# Preparation

# of mentally retarded youth for gainful employment

*A Study Sponsored Jointly by the U. S. Office of Education, the U. S. Office of Vocational Rehabilitation, and the Project on Technical Planning of the American Association on Mental Deficiency.*


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# Contents

# Foreword

AMONG THE MANY NEEDS of the mentally retarded, preparation for employment and economic self-sufficiency appears as one of the most important, from the point of view both of the individual and of society. In assisting the individual to become a self-sustaining member of his community, society discharges a basic obligation it has to all its members. At the same time, society benefits by transforming a potential economic liability into an economic asset. The present publication is intended as a contribution toward the attainment of these important objectives.

Recognizing from the beginning that the accomplishment of this purpose may involve the efforts of many groups and individuals, the project here presented was conducted jointly by the Office of Vocational Rehabilitation and the Office of Education of the U.S. Department of Health, Education, and Welfare, and the American Association on Mental Deficiency through its Project on Technical Planning in Mental Retardation. Contributing to it also, in ways to be more specifically acknowledged later, were many individuals and agencies representing State and local, public and private resources. The three sponsoring agencies are especially happy to acknowledge both the spirit of cooperation and the specific contributions made by all those who assisted in this venture.


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# Acknowledgments

THE STUDY which led to this report was a truly cooperative venture, both with respect to the sponsoring agencies and the many agencies and individuals who gave so generously of their time and energy to it. Special acknowledgments are due, however, to the National Association of State Directors of Special Education and the State Directors of Vocational Rehabilitation for their wholehearted cooperation in the provision of status data and in the identification of localities where special efforts are being put forth on the problem of preparing retarded youth for employment. Special acknowledgment is due, too, to the Council of Administrators of Special Education in Local School Systems through whose facilities the requests for reports on local school programs were processed. The sponsoring agencies wish to thank also the many schools and rehabilitation agencies which responded to the requests for program descriptions. Contributions of conferees, listed on pages 3 and 4, were invaluable. To the authors of the program descriptions included in section II of this publication grateful acknowledgment is also made. The Project on Technical Planning of the American Association on Mental Deficiency receives support from the National Institute of Mental Health. Grateful acknowledgment is also made to Evelyn Murray and Arthur Korn of the U.S. Department of Labor. Miss Murray read the entire manuscript, and Mr. Korn contributed helpful suggestions regarding employment practices.

Special recognition is given by all participants to the outstanding contributions of the late Donald H. Dabelstein who worked tirelessly and effectively on behalf of the mentally retarded people of this Nation.

# Introduction

THE EARLY EXPANSION of public school programs for the "educable" mentally retarded benefited largely children of the elementary school age levels. The major expansion of school programs for those in the older age groups, however, has taken place more recently, and the types of program which best meet their needs are less well understood.

As programs for the education of retarded youth developed, the need for more emphasis on preparation for employment became increasingly apparent. Fortunately, a number of communities are now exploring the possibilities for a well-rounded and balanced program for teen-age retarded youth.

Public schools are finding that an educational program which serves as effective preparation for, and as an adequate transition to employment, may involve activities which have often been considered to be beyond the usual scope of school responsibility. Communities are finding that the task of preparing the mentally retarded for community living and employment provides a unique potential for the development of a program of cooperative action among public school, vocational rehabilitation, and other community agencies. It was for these reasons that the present study was planned.

The general sequence of events in developing the study follows. In the summer of 1957, Mr. Herschel Nisonger, Director of the Project on Technical Planning of the American Association on Mental Deficiency (AAMD), made the original proposal for this joint project. Pursuant to this, arrangements were made for a preliminary planning conference between representatives of the Project, the Office of Vocational Rehabilitation, and the Office of Education.

During the planning conference several decisions were made. It was agreed that:

1. This should be a joint project of the three agencies.
2. The present study should not attempt to cover all aspects of the

school curriculum, but should be confined to those aspects which deal with preparation for gainful employment.

3. The study should be confined to the upper range or educable mentally retarded youth, since it was felt that the problem of the more severely retarded was sufficiently specialized to require separate study.

4. As a first step, the Office of Vocational Rehabilitation and the Office of Education would attempt, through relationship with State agencies, to identify a group of communities which had developed programs that might be helpful for purposes of study and illustration.

5. A conference of national leaders in the field should be called to discuss the problems and to work toward recommendations.

Through the cooperation of State Directors of Vocational Rehabilitation and the National Association of State Directors of Special Education, the status data on pages 7-8 and a substantial list of local communities which had developed or were developing such programs were obtained. Through the Council of Administrators of Special Education in Local School Systems and the State Directors of Vocational Rehabilitation, invitations were issued to the schools and communities listed as having programs to submit reports or statements.

Although the general response was excellent, many of the cities reported their programs as being too much in the formative stage to justify a full report. The reports finally included were selected on the basis of (1) geographical distribution, (2) range in size of school systems, (3) length of time program had been in operation, and (4) uniqueness of the contribution.

As a second step, the three cooperating agencies invited approximately equal numbers of persons to a conference, which was held at Columbus, Ohio, March 6–7, 1958, with the AAMD Project Staff as host.

On the agenda of the conference were such basic questions as:

1. What kinds and pattern of programs should and can public schools provide in relation to preparation of mentally retarded youth for employment?

2. What kinds and pattern of services can vocational rehabilitation agencies provide in relation to a program for the habilitation of mentally retarded adolescents?

3. How can the community assist the public schools and rehabilitation agencies?

4. What are the philosophies and objectives underlying training programs directed toward these objections?

Other basic questions considered dealt with what essential skills a mentally retarded person must have if he is to adjust adequately in the community, what the impact of automation could be on the

employment situation of the retarded, and what some of the key research needs are at the present time.

The conference discussed these and other related problems in an effort to bring out as much consensus as possible. The entire discussion was stenotyped and then reduced to a working draft.

As agreed in advance, this report is arbitrarily restricted to those features of the total educational program directed toward preparation of the retarded for employment. It is to be understood that this is only *one* of the major objectives of an educational program for retarded students; a full program would include the whole area of life adjustment. In reality, one must always be concerned with the total needs of the student and the total program designed to meet those needs.

The report is further limited to a discussion of programs for those mentally retarded adolescents, sometimes called the educables, whose behavioral and physical abilities are sufficient to indicate a potential for ultimate successful *adjustment* in *competitive employment.* This eliminates from consideration those retarded who may be capable of partial self-support in a protective situation, such as a sheltered workshop, or those retarded incapable of productive work but who nonetheless require a program geared to their needs. Although programs for the latter group are essential and important and the problems perhaps even more perplexing, it appeared best to reserve these for consideration at another time.[1]

This report does not set forth a rigid pattern for the organization of services for preparing the mentally retarded for employment. To do so would be hazardous in view of the primitive state of knowledge in this area, the great local variations in available resources, and rapidly changing economic and social conditions. It covers rather some general principles to be considered and problems which must be resolved in developing a program. It is concerned, too, with some of the practical attempts which have been made to achieve successful results.

The lines of evidence presented here would suggest that: (1) Preparation of the mentally retarded for successful social and vocational adjustment is a task which begins relatively early in the child's life and which may eventually demand utilization of many community resources if the best results are to be achieved;

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[1] Some recent materials on Sheltered Workshops, including a survey of present status, a bibliography and suggested guidelines for procedures, are available from the National Association for Retarded Children, 99 University Place, New York 3, N. Y.

(2) public schools and public vocational rehabilitation agencies have a mandate to provide leadership in the vocational training of the retarded; and (3) each has the further responsibility of working together to develop the coordinated efforts essential to the achievement of maximum economic and social productivity of the mentally retarded.

Section I of this publication includes a general presentation from the public school point of view by Mr. W. Kuhn Barnett, a general presentation from the rehabilitation point of view by Dr. Salvatore DiMichael, and the summary of the conference by Dr. Herbert Goldstein and Dr. Rick Heber. Section II contains summary descriptions of several actual programs now in operation, by authors as indicated therein.

# SECTION I

## Report of the Conference

# List of Conferees

## Columbus, Ohio, March 6-7, 1958

Chairman—HERSCHEL W. NISONGER
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LEONARD J. DUHL, Psychiatrist,
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MICHAEL GALAZAN, Executive Director,
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Washington, D.C.

# Public School Responsibilities For the Mentally Retarded

W. Kuhn Barnett

THE UPSURGE of interest which has taken place within the past decade relative to school services for mentally retarded children has resulted in a marked expansion of school facilities. More parents than formerly are now willing to accept the fact that they are parents of mentally retarded children. There are many more school programs for mentally retarded children today than there were 10 years ago, and each year witnesses a decided increase in the number of special classes. Public approval of these classes has brought substantial increases in appropriations for special education at the State and local level. There is an awakened interest on the part of school administrators and teachers in meeting the needs of all children with handicapping conditions.

Recently, much emphasis has been placed on higher standards for teachers. A great contribution was made by the U.S. Office of Education in its study of the competencies of teachers in the various areas of special education, including the mentally retarded.[1] Certification standards have been raised in most states for teachers of the mentally retarded, and scholarships are available for selected students desiring to prepare themselves to teach in this area.[2]

Another advance can be noted in that schools now exercise greater care in screening pupils for enrollment in special classes. More reliance is placed upon disciplines outside of education. Use is being made of the physician, the psychologist, and the social worker. Class sizes are controlled, with enrollments limited to realistic numbers.

Much is being done in the area of curriculum development. If

[1] Mackie, Romaine P., Williams, Harold M. and Dunn, Lloyd M. *Teachers of Children Who Are Mentally Retarded*, Washington, U.S. Government Printing Office, 1954. (Office of Education, Bulletin 1954, No. 13)

[2] Mackie, Romaine P., and Dunn, Lloyd M. *State Certification Requirements for Teaching Exceptional Children*. Washington, U.S. Government Printing Office, 1954. (Office of Education Bulletin 1954, No. 1)

we examine the curriculums of the various States, it will be found that three emphases predominate: (1) Academic work within the limitations of the mentally retarded; (2) the overall development of the child; and (3) prevocational training. In addition, interest in research and evaluation of school procedures is being stimulated.

A planned special education program for moderately retarded children includes 12 years of school experience. It provides for the kind of practical training and education that will keep children in school and prepare them for their role as contributing citizens. The objectives and goals of such a program are to encourage the achievement and mastery of academic skills commensurate with the child's mental capacity. Emphasis is placed on the communicative skills, pretraining in occupational skills which enable the child to get and hold a job, and development of personality traits which will assist the child to grow into an acceptable and contributing member of his community.

In order to realize these objectives, a 12-year program is usually organized in four age groupings, primary, intermediate, junior high, and secondary. Progression from one group to the next is based on chronological age and achievement according to ability.

In the junior high age group, school experiences are related to vocational interests and to the need for information concerning jobs. Knowledge as to the nature of probable work opportunities is emphasized.

At the age of about 16, children are encouraged to enter the last phase of the educational experience, the so-called senior high age group. This advancement is based on the assumption that they are now ready for a work-school type of program. At this level, school and employer plan together with each child who works part time and attends school part time. The classroom activities are closely related to the work experience. Such things as filling out application forms, applying for work permits, and personal conduct during interviews with employers receive attention.

As we view the picture today, one is reminded of a cycle that takes place in industry. We constantly see new products placed on the market, other products improved, and new models manufactured. When these changes occur, industries take time out for retooling. Usually plants are shut down, new machines are installed, and personnel retrained. After this is accomplished, production is resumed under improved conditions.

During the past decade, the schools have been "retooling" to meet the needs of mentally retarded children. This has necessitated the preparation of new facilities, new ways of doing things, and training of personnel. Just now, we are not in a position to judge our product. It will be necessary for us to wait some 5 years or more to determine the results of new developments occurring in the schools of America.

In order to secure current information as to what is being done in the public schools toward assisting older mentally retarded youth into employment, a survey was made of the States in which special education personnel is employed at the State level.[1] A survey form was sent to 44 States and the District of Columbia; 35 replies were received. This represents a response of 77.7 percent.

The schools, in the States reporting, operated 8,712 classes for educable mentally retarded children with an enrollment of 137,637 pupils. In addition, they had 951 classes for trainable retarded children with an enrollment of 9,506 pupils. A number of factors are considered in screening children for admission to classes. Nineteen States reported that teacher judgment, medical findings and psychological evaluations are combined in selecting children for school placement; the psychological findings were the major factor in 17 of the States reporting. The final decision as to appropriate placement of pupils is made by a screening committee in 26 States.

It was found that most of the States admit children as early as 6 years of age with mental ages varying from 2 to 4 years. In 23 States mentally retarded children are permitted to remain in special classes until they reach 21 years of age. Nearly all permit mentally retarded children to continue in school until they are 17.

An inquiry was made as to the acceptance of responsibility on the part of the school for guiding or placing in employment older mentally retarded youth. There were 28 States which indicated that the schools are accepting this responsibility to some extent. Of those reporting, 29 States anticipate that more will be attempted in job placement than is being done at present.

Reports on the limitations encountered by the schools in their efforts to aid selected mentally retarded youth in preparing for, or in securing, employment were distributed as follows: work permits, 12; curricular restrictions, 8; legality of work-school

[1] This survey was conducted by the National Association of State Directors of Special Education, and the data given in these paragraphs are from the survey, February 1958.

programs, 9; parental attitudes, 12; employer resistance, 18; nonacceptance by a vocational rehabilitation agency, 11. Twenty-seven of the States report that orientation of pupils for entry into employment is included in the curriculum of special classes.

There were differences of opinion as to who should administer the school activities related to a work-school program for older mentally retarded youth. With some overlapping, the responses were: secondary school principal, 12; local director of special education, 19; special counselor, 7; other, 10.

In response to a question as to adjustments, other than curriculum, which should be made in the school program for mentally retarded youth, six items were highly favored; namely, more use of school guidance facilities, additional shop survey courses, opportunities for work experience under school supervision, assistance in job finding, systematic referral to the vocational rehabilitation agency, and counselors brought in from outside the school.

Finally, there were 24 affirmative answers to the question, "Should the school assume responsibility for follow-up on employment of older mentally retarded youth?" There were four negative answers and seven that were indefinite.

Some pertinent findings of the survey are:

1. Percentage of States which use mental age in class placement, 40.
2. Percentage of States using a combination of screening procedures, 54.2.
3. Percentage of States which permit mentally retarded youth to remain in school to age 21, 65.7.
4. Percentage of States giving some "guidance" for placing youth in employment, 80.
5. Percentage of States which anticipate that more will be attempted than is now being done toward school-work program, 82.8.
6. Percentage of States reporting some curriculum provision for employment orientation, 80.

From a study of the various State school programs, the impression is gained that there are certain trends in the education of adolescent mentally retarded children which should serve to facilitate adjustment in jobs. Some of the apparent trends are:

1. Greater emphasis on well-planned 12-year school programs for educable mentally retarded children.
2. Retention of pupils in special classes until they are ready according to age and training to enter employment.
3. A notable increase in the consultative services available to local school units from the U.S. Office of Education and from State departments of education.

4. Greater use of the disciplines of medicine and psychology in selecting pupils for class placement, both initially and for periodic advancement.
5. An awareness on the part of teachers of the inseparable relationship that should exist between classroom activities and their pupils' adjustment in the community.
6. More emphasis in the curriculum on how to get along with people, acceptance of civic responsibility, earning a living, homemaking, patriotism, and spiritual values.
7. More intelligent use by teachers of services which may be provided by the programs of distributive education, diversified occupations, vocational rehabilitation, and volunteer agencies.

