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Making the Transition from School to Community Living:

*Preparing Handicapped Youth in Maine
for Fully Integrated Lives*

The Final Report to the 112th Maine Legislature

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

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March 1986

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Preparing Handicapped Youth in Maine for Fully Integrated Lives

The Final Report to the 112th Maine Legislature

prepared by Larry Glantz

produced by the Maine Developmental Disabilities Council

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

March 1986

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* Sections reproduced from the Select Committee's Interim Report, Making the Transition from School to Community Living: An Interim Report to the 112th Maine Legislature, May, 1985.

I. INTRODUCTION

Every year approximately 1,000 Maine special education students leave public schools. Some do graduate, although graduation doesn't necessarily mean that they are prepared for community life as an adult. Many simply reach the age of 20 and are no longer eligible for special education. These students have continuing education and training needs and must cross an uncertain gap to obtain services from adult service agencies.

In Maine there is no systematic plan to provide a bridge to link the public school service system with the adult service system. The planning and provision of services is now done quite independently, often with little or no communication or coordination between the separate systems. Spanning this gap through cooperative planning and service provision has been the Select Committee's goal.

This is not to say there have been no efforts in the past. On the contrary, there have been a number of attempts which have shown success despite the lack of overall state guidance. The cooperative agreement between the Division of Special Education, the Bureau of Vocational Education, and the Bureau of Rehabilitation, initiated in 1980, has begun a multi-agency process. A similar cooperative agreement has been developed and implemented between the Division of Special Education and the Bureau of Mental Retardation. Also, a number of local school districts have developed innovative programs on their own, some of which will be discussed in this report.

Nonetheless, many handicapped youth leave the school system each year with no plans to attend college, a post-secondary vocational school, or other employment-oriented program. They have been eased through a school system now geared to produce college-bound and vocationally trained youth. The youth who leave our school each year have needs for continued development of the skills, information, and values that will facilitate their success both in the labor market and in the community.

The President's Committee on Employment of the Handicapped, in a study of career education for handicapped youth, found that the future for special education graduates looks like this:

- 21% will become fully employed or enrolled in college
- 40% will be underemployed and at the poverty level
- 8% will be in their home community and idle much of the time
- 26% will be unemployed and on welfare
- 3% will be totally dependent and institutionalized

All students face challenges as they leave school; few high school graduates are fully prepared for the responsibilities of adult living. For students with disabilities there may be even less readiness. The major problems which affect Maine's special education graduates are:

- lack of early and consistent career planning and vocational preparation;
- low expectations and awareness of how to meet needs for early career and life skills planning, both by students and society;
- lack of adequate coordination between education and adult service programs;
- lack of coordination among adult service agencies; and
- inadequate opportunities for suitable employment.

Addressing these problems will require parents, educators and service providers to re-examine long held assumptions about what is appropriate for handicapped students. The boundaries that now characterize our social service system based on categorical funding must be dissolved. Most importantly, it will mean adapting existing employment and training programs to accommodate larger numbers of handicapped young adults.

The Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age has thoroughly examined this issue, and its members agree that the complexity of the problem allows no quick or easy solutions. Therefore this report will outline the Committee's response to its initial charge to identify both short- and long-range recommendations for change. A one-year plan is offered, outlining immediate steps that can be taken to use existing services to provide immediate transitional services while examination of this issue continues. Secondly, a longer range five-year plan is offered which creates a new policy and planning environment to eliminate service gaps between the school and adult service systems.

The Committee is in agreement that action to address this problem is overdue. Significant federal and state action is due NOW. Therefore, some elements within the proposed one-year plan have been translated into proposed legislation and introduced into the Maine Legislature. We urge the legislature to give this bill serious consideration.

Any solution to the current problem, including the short- and long-range plans submitted with this report, will require significant financial support from the state. This report is released at a time when the prospects for obtaining such resources are slim with state government resources strained to meet responsibilities, and federal financial support dwindling under on-going efforts to bring the nation's deficit under control.

Nevertheless, this committee agrees that these services must be provided whatever the cost. The financial cost of lost potential and segregation of handicapped youth from community living and working cannot be measured. The costs of reliance upon public assistance, on lost tax revenue and long-term caretaking services can be measured. The Select Committee calls on the Maine Legislature to make an investment in the lives of the 1000 youth who leave special education programs each year.

II. History of the Select Committee's Efforts

In January, 1984, the Maine Committee on Problems of the Mentally Retarded conducted a series of hearings on the needs of handicapped students exiting the public school system. In response to the needs identified at those hearings, the Legislature appropriated \$50,000 to the Bureau of Mental Retardation to expand living and training services to this population. The Committee also recommended further study of the transition issue.

The Select Committee to Address Training and Employment Opportunities for Handicapped Persons Beyond School Age was established by resolve of the 111th Legislature in September 1984 (see L.D. 2484, Appendix #B). The 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.

After considerable study, the Committee chose to release an interim report in May, 1985. The task of examining the transition issues and setting directions for the future was larger than initially anticipated; thus the Committee felt that a report should be prepared for the Legislature outlining the the Committee's progress together with a request for funds to expand present transition services.

The Interim Report (Making the Transition from School to Community Living: An Interim Report to the 112th Maine Legislature, May 1985) was accepted by the Legislature on May 31, 1985. At that same time, a bill addressing a number of the report's interim recommendations was submitted to the legislature. That bill, introduced by Speaker Martin (Eagle Lake), President Pray (Penobscot), Senator Gill (Cumberland) and Representative Carter (Winslow). Because it was introduced late in the Legislative session the bill did not receive the Legislature's full attention. The result of that effort was an appropriation of \$375,000 to the Bureau of Mental Retardation for the expansion of employment and related services to mentally retarded youth.

This final report represents many hours of study and analysis of the service system structure for disabled Maine youth and alternate approaches and potential solutions. The membership of the Committee has changed somewhat over its term, and a note of special appreciation must be made regarding the contributions of earlier Committee members, including Fran Fink from the Advocates for the Developmentally Disabled, Penny Plourde from the Governor's Committee on Employment of the Handicapped, Neal Allen from the Maine Job Training Council, and Chris Gianopoulos, staff member and author of the Interim Report.

III. Summary of Committee Recommendations

On the next 8 pages, a series of tables provide a summary of the Select Committee's final recommendations for the improvement of services to handicapped youth in transition. The following tables are provided:

- A. Immediate Transitional Services - Legislative Proposals
- B. Immediate Transitional Services - State Agency Action
 - 1. Policy Development
 - 2. Direct Transitional Services for Handicapped Youth
- C. Long-Term (Five-Year Plan) Recommendations
 - 1. Personnel Preparation and Training
 - 2. High School Programming
 - 3. Transition from School to Community Living
 - 4. Post High School Employment and Training

An additional table, which provides a summary of these same immediate and long-term recommendations broken down by coordinating agency, appears in Appendix C of this report.

The rationale for each of these recommendations, together with the overall plan into which they fit, will be detailed in the sections of this report following these tables.

A special note must be made regarding the use of the term "adult service agencies" in this report. As defined in the glossary appearing in Appendix A, the term includes both public and private agencies, and the Select Committee believes very strongly that all transitional services must be planned and implemented with such a public/private partnership. However, there is an important distinction in that the participation of public agencies is often mandated by statute or regulation, whereas the participation of private agencies is usually voluntary. We strongly urge these agencies to assume an active role in this process.

III-A. Summary of Recommendations (One-Year)

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

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

LEGISLATIVE PROPOSALS

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
1. Appoint an Interdepartmental Coordinating Committee for Handicapped Youth in Transition to oversee further policy analysis and development regarding transition services in Maine.	Depts. of Education Human Services, and Mental Health & Mental Retardation	5/1/86
2. Create a Transitional Services Coordinator position to centralize statewide coordination of on-going studies of transitional needs and local implementation of innovative services.	Division of Special Education	7/1/86
3. 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.	Interdepartmental Committee	10/1/86
4. Structure the active involvement of all major adult service providers in the Interdepartmental Coordinating Committee and the local coordination projects.	All adult service agencies, Vocational Ed., Post-secondary Ed. & Adult Education	5/1/86
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.	Bureau of Renab, Bur. Mental Health, Bur. Mental Retardation	8/1/86

Recommendations for Immediate Services
Proposals for State Agency Action

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
A. State Government Policy/Program Development		
1. Design and implement a system for tracking all special education students for up to three years after leaving school for any reason. This system would:	Division of Special Education	6/87*
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;		*when present efforts to set up system are due to terminate
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 handicapped 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 PET meeting.	Interdepartmental Coordinating Committee	9/86
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 inter-agency communication and cooperation regarding the planning and providing of transitional services.	Interdepartmental Coordinating Committee	1/87
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:	Bureau of Vocational Education	9/86
a. clearly sets out data on the needs and cost of providing Vocational Education programs to handicapped youth in Maine;		

Recommendations for Immediate Services
Proposals for State Agency Action (Continued)

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RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
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 statewide needs at the local level for non-credentialed service providers, and identify and examine barriers to their involvement with transitional educational programs, including methods of establishing reimbursement for these individuals, licensing requirements, and other certification criteria.	Interdepartmental Coordination Committee	6/87
B. 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.	Division of Special Education	9/86
2. Require that Individualized Education Plans (IEP) address the following transitional services:	Division of Special Education	9/86
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.		

Recommendations for Immediate Services
Proposals for State Agency Action (Continued)

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
<p>3. Require that the Pupil Evaluation Team (PET) meeting process include the following procedures:</p> <ul style="list-style-type: none"> 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; c. a recommendation for a lead state agency to be responsible for transitional planning and case management, or, if no such agency can be easily identified, a recommendation for arbitration be the Interdepartmental Committee that would determine a suitable lead agency; and d. recommendations for post-secondary training/support services. 	Division of Special Education	9/86
<p>4. Require regional and local service staff to participate in Pupil Evaluation Team planning activities, and especially in exit Transitional planningg meetings, for handicapped youth who are within the jurisdiction of agency services.</p>	Bureaus of Rehab, Mental Health & Mental Retardation	9/86
<p>5. Adopt regulations for the development of an Individualized Transition Plan (ITP) following agency staff participation in any Pupil Evaluation Team meeting, outlining long- and short-term plans and commitments regarding agency services in conjunction with other services outlined in a student's IEP.</p>	Bureaus of Rehab, Mental Health & Mental Retardation	9/1/86
<p>6. Continue present levels of development of new vocational education program and funding for secondary vocational programs, 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.</p>	Bureau of Vocational Education	Immediate

Recommendations for Immediate Services
Proposals for State Agency Action (Continued)

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RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
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 supported employment, and post-secondary vocational training.	All Adult Service Agencies, Vocational Ed., Post-secondary Ed., & Adult Education under direction of Interdepartmental Coordinating Committee	Immediate
8. 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, and including the development of work and training slots, cooperative education opportunities, and other opportunities in competitive, supported and sheltered employment.	Department of Educational and Cultural Services	Immediate

III-B. Summary of Recommendations (Five-Year)

Select Committee to Address Training and Employment
Opportunities for Handicapped Youth Beyond School AgeSummary of Select Committee Recommendations for
Long-Term Transitional Services for Handicapped Youth

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
PERSONNEL PREPARATION AND TRAINING		
1. 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.	University of Maine (all campuses)	9/87
2. Revise the certification process for all special education teachers, including teachers of learning disabled and behaviorial disordered children and consider adopting separate certification standards for grades K-8 and 9-12.	State Board of Education	9/87
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.	University of Maine (all campuses)	9/87
4. Plan and deliver coordinated in-service training on vocational programming for handicapped young adults.	Interdepartmental Committee	9/87
5. Amend certification standards for vocational education instructors to include courses in teaching handicapped students.	State Board of Education	9/88
6. Revise the certification standards for regular classroom teachers to include 6 hours of special education coursework.	State Board of Education	9/88
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.	University of Maine	9/87

Summary of Select Committee Recommendations for
Long-Term Transitional Services for Handicapped Youth (Continued)

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
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 by grade 7 or age 12, whichever comes first, and vocational assessment and training needs by grade 9 or age 14, whichever comes first.	Division of Special Education	9/87
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.	Division of Special Education	9/87
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.	Division of Special Education	9/87
4. Develop and fund, as part of the new comprehensive statewide plan for vocational education 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.	Bureau of Vocational Education	9/87

Summary of Select Committee Recommendations for
Long-Term Transitional Services for Handicapped Youth (Continued)

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
TRANSITION FROM SCHOOL TO COMMUNITY LIVING		
<p>1. Complete the establishment of a school-to-community transitional services planning process which includes the following elements:</p> <ul style="list-style-type: none"> 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 illness; c. 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. 	All agencies under direction of Interdepartmental Committee	7/1/87
<p>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:</p> <ul style="list-style-type: none"> a. Intervention where necessary to settle agency jurisdictional questions, including situations where the lead adult agency is unclear or where an identified lead agency is not participating in the transitional services planning process; b. On-going data collection and analysis concerning the operation of the transitional training process, and providing an annual report on this data to all involved agencies and the public. 		

Summary of Select Committee Recommendations for
Long-Term Transitional Services for Handicapped Youth (Continued)

RECOMMENDATIONS	COORDINATING AGENCY	TARGET DATE
POST-HIGH SCHOOL EMPLOYMENT AND TRAINING		
1. Establish a state-funded supported employment program for handicapped adults.	Interdepartmental Committee	9/87
2. Assure an adequate and appropriate range of post-secondary training and employment options for all handicapped young adults, including: <ul style="list-style-type: none"> a. Practical/Fundamental Life Activities b. Independent Living Skills Training c. Pre-vocational Training d. Competitive, Supported and Sheltered Employment Options e. Post-secondary Vocational Training 	Interdepartmental Committee	9/90
3. Promote the availability and accessability of adult education for handicapped adults through increased subsidy for these services.	Divison of Adult Education	9/86
4. Allow the Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age to meet periodically to advise Interdepartmental Coordinating Committee.	Interdepartmental Committee	Ongoing
5. Develop, in consultation with other agencies, a package of wage and tax incentives to encourage employers to hire handicapped young adults.	Maine Job Training Council	9/87
6. Educate SSI recipients, parents, and service providers about work incentive provision of SSI programs.	Advocates for the Developmentally Disabled	Ongoing

IV. The One-Year Plan: A Proposal for Immediate Transitional Services

The Select Committee agrees that the complexity of the present gap in transitional services for handicapped youth defies a call for immediate restructuring of the present service system. It also recognizes that other states are facing the same problem (see Appendix D of this report on experiences of other states), and that some states which quickly implemented major program innovations are still questioning the validity.

Therefore the immediate steps which the Select Committee has proposed for the "one-year" plan seek to act immediately to meet the needs of youth in transition, while still allowing further study to determine the best long range policy solutions. It is difficult to observe the problems baring these youth and their families and then call for more study time. Yet the committee hopes that opting for this approach will allow the best possible use of limited financial resources while leading to the best long range solutions.

The primary objective of the one-year plan is to create six local sites which will propose and coordinate transitional services. The model structure recommended by the committee has worked very successfully in coordinating service approaches for pre-school children under the age of 5 years.

The Pre-School Model

In response to a concern to serve preschool nandicapped children in Maine and to comply with Public Law 94-142, the Maine Legislature commissioned an interdepartmental study of current services. The policy environment analyzed by this study was very similar to that encountered by the current study: multiple agency responsibilities and jurisdictions and limited resources available to address the varied and growing needs of the target population.

That study resulted in the enactment in 1978 of legislation directing the Commissioners of three state agencies to "establish an interdepartmental coordinating committee for nandicapped children" to direct the activities of local pilot projects across the state. The local pilot projects were to be designed and operated through coordination with local public and private agencies. Thus the law established an interagency coordination system at both the state and local levels to develop coordinated approaches to serving handicapped children.

