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Coordinating Services for Handicapped Youth Between Schools and the Community:

The Six-Month Implementation Progress Report of Maine's Interdepartmental Committee on Transition



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April 1987

Coordinating Services for Handicapped Youth Between Schools and the Community:

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STATE OF MAINE

Prepared by Larry Glantz Human Services Development Institute University of Southern Maine

April 1987

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Coordinating Services for Handicapped Youth between Schools and the Community

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Interdepartmental Committee on Transition

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STATE OF MAINE

COMMITTEE ON TRANSITION

April 1, 1987

To:

Robert B. McKeagney, Deputy Commissioner

Department of Human Services

Diana

From:

Diana Scully, Chair, Committee on Transition

Subject: Interim Report of the Committee on Transition

As Chair of the interdepartmental Committee on Transition, I am pleased to transmit to you the enclosed implementation report entitled, "Coordinating Services for Handicapped Youth between Schools and the Community: The Six-Month Implementation Progress Report of Maine's interdepartmental Committee on Transition."

As you know, the Committee on Transition was created by statute last year by the 112th Legislature to coordinate policies and programs related to the transition of handicapped youth from schools to adult life in the community. The Committee has been active in the past six months in several areas, particularly the creation of seven local pilot demonstration projects throughout the state. The details of the Committee's accomplishments and pending issues are provided in the enclosed report.

While the authorizing statute does not require a report to the Legislature until December, the Committee on Transition chose to issue this interim report to chronicle past and projected activities. It is our hope that this report will be made available to the Commissioners within the Interdepartmental Committee, the Governor and the Legislature.

The members of the Committee on Transition would like to make a presentation about this report and our activities to the Commissioners. Thank you for your interest in and support of the COT.

DS: jes

cc: Greg Scott, Department of Education Ron Welch, Department of MH/MR Nancy Warburton, Staff, IDC

Enclosure

Membership Listing

Committee on Transition March, 1987

Department of Human Services

Agency Representatives:

Diana Scully Director

Bureau of Kehabilitation

John Shattuck Deputy Director

Bureau of Rehabilitation

Public Representatives:

Facility/Provider:

Beth Trotta

Director, Community Services Maine Center for the Blind

Portland, Maine

Parent/Consumer: Claudette Poulin East Winthrop, Maine

Department of Mental Health and Mental Retardation

Agency Representatives:

Betsy Davenport

Director

Bureau of Mental Retardation

Robert Foster

Director

Bureau of Children with Special Needs

Brenda Harvey

Bureau of Mental Health

Public Representatives:

Facility/Provider:
Larry Ross

Executive Director Sebasticook Farms St. Albans, Maine Parent/Consumer: Kelsey Orestis Lewiston, Maine

Department of Education and Cultural Services

Agency Representatives:

David Stockford

Director

Division of Special Education

Bill Cassidy

Director

Bureau of Vocational

Education

Public Representatives:

Facility/Provider:
Mrs. Patricia Chase

Director of Special Education

Houlton, Maine

Parent/Consumer: Mrs. William Booth Bar Harbor, Maine

Other

Peter Stowell

Director, Maine Planning and Advisory Council on Developmental Disabilities

Richard Balser

Director, Hospital Industries Program, Maine Medical Center

I. INTRODUCTION

A. Purpose of this Report

This document has been prepared as a interim report on the activities of the interdepartmental Committee on Transition (COT), which was created by statute in April 1986 to coordinate transitional services for handicapped youth (1986 Me. Laws. Chap. 768 — see Appendix A). The present membership and appointed leadership (Chair and Assistant Chair) was in place by the end of September 1986. Therefore this report covers activities over the first six months of operation.

Significant change will be taking place within the state government in Maine during the spring of 1987, given the inauguration of Governor McKernan and others who he will appoint, as well as the convening of the first session of the 113th Legislature. Therefore the members of the Committee on Transition have chosen to issue this interim report to chronicle events and activities to date, as well as to describe current issues on which it is working. Thus it is hoped that the details within this report can serve to brief new participants in the state's interdepartmental planning process, as well as to illustrate for all readers the developmental path that has led to the current activities and structure of the Committee.

B. Creation of the interdepartmental Committee

Step One: Legislative Authorization. The interdepartmental Committee on Transition (COT) was established by statute in 1986. Chapter 768 of the 1986 Maine laws, approved by the Governor on April 24, 1986, included the following authorization:

"\$ 7803. Interdepartmental coordination. An Interdepartmental Coordinating Committee for Handicapped Youth in Transition pursuant to Title 5, chapter 379, representing the Department of Educational and Cultural Services, the Department of Human Services, the Department of Mental Health and Mental Retardation and the public, shall be appointed by the 3 commissioners to work with the department to establish guidelines, including continuation applications, to monitor grants and to evaluate the performance of programs developed through the grants.

The members of this committee shall be compensated in accordance with Title 5, chapter 379."

This legislation evolved out of the efforts of the Select Committee to Address Training and Employment Opportunities for Handicapped Persons Beyond School Age, which was established by resolve of the 111th Legislature in September 1984. This Select Committee was charged with the tasks of evaluating the current system for transition from school to work, developing a five-year plan for improving the system, and reporting back to the Legislature throughout the process.

An Interim Report to the 112th Maine Legislature) was released by the Select Committee in May 1985. Both a final report (Making the Transition from School to Community Living: Preparing Handicapped Youth in Maine for Fully Integrated Lives) and an accompanying Executive Summary were released by the Select Committee in March 1986. One of the more conspicuous findings by the Select Committee was that the one thousand special education students who left the public school system each year faced a considerable gap in services and planning between the school-system and the adult system to which they were entering. No systematic plan existed to provide a bridge that would link the two systems, and thus little or no communication and coordination was taking place.

The final report outlined both short and long range recommendations for policy changes that would help to span the service gap through cooperative planning and service delivery. The one-year plan outlined immediate steps that could be taken to adapt existing services in order to provide immediate transitional services while examination of more elaborate transitional services continued. The longer range "five-year" plan presented an approach to the creation of a significant new policy structure that would increase planning and eliminate service gaps between the school and adult service systems for handicapped youth.

The highest priority was placed on the implementation of the one-year recommendations, especially the legislative proposals. The Select Committee believed that the most important initial effort would be the establishment of an on-going interdepartmental committee at the state level, together with the operation of local pilot projects which would allow experimentation with various approaches to coordinated transitional services for handicapped youth. From these two initial organizational efforts, the more specific one-and five-year recommendations could be better addressed.

As part of its one-year plan, the Select Committee submitted proposed legislation to the Maine state legislature. That bill, L.D. #2245, was introduced by Representative John Martin and enacted by the Legislature in March. While providing no appropriations for fiscal year 1986-87**, the law does contain language that created the Committee on Transition and has fostered the interagency coordination that is necessary for developing quality transition services for handicapped youth.

^{**}The bill contained no appropriations for new Committee on Transition activities, including staff and new demonstration projects. The bill did include an appropriation to continue earlier projects for aging-out youth that were administered by the Bureau of Mental Retardation.

Step Two: Administrative Implementation. The first planning meeting to establish the interdepartmental committee was held on July 14, and the name of the group was chosen to be the Committee on Transition (COT). On July 21, the directors of the involved Bureaus within the three Departments (see memo in Appendix B) petitioned the Deputy/Associate Commissioners Committee (DACC) for approval of the COT as a formal interdepartmental committee, with defined representatives of the three departments and the public, on a par with the Children's Policy Committee and reporting directly to the DACC (see illustration on following page). On July 23 the DACC approved the COT proposal (see July 24 memo in Appendix B).

Additional planning meetings were held on August 7 and 21. The first formal meeting of the Committee took place on September 18, at which time Diana Scully (Bureau of Rehabilitation) was elected Chair and David Stockford (Division of Special Education) was elected Assistant Chair. Both were elected for interim terms of six months. Formal By-Laws (Appendix C) for the Committee were approved on October 2, at which time the Committee membership was expanded to fill all fourteen agency and public representative slots.

II. ACTIVITIES OF THE COMMITTEE ON TRANSITION

A. Creation of Local Pilot Demonstration Projects

The Act which created the Committee on Transition also authorized the expenditure of funds for local pilot projects that would demonstrate the delivery of services to handicapped youth in transition. The newly enacted Section 7804 authorized the selection and funding of pilot project sites designed to demonstrate the effective delivery of services to handicapped youth in transition by coordinating existing programs, where possible, and establishing a mechanism for ongoing coordination of programs, such as local educational agencies including adult education, community mental health centers, regional mental retardation services, regional rehabilitation programs and other public and private agencies as appropriate. The Act mandated that each pilot project also establish a method for the identification of unserved and under-served handicapped youth in transition and develop services for these youth. This section also stipulated that governance of each local project had to be by a Local Coordinating Committee, made up of representatives of state agencies, local school administrative units and adults agencies, parents of handicapped children and other community persons.

The legislation which authorized the demonstration projects contained no appropriation for COT activities. Therefore in August, the COT member agencies identified a total of \$220,000 in existing funds which were available for activities related to transitional services. This amount was increased in December by \$27,000, in part through funds from the Bureau of Vocational Education. The COT set the total amount of \$247,000 aside for use in a competitive grant award process to identify local project sites.

A detailed Request for Proposals (RFP) was released by the COT on October 20. The RFP emphasized the development of new service approaches which would allow handicapped youth in transition to integrate within and become contributing members of their local community. Services were to be targeted for handicapped youth aged 14 - 25 in transition from school to services in the community. Further, these services were to be managed by an area coordination council, representing transition service programs in the region to be served, which had to be formed prior to submission of the grant application. Emphasis was also placed upon the development of better data on unserved or under-served youth in transition, the coordination of new services with existing service systems, a close working relationship between school and community agencies, placement into integrated community job settings with adequate supportive services, and on-going evaluation activities to identify successful techniques which meet project objectives.