Although great progress has been made in meeting the school needs of mentally retarded children, much remains to be done and there are certain issues which should claim the attention of school personnel. A few are being presented in the form of questions with the hope that they may be worthy of our consideration:

1. What services should the States expect to receive from the U.S. Office of Education?
2. What assistance should local school units expect to receive from State departments of education?
3. What should be the sources of support for special education?
4. Should research on the education of mentally retarded children be done by local school units or left entirely to universities, State school systems, or Federal agencies?
5. At what place in the school program of mentally retarded children should vocational guidance be initiated?
6. How much prevocational training should be included in the school curriculum?
7. Should the schools make provision for school-work programs?
8. Should the schools make direct job placement?
9. When should the vocational rehabilitation counselor become an active participant in the planning of a vocational objective for the mentally retarded child?
10. What services should the school expect from vocational rehabilitation and what should vocational rehabilitation expect from the school?
11. What can be done to insure effective liaison between vocational rehabilitation and the schools at both State and local levels?

**The "American Way" is to provide adequate school facilities for all children at public expense. If we accept this philosophy, the mentally retarded child is entitled to those school experiences that will enable him to adjust to life in his community and to become a contributing member of society.**

# Vocational Rehabilitation and the Mentally Retarded: a Statement of Issues

Salvatore G. DiMichael

ALTHOUGH the mentally retarded have been with us as long as civilization itself, the development of a community program for them is one of recent times. The program of special education had its beginning just before the turn of the century, about 60 years ago. With the enactment of Public Law 113, in 1943, the mentally retarded became eligible for vocational rehabilitation services on the same basis as other disabled persons. The inception of the National Association for Retarded Children in 1950, just 8 years ago, signaled a movement of parents and citizens who were resolved to form a private national group to further the welfare of the retarded, their families, and friends. Within this relatively brief period of time, real progress has been made. Nevertheless, a meeting such as ours signifies a healthy attitude of constructive dissatisfaction with the current level and quality of efforts to meet the complex needs of the retarded.

## Current Status of Rehabilitation Efforts for the Retarded

Before launching into the issues now before us and to be resolved in order to clear pathways for substantial further progress, it may be well to present a thumbnail sketch of the current status of vocational rehabilitation in dealing with the mentally retarded. The brief summary will make a good backdrop by which to understand better the major issues confronting us.

Since 1943 there has been a constant, gradual growth in serving the retarded. For example, in the years 1945–50 inclusive, a total of 2,091 mentally retarded individuals were rehabilitated into gainful employment. In the years 1951–56 inclusive, a total of 3,628 such persons were rehabilitated. In 1957, State vocational rehabilitation agencies prepared and placed into gainful employment 1,094 retarded persons. It is anticipated that 1,250

will be rehabilitated during 1958, probably at a cost of about $1 million of State and Federal funds.

The Vocational Rehabilitation Amendments of 1954 added important weapons to the resources of the total program, not only in additional money for services, but for extension and improvement projects, expansion projects, long and short-term training programs, and for the powerful potentials of demonstration and research. For example, during 1958, there are four extension and improvement projects providing specialized services solely to the mentally retarded at a total cost of about $100,000; and special training programs for vocational rehabilitation workers dealing with methods and techniques for the retarded will amount to $9,000 in Federal money (and do not take into account the training efforts of the State agencies.) During the 1957 fiscal year, the special "Expansion" projects, now terminated by law, made it possible to establish or expand 33 sheltered workshops and service projects for the retarded, and an additional 11 projects for the mentally retarded and cerebral palsied at a total cost of about $250,000. In the area of research, two major sheltered workshop projects are in operation at a cost of $113,500, and 10 selected demonstration projects are being conducted at a cost of $280,000. In overall financial terms, the U.S. Office of Vocational Rehabilitation, in 1958, is spending $1,079,500 exclusively for the mentally retarded, while the State agencies are spending an additional $450,000. These figures refer to exclusive efforts for the retarded. The rehabilitation of the physically handicapped and emotionally disturbed undoubtedly includes some persons with a secondary disability of mental retardation, but to mention all activities helpful to the mentally retarded would take us far afield.

## Statement of Issues Involving Education and Vocational Rehabilitation

The Vocational Rehabilitation program is made up of many services, each of which could be explored for issues dealing with the retarded. These services include:

1. Individual evaluation with medical, psychological, and social-vocational assessments.
2. Medical care and hospitalization.
3. Artificial appliances with training to use them.
4. Personal adjustment, prevocational and vocational training.

5. Provision of maintenance during rehabilitation, including transportation costs.
6. Occupational tools and equipment.
7. Selective placement and follow-up in employment.
8. Counseling throughout the process.

The counseling services, including counseling of the family as it relates to the individual's rehabilitation plan, are the underlying foundation for the total program. We may note that counseling adds many complex dimensions to rehabilitation work by virtue of its role in the overall team effort. As a result, the counselor has sustained contacts with school counselors, teachers, physicians, psychologists, social workers and employers, as well as with many community agencies such as welfare, public assistance, social security, hospitals, clinics, and private community groups. You may easily understand, then, why I choose to present a statement of issues limited to those which overlap the fields of education and vocational rehabilitation. The chosen scope of issues is appropriate to the composition and plans for this conference.

The fields of education and vocational rehabilitation are fruitful major avenues for the stimulation of progress in work with the retarded for two major reasons. First, mental retardation is a disability which usually appears in childhood, highlighting the importance of education as a program of individual development. Second, the crucial years of early adulthood will set the patterns of adult living, highlighting the importance for vocational rehabilitation to help the retarded make the transition from school to work and adult living. Although the program is called Vocational *Re*habilitation, it believes completely in the significance of Habilitation. The difference in words should present no difference in meaning either to education or vocational rehabilitation.

Although we fully recognize the vast individual difference between the mentally retarded, making it a most heterogeneous group, I would like to propose a classification to serve as a practical guide to the personnel of vocational rehabilitation and education agencies as they work together. The classification guide is based on overall vocational prospects of retarded adolescents:

1. *Directly placeable group* (from school to job).—This is composed of young adults for whom special education proves sufficiently effective as preparation for employment, and who may become employed in competitive jobs directly from school. These persons may be assisted in finding suitable employment by counselors, employment services, family

or friends, and the vocational rehabilitation counselor only in special cases.

2. *Deferred placeable group* (postschool preparation to job).—These are young adults in need of additional services beyond those offered by the school. They need further preparation and assistance, such as prevocational and vocational experiences, physical or psychiatric evaluation, treatment, on-the-job training, counseling, or personal-adjustment training, before they may be placed in competitive employment.

3. *Sheltered employable group.*—These are young adults who are capable of partial self-support in the carefully supervised environment of a sheltered workshop, after preparation services beyond school.

4. *Self-care* (non-self-supporting group).—These include persons who may partially care for themselves in the home and be able to participate in a "social therapy center" but who are not capable of engaging in productive employment even in a sheltered workshop.

As for the *directly placeable group*, there is one major issue; namely, whether vocational rehabilitation should be directly involved in individual cases, and if so, to what extent. I believe that this group is fairly large, and that the efforts of school and Employment Service coupled with efforts of an understanding family and friends, are usually sufficient to reasonably assure vocational adjustment. If so, there should be common agreement among us that, in principle, such young adults, with few exceptions, should not be referred to rehabilitation agencies. In the practical situation, one may show that school counselors are not available, that employment services are ineffective, that evaluation of the person is not satisfactory because of shortcomings in school services. Do these shortcomings force a responsibility upon Vocational Rehabilitation, or should there be a frontal push upon society to see that the agencies with primary obligations are provided with appropriations and personnel to do their job? I deliberately choose to pose this as the only major issue for the directly placeable group because it is of basic, crucial importance to clarification of interagency functions.

Let us turn, then, to the *deferred placeable group*. We already have sufficient experience to know that some retarded young adults are in need of postschool services in order to finally "graduate" into competitive employment. A list of numerous studies give us considerable insight into the characteristics and values of vocational rehabilitation services for the deferred placeables. One important issue before us is whether the vocational evaluation of the adolescent or young adult is the responsibility of vocational rehabilitation, education, or both. Since the school has, or should have, an individual guidance

inventory on each student, the full and complete record should be made available to the rehabilitation counselor. The latter, in fact, might be regarded by the schools as a professional associate so that he has ready access to guidance information. The vocational rehabilitation agency may be responsible for arranging for a medical examination, a psychological assessment, and for making a social-vocational evaluation of the retarded person. Perhaps we may advocate a flexible arrangement from one school district to another whereby the medical and psychological evaluations are obtained by one or the other agency, according to available resources of the school, rehabilitation agency, and community.

Another important issue is the availability of sufficient counselors in each agency. We could assert our convictions that the schools should have full responsibility for the student while he is in school, and that it is the student's right to have a competent and skilled school counselor available to help him gradually formulate a plan for school, out-of-school, and future adult living. Similarly, there should be an ample number of rehabilitation counselors who may serve the retarded in preparing for and assuming their places as productive wage earners and citizens. If there are not enough school and rehabilitation counselors, the community and the responsible administrative group should be informed so that they in turn can obtain the needed support of the boards of education, boards of vocational rehabilitation, and legislatures. Each agency—school or rehabilitation—should bolster the community efforts of the other in this important sphere of action. Then the lack of personnel may be tackled openly and constructively without either agency being defensive or deprecating the other, a situation which would only serve to undercut the overall effort to help the retarded. At the present time, neither education nor vocational rehabilitation is adequately staffed with counselors, and it seems foolhardy to ask either one to make up for the shortcomings of the other.

Is it possible and desirable for us at this conference to delineate the joint responsibilities of school and rehabilitation counselors, who must dovetail their efforts? If we accept the proposition that the school counselor has primary responsibility for the student while he is in school, experience has shown the wisdom of having the rehabilitation counselor actively involved at least 1 or 2 years before the student leaves school. The rehabilitation counselor should be in the position of a consultant to the school and, at times, an ancillary counselor to the student in the formulation of decisions for both in-school and postschool

vocational plans. Thus the student's closing years of school are arranged to make for a smooth transition to the rehabilitation agency and its services, leading to employment and a fuller life. When the individual leaves school, the rehabilitation counselor assumes a primary responsibility, with the school counselor assuming a consultative role. The school must willingly invite and encourage the participation of rehabilitation counselors as professional associates; the rehabilitation agencies cannot force this viewpoint upon them.

Another important group of issues revolves around the delineation of responsibilities of the schools and the rehabilitation agencies in the establishment of vocational training facilities. Some suggestions have arisen because the Vocational Rehabilitation Act of 1954 makes it possible for State rehabilitation agencies and the U.S. Office of Vocational Rehabilitation to make grants-in-aid for vocational training facilities, through *Extension and Improvement* and *Demonstration*. State rehabilitation agencies report that they have received requests from school districts for financial aid in purchasing, for the classroom, vocational training equipment, such as power sewing machines, drill presses, kitchens, agricultural equipment, duplicators, and workbenches. The requests also include applications for funds to renovate classrooms housing such equipment. These requests raise the problem of responsibility to assume the sponsorship and the costs by education, rehabilitation, or other public or private groups.

It seems clear to me that the schools should assume responsibility for education in general and sponsorship and costs for academic and vocational training within the age ranges ordinarily regarded as the "school years." This principle is clearly accepted for "normal" students, and the physically handicapped, but not as yet for the mentally retarded. In the zeal to help the mentally retarded, is it fair to ask the rehabilitation agencies to assume costs not expected of it for physically handicapped students? Should not the schools provide general education and vocational training for the retarded at least up to 17 or 18 years of age, or the equivalent in years of a full high school program for students of normal intelligence? These issues are closely related to the establishment and administration of sheltered workshops, to be mentioned more explicitly later.

Another nest of issues of pressing importance is involved in the current work-study programs which seem to be gaining proponents among educators. The central idea in such programs

is to have students devote half time to school work, and half time on a paying job. Several variations of this general idea are being practiced around the country. The programs assume that retarded adolescents have little or no more to gain from school, that experience on a job is a better form of training for adult living than *any* curriculum the school has to offer, or could possibly devise. I personally feel that a strange, unexplained contradiction exists in some communities where certain educators are pressuring normal students to stay in school, while, at the same time, these same educators are convinced that school is not the best place for the retarded adolescents. The problem is compounded by the fact that the retarded admittedly possess less personal, social, and intellectual maturity than the normal. Despite this fact, the young retarded are encouraged to take jobs where there is far less supervision than the schools can offer. One of our vocational rehabilitation agencies reported recently that there is a "scarcity of employers willing to take the immature retarded," and yet the same agency is participating in a work-study plan with a spirit of real hope. You may agree with me that developments in work-study programs bear close objective scrutiny. We probably will become better aware of its values for some students and its disadvantages for others.

Our limitations of time make it advisable to turn our attention to major issues related to the third group; namely, adolescents and young adults with potential for partial self-support in productive employment in a sheltered workshop. As educators may view this group in school, it will be made up of (a) educable students with no prospects for competitive employment because of emotional maladjustment, lack of "common-sense intelligence," severe social-familial problems, or accompanying physical disabilities; and (b) more promising "trainable" students with ability for routine independent travel, good social adjustment, and more favorable family conditions.

The establishment of sheltered workshops for the retarded has had a major impact on rehabilitation, due to the availability of financial assistance under the Vocational Rehabilitation Act and the appearance of parent-sponsored community groups for the retarded. However, the impact derives its force from the promising values of such workshops, and not from the large numbers established. The MacDonald Workshop in Florida made a study of the potential retarded population which could profit from the short-term personal adjustment and vocational training, and/or the long-term services of a workshop. The study

estimates that about 10 percent of retarded young adults could benefit from such a facility, or a projected guess of about 100,000 persons over the country. Yet, it is likely that less than 2,000 retarded persons now have such an opportunity. The establishment of a training center and workshop is a most expensive undertaking and its continuing operating expense is such as to demand considerable philanthropic funds from the community. As compared to the cost of institutionalization, however, the workshop seems to require less community money to serve the retarded, although we must hasten to add that the humanitarian aspects must demand a heavy stake in the overall evaluation of values. As yet, the best administrative and training arrangements for a sheltered workshop are in the early experimental stages of being formulated. Nevertheless, their promise is great and it behooves us to think about drawing up realistic plans to increase their number in substantial measure.

The appearance of the training center and sheltered workshop is one which affects education as well as rehabilitation. It is obvious to me that no clear set of principles and practices can as yet be discerned with respect to the school's handling of "sheltered employable" students. However, the rapid appearance of sheltered workshops has forced new issues into the open and they must be enjoined. For example, should sheltered employable students be taken out of school at age 14, 15, or 16 and sent to the workshops for training? Should the schools advocate a combined school and sheltered work program for sheltered employables? What are the responsibilities for administrative and financial sponsorship of vocational training of sheltered employable students from 14 to 18 years of age? Should the schools be obliged to furnish such vocational training facilities, or is it a responsibility for vocational rehabilitation, or both?

Several school districts and private organizations have applied to the U.S. Office of Vocational Rehabilitation and to State rehabilitation agencies for financial aid in establishing training center and sheltered workshops for retarded persons of 14–18 years of age. Is it an appropriate function for vocational rehabilitation to assume? Should such workshops serve adults over 18? Is it appropriate for State rehabilitation agencies to pay training costs for retarded adolescents from 14 to 17 years of age?