The interagency approach for preschool handicapped children has proved to be very successful. The number of local sites has increased from five pilot projects to 16 coordination sites whose catchment areas completely cover the State. The most important indication of the preschool projects' success has been the feedback from parents of handicapped children. 83% of parents who used the coordination system indicated that the local coordination sites were their first point of entry into the service system. Both parents and providers reported that the local sites were very helpful, responsive, and sensitive to their needs and concerns. (Maine Interagency Coordination Study, Executive Summary, July 1985).

The Interdepartmental Coordinating Committee for Preschool Handicapped Children has been authorized by state statute. Its success has led to expansion of the target population, with coordination of services to handicapped children expanded to children under the age of three in 1984.

The Coordination Model Applied to Transitional Services

The first year recommendations proposed by the Select Committee seek to follow the preschool model very closely.

Interdepartmental Coordinating Committee. The Committee should have the same agency representation as reflected in the Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age, including the Bureau of Rehabilitation (Department of Human Services); the Bureau of Mental Retardation, the Bureau of Mental Health, and the Bureau of Children with Special Needs (Department of Mental Health and Mental Retardation); and the Bureau of Vocational Education, Division of Special Education, and the Division of Adult Education (Department of Educational and Cultural Services).

Other representatives of the public who should be considered for involvement in the Committee include the following:

- Governor's Committee on Employment of the Handicapped
- Maine Job Training Council
- Maine Association of Directors of Services to Exceptional Children
- Maine Advisory Council on Vocational Education
- State Planning Council on Developmental Disabilities
- Governor's Advisory Council on Mental Health
- Advocates for the Developmentally Disabled
- Sheltered Employment Association
- The Rural Collaborative

The Interdepartmental Coordinating Committee will have the responsibility to develop rules which will define the grant award process, the participation of local agencies now serving handicapped youth, the responsibilities of the local coordinating committees, and all other aspects related to the operation of the local pilot projects. A competitive grant award process will be developed and opened for all local areas able to organize a local coordinating committee and submit an application outlining approaches and services to be provided. However, even within the competitive award process, there will be an opportunity for the Committee to place an emphasis on distribution concerns, such as awarding of funds to rural areas where transitional services are presently very weak. The committee will be responsible for recommending the selection of the sites to be awarded project funding and will be responsible for the evaluation and monitoring of the projects.

The Committee will be staffed by the Transitional Services Coordinator, created under the proposed legislation, who will work closely with staff representatives for each of the Committee members.

The Division of Special Education. The Division of Special Education will play a key role in the operation of the Interdepartmental Committee and the local pilot projects. It will be the fiscal conduit through which funding to the local pilot projects will pass. It will also house the state level staff positions, the Transitional Services Coordinator and the project secretary, although it is understood that this project staff will work in a cooperative way for the Interdepartmental Committee and other agencies and groups associated with the pilot projects.

Local Pilot Projects. The proposed legislation developed by the Select Committee, which can be found in the next section of this report, proposes that at least six local pilot projects be created in order to demonstrate the following:

- 1) Coordination, between existing services and agencies;
- 2) the Delivery of services to meet identified unmet needs for handicapped youth in transition; and
- 3) Future Recommendations to determine the best direction for statewide implementation of systemic transitional services for all handicapped youth

The recommended process for utilizing the findings of the local pilot projects follows a set timetable. There will be a continuous evaluation of the pilot projects, with a requirement that at least five per cent (5%) of the funding for each pilot projects be used for evaluation purposes. The findings of the evaluation will be reported by the commissioners of the three departments represented on the Interdepartmental Committee in an Interim Report, due in the legislature by December 15, 1987, and a Final Report, due in the legislature by December 15, 1988. The projected goal for beginning implementation of a new state-wide service delivery system is July 1, 1989. This schedule allows adequate time to explore the best means of providing transitional services at the local level and to translate these findings into state policy.

Local Coordinating Committees. In order to submit an application for a pilot project, a local coordinating committee must be formed to include local school districts, parents, consumer representatives, other community representatives, and other state and local organizations and groups which currently serve handicapped youth in transition. This committee must adopt bylaws which define terms of membership, methods of appointment or election, officers, and other organizational aspects for the group. The local committee will be encouraged to involve and coordinate with existing coalitions and networks related to youth services in the area (i.e., a local Child and Adolescent Service System Program (CASSP)). In fact, the local transitional committee need not be a new organization; an existing organization with appropriate group representation that is interested in and committed to the provision of transition services could submit an application to operate a pilot project.

Once approved to operate a pilot project, operating funds will be provided to one of the agencies or institutions participating on the local committee, including the local school administrative district office or another community agency. The organization receiving these funds may function only in the role of fiscal agent.

There is specific language within the authorizing legislation that limits use of local project funds to providing transitional services "only to meet identified unmet needs." In addition, existing resources must be exhausted prior to using grant funds.

Upon receiving project funds, local committees will appoint a coordinator to implement the project plan. In most cases the local committee will hire a coordinator, but each committee will have the option to use local agency staff who have the time and skills to implement the local plan. The responsibilities of coordinators will vary in each project but will be directed by the committee within guidelines established by the State Interdepartmental Committee. Examples of the types of activities undertaken by the coordinator could include:

- 1) Scheduling and operation of training seminars in the organization and provision of transitional services, utilizing experts on transition from the state or other sources;

- 2) Assisting the local school in the planning and scheduling of Pupil Evaluation Team (PET) meetings in order to ensure maximum participation by school agencies, adult service agencies, and parents;

- 3) Providing case management services, although only in those areas where gaps in existing services have been identified, and coordinating the smooth transfer of case management services when an individual is referred to a new agency or system;

- 4) Outreach efforts to local business community to identify personnel needs, identify opportunities for various types of placements, and to recruit employers interested in developing programs that mesh personnel needs with employment and training needs of youth in transition; and

- 5) All data collection and internal evaluation activities to assess project success in creating new coordinated transitional services, to be used in efforts by the local committee to make necessary adjustments to fine-tune the project approach.

- 6) Coordination

- 7) Identification of policy issues

V. Recommended Legislation: One-Year Plan

The legislation recommended by the Select Committee appears in the pages following this section. An overview of the bill structure is provided below to assist the reader.

The bill is broken into eight sections:

Section 1 -

Creates a new chapter, creating an Interdepartmental committee and authorizing the funding of local transitional services pilot projects within Maine statutes relating to state educational programs.

Sections 2 and 3 -

Creates new authorizing language for the Bureau of Rehabilitation to mandate participation in the local transition services coordination projects.

Sections 4 and 5 -

Creates new authorizing language for the Bureau of Mental Health to mandate participation in the local transition services coordination projects.

Sections 6 and 7 -

Creates new authorizing language for the Bureau of Mental Retardation to mandate participation in the local transition services coordination projects.

Section 8 -

Appropriates funds for the first year of operation for the transition coordination projects, including funding for a Transitional Services Coordinator and a secretary at the state level, \$300,000 for operating costs and other expenses for six local projects, and \$125,000 for each of the three major adult service agencies to either fund caseworker positions or purchase services for handicapped youth in transition within the six local sites.

A "Statement of Fact" section which appears at the end of the bill.

The bill was introduced by the Honorable John L. Martin, Speaker of the House on March 20, 1986, and became L.D. 2245. It was referred to the Joint Committee on Appropriations and Financial Affairs, which had not acted on the bill at the time that this report was printed. If passed by the legislature and signed by the Governor, the law would become effective 90 days following its passage.

(After Deadline)
SECOND REGULAR SESSION

ONE HUNDRED AND TWELFTH LEGISLATURE

Legislative Document

No. 2245

H.P. 1592

House of Representatives, March 20, 1986

Approved for introduction by a majority of the Legislative Council pursuant to Joint Rule 27.

Referred to the Committee on Appropriations and Financial Affairs. Sent up for concurrence and ordered printed.

EDWIN H. PERT, Clerk

Presented by Speaker Martin of Eagle Lake.

Cosponsored by Senator Gill of Cumberland.

STATE OF MAINE

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

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 1. Coordination. Coordinating existing programs
2 presently provided for these youths by the Department
3 of Human Services, the Department of Mental Health
4 and Mental Retardation, the Department of Educational
5 and Cultural Services and other public and private
6 agencies;

7 2. Delivery. Delivering services only to meet
8 identified unmet needs; and

9 3. Future recommendations. Using results of
10 these pilot projects to determine the best direction
11 for future recommendations to serve this population.

12 §7802. Definitions

13 As used in this chapter, unless the context oth-
14 erwise indicates, the following terms have the fol-
15 lowing meanings.

16 1. Adult service agencies. "Adult service agen-
17 cies" are those public and private agencies which
18 provide services, as defined in this section, to
19 youths and adults who are no longer eligible for
20 school services due to graduation or becoming
21 age-ineligible under Title 20, section 7001, subsec-
22 tion 2.

23 2. Handicapped youths in transition. "Handi-
24 capped youths in transition" are those youths who
25 have attained the age of 14 years and meet the eligi-
26 bility criteria as defined in the United States Reha-
27 bilitation Act, Public Law 93-112, Section 504, as
28 amended.

29 3. Services. "Services" means those activities
30 undertaken to screen, evaluate, identify, plan and
31 provide special education, habilitation, rehabilita-
32 tion, vocational and related services to handicapped
33 persons in transition from school to community.

34 4. Transition. "Transition" means the coordina-
35 tion of school-based efforts and services with those
36 services that are or will be provided by adult ser-
37 vice agencies in preparation for later employment,
38 community integration and independent living.

1 §7803. Interdepartmental coordination

2 An Interdepartmental Coordinating Committee for
3 Handicapped Youth in Transition pursuant to Title 5,
4 chapter 379, representing the Department of Educa-
5 tional and Cultural Services, the Department of Human
6 Services, the Department of Mental Health and Mental
7 Retardation and the public, shall be appointed by the
8 3 commissioners to work with the department to estab-
9 lish guidelines, including continuation applications,
10 to monitor grants and to evaluate the performance of
11 programs developed through the grants.

12 The members of this committee shall be compen-
13 sated in accordance with Title 5, chapter 379.

14 §7804. Authorization for expenditure of funds

15 1. Pilot projects. Through a competitive pro-
16 cess the committee, as established in section 7803,
17 shall select and fund pilot project sites designed to
18 demonstrate the effective delivery of services to
19 handicapped youths in transition by coordinating ex-
20 isting programs, where possible, and establishing a
21 mechanism for ongoing coordination of programs for
22 handicapped youths in transition at a local or re-
23 gional level, including local educational agencies,
24 community mental health centers, regional mental re-
25 tardation services, regional rehabilitation programs
26 and other public and private agencies as appropriate.
27 Each pilot project shall establish a method to iden-
28 tify unserved and underserved handicapped youths in
29 transition and develop services for these youths.

30 2. Rules. The committee shall promulgate rules
31 that assure participation at the local level by agen-
32 cies currently serving handicapped youths in transi-
33 tion from school to community. They shall require
34 that existing resources for providing services to
35 handicapped youths in transition be exhausted prior
36 to using grants funds to provide services.

37 3. Fiscal agent. The agency, institution or
38 school administrative unit receiving a grant under
39 this chapter may function only in the role of fiscal
40 agent, as described in rules promulgated by the de-
41 partment for regulating the local administration of
42 these programs.

1 4. Local coordinating committee. A local coor-
2 ordinating committee, organized prior to application
3 for receipt of a grant, shall be responsible for gov-
4 ernance of each local program. Membership shall in-
5 clude representatives of transitional services pro-
6 grams in the region to be served by the grant; repre-
7 sentatives of the appropriate regional offices of the
8 Department of Human Services and the Department of
9 Mental Health and Mental Retardation; representatives
10 of participating school administrative units; repre-
11 sentatives of adult service agencies, including reha-
12 ilitation facilities; parents of handicapped chil-
13 dren; and other community members as appropriate.
14 Terms of membership and methods of appointment or
15 election shall be determined by local coordinating
16 committee bylaws, subject to approval of the commit-
17 tee. Responsibilities of local coordinating commit-
18 tees shall be detailed in the rules promulgated by
19 the committee.

20 5. Evaluation. Continuous evaluation of the pi-
21 lot projects shall be required and shall be an inte-
22 gral part of each pilot project. The committee shall
23 determine the expected outcome goals of the pilot
24 projects and shall cause to be developed an evalua-
25 tion design to determine the success of the pilot
26 projects.

27 The 3 commissioners shall present to the Legislature
28 an interim report prior to December 15, 1987. This
29 report shall provide an assessment of the planning
30 efforts of the State Interdepartmental Coordinating
31 Committee for Handicapped Youths in Transition. In
32 addition, this report shall contain any recommenda-
33 tions, including legislation for the continuation or
34 expansion of the pilot projects.

35 The 3 commissioners shall present to the Legislature
36 a final report prior to December 15, 1988. This re-
37 port shall provide an evaluation summary of the pilot
38 projects and recommendations, including legislation,
39 necessary to carry out a statewide service delivery
40 system with an implementation schedule to begin July
41 1, 1989.

42 §7805. Transitional services coordinator

1 The position of transitional services coordinator
 2 to the Department of Educational and Cultural Ser-
 3 vices, Division of Special Education shall be estab-
 4 lished to coordinate the department's activities and
 5 involving both the Bureau of Vocational Education and
 6 the Division of Adult Education, regarding the coor-
 7 ordinated delivery system for handicapped youths in
 8 transition from school to community. This coordina-
 9 tor will also serve as staff to the committee as es-
 10 tablished in section 7803.

11 Sec. 2. 22 MRSA §3055, sub-§8, as enacted by PL
 12 1969, c. 457, §1, is amended to read:

13 8. Eligibility and priority. Shall determine the
 14 eligibility of individuals for rehabilitation ser-
 15 vices or evaluation and work adjustment services and
 16 the priority therefor, in accordance with rules and
 17 regulations established by the department-; and

18 Sec. 3. 22 MRSA §3055, sub-§9 is enacted to
 19 read:

20 9. Transitional services coordination projects.
 21 Shall participate in the coordination of rehabilita-
 22 tion services with local transitional services coor-
 23 ordination projects for handicapped youths, as estab-
 24 lished in Title 20-A, chapter 308, assigning appro-
 25 prate regional staff and resources as available and
 26 necessary in each region to be served by a project.

27 Sec. 4. 34-B MRSA §3004, sub-§3, ¶¶B and C, as
 28 enacted by PL 1983, c. 580, §6, are amended to read:

29 B. Assess service needs, monitor service deliv-
 30 ery related to these needs and evaluate the out-
 31 come of programs designed to meet these needs in
 32 order to enhance the quality and effectiveness of
 33 community support services; and

34 C. Prepare a report which describes the system
 35 of community support services in each of the men-
 36 tal health service regions and statewide.

37 (1) The report shall include both existing
 38 service resources and deficiencies in the
 39 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

1 Sec. 7. 34-B MRSA §5433, sub-§5 is enacted to
2 read:

3 5. Transitional services coordination projects.
4 Participate in the coordination of services for men-
5 tally retarded persons with local transitional ser-
6 vices coordination projects for handicapped youths,
7 as established in Title 20-A, chapter 308, assigning
8 appropriate regional staff and resources as available
9 and necessary in each region to be served by a
10 project.