A Bidder's Conference for the RFP held in Augusta on November 5 attracted over fifty (50) interested applicants. The deadline for proposals was Friday, December 5th, at which time a total of fourteen (14) proposals were received. The high level of interest in and response to the RFP, especially given the tight time frame allowed for such response, is a testament to the readiness of local organizations to work together to address current needs for services aimed at handicapped youth in transition.

A nine-member Proposal Evaluation Group was formed to carefully evaluate and score each proposal. The full Committee on Transition met on December 18 to decide on final awards, with the general goal of funding the best projects while also obtaining good distribution of projects throughout the state.

Seven (7) proposals were selected for funding, as shown below:

- 1. Area IV Coordination Council

 Amount Awarded: \$41,000

 Service Area: Six SAD's in Androscoggin County, including Lewiston,
 Auburn, Lisbon, Mechanic Falls, Turner, Leeds, Sabattus, Green and
 Wales.
- 2. Southern Kennebec County Transition Council '
 Amount Awarded: \$40,000
 Service Area: MSAD #11 (Gardiner) and Winthrop School systems
- 3. Washington County Area Coordination Council Amount Awarded: \$40,000

Service Area: Machias and Calais areas

- 4. Southern Oxford County Council on Transition

 Amount Awarded: \$35,000

 Service Area: Towns of Oxford, Hebron, Paris, W. Paris, Norway,
 Otisfield, Waterford, Harrison, Sumner, Hartford, Buckfield,
 Mechanic Falls, Poland
- 5. Aroostook Transitional Employment Coordination Council
 Amount Awarded: \$35,000
 Service Area: Presque Isle, Caribou, Houlton, and Eagle Lake areas

6. Jobs, Employment and Training Local Coordination Council for Piscataquis and Penobscot Counties Amount Awarded: \$35,000

Service Area: Piscataquis and southwestern Penobscot counties

7. Bangor Area Coordination Council

Amount Awarded: \$21,000

Service Area: Bangor and southern Penobscot Counties

The Department of Human Services (DHS) is serving as the fiscal conduit for all demonstration project funds, so that local projects receive funds from one rather than many sources. Therefore each of the contributing departments and other agencies will be "journaling" their funds to a DHS account (The exception to this is the funds from the Bureau of Vocational Education, which must be transmitted through a local educational agency). Final grant award letters were mailed to all projects (except for the Bangor area project) on March 10, along with details of grant management and reporting requirements (see Appendix D of this report). The first quarterly payments will be sent to the local projects in late April.

Quarterly status reports will be obtained from each local project. These reports will contain details on specific work activities, progress toward meeting project objectives, and specific results of project evaluation efforts. A summary of findings from these quarterly reports will be prepared for the Committee, and shared with the Deputy/Associate Commissioner Committee and the Interdepartmental Committee.

B. Supported Employment

The Committee on Transition has been actively involved in planning for the development of Supported Employment**services, an issue which has been a central focus of interdepartmental planning efforts over the past three years. Supported Employment has been designated a priority for rehabilitation services by the Office of Special Education & Rehabilitation Services (OSERS), U.S. Department of Education.

Supported employment is often seen as a means of integrating more severely handicapped individuals into community jobs, and therefore is often described as falling between sheltered employment and competitive employment on the existing service continuum. It is particularly appropriate for many special education graduates whose needs fall between mainstream employment and training programs and the sheltered employment service network. The Committee

^{**}The Developmental Disabilities Act of 1984, PL 98-527, uses the following definition for supported employment:

[&]quot;Supported Employment means paid employment which:

⁽¹⁾ Is for handicapped persons for whom competitive employment at or above the minimum wage is unlikely, and who, because of their disabilities, need intensive ongoing support to perform in a work setting;

⁽²⁾ Is conducted in a variety of settings, particularly worksites in which persons without disabilities are employed; and

⁽³⁾ Is supported by any activity needed to sustain paid work by handicapped persons including supervision, training and transportation."**

on Transition addressed Supported Employment both through its statewide grant competition for local demonstration projects, as well as in a grant application to OSERS seeking major funding for a Supported Employment Services Program.

The goal of the new emphasis on supported employment services is that those more severely disabled individuals can enjoy the same benefits as less severely disabled workers, who we now routinely place into competitive jobs in business and industry. This includes the benefits of working at meaningful jobs alongside non-disabled workers, as well as earning a wage and paying taxes.

There is eager anticipation that employment efforts aimed at Maine's disabled citizens, such as supported employment, can be coordinated with and made an integral part of Governor McKernan's theme of economic development and job creation. Prior experience of the three departments, in preparing disabled individuals for work and placing them into jobs, have clearly demonstrated that these workers are a valuable and dependable labor pool that must be included in all job creation and labor allocation strategies.

Supported Employment within the Demonstration Projects. An emphasis on including supported employment approaches in the local demonstration projects was contained in the Committee's Request for Proposals (RFP), which stated:

"The development of effective transitional services for more severely disabled individuals is a high priority of the COT, since these individuals have had the worst record in the transition to adult services and integrated lives in the community. Thus the COT will be looking for projects which include employment and other transitional services to a more severely disabled population. Supported employment services are seen as a means of increasing the integration of such individuals into the community, and thus will be viewed as a important part of a local transition coordination project plan aimed at more severely disabled individuals."

To ensure that such service plans were developed and funded, the Committee designated that approximately 27% of the \$220,000 in initial demonstration project funds, or \$60,000, was to be set aside for specific funding of supported employment components within the funded demonstration programs. The types of proposed supported employment services varied considerably, and thus there will need to be a careful analysis of the relative success of each method to ascertain best overall practices.

One local supported employment project will be operated as part of the transitional services managed by the Aroostook Transitional Employment Coordination Council (ATECC). The ATECC has made an agreement with the Powell Memorial Center in Eagle Lake to develop supported job slots in an integrated environment for at least five severely handicapped youth. The Center will make use of the three traditional models of supported employment, which include the mobil work crew, the sheltered enclave, and supported jobs.

Supported Employment Proposal to the U.S Department of Education. In August the Bureau of Rehabilitation, on behalf of the Committee, submitted an application for federal assistance for a statewide "Supported Employment Services Program" to the Office of Special Education and Rehabilitation Services (OSERS), U.S. Department of Education. The proposed SES Program was to be an interdepartmental effort managed by the Committee to build upon present efforts and expand the range of available services, in order to produce the least restrictive vocational outcomes for severely disabled individuals. The federal assistance was seen as a means of obtaining "seed" money which the Committee could use to structure a permanent system of supported employment services in the state.

The total request for the first year of the program was \$475,000 in federal funds, which was to be matched by \$233,000 in existing state funds. A five year project period was proposed, with federal assistance being reduced during that term to a level of \$230,071 in the fifth year. The Committee planned to undertake the following activities as part of this SES Program:

- 1) The creation of a special Committee Task Force involving business leaders, business association representatives, and local service organizations now providing supported employment services;
- 2) an intensive policy review of current programs and policies by the Committee and by the special Task Force to identify policies which aided or acted as a barrier to the development of supported employment services;
- 3) an in-depth and objective evaluation of the Supported Employment Services Program that identifies key findings and lessons that can guide the development and implementation of a permanent system of supported employment services;
- 4) an examination of options for the diversion of disability grant payments to employment wages;
- 5) the development and operation of eight (8) demonstration projects providing supported employment services; and
- 6) the placement of 116 severely disabled individuals into supported employment; 96 through the eight local demonstration projects and an additional 20 through the use of financial incentives (economic development) to create new supported jobs.

Unfortunately, the proposal was not selected for funding by the Department of Education. However, the application document itself represents a plan which defines the role that can be played by the Committee in addressing critical supported employment issues within Maine's overall policies and programs related to the transition of handicapped youth from school to the community.

III. MAJOR ISSUES BEING ADDRESSED BY THE COMMITTEE ON TRANSITION

A. Continued Funding for Local Demonstration Projects and other COT Activities

The Act passed by the Legislature that authorized the Committee to "select and fund pilot project sites" contained no appropriation to cover expenses

incurred in the operation of either the state interdepartmental committee or the local pilot projects. The members of the Committee on Transition understood the urgency of the need to begin state and local program coordination and development efforts related to transition. To that light, each state member agency has been able to make a financial contribution to cover COT operating expenses.

In the original Select Committee legislation, a total of \$300,000 was requested to operate six local demonstration projects, based on the estimated cost of \$50,000 per project. At the time of the distribution of the Committee's Request for Proposals, only \$220,000 in existing service funds was identified by member agencies for pilot projects, and thus it was decided that the six project awards would average \$35,000-\$40,000. An additional \$27,000 was identified after the first six awards were made in order to fund a more limited seventh project as well as to supplement the first six awards.

Agencies making contributions to cover local pilot project operating expenses include the Bureau of Mental Health (BMH) and the Bureau of Mental Retardation (BMR), within the Department of Mental Health and Mental Retardation; the Division of Special Education (DSE) and the Bureau of Vocational Education (BVE), within the Department of Educational and Cultural Services (DECS); the Bureau of Rehabilitation (BR) within the Department of Human Services (DHS); and the Maine Planning and Advisory Council on Developmental Disabilities. Contributions from each of these agencies was made on a one-time basis, to cover only one year of local project operation. The ability of each agency to provide additional funds to allow the continuation of the first seven projects, or to fund any new projects, would have to be made on the basis of legislative appropriations versus demand for funds in other areas. Each local project was notified that awards were made for only one year, with no guarantee or commitment regarding continuation beyond that time period.