I have purposely left a most important area of work almost to the close of my paper, since it cuts across all groups of the retarded and has such a deep effect upon the quality and

completeness of education and rehabilitation—I refer to the family of the retarded, and its consideration in our total efforts. If the adjustment of normal children so vitally depends upon the understanding guidance of the parents, the fate of retarded children and adults does so to an even greater extent. Rehabilitation counselors have found it necessary to devote far more time in counseling with family members of the retarded than with many of the physically handicapped. Retarded clients with promising possibilities become hopeless or unfeasible of rehabilitation when the family acts as a drag rather than a strength in making vocational plans. The attitudes of families have become fairly well-fixed by the time the retarded reaches young adulthood. The rehabilitation counselor cannot be expected to drastically refashion the attitudes of family members.

It would seem to us that the education of the parents is as important as the education of retarded students. Preventive counseling must be applied early in the childhood of the retarded, and sustained, and the school counselor must prepare the family for the transition to the rehabilitation counselor. Since the family plays so crucial a role in the adjustment of the retarded, this conference should express the issues and attempt to enunciate principles or guides for effective action. Our experience with retarded clients of sheltered workshops has dramatized in another setting the fact that rehabilitation of the retarded person involves and depends upon rehabilitation of the family.

The fourth grouping of the retarded, namely, the *self-care group*, is of no less importance from the individual and social viewpoint than the others. However, vocational rehabilitation is not directly involved in a program for them, although it is anxious to urge that rehabilitation principles be applied to their care. It is obvious that our four groupings are not mutually exclusive. Individuals may develop beyond expected potentials and shift upward, or they may retrogress and shift downward. The present armamentarium of knowledge and skills in working with the retarded is admittedly limited, and further experience and research in prevention, amelioration, education, and rehabilitation may be expected to prove advantageous.

I should like to close my brief statement of major issues with a thought which ought to enter our deliberations. Our efforts in education and rehabilitation of the mentally retarded involve all of society. We must inform society about the mentally retarded and instill a feeling of brotherly concern for their dignity as individuals. Similarly, public acceptance is the very basis of

financial and moral support for our efforts. We in rehabilitation must especially try to win the enlightened support of employers and employees. The schools must try to win the understanding of the nonhandicapped students who will become the employers and employees of future years. Our deliberations should attempt to set up guidelines for practical action in these important areas, and must encourage the evaluation of experience coupled with research, which will produce a firm foundation for the future.

# Summary of the Conference

**Herbert Goldstein and Rick F. Heber** [1]

THE MAJOR QUESTIONS on the agenda of the conference were outlined in the Introduction on page viii. The present summary is based primarily on the complete stenotyped transcript of the conference proceedings, and has been reviewed by all the participants. There was not sufficient time, of course, for a complete discussion of all points. There were also points on which there was doubt, due to lack of adequate data. In other instances there was not complete agreement. The summary given here includes, on the whole, those statements on which there was substantial agreement.

It was generally agreed that, although there are some excellent examples of community activities in operation, this field is, as a whole, only in its beginning, and that continued study and experimentation along all fronts is the greatest need at present. Another important current need is that of public acceptance and support of communitywide effort on behalf of this group of young people.

Experience seems to show that the successful habilitation of mentally retarded youth into competitive employment and independent living is probably too extensive and complex a task to be carried out effectively by any one agency. It is, rather, a task which may require utilization of total community resources for the achievement of maximum results.

In communities where effective cooperation has not been established among the various agencies, the burden of effort in preparing and placing mentally retarded youth has quite characteristically fallen on one agency—the public schools. In recognition of these considerations, an increasing number of community agencies are augmenting the work of the schools by contributing their specialized services. Chief among these agencies, especially from the point of view of specifically delegated responsibility, is the Vocational Rehabilitation Agency. Together, the school and the rehabilitation agency have a clear legal mandate to carry out this responsibility.

[1] Author listing is alphabetical, both authors assuming equal responsibility in the preparation of this section. Although every effort was made to represent fairly the findings of the conference, the authors assume responsibility for the present statement of the findings.

It is understood, of course, that all activities must function within the structure of existing Federal, State, and local laws regulating the operation of the various agencies as well as laws affecting health, education, and welfare of children and youth. These include such matters as compulsory school attendance laws, provisions regarding work permits, and other labor legislation as well as the regulations under which rehabilitation services may operate.

Within the two basic agencies, it seemed desirable that the personnel actively engaged in services to the retarded have ready access to the community agencies which can be of assistance to them; likewise, that other community agencies should have close lines of communication with the school systems and the rehabilitation agency if they are to contribute to the sum total of services which will adequately meet the needs of mentally retarded youth.

It does not seem possible to set forth here a single blueprint of community organization, since communities vary so greatly in available health, education, welfare, rehabilitation, and other resources. Such groups, however, as public and private employment agencies, business and industrial leaders, civic and fraternal organizations, the parent-teacher organizations specifically interested in the retarded, recreational and religious groups, unions and other employee organizations, public and private health and social agencies, can all be of assistance to the schools and the rehabilitation agency, each in its own particular way.

## PREPARATION FOR JOB PLACEMENT

It was the consensus that preparing retarded youth for job placement is an extensive undertaking both in terms of time and subject matter. Implicitly, preparation begins in the child's preschool years where the family and community can exert a critical influence on his intellectual and personality development. It is during the child's school years, however, that he is introduced to the complex elements involved in socio-occupational adjustment.

### The School Curriculum and Preparation for Employment

Although consideration of the total school curriculum for the retarded did not fall within the scope of the present conference, it

was recognized that the major focus of the school program is on preparation for life in the family and community. Consequently, there are many aspects of the curriculum other than direct work-training and experience which contribute to the student's preparation for occupational adjustment.

Ideally, preparation for social and vocational adjustment continues from the day the child first enters school. Helping the primary level child to understand the "whys and wherefores" of getting to school on time, for example, is a first step in the development of the concept of punctuality as an obligation of an employee to an employer. By continuously interpreting the social implications of school learnings and activities and by adjusting the curriculum as changes in social conditions dictate, the public schools can help set the stage for ultimate placement of the individual into employment.

Throughout the school years, preparation for employment should be considered as one of several major objectives in curriculum building. The Detroit Curriculum Guide, for example, makes it one of four major areas of living. (See page 53.) In practices it is, of course, not possible to keep the activities aimed at these various objectives entirely separate. The area, *Democratic Group Living*, has implications for *Vocational*, and vice versa. Nevertheless, thinking of the vocational as one of a group of major objectives will have the effect of helping to maintain an adequate balance of the curricular offerings of the school. It will also alert the teacher to the possibilities that lie in the interrelation of the various objectives. This still makes it possible to shift the *emphasis* as the child progresses, while retaining the *balance* which is essential.

Research has demonstrated job failure to be as much a function of difficulty in the accessory adjustments to the job as inability to perform the manual skills required by the job itself. Perhaps most important are the student's skills in interpersonal relationships. Special classes at the secondary age level are therefore finding it profitable to include in the curriculum: teaching units on health and safety, social development and adjustment, personal grooming, family living, community living, and occupational information and requirements. The Newark, N. J., curriculum at this level, for example, includes 500 items of personal adjustment training. The integrated secondary school programs being developed by many communities are, in great measure, based on the needs of mentally retarded students for

interpersonal experience with the normal peers who will later become their co-workers and supervisors.

Many schools provide training in the accessory vocational skills through a unit or course which may be entitled occupations, vocations, or employment. An example is one program which includes a unit on employment in which the student learns about the qualities of a good worker, requirements for work permits, how to complete various kinds of employment application; characteristics of various job areas, qualifications required for jobs available in the community, problems and laws regarding wages, what deductions are made from wages and why, responsibilities of both worker and employer, and health and safety factors in employment. In addition, the student is assisted in a self-evaluation of vocational goals and is given practice in job interviewing. Formal classroom instruction is supplemented by role playing, by tours of businesses and industries where students may become employed, and by visits to employment and other relevant community agencies.

In the later years of the student's school career, agencies, such as the Employment Service, more directly in contact with the labor market and the complex problems of employment can contribute materially toward the preparation of the student. It is at this stage that coordinated planning between the school and the rehabilitation agency should be stressed. Other agencies can contribute indirectly by helping to acquaint employers with the availability of this type of employee and by helping to banish from the public mind many of the misconceptions concerning the mentally retarded. Direct contributions can be made when personnel from community agencies meet with students to discuss the range and nature of jobs available to them, by conferring with school personnel to establish an efficient system of screening for employment, and by providing information on current occupational practices for the school curriculum.

## The Role of Counseling in Preparation for Employment

**Counseling is accepted as an integral part of the total program of education and vocational preparation of retarded adolescents. Effective counseling and guidance can occur through both formal and informal contacts with students and thus all persons engaged in the education and habilitation of the mentally retarded have some degree of counseling responsibility.**

*Informal Counseling.*—Informal counseling occurs when the teacher takes advantage of incidental opportunities which arise in relation to classroom activities to assist students in coping with personal, social, academic, or vocational problems. For example, during a unit on occupational information, a student may express an unrealistic vocational aspiration. The teacher, by providing the student with an opportunity to explore a broad range of possible occupational pursuits along with various job requirements is, in reality, engaging in informal counseling.

In most situations at the primary through the intermediate levels, the teacher will be the person of greatest influence in the personal and social development of the child, since he is the one who will develop the most intimate relationship with the student. The teacher is engaged in counseling to the extent that he deliberately promotes growth or works toward desirable modifications in the personal and social development of the child.

The counselor role of the teacher will less often be fulfilled through so-called formalized sessions, than through his sensitivity to the individual personal and social needs of the children and his ability to meet these needs in the classroom situation as they arise. Much of the counseling of the teacher will be of the preventive type, inasmuch as he is in a strategic position to help insure that minor problems do not develop into more serious ones.

The effectiveness of the teacher's counseling, as well as his teaching generally, will depend upon his understanding of the social and cultural ramifications of mental retardation and its impact on personality development. Teachers who have received instruction in personality development will be better equipped to understand and cope with the various behaviors which a mentally retarded student may exhibit as a reaction to his intellectual limitations. A knowledge of the sociocultural aspects of mental retardation will enable him to understand better the values and cultural background of his students. These prerequisites to effective counseling can best be acquired as a part of teacher preparation.

The teacher-trainee should receive an overview of counseling techniques and effective methods of dealing with the personal and social problems of students which arise in relation to classroom activities. Because of the demands in the teacher-training curriculum for preparation to fulfill the more traditional functions of the teacher, there will no doubt be insufficient time for the acquisition of the principles, techniques, and experience necessary for counseling students with more complex personal and social

problems. An overview of principles of counseling, along with adequate personal-social skills, will enable the teacher to deal effectively with many minor behavioral and attitudinal problems. Steps are being taken in teacher-preparation institutions to strengthen this aspect of their programs.

The teacher's counseling training should also include an orientation to vocational guidance. This will enable him to make better use of the curriculum in acquainting students with potential job opportunities and realistic vocational choices. His orientation to vocational guidance should include information and practice in the utilization of relevant community resources and in working with other specialists as a member of a comprehensive team.

*Formal Counseling.*—In contrast with the informal counseling carried on by the teacher within the classroom situation, formal counseling implies the services of professional persons with a specific background of training and experience in counseling and guidance who work in schools or in rehabilitation agencies or both. Formal counseling directed at the more complex problems presented by students, requires skills and a background of training not usually held by the classroom teacher. It is therefore essential that the teacher have available for support and assistance the services of the school counselor,[2] school psychologist, school social worker, etc.

counseling also.

Even with respect to formal counseling, however, there must be close cooperation between counselor and classroom teacher. The teacher is often able to complement the counselor's work by making it possible for the student to implement new values and principles of behavior acquired during counseling. The work of the counselor is often directly related, for example, to the academic performance of the student in the classroom.

The services of the professional counselor become an especially important adjunct to the school program for retarded adolescents where major personal, social, and vocational problems arise as a result of the impending integration into employment and community living. Even with the more complex problems of this period, however, the teacher will be able to complement the work of the counselor. With some kinds of problems, a teacher's intimate relationship with a student may render his informal

[2] The term counselor is used in the general sense to refer to one who is adequately trained in counseling and guidance. This may be the school psychologist, school social worker, school vocational counselor, etc., depending upon the qualifications of the personnel available, the particular problem presented and the administrative organization of the counseling program. It is entirely possible, of course, that some teachers may wish to prepare for formal

counseling very effective. An example of cooperation between counselor and teacher can be seen in the relationship between vocational counseling and a teaching unit on occupational opportunities. While the counselor is helping the student to achieve a realistic assessment of his abilities and limitations the teacher is providing him with an opportunity of measuring these abilities against the requirements of specific jobs. It becomes increasingly essential, however, at the secondary school ages, that the skills and services of the teacher be supplemented by the provision of specialized services for the vocational, personal, social, family, placement, and postschool followup counseling.

*Resources for Counseling Service.*—There appear to be a number of methods by which the needed professional counseling services are being provided. Some school systems employ counselors for specific kinds of counseling activities. A common example of this is the school placement counselor who contacts employers regarding job opportunities, orients them as to the needs and abilities of prospective mentally retarded employees, assists employers in obtaining necessary adjustments regarding labor laws and other requirements, and attempts to match students to appropriate available positions. In some communities the placement counselor also does the followup counseling with the employee while in others this task may be assigned to one of the special class teachers.

Reports of school programs for the adolescent mentally retarded indicate that many schools in addition to their own resources are requesting and receiving assistance from various community agencies in the provision of certain types of counseling service. Most frequently mentioned as sources of counseling services are Vocational Rehabilitation and the State Employment Service. Leaders from business and industry and personnel specialists are also assisting school personnel by serving in a consultative capacity to school-work programs for retarded adolescents.

There probably will be many patterns by which schools and vocational rehabilitation agencies cooperate in meeting the counseling needs of mentally retarded students. The most effective pattern will probably depend on the resources of both the school and rehabilitation agency in the particular community, local conditions, and the particular needs of the students included in the program. In some situations, the school counselor may carry the responsibility quite far. In others, the rehabilitation agency may serve the school in a consultant capacity by assisting school personnel in charting the direction toward employment for

individual students, and by providing the student with direct vocational rehabilitation services when needed. In other situations rehabilitation personnel may participate more actively in the school program by working and counseling directly with students in addition to serving as a consultant to the teacher. In a few communities, the rehabilitation agency has assigned a staff member to work full time in cooperation with the schools in meeting the needs of students. Such a person may serve as an effective liaison between the school program and the services of the rehabilitation agency.

Reports indicated that school placement counselors and rehabilitation personnel often find their work handicapped by the insufficiency of information available in the cumulative record folders of mentally retarded students. Placement counselors have indicated, for example, that motor coordination and manual dexterity are often critical factors in job placement.[3] Although the teacher cannot be expected to administer objective tests of eye-hand coordination or finger dexterity, etc., it would be helpful if he would note in the student's records significant motor disabilities and above average motor competencies which he may observe. Such information would enable the counselor to take these factors into consideration in screening students for jobs where motor coordination and dexterity might be important. Working together, the teacher and counselor can map out matters of this type to observe and record.

Students' interests and parents' aspirations are important factors in vocational counseling. If these are made a part of student records, they may well assist the counselor in gaining a better insight into a student's motivations with respect to job choice. Should the counselor find it necessary to work with the parents, he can do so more effectively if he has some previous idea as to the aspirations they have held, or now hold, for their child. Pupil interests and parent aspirations may well, therefore, become a part of the student's cumulative records. Certainly, teachers should record any occupational experiences which their students have had, since such data can be invaluable to the vocational rehabilitation counselor. A description of the jobs held, along with an evaluation of the student's performance and attitude, will assist the counselor in his exploration of placement possibilities.