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

14		<u>1986-87</u>
15	<u>EDUCATIONAL AND CULTURAL SER-</u>	
16	<u>VICES, DEPARTMENT OF</u>	
17	Division of Special Educa-	
18	tion	
19	Positions	(2)
20	Personal Services	\$ 53,000
21	All Other	<u>300,000</u>
22	TOTAL	\$353,000

23 These funds will be
24 used by the department,
25 acting as fiscal agent
26 to fund 6 local coordi-
27 nated transitional ser-
28 vices demonstration
29 projects. Five percent
30 of the funding to each
31 pilot project must be
32 used for evaluation.

33 HUMAN SERVICES, DEPARTMENT OF

34	Bureau of Rehabilitation	
35	Positions	(5)
36	Personal Services	\$125,000

1	Provides funding for 5	
2	special project reha-	
3	bilitation counselor	
4	positions for a term	
5	not longer than the	
6	term of the local dem-	
7	onstration pilot	
8	projects.	
9	<u>MENTAL HEALTH AND MENTAL RE-</u>	
10	<u>TARDATION, DEPARTMENT OF</u>	
11	Bureau of Mental Health	
12	All Other	\$125,000
13	These funds are to be	
14	used for the purchase	
15	of transitional ser-	
16	vices for youths in	
17	each local demonstra-	
18	tion project area.	
19	Bureau of Mental Retarda-	
20	tion	
21	All Other	<u>125,000</u>
22	TOTAL	\$250,000
23	These funds are to be	
24	used for the purchase	
25	of transitional ser-	
26	vices for youths in	
27	each local demonstra-	
28	tion project area.	

1

STATEMENT OF FACT

2 Every year approximately 1,000 special education
3 students graduate from public schools in Maine. Many
4 other disabled youths leave school each year, often
5 because of problems related to their disabling condi-
6 tion. Many students reach the age of 20 and are, by
7 law, no longer eligible for special education. Their
8 need for education and training continues, but
9 school-funded services come to an end. They leave
10 school with additional and on-going needs for the de-
11 velopment of skills, information and even the values
12 that can allow them to succeed in the labor market.
13 To address these problems, requires parents, educa-
14 tors and service providers to reexamine long-held as-
15 sumptions about what is appropriate for handicapped
16 students. It requires the development of coordinated
17 state and local systems that will dissolve the bound-
18 aries that presently characterize a social service
19 system based on categorical funding. An interdepart-
20 mental committee at the state level can plan and op-
21 erate local coordinating projects that will organize
22 and provide transitional services for handicapped
23 youth, by bringing these separate agencies and
24 factions together. This approach allows exploration
25 for the best long-term solutions while providing much
26 needed and overdue transitional services immediately.
27 Funds appropriated in this bill will assure an ade-
28 quate and appropriate level of state agency support
29 and participation with the local coordinating commit-
30 tees and cooperating agencies and organizations.

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VI. State Agency Action: One-Year Plan

In its review of the current range of services provided in schools and community agencies, the Select Committee has identified a number of changes that can be made immediately in state policies to improve the transition of handicapped youth. Many of these recommendations follow significant efforts by the schools and the adult service agencies to better identify the problem and take initial steps to address the problem. Others represent simple coordination between agencies which have not cooperated adequately in the past, and which will be able to work closer under the structure of the proposed Interdepartmental Coordinating Committee for Handicapped Youth in Transition and the local coordinating committees.

A. State Policy Development

1. 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
 - 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 handicapped students and adults.

COORDINATING AGENCY: Division of Special Education

RATIONALE: Case management and all other transition planning efforts must start with a quality information system that tracks all special education students, and which is operated and utilized by all relevant school and adult service agencies. The Division of Special Education is presently designing a tracking system through a federal grant that is due to terminate in June 1987. Data from this effort should lead to a better understanding of the transition needs of handicapped young adults and the services that will address these needs.

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 PET meeting.

COORDINATING AGENCY: Interdepartmental Coordinating Committee

RATIONALE: Often schools are very interested in inviting adult agency representatives to a PET meeting, but are confused as to who to contact within particular agencies. This directory will clarify primary contacts and substitutes in each agency. It will have to be updated often to be effective, and therefore an electronic database should be established and maintained to provide quick and accurate updating.

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 inter-agency communication and cooperation regarding the planning and providing of transitional services.

COORDINATING AGENCY: Interdepartmental Coordinating Committee

RATIONALE: The current cooperative agreements between the Division of Special Education, the Bureau of Vocational Education, and the Bureau of Rehabilitation; and between the Division of Special Education and the Bureau of Mental Retardation, have been very successful. All other agencies must develop such agreements, either through one umbrella agreement or many individual cooperative agreements.

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;
- 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.

COORDINATING AGENCY: Bureau of Vocational Education

RATIONALE: The policy environment for vocational education has changed significantly in recent years. Changes at the federal level include the Carl D. Perkins Vocational Education Act, the Job Training Partnership Act, and a drastic reduction in the amount of federal funds for vocational education. Within Maine, the Vocational Training Institute (VTI) system is being reorganized. Thus the vocational education system must develop a new plan that provides the best coordination of resources with other educational and adult service agencies, in order to provide the best services for handicapped youth in transition.

5. Study the state-wide needs at the local level for non-credentialed service providers, and identify and examine barriers to their involvement with transitional educational programs, including methods of establishing reimbursement for these individuals, licensing requirements, and other certification criteria.

COORDINATING AGENCY: Interdepartmental Coordinating Committee

RATIONALE: Personnel requirements for transitional education and employment preparation programs vary from the traditional needs of in-school programs, yet currently these programs must meet current teacher credentialing requirements. Besides an overall shortage of credentialed teachers, such individuals are not usually attracted to the positions such as job coach, work site developer, and skill trainers. An assessment must be made regarding how non-credentialed service providers can be utilized while still meeting required educational standards.

B. 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.

COORDINATING AGENCY: Division of Special Education

RATIONALE: At present exit PET meetings are held only for handicapped youth who graduate or reach the age of 20 and are required to leave school. The same transition planning is needed for youth who voluntarily drop out of school or leave for an indefinite period because of medical or other problems.

2. Require that Individualized Education Plans (IEP) 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.

COORDINATING AGENCY: Division of Special Education

RATIONALE: Many IEP's do address these services, especially in areas where there is a good relationship between the schools and community agencies. However, all schools must be able to provide this critical planning throughout the PET process.

3. 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;

- c. a recommendation for a lead state agency to be responsible for transitional planning and case management, or, if 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.

COORDINATING AGENCY: Division of Special Education

RATIONALE: This information cannot be put formally into the IEP, since the entitlement aspect of school services would cause problems if the recommendations were not implemented. The PET process nevertheless should include these important steps, which facilitate communication and cooperation between school and community agencies.

- 4. Require regional and local service staff to participate in Pupil Evaluation Team planning activities, and especially in exit Transitional planning meetings, for handicapped youth who are within the jurisdiction of agency services.

COORDINATING AGENCY: Bureaus of Rehabilitation, Mental Retardation, and Mental Health

RATIONALE: These agencies must clarify the involvement of their staff in PET transitional planning efforts, and provide all necessary orientation and training to facilitate this involvement.

- 5. Adopt regulations for the development of an Individualized Transition Plan (ITP) 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.

COORDINATING AGENCY: Bureaus of Rehabilitation, Mental Retardation, and Mental Health

RATIONALE: Again, due to the entitlement nature of school services, the Individualized Education Plan (IEP) can contain only the services that the schools will provide. A similar plan containing all services to be provided by the relevant adult service agencies must be developed in coordination with the IEP.

- 6. Continue present levels of development of new vocational education program and funding for secondary vocational programs, 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.

COORDINATING AGENCY: Bureau of Vocational Education

RATIONALE: Much has been accomplished recently in these areas. Thus until present efforts to reorganize the vocational education system are completed and implemented, these cooperative developmental efforts should continue.

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 skills living training, pre-vocational training, sheltered and supported employment, and post-secondary vocational training.

COORDINATING AGENCY: All Adult Service Agencies, including Vocational Education, Postsecondary Education, and Adult Education agencies, under the direction of the Interdepartmental Coordinating Committee.

RATIONALE: A balance of all of these services is needed in order to provide an adequate transition from school to community for handicapped youth. However, emphasis on certain services may vary according to local needs, and the evaluation of the pilot projects should carefully analyze such variations to determine the approaches that seem to work best.

8. 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, and including the development of work and training slots, cooperative education opportunities, and other opportunities in competitive, supported and sheltered employment.

COORDINATING AGENCY: Department of Educational and Cultural Services

RATIONALE: A primary purpose of the federal Carl D. Perkins Vocational Education Act is to "Promote greater cooperation between public agencies and the private sector in preparing individuals for employment, in promoting the quality of vocational education...and in making the vocational system more responsive to the labor market..."¹ Vocational education is the one major system that spans the range of both school age and older youth in transition, and prepares these youth for vocational success in the community. Thus it has to take more of a lead in coordinating agencies and services within its service jurisdiction.

VII. The Five-Year Plan: Long Term Goals for Eliminating the Gap in Services between School and the Community

The Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age is keenly aware of the difficulty in obtaining necessary financial resources and political support to allow an immediate full-scale assault on the problem with transitional services to handicapped youth. At the same time, it is also aware of the need to proceed with this type of reform in a cautious manner. Given that our educational system is primarily locally planned and administered, and given the wide variations in local needs and educational approaches, it is difficult to identify a common denominator solution regarding transitional services.

¹ Public Law 98-524, Section 2.

Thus this final report provides two sets of recommendations. The first relates to issues which will provide new and more involved data to guide future policy development, such as the local transition coordinating projects, or for which there is particular agreement regarding its immediate need and viability. The second set outlines long-range goals or efforts which either can not or should not (due to need for further data) be implemented immediately.

This second set of recommendations seeks to define a long-term route or direction for the on-going revision of state and local programs and policy related to transitional services for handicapped youth. There is no doubt that each of these recommendations has to be addressed at some time and in some form to facilitate necessary transitional services. However, it is also understood that these recommendations may have to be fine-tuned as more knowledge is learned through operation of the local transition coordinating projects.

The five-year recommendations are presented in four sections:

- A. Personnel Preparation and Training
- B. High School Programming
- C. Transition from School to Community Living
- D. Post-High School Employment and Training

A. PERSONNEL PREPARATION AND TRAINING

FINDINGS -

Our expectations of educators, rehabilitation counselors, caseworkers, and employment and training professionals are changing faster than the systems which prepare them. These systems include undergraduate and graduate programs and in-service training for those already on the job. If we ask, for example, if special education teachers learn all they need to know about vocational programming for handicapped youth, the answer is "no." If we ask whether vocational instructors and regular classroom teachers have coursework or in-service training on how to work with handicapped youth, the answer is "minimal or none." If we ask whether vocational rehabilitation counselors and other employment training professionals understand their role in the handicapped student's transition from school to work, the answer is "not often."

We look to special educators to move away from an emphasis on academic remediation and toward teaching practical life skills. We expect vocational schools to include more handicapped students in mainstream vocational programs. On the community end, we want vocational rehabilitation and others to "finish the job;" although many handicapped young adults come to them lacking the most basic job retention and social skills.

Typically, special education teachers are trained to work with children, and employment and training programs are oriented to serving adults. Consequently, neither group is adequately prepared to deal with the unique needs of the handicapped young adult as he or she moves from the school to community living.

State teacher certification requirements for regular classroom teachers do not include competencies in teaching handicapped students. However, most special education students spend more than half their instructional time in the regular classroom setting. The "up" side of this is that it may mean many handicapped students are ready to be in a regular classroom. The "down" side is that because of a severe shortage of special education teachers and other support personnel, these students are in the regular classroom for lack of an alternative.

Transforming new expectations into practice means re-examining our assumptions about the potential of handicapped students. It requires incorporating a commitment in teacher training programs to prepare students for optimal independence. And it calls for establishing better on-the-job linkages between schools and adult service agency personnel. Interdisciplinary training using a joint in-service model is an effective way of promoting interagency communication.

RECOMMENDATIONS

1. 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.

COORDINATING AGENCY: University of Maine (all campuses)
COMPLETION DATE: September 1987

2. Revise the certification process for all special education teachers, including teachers of learning disabled and behaviorally disordered children and consider adopting separate certification standards for grades K-8 and 9-12.

COORDINATING AGENCY: State Board of Education
COMPLETION DATE: September 1987

STATUS OF PRIOR EFFORTS: A Committee on Certification, in 1980-1981, did not make this recommendation because there was no teacher preparatory program for secondary school teachers in existence at that time.

3. Revise the curriculum at the University of Maine graduate programs in education, counseling and public policy to include more preparation in work with handicapped adults.

COORDINATING AGENCY: University of Maine (all campuses)
COMPLETION DATE: September 1987

4. Plan and deliver coordinated in-service training on vocational programming for handicapped young adults.

COORDINATING AGENCY: Interdepartmental Coordinating Committee for Handicapped Youth in Transition
COMPLETION DATE: September 1987

5. Amend certification standards for vocational education instructors to include courses in teaching handicapped students

COORDINATING AGENCY: State Board of Education
COMPLETION DATE: September 1988
STATUS OF PRIOR EFFORTS: Major changes in existing certification requirements for all teachers are scheduled to take effect on July 1, 1988; thus this recommendation should be coordinated with the implementation of the new requirements.

6. Revise the certification standards for regular classroom teachers to include 6 hours of special education coursework

COORDINATING AGENCY: State Board of Education
COMPLETION DATE: September 1988
STATUS OF PRIOR EFFORTS: Major changes in existing certification requirements for all teachers are scheduled to take effect on July 1, 1988; thus this recommendation should be coordinated with the implementation of the new requirements.

7. Study the availability and capacity of programs to prepare special education and related services personnel, to determine if a sufficient number and kinds of personnel will be available to meet future service needs for handicapped youth in transition.

COORDINATING AGENCY: University of Maine
COMPLETION DATE: June 1987

B. HIGH SCHOOL PROGRAMS

FINDINGS

The current research on high school special education programs recognize that the most appropriate curriculum for the handicapped student is one designed to prepare the student for an adult living and working environment. We also know that severely handicapped students share some or all of the following characteristics:

- * less likely to transfer or generalize skills learned in one environment to another;
- * will lose skills without frequent practice;
- * require more direct instruction;
- * acquire fewer skills than non-handicapped peers over nanequal period of time; and
- * little or no work experience during high school.

It's clear that a traditional academic program probably will not succes on giving these students the skills necessary to make a successful transition to the world of work.

Society's expectations for handicapped high school students falls short in other areas as well. By the time they leave high school non-handicapped students have had many more work experiences than their handicapped peers. This situation results in complaints from vocational instructors and empolyers about handicapped students lacking the most basic work and social skills needed for keeping a job.

While no single curriculum will meet the needs of all handicapped students, a more relevant high school program should include the following elements:

- * establish goals for moving to integrated rather than sheltered environments;
- * plan a program that is as age-appropriate as possible;
- * use real settings for instruction, with an emphasis on non-school, community-based sites;
- * teaching independent living skills; and
- * adapt vocational programs to allow at least partial participation when full integration isn't feasible.

RECOMMENDATIONS

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.

COORDINATING AGENCY: Division of Special Education and Bureau of Vocational Education

COMPLETION DATE: September 1987

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.

COORDINATING AGENCY: Division of Special Education

COMPLETION DATE: September 1987

STATUS OF PRIOR EFFORTS: The Division of Special Education has made efforts to provide this service for the past five years.

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.

COORDINATING AGENCY: Division of Special Education

COMPLETION DATE: September 1987

STATUS OF PRIOR EFFORTS: This issue has been addressed by the Division of Special Education over the past five years in a number of workshops and conferences.

4. Develop and fund, as part of the new comprehensive statewide plan for vocational education 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.

