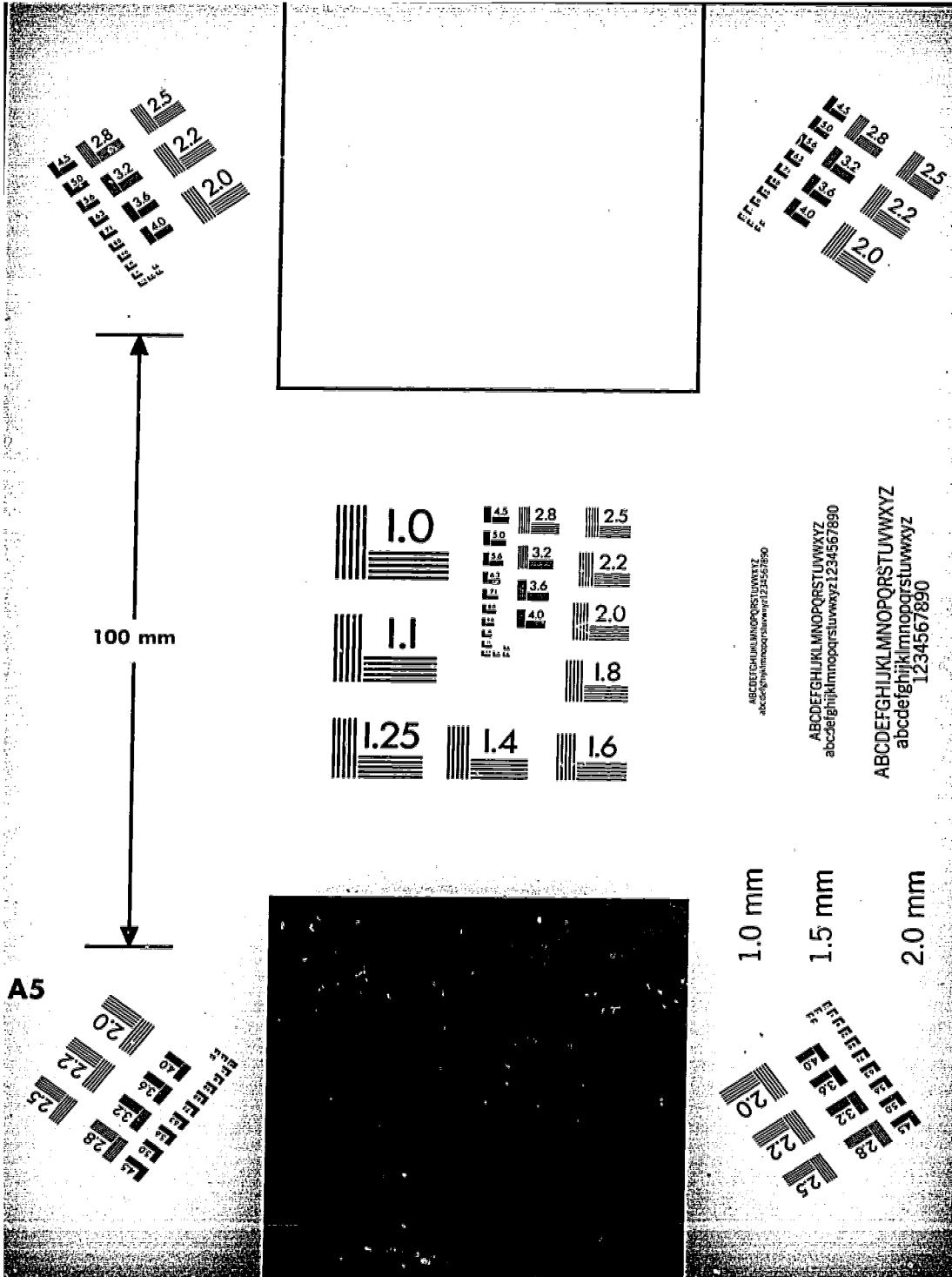
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