An intelligence test score acquires greater value if it is supplemented by achievement test data and by the teacher's

[3] See Murray, Evelyn, Developing Potential Skills of the Retarded. *Employment Security Review*, 23, 35-36, September 1956.

observations of the student's intellectual behavior in the classroom situation. Teachers, counselors, and other school personnel might well collaborate in determining the type of data which should be included in student records. In this way cumulative records will acquire greater meaning to both teachers and counselors.

The development of adequate cumulative records is only one phase of the cooperative relationship between counseling and teaching personnel. Other areas of cooperation are of comparable importance. Among these are collaboration in the development of the occupational aspects of the school curriculum, the formulation of a screening and testing program, streamlining of referral techniques, and the development of strong lines of communication.

## In-School Work Experiences

In certain matters, cooperation is predicated upon the individual efforts of each agency. An example of this is the in-school work experience aspect of the program for mentally retarded adolescents. This feature of the program is predominantly a responsibility of the school. It is, however, a prelude to community placement, much of which may become the responsibility of other agencies.

In-school work experience can be an important culmination of the series of carefully planned experiences provided by the school for the development of attitudes and behaviors relevant to vocational adjustment. The in-school work program provides school personnel with an excellent opportunity for an exploration of student incentives and attitudes in relation to employment. It also creates an additional opportunity for the further development of occupational information and desirable job attitudes. The student's experiences on the job can be utilized by the teacher to supplement classroom instruction.

Occupational training within the school will probably be the more effective the more it simulates a real work situation. School personnel must stay alert to the fact that changing employment opportunities and labor needs have implications for the kinds of jobs provided in the in-school setting. Experience in hand washing of dishes in the school cafeteria, for example, will be of little benefit to students if restaurants are converting to automatic dishwashers. The development of any work experience program within the school setting must recognize this and be sufficiently

flexible so that it can be adjusted to changes in community needs and labor conditions.

In-school work programs have been criticized for being too limited in the job experiences provided and for being so sheltered that they do not provide students with realistic work experiences. These criticisms do not apply when the in-school program is structured, not for the purpose of teaching specific skills, but rather to give students the experiences preliminary to direct occupational placement in the community where they will learn whatever specific job skills are required. The in-school program is most useful when it stresses attributes which may be generalized to any job situation such as the relationship of the worker to the employer and vice versa, concepts of punctuality, socialization, and task completion.

Though the in-school job program has the disadvantage of being sheltered and of failing to cover some of the problems which the student will face in community placement, it does have the advantage of lending itself to control. The advantage of this control can be seen in the possibility for changing the kind of supervision which the students receive. If the coordinator of the program wishes to see how the students react to various kinds of job supervisors, he can periodically change the "foreman," in each case instructing the new "foreman" in his role. Thus, school personnel and job counselor are able to observe how the student performs under various kinds of supervision. How such observations might contribute toward the ultimate placement of the student is apparent. Other advantages of being able to control and manipulate the work program are that students can be moved from one job to another at a rate commensurate with their needs and abilities, and work can be halted as needs for specific instruction or for evaluation are observed. These and many other advantages are only possible in an in-school or similar type of work-training program.

There are hazards involved in this type of program that must not be overlooked if it is to facilitate the successful placement of the student in the community. Prominent among these hazards is the possibility of misinterpretation of the role of the student by personnel involved in the work program. For example, cafeteria employees under whom the students work may look upon them as helpers and spend little time in instructing or observing the students. The students themselves may get proficient at one job and not wish to rotate to other jobs, losing sight of the reasons for their participation in the in-school job program. To avoid

these hazards there must be a constant reevaluation of the function of the in-school program and its effectiveness in facilitating the later adjustment of the student in the community.

## On-the-Job Training

The on-the-job training program is one of the outgrowths of the expansion of specialized public school programs. Finding that many mentally retarded adolescents were unable to maintain themselves in competitive employment upon termination of school attendance, many school systems have begun to develop extended school programs to age 18 and in some cases to age 21. An integral feature of many of these extended programs has been the inclusion of on-the-job training designed to facilitate successful transition from school to employment.

In the on-the-job training program, the student usually spends part of a day or week in acquiring work experience and learning specific job skills. The remainder of his time is spent in school. A few programs have been organized so that the student spends full time for a period in the job training program, and then alternates this with a period of full-time school attendance. The nature of the work experience obtained in the job training program is, of course, dependent upon the prevailing economic conditions in the community and the range of occupational opportunities available. Individual work experiences must take into consideration the ability of the employer to accept and be a positive factor in the development and training of the students.

A close liaison should be maintained between school and employer so that the student may receive careful supervision in the work experience program. Many schools accomplish this by appointing a counselor to work full time with student-workers, employers, and as a liaison with classroom teachers. In other schools, teachers' schedules are set so as to permit time for working with employers and observing their students on the job. Since employers and fellow employees vary so greatly in the demands they make, and in the manner in which they react to mentally retarded workers, it is desirable that students obtain several kinds of work experiences in the on-the-job training program.

## SELECTIVE PLACEMENT

Carefully planned programs of vocational preparation of mentally retarded youth should be culminated by selective placement. Experience has shown that probability of successful adjustment is increased when students are given assistance in locating and adjusting to suitable jobs.

Helping mentally retarded students to locate and adjust to employment will probably not prove to be the province of any one agency in the community. Rather, it is more likely to prove essential that all agencies having the ability and inclination to cooperate in this task do so by bringing to bear the particular services they are able to provide. Placing a mentally retarded youth on a job involves many professional services. Selective placement is comprised of an extended sequence of activities which precede and follow actual job placement. These include evaluation, exploration of job opportunities, job placement, postplacement counseling, and other postschool services.

### Evaluation

The objective of formal evaluation is to enable professional personnel to make a placement which will match the capacity and characteristics of the student with the demands of a particular job. It is essential that a thorough evaluation of the student be carried out well ahead of the time when actual job placement is to be made. The first aspect of evaluation is to determine the student's need for placement assistance. In some cases, this assistance may not be immediately needed as, for example, when the student will be employed by or through a member of his own family. Those who do require placement assistance should undergo an evaluation to ascertain the nature of the placement services they will need. In this stage of evaluation it would seem desirable that school personnel and the vocational rehabilitation counselor work together. Through their cooperative efforts they can determine whether the student should receive the services of a placement agency, such as the State Employment Service, or whether he should receive further training and/or remediation and preparation for a specific job through the Vocational Rehabilitation Agency. Where testing is required to determine the eligibility and feasibility for agency service, the rehabilitation

counselor will be able to indicate the procedures for obtaining this service.

It should be recognized that, in many instances, student needs may change following termination of school attendance. For example, a student who has indicated that he has been promised a position with a friend or relative may find that the job does not materialize. Another youth may show all the signs of needing only placement service and not training. With a trial period of employment it may become evident that he requires further rehabilitation service. Cooperating agencies should therefore make provisions for followup and periodic reevaluations of the services needed by a particular student.

## Exploration of Job Opportunities

Explorations of job opportunities in the community should, no doubt, ideally be a cooperative activity on the part of all agencies concerned with the vocational placement of the mentally retarded. These explorations should be coordinated so as to avoid repetitive, timeconsuming interviews. In some communities this confusion has been avoided by the appointment of a coordinating committee which assumes responsibility for gathering all necessary occupational information and communicating it to the various agencies involved.

Information gathered in this way is used by each agency according to its needs. The school, for example, may use data on available job opportunities in revising its subject matter on occupational adjustment. In this way the subject matter of the classroom becomes more closely related to actual conditions in the community. Employment agencies can use this information for job classification and listing of services. This information is also used directly in working with those students who are ready for immediate job placement. Rehabilitation agencies can use this information in planning rehabilitative services that will be most appropriate to available job opportunities. In addition to knowledge of available job opportunities, vocational exploration can provide information concerning facilities and skills of the employer for training mentally retarded workers. This knowledge will be helpful to placement personnel in working out a plan for on-the-job training of the new worker.

## Job Placement

Actual placement on the job can be most effectively achieved by careful preparation of student and employer. The actual placement will often be made by the agency most involved with the student. For example, a student who does not require special training prior to placement on a specific job may be served by an agency confining itself only to placement. A student requiring such services as training, treatment, or prosthesis, would probably be a client of the vocational rehabilitation agency for both the service and placement. In some cases, the schools may have an established backlog of jobs that have been used in the on-the-job training program. Where indicated, it might be advisable to permit certain students to extend their part-time experience into a full-time job.

It was not the function of this report to go into a detailed description of jobs into which the educable mentally retarded can be placed. The usual lists of jobs reported as suited to retarded workers might be a somewhat outmoded and rather restricted sampling today. The rapid technological changes which are occurring are creating new job possibilities for the mentally retarded while some existing ones are being eliminated. The possibilities will vary considerably from one community to another depending largely upon what kinds of businesses and industries happen to be located in a particular area. Community surveys conducted in an attempt to discover what kinds of work the mentally retarded might perform have often turned up surprising possibilities which are not mentioned in the classic lists of job opportunities for the retarded. Retarded persons are reported as working in a large range of occupations, except the highly professional.

## Postplacement Counseling

Job placement should include plans for follow-up if optimal adjustment is to be achieved. Placement personnel have found that many seemingly minor incidents or misunderstandings can be ameliorated early in the employee's and employer's experience, thereby preventing undesirable consequences. A girl placed as a bus girl in a cafeteria, for example, interpreted her job to be that of only clearing tables and carting the dirty dishes to the dishwasher. By accident, a customer dropped a bowl of soup on

the tile floor. When the manager asked the girl to mop up the debris in the interest of safety, she became confused and somewhat defensive, since she could not see the relationship between this request and her duties. She was about to make an issue of this simple incident, but fortunately decided to talk it over with her placement counselor who helped her to see the logic in the assignment. Without assistance from a post-placement counselor this girl might have forced this minor event into a situation that cost her the job. It might possibly have closed this avenue for job placement for a long time to come, for this girl as well as others.

The employee should be encouraged to discuss a wide range of problems, since many factors not directly related to employment can have an effect on job adjustment. Time should be taken to discuss the employee's work with the person who is the immediate supervisor. If there are deficiencies in the employee's work or adjustment, the counselor may be in a position to effect a favorable change in the employee. Placement personnel have found that it is often better and easier to counsel with an employer and employee in order to maintain the worker on the present job than it is to find a new job for him. In some instances, supervisors, in an attempt to reward good service, have unwittingly "promoted" their mentally retarded employees into jobs which were too complex. In one case, a mentally retarded youth was made foreman of a crew. Counseling with the supervisor would have prevented the resultant failure and avoided the frustration which occurred on the part of both employee and employer.

## Postschool Services

Because of their handicap in vocational and social adjustment, postschool adjustment and educational services can be most helpful to mentally retarded young adults. It has been found that educable mentally retarded employees change jobs about as frequently as their normal peers during the first few years following their leaving school. The reasons underlying change are many, including dislike for the work, changes in the requirements of the job, changes in the work site, etc. A continuing adult education program will facilitate the transition from one job to another or from one job locale to another.

An adult education program also contributes to continuing progress in community adjustment. A program that offers

continuing education beyond the general school program will upgrade the efficiency of many students and render them more effective as citizens. At the same time, those mentally retarded young adults who fail to reach their potential in academic achievement before leaving school would have an opportunity for further progress in the area. The experience of the few communities with adult education programs for the mentally retarded indicate that it is at this level that many of these students become motivated to improve their skills in the traditional academic areas.

Vocational rehabilitation as well as other community agencies have a stake in postschool services. They may assist in establishing a sheltered work environment for those mentally retarded individuals who are not immediately able to function independently in the community. Protected work experience of this type should be a responsibility of the interested community agencies if a continuing program of training, counseling, and placement is to be achieved. Some communities have found the sheltered work-experience program to be the answer to the problem engendered by the mentally retarded student who indicates a potential for ultimate placement in competitive employment but who is not immediately ready for this upon termination from the formal secondary school program.

## AUTOMATION

Our society and culture is undergoing the most rapid technological change in history. No program directed toward preparing the mentally retarded for vocational adjustment should be planned without consideration being given to the question of how automation and other forthcoming technological changes are likely to affect the employability of the retarded in their community. On a short-term basis, increasing automation may result in a greater percentage of the working force being cast into competition for jobs currently available to the retarded. On a long-range basis, the outlook may be brighter. Manpower specialists stress the necessity of upgrading all levels of the population as a result of the increasing complexities of our society. This would imply a greater need for full utilization of all people including the retarded. It was the view of the conferees that both the immediate and long-term implications of technological and social change must be considered in planning

the program. Neither of the extremes of optimism or pessimism concerning the occupational market for the mentally retarded is warranted. A realistic view that will permit flexibility in planning is required so that a close relationship will exist between the preparation of a student and the nature and range of occupational opportunities available to him.

## A NOTE ON RESEARCH

Though this conference was oriented toward a discussion of programs for preparing mentally retarded youth for employment, the conferees agreed that all persons engaged in the education and habilitation of the retarded should promote and support relevant research, and cooperate with research workers to the fullest extent possible. The discussion repeatedly referred to the severe limitations in our knowledge of the factors critically related to vocational and social adjustment and of effective techniques for achieving maximum adjustment. Though the need for research on all aspects of mental retardation is now fairly well recognized, the conferees believed the need for research data bearing on vocational and social adjustment to be particularly acute.

The development of progressive vocational programs for the mentally retarded has been handicapped by the presence of a number of unwarranted, but prevalent, assumptions. These probable misconceptions have seriously inhibited the exploration of new avenues for the vocational and social preparation and placement of retarded youth and young adults. The following are examples of a few of these popular assumptions.

The IQ has been too frequently regarded as a highly efficient predictor of an individual's level of vocational and social adjustment, and of his ability to profit from an education and rehabilitation program. As a consequence of this belief, in many communities, intelligence test scores have been used as rigid criteria for the selection or rejection of individuals for placement in education and rehabilitation programs with little or no regard for other important variables. Many potentially productive mentally retarded persons have no doubt been deprived of an opportunity for trial vocational and community placement as a result of earning an IQ score one or two points below that which the workers involved considered essential for a successful adjustment. One or two points of IQ are, of course, far less than

the "probable error" of the test. The problem is not so much the test as the interpretation which has been given it.

One of the foremost research needs with respect to the mentally retarded is for a determination of what the important variables related to social and vocational adjustment are. Once this has been accomplished, educators and others will relegate the IQ to a role more nearly in accord with its actual utility. Increased knowledge of the factors important in vocational and social adjustment will also result in a greater sophistication in educational research, and ultimately, in educational programs for the retarded.

Although lack of research data forces us to proceed on an intuitive basis for the present, the educator must recognize that in reality we do not know, for the most part, to what extent reading, arithmetic, or other aspects of current special class programs are important in socio-occupational adjustment. Consequently, we cannot be sure that current training techniques or the contents of present programs are the most effective, or even adequate, means of preparing mentally retarded students for employment and community living.

Some assume that the mentally retarded show a rapid turnover in jobs, while others believe that a mentally retarded individual once placed on a job tends to remain in that position permanently. A belief in the former assumption has resulted in a reluctance of employers to employ, and placement counselors to place, mentally retarded students. The results of a belief in the latter assumption can be seen in those public school programs for mentally retarded students which place great stress on the acquisition of specific job skills to the neglect of more general vocational attributes. Neither of these assumptions is supported by research.