COORDINATING AGENCY: Bureau of Vocational Education

COMPLETION DATE: September 1987

STATUS OF PRIOR EFFORTS: The Bureau is actively involved in the preparation of a new comprehensive statewide plan for vocational education services in the state, and has prepared several draft reports outlining needs and scope of this reorganizational effort.

C. TRANSITION FROM SCHOOL TO COMMUNITY LIVING

FINDINGS

Transition refers to that process whereby students leave the structure and security of school and family and assume the risks and responsibilities of adult life. The transition for students with disabilities is more difficult because they need to arrange for services needed to adjust to adult living.

The transition process begins in school but it cannot succeed without the involvement of the student, his/her family and the adult service system. The family is critical to the process because they usually are the handicapped student's primary support in coping with the complex personal, social, financial and vocational demands of adult life. The adult service system refers to the array of programs and agencies with which the student will interact to obtain services after leaving school.

Normally, we think of transition planning as taking place near the end of the student's school program. Actually, transition is one phase of a continuum that begins at the pre-school and elementary levels. The ideal continuum proposed by the Eleventh Institute on Rehabilitation Issues is illustrated on the following page. Unfortunately, many of the services depicted either are not available at all, or are available only in certain regions of the state.

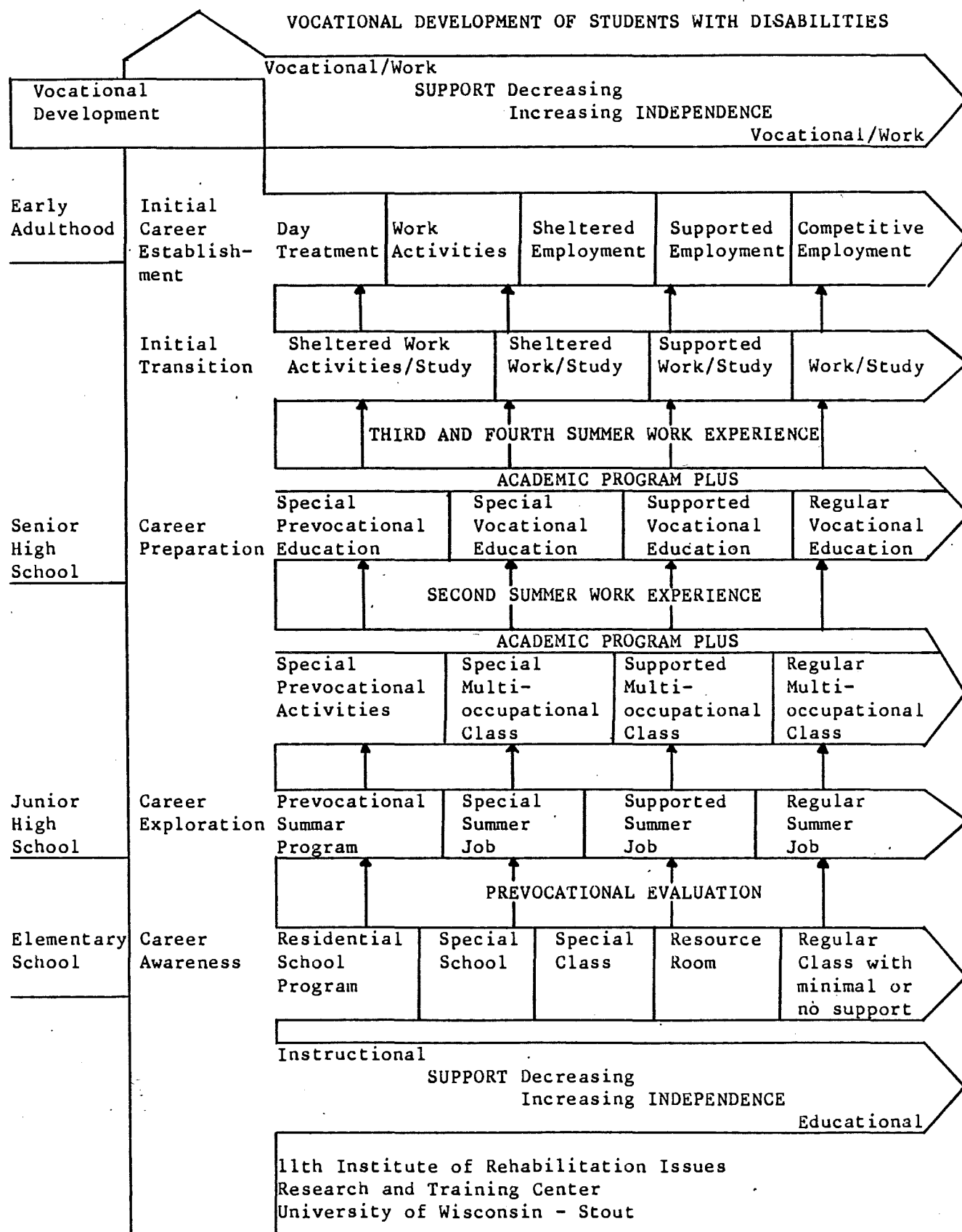
Major transitional concerns are how to:

- * identify, long before the student leaves school, the types of on-going services required;
- * involve adult service agency personnel in planning for post-high school services; and
- * appropriately assign financial and program planning responsibility.

The key to resolveing these concerns is interagency, or interdisciplinary, cooperation. This, of course, is more easily talked about than practiced. The barriers are numerous and include:

- * Conflicting regulations, eligibility criteria and service goals.
- * Lack of services.
- * Minimal experience in operationalizing the concept of interagency cooperation.
- * Programs are established without an adequate needs assessment; this results in duplication in some areas and a service void in others.
- * Little or no data on post-high school experiences of special education graduates.

Figure IV-2



RECOMMENDATIONS

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;
 - c. 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.

COORDINATING AGENCY: All agencies, under the direction of the Interdepartmental Committee

COMPLETION DATE: July 1, 1987

STATUS OF PRIOR EFFORTS: Agency policies and procedures will have changed first on a small scale through the pilot projects, and later on a larger scale after the pilot project testing

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 unclear or where an identified lead 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.

COORDINATING AGENCY: Interdepartmental Committee

COMPLETION DATE: On-going

STATUS OF PRIOR EFFORTS: Procedures will be fine-tuned after experience with the pilot projects

D. POST HIGH SCHOOL EMPLOYMENT AND TRAINING

"Almost as important as the financial penalty paid by the powerless is the suffering that comes from being shut out of paid and recognized work. Without it we lose much of our self-respect and ability to prove that we are alive and making some differences in the world."²

1. FINDINGS

Handicapped young adults hold. Their rate of employment is at least three times less than that of their non-disabled peers. Many handicapped young adults leave school through graduation or by dropping out, only to find that the employment and training system is not prepared to assist them in contributing to society. For a small minority, the road to independence will be very long, and an expensive array of services will be needed. Many handicapped young adults could benefit from the traditional school-to-work programs used by their non-disabled peers. Many others, however, need new program and support options not currently available.

Current program options for handicapped young adults typically include: no program; training in work activity centers or sheltered workshops; transitional employment and training, such as provided by JTPA; job placement; adult education; and, for the very few, higher education. Some of these program resources have not been developed, nor integrated in cooperation with other programs, in a way that will maximize a handicapped young adult's independent living and employment in the community.

Post-high school programming for handicapped young adults in Maine is highly decentralized and fragmented. Numerous bureaus in three state departments manage state-provided services. Coordination among departments, while much improved over the past five years, is nonetheless far from adequate. Locally, many private agencies provide services, some under contract with the state agencies and others operating on their own.

Whether resources exist often depends upon a particular disability and geographical concentration. Not only are there more resources allocated to the southern part of the state, but more disability-specific services are available there. Where resources do exist, regulatory barriers have in many cases prevented certain groups from receiving necessary services.

It is difficult to generalize across disability groups about the adequacy of existing services. Visually impaired and mentally retarded individuals have a comparatively good service system. Emotionally disturbed and severely physically disabled groups have far fewer existing resources.

² Steinem, G., Outrageous Acts and Everyday Rebellions, Holt, Rinehart and Winston, New York, 1983.

Providing appropriate opportunities for handicapped young adults will require restructuring the public policy context in which we currently hold handicapped persons. The early view that handicapped persons had to be "taken care of" resulted in long-term institutionalization for the more severely disabled and subsidized activities programs for the less severely disabled. These policies have created a large pool of dependent people. Today, the public policy debate and context recognizes that all disabled people have potential, and that even the severely disabled can become participating and contributing members of our society.

The Bureaus of Rehabilitation and Mental Retardation have taken steps to develop programs which place greater emphasis on training for unsubsidized and integrated employment. Much of this activity has been directed at developing opportunities for placement into competitive employment. While this is obviously necessary, we must avoid a situation where our service continuum has a beginning and an end but no middle. In our enthusiasm for an "employment for all" goal, we may lose sight of those who need more and longer preparation. Twenty years ago sheltered employment was considered a terminal and optimal placement for most severely handicapped people; sheltered employment represented the end of the continuum. The challenge today is to push the limits of that continuum to provide preparation for integrated employment in the community for handicapped persons.

More detail on the types of employment opportunities for handicapped youth in transition as well as a brief examination of some other important factors related to employment can be found in Section VIII Part C of this report.

RECOMMENDATIONS

1. Establish a state-funded supported employment program for handicapped adults.

COORDINATING AGENCY: Interdepartmental Committee

COMPLETION DATE: September 1987

STATUS OF PRIOR EFFORTS: The Bureau of Mental Retardation, the Bureau of Rehabilitation, and the Developmental Disabilities Council are all experimenting with supported work programs

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
 - c. Pre-vocational Training
 - d. Competitive, Supported and Sheltered Employment Options
 - e. Post-secondary Vocational Training

COORDINATING AGENCY: Interdepartmental Committee
COMPLETION DATE: September 1990
STATUS OF PRIOR EFFORTS: Coordination of on-going efforts between all adult service and educational agencies

3. Promote the availability and accessability of adult education for handicapped adults through increased subsidy for these services.

COORDINATING AGENCY: Division of Adult Education
COMPLETION DATE: September 1986

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.

COORDINATING AGENCY: Interdepartmental Committee
COMPLETION DATE: On-going
STATUS OF PRIOR EFFORTS: Outlined in this report

5. Develop, in consultation with other agencies, a package of wage and tax incentives to encourage employers to hire handicapped young adults.

COORDINATING AGENCY: Maine Job Training Council
COMPLETION DATE: September 1987

6. Educate SSI recipients, parents, and service providers about work incentive provision of SSI program.

COORDINATING AGENCY: Advocates for the Developmentally Disabled (ADD)
COMPLETION DATE: On-going

VIII. Special Transition Service Issues

A. Advocacy for Handicapped Youth

At all times during the operation of any system of human services, it is very important to have formal procedures for obtaining regular feedback from the consumers of that service. It is even more important to receive regular and formal feedback from service consumers when such a service system undergoes systemic reorganization in order to better meet the needs of consumers. Only in this way can the validity and accuracy of the service in meeting the needs of the consumer be verified.

When dealing with a youthful population, as in the case with handicapped youth in transition, input from consumers must include the parents of the handicapped youth receiving services. The Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age has found the input from parents during its two-year history to be most valuable, and it urges parents to stay closely involved during the operation of the local coordination projects and during any subsequent reorganization of transitional services.

The Committee, in its discussions over the past two years, has identified several ways in which the advocacy representation of handicapped youth can be increased. These are offered in the form of recommendations.

Present Advocacy Resources. Within the school system itself there is presently inadequate opportunity for input from a handicapped student and his/her parents regarding the overall service system. There is certainly adequate opportunity for individual input during the Pupil Evaluation Team (PET) meeting process and during individual meetings with the child's teacher. However, there is no internal ombudsman or similar person who oversees the entire system and acts as a conduit for the concerns of all students, parents, and the general public.

Within the system of adult service agencies, there are some formal advocacy resources, offering some limited input for consumers. The Department of Mental Health and Mental Retardation has an Advocacy office that is responsible for upholding client rights and investigation of client grievances. The Bureau of Rehabilitation has both a formal process for client grievances and appeals, as well as an advocacy effort called the Client Assistance Project (CAP). The CAP project has been in operation for about eighteen months, and is presently subcontracted for operation by the Advocates for the Developmentally Disabled (ADD).

Proposed Advocacy Resources. The Committee is very confident that the structure of the proposed local coordination projects will foster the ongoing involvement of consumer, parent, and advocacy representatives. The evidence from the operation of the interagency pilot projects for preschool handicapped children was very positive from the standpoint of the parents of the children in need of services, as discussed in Section IV of this report.

Current advocacy resources may not be adequate to meet the demands of the proposed pilot project program, especially concerning outreach to disabled youth in need and their parents. Therefore the Committee offers several suggestions regarding the structuring of formal avenues of input and advocacy within the proposed transitional services pilot projects:

1. The Interdepartmental Coordinating Committee of Handicapped Youth in Transition, as established through the Committee's recommended legislation (shown in Section V of this report), should be structured to receive regular input from consumers, parents, and other advocates. The provision within the proposed legislation which creates this Interdepartmental Committee requires that the committee include representatives of "the public". One alternative to ensure the participation of these individuals would be to establish an Advisory Council to the Committee which would review and provide input on all actions, proposed regulations, reports, and so forth.
2. At some point during the early phases of the pilot projects, a small grant to provide advocacy services should be awarded by the Interdepartmental Committee. The best location for such an advocacy effort at present appears to be the Advocates for the Developmentally Disabled (ADD) in Hallowell. ADD represents an established advocacy organization which is relatively "neutral" regarding present state bureaucratic divisions, and which has significant experience and expertise in this area. It presently contracts with the Bureau of Rehabilitation to provide Client Advocacy Program (CAP) services for rehabilitation clients and SSI/SSDI recipients. It has made significant advancements recently in the area that has traditionally been its lowest priority, mental health. It has added some mental health service consumers to its Board of Directors, it has and continues to receive funds from the Legislature to serve children with emotional problems in out-of-home placements, and is due to receive federal Mental Health Protection & Advocacy funds.
3. Parents are already mentioned in the proposed legislation regarding the recommended representation on the local coordinating committees. Consumers should also be asked to serve on such panels.
4. The evaluation component of the proposed interagency local coordination projects should include the collection and analysis of qualitative data from consumers, parents, and advocates, pertaining to such issues as perceived satisfaction with services, level of program sensitivity and responsiveness to local needs, and opportunities for input and involvement. Within the Committee's proposed legislation, each local coordinating project would be required to use 5% of total funding for evaluation purposes.

B. Special Concerns of Mentally Ill Youth in Transition

There are some special concerns shared by the Select Committee regarding mentally ill and emotionally disturbed youth who are in transition from the school to the community.

Mental illness has been characterized as an "illness of transition," in that it occurs most often to adolescents who are approaching the age where they leave school and establish linkages and an identity with the outside world. The number of children aged 13-16 enrolled in public schools who are diagnosed as emotionally disturbed (ED) averages 423 per year.³ These numbers rapidly decline through the high school years, so that the number of youth aged 18 years with an ED diagnosis averages only 140. This decline is thought to be due in part to the fact that such students often tend to be viewed as delinquents or substance abusers rather than in need of mental health treatment. Another major factor is that many youth with mental illness problems drop out of school for various reasons.⁴ Thus, it can be inferred that while some 140 ED adolescents graduate from public school program in any given year, there is a larger cohort of ED adolescents not seen as in need of further treatment but who nonetheless continue to have problems. Many of these youth have left school without linking up with the Bureau of Mental Health or a local program which can provide case management and direct services.