In addition, the costs of operating the Committee on Transition, including staff support and materials, have been shared by two agencies. The Bureau of Mental Retardation covered these costs through September 1986, with the Bureau of Rehabilitation covering these costs since that date.

The Committee fully expects that these seven local projects will be extremely successful over the coming year in identifying the cost and program effectiveness of coordinated local transition services. As local and statewide program evaluation activities clearly demonstrate such success, the issue of continuing and possibly expanding these projects will have to be addressed by the Legislature. It is doubtful that the contributing agencies could sustain their level of funds past this first year, given budgetary demands from other competing program areas. Over the coming year other sources of funds will be explored, particularly federal funding targeted for transitional services and supported employment.

Thus there may be an urgent need for the Legislature to consider emergency legislation in the spring of 1988 regarding the continuation of the local coordination projects. Results of the local and statewide evaluations project success will be clearly detailed within the Committee on Transition report (to be submitted through the commissioners of the three involved departments) to the legislature, required by statute to be received prior to December 15, 1987. It is also recommended that any future appropriation include an amount to cover staff and operating costs of the Committee, in order to assure permanent staff support such as is present in other interdepartmental committees under the Interdepartmental Coordinating Committee. The availability a full-time staff person for the Committee is critical to its ability to analyze problems identified at the state and local project levels, and to develop proposals that remedy such problems in the most efficient and most effective manner, making maximum use of existing resources and service networks.

B. Liability Issues for Local Demonstration Projects

The issue of fiscal and related liability has become a critical concern of local agency personnel who have been awarded funds to operate demonstration projects. The concern has been expressed in regard to the area coordination councils which will be directing local projects and making key decisions regarding fiscal and program activities. In most cases these councils are not incorporated or bonded, and the council members serve in a voluntary fashion.

In this current age of liability suits and damage awards, most agencies are purchasing and maintaining liability insurance coverage for staff, directors and board members. Some individuals have personal coverage. But it is uncertain whether such policies are necessary for an area coordination council which will be making programmatic and fiscal decisions within the local demonstration sites. It is also uncertain whether such policies, if necessary, can be purchased at reasonable rates.

Agency personnel of organizations serving as fiscal agents for a local project have expressed similar reservations. While the Committee's Request for Proposals clearly states that the fiscal agent's role is to limited to the management of project funds according to the expressed interest of the area council, there is a concern that such a fiscal agent might be nonetheless vulnerable to a liability claim since it would hold the only assets of the volunteer council.

The Committee has received favorable initial review from the Risk Management Division. Timothy W. Smith, acting Director of the Division, believes that his office can obtain a "Directors and Officers Liability" policy that will provide basic liability coverage for members of each local Area Coordination Council. This policy will be patterned after a similar policy which covers the sixteen similar local councils established by the Interdepartmental Coordination Council for Preschool Handicapped Children (IGCPHC).

Beyond that development, the Committee on Transition is seeking further legal advice regarding the extent of potential liability vulnerability within the local pilot project structure, and regarding steps that can be taken to limit such vulnerability. Such advice has been solicited from the Assistant Attorney General within the Department of Human Services. Results of this investigative effort will be detailed in future Committee reports, and additional long term solutions may have to be developed by the Interdepartmental Committee (IDC) and the legislature.

C. Promulgation of Rules by the COT

One cause of concern which arises from an examination of the structure of the local pilot projects, such as with the liability issue discussed above, is the lack of clear and specific guidelines for the projects. Other than the provisions of the Request for Proposals (RFP) document released by the Committee during the competitive grant competition, there are no specific and legal guidelines that define, among other things, the role of the local committee vis-a-vis the state committee, the minimal standards for composition and operation of a local Area Coordination Council, and the specific function and limitations of a project's fiscal agent.

The Transition Act passed by the Legislature in 1986 (Chapter 768), contained the following language under the new Section 7804, "Authorization for expenditure of funds" (emphasis added):

- "2. Rules. The committee shall promulgate rules that assure participation at the local level by agencies currently serving handicapped youth in transition from school to community. They shall require that existing resources for providing services to handicapped youth in transition be exhausted prior to using grants funds to provide services.
- 3. Fiscal Agent. The agency, institution or school administrative unit receiving a grant under this chapter may function only in the role of fiscal agent, as described in regulations promulgated by the department for regulating the local administration of these programs.

There has been some question regarding whether in fact the Committee on Transition has the legal authority to development and promulgate rules that would govern its own operation or the operation of the local demonstration sites. There is little disagreement that more detail regarding the structure and operation and the state committee and local councils is necessary, and that such rules could clarify present uncertainties that have led to concerns regarding liability and the future of the local councils.

The law is further confusing when it states, in sub-section 4 under Section 7804 referring to the establishment of the local coordination committee, that "Responsibilities of local coordinating committees shall be detailed in the rules promulgated by the committee." Presumably this refers to rules of the state committee, but since each is referred to as "committee", there is confusion.

The Committee is presently debating the course of action which should be taken in regards to the issuance of rules. The action alternatives available to the Committee can be summarized as follows:

- 1. <u>Issue No Rules</u>. If the Committee finds that it in fact has no legal standing to issue rules, then action should be taken to amend the statute to remove present language that implies that such legal standing exists. This may be able to be handled through an "errors and omissions" section of a bill being passed by the Legislature.
- 2. <u>Issue Committee Rules</u>. If there is a finding that the Committee has authority to release rules, or if it chooses to test it authority to do so, it could develop and issue rules of its own, following all necessary legal administrative procedural requirements.
- 3. <u>Issue Rules through COT Member Departments</u>. Another alternative to allow the Committee to issue rules is to attempt to release these rules through each of the three member departments (MH/MR, DHS, DECS), thereby invoking the departments' legal authority to issue rules.

Some type of action regarding the rules should be discussed and taken while the Legislature is still in session. The Committee will continue to seek legal input into this issue until it can be resolved.

D. Role of the Committee on Transition within the McKernan Administration

The current members of the Committee on Transition are very hopeful that transition planning and development activities will receive a very high priority within interdepartmental efforts sustained under Governor McKernan's new administration. It is hoped that there will be a clear and early signal that current transition planning efforts will be supported and made to be an integral part of the new administration's policies and priorities.

Under the By-Laws of the Committee, departmental representatives are appointed by the Commissioner from the department which they represent. In addition, the public representatives (parent/consumer and facility/provider) for each department are appointed by the representatives of the departments, with the approval of their department Commissioner. Together these Commissioner-approved representatives fill thirteen of the fourteen slots on the Committee.

To date two new Commissioners have been nominated by Governor McKernan and approved by the Legislature: Commissioner Rollin Ives, of the Department of Human Services; and Commissioner Eve Bither, of the Department of Education and Cultural Services. The members of the Committee urge that new commissioners issue a statement of their commitment to and support for transition services as early as 'possible.

Finally, the members of the Committee urge that the McKernan administration incorporate present interdepartmental transition planning and development activities into the formal departmental budgetary process as soon as possible. Only after this happens can the developmental process be stabilized, and be in a position to have the most impact regarding permanent statewide delivery system change that improves the plight of handicapped youth in transition from school to the community.

E. Overall Evaluation of the Committee on Transition

The activities of the statewide Committee on Transition, especially the local demonstration projects which it operates, represent an innovative approach to coordinate and manage prior service approaches to the heretofore unmet needs of handicapped youth in transition. A careful evaluation of this innovative approach will be necessary to identify which activities are successful and which need adjustment to meet the identified needs.

The original Select Committee legislation contained the requirement that 5% of local demonstration project funds be used for evaluation. That requirement was not carried through into the final act since no appropriation of funds was made. Nonetheless, the Committee chose to include this requirement in its Request for Proposals, and thus each funded local demonstration project has reserved 5% of its awarded funds to obtain an "objective" evaluation of project success.

Despite the emphasis on evaluation activities for the local demonstration project, no plans have been made for performing a similar evaluation of the activities of the overall statewide Committee on Transition. The value of such a system-wide evaluation has been demonstrated with other Maine programs, including the state policy coordination and local demonstration projects within the Interdepartmental Coordinating Committee for Preschool Handicapped Children (ICCPHC), upon which the Committee on Transition state/local structure is based. A study of the ICCPHC system was completed in July 1985 by Matrices Consultants, Inc., of Norwalk, Connecticut; this study was helpful to the Committee on Transition in its early development.

Similar evaluation data on the experiences of the Committee on Transition state-wide activities should be obtained, and included in the report to the legislature which the three commissioners are required to file before December 15, 1987, as well as in the subsequent report required for December 15, 1988.

The cost of performing such an objective evaluation of COT activities may be a major obstacle. It is hoped that potential sources of funds for a significant evaluation of the overall transition services development effort, including the activities of the state Committee on Transition and its efforts to coordinate the seven local project sites, could be identified. The members of the Committee would appreciate any suggestions and/or assistance with this issues by Deputy/Associate Commissioners' Committee (DACC) and the Interdepartmental Committee (IDC).

IV. OUTLOOK FOR 1987

Committee activities through the remainder of 1987 will focus upon three primary areas:

- 1. A continuation of the implementation and monitoring of the seven local pilot projects, especially the collection of evaluative data relevant to the planning for and development of future interdepartmental transition services;
- 2. A smooth transition period that ensures a strong role for interdepartmental transition policy coordination and program development efforts within the McKernan administration; and
- 3. Committee study and action regarding the remaining policy and program recommendations made to the Legislature by the Select Committee to Address Training and Employment Opportunities for Handicapped Persons Beyond School Age.
- 1. Local Project Continuation. Much about the Committee's efforts regarding the local pilot projects has already been discussed in this report. The Committee will seek to disseminate information obtained from the local projects, especially the specific local program evaluation activities. The December Committee report, which will be submitted to the Legislature by the Commissioners of the three member agencies, will contain much of the findings available from the first three quarters of local project operation.