Followup studies indicate that the mentally retarded, like the normal, tend to change jobs rather frequently in the years immediately following termination of schooling, but later tend to become more or less stabilized in one position. These findings, which have implications for the problem of the extent to which vocational preparation in the school should be oriented toward specific job training, illustrate the importance of research for program planning.

A third very prevalent notion is that the retarded do as well as, and even better than normals on what are described as repetitive, monotonous tasks. It is probable that this notion has, in many instances, led school and rehabilitation personnel to seek and place students in jobs requiring repetitive operation at the expense of

an exploration of other possible vocational opportunities. It should be noted that this widely held assumption is backed by little or no experimental evidence.

A fourth popular assumption is that the retarded demonstrate a lack of persistence. Such a belief has adversely affected the willingness of employers to hire the mentally retarded as well as the willingness of counselors to place these students in many kinds of jobs. This notion has little support in research, with some data indicating that the mentally retarded do not fall short of normals in measures of persistence.

The mentally retarded are regarded by many as being highly suggestible. Again, little data are available to support this notion with at least one study finding no significant differences between normals and retarded in degree of suggestibility.

A final probable misconception is that the retarded are accident prone. Because of workmen's compensation provisions, this belief, perhaps more than any other, has made employers hesitant in hiring retarded workers and has resulted in considerable restriction in the range of jobs considered by rehabilitation personnel to be desirable placements for mentally retarded students. The limited research evidence available suggests, contrary to popular opinion, that the retarded may be somewhat less susceptible to accidents than their co-workers of average, or better intelligence.

It is not only the province, but the obligation of research workers to test commonly held assumptions such as these. This listing of unsubstantiated beliefs may therefore be also considered as a set of recommendations as to some of the directions future research should take. Although the first responsibility of school personnel is for the welfare of their students, they have an added obligation to cooperate fully with research workers and to encourage such research as would ultimately result in advancement in the educational program.

Those who are concerned with the education and habilitation of the mentally retarded have a further obligation to take into consideration the results of relevant research in the planning and development of their programs. They must be fully aware of the implicit and explicit assumptions upon which their programs for the vocational preparation and placement of the mentally retarded are based, and must know which of these assumptions are supported by sound research, and which have been passed on through the years as part of the folklore about mental retardation. Such knowledge will facilitate the exploration of new techniques

for training and new avenues of placement with respect to those aspects of the vocational program not derived from or supported by research. As illustrated by the preceding examples, it is apparent that much of the program for the vocational preparation of the retarded has not been related to relevant research data. It is therefore urged that educators and rehabilitation workers adopt an attitude of exploration, and that they become willing and eager to try out new ideas suggested either by their own experience or by the results of current research.

As a final note of caution, it must be mentioned that the practical application of research findings entails more than a passing acquaintance with the published report of a study. Although not all workers in mental retardation can be expected to be sophisticated in research methodology, all should acquire a sensitivity to the more obvious pitfalls and limitations of current research. The educator and rehabilitation worker, in considering the implications of the results of a research study for their work, must be able to make a critical appraisal of the researcher's statement of the problem, and the adequacy of his sample and research methods in terms of the problem being investigated.

Substantial advances in our knowledge of retardation will become apparent as we begin to concentrate our energies on what seem to be key, significant problems through cooperative and collaborative research. To facilitate this, it is hoped that the next few years will see increased communication between the research and applied workers, and the development of a mutual understanding of, and respect for, the problems and activities of each. When this occurs, educators and other habilitation workers will be better able to develop programs that will accomplish for the mentally retarded, a maximum level of social and vocational adequacy.

# SECTION II

# Illustrative Programs for the Preparation of Mentally Retarded Youth for Employment

# Baltimore, Maryland

Harold M. Williams [1]

THE BALTIMORE PUBLIC SCHOOL PROGRAM for mentally retarded adolescents is a two-track plan of **shop center classes** and **occupational classes.** The two types of program, although separately organized, have much overlap of curriculum and permit interchange of such pupils as show marked changes in development.

At age 13, the **shop center classes** become available for children of 50 IQ and over, and a school achievement of less than fourth grade. These children come from the elementary special classes and elementary grades of the city schools, and from private, parochial, out-of-city, out-of-State, and residential schools. A typical median chronological age for the groups in these classes was 14–8, with a range of 12–11 to 17–0. A typical median IQ was 73, reading achievement, 3.1, and arithmetic achievement, 3.8.

Also at age 13, the **occupational classes** begin. These are primarily for slow learners who have an achievement level of fourth grade or more at this age. The children come from junior high schools, elementary schools and special classes, private and parochial schools, out-of-city and out-of-State schools and residential schools. A typical median chronological age for this group was 14–1, with a range of 12–11 to 17–0. A typical median IQ was 78, reading achievement, 4.8, and arithmetic achievement, 4.9.

## Basis of selection of pupils

Intelligence test score is the most important single factor in placement, although achievement scores in reading and arithmetic are also stressed as criteria. In addition, emotional instability, poor school attendance, physical immaturity, poor health, sensory defects, and adverse social and economic factors in the home are

[1] This report was checked for accuracy with Dr. Harris V. Selsnick, Director of Special Education, Baltimore Public Schools and members of his staff.

given consideration. These criteria are basic in both programs. The primary distinction between the two facilities, therefore, is that of the mentally retarded versus the slow learning child. All pupils are evaluated by the Educational Testing Bureau of the public schools before admission. The final placement is cooperatively determined by the parents, the principals of the sending and receiving schools, and the Division of Vocational Education.

## Location of Classes

Of the approximately 86 shop center classes, some are housed in elementary schools, or in adjacent buildings under the same principal and others in special schools. Of the approximately 76 occupational education classes, about 40 are housed in separate buildings, about 5 in junior high school buildings, and 31 in elementary school buildings.

## Curriculum

**Shop Center Classes:**—The curriculum includes academic work in language arts, mathematics, science, health, and social studies. These are, in some measure, related to the industrial arts and home economics programs, but are carried on basically in an "all-around" curriculum setting.

Shop and home economics are treated largely as cultural and occupational activity rather than definitely vocational in character.

In-school work experience without pay includes work in the cafeteria as well as experience in the fundamentals of job training, such as filling out applications, filing, wrapping, assembly line work, stocktaking, and cashiering. These are "job-training" aspects of the regular school curriculum.

Physical education, music, art, assemblies, and other activities are offered as enrichment objectives.

**Occupational Classes:**—The academic curriculum resembles the shop center program except that it is carried on at a higher level of basic skills and with a broader base.

The contrast in range of experiences in shopwork is illustrated by:

| *Shop center classes* | *Occupational classes* |
|---|---|
| General metal | Mechanical drawing |
| Woodwork | Woodwork |
| Arts and crafts | Sheet metal work |
| | Shoe rebuilding |
| | Arts and crafts |
| | Elementary machine shop |
| | Junior commercial practices |
| | Painting, and decorating |
| | Art metal work |
| | General metal work |

The home economics programs are similar but more comprehensive and with more depth in the occupational classes. For both groups the home economics experiences include:

| | |
|---|---|
| Foods | Home nursing |
| Child care and training | Consumer education |
| Home management | Safety in the home |
| Home furnishing and decoration | Personal and family relationships |

Physical education, intramural athletics, music, arts, and other activities are also offered.

These are illustrative of the program of preparation for employment and how it is integrated with the total curriculum. Unit teaching is freely used. The aim for both boys and girls is a well-rounded program, with the preparation for employment a related objective in the curriculum as a whole.

On the basis of performance and achievement, pupils may be transferred from shop center to occupational classes, and vice versa. From occupational classes they may be transferred to general vocational schools, which form the next highest level of the multilevel program.

Depending on the criteria mentioned above, shop center classes are terminal for some children. With parental consent some students 14 and over from both shop center and occupational classes may be placed on a school-work program. Some students, aged 16 and over, may be placed in full-time employment.

The Baltimore program is designed to integrate vocational preparation with the total curriculum. The aim for all students is a well-rounded program, with preparation for employment a related objective in the curriculum as a whole.

## The School-Work Program

One of the characteristic features of the Baltimore plan is the school-work program. The basic organization of the program is simple. The students working in pairs, alternate 2 weeks on the job and 2 weeks in school. One student of the pair is in school while the other is holding down a job to which the first student will return at the end of his 2-week school cycle.

The main purpose of this program is to help shop center and occupational pupils bridge the gap between school and employment in order that they may have a better opportunity for securing jobs acceptable to them, and that are within their ability to render satisfaction in service. This in turn works toward helping them to become useful, self-supporting and socially acceptable citizens. It has been found that careful placement in suitable jobs, with continuous supervision greatly facilitates the total adjustment of these pupils. Every child is carefully evaluated in terms of his ability to meet the requirements of the job, his temperament, and his social and physical maturity.

The program is administered by two full-time coordinators, working under the supervision of the supervisor for Shop Center and Occupational Education. Some of the immediate objectives of the school-work program are:

1. Providing situations for emphasizing the duties of a good worker.
2. Imparting knowledge of the qualities of a good worker.
3. Imparting first-hand actual knowledge of and experience with the execution of duties.
4. Giving pupils an incentive for thinking about and preparing for work.
5. Assisting the pupils by direct and personal experience to test their aptitudes for various types of employment.
6. Enabling the pupils to adjust themselves to the requirements and conditions of an occupation by gradual and easy transition from academic pursuits and modes of life, and
7. Having the pupils realize that there are opportunities for advancement in our democratic way of life.

Some basic learnings provided in the school-work program are:

1. Trying to have the student become aware of himself as an individual who soon will seek employment.
2. Providing situations for emphasizing good character traits.
3. Studying the qualifications of a good worker.
4. Determining, insofar as possible, which jobs he might be qualified to hold.
5. Learning the mechanics for obtaining a Social Security number.

6. Filling out of various types of application blanks.
7. Learning how the Labor Bureau operates in giving the permit, the summer permit, the Saturday permit, and the newsboy badges.
8. Learning the meaning of age verification and how the form is procured.
9. Studying how working illegally harms both employer and employee.
10. Understanding of the wage and hour setup. (Work in arithmetic is done with this in mind.)
11. Studying employee-employer relationships.
12. Studying employee-employee relationships.
13. Studying employee-customer relationships.
14. Studying of jobs with attention to need for reading and arithmetic required in each.
15. Providing activities for training in specific jobs and related jobs.
16. Placing the student on the Coordination Work Program for actual experience.
17. Having workers give reports of their jobs.
18. Keeping progress charts of the "coordination-students" as to whether or not the work has benefited them and carried over into their school life.
19. Giving training of a repetitive nature and training in store procedures.

## Placement Service

This service is offered by the Division of Guidance and Placement. A counselor is assigned to the Placement Service to secure jobs in business and industry for the boys and girls of the occupational and shop center classes at the time when they leave school. Emphasis is placed on explaining the service to those pupils who have let it be known that they are leaving school on their 16th birthday. Care is taken not to encourage job-seeking by those pupils whose parents might object to job placement, or those pupils who are willing to remain in school and could profit by further education.

# Cincinnati, Ohio

Norman J. Niesen and Eunice B. Dooley [1]

THE CINCINNATI PUBLIC SCHOOLS have a well-developed occupational education program for educable mentally handicapped (50–75 IQ) youth. This program is open to all mentally handicapped boys and girls between the ages of 16 and 19 years who are enrolled in public school special classes. Presently there are approximately 150 boys and girls involved in the occupational program which is an integral part of the regular special education program for educable mentally handicapped children. The primary responsibility for the operation of this program is carried by a staff member who is employed as an occupational coordinator. All educable mentally handicapped youth in the tenth-grade program become eligible to take part in a four-phase program of training and actual on-the-job work experience in (1) in the classroom phase, (2) training in job skills, (3) on-the-job training, in school, and (4) on-the-job training outside the school.

## Classroom Program

At the tenth-grade level all classroom activities attempt to prepare each pupil to take his place in the workaday world through activities such as discussions, demonstrations, field trips, role playing, and many first-hand experiences. Students concentrate on such problems as filling out application blanks, learning what to do on a job interview, discussing what makes a good worker, learning about unions, taxes, Social Security, dressing appropriately for the job, the importance of good grooming, etc.

## Training in Job Skills

In the second phase of the program all tenth graders have an opportunity to develop elementary job skills in several work areas.

[1] Mr. Niesen is Assistant Supervisor, Classes for Slow Learners, and Miss Dooley is Occupational Coordinator, Cincinnati Public Schools.

Students spend a 10-week period in a minimum of three work areas. During this period of time, the student has an opportunity to gain some insight into what is involved in becoming a worker in specific areas. The student also has an opportunity to observe and develop work skills, social maturity, and manual dexterity needed in the performance of jobs in these work areas. During this time the occupational coordinator also observes and evaluates work skills, social maturity, and manual dexterity of each student. This information is used in the training, guidance, and placement of students in the next phase of the program. Students are given an opportunity to work in the following work areas:

1. Cafeteria workers.
2. The school supply store (selective basis).
3. Auto maintenance and care.
4. Office services.
5. Building maintenance and care.
6. Home management and maintenance (all students full year, one period daily).

## On-the-Job Training Within the School

After completing the training period in one or two of the work areas, students become eligible to hold a job within the confines of the school. In most instances students are paid for the services they perform. They work primarily as cafeteria helpers, school porters, and in doing routine clerical work in the school office and library. It is during this phase of the program that the work coordinator has an opportunity to observe and evaluate the student in a real job situation. This information is used in placing students in jobs outside the school.

## On-the-Job Training Outside the School

In the fourth phase of the occupational program, selected students are placed in jobs in institutions, industries, and businesses outside the confines of the school. These placements may be on a part-time or "co-op" basis. A "co-op" assignment is defined as a job placement arrived at through cooperation of school and industry in a work-training program. The job placement is considered a regular part of the school program. Students are always paid for this kind of assignment. When not

working on the job assigned to them, students attend the special class program of their grade level.

## Kinds of Work Placement

Mentally handicapped youth have worked successfully in outside of school placement in the following jobs:

A. Food service workers including such jobs as:
   1. Dishmachine operators.
   2. Bus boy or girl.
   3. Dishwashers.
   4. Counter girls.
   5. Preparing vegetables, salads, fruits, etc.
   6. Porter work—including receiving and checking out food supplies.
   7. Pot and pan washer.
   8. Waitresses.

B. Package collectors (department stores)

C. Maintenance work
   1. Janitorial assistant.
   2. Simple, minor repairs.

D. General handyman in garage, including:
   1. Car washing and polishing.
   2. Changing oil.
   3. Checking air in tires.
   4. Repair and change tires.
   5. Lubrication.
   6. General cleanup of garage or oil station.
   7. Assist in minor repairs.