Many of the young adults who do transition into the adult service system are persistently dysfunctional, and tend to reject mental health services or use them inappropriately. There are many reasons for this, but two major reasons relate to the societal definition of mental illness and the institutional weaknesses for mental health services in Maine.

Societal Definition. While individuals with disabilities all face stigma within our society, few other disabilities are viewed as the responsibility or fault of the individual. This assignment of blame often carries over to the parents of a child with mental illness, and thus it is easy to observe denial and underestimation of the disability by the parent in order to lessen this blame. Although we currently understand the chronic and cyclical nature of many types of mental illnesses, much about it remains unknown and misunderstood, with a resulting high level of fear regarding mental illness in our society in general.

The lack of understanding of mental illness, the associated fear and the ever present societal stigma have resulted in minimal advocacy on behalf of mentally ill persons. Since the development of the family and consumer movement, advocacy by consumers and their families has resulted in changes in the mental health service system. Despite these changes, many other institutional changes must occur in the social service system to meet the needs of the service users, yet there are only a few trained and knowledgeable advocates available to aid in this process. This is particularly evident when comparing the number of mental health advocates to those that abound in other disability areas such as mental retardation, epilepsy, and blindness.

³ Department of Educational and Cultural Services, federal report "1984-85 Enrollment of Handicapped Pupils" in public schools.

⁴ Harris and Kierstead, The Education of Behaviorally Handicapped Students in Maine, 1985.

Institutional Weaknesses. Within the present institutional structure of mental health services in Maine, there are several weaknesses which provide particular problems for mentally ill youth in transition:

- there is no locus of responsibility for this target group among the state agencies delivering and purchasing mental health services;
- there is no entitlement to mental health services;
- there is no legal responsibility assigned to a state agency except for persons residing at the state psychiatric institutions; and
- there is no service money available for individuals on an ad hoc basis to meet their needs in a timely fashion.

Several case examples which highlight the institutional factors and the resource needs are provided in the statement submitted for this report by the Bureau of Mental Health, included in Appendix E.

Three very important issues in the provision of mental health services to youth in transition are access to the service system, case management once in the system, and the use of day programs for in-school youth.

Access. It is very difficult to identify and classify youth in school who are experiencing mental illness or severe emotional problems. As mentioned above, many individuals are classified as substance abusers, as delinquents, or seen as having temporary problems passing through the rocky roads of adolescence. Students and their parents usually go to great lengths to avoid a mental illness classification. Yet the risks of the failure to identify and classify those youth with genuine mental illness are great, with two major consequences being the youth drops out of school and loses all connection with a service system, or the youth commits suicide.

Major points of access for youth with mental health problems are local agencies, social clubs, and community mental health centers. These types of agencies need to be closely linked to school programs so that there can be an appropriate exchange of information regarding youth facing problems. Outreach to youth and their families, to educate and break down resistance to mental health services, must be an integral part of any local program.

On the other side, school officials must be trained in the identification of early stages of mental illness and emotional disturbance, and in the methods of referring at risk individuals to the appropriate mental health service provider or agency.

Case Management. Once a youth is accepted into the mental health services system, there is a need for effective and continuous case management services to monitor the individual's needs and participation in services. An ideal case management system would monitor all participation in direct services and other related programs, assess needs on an ongoing basis, make periodic contact with the consumer and his/her family to assess needs and educate regarding available services, and provide any other service which facilitates the provision of appropriate services for the consumer.

Case management is a very labor intensive activity, requires many staff hours to perform, and therefore is extremely expensive. To meet the need regarding mental health case management in Maine today would require significant additional resources. But given the cyclical pattern that many individuals with mental illnesses follow, this service is extremely critical for both state-level planning to monitor services and establish needs, and for the direct provision of services.

Day Programs. A recent Task Force study of day treatment services to emotionally disturbed and behaviorally handicapped school-age children found that day treatment services are an effective, but sparsely available alternative to institutional care. Day treatment programs for emotionally handicapped youth combine principles and practices from the areas of mental health, special education, and family counseling and support. It provides for the educational and mental health needs of children within the child's own community rather than in costly out-of-state schools, and builds upon and supports family involvement rather than separating the child from the family. Currently, waiting lists for this service is growing, in some cases requiring a wait of up to a year, which for many Maine children will mean costly and unnecessary institutional care and separation from their family and community.

Day treatment programs are also an effective access point for access to handicapped youth in transition and in need of services. Many emotionally disturbed youth who drop out of school respond very well to day treatment services. These youth are often unwilling, and in some cases unable, to return to a regular classroom program. Adult service agencies and others seeking to provide transitional services should consider the coordination of these transitional services with day treatment programs. The Day Center at the Tri-County Mental Health Center in Lewiston has operated a model program to provide a General Equivalency Diploma (G.E.D.) course for mentally ill youth.

The availability of day treatment programs within a youth's own community would greatly facilitate that youth's successful transition from school to independent life in the community. The answer at the present in many areas of the state seems to either provide no program, or to provide a disruptive placement in an institution in another locality.

There are a number of bills pending before the legislature to address some of the particular problems identified in this section. The Committee urges the Legislature to give these bills serious attention, and to remedy the present institutional weakness within Maine's system of mental health prevention and intervention services.

C. Employment Service Options for Handicapped Youth in Transition

As outlined earlier in the section on post-high school employment and training services, current program options for handicapped young adults typically include: no program; training in work activity centers or sheltered workshops; transitional employment and training, such as provided by JTPA; job placement; adult education; and, for the very few, higher education. Some of these program resources have not been developed, nor integrated in cooperation with other programs, in a way that will maximize a handicapped young adult's independent living and employment in the community.

Two types of employment orientation and training services which have been particularly successful with handicapped young adults have been transitional and supported employment. There is a very important and at times subtle difference between these two approaches, both of which are described below.

Transitional Employment

Transitional employment services have been demonstrated successfully with many groups of disadvantaged workers: ex-offenders, school drop-outs, AFDC recipients, ex-addicts and handicapped individuals. It is based on a number of important principles, including: defined performance expectations, often applied in a manner increasing from low expectations upon initial placement to full normalized expectations after a period of time; commensurate wages; adequate orientation and supervision; and peer support. Participants are matched on the job and trained on the job site.

Some transitional employment programs were termed "supported work", which has prompted some confusion with "supported employment", described below. The major difference is that usually, transitional employment services provide extra orientation in order to prepare an individual for a competitive and unsubsidized job.

Supported Employment

Supported employment, on the other hand, usually results in subsidized employment in an integrated setting for a more severely handicapped person. The Developmental Disabilities Act of 1984, PL 98-527, used the definition appearing below:

"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."

Thus supported employment seeks to facilitate placement of a handicapped person at their maximum potential in a variety of integrated settings, particularly regular work sites. Long-term ongoing supportive services are provided to meet job-related needs as well as those related to transportation, residential, medical, and other needs of the individual.

Both transitional and supported employment services can fill a large gap in the existing service continuum. These are particularly appropriate for the special education graduates whose needs fall between the mainstream employment and training program and the sheltered employment service network. Both provide orientation and direction to allow a handicapped young adult to progress as far as his interests and abilities will allow.

Case Management

The concept of case management turns up time and again in the social services lexicon. It implies that one person, or agency, is knowledgeable about available resources and can make an appropriate match between client needs and services. Without it, even the best developed vocational or independent living skills training program can fail. If a person's food, shelter, transportation and other supports aren't in place, work will not be possible. One group for whom case management services are both lacking and needed urgently are mentally ill young adults. Unlike persons with mental retardation, who are entitled to services from the Bureau of Mental Retardation, mentally ill persons have no similar entitlement.

In addition to the mentally ill young adult, another group who has no "home" once they leave special education are those young disabled people who don't meet the eligibility criteria of either the Bureau of Rehabilitation or the Bureau of Mental Retardation. A typical example would be a 20 year old woman with cerebral palsy and an above average I.Q. Because of her physical problems she is deemed to have no immediate vocational potential; her high I.Q. disqualifies her from BMR-funded programs. What she needs is an independent living skills program that may enable her to develop vocational potential. Independent living services are minimally available in Maine and are mostly federally subsidized. Expanding these services to meet the need is a goal of the Bureau of Rehabilitation.

Public Employment and Training Programs

There are a number of public employment and training programs which serve a wide population of disadvantaged individuals. These include Adult Education, Vocational Technical Institutes, the Job Training Partnership Act, and higher education. While each presently serves handicapped persons, they should not be overlooked as resources for expanding services to handicapped young adults. There should be careful planning and utilization of resources within these systems in cooperation with the rehabilitation and habilitation adult service systems.

The Role of Employers

One of the major historical weaknesses of public operated employment and training programs, including those for handicapped individuals, has been the failure to involve employers in the program. This usually results in an insufficient understanding of employers' needs in the workplace, which in turn hurts the chances of the trainees to learn a viable occupational skill that is in demand in the marketplace. The employers who are expected to hire the graduates of vocational orientation and training programs must be involved in advisory, oversight, and technical capacities to ensure that the training and job placement efforts are being done right. Employment and training programs for handicapped persons must move away from their prior involvement of employers as an afterthought to a new reliance on employers for input and guidance in all parts of program development and operation, from initial planning to final marketing of the program in the community.

A major national conference was held in Washington, D.C., in August 1985, to discuss interagency approaches to successful transition programs aimed at employment of disabled individuals. Two of the major recommendations which emerged from this conference addressed the critical importance of involving employers:

- "A closer dialogue should be created with the other important partner in the picture - the employer. The first step is to conduct a needs assessment to know the workplace market and to get current data on employment needs and trends; then find out if industry will buy the plan, meet with personnel managers, and conduct task analysis to determine the requirements of various jobs."
- "Service providers should develop a marketing approach, which is a business strategy that is understood and accepted by employers. Marketing techniques, using business terminology and language, can be more effective in selling 'the program than the altruistic approach of doing good,' and should not be considered as unprofessional. 'The key is demonstrating that persons with disabilities will help business by being reliable, loyal workers who can perform specific assignments on the job.'"⁵

Disincentives to Employment

A major disincentive to employment for handicapped individuals, including handicapped youth in transition, is present in regulations for Social Security eligibility. These regulations govern the administration of both the Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI) programs utilized by many handicapped individuals. The primary problem is a five (5) month waiting period to requalify for Social Security disability benefits after a former claimant has returned to the work force, with a secondary problem of overall frequent and substantial delays in adjudicating claims for various types of disabling conditions.

⁵ National Association of State Directors of Special Education, Employment for Persons with Severe Disabilities: Interagency Strategies for Expanding Work Opportunities, Report of a National Conference, Washington, D.C., 1986.

The impact of this waiting period is that many disabled persons are discouraged from undertaking rehabilitation and re-entering the labor market out of fear that, in the event of a recurrence of incapacity related to the disability, or in the event that the job terminates or does not otherwise work out, they will be left without any source of income for an extended period. While this can be a major problem for emotionally disturbed individuals with chronic and cyclical patterns of illness, the problem can effect individuals with any disability who want to try to become financially independent.

Making the waiting period disincentive worse is that the loss of Social Security payments also brings, in most cases, loss of medicaid health payments. Most handicapped persons, especially handicapped youth, are entering the labor market for the first time or after a long absence, and thus their employment options are limited to entry level jobs which in most cases do not provide health insurance as a benefit. Having lost their medicaid benefit, the disabled person would have to purchase health coverage to meet actual or potential health care costs related to his/her disability.

There have been some efforts to seek changes in the Social Security law or regulations in order to provide a more flexible approach to situations where a claimant has intermittent claims due to efforts to enter the labor market. Such an approach would obviously add significant cost to the Social Security system, and it is doubtful that such changes would be easy given the budgetary crisis in which the country is now mired. This situation has brought other proposals for state programs to fill gaps caused by the five month waiting period. An example of such a state program is outlined in a letter appearing in Appendix J of this report, which describes the impact of the Social Security disincentive to persons with mental illness.

D. The Role of Vocational Education and the Vocational Technical Institutes in Transitional Services

Vocational education, in Maine and nationally, is at a crossroad. Congress recently passed the Carl D. Perkins Vocational Education Act (P. L. 98-524), which makes many far-reaching changes in the way federal funds for vocational education must be allocated and used. Accompanying this structural change has been a drastic reduction in the amount of federal funds which largely support the program. As vocational educators look to the Legislature to make up the shortfall, they also must deal with how the current education reform movement will affect the future of vocational education.

One of the findings of the recent National Commission on Secondary Vocational Education was that an increased emphasis on academics, which may be the best preparation for college, may not be the best preparation for life. The Commission's report, entitled "The Unfinished Agenda: The Role of Vocational Education in the High School," stated that increasing graduation requirements "ignores differences in student interest and ability, and ignores the needs of those high school students who do not plan to go on to college." The Commission asserts that vocational education has an important role in fulfilling the goals of an educational system designed to help students achieve intellectual, social, vocational and personal goals.

Special educators, parents and advocacy groups also have been taking a look at vocational education as an alternative for handicapped students. Not surprisingly, they have concluded that vocational education should and could be doing more for handicapped students. However, vocational educators who want vocational education to be viewed as a legitimate and quality alternative resist the goal of including more special education students. They fear that secondary vocational schools could become a catch-all for slow learners and others who don't fit into the mainstream college-prep educational system.

The Select Committee understands the concerns of these vocational educators and sees them as quite legitimate. The past failures in getting handicapped youth on a vocationally oriented track early in the educational process cannot and should not be the sole responsibility of vocational education. In addition, the Committee sees the problems resulting from increasing the responsibilities of vocational educators regarding handicapped youth and adults without accommodating the need for professional training in this area and the need for additional resources to carry out these responsibilities.

However, at the same time the Committee sees the strong partnership role that the vocational education system can play in the proposed plan of linkages between school special education programs and the adult services system. The vocational education programs provided throughout the state can become an important resource for the vocational preparation and overall educational planning of handicapped youth, to which the recommendations of this Committee are aimed.

To its great credit, the Bureau of Vocational Education is aggressively exploring alternatives for the restructuring of Maine's system of vocational education in order to keep up with the changes in the federal law and indeed the changes in the economy. The Bureau has set a timetable for implementation of a new system for the 1986-87 school year. A draft paper entitled "New Directions for Occupational and Vocational Education in the State of Maine" has been prepared and is currently being studied by the Bureau of Vocational Education. It contains a number of very promising and refreshing ideas that relate closely to the needs of handicapped youth in transition.

Perhaps the most encouraging of the ideas within the draft paper is the observation that two characteristics of Maine - its national reputation for dedicated and productive workers and its compact and relatively efficient state government - foster an environment for the development of highly responsive, highly effective, low cost education and training programs which:

- will routinely graduate skilled and motivated workers to meet the long-range needs of the economy, and,
- can produce, on a short-term quick-response basis, an able and willing pool of workers with specific skills to meet a specific need.

The Committee also is encouraged by the approach which suggests that a primary and fundamental objective of education must be to prepare students for rewarding and productive employment. The draft report suggests that education must be subjected to the same standards of performance as employment and training programs, with each completer of an educational program having a realistic prospect of either immediate employment or enrollment in additional training. Any other outcome represents a failure in the educational process; we can no longer afford to send graduates, or those students who attain the age of 20, out into limbo.

While in general support of these concepts, the Committee feels strongly that the definition of "the educational program" as used above must include all parts of the current educational system plus the adult service agencies. The vocational education programs must be joined by both the special education and adult education programs in ensuring that vocationally oriented outcomes are provided for all students. And these educational systems cannot by themselves adequately prepare students, handicapped or otherwise, for the economic marketplace without coordination with and the support of adult service agencies.