The Committee will also continue efforts to secure funding to hire an additional staff support person. Staff support for the state Committee on Transition is currently being provided by Larry Glantz of the Human Services Development Institute (University of Southern Maine), under contract with the Bureau of Rehabilitation. However, as the local demonstration projects get under way and begin to generate significant amounts of evaluative data, additional staff support will be needed to analyze this data, as well as to provide other technical assistance to the local projects. The Select Committee's original vision of the Transitional Services Coordinator staff position, which was authorized in the Transition Act but not funded, was to provide a liaison between the state committee and the local coordinated service system (the demonstration projects in the first few years).

Negotiations will continue between the Committee and potential sources for funding for this staff position. One such source is the Developmental Disabilities Council. If funded, the position will be placed within the Division of Special Education, as stated in the Transition Act.

2. Developing the Role of Transitional Services within the McKernan Administration. This report is the embodiment of the Committee's interest in ensuring a smooth transition period into the new McKernan administration. The Committee will continue to provide regular reports to the departmental commissioners through the Interdepartmental Committee structure, and is of course available at any time to provide additional information on its activities.

Again, it is hoped that the commissioners will continue to support the interdepartmental effort regarding transition services, and will help make to make permanent systemic changes that will improve the service delivery structure. The most critical key to the interdepartmental planning and program development efforts over the next few years is regular and secure funding within the regular budget process for the Committee on Transition and the local demonstration projects.

3. Action on Remaining Select Committee Recommendations. The Committee will continue to work with the specific one— and five—year recommendations of the former Select Committee to Address Training and Employment Opportunities for Handicapped Persons Beyond School Age. The establishment of the pilot demonstration projects, and the coordination of existing agency services in each project area, comprise but four of the eighteen (18) "Recommendations for Immediate Services", the first—year action proposals made by the Select Committee.

There also remains the nineteen (19) "Recommendations for Long-Term Transitional Services for Handicapped Youth," the specific five-year proposals for action which were made by the Select Committee in its final report to the Legislature.

The Committee on Transition is planning to address these remaining one and five-year recommendations through the establishment of working subcommittees. These subcommittees will be directed by Committee members, but will also involve others not on the community who are in a position to provide substantive input and recommendations to the Committee. This will include handicapped consumers, parents, other appropriate members of the community, individuals active in the local demonstration projects, employers, state agency staff, facility staff and directors, and others as appropriate.

Committees which are being formed are as follows:

Data and Evaluation - Issues include management of needs assessment data from local projects; development of transition service data from other sources; coordination of project evaluation efforts; management of state level evaluation efforts; school-to-work tracking systems; other data and research efforts to support policy development.

Personnel Preparation and University Liaison - Issue include development of policy responses to recommendations aimed at pre-service and in-service curricula, certification standards, and personnel needs for transition; liaison with University of Maine to develop new programs; coordination of local training on transition and supported employment services for local project personnel and others.

Local Coordination - Issues include proposal review and recommendations for grant awards; oversight and coordination of local demonstration projects; other coordination assistance efforts between local school districts and adult service agencies.

Business and Economic Development - Issues include liaison with and recruitment of local business people for involvement with planning and implementation of transition services; analysis of economic development strategies and use for transition services.

Statewide Cooperative Agreement Team - Issues include specific review of transition planning policy and procedures through the P.E.T. process; other coordination of special education, vocational education, and adult education services by the local educational agency related to transition.

This concludes the Six Month Interim Report that is respectfully submitted by the Committee on Transition to the Deputy/Associate Commissioner Committee and to the Interdepartmental Committee.

APPENDICES

APPENDIX A

CHAPTER

PUBLIC LAY!

APR 21. '86

<u>.</u>768

BY GOYERNOR

STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED AND EIGHTY-SIX

H.P. 1592 - L.D. 2245

AN ACT Concerning Transitional Services for Handicapped Persons Beyond School Age.

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 20-A MRSA c. 308 is enacted to read:

CHAPTER 308

TRANSITIONAL SERVICES COORDINATION PROJECTS FOR HANDICAPPED PERSONS

§7801. Purpose

- It is the purpose of this chapter to stimulate through the activities of pilot projects a more effective and efficient delivery of services to handicapped youths in transition from school to the community by:
- 1. Coordination. Coordinating existing programs presently provided for these youths by the Department of Human Services, the Department of Mental Health and Mental Retardation, the Department of Educational and Cultural Services and other public and private agencies;
- 2. Delivery. Delivering services only to meet identified unmet needs; and
- 3. Future recommendations. Using results of these pilot projects to determine the best direction for future recommendations to serve this population.

§7802. Definitions

As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings.

- 1. Adult service agencies. "Adult service agencies" are those public and private agencies which provide services, as defined in this section, to youths and adults who are no longer eligible for school services due to graduation or becoming age-ineligible under Title 20, section 7001, subsection 2.
- 2. Handicapped youths in transition. "Handicapped youths in transition" are those youths who have attained the age of 14 years and meet the eligibility criteria as defined in the United States Rehabilitation Act, Public Law 93-112, Section 504, as amended.
- 3. Services. "Services" means those activities undertaken to screen, evaluate, identify, plan and provide special education, habilitation, rehabilitation, vocational and related services to handicapped persons in transition from school to community.
- 4. Transition. "Transition" means the coordination of school-based efforts and services with those services that are or will be provided by adult service agencies in preparation for later employment, community integration and independent living.

§7803. Interdepartmental coordination

An Interdepartmental Coordinating Committee for Handicapped Youth in Transition pursuant to Title 5, chapter 379, representing the Department of Educational and Cultural Services, the Department of Human Services, the Department of Mental Health and Mental Retardation and the public, shall be appointed by the 3 commissioners to work with the department to establish guidelines, including continuation applications, to monitor grants and to evaluate the performance of programs developed through the grants.

The members of this committee shall be compen-

sated in accordance with Title 5, chapter 379.

§7804. Authorization for expenditure of funds

- 1. Pilot projects. Through a competitive process the committee, as established in section 7803, shall select and fund pilot project sites designed to demonstrate the effective delivery of services to handicapped youths in transition by coordinating existing programs, where possible, and establishing a mechanism for ongoing coordination of programs for handicapped youths in transition at a local or regional level, including local educational agencies, community mental health centers, regional mental retardation services, regional rehabilitation programs and other public and private agencies as appropriate. Each pilot project shall establish a method to identify unserved and underserved handicapped youths in transition and develop services for these youths.
- 2. Rules. The committee shall promulgate rules that assure participation at the local level by agencies currently serving handicapped youths in transition from school to community. They shall require that existing resources for providing services to handicapped youths in transition be exhausted prior to using grants funds to provide services.
- 3. Fiscal agent. The agency, institution or school administrative unit receiving a grant under this chapter may function only in the role of fiscal agent, as described in rules promulgated by the department for regulating the local administration of these programs.
- 4. Local coordinating committee. A local coordinating committee, organized prior to application for receipt of a grant, shall be responsible for governance of each local program. Membership shall include representatives of transitional services programs in the region to be served by the grant; representatives of the appropriate regional offices of the Department of Human Services and the Department of Mental Health and Mental Retardation; representatives of participating school idministrative units; representatives of adult service agencies, including rehabilitation facilities; parents of handicapped chil-

dren; and other community members as appropriate. Terms of membership and methods of appointment or election shall be determined by local coordinating committee bylaws, subject to approval of the committee. Responsibilities of local coordinating committees shall be detailed in the rules promulgated by the committee.

5. Evaluation. Continuous evaluation of the pilot projects shall be required and shall be an integral part of each pilot project. The committee shall determine the expected outcome goals of the pilot projects and shall cause to be developed an evaluation design to determine the success of the pilot projects.

The 3 commissioners shall present to the Legislature an interim report prior to December 15, 1987. This report shall provide an assessment of the planning efforts of the State Interdepartmental Coordinating Committee for Handicapped Youths in Transition. In addition, this report shall contain any recommendations, including legislation for the continuation or expansion of the pilot projects.

The 3 commissioners shall present to the Legislature a final report prior to December 15, 1988. This report shall provide an evaluation summary of the pilot projects and recommendations, including legislation, necessary to carry out a statewide service delivery system with an implementation schedule to begin July 1, 1989.

§7805. Transitional services coordinator

The position of transitional services coordinator to the Department of Educational and Cultural Services, Division of Special Education shall be established to coordinate the department's activities and involving both the Bureau of Vocational Education and the Division of Adult Education, regarding the coordinated delivery system for handicapped youths in transition from school to community. This coordinator will also serve as staff to the committee as established in section 7803.