E. General clerical, such as
   1. Collating.
   2. Stapling.
   3. Packaging.
   4. Banding.
   5. Binding.

F. Grocery store clerks and stock handlers

G. Stock handlers in warehouse, including
   1. Checking supplies in and out.
   2. Filling orders.

H. Nurses aides.

I. Messengers.

K. Clerks in variety stores.

## Selling the Program to the Community

To insure that the occupational program operates successfully, it is necessary to have the cooperation of institutions, industries, and businesses of the community. Understanding and acceptance of the program is brought about through personal contact with management, through brochures explaining the program, through newspaper feature articles describing the program, and by explaining the program to various civic and professional groups in the community. In general, available job placements are located by the occupational coordinator through a survey of institutions, industries, and business concerns which are known to have jobs in unskilled and semiskilled areas. The occupational coordinator usually, as a first step, approaches the personnel director in such industries, and explains the purpose for developing the occupational education program. Basically, the coordinator uses the approach that public schools and community leaders believe that there is value in giving nonacademic youth work experience in industry while he is still under supervision of the school. It is believed that through this kind of work experience, deficiencies that might show up on the job such as poor attitudes, improper work habits, lack of job skills, etc., might be corrected, thus enabling the youth to better assume the responsibilities of employment and self-support upon termination of schooling.

## Services Offered to Employer

The occupational coordinator assures participating employers full cooperation in working out any problems that might arise from this arrangement. The employer is also assured that if problems cannot be solved satisfactorily, the student will be removed from the job placement. Frequent conferences are held between the coordinator and employer in which suggestions are made that may bring about a better work adjustment for the student. The work coordinator also discusses with the employer the limitations and assets of each student-employee. Employers are requested to place students under supervision that is generally understanding, accepting, and emotionally stable.

### Services to the Student

Prior to placing a student in an outside work assignment, a personal interview between the student and occupational coordinator is held. In the interview the coordinator discusses with the student his assets and limitations in relation to the prospective job. The coordinator describes the demands of the job, and generally tries to orient the student to the expectations of the employer. The coordinator reviews with the student some of the things learned in classroom activities, such as how to dress and act on the interview. The coordinator checks with the student to see if he has a work certificate, a Social Security card, and if he knows how to get to the job. The student is then given the employer's name and telephone number. The student is reassured that the coordinator is available and interested in any problems which might arise.

After the student is employed, regular conferences are held by the coordinator to discuss any problems which have arisen. The student is given help in ways of handling and overcoming difficult situations that are encountered on the job. Student employees know that they are to get in touch with the coordinator in the event of any emergency.

### Evaluation of Youth in Work Situation

At the completion of the prescribed work assignment, each student employee is evaluated on a standard form by his work supervisor. Evaluation conferences are also held between the occupational coordinator and the work supervisor. The occupational coordinator goes over the conference and evaluation form with the student-employee. The evaluation is used by the occupational coordinator and the classroom teacher in helping individual students work through problem areas. This procedure is followed for each work placement until the student-employee is able to respond effectively to new work situations or until the student is separated from the school for other reasons.

# Detroit, Michigan

Paul Voelker

PUPILS classified as mentally retarded are enrolled in special classes and schools provided by the Detroit Board of Education. These special classes are located in elementary schools, trade schools, junior high schools, senior high schools, and special schools. At present there are approximately 5,000 boys and girls enrolled in these programs. They range in age from 6 to 21 years. The teaching staff totals 232 qualified teachers.

Adolescent-aged pupils are enrolled in Special B centers located in elementary school buildings and in Special Preparatory classes in trade schools and junior and senior high schools. Because of the lack of available space in junior and senior high schools, not all of these boys and girls are promoted into Special Preparatory classes. At the age of 15, the pupil's abilities and interests are assessed and approximately 15 to 20 percent are selected for promotion into trade and junior high school classes. After a year or two, the better qualified Special Preparatory pupils are promoted into senior high school special classes. The remaining 80 to 85 percent of the boys and girls are retained in the Special B centers where they terminate their school program at ages ranging from 16 to 21 years.

The program of guidance, placement, and follow-up services is related to the Detroit *Curriculum Guide for Teachers of Mentally Retarded Pupils*. This curriculum guide is constructed around four major areas of living: Area I, Home and Family Living; Area II, Health; Area III, Democratic Group Living; and Area IV, Vocational.

The vocational area includes the following topics: (1) Overview of the World at Work, (2) Why People Work, (3) Getting Ready for a Job, (4) Getting a Job, (5) Keeping a Job and Gaining Advancement, (6) Your Own Business, (7) Protective Rights of the Worker, and (8) Job Training.

The curriculum is developed in three levels for the various age groupings. This cycle presentation permits the various topics to be introduced to all pupils at their level of interest and experience.

Special emphasis is placed on the vocational area during the last two years of the pupil's school career. Particular attention is given to those topics which deal with job areas for which the pupil is best suited, how to obtain and hold a job, and training in some of the kinds of work for which the pupil may have special interests and abilities.

Beginning at 12 years of age, each boy and girl is given many school experiences which are designed to develop generalized vocational skills. These experiences include a variety of shop and homemaking programs which provide pupils with opportunities to become familiar with various industrial and homemaking jobs. In addition to these courses, pupils are given experiences in certain types of maintenance jobs in the school and community.

With respect to placement, the Department of Special Education put into operation, 5 years ago, pilot programs in two centers for mentally retarded boys. In these programs, the teachers of boys 16 years of age and older are given two half-days per week to go into the neighborhood and find jobs for the boys in their classes. These teachers work with supervisors in the Office of Vocational Rehabilitation in obtaining medical examinations and funds for training placements. More recently a third program, similar in nature, has been instituted for older mentally retarded girls. Although these programs have had their "ups and downs", they have proven to be fairly satisfactory in assisting some of the boys and girls adjust into the occupational world.

# Jacksonville, Florida

Glenn Calmes and Mary McEver [1]

## The Special Junior High Program

At the age of 13, mentally retarded students in Jacksonville enter a special school which has seven academic classrooms, an industrial arts shop, and homemaking rooms. There are 140 students of ages 13 to 16 in this centrally located school. The student receives continued instruction in reading, writing, spelling, arithmetic, social studies, health, shop, and homemaking. There is a recreational program as well. The student's social development is emphasized, and he is aided in the development of self-control, getting along with others, personal habits, following instructions, sticking to tasks, and characteristics of this nature. The student's occupational education begins with an introduction to employment areas, and instruction in choosing, getting and keeping a job, and adjustment in society. Health needs receive attention during these years as the public health nurse continuously works with the student and his family on health problems.

Vocational rehabilitation becomes directly involved with the student at age 15 or 16. General medical examinations provided by vocational rehabilitation sometimes reveal physical problems which are brought to the attention of specialists for recommendations. Psychological evaluations, oriented toward vocational potential, are also provided by vocational rehabilitation. Vocational counseling with student and parents is initiated at this age. Many parents who previously had unrealistic views of their children become more interested in their children's education when their vocational future becomes a factor. Conferences with teachers and coordinating community resources for training are also a part of the work by vocational rehabilitation. Participation of vocational rehabilitation during the early developmental years proves valuable in preparing the student to make his contribution to society as habilitation seems more practical than rehabilitation.

[1] Miss McEver is a counselor in the District Office, Division of Vocational Rehabilitation, Jacksonville, Fla.

## The Special Senior High Program

Upon completing three or four (depending upon the student's maturity) years in the special junior high classes the teachers have gained a substantial knowledge of his potential to profit from continued training. If he shows maturity and ability to profit from structured training, he is recommended for classes in the Technical High School which is a high school and adult day trade school. The student may enroll in English, mathematics, social studies and related subjects. Boys are placed in shops such as printing, machine, carpentry, outboard motor, diesel, or in the stockroom. Their initial placement is in the toolroom of these various shops consisting of general tasks. If they show initiative and potential, they are given trade shop instruction. The girls have office practice, typing, home nursing, and homemaking.

The program established for the secondary level retarded student calls for instruction in job responsibilities. The student is seen as a future employee and his academic work is presented in relation to this. The program assumes that the student has reached his maximum in traditional academic achievement by the time he reaches senior high level. At this level his role as a contributing citizen is emphasized in every phase of school work. Occupational information is presented through school assignments, and he is made aware of community resources or job requirements while getting useful instruction in English or social studies. The teachers continue in their attempts to help the student towards maturity, and to assist him with personal and social problems.

The shop training enables the student to perform in competition with adults and students of regular high school ability. In industry he will be competing with these persons, and it is well to adjust to the situation in his formative years. The students in special classes integrate in all other school activities, such as student council and clubs.

Vocational counseling and guidance is a major area in which vocational rehabilitation participates in the special class program. It is during the senior high years that the student demonstrates his development of independence and self direction. The student is encouraged to think of his future role as an employee and to perceive realistically his ability to do certain jobs. When an interest is expressed in a certain employment area, this is discussed with the student in terms of the knowledge he has of himself and the data compiled about him. Teachers continuously remind students of their future role as employees and citizens.

**On-the-Job Training**

Patterned after the diversified cooperative training program of the regular high school, a school-work program for retarded students has been coordinated by the vocational rehabilitation counselor. When the student is mature enough to assume some job responsibilities, the teachers and counselor recommend part-time work if the student desires it. Some students prefer to remain in shop if such training is being effective. Part-time jobs held by student currently in the program are salad helper, nurses' aide, electricians' helper, general laborer, and bindery worker. Those not in part-time work are in shop training or toolroom helper in outboard motor, machine maintenance, carpentry, auto body fender, diesel maintenance, and printing. The student capable of specific trade training will have part-time job training after thorough shop training.

The part-time work training is credited as part of the school work of the student and a grade is rendered for the work. On the job, the student is under school regulations for attendance, and must be on the job at least 3 hours per day. In a job covered by the "wage and hour" law, special allowance is made in order that the student can be paid a subminimum wage during initial training. Problems that arise on the job are discussed with the classroom teacher who in turn brings employment problems to the counselor's attention. Contacts are maintained with employers and parents in this teacher-parent-employer-counselor team. Employers seem satisfied with their role as "teacher" and of course, receive value from the student's work. The student becomes adjusted to his role as an employee, yet has security in knowing that his classroom is available to overcome problems that might arise. If the student finds this job unsatisfactory, he returns to the classroom for help with his problems until he is ready for another placement. The vocational rehabilitation counselor is faced with the task of overcoming the skepticism of employers in locating potential job opportunities. In locating an appropriate placement the rehabilitation counselor considers the abilities, interests, and attitudes of the student, and evaluates the employer in terms of his interest and understanding. The State Employment Service assists in advising as to job trends, providing occupational information, and indicating prospective areas of employment.

Rather than being faced with the frustrating period of trial and error in various jobs, these students receive training in shop or

on-the-job which they can "sell" in competition with the students from regular school. They have experienced self-confidence, developed social skills, and feelings of adequacy, and have learned to adjust to regulations. The total effectiveness is revealed in the success of former students. They may remain in their training jobs, find jobs through family or friends, or find placement through Vocational Rehabilitation or State Employment Service. Vocational rehabilitation continues follow-up until the student seems successfully employed.

Education is the habilitation of the mentally retarded, since there is no capacity to be restored—only ability to be developed. This is a community responsibility and a challenging one. Professional persons, such as Public Health officials, guidance center personnel, State employment counselors, social workers and vocational rehabilitation counselors, physicians, psychiatrists and psychologists are rendering services to these young persons. Just as important are the employers who offer part-time training or allow field trips through their firms, recreation workers who instruct in crafts, the Red Cross home nursing instructor who gives her time for training, the hair dressers who give time for personal care instruction, and businesses or clubs who provide materials for use in shop and class experiences. Many resources must be coordinated in helping teachers to direct retarded students toward making their rightful contribution to society.

# Lansing, Michigan

Marvin Beekman

THE LANSING PUBLIC SCHOOLS PROGRAM for retarded adolescents is based on the goal of achieving for the student, self-discipline, and self-support. Implementing this philosophy involves the assumption of responsibilities that lead to activities beyond the scope of the usual school program. Lansing is a community of 100,000 with a public school population of 22,000. There are 467 children enrolled in the special education program for the mentally retarded.[1]

The program for educable mentally retarded children is divided into four phases: early elementary for children from 6 to 9 years of age; late elementary for children 9 to 13 years of age; junior high for children 13 to 16 years of age; and senior high for students from 16 to 21 years of age. Although this report describes only the programs at junior and senior high school levels, it should be recognized that preparation of the student for employment and community adjustment is a total developmental sequence of preparation which begins with the child's first day at school.

## The Junior High School Program

Each of the four junior high schools in Lansing contains a special three-room unit built in accord with the program needs of educable retarded children from 13 to 16 years of age. This unit consists of a girl's center which contains equipment for training in home economics and other living skills centered around the home. A boy's unit contains shop equipment which is utilized to improve manual skills, to facilitate the development of good general work habits and attitudes, and to provide experience in social living. Each unit also contains a room which is suitable for basic academic training as well as a center for counseling of students and parents.

[1] Two programs are operated for trainable mentally retarded children; one for children from 6 to 9 years of age and the other for children from 9 to 14 years of age.

Mentally retarded students are enrolled in homerooms with the regular students. One-half of each day is spent in the special unit for retarded children, and the other half day is spent in regular classes where the retarded student may benefit from the program, such as in music, art, physical education, etc. Approximately 60 students are enrolled in each of the junior high school units. Three qualified special teachers and a counselor are responsible for the integration of the program and for counseling of students and parents in each junior high school. At the age of 16, and after 3 years in the junior high program, students are evaluated in terms of their ability to profit from the high school program.

## Senior High School Work-Training Program

The high school program for retarded students in Lansing is designated as a work-training program. For the first 2 years in the high school program students spend one-half of each day within the school and the other half of each day at a job under school supervision. During the third year most students are maintained in employment full time and return to school one evening a week. When the student demonstrates that he is able to maintain himself successfully in employment, he receives a regular high school diploma and graduates with the regular school graduating class.

## Admission

To be eligible for admission to either the junior or senior high school program: (1) the students must obtain an IQ between 50 and 80 on a standardized test of intelligence; (2) they must be developed socially to the extent that they are able to function adequately in a work-training program; and (3) there must be a demonstrated interest on the part of the parents and child in completing a high school program. Eligibility for admission to the high school program is determined by a committee composed of the director of special education, the school psychologist, junior high school principal involved, junior high school special education counselor, the high school principal and the high school special education coordinator. Children are initially admitted on a 90-day trial basis.

### Instruction

The instruction in the senior high school program is designed to educate the mentally handicapped child for maximum social and vocational adjustment, and maximum economic usefulness in the community. The curriculum includes for all students: individual assistance in relation to the practical work experience being obtained, arithmetic, nature study, health, civics, language, opportunities for work experience, training in the use of money, training in job finding and the completion of job applications. Opportunity for enrollment in regular academic classes is determined individually on the basis of the interest and the ability of the student to profit from the regular instruction. The program is enriched by educational tours to businesses and industries in the community, by participation in school functions, and by recreational activities.

### Requirements for Graduation

The following are the standards for graduation of the retarded students:

1. School attendance for a 3-year period.
2. A minimum of eight credits for the first 2 years of the high school program.
3. Approximate full-time employment for the third year, or four hours of additional high school credit.
4. School attendance for 2 hours per week during full-time employment or its equivalent.
5. Satisfactory achievement in the subjects in which the student is enrolled.
6. Completion of a successful work-training program.
7. Recommendation of the principal.

### A Typical High School Day

Each pupil is assigned to a regular homeroom. He is required to spend at least one-half of each day in school for the first 2 years of the program and the equivalent of 2 hours a week during the third year if he is obtaining on-the-job training. The academic program is integrated with the work-training program on the basis of the student's needs, interests, and abilities. Mentally

retarded students frequently find it profitable to enroll in many of the regular high school classes, such as glee club, band, gymnasium, health education, foods, clothing, art, typing, personal and social problems, general mechanics, woodworking, and cafeteria. Mathematics, English, civics, and science are taught within the special education unit at the student's level of ability. The students in the special program for the mentally retarded are eligible to participate in all extracurricular activities offered by the school such as clubs, assembly programs, musical organizations, and interschool athletics. The special education instructors interpret the problems of the retarded student to the regular high school teachers and also provide each pupil with the individual assistance that may be needed to facilitate his profiting from those regular classes in which he is enrolled.