A separate issue within the role of vocational education in transitional services regards the use of the Vocational Training Institutes (VTIs), of which there are now six in Maine. Postsecondary vocational education in Maine is presently in the process of reorganization, and this will affect the VTI system. There is significant support for reconstituting the VTIs as an independent educational institution. A brief overview of the strengths and weaknesses of the VTI system vis-a-vis handicapped students is provided in Appendix E of this report, in a statement from Rodney Redding, the Director of Postsecondary Vocational Education in Maine. Dr. Redding also identifies the current "pressing needs" of the VTI system.

The Select Committee is hopeful that the reorganization of the VTI system will make it a stronger and more responsive institution. However, it is hoped that in the zeal to improve Maine's technological training capabilities in the present "high-tech" age, the needs of handicapped youth in transition are not overlooked. Thus the Committee calls on the adult service providers working with handicapped youth to work closely with the Bureau of Vocational Education throughout this reorganization process, to ensure that the VTI system develops strong linkages with handicapped adult service agencies. A good goal for this cooperation is the proposal within the "New Directions" paper that calls for the establishment of "Opportunity Centers" at each VTI. Each Opportunity Center would administer a Career Resource and Social Service Center jointly funded and operated by a variety of human service and employment-related programs. This Center would provide a variety of services under one roof, allowing "one-stop shopping" for intake, assessment, referral, counseling, training, and placement.

All of these concepts require more discussion, but the Committee urges the Bureau of Vocational Education to proceed with this reorganization at full speed, and to work closely with the other educational systems and adult service agencies which serve handicapped youth in transition.

E. Innovative Transition Programs: Experiences in Maine and in Other States

Past approaches to training students with mental or physical handicaps for employment and independent living were generally characterized by the separation of handicapped students from the non-handicapped students. The result was special education classes and sheltered workshops which provided, within that context of providing training, quality programs. Nevertheless, these programs could not make up for the intrinsic problems of the separatist approach.

More recently the service context has shifted to stress integrated approaches, including the mainstreaming of handicapped children in regular classrooms where appropriate, and the employment of handicapped workers in regular work settings, whether with ongoing support services or not. Some of the more innovative approaches within this more recent service context are presented in this section of the report. They are considered "innovative" because they establish linkages between the school and the community, help develop a handicapped person's chances to live and function independently, and seek a goal of gainful employment in an integrated work setting.

The necessary components of a training program include:

- an assessment of students' vocational strengths and weaknesses;
- an evaluation of the jobs available in the community;
- training in skills needed to obtain those jobs;
- training in life skills; and
- job placement and follow-up.

Innovative training programs in Maine and elsewhere which include the above components, including both school-based and community-based programs, are described below.

Maine's Innovative Approaches

Over the past six to eight years the Division of Special Education has allocated to public schools approximately three million dollars from Public Law 94-142 discretionary funds, for the development of secondary education programs with an emphasis on functional curriculum and transition. The Division of Special Education and the Bureau of Vocational Education have jointly funded projects designed to better equip handicapped students to leave school and enter into the world of work. This effort began with the joint funding of the VIP Project in SAD #6 in 1979.

Over the past six years extensive in-service and staff development activities have been conducted for special educators, vocational educators, rehabilitation workers and regular educators, relating to curriculum development and pre-vocational and vocational assessment and evaluation. These activities have been supported by federal funding from Public Law 94-142. In addition, five annual conferences relating to secondary education and transition have been jointly planned by special educators, vocational educators, and rehabilitation workers.

As a result, several Maine school systems have developed new approaches for their special education students, adapted current ones or collaborated with other community-based agencies or school systems to provide joint programs.

The Portland Public School System in 1981 began a Community Leadership Project to develop school/community cooperative linkages which improved secondary school programs for handicapped students.⁶ There were three major results of the two year process of studying the problem with input from a variety of school and community sources. First, a vocationally-oriented education plan was developed that was more comprehensive and realistic than could have been developed by the school alone. Second, formal relationships between the schools and the agencies and businesses in the community have been established and consolidated. Third, a full-time resource coordinator was hired to establish and maintain school/community linkages; to provide in-service training to special education teachers, guidance counselors, and other school personnel on employment resources and work-place requirement issues; and to locate vocational training and placement sites for handicapped students in both the community and the schools.

Bridgton's Project Y.E.S. at the Lake Region Vocational Technical Center and the Diversified Occupations Program at the Boggy Brook Vocational School in Ellsworth are examples of vocational programs adapted for special education students. Project Y.E.S. is a diversified occupations program which offers vocational evaluations, basic skills training for known jobs in the community as well as social and personal skills training for 14-21 mentally or physically handicapped students. Boggy Brook is a similar vocational program in that it is designed to meet the unique needs of their special education students. The program provides training in work situations for twelve students in three vocational areas: 1) building maintenance, 2) house-keeping or custodian, and 3) grounds maintenance. These work situations are provided through cooperation with many area businesses. Graduates of this program are currently working in competitive jobs.

⁶ Center for Research and Advanced Study, University of Southern Maine, Portland Community Leadership: Improving Secondary School Programming for Handicapped Students, April 1983.

There are several school systems collaborating to provide training for special needs students. One example is a joint effort by S.A.D. 11 (Gardiner, Augusta and Winthrop school systems) on two regional projects which offer comprehensive vocational and life functioning planning and training in community, non-school sites. One unique feature of the Augusta project is the approach used to train students in domestic and leisure activities. The project has leased an apartment and a vehicle equipped for wheelchairs. Moderate to severely handicapped students spend time during regular school hours, as well as overnight, to learn the independent living skills needed to manage a home and to transport themselves.

Gardiner's Project LIVE offers job development and job placement services in community sites for mildly to moderately handicapped secondary students in collaboration with the Bureau of Mental Retardation and the Bureau of Rehabilitation.

S.A.D. 48 in Newport is an example of a joint planning and delivery project between a high school and a rehabilitation facility, Seabasticook Farms in St. Albans. An individualized goal plan is prepared for each of the 12 handicapped students in the program. Seabasticook Farms is a facility which provides the pre-vocational, vocational and job opportunities component for these 12 students using flex-scheduling. Students are trained in skills, such as logging, which are appropriate to the types of jobs available in this area of rural Maine.

The last school-based example is a project developed by School Union 91 in Bucksport. The school department provides educational services for moderately to severely handicapped students through its Willowhouse Life Skills Training Project. It teaches five students the vocational, domestic, leisure and social skills needed to function independently. Recently the project was expanded to include a half-time community vocational trainer to work with both the students at vocational training sites and with employers.

On the community agency side, a Goodwill Industries of Maine program in the Augusta/Waterville area is very good example of cooperative planning and problem solving. Funded jointly by the Bureau of Rehabilitation and the Bureau of Mental Retardation, the program creates transitional employment opportunities that develop the work skills of disabled individuals, followed by placement into long-term jobs. The majority of clients benefiting from this program are handicapped youth in transition from school to community. In its first months of operation the project made 23 job placements and had another 18 persons in transitional slots. Goodwill staff serve as job and transitional site developers and as job coaches.

Innovative Programs in Other States

There are two innovative programs in New England, one in Boston and the other in Vermont. Transition I and II in Barre and Burlington, Vermont, are competitive employment projects for severely handicapped individuals who are mentally retarded and have at least one other disability. The programs identify job opportunities, break the job down into its essential components, and then conduct on-the-job training, at the cost of \$7,000 per placement. Over a three-year period, this cost compares favorably with the \$15,000 costs of a traditional day/work activity program. Approximately 65% of the placements from Transition Projects will still be on the job three years later, compared with 41.5% of severely disabled vocational rehabilitation clients.

Bay State Skills Corporation (BSSC) in Boston is a quasi-public, state funded corporation that awards grants to educational institutions which link up with one or more private firms to jointly train people for jobs in high growth, private sector fields. With an initial grant of \$500,000 from the state, BSSC began a program called "Supported Work for the Mentally Retarded," which provides mentally retarded adults with work in a structured private sector work environment, to develop their skills and work habits to a point where they can work independently in unsubsidized jobs. At a cost of \$5,000 per client, the program trains and places clients into competitive employment.

A third program is the Vocational Occupational Rehabilitation in Special Education (VORSE) project in Utica, New York. A vocational rehabilitation counselor works in each special education district to develop a vocational plan for each child, to provide summer work experience through the Job Training Partnership Act, and to continue to work with students after completion of school. VORSE, operated by the District Office of the state Office of Vocational Rehabilitation, is able to habilitate and place these clients at a cost of \$1,200 per job placement, while traditional vocational rehabilitation placements are costing \$2,000 each. In 1981, VORSE's first summer of operation, 339 young adults with disabilities were placed into jobs.

Finally, in Madison, Wisconsin, the school district employs a transition teacher and several vocational teachers to facilitate the transition of moderately and severely handicapped students directly from school into non-sheltered work. The schools work closely with Vocational Educational Alternative (VEA), a habilitation/rehabilitation agency which arranges or provides training, placement, job supervision and other support services at integrated community work sites. Between 1971 and 1978 only one of the school's 53 severely handicapped graduates went on to a non-sheltered workday environment. As a result of the transition and VEA programs, 35 of the 50 students leaving school between 1979 and 1983 were placed in non-sheltered situations. This turnaround has important cost implications. As of January 1983, it cost \$5,251 to maintain a Madison School District graduate in a sheltered environment, compared to only \$1,681 (\$2,203 if one corrects for the somewhat shorter work-day) under the non-sheltered alternative.

APPENDIX A

Appendix A Definitions

Adult Service Agencies - Denotes those public and private agencies which provide services, as defined below and including educational services, 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.

"Coordinating" Agency - Term which identifies an organization that has the responsibility for coordinating the collection and analysis of information for that particular issue, with the attending responsibilities to:

- 1) Identify all other organizations that should be involved with planning and implementation related to the issue, including those in state or local government or in private agencies or associations;

- 2) Distribute updates and analyses on a timely basis to these other participating organizations relevant to the issue, in order to stimulate new ideas, to ensure broad-based awareness and support for new initiatives, and to foster inter-organization cooperation; and

- 3) Report back to the Inter-Departmental Committee (or other relevant coordinating body) that information and analysis when requested, or whenever such information needs to be shared, in order to facilitate short and long range policy planning.

Handicapped Youth in Transition - Means those youth who have attained the age of 14 years and meet the eligibility criteria as defined in both Public Law 94-142, Section 121 sub-section a.5, and in Title 20-A MRSA Section 3122 sub-section 101.6.

Services - Means those activities undertaken to screen, evaluate, identify, plan, and provide special education, habilitation, rehabilitation, vocational services, and related services to handicapped persons in transition from school to community.

Transition - Means the coordination of school-based efforts to plan and provide services with those services that are or will be provided by adult service agencies, in preparation for later employment, community integration and independent living.

APPENDIX B

STATE OF MAINE

APPROVED

SEP 19'84

BY GOVERNOR

CHAPTER

88

RESOLVES

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

H.P. 1882 - L.D. 2484

RESOLVE, to Address Training and
Employment Opportunities for Handicapped
Persons Beyond School Age.

Emergency preamble. Whereas, Acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, the State provides Maine's handicapped children with a free and appropriate education through age 20; and

Whereas, the State has, through enactments of this and previous Legislatures, enumerated and supported the rights of all handicapped citizens to training, habilitation and employment in the least restrictive environment consistent with their needs and potential; and

Whereas, several hundreds of handicapped citizens are now exiting school systems across this State each year; and

Whereas, these individuals have the potential for more productive and independent adult lives, if afforded reasonable training opportunities; and

Whereas, the lack of training, employment and independent living opportunities for handicapped persons leaving the education system will result in unnecessary and expensive institutionalization, welfare-dependence, wasted human potential, lost ca-

capacity for gainful employment and additional stress to existing family and community support systems; and

Whereas, existing public and private resources are not adequate to meet the needs and potential of this population; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore, be it

Select Committee; appointment. Resolved: That the Members of the 111th Legislature find that a coordinated effort utilizing the resources and expertise of both the public and private sectors is necessary in addressing this problem to the benefit of all citizens of Maine; and be it further

Select Committee formed. Resolved: That there shall be formed a Select Committee comprised of the following members:

1. The following members appointed by the Governor:

One representative of the Governor's Committee on Employment of the Handicapped; one representative of the Maine Committee on Problems of the Mentally Retarded, who shall be the parent of a handicapped person; one representative of the Governor's Mental Health Advisory Council, who shall not be a provider of mental health services; one representative of the State Planning Council on Developmental Disabilities; one representative of Sheltered Employment Association; one representative of the Maine Association for Directors of Services to Exceptional Children; one representative of Community Adult Education Program; one representative of the Maine Advisory Council on Vocational Education; one representative from the Advocates for the Developmentally Disabled, one representative from the Maine Job Training Council as established under the Federal Job Training Partnership Act; the Commissioner of Mental Health and Mental Retardation, or his designee; the Commissioner of Edu-

cational and Cultural Services, or his designee; the Commissioner of Human Services, or his designee; one representative from the Governor Baxter School for the Deaf; one member from the Maine Center for the Blind; and one member who shall serve as chairman and shall have a demonstrated interest in employment and training for handicapped citizens; and

2. The following additional members:

One member of the House of Representatives, appointed by the Speaker of the House of Representatives; and one member of the Senate, appointed by the President of the Senate; and be it further

Report. Resolved: That this Select Committee shall prepare and present a report, including any necessary legislation, to the Governor and to the Joint Standing Committees on Appropriations and Financial Affairs; Education; and Health and Institutional Services, no later than December 1, 1984. This report shall:

1. Document availability of training and education for handicapped young adults no longer eligible for public school programs due to having reached their 20th birthday;

2. Evaluate the ability of existing post-secondary education; employment and training programs; and other community-based resources to meet the needs of this population;

3. Identify innovative approaches, in Maine and elsewhere, which address the training needs of this population; and

4. Develop a 5-year plan which identifies:

A. Elements of a coordinated system of support services for handicapped young adults making the transition from school to community living;

B. Changes, should they be required, in legislative and regulatory policy that will promote optimal independence for this group; and

C. Recommendations for financing needed for new and expanded programming, including a cost-benefit analysis for additional investment of state funds; and be it further

Consultation. Resolved: That, in preparing its report, the select committee shall consult with other agencies and individuals who may have an interest in the needs of handicapped citizens; and be it further

Staff support. Resolved: That the Department of Mental Health and Mental Retardation shall provide staff support to this committee, as necessary, in order that it complete its charge.

Emergency clause. In view of the emergency cited in the preamble, this resolve shall take effect when approved.

In House of Representatives, 1984

Read twice and passed to be enacted.

..... Speaker

In Senate, 1984

Read twice and passed to be enacted.

..... President

Approved 1984

..... Governor

APPENDIX C

Appendix C

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

Summary of Select Committee Recommendations for Each Coordinating Agency

Recommendations Coordinated by the Interdepartmental Coordinating Committee

1. 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.
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 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 inter-agency communication and cooperation regarding the planning and providing of transitional services.
4. Study the state-wide needs at the local level for non-credentialed service providers, and identify and examine barriers to their involvement with transitional educational programs, including methods of establishing reimbursement for these individuals, licensing requirements, and other certification criteria.
5. 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 unclear or where an identified lead 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.
6. Establish a state-funded supported employment program for handicapped adults.
7. 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
- c. Pre-vocational Training
- d. Competitive, Supported and Sheltered Employment Options
- e. Post-secondary Vocational Training

8. 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.