Sec. 2. 22 MRSA §3055, sub-§8, as enacted by PL

- 1969, c. 457, §1, is amended to read:
- 8. Eligibility and priority. Shall determine the eligibility of individuals for rehabilitation services or evaluation and work adjustment services and the priority therefor, in accordance with rules and regulations established by the department; and
- Sec. 3. 22 MRSA §3055, sub-§9 is enacted to read:
- 9. Transitional services coordination projects. Shall participate in the coordination of rehabilitation services with local transitional services coordination projects for handicapped youths, as established in Title 20-A, chapter 308, assigning appropriate regional staff and resources as available and necessary in each region to be served by a project.
- Sec. 4. 34-B MRSA §3004, sub-§3, ¶¶B and C, as enacted by PL 1983, c. 580, §6; are amended to read:
 - B. Assess service needs, monitor service delivery related to these needs and evaluate the outcome of programs designed to meet these needs in order to enhance the quality and effectiveness of community support services; and
 - C. Prepare a report which describes the system of community support services in each of the mental health service regions and statewide.
 - (1) The report shall include both existing service resources and deficiencies in the system of services.
 - (2) The report shall include an assessment of the roles and responsibilities of mental health agencies, human services agencies, health agencies and involved state departments and shall suggest ways in which these agencies and departments can better cooperate to improve the service system for people with chronic mental illness.
 - (3) The report shall be prepared biennially and shall be submitted to the joint standing

committee of the Legislature having jurisdiction over health and institutional services by January 15th of every even-numbered year.

- (4) The committee shall review the report and make recommendations with respect to administrative and funding improvements in the system of community support services to persons with chronic mental illness; and
- Sec. 5. 34-B §3004, sub-§3, ¶D is enacted to read:
 - D. Participate in the coordination of services for persons with chronic mental illnesses with local transitional services coordination projects for handicapped youth, as established in Title 20-A, chapter 308, assigning appropriate regional staff and resources as available and necessary in each region to be served by a project.
- Sec. 6. 34-B MRSA §5433, sub-§§3 and 4, as enacted by PL 1983, c. 459, §7, are amended to read:
- 3. Cooperation. Cooperate with other state agencies, municipalities, other governmental units, unincorporated associations and nonstock corporations in order to provide and help finance services and programs for mentally retarded persons; and
- 4. Available funds. Receive and use for the purpose of this Article article money appropriated by the State, grants by the Federal Government, gifts from individuals and money from any other sources-; and
- Sec. 7., 34-B MRSA §5433, sub-§5, is enacted to read:
- 5. Transitional services coordination projects. Participate in the coordination of services for mentally retarded persons with local transitional services coordination projects for handicapped youths, as established in Title 20-A, chapter 308, assigning appropriate regional staff and resources as available and necessary in each region to be served by a

project.

Sec. 8. Appropriation. The following funds are appropriated from the General Fund to carry out the purposes of this Act.

1986-87

MENTAL HEALTH AND MENTAL RE-TARDATION, DEPARTMENT OF

Bureau of Mental Retardation Personal Services All Other

\$100,000 250,000

TOTAL

\$350,000

Provides funding for 5 project mental retardation caseworker positions and to continue efforts started in 1985.

Sec. 9. Allocation. The following funds are allocated from federal funds to carry out the purposes of this Act.

<u>1986-87</u>

HUMAN SERVICES, DEPARTMENT OF

Bureau of Vocational Rehabilitation Personal Services All Other

\$64,065 10,935

TOTAL

\$75,000

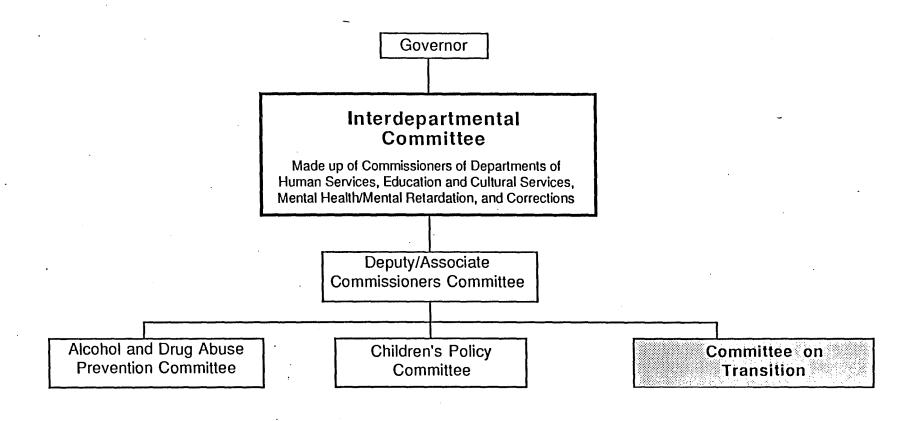
Provides funds for 3 project rehabilitation counselor positions who will provide vocational services to school age youth and youth who have recently left school.

In House of Representatives, 1986			
Read twice and passed to be enacted.			
Speaker			
In Senate, 1986			
Read twice and passed to be enacted.			
President			
Approved 1986			
Governor			

APPENDIX B

Interdepartmental Committee

Organizational Chart





July 24, 1986

To: Bill Cassidy, Bureau of Vocational Education

Diana Scully, Bureau of Rehabilitation

Betsy Davenport, Bureau of Mental Retardation

David Stockford, Division of Special Education

From: Robert McKeagney, Deputy Commissioner Department of Human Services

Ronald S. Welch, Associate Commissioner, Programs
Department of Mental Health and Mental Retardation

Greg Scott, Director, Federal-State-Local Relations

Department of Educational & Cultural Services

Subject: INTERDEPARIMENTAL COMMITTEE ON TRANSITION

We are pleased to approve your proposal that the newly legislated committee entitled, "Committee on Transition" (COT) be organizationally located under the auspices of the Deputy/Associate Commissioner Committee on the same level as the Children's Policy Committee and the Alcohol and Drug Abuse Planning Committee.

The interdepartmental Deputy/Associate Commissioners Committee was developed as an interdepartmental mechanism to provide:

- 1. a decision-making point to resolve interagency coordination issues which cannot be solved on the staff level; and
- 2. a clearinghouse to monitor on an ongoing basis the status of all interagency efforts.

The Deputy/Associate Commissioners expect to receive individual reports through existing channels from their respective staffs. However, the status of interdepartmental efforts will be jointly monitored through this mechanism.

A report from the Committee on Transition will be a regular Deputy/ Associate Commissioner agenda item. The Deputy/Associate Commissioners are scheduled to meet the second Wednesday of every month from 9:00 - 11:00 a.m. The agenda is coordinated by Nancy Warburton and is finalized at least one week in advance of the meeting. Brief position papers summarizing the issue must be prepared and also submitted one week in advance of the meeting. A representative of committee should attend the meeting to represent the committee. If you have any questions regarding this organizational structure, please do not hesitate to contact Nancy Warburton.

We are looking forward to working with the Committee.

W/vjn

cc: Nancy Warburton, IDC
Interdepartmental Committee

APPENDIX C

Organizational By-Laws Adopted October 2, 1986

Article I

NAME

The name of the committee shall be the interdepartmental Committee on Transition (COT).

Article II

PURPOSE

As stated in 1986 Maine Laws Chapter 768, "An Act Concerning Transitional Services to Handicapped Persons Beyond School Age," the purpose of the Committee is to stimulate, through the activities of pilot projects, a more effective and efficient delivery of services to handicapped youth in transition from school to the community by:

- 1. Coordination. Coordinating existing programs presently provided for these youth by the Departments of Human Services, Mental Health and Mental Retardation, Education and Cultural Services and other public and private agencies;
- 2. Delivery. Delivering services only to meet identified unmet needs; and
- 3. Future Recommendations. Using results of these pilot projects to determine the best direction for future recommendations to serve this population.

In addition, the Committee is to establish guidelines, including continuation applications, to monitor grants and to evaluate the performance of programs developed through the grants.

Article III

DEFINITIONS

As established in the authorizing statute (1986 Maine Laws Chapter 768), the following terms shall have the assigned meanings for purposes of the Committee:

- 1. Services. "Services" means those activities undertaken to screen, evaluate, identify, plan, and provide special education, habilitation, rehabilitation, vocational, and related services to handicapped persons in transition from school to community.
- 2. Transition. "Transition" means the coordination of school-based efforts and services with those services that are or will be provided by adult service agencies, in preparation for later employment, community integration and independent living.

Committee on Transition By-Laws October 2, 1986 - Page 2

- 3. Adult Service Agencies. "Adult Service Agencies" are those public and private agencies which provide services, as defined above, to youth and adults who are no longer eligible for school services due to graduation, or becoming age-ineligible under 20 MRSA section 7001, section 2.
- 4. Handicapped Youth in Transition. "Handicapped Youth in Transition" are those youth who have attained the age of 14 years and meet the eligibility criteria of Section 504 of Public Law 93-112, the Rehabilitation Act of 1973, as amended.

Article IV

GOVERNING BODY

Section 1 - Membership

Membership is representative of the Departments of Education and Cultural Services, Human Services, and Mental Health and Mental Retardation; the Maine Planning and Advisory Council on Developmental Disabilities; and the general public. Within the Department of Education and Cultural Services, there shall be a representative from each of the Division of Special Education and the Bureau of Vocational Education. Within the Department of Mental Health and Mental Retardation, there shall be one representative from each of the Bureaus of Mental Retardation, Mental Health, and Children with Special Needs. Within the Department of Human Services, there shall be two representatives from the Bureau of Rehabilitation. The Maine Planning and Advisory Council on Developmental Disabilities shall have one representative. representatives shall consist of three representatives of consumers and/or parents, and three representatives of facilities and/or service providers. Each of the three involved departments will appoint a consumer/parent and a facility/service provider representative.

Section 2 - Appointment and Terms

- A. Department representatives are appointed by the Commissioner from the department which they represent. The representative of the Maine Planning and Advisory Council on Developmental Disabilities shall be appointed by the members of that Council. Public representatives for each department shall be appointed by the representatives of the departments, with the approval of each of the department Commissioners.
- B. Terms of office for department representatives shall be at the discretion of the respective Commissioner. Terms for public representatives for each department shall be at the discretion of the respective Commissioner.