## Work Training and Community Responsibility

The philosophy of the special education program in Lansing is that mentally retarded students can be most effectively prepared for successful employment through the provision of actual work experience. The responsibility of job finding and supervision is an accepted part of the educational program. Each special class teacher who is in the high school program spends a part of each day in supervising the student on the job and in finding potential job placements. The problems involved in the school's reaching out to the community to obtain job training for mentally retarded students led to the formation of a civic job placement committee. The formation of this committee is a reflection of the philosophy that the problem of preparing the retarded student for vocational and community adjustment is a responsibility of the total community.

The major problem in the development of the work-training program was in the location of suitable employment experiences for the student and in the interpretation of the child's limitations to the employer. Under the guidance of the coordinator of the special high school program for the mentally retarded, a civic job placement committee undertook responsibility for surveying the kind of suitable jobs available to the retarded in the community, interpreting the problem to business and industrial leaders, finding methods of developing work opportunity available. After much searching by Lansing special education personnel, a local civic

group became interested in the employment problems of the mentally retarded.

### Operation Excalibur

The Lansing Excalibur Club appointed a nine-man committee to work with special education personnel in securing suitable job experiences for mentally retarded students. This committee, plus the special education coordinator in the high school, the counseling psychologist, and a State vocational rehabilitation counselor, compose the job placement team.

Each member of the civic job placement team is aware of requirements for high school graduation, laws regulating minors' working permits, and employer agreements. For each student enrolled, or potentially to be enrolled, in the work-training program the committee has available a personal inventory sheet, a work placement record, and an employer evaluation sheet. Each student who is to be considered for job placement is interviewed personally by the committee. After the committee has evaluated the type of work experience which would prove profitable to the student, he is referred to the project known as *Operation Bird Dog*. This is a term used by the Lansing Excalibur Club to refer to the process of "scouting out" job possibilities available in businesses and industries in the community. Two-member teams of the job placement committee make appointments with key personnel of various businesses and industries to explore the possibility of a retarded student being employed. If any interest is shown on the part of the potential employer, the coordinator of the special program in the high school discusses further with him potential job possibilities and the type of student that might be successfully placed on the particular job. This method of securing employment opportunities has proven to be a highly successful one. It often eventuates in the development of a permanent source of employment opportunities for retarded students in the school program.

The coordinator of the high school program, in meeting with the potential employer, seeks to establish the requirements of a particular job and to discuss with the employer his responsibilities to the student. The coordinator also assists the employer where necessary in obtaining necessary wage and hour agreements, labor permits, working permits for students, and

counsels the employer as to the abilities and disabilities of any student employed. The coordinator also counsels both student and parents in relation to potential job opportunities and in relation to the initial efforts of the student in adjusting to the job.

## Agreements With Federal Wage and Hour Division

The Federal Wage and Hour Division of the U.S. Department of Labor has been most cooperative in the development of the work-training program in the Lansing Public Schools. Under the Federal Wage and Hour Law, firms engaged in interstate commerce are required to pay a minimum of $1 per hour. However, a firm engaged in interstate business may make application for a special certificate authorizing a subminimum wage for any handicapped person in the job-training program who is unable to earn the legal minimum. Consultation with the Department of Labor is important in the development of a successful job-training program where earnings may be less than $1 an hour.

## School and Vocational Rehabilitation Cooperation

The State Department of Vocational Rehabilitation assists the Lansing Public Schools in providing adequate vocational training for mentally retarded students. Local vocational rehabilitation personnel serve in a consultant capacity to the teacher-coordinator of the high school program in job finding, wage agreements, and employee-employer relations. The local vocational rehabilitation counselor may work with the school in providing additional job opportunities and in obtaining for the student, medical evaluations and personal, social and vocational counseling as needed. The Department of Vocational Rehabilitation may also reimburse employers who provide special training situations for retarded students in instances where this type of special assistance is necessary.

# New York City

Katherine Lynch

## Organization of Classes

Special class provisions are made for approximately 10,500 educable mentally retarded and 500 severely retarded boys and girls in the public schools of New York City. Pupils are grouped on the basis of intellectual, physical, social, and emotional development into three tracks, and within each track they are further classified on the basis of chronological age and social maturity.

*Track 1* is for the educable child whose abilities indicate that he is capable of profiting from carefully and appropriately selected vocational experiences. The goal for this group is ultimate employment in competitive industry in unskilled and semiskilled jobs.

*Track 2* is for the educable child whose abilities indicate that, while he may never become competitively employable on a permanent basis, he does have the potential for marginal, part-time, or seasonal employment, or for partial self-support through sheltered employment.

*Track 3* is for the trainable child who does not demonstrate a potential for complete or partial self-support.

## Overview

The special class program in New York City for the mentally retarded seeks to provide:

1. Normal wholesome outlets of work, study, and recreation that satisfy physical, mental or emotional and social needs of the pupil.
2. Preparation which will enable each student to meet life realistically, capitalizing on his abilities.
3. Occupational training on a level commensurate with the capacity of the individual.
4. The development of attitudes, habits, skills, in health, work, and recreation that will further prepare the individual to make a positive contribution to society.
5. Goals for each pupil that are consistent with his capacities, limitations, and interests.

The program is built around cores which serve to integrate subject matter in different areas—language arts, social studies, mathematics, science, health education, music, art, social living, and guidance. The experiences arising from these cores serve to provide common understandings and facilitate social relationships

for present, as well as for adult, living. Chronological age, physical, social, and intellectual development are important considerations in selecting curriculum content adapted to the interests, needs, and abilities of the child. At each level these pupils show a wide range of mental ability. The curriculum is geared to meet these variations. Counseling and guidance are an essential concomitant of the program at all levels.

For classes in the junior high school where chronological ages range from 13 to 17 years, with a correspondingly wide range in mental age and academic achievement, the curriculum is set so as to provide an overview of possible areas of future employment. Health, physical training, and guidance are stressed as are practical and prevocational activities having a direct bearing upon the occupational training of these children. In addition, activities which contribute to the general, social, and personal adjustment of the individual—language arts, social studies, citizenship, mathematics, sciences, music, and arts are included in the program. Insofar as the regular facilities of the junior high school permit and the potentialities of the pupils warrant, they are allowed to enter the *general* shops of the junior high school. Homemaking, millinery, sewing and dressmaking, crafts, woodworking, electric wiring, metal shop and industrial arts are among the areas of training open to these pupils within the regular school program. Advancement to the senior high school program for the educable mentally retarded is predicated on a pupil's ability to attain certain standards set for admission. To be accepted, a candidate must possess a high degree of social maturity and emotional stability as well as good records of attendance, punctuality, and citizenship. A minimum grade level achievement of 3.5 in reading and arithmetic is required. No pupil is considered for admission who has not evidenced high potential for productive employment.

At the senior high school level the curriculum continues to stress the course which relates to occupational areas and to the judicious use of income. In addition, attention is centered about the core—*The Worker as a Citizen and a Social Being*—which serves to crystallize and make concrete, previous school learnings. Among the areas of training in the regular high school program open to mentally retarded boys are machine shop, woodworking, electric wiring, sheet metal, and auto mechanics. Girls are admitted to regular classes in home economics, sewing, cooking, textile arts, clothing, family relations, and others of similar nature.

Counseling and guidance is essential for both pupils and parents. Both immediate and long-range planning must be carried out for each pupil. To assist parents and teachers in the implementation of plans for the particular pupil, counseling and guidance personnel are available to work with the child while in school and upon termination of his formal education. Their chief functions are vocational guidance, actual placement of young adults in working situations, and observing their adjustment on the job.

## Agencies Assisting the Public Schools

The Bureau for Children with Retarded Mental Development (CRMD) has for many years been cognizant of the need to supplement the services of the schools by calling on public and private agencies concerned with the retarded individual. Guidance and placement counselors of the public schools are able to provide an effective liaison with these outside social agencies.

1. The Goodwill Industries in New York City has for several years accepted mentally retarded students for training in their workshops in some instances for placement on their regular staff.
2. The American Rehabilitation Committee in New York City has made available their workshop facilities for training of retarded students.
3. Vocational Advisory Service provides vocational counseling and testing for a number of retarded students who require this service. School counselors attend conferences with personnel of this agency in order to accomplish joint planning for the retarded pupil.
4. The Federation of the Handicapped provides vocational training for mentally retarded pupils.
5. The New York State Employment Service has assigned selective placement counselors in several branch offices. Referrals are made to New York State Employment Service by means of a special referral form drawn up by a committee of representatives of the New York City Special Education Program and the New York State Employment Service.
6. The Division of Vocational Rehabilitation and the Federation Employment and Guidance Agency have worked cooperatively with the Special Class Program in New York City for the past three years in a unique demonstration project designed to salvage a group of young retarded men and women who had demonstrated little or no potential for successful employment in industry at the termination of their school attendance.

## A Triple Agency Effort To Rehabilitate Retarded Youth

Beginning in September 1955, the New York City Bureau for Children With Retarded Mental Development, the Division of Vocational Rehabilitation, and the Federation Employment and Guidance Service have cooperated in a joint project designed to increase the vocational fitness and employability of a selected group of mentally retarded pupils from 16 to 17 years of age. These pupils were ones who demonstrated little potential for successful employment in industry at the termination of their public school training.

In order to determine whether or not the vocational fitness and employability of these people could be increased, the Division of Vocational Rehabilitation has sponsored projects for the past 3 years with small groups of these pupils. These selected pupils were administered: (1) Individual psychological tests; (2) medical evaluations; (3) counseling (for students and parents); (4) personal adjustment training; (5) placement assistance if employable. All services with the exception of counseling were purchased by the Division of Vocational Rehabilitation from the Federation Employment and Guidance Service.

The program consisted of triweekly sessions of 3 hours each over a 30-week period during the school year. Two of the triweekly sessions were devoted to discussion, instruction, and actual simulated work experience. The third meeting each week was devoted to industrial field trips under school supervision. Since the initiation of the program two groups have been considered for placement. With the exception of a few pupils who demonstrated a need for clinical care, all members were successfully placed in competitive industry. The following are examples of the types of jobs secured: Busboys and dishwashers, general helpers, porters, stock delivery boys (particularly in merchandising chains), helpers in umbrella factories, and packers of greeting cards.

## Other Community Assistance

In an effort to secure the most adequate social and vocational adjustment possible for mentally retarded students, New York special education personnel are in continuous contact with parent associations, community groups, hospitals, clinics, social and civic agencies, religious and philanthropic leaders and key personnel in

industry. During the school year, 1957–58, guidance and placement counselors of the public schools, and guidance counselors for the special education program for the retarded, visited approximately 400 places of potential employment, observed workers on the job, and conferred with personnel managers and foremen. These visits resulted in successful job placements for a large number of retarded young adults.

Indicative of the great interest which has been engendered in industry is the fact that many leaders in business and industry have volunteered to address groups of teachers of mentally retarded in order to bring to them a picture of labor's expectancies for young men and women who present themselves as candidates for employment. Other leaders in business and industry have volunteered to serve as consultants in developing the school curriculum for the mentally retarded, and in a few instances industrial personnel have even offered to provide materials and equipment which would assist educators in training pupils for vocational adjustment.

# Santa Barbara, California

Leonard Rogers and Thomas J. Murphy [1]

THE SANTA BARBARA HIGH SCHOOL WORK EDUCATION PROGRAM for mentally retarded students is a program that presents a realistic approach to the education of mentally retarded students on the high school level by developing a curriculum in terms of the experiences encountered by the student on real work situations in the community.

This program attempts to give the student the status of belonging to an accepted school program while at the same time preparing him for his ultimate role in society.

Students in this program are allowed and urged to participate in all regular school functions. They are members of the student body, attend assemblies, join special interest clubs, participate in school sports, and engage in all school sponsored activities. Students assigned follow a definite course outline, approved by the local Board of Education, and which meets the State's requirements for graduation. The 10th-grade students in this program do not participate in an outside work experience. Their program is designed to prepare them for the work-education program in the 11th and 12th grades.

It must be remembered that as in all such programs, class titles are kept as similar as possible to the titles given the classes of regular students at high school. These titles do not limit the content of this course; in actual operation, the program is operated as a core program and cuts across many subject areas.

Students at the 11th and 12th grade level, attend class for four periods in the morning and are on work assignments in the community for 2 to 4 hours in the afternoon.

One teacher in this program is given the responsibility for job finding, placement and supervision of the student on the job. He is released from teaching duties in the afternoon to carry out this assignment. Since this requires considerable travel, he is given a travel allowance in addition to his salary.

[1] Mr. Murphy is Director of Special Education, and Mr. Rogers is a teacher in the Santa Barbara Public Schools.

## How Jobs Are Acquired

A large percentage of the jobs are found by the teacher through personal contact with prospective employers. Local employment agencies are contacted, but generally are able to give very little help.

The type of jobs sought are according to the interests and abilities of the student. For example, one student, with second grade reading ability, was placed in a job in a gas station. He was unable to make change correctly when he began, so he could only service cars. As he learned in school how to make correct change and the answers to many other problems he had encountered on the job, he was gradually given many additional duties, until by the end of the school year he was pumping gas, making change, washing cars, changing tires, parking cars, and assisting the mechanics.

Caution should be observed in obtaining jobs that defeat the purpose of the school program. It is desirable to find jobs that have definite routine requirements, that provide some type of supervision, and will be of the same level as the type of job the student will find when he finishes high school. A large percentage of the work is on a paid basis; however, the learning value of the work experience is emphasized rather than the salary. In fact nonpaid experiences are encouraged when the student enters the program, so that he can explore various fields of endeavor to find the work in which he is most interested. The pay scale of the students on the various jobs has ranged from $0.75 to $1.25 per hour.

## How Students Are Placed

The teacher begins making contacts for employment before school starts in the fall. Many of the students are still on the same jobs from the previous year, so when school commences in the fall, four out of six students are placed on a job the first afternoon. These students ride with the teacher in the teacher's car. The students remaining at school are placed in a study hall for the two afternoon periods until they are employed. By the second week usually all but a very few of the students are placed on jobs. Those remaining ride with the teacher in his car while he seeks jobs for them. This is an important aspect of the

program, since those who are not yet placed are often those who need an intensified counseling program in relation to their attitudes about work, school, community, etc. This had not been planned as a part of the program, but experience has taught us that this close, intimate sort of contact of riding in a car together has opened up opportunities for counseling often not available to the student.

If an employer is available when the teacher makes his first contact, and the employer is receptive to having a student work at his place of business, only one or two employer contacts are necessary. However, since it is not usually possible to see an employer on the first call, it generally requires three or four contacts before a student can be placed.

During the first contact with an employer the teacher inquires as to whether or not a part-time job is possible. He explains the program to the employer and outlines the capabilities, description, and other pertinent information regarding the student for whom he is seeking work experience. If the employer is possibly interested, the student is brought for an interview. It is important to note that the student is not sent on his own. It is felt that this is one of the strengths of the program, since it has been our experience that these students usually are not willing or capable of making the first interview on their own.