Recommendations Coordinated by State Departments -
Educational and Cultural Services, Mental Health
and Mental Retardation, and Human Services

1. Appoint an Interdepartmental Coordinating Committee for Handicapped Youth in Transition to oversee further policy analysis and development regarding transition services in Maine.
2. Structure the active involvement of all major adult service providers in the Interdepartmental Coordinating Committee and the local coordination projects
3. 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 skills living training, pre-vocational training, sheltered and supported employment, and post-secondary vocational training.
4. 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;
 - c. 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.
5. 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, and including the development of work and training slots, cooperative education opportunities, and other opportunities in competitive, supported and sheltered employment. (The Coordinating Agency for this recommendation is only the Department of Educational and Cultural Services).

Recommendations Coordinated Jointly by the
Bureau of Rehabilitation, the Bureau of Mental
Health, and the Bureau of Mental Retardation

1. 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.
2. Require regional and local service staff to participate in Pupil Evaluation Team planning activities, and especially in exit Transitional planning meetings, for handicapped youth who are within the jurisdiction of agency services
3. Adopt regulations for the development of an Individualized Transition Plan (ITP) 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.

Recommendations Coordinated by the
Division of Special Education

1. Create a Transitional Services Coordinator position to centralize statewide coordination of on-going studies of transition needs and local implementation of innovative services.
2. 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.
 - 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 handicapped students and adults.
3. Require a transitional service planning meeting involving the schools and all relevant adult service agencies for each special education student who leaves school.

4. Require that Individualized Education Plans (IEP) 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.
5. 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;
 - c. a recommendation for a lead state agency to be responsible for transitional planning and case management, or, if 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.
6. 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.
7. 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.
8. 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.

Recommendations Coordinated by the
Bureau of Vocational Education

1. 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;

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.

2. Continue present levels of development of new vocational education program and funding for secondary vocational programs, 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.

3. Develop and fund, as part of the new comprehensive statewide plan for vocational education 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.

Recommendations Coordinated by Other Agencies

The University of Maine:

1. 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 curriculum at the University of Maine graduate program in education, counseling and public policy to include more preparation in work with handicapped adults.

3. 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.

The State Board of Education:

1. 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.

2. Amend certification standards for vocational education instructors to include courses in teaching handicapped students

3. Revise the certification standards for regular classroom teachers to include 6 hours of special education coursework

The Division of Adult Education:

1. Promote the availability and accessability of adult education for handicapped adults through increased subsidy for these services.

The Maine Job Training Council:

1. Develop, in consultation with other agencies, a package of wage and tax incentives to encourage employers to hire handicapped young adults.

The Advocates for the Developmentally Disabled:

1. Educate SSI recipients, parents, and service providers about work incentive provision of SSI program.

APPENDIX D



UNIVERSITY OF SOUTHERN MAINE

A UNIT OF THE UNIVERSITY OF MAINE

Human Services Development
Institute

246 Deering Avenue
Portland, Maine 04102
207/780-4430

MEMO

To: David Noble Stockford, Diana Scully, Carl Butler
From: Kathy Powers
Re: Special Net/Rehab Net Transition Survey
Date: November 25, 1985

Attached is a brief summary of responses from states. It may be of interest to you or your staff in relation to the Transition Task Force.

Massachusetts has a very comprehensive system, some of which is still being refined. I will be happy to provide you or your staff with additional information if you desire.

cc: Gail Wright

States Transition Survey

In October 1985 the following questions were sent over Rehab Net and Special Net.

"We are trying to gather information for a legislative task force on transition services for special education students."

1. Does your state have a transition agency, bureau or department?
(Specifically, a governmental organization having responsibility for making sure that handicapped students get referred to services from appropriate agencies as they leave school.)
2. Identify the date this agency began:
3. Describe its organizational structure within state government:
4. Provide name, address, telephone number of contact person for more information:

Responses

A total of 30 states responded. Of those, 25 do not have a specific transition bureau, agency or department. Florida, Georgia and Connecticut indicated that they do have an interagency coordinator or committee on transition.

The remaining five states, North Carolina, Minnesota, New York, Illinois and Massachusetts indicated that they have a specific transition bureau or agency.

The following is a brief summary of these organizations' purpose and structure based on review of written information, telephone and personal interviews.

North Carolina has a consultant within the Department of Public Instruction, Division of Exceptional Children whose job title and function changed focus from consultant in secondary programs to Coordinator for Secondary and Transition. The position expands the education department's role into transition activities.

The coordinator's role is that of consultant, clearing house and "networker" on programs and resources dealing with secondary and transition issues for North Carolina educators. Current specific duties are:

- (a) Coordinator of an OSERS 2 year federal grant on Planning and Developing Cooperative Models of Transition Services.
- (b) Collection and publication of a yearly publication of model transition projects.

Minnesota has an Office of Transition located within the Department of Education. The office was legislatively formed in the summer of 1985 and gives the Commissioner of Education responsibility for establishing and supervising such an office. State funds were appropriated for two years (\$75,000 year one; \$85,000 year two) to run the office.

Specific legal mandates for the office are:

- (a) Gather and coordinate data on the status of transition in Minnesota for a legislative report due in January, 1987.
- (b) Provide information, technical assistance and consultation to other agencies on transition. (It should be noted that Minnesota is currently holding meetings to begin broadening its three party Education/Rehabilitation Cooperative Agreement to one involving 6 or more agencies. The Transition Office is coordinating this effort.)
- (c) Assist local agencies to develop local interagency agreements.
- (d) Develop and run local in-service packages on how various agencies' systems work, explain where to get resources and the function of various agencies.

According to the Transition Office Director, Minnesota decided not to form a separate transition bureau. Their basic philosophical approach appears to follow this premise on power. If you want change do not change the structure of organizations, instead look at organizations missions and revise and adapt them to meet the new need. In other words, if transition is to work, already existing systems must change.

Note: Minnesota received one of the RSA Supported Work grants.

New York has a Council on Children and Families established by legislation in 1977. New York laws regarding students who are "aging out" were written by this agency. This is the primary state agency responsible to ensure that handicapped students are referred to appropriate state agencies as they "age out". Its' role is to assure coordination of services and programs provided to children and their families by overseeing procedures of the following agencies:

- The Department of Social Services;
- The Office of Mental Retardation and Developmental Disabilities;
- The Office of Mental Health;
- The Office of Vocational Rehabilitation.

The Office for The Education of Children with Handicapping Conditions (OECHC), State Education Department, wrote corresponding regulations for local school districts.

An Interagency Unit within (OECHC) is responsible for development and distribution of guidelines to local districts in implementation of "aging out" legislation. It is responsible for technical assistance to districts in the application of guidelines for transmittal of out-of-state residential students' educational records to the Council on Children and Families.

As noted in the information from New York, the Education Department's responsibility primarily involves notification to parents/guardians of available adult services, provision of student records to the "appropriate" adult service provider. Regulations and procedures were written and distributed in April and July 1985.

New York defines those to be notified (entered into the transition system) as:

- (a) handicapped students who have been placed in out-of-state schools and have attained the age of 18
- (b) handicapped students who have been placed in a residential school program in an in-state school and have attained the age of 18

- (c) students who have been placed in a non-residential school program in an in-state school, are receiving special services or programs one hundred percent of the school day, are receiving individualized attention or intervention because of intensive management needs or a severe handicap, and have attained the age of 15

Massachusetts established the Bureau of Transitional Planning through legislation passed in 1983 (Chapter 688). The key underlying principle of the statute requires that there be some adjustments made to the way human service agencies currently define their populations.

The Bureau of Transitional Planning is located in and under the direction of the Executive Office of Human Services. Its major functions are:

- (a) Data collection and monitoring
- (b) Providing the legislature with information on program and service needs (additional funding)
- (c) Final authority on the disposition of all transition cases and approval over assignment of lead agency on individual cases (this is a case tracking project).

The Transition Bureau is composed of a staff of five and has a transitional advisory board, made up of the Commissioner or designee of 7 adult service providers. The Office of Economic Affairs and Department of Education also are represented.

The Department of Education's role is that of referral source and is required to provide parental/guardian/student notification of available adult services and provision of certain student information to the appropriate adult service provider. It is the adult service provider that is responsible for coordinating and developing an Individual Transition Plan (ITP) and case management of the ITP.

Massachusetts defines students who are eligible for Transitional Planning as:

- (a) Receiving special education services and graduating or turning 22 on or after March 22, 1984;
- (b) In need of continuing services;
- (c) Unable to work 20 hours or more per week in competitive, non-sheltered, non-supported employment.

Note: Chapter 688 entitles eligible individuals to an Individual Transition Plan. It is not an entitlement for services from adult service providers. Services are provided based on availability of funds.

Illinois recently passed legislation that assigns responsibility for developing a state plan for transition by July 1, 1988 to the Governor's Planning Council on Developmental Disabilities. The plan will cover the identification, assessment, evaluation and referral of all handicapped children to appropriate adult service providers when they reach age 22 or complete a secondary program. The plan will also include policies and procedures for the development of an individual case plan for each referred person.

Note: The University of Illinois at Champaign-Urbana received the five year federal OSERS grant to develop an Institute on Transition.

APPENDIX E

APPENDIX E

Statements from State Agencies participating on the Select Committee

1. Division of Special Education
2. Bureau of Mental Retardation
3. Bureau of Rehabilitation
4. Bureau of Mental Health
5. Bureau of Children with Special Needs
6. Bureau of Vocational Education



STATE OF MAINE
Department of
Educational and Cultural Services
State House Station 23
AUGUSTA, MAINE 04333

March 27, 1986

Richard M. Balser, Chairperson
Administrative Director
Rehabilitation Medicine
Maine Medical Center
Portland, Me 04104

Dear Dick:

The Division of Special Education was pleased to have representation on the Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age. Your leadership as the Chairperson was greatly appreciated. The Committee and staff are to be commended for the comprehensive assessment of the challenges faced by young people and their families.

The proposed short ("one year") and long ("five year") range recommendations should have a significant impact on the initiation, expansion, and improvement of transition programs and services for exceptional students in Maine.

We recognize Special Education will continue to have an important role in these activities and the attached is a summary of plans to implement cooperative efforts.

Sincerely,

A handwritten signature in dark ink, appearing to read "David Noble Stockford".

David Noble Stockford, Director
Division of Special Education

DNS/ms

Introduction:

It is estimated that 9-10% of the graduates of schools in Maine each year are handicapped. It is further estimated that of the dropouts, there are a significant portion who are handicapped. When these two groups are put together, it can be estimated that upwards to 1000 handicapped students exit the educational system each year and according to national statistics, approximately 80-85% of these are not adequately prepared to assume a productive and contributing role in society. These individuals usually become unemployed, under-employed, or on welfare.

Transition into the post-school world presents problems for all young people. The period of transition, however, is often more difficult for young people with handicaps. Their problems may require a unique set of intervention strategies within a continuum of support services. To affect transition adequately there may be required a set of pre-graduate and exit interventions. The pre-interventions may range from philosophical changes within the schools, teacher preparation and certification changes, to curriculum and program changes.

Transition is a broad and all-encompassing term representing the totality of the experiences which are provided to assist the handicapped student to move from the protective society of the school and home to an integrated society that requires individual responsibility. Transition is a developmental process that begins in the early years, on an informal basis, and shows more intensity as the student approaches the high school years. The transition process continues well after the student exits the formal educational system.

As Birget Dyssegaard stated: "The long-term goal set for Special Education often does not extend beyond a single school year, with little discussion of pre- or post-school experience. At best, there is some concern voiced for the child's future as they become older. Special Education should not be considered a goal in itself, separated from the overall goal of rehabilitation. There is, in fact, a strong need to coordinate Special Education and Rehabilitation services."

Recognizing this, the Division of Special Education will work with local school systems to develop comprehensive programs which reflect a continuum of educational opportunities for the handicapped student extending from elementary school through high school.

The Division of Special Education will work with all agencies to develop a systematic program of social, educational, and vocational experiences which are designed to assist handicapped students to (a) understand their personal interest, abilities, values, and needs; (b) understand the broad range of options available in the world of work and education; and (c) make career decisions which interrelate self-information with career information for the maximum satisfaction of the individual.

In this vain, the Division of Special Education's position is that secondary programming focus should go beyond academics and include career and independent living skills. Supplemental resources particularly for more severely impaired students will be needed and includes services offered by various community organizations and agencies. To ensure that such resources are part of the student's program, the PET's role needs to extend beyond the school building to include community resources and expertise.

To use community resources as effective components of the student's program, there is a need to identify existing services, provide access to those services and evaluate their success in meeting the student's needs. These linking

activities will necessitate a reorientation in the concepts of secondary schools and other agencies and will require additional or differently trained school and community resources personnel.

Every secondary program should contain a balance of (1) academic skill development, (2) social development, (3) mobility (application of knowledge), and (4) vocational skill development.

Plan for Accomplishing the Goal of Transition

Effective transition requires that relevant educational structures, curriculum, and technical assistance be provided. To maximize available resources and provide the continuum of educational and support services necessary for transition of the handicapped, it will require that the Division of Special Education participate in networking and team building with other facets of the educational process before and after the student exits. It will require that relevant community opportunities and service combinations be developed as support systems for the handicapped individual during and after the school year.

The Division of Special Education's plan to accomplish the goal of transition of the handicapped can be divided into seven broad areas. This plan will be accomplished over the next five years. The seven broad areas are: 1) pre-service education; 2) personnel certification; 3) evaluation and assessment; 4) curriculum development; 5) data evaluation and follow-up; 6) in-service; and 7) interagency collaboration.

I. Pre-Service Education:

The Division will continue to provide assistance and support to the entire University of Maine System's Special Education teacher preparation programs and to advocate for increasing personnel preparation opportunities in Maine. The Division will also expand its assistance efforts to all University teaching, education administration, and counseling preparation programs for the purpose of assisting those programs to develop and include courses on the handicapped individual in their requirements.

The Division endorses the following personnel competencies as necessary for individuals who teach secondary aged exceptional individuals. The competencies are based on the assumption that every teacher has a responsibility to infuse transition concepts into the instructional program. The prospective teacher should develop teaching competencies which:

- a) Assist students to discover their characteristics (what am I like?), to understand reasons for these characteristics (why am I that way?), to see ways in which these characteristics can be changed (how can I change?), and to see ways in which these characteristics are related to the participation of the student to his/her place in society.
- b) Assist students to utilize problem-solving skills in making everyday decisions.
- c) Assist students to see and develop clear relationships between what they are being asked to learn in school and potential future careers.
- d) Assist students to develop career-related personal and interpersonal skills.

II. Changing Personnel Roles and Certification:

As the role of special education at the secondary level evolves, the Division believes that traditionally approved programs from the preparation and the certification requirements of special education personnel need to be reviewed. The Division will also focus on assessing statewide needs of local schools for non-certified individuals, such as, job developers and vocational evaluators to determine if changes in certification requirements are needed.

III. Evaluation and Assessment:

The Division of Special Education believes that the utilization of vocational assessment is an integral part of curriculum development which assists students in the transition process. Assessment is an ongoing process through which information can be gathered about the student's strengths and weaknesses, interests and skills over a period of time.

Assessment of basic academic skills assumes primary emphasis at the elementary level. This emphasis should move toward assessment of life skills at the junior high school level and continue until completion of the student's public education. At the secondary level grades (7-12), the utilization of pre-vocational and vocational assessment is important in order that appropriate vocational programming, academic programming, and transition services can be identified, developed and provided for exceptional students.

The Division of Special Education will continue to provide assistance to schools relative to the utilization of pre-vocational and vocational assessment. It will, also, provide direction in the development of processes to be employed.