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C. When a member is planning to resign, a notice shall be submitted to the COT Chairperson and forwarded to the appropriate Commissioner as early as possible.

Section 3 - Compensation

The members of the Committee will be compensated in accordance with the provisions of MRSA Title 5, chapter 379.

Section 4 - Officers and Staff

- A. The officers of the Committee shall be the Chairperson and Assistant Chairperson. Officers will be elected each year in September.
- B. Duties and Responsibilities:
- 1. The <u>Chairperson's</u> duties/responsibilities are to chair all COT meetings, prepare an agenda with the assistance of the Transitional Services Coordinator, to serve as contact person for the Committee, and to attend state level meetings where appropriate. The person nominated to serve as Committee Chairperson shall have been a member of the Committee during the previous year.
- 2. The <u>Assistant Chairperson</u> shall chair all meetings in which the Chairperson is not in attendance, and shall assume the Chairperson's duties in the absence of the Chairperson, or in case of vacancy of the position. The Assistant Chairperson shall also replace, represent or accompany the Chairperson at state level meetings, as appropriate.
- 3. The <u>Transitional Services Coordinator</u> shall serve as staff to the Committee.

Section 5 - Subcommittees

- A. Working subcommittees shall be created as needed to address particular issues for the Committee. Each subcommittee shall appoint a chair and assistant chair to schedule and conduct meetings, manage subcommittee activities, report on subcommittee activities at Committee meetings, and propose recommendations for action by the Committee.
- B. The State Cooperative Agreement Team created under the Cooperative Agreement between the Division of Special Education, the Bureau of Vocational Education, and the Bureau of Rehabilitation, shall operate as a standing subcommittee of the Committee.

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<u>Article V</u>

MEETINGS

Section 1 - Regular Meetings

Regular meetings will be held at least monthly, preferably at a standard time and location.

Section 2 - Special Meetings

Special meetings may be called by the COT Chairperson, and may be requested by any Committee member or Department Commissioner.

Section 3 - Notices of Meetings

Written notices of all meetings must be sent to all members at least one week prior to all regular meetings. The minutes of the last meeting and the agenda of the next meeting may serve as the written notice. An attempt must be made to notify all members of a special meeting as early as possible.

Section 4 - Quorums

- A. A simple majority of COT members and a minimum of one representative from each of the three departments shall constitute a quorum for the transaction of Committee business. Unless otherwise provided, when a vote is taken on any measure, a majority of the members casting votes shall determine the outcome. In the absence of a quorum, the only official action that the Committee may take is to table the final vote for another time and/or date.
- B. Persons sent to Committee meetings as a proxy member will have the same voting power as a regular voting member. Any member may contract the Chairperson prior to the meeting for purposes of absentee voting.

Section 5 - Agenda

Any member may place items on the Agenda by contacting either the Chairperson or the Transitional Services Coordinator.

Section 6 - Open Meetings

All COT meetings shall be open to the public. All actions of the Committee shall be taken openly and the deliberations leading to COT action shall likewise be conducted openly. The public is invited to attend the Committee meetings, and will be given time to voice their opinion or problems. The Committee recognizes its responsibilities to conduct COT business in an orderly and effic-

Committee on Transition By-Laws October 2, 1986 - Page 5.

ient manner, and will therefore require reasonable controls to regulate public presentations to the Committee.

A person wishing to be heard by the COT shall first be recognized by the Chairperson. That individual may then identify him/herself and proceed with comments as briefly as the subject permits. The Chairperson is responsible for the orderly conduct of the meeting and shall rule on such matters as the time to be allowed for public discussion, the appropriateness of the subject being presented, and the suitability of the time for such a presentation. The Committee as a whole shall have the final decision in the determining the appropriateness of all such rulings.

<u>Article VI</u>

AMENDMENTS TO BY-LAWS

Any COT member may make a recommendation for an amendment to these by-laws, once approved. All recommendations will be presented at the next Committee meeting and a decision as to what action shall be taken (i.e., referral to Committee, research, immediate vote) will be determined by those present. action shall be taken will be determined by those present. The By-Laws may be amended by a majority vote, if a quorum is present, but only if the recommendation has been made available for review by all Committee members for at least one week prior to the vote. Written notice of the proposed change shall be considered to be adequate if distributed, preferably with the meeting agenda, at least one week prior to the meeting at which a vote is taken, and provided all present agree that there has been adequate time for discussion regarding the proposed amendment. At the request of any member of the Committee, a vote on the amendment shall be tabled until the next regular meeting of the Committee.

APPENDIX D

COMMITTEE ON TRANSITION

Funded Local Demonstration Projects January 1987

1. Washington County Area Coordination Council

Project Director:
Harper Dean
Sunrise Co. Handicapped Programs
PO Box 88
Machias, ME 04654
255-8596

Sunrise Co. Handcpd Progs. PO Box 88 Machias, ME 04654 255-6295

Fiscal Agent:

Sharon Reing

2. Southern Oxford County Council on Transition

Project Director:

Bob Kennelly

Bureau, Mental Retardation
200 Main Street

Lewiston, ME 04240

795-4500

Fiscal Agent:
Dennis Gray
The Progress Center
28 Cottage Street
Norway, ME 04268
743-8049

3. Aroostook Transitional Employment Coordination Council

Project Director:
Judith Cann
ATECC
PO Box 1285
Presque Isle, ME 04789
764-4104

Fiscal Agent:
Robert Hall
So. Aroostook Assoc. for
Retarded Citizens
45 School Street
Houlton, ME 04730
532-9446

4. Jobs, Employment and Training Local Coordination Council for Piscataquis

and Penobscot Counties

Project Director:
Phil Brown
Charlotte-White Center
PO Box 385
Dover-Foxcroft, ME 04426
564-3234

Fiscal Agent:
Charlotte White Center
PO Box 385
Dover-Foxcroft, ME 04426
564-2464

5. Area IV Coordination Council

Project Director:
Kelsey Orestis
c/o Area IV Mental Health
Services Coalition
100 Pine Street
Lewiston, ME 04240
782-2273

Fiscal Agent: (same contact)

6. Southern Kennebec County Transition Council

Project Director:
David Oakes
Goodwill Professional Services
9 Green Street
Augusta, ME 04333
626-0170

Fiscal Agent:
Gary Plossay
Project Live
MSAD #11, PO Box 250
Highland Avenue
Gardiner, ME 04345
782-7366

Committee on Transition Funded Local Demonstration Projects January 1987 - Page 2

7. Bangor Area Coordination Council
Project Director:

Debbie Gilmer
Bangor Area Coordination Council
PO Box 1245
Bangor, Maine 04401
989-5763

Fiscal Agent:
Ruth Shook
United Cerebral Palsy
of Northeastern Maine
103 Texas Avenue
Bangor, Maine 04401
941-2885

Demonstration Grant Award Summary

Applicant: Washington County Area Coordination Council

Project Name: Transitional Employment Project

Committee on Transition Grant Award: \$40,000

Rank in Competitive RFP Process: 4th out of 14 proposals (scored 74 out of 100 possible points)

Project Director: Harper Dean

c/o Sunrise Co. Handicapped Programs

P.O. Box 88

Machias, ME 04654 (207) 255-8596

Fiscal Agent: Sharon Reing

Sunrise Co. Handicapped Programs

P.O. Box 88

Machias, ME 04654 (207) 255-6295

Service Area: Machias and Calais areas

Project Abstract: The Washington County Area Coordination Council was formed in the fall of 1986 by representatives of area special ed and adult ed directors, the Job Training Office, the Bureau of Mental Retardation, and rehabilitation service facilities. The proposed project has three primary components. First, a comprehensive needs assessment of handicapped youth in the County will be conducted to developed data on present situations, employment and supportive service needs, and needs for vocational and/or educational services. This needs assessment will build on prior survey findings of a non-disabled population, targeting the disabled population through an intensive survey of all area special education directors. The second component of the project involves the development of an advisory group of business leaders to advise on the project's activities. Breakfast meetings of area employers will be held to solicit input and structure involvement in the project. The third component will involve the placement and support of 10-15 handicapped youth in individual supported job sites. Employment specialists will be hired and employed full-time in both the Calais and Machias areas. rangements have been made to obtain an objective evaluation of project activities from the University of Maine at Machias, Department of Education.

Demonstration Grant Award Summary

<u>Applicant</u>: Jobs, Employment and Training Local Coordination Council for Piscataquis and Penobscot Counties

Project Name: Transitional Systems Project

Committee on Transition Grant Award: \$35,000

Rank in Competitive RFP Process: 1st out of 14 proposals (scored 82 out of 100 possible points)

Project Director: Phil Brown

c/o Charlotte White Center

P.O. Box 385

Dover-Foxcroft, ME 04426 (207) 564-3234

Fiscal Agent: Charlotte White Center

P.O. Box 385

Dover-Foxcroft, ME 04426 (207) 564-2464

Service Area: Piscataquis and southwestern Penobscot counties

Project Abstract: The purpose of this project is to organize a comprehensive systemic response to the needs of young adults between the ages of 14 to 25 who are in the process of transitioning into adult life within the community. A Coordination Council was formed early last year out of a prior "Aging-Out" Advisory Committee formed by the Bureau of Mental Retardation, and is made up of parents, school and adult service providers, employers, appropriate state agencies, and community members. An area needs assessment will build upon one done in May 1986, and seek to identify specific individual and group potentials and barriers to independent functioning. A full-time Transitional Coordinator will develop and maintain linkages between the school system, parents, students, the Council, and the community, and will represent the Council in the individual planning process and in Pupil Evaluation Team (PET) meetings. A total of twelve (12) special needs students will be placed in employment in integrated community settings during the first year of the project. The project will develop a marketing strategy to sell the image of employing this young adult workforce to employers and to illustrate project goals to the community at large. An objective evaluation of the project will be performed in conjunction with the Special Education Department of the University of Maine at Orono.