### Length of Stay on a Job

Since the major emphasis is job exploration of a work situation rather than a permanent job placement, students are generally given a number of work experiences throughout the school year. Length of stay on a job will vary from the student who immediately finds a job that suits him and the employer to the student who will require a number of job experiences throughout the school year.

Reasons for changing jobs are numerous. One boy worked for 2 months in a laundry until he was no longer needed. He then went to work in a garage as a mechanic's helper, but after 3 weeks the employer felt he was still too inexperienced to continue. However, he was placed in another garage where he was assigned to assist with car radio repairs and he worked there for a number of months. His next assignment was in a service station where he remained on the job until summer vacation.

## Supervision by the School

Periodic conferences with the employer are part of the planned program. No definite schedule is maintained; however, each employer is contacted at least one time each week. A definite schedule would restrict the teacher from taking care of occasional problems that require immediate attention. These are generally pupil misunderstandings in terms of the job requirements.

Spot checks of the pupil are made at a more frequent interval than the employer conferences. These are made to keep the student aware of his responsibilities to school and employer, and to provide the teacher with information regarding the needs of the pupil on the job so that these needs can be met during the school class session.

Employers are asked to complete a job evaluation form on the students four times a year. This evaluation form lets the teacher know what progress the student is making and enables him to work on any problems the student might have.

## Classroom Program

The students spend their first three periods in the morning with the special training class teacher.

Although these are listed as English, mathematics, science and/or social studies, actually they are treated as a core program, with the experiences from the work situation as a basis for the program.

Pupils are encouraged and given opportunities to share and tell of their work experiences. They list the various tasks their jobs demand and explain sometimes with demonstrations, how a task is performed.

As they begin to earn wages and work by the hour, mathematics takes on a new meaning. Ray, who worked servicing cars in a gas station, felt uncomfortable because his boss had to make change for him. He immediately informed the teacher that he wanted to learn how to make change. Varying working hours, changing jobs and salary increases make the figuring of wages a continuing problem which all are eager to tackle. A few students who have made over $25 a week are anxious to learn about filing income tax returns.

Many parents reported on the changes in their child's attitudes towards homework. One couple stated "Raymond seems to have

'grown up' this year." Ray's mother stated that his interests had changed from TV to his job and car. She further stated that she appreciated the fact that he worked overtime until 6:00 p.m. each day, because she didn't have to worry anymore about what he was doing between the time school let out and dinner time.

The English program is based upon everyday needs of living, and comprises such things as filling out job applications, income tax forms, money orders, or bank deposit slips; reading about job openings, bus schedules, union requirements, city maps, telephone directories, books and pamphlets related to their jobs; making tape recordings of descriptions of their jobs, and observing movies on job requirements. One of their greatest interests is in letterwriting. Scores of letters are written to various sources for free materials related to a pupil's specific interests. As the materials requested are sent to the pupils' homes, they in turn are brought to school and shared with the class, so this forms the basis for their oral English reports.

The work education program lends itself to exploring at school many areas that are normally difficult to discuss in the typical school situation. Some of these areas are: personal hygiene and cleanliness, manners, and courtesy, civic and family responsibilities. Judging from the reaction and reports of the parents, students, teachers, and employers, it is believed that a work-education type of program comes closer to meeting the needs of these mentally retarded high school students than any other program before attempted at one high school.

# Sidney, Nebraska

Delwyn Lindholm

SIDNEY is a city of approximately 10,000. The school population in the senior high school is approximately 350, the junior high school approximately 600.

In the original Sidney project, three agencies were involved, the Sidney Public Schools, the Nebraska State Employment Service at Sidney, and the Scottsbluff District Office of the Division of Rehabilitation. On the basis of this experience a new plan was formulated to start in 1957.

School officials, the personnel of the State Employment Service, and a rehabilitation counselor felt that a more elaborate diagnostic testing program should be used in evaluating the clients. It was also felt that a more intensive counseling and guidance program should be initiated within the school system. Another recommendation was that a greater number of agencies should be asked to participate in the total program, the reason for this being that many of the proposed clients for the program have, at one time or another, received services or aid from many of the other agencies within the community or State.

The following agencies participated in the Sidney project for the 1957–58 school term: Sidney Public Schools; Division of Rehabilitation Services; Nebraska State Employment Service; University of Nebraska Teachers College, Psychological Testing Team; Cheyenne County Welfare Department, Sidney; West Nebraska Psychiatric Unit, Scottsbluff; Sidney Chamber of Commerce; and the State Department of Education, Division of Special Education. Although all of these agencies participated in the Sidney Project in one way or another, the Sidney Public Schools and the Division of Rehabilitation Services, Scottsbluff District Office, coordinated the activities and services of the other cooperating agencies.

A screening committee composed of the Senior High School principal, the director of guidance, the special education teacher, and the Rehabilitation counselor, was formed to evaluate those pupils who had been referred to the school principal as being

mentally retarded. This evaluation process consisted of comparing various group test results that each pupil had been given, the academic grades, personal and social information and other pertinent information that had been included as part of each pupil's school record. The screening committee then recommended that approximately 30 pupils in the senior high school be given psychological tests by the University of Nebraska Teachers College, psychological testing team.

Out of the 30 pupils that were tested by the psychological testing team, 12 were chosen to participate in the project on the basis of the eligibility requirements of the Division of Rehabilitation Services, State of Nebraska. Employability and feasibility were among the requirements considered in choosing each individual participant in the project.

After the participants had been selected, further planning was done by several of the participating agencies for the purpose of arriving at an understanding by all of the agencies of the part each was to play in the project. School personnel indicated that they would assign a special teacher to this group for three periods each afternoon who would instruct the pupils in mathematics, reading, English, and study skills.

Arrangements were made for each pupil to be administered the General Aptitude Test Battery by the Nebraska State Employment Service. The employment service also provided vocational counseling to each applicant. Division of Rehabilitation Services and Sidney Public Schools personnel explained the program to the participants, and asked for each individual's cooperation. School personnel indicated to the pupils that they would be given credit toward graduation if they participated in the project.

The Division of Rehabilitation Services authorized general medical examinations for all of those participating in the project, and for those where the family physician or the medical consultant had indicated a need, special medical examinations were authorized. Complete social, vocational, and psychological information concerning each client was obtained from the respective agencies.

During the first week of the 1957–58 school term, while the students were completing the general medical examinations and the aptitude testing at the Employment Office, employment contacts were made by the school guidance director, the interviewer in the Nebraska State Employment Office, and by the vocational rehabilitation counselor. The program was explained to numerous prospective employers in the Sidney community, the

majority of whom agreed to participate in the project in whatever way they could.

The employers were told that each participant would be free to work from 8:00 a.m. to 12:00 noon, 5 days a week, and from 8:00 a.m. to 6:00 p.m. on Saturday. The employers understood that the pupils would be attending high school during the afternoon of each day, and that special emphasis would be placed upon setting the curriculum so that the subject matter would correlate with their work activities as much as possible. It was also explained that a training fee would be paid to each employer if he so desired and if he felt that the circumstances warranted such. During this period, the home of each individual pupil was visited, either by the rehabilitation counselor or by a caseworker from Cheyenne County Welfare Department. The guidance director of the Sidney Public Schools had made previous contacts with the parents of each pupil.

Of the 12 pupils chosen to participate in the project, 10 remained active in the project during the 1957–58 school term. Of the 10 who were active in the project, eight were placed in a work-study situation. Of these, two dropped out of school, but were not dropped from the project, primarily because the Division of Rehabilitation Services and the Cheyenne County Welfare Department were actively working with the clients and their families. The two pupils that were not placed in a work-study situation were reevaluated several times during the school year by the screening committee, who decided that special emphasis should be placed upon their social and personal adjustment at this time, rather than upon their vocational adjustment. They were continued in the project under this plan.

Of the eight pupils that were considered active in the project, two of these were not placed in a work-study situation because it was felt that their present level of personal adjustment was inadequate. The six remaining were placed in work-study situations. These work situations were: produce man in a large grocery company, farm hand, radio and TV repairman's helper, stockroom clerk in a large variety store, section hand on the railroad, and as mechanic's helper in an automobile garage.

School officials, the director of Cheyenne Welfare Department, the interviewer for the Nebraska State Employment Service, and the rehabilitation counselor evaluated the project numerous times during the school year. The primary objective of the project was to help the mentally retarded student to adjust within his own community, and to become satisfactorily employed. It is the

feeling of the members of the cooperating agencies that this objective has been fulfilled, but that there is also a great need for the project to continue to function as it did the past year.

The students who participated were well pleased with the results. Several graduated in May, 1958. The others will continue in the project. The employers who participated in the pilot program have indicated a desire to continue in this capacity next year.

In evaluating the pilot project it was felt that some of the processes and methods could be improved. It is hoped that all of the participants can be evaluated by a clinical psychologist competent to assess the social and emotional adjustment of the students. Another goal needing emphasis is the provision of a complete explanation of the project to the parents. Another important part of the total process is that the general and special medical examinations should be completed well in advance of the beginning of the year's program. It is also felt that more employment contacts should be made with prospective employers in the community. With adequate explanation of the purposes of the program it has been found that many employers will make job modifications in consideration of the abilities of the students.

It is also felt that the pupils should receive some monetary gain from their work. Where this was not done, it was found that the student was less satisfied and did not cooperate as fully.

While the Sidney project involved only a small group of students classified as mentally retarded, it is felt that the success of the project has proven that any community, large or small, industrial or agrarian, by enlisting the cooperation of many community agencies, can help the mentally retarded person to adjust successfully to his community and to become a competent employee.

# Other Illustrations of Cooperation

THE ALABAMA VOCATIONAL REHABILITATION AGENCY has a close working relationship with the consultant for the exceptional education program in the State Education Department. Arrangements provide for referral for vocational rehabilitation at the time the individual approaches the age of 16 and is in need of services.

In Connecticut a training course has been initiated in the Hartford Public school system specifically designed for the post public school mentally retarded. The Hartford district office of the State vocational rehabilitation agency is in charge of referrals to this project.

As a part of its case finding procedure, the Hawaii Vocational Rehabilitation Agency each spring sends letters to all high school principals requesting the names of students with physical or mental disabilities. After receipt of the list, the counselor confers with school personnel followed by interviews with the students.

The Mason City, Iowa, public schools have set up a program in cooperation with the Division of Vocational Rehabilitation and other cooperating agencies with the goal of providing specific on-the-job training or work adjustment, for mental retardates in the 17 to 21-year age group. The program consists of a half day of classroom work under a special teacher qualified under the special education program, and a half day in the work adjustment phase of the program.

Following the half day of school an on-the-job or work-adjustment training program is carried out for each student. This includes in addition to the actual training, job counseling by the employer and day to day supportive counseling by the special teacher and other available personnel.

The public schools provide the special teacher, classrooms for the project, and day to day supervision of the student while on the training program. Students are referred to the Division of Vocational Rehabilitation with all available psychological reports and social case histories prior to the actual development of on-the-job training programs.

The Division of Vocational Rehabilitation cooperates in the program by accepting eligible students for services of the division.

The rehabilitation counselor works with school officials in staffing individual cases and in counseling with students, teachers, employers, and other persons interested in the programs, provides medical evaluation of the student and tuition for the on-the-job training portion of the program in cases where necessary. Job placement and followup after work adjustment program is completed, is carried on jointly by school officials, the rehabilitation counselor, and the State Employment Service. The Employment Service also provides aptitude testing, and assistance in locating suitable training facilities for the work adjustment phase of the program. The program is being developed along the line of distributive education carried out for the regular high school students. Mental retardates have previously been excluded from the distributive education program.

A similar program has been developed in the Des Moines Public Schools in which special classrooms have been set aside, special teachers provided, and on-the-job training programs developed in cooperation with the Des Moines District Office of the Division of Vocational Rehabilitation and the Iowa State Employment Service.

The Des Moines project differs from the one in Mason City in that for the first semester the student attends school full time and is given specific courses in English and social studies geared to his actual needs in communication, and understanding of his responsibilities to the community, its facilities and job opportunities, requirements of specific jobs, and information relating to good work habits and job etiquette. The second semester program consists of one-half day at school and one-half day at work in a selected job situation similar to the Mason City project.

In Illinois the vocational rehabilitation counselors routinely visit every public school in the State to determine whether there are any potential cases.

In Minnesota the Division of Vocational Rehabilitation and the Division of Special Education are under the Assistant Commissioner of Rehabilitation and Special Education so that there is a close association of these two programs. For a number of years a representative of the Division of Vocational Rehabilitation has served in a liaison capacity between the State Department of Education and the State Department of Public Welfare in the area of training and rehabilitating the exceptional young adult. Also, in Minneapolis the Division of Vocational Rehabilitation and the Division of Special Education in the

Minneapolis schools have operated for a number of years a coordinated program for young mentally retarded adults in the Minneapolis schools.

In New Jersey the development of a State-wide program for the vocational rehabilitation of the mentally retarded is receiving considerable attention at present. The latest aspect of this development is the assignment of a vocational rehabilitation counselor in the Newark school system who works cooperatively with the staff of the board of education for the development of plans for the rehabilitation of mentally retarded young adults who are in school.

In North Dakota, the counselor in each district rehabilitation office works closely with the local school counselors and accepts referrals from them of mentally retarded individuals who meet the age requirements and also are determined by tests to have employment prospects. Those accepted for service are for the most part placed in on-the-job training situations. In many instances, the special education instructor is also involved in the training.

A facility is being developed by the Tennessee State vocational rehabilitation agency with the Knoxville City Board of Education to provide vocational and prevocational training for mentally retarded adolescents. A special counselor is to be assigned to the Knox County area to serve only the mentally retarded.

The Special Education-Vocational Rehabilitation Conference held in July 1957 at Southern Methodist University stimulated interest in vocational adjustment of the mentally retarded. The need for closer cooperation between rehabilitation and special education was emphasized, and plans initiated at the conference are now being implemented. Some of the activities relating to vocational adjustment of the adolescent mentally retarded are:

1. Recently the Texas Board of Education granted authority to the commissioner to appoint a Special Education-Rehabilitation Advisory Committee. The committee will be composed of the Director of Special Education, Director of Vocational Rehabilitation, school administrators, special education teachers, rehabilitation counselor, special education professors, and lay people.
2. Meetings of school officials and vocational rehabilitation personnel have been held in Dallas, Fort Worth, Houston, and other cities to discuss the structure and operation of special education-rehabilitation units.
3. A counselor has been employed by the Texas Vocational Rehabilitation Division to work specifically with mentally retarded adolescents in the Houston area.

4. A "half-way house" for mentally retarded adolescents from the State school has been established in Austin with Extension and Improvement funds under the Vocational Rehabilitation Act. Through the efforts of the project director and the vocational rehabilitation division, 14 of the 15 boys in the half-way house have been placed in employment in industry.
5. It appears that special education-rehabilitation units will soon be established in New Mexico, Arkansas, and Texas.

Vocational rehabilitation and special education have coordinate programs in Virginia. There is a close working relationship between the district supervisors of rehabilitation, the visiting teachers and special teachers.

In the Virgin Islands, the vocational rehabilitation agency and the department of education have arrangements under which the mentally retarded adolescent who needs vocational rehabilitation services is referred to the Division of Vocational Rehabilitation.

The West Virginia vocational rehabilitation agency and the supervisor of services for the mentally handicapped collaborates with the Director of Education for physically and mentally handicapped children of the office of the State Superintendent of Free Schools in promoting vocational services for the adolescent mentally retarded. Locally, vocational rehabilitation counselors are in touch regularly with teachers of the special classes for retarded children.

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