Demonstration Grant Award Summary

Applicant: Area IV Coordination Council

<u>Project Name</u>: Area IV Coordination Council Proposal to Improve Transition Services to Handicapped Youth in Transition

Committee on Transition Grant Award: \$41,000

Rank in Competitive RFP Process: 5th out of 14 proposals (scored 73 out of 100 possible points)

Project Director: Kelsey Orestis, ACC Chair

c/o Area IV Mental Health Services Coalition

100 Pine Street

Lewiston, ME 04240 (207) 782-2273

Fiscal Agent: Area IV Mental Health Services Coalition

100 Pine Street

Lewiston, ME 04240 (207) 782-2273

Service Area: Six SAD's in Androscoggin County, including Lewis-

ton, Auburn, Lisbon, Mechanic Falls, Turner,

Leeds, Sabattus, Green and Wales.

Project Abstract: The Area IV Coordinating Council proposal will improve transition services to handicapped youth in transition, aged 14-25 in the school districts surrounding Lewiston-Auburn by identifying the needs of the client population through existing data and selected case studies; determining the resources currently available from area agencies; defining the gaps between available services and client needs; examining alternative approaches to strengthening existing agencies to fill these gaps; and the undertaking of a consensus-building process with agency officials, public leaders, consumers and families to set priorities, strategies and action steps leading to an Operations Plans for future project years. Direct services to handicapped youth will not be delivered to the target population under this program; rather, the program will complete a detailed needs assessdetermine services to be provided, prepare a detailed operations plan, and secure the support for its implementation by A full-time Program Coordinator will be hired to implement proposed activities. Products of the project include a 15-20 page report documenting the needs of the target population, including short case histories; a directory of agencies (local, regional, and statewide) which provide transition services; a 10page statement of Unmet Target Population Needs and Program Opportunities; a one-day regional conference focussing on unmet needs of the target population; and a 20-page Operations Plan.

Demonstration Grant Award Summary

Applicant: Aroostook Transitional Employment Coordination Coun-

cil

Project Name: Aroostook Transitional Employment Coordination

Council (ATECC)

Committee on Transition Grant Award: \$35,000

Rank in Competitive RFP Process: 2nd out of 14 proposals (scored 81 out of 100 possible points)

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Project Director: Patricia Rewak, Chairperson ATECC

P.O. Box 1285

Presque Isle, ME 04769 (207) 764-4104

Fiscal Agent: Robert Hall

So. Aroostook Association for Retarded Citizens

45 School Street

Houlton, ME 04730 (207) 532-9446

Service Area: Presque Isle, Caribou, Houlton, and Eagle Lake

areas

Project Abstract: This proposal seeks to expand current transitional employment efforts by building upon a number of prior efforts. A Coordination Council was formed last year as an expansion of the earlier Transitional Employment Advisory Council (TEAC), which served as the area "Aging-Out" Advisory Committee for the Bureau of Mental Retardation. The three staff members hired under the project will expand present services located in central Aroostook County at the Aroostook Medical Center (Hospital Industries Program) in Presque Isle, in southern Aroostook at the Southern Aroostook Association for Retarded Citizens in Houlton, and in northern Aroostook at the Powell Memorial Center in Eagle Lake. These staff will work with the special education coordinator in each area to identify data on every special needs youth in the area, and to also participate in Pupil Evaluation Team (PET) meetings for handicapped youth. Parent education sessions will be held in each area. An awareness campaign to improve the image and placement rate success of workers with special needs will be carried out, including the development of a videotape or slide presentation, the development of training sessions for area professionals, the publishing of positive newspaper articles, and the operation of a Volunteer Interview Network of Employers (VINE) in each area. The services provided by the Powell Memorial Center in Eagle Lake are supported employment services targeted to individuals who are more severely disabled.

Demonstration Grant Award Summary

Applicant: Southern Oxford County Council on Transition

Project Name: "School Transition"

Committee on Transition Grant Award: \$35,000

Rank in Competitive RFP Process: Tied for 3rd out of 14 proposals (scored 77 out of 100 possible points)

<u>Project Director</u>: Robert Kennelly, Chairperson ACC c/o Bureau of Mental Retardation

200 Main Street

Lewiston, ME 04240 (207) 795-4500

Fiscal Agent: Dennis Gray

The Progress Center, Inc.

28 Cottage Street

Norway, ME 04268 (207) 743-8049

Service Area: Towns of Oxford, Hebron, Paris, W. Paris, Norway, Otisfield, Waterford, Harrison, Sumner, Hartford, Buckfield, Mechanic Falls, Poland

Project Abstract: The overall goal of this project is to develop a system whereby a student who is handicapped may, at an early age, begin a course of training which eventually leads to an appropriate placement into a community integrated worksite. A full-time Project Coordinator will be hired to 1) coordinate with school to ensure maximum participation by both schools and adult agencies in planning Pupil Evaluation Team (PET) meetings; 2) coordinate resources to conduct training seminars related to transitional services; 3) coordinate case management services for referrals to new services and where gaps currently exist; 4) contact the business community to identify opportunities for placement and training; and 5) implement a tracking system for students exiting the school system. Second, the project will provide janitorial and/or housekeeping work crew experience for up to three students for an average of 20 hours a week. Finally, the project will provide for data collection and evaluation to assess project success and allow for the establishment of additional transitional services. An objective evaluation will be performed by the Service Corps of Retired Executives (SCORE), with a quarterly report to the Council on outcomes and recommendations.

Demonstration Grant Award Summary

Applicant: Area Resources and Employment Options, Inc.

Project Name: "Coordination and Development of Employment Op-

portunities for Handicapped Youth"

Committee on Transition Grant Award: \$21,000

Rank in Competitive RFP Process: 6th out of 14 proposals (scored

70 out of 100 possible points)

Project Director: Area Resources and Employment Options, Inc.

c/o Irene Bourgoin 19 Francis Street

Bangor, ME 04401 (207) 947-8024

Fiscal Agent: Ruth P. Shook

United Cerebral Palsy of Northeastern Maine, Inc.

103 Texas Avenue

Bangor, ME 04401 (207) 947-6771

Service Area: Southern Penobscot County and the Greater Bangor

area, including the towns of Brewer, Dadham,

Hermon, Howland, Hampden, Milford and Old Town.

This proposal was developed through the Project Abstract: "grassroots" efforts of parents who are concerned about the unmet needs and gaps in services for their handicapped sons and daughters, who are being better prepared for life in the community through their public school education. Their goal is to develop more options in the community for the transition of handicapped youth from schools. The services planned for implementation under this funding will be three-fold. The first component is planning and coordinating between school districts and adult service providers in order to develop a master "transition plan" addressing the needs of handicapped youth in transition who reside in the service area. The second component will involve training based on individual needs, and as identified in an Individual Transition Plan (ITP) which will be developed for each student in conjunction with his/her regular Individual Education Plan (IEP). The third component is the placement and support of targeted students who have severe handicaps. A minimum of seven young adults with severe handicaps will receive under this proposal in the first year. Program evaluation efforts will include surveys of parents, schools, employers and clients to assess the effectiveness of the program.

Proposed Project Start Date: May 1987.

Demonstration Grant Award Summary

Applicant: Southern Kennebec County Transition Council

Project Name: "Southern Kennebec Transition Council"

Committee on Transition Grant Award: \$40,000

Rank in Competitive RFP Process: Tied for 3rd out of 14 proposals (scored 77 out of 100 possible points)

<u>Project Director</u>: David Oakes
9 Green Street

Goodwill Professional Services, Inc. Augusta, ME 04330 (207) 626-0170

Fiscal Agent: Project LIVE, MSAD #11

P.O. Box 250, Highland Avenue

Gardiner, ME 04345 (207) 582-7366

Attn: Gary Plossay

Service Area: MSAD #11 (Gardiner) and Winthrop School systems

Project Abstract: The intent of this proposal is to fund an integrated cooperative continuum of vocational training opportunities in the Southern Kennebec area for handicapped individuals ages 14-25. This pilot proposal will have two integrated components which utilize existing service delivery models: 1) a schoolbased expansion of Project LIVE (Learning In a Yocational Environment, operated by MSAD #11) to serve Learning Disabled (LD) and Emotionally Disturbed (ED) students from ages 14-20; and 2) transition from school to the world of work for handicapped individuals through age 25 by Goodwill Professional Services, located in Augusta. Under this project a job site supervisor, several job coaches, and a job developer will be hired by the two programs to develop job training sites, and to provide supported and transitional employment services which meet the needs of handicapped individuals who have dropped out or who are no longer eligible for public school services. A student referral process will be established in order to screen all LD and ED students for possible inclusion in Project LIVE, and to refer appropriate individuals to Goodwill Professional Services from area school A smooth transition from school to work will be established through the identification of students nearing graduation who are in need of continuing vocational or independent living support services; the scheduling of exit Pupil Evaluation Team meetings between representatives of school and community service agencies; and the identification of drop-outs or existing graduates in need of supported employment and transitional services.

APPENDIX E

Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age

MEMBERS

Richard M. Balser, Chairperson Administrative Director Rehabilitation Medicine Maine Medical Center

Richard A. Abramson Maine Association of Directors of Services to Exceptional Children

Dr. Kevin C. Baack Executive Director Goodwill of Maine

Governor's Committee on Employment of the Handicapped

Dr. Robert Crouse Executive Director Maine Center for the Blind

Betsy Davenport, Director Bureau of Mental Retardation

Pamela Webb Dube, Director Adult Basic Education Augusta Adult Education

Nathanael Greene, Member Maine Advisory Council on Vocational Education

Anne Hayes, Chairwoman Maine Committee on Problems of the Mentally Retarded

Kelsey Orestis, Member Governor's Advisory Council on Mental Health

Dr. Rodney Redding, Director Post-secondary Vocational Education Bureau of Vocational Education

Diana Scully, Director Bureau of Rehabilitation

David Stockford, Director Division of Special Education

Michael Tarpinian Manager, Special Projects Bureau of Mental Retardation

Dr. Pam Tetley Superintendent, Governor Baxter School for the Deaf

Edeltraut Thiele, Member State Planning Council on Developmental Disabilities

STAFF

Larry Glantz Consultant to Select Committee

Dr. Richard Bartlett Division of Special Education Joe Lessard Bureau of Vocational Education

Dean Crocker, Director Advocates for the Developmentally Disabled Interagency Coordinator

Kathy Powers .

Brenda Harvey Bureau of Mental Health Jon Steuerwalt Bureau of Rehabilitation

Rob Jones Bureau of Mental Retardation

Peter Stowell, Director State Planning Council on Developmental Disabilities Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age

I. Summary of Select Committee Recommendations for Immediate Transitional Services for Handicapped Youth

A. Legislative Proposals

- Appoint an Interdepartmental Coordinating Committee for Handicapped Youth in Transition to oversee further policy analysis and development regarding transition services in Maine.
- 2. Create local coordination projects at six locations in the state to test local initiatives which provide transitional services through cooperation between school and adult service providers.
- 3. Create a local Transitional Services Coordinator position to centralize statewide coordination of on-going studies of transition needs and local implementation of innovative services.
- 4. Structure the active involvement of all major adult service providers in the Interdepartmental Coordinating Committee and the local coordination projects.
- 5. Provide financial resources for each of the three major adult service bureaus to increase the level of transitional services in each of the local coordination project areas, either through the purchase of necessary services or the creation of new caseworker positions.

B. State Agency Policy Development

- Design and implement a system for tracking all special education students for up to three years after leaving school for any reason. This system should:
 - a. Be implemented through cooperative working agreements with state adult service agencies that can assist in the collection and analysis of data in the tracking effort;
 - b. Allow each state agency to review and comment upon the proposed data collection and tracking system; and
 - c. Allow access to data by local schools, other adult and youth education agencies, and adult service agencies to assist in the design of programs that better suit the needs of nancicapped students and adults.
- 2. Create a network and directory which identifies for each adult service agency a contact person in every part of the state, with such contact person having the responsibility to either represent the agency, or name a suitable substitute, at every appropriate Pupil Evaluation Team (PET) meeting.
- 3. Develop and implement a cooperative agreement between each state education and adult service agency for which such an agreement does not currently exist, for the specific purpose of coordinating interagency communication and cooperation regarding the planning and providing of transitional services.

- 4. Develop a major new systematic plan for expanded statewide vocational education programs in Maine, in cooperation with all other adult service agencies, which achieves the following:
 - a. Clearly sets out data on the needs and cost of providing Vocational Education programs to handicapped youth in Maine;
 - b. Places a major emphasis on the funding of pre-vocational assessment services, teacher training and preparation, vocational evaluation services, and outreach efforts to handicapped youth not currently receiving vocational education services;
 - c. Outlines the programmatic and fiscal commitments of each participating adult service agency; and
 - d. Outlines the need for additional funding which could be sought from the Legislature and from the federal government through the Carl Perkins Vocational Education Act.
- 5. Study the state-wide needs at the local level for non-credentialed service providers, and identify and examine barriers to include methods of establishing reimbursement for these individuals, licensing requirement, and other certification criteria.

C. Direct Transitional Services for Handicapped Youth

- 1. Require a transitional service planning meeting involving the schools and all relevant adult service agencies for each special education student who leaves school.
- 2. Require that Individualized Education Plans (1EPs) address the following transitional services:
 - a. Vocational evaluation needs and plans;
 - b. Employment and career objectives, including interim employment plans during the pupil's term in school;
 - c. Career exploration opportunities and recommendations; and
 - d. Measurable performance objectives for the student and the service providers within the educational system.
- Require that the Pupil Evaluation Team (PET) meeting process include the following procedures:
 - a. Recommendations for the involvement of state and local community agencies in the services identified in the IEP;
 - b. Recommendations for services to be provided by state and local agencies outside of the IEP/PET process; and

- c. A recommendation for a lead state agency to be responsible for transitional planning and case management, or, it no such agency can be easily identified, a recommendation for arbitration by the Interdepartmental Committee that would determine a suitable lead agency; and
- d. Recommendations for post-secondary training/support services.
- 4. Require regional and local service staff to participate in Pupil Evaluation Team planning activities, and especially in post-exit Transitional planning meetings, for handicapped youth who are within the jurisdiction of agency services.
- 5. Adopt regulations for the development of an Individualized Training Plan (1TP) following agency staff participation in any Pupil Evaluation Team planning meeting, outlining long- and short-term plans and commitments regarding agency services in conjunction with other services outlined in a student's IEP.
- program and funding for secondary vocational programs, including the development of community based satellite programs jointly funded with other agencies such as the John Training Partnership Act and the Bureau of Rehabilitation.
- 7. Assure, within the local coordinating pilot projects, an adequate and appropriate range of post-secondary training and employment options for handicapped young adults receiving services, including practical/fundamental life activities, independent living skills training, pre-vocational training, sheltered and supporced employment, and post-secondary vocational training.
- o. Hold the Bureau of Vocational Education responsible for building linkages between the vocational education, vocational services provided by adult service-providers, and the business community, including the development of work and training slots, cooperative education opportunities, and other opportunities in competitive, supported and sheltered emptoyment.

II. Summary of Select Committee Recommendations for Long Term Transitional Services for Handicapped Youth

A. Personnel Preparation and Training

- l. Revise University of Maine pre-service curriculum for all special education teachers to include preparation in pre-vocational and vocational programming for handicapped young adults.
- 2. Revise the certification process for all special education teachers, including teachers of learning disabled and behavioral disordered children, and consider adopting separate certification standards for grades K-8 and 9-12.
- 3. Revise the curriculum at the University of Maine graduate program in education, counseling and public policy to include more preparation in work with handicapped adults.
- 4. Plan and deliver coordinated in-service training to teachers and other professionals on vocational programming for handicapped young adults.
- 5. Amend certification standards for vocational education instructors to include courses in teaching handicapped students.
- 6. Revise the certification standards for regular classroom teachers to include 6 hours of special education course work.
- 7. Do a study of the availability and capacity of programs for the preparation of special education and related services personnel, to determine if a sufficient number and kinds of personnel will become available to meet future service needs for handicapped youth in transition.

B. High School Programming

- 1. Require local school districts to develop special education and vocational education plans that include a description of how the program plans to assess and program for independent life skills needs by grade 7 or age 12, whichever comes first, and vocational assessment and training needs by grade 9 or age 14, whichever comes first.
- 2. Continue to provide technical assistance to local school districts in needs and methods of providing transitional planning and preparation services to handicapped students, including model curricula and materials covering life and work skills.
- 3. Establish guidelines for local development of a Life and Work Skills curriculum, which also includes a mechanism for including in that development input from local groups including employers. Technical assistance for local educational units that wish to implement such a curriculum should be provided.

4. Develop and fund, as part of the new comprehensive statewide plan for vocational educational services, new initiatives for appropriate secondary vocational programs and support services, including the development of community based satellite programs jointly funded with other agencies such as the Jobs Training Partnership Act and the Bureau of Rehabilitation.

C. Transition From School To Community Living

- 1. Complete the establishment of a school-to-community transitional services planning process which includes the following elements:
 - a. Pre-exit PET meeting two years prior to a handicapped student leaving school due to graduation or attainment of age 20;
 - b. Exit PET meeting at the time that any student leaves school, including those who exit "voluntarily" or for temporary disabling illnesses;
 - Outline in a student's IEP all-school provided transitional preparation services;
 - d. Procedures for the identification of a "lead" adult service agency to take primary responsibility for case management and provision of direct services; and
 - e. Adult service agency participation in PET meetings, and the development of Individual Transition Plans which outline specific agency services to be provided.
- 2. Maintain a strong role for the Interdepartmental Coordinating Committee for Handicapped Youth in Transition in the oversight of the statewide transitional services planning process, including:
 - a. Intervention where necessary to settle agency jurisdictional questions, including situations where the lead adult agency is not participating in the transitional services planning process.
 - b. On-going data collection and analysis concerning the operation of the transitional planning process, and providing an annual report on this data to all involved agencies and the public.

D. Post-High School Employment and Training

- Establish a state-funded supported employment program for handicapped adults.
- 2. Assure an adequate and appropriate range of post-secondary training and employment options for all handicapped young adults, including:
 - a. Practical/Fundamental Life Activities;
 - b. Independent Living Skills Training;
 - Pre-vocational Training;
 - d. Competitive, Supported and Sheltered Employment Options; and
 - e. Post-secondary Vocational Training.

- 3. Promote the availability and accessibility of adult education for handicapped adults through increased subsidy for these services.
- 4. Allow the Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age to meet periodically to advise the Interdepartmental Coordinating Committee.
- 5. Develop, in consultation with other agencies, a package of wage and tax incentives to encourage employers to hire handicapped young adults.
- 6. Educate SSI recipients, parents, and service providers about work incentive provision of SSI program.