The Division will work with school administrative units to develop a pre-vocational assessment that is multi-dimensional in nature. This is a three dimensional assessment process beginning with a fairly global assessment of all students, and continuing with increasingly detailed analysis of the problems and abilities of individual students as the need for such information becomes apparent.

By the secondary level of their education, all students deserve to have their progress in attaining LIFE SKILLS evaluated. The Division, in working with schools, will work toward the utilization of vocational assessment as a part of the handicapped student's program. The Division of Special Education will examine and review the regulations as necessary so that handicapped students needing them will be given both pre-vocational and vocational assessments at the appropriate times between the grades of 7 and 12.

IV. Curriculum Development:

The Division of Special Education believes that the area of curriculum is highly dependent upon the services delivery model employed. The Division will examine alternative program service models with emphasis on the content of curriculum. Assistance will be provided to school administrative units relative to functional curriculum development and the integrating of the curriculum needed for the process of transition within the regular curriculum as well as the special curriculum. The Division will work with regular and vocational educators to infuse these philosophies into the total education program at the secondary level (grades 7-12).

With the great emphasis on academic excellence as reflected through parts of the Education Reform Act of 1984, the Division will work closely with schools to implement appropriate programs leading to graduation and transition for the handicapped student.

Through a carefully developed Individual Education Program, the handicapped student is following a program of studies established by the Pupil Evaluation Team and approved by the Superintendent as an agent of the local Board of Education. Graduation credit should be given for the student's individualized program. This curriculum may be taught through the standard or special program, but at all times it should reflect the student's need to develop skills to their highest potential as preparation for meaningful adulthood. Having successfully completed an approved program of studies, the handicapped student is entitled to equal standing and privileges accorded other graduating classmates. This includes receiving a diploma at graduation ceremonies, attending other class activities, purchasing a class ring, etc.

An essential aspect of the transition process is the involvement of the parents/guardians. The Division will continue to work to foster closer relationships between schools and parents. This will be done through the development of workshops and conferences. It will be recommended to the local education agencies that parent-professional advisory groups be established to assist in the development of transition programs.

V. Data Collection and Follow up:

The Division of Special Education believes that more emphasis needs to be placed on evaluating special education programs and their effectiveness in preparing handicapped individuals to live and work in their communities. In order to obtain such information, the Division will expand its initial efforts to develop a statewide data collection and follow up system to monitor handicapped students who have left the public school system to determine the impact of special education programming on successful services, programs, and personnel preparation. The Division believes that collaboration with other agencies such as local schools, the Bureau of Rehabilitation, the Bureau of Mental Retardation and the Bureau of Vocational Education in developing such a tracking system is essential and plans to work with appropriate organizations in developing a comprehensive system.

VI. In-service Education:

The Division will continue to develop and offer workshops and conferences relative to the issue of curriculum, assessment and programming as they lead to transition. This in-service and these conferences will be jointly planned with the various agencies involved in the transitioning students.

VII. Interagency Collaboration:

Preparation of handicapped students for life beyond the educational system is a great concern today in American society. With the passage and implementation of legislation affecting the field of special education, vocational education, vocational rehabilitation, and career education, increased emphasis has been placed on preparing handicapped students for independent living and work in adult life. In each case, the focus is on assisting exceptional individuals to maximize their potential for inclusion in, rather than exclusion from, our society.

There is little question that the common goal of special education, vocational education, and rehabilitative services is the successful integration of persons with disabilities in this society. Ability to live as independently as possible and secure employment must be the primary objectives of these service delivery systems. To achieve effective transition to these goals, an innovative systematic interagency service delivery network is required.

In order to achieve this goal, the Division will continue to focus collaborative activities in the areas of: in-service training, jointly planned and funded projects, jointly planned program assessment, data collection, and development of follow-up tracking systems, information dissemination and review and revision of existing cooperative agreements.

Maine Department of Mental Health and Mental Retardation Bureau of Mental Retardation

411 State Office Building, Station 40, Augusta, Maine 04333 (207) 289-4242 TTY (207) 289-2000 — for hearing
impaired



JOSEPH E. BRENNAN
Governor

KEVIN W. CONCANNON
Commissioner

BETSY J. DAVENPORT
Acting Director

February 10, 1986

Richard Balser, Chair
Transition Committee
Medical Rehabilitation
Maine Medical Center
22 Bramhall Street
Portland, Maine 04102

Dear Dick:

The attached transition statement represents the position of the Bureau
of Mental Retardation. This is for inclusion in the final report.

Sincerely,

A handwritten signature in cursive script, appearing to read "Betsy".

Betsy J. Davenport
Acting Director

BJD:cc

ROLE OF THE BUREAU OF MENTAL RETARDATION IN THE TRANSITION OF HANDICAPPED YOUTH

TRANSITION

Transition is a word commonly heard and read these days, particularly in relationship to developmentally disabled persons entering and leaving public school.

Transition, in this case, means the smooth, well-planned, thoughtful move of handicapped individuals from the educational system to the adult world of services and/or employment.

In order to assist in assuring a smooth transition, the Bureau of Mental Retardation provides services to mentally retarded school age children that are aimed at maximizing each individual's potential for independent living, as well as planning for needed services and resources for young adults who are leaving the public school system.

CASE MANAGEMENT

Case management is the primary service provided to mentally retarded school-aged children. Case managers maintain contact with home and school in order to assure the needs of an individual child are being met. Case managers often participate in the individual educational planning process. Case managers also act as advocates and referral sources for needed services which are not provided by the school. For example, a case manager may arrange for respite care in order that the parents of a mentally retarded child may spend a day or a weekend together.

Case managers also act as information links, providing parents and service providers with information regarding other available services and community resources. An important aspect of this role is providing parents with information about available adult services and planning with the family and the mentally retarded youth for meeting the individual's needs and getting services after the school years have been completed.

RESOURCE DEVELOPMENT

The Bureau of Mental Retardation receives information regarding future needs of school age children who will be graduating from school. This information is gathered from case workers through a management information system process.

In addition, in an inter-agency agreement with the Division of Special Education, DECS and MADSEC, local education agencies are required to report projected needs to the Division and the Bureau for future resource planning.

Several new resources were developed over the past two years due to the efforts of the Maine Committee on Problems of the Mentally Retarded. This Committee, concerned about young adults who had "aged-out" of school (turned 20 years old), held a series of public hearings across the state to hear from

parents, teachers, and professionals about what happens and what is available to young adults when they finish school.

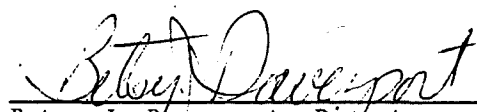
The response and identified need was over-whelming, hundreds of young adults leave school and have no appropriate program, services, job or living situation.

To begin to address these needs and also to continue to explore these concerns, the Legislature enacted a Resolve which established a Select Committee and appropriated money (\$650,000) to the Bureau to begin to address these concerns.

The Bureau of Mental Retardation has a major commitment to assuring that needed services are available to young handicapped adults and will continue to plan and advocate for services to meet these needs.

INTERAGENCY COORDINATION

The Bureau of Mental Retardation is not the sole agency involved in the transition of handicapped youths. Other agencies which have a major role are the Division of Special Education and the Division of Vocational Education (DECS) and the Bureau of Rehabilitation (DHS). The Bureau of Mental Retardation is committed to coordination of efforts to address the needs of handicapped youth - not only after they have graduated, but during the last few years where vocationally oriented education, as well as special education, will help these youths be better prepared for independent, productive adult lives.



Betsy J. Davenport, Director
Bureau of Mental Retardation



STATE OF MAINE
DEPARTMENT OF HUMAN SERVICES
AUGUSTA, MAINE 04333

February 27, 1986



JOSEPH E. BRENNAN
GOVERNOR

MICHAEL R. PETIT
COMMISSIONER

ADDRESS REPLY TO:

Bureau of Rehabilitation
32 Winthrop Street
Augusta, Maine 04330
Tel: (207) 289-2266

Richard M. Balser, Chairman
Select Committee on Training & Employment
Opportunities for Handicapped Persons
Beyond School Age
Department of Rehabilitation Medicine
Maine Medical Center
22 Bramhall Street
Portland, ME 04102

Dear Mr. ^{Dick}Balser:

The following paper represents the Bureau of Rehabilitation's position on serving young people with disabilities who are making the transition from school to adult community living. The scope of problems which confront these youth as they attempt to move into the mainstream of community life supercedes the capacity of any single public agency. It is my hope, therefore, that the Select Committee's efforts result in increased cooperation among the many public - as well as private - organizations attempting to address these problems, as well as in marshalling new resources for their efforts on behalf of Maine's young people with disabilities.

Sincerely,

Diana

Diana Scully, Director
Bureau of Rehabilitation

/j

THE TRANSITION OF HANDICAPPED YOUTH
FROM SCHOOL TO EMPLOYMENT

BUREAU OF REHABILITATION
MAINE DEPARTMENT OF HUMAN SERVICES

JANUARY 1986

I N T R O D U C T I O N

The Maine Bureau of Rehabilitation has an essential role to ^{play} ~~pay~~ in assisting handicapped youth to achieve employment which is fitting of their individual interests and capabilities. This is the goal of the Vocational Rehabilitation (VR) Program for all VR clients regardless of their age.

The Cooperative Agreement with the Department of Educational and Cultural Services documents a recognition of the need to coordinate our efforts with those of the schools - along with those of other public and private agencies - if that goal is to be achieved. Since the implementation of the Agreement, more and more handicapped youth are benefiting from the planning and delivery of an array of services provided by a variety of agencies working in concert.

It is clear, however, that this is not happening often enough to satisfy the consumers of these services, their parents, their advocates - nor many of the providers of those services.

The membership of the Select Committee investigating this issue is indicative of the broad scope of interests which must subscribe to a common purpose and a coordinated effort in serving the handicapped youth in Maine. The Bureau of Rehabilitation is committed to such a cooperative effort, and we are optimistic that the work of this Committee will provide greater impetus and means to achieve such effort.

IMPACT OF THE COOPERATIVE AGREEMENT

Since the initiation of the statewide and local Cooperative Agreements, Bureau staff - especially our VR Counselors - have increased their interactions with both handicapped students and school personnel. This increased contact with the schools has resulted in positive changes in two major areas - there has been a sharing of knowledge and expertise between school and VR staffs, and there has been a measurable increase in the number of students who have received VR services.

While the actual number of student referrals has remained relatively constant during the last three years (about 200 referrals per year), the number of those persons accepted as VR clients has risen each year. Student referrals now constitute about 10% of our caseload statewide.

Along with this increase in the number of students being accepted for and receiving VR services, the number of successful rehabilitations of student referrals has increased over the years, and we expect to see this trend continue.

Based on Federal Fiscal Year 1984 data, there is evidence which suggests that the VR Program can be particularly effective in working with that portion of the student population which is preparing to exit the public school system. While about 60% of all VR cases closed as rehabilitated enter competitive employment, 80% of the student referrals who are rehabilitated enter competitive employment. This means that the student population is more likely to enter the world of work in a job setting which will be both financially rewarding and normalizing. In fact, the average weekly earnings of rehabilitated students exceed that of other rehabilitants by about 20%.

In terms of the interaction between Bureau and school staffs, many excellent working relationships have developed. While this is not yet true statewide, such relationships have had a positive impact on students with handicaps. Our VR staff have become increasingly familiar with the personnel and resources of the local school systems; we understand much better now the capabilities and concerns of school personnel, their various responsibilities, abilities and limits, and how we can complement these to the benefit of handicapped students.

We believe that school personnel have benefited as well from these relationships. VR Counselors and other Bureau staff possess a wealth of knowledge and expertise in such areas as the vocational implications of various disabling conditions, personal aids and other equipment which can alleviate or reduce the vocational handicap of those conditions, local resources and services which exist outside the school, and an intimate knowledge of the local job market. Teachers and other school personnel with whom we have shared our expertise have, in turn, been able to develop more vocationally - relevant programs from which handicapped students have benefited.

VR Counselors in schools have made their vocational counseling and guidance skills available to many handicapped students - sometimes before referral to VR. For many of the students referred, we have provided vocational and other evaluation services which have been utilized by school personnel to focus their own efforts on realistic vocational preparation for their handicapped students. For those students found eligible for VR services, we have provided a variety of equipment and services which have allowed them to benefit more fully from their educational programs and to achieve their vocational goals.

PROBLEMS THAT STILL EXIST

Despite the Bureau's cooperative efforts with the state and local educational agencies, however, problems obviously still exist. We are aware of a number of situations in which cooperative working relationships between VR and school personnel have broken down or have yet to be established. During the FFY '82 - '85 period in fact, the majority of persons 20 years or younger referred to VR have not been referred to us by school personnel. We are aware, also, of a variety of complaints about our actions - or lack of action - particularly in regards to lengthy periods of time in determining eligibility for VR services.

While some criticism of the Bureau's efforts in serving handicapped students is valid - and steps will be taken to improve and expand upon our efforts to meet the needs of handicapped students - some of the criticism is the result of misperceptions about the VR program. Some critics of the VR Program still do not understand that:

- VR is not an "entitlement" or "basic rights" program (an individual must meet VR eligibility criteria before most services can be provided);
- VR is, unlike most other social service programs, a goal-directed program (services can be provided only when there is a reasonable expectation that the handicapped person can achieve a suitable vocational goal, and only those services necessary to achieve the vocational goal can legally be provided);
- VR is obligated to utilize "similar benefits" in determining eligibility and achieving the individual's vocational goal (a "similar benefit" is any service provided by another agency - such as a local educational agency - to which the individual is already entitled); and
- VR is not obligated to provide a vocational evaluation to every person referred (we are obligated to provide a general medical examination, relevant specialty medical examinations, and any other information needed by the counselor to determine eligibility, but this will not always include a vocational evaluation).

A lack of understanding of these basic VR Program constructs on the part of some school personnel and others outside the Bureau has resulted in expectations of the VR Program which the Program is not designed to meet.

Because these expectations have not been met, some school personnel have drawn the conclusion that VR is not able or willing to assist in serving handicapped students. In some instances, relationships between LEA and VR personnel have broken down because of this.

While VR Counselors' expertise in vocational guidance, counseling, individual program planning, and other aspects of vocational rehabilitation may be seen as valuable resources by local educational agency personnel, the VR Program is not set up to deliver these services outside the context of eligibility determination and the development and implementation of individual VR Program Plans. The delivery of these services to handicapped students who have not been determined eligible for VR services, along with the provision of technical assistance and consultation to local educational agencies in the design of effective programs for their handicapped students calls for the development of a new type of program which can make the VR Counselors' expertise available to local educational agencies and their students, as well as affect a systematic link between school and VR for those students likely to be eligible for VR - without the diversion of VR Program resources from its prescribed clientele.

PLANS TO IMPROVE AND EXPAND THE BUREAU'S ROLE IN TRANSITION

Given the constraints of the VR Program in meeting the needs of handicapped students, the Bureau of Rehabilitation proposes the development of a state-funded Transition Program. The primary mission of this program would be two-fold: (1) to make available to local educational agencies the knowledge and skills which VR personnel have in the areas of vocational assessment, guidance and counseling, and the design and implementation of individual plans leading to employment for disabled individuals' and (2) to provide a direct link to the VR Program and/or other adult service programs for those handicapped students who are eligible for and could benefit from VR and/or other adult service programs.

Program services would be delivered through an initial program staff of eight (8) Transition Counselors whose primary responsibilities would include:

- development and maintenance of working relationships with appropriate LEA personnel (e.g., superintendents, principals, guidance counselors, special education directors and staff, school nurses, etc.) for the purpose of familiarizing these personnel with the services available from both the Transition and VR Programs as well as promoting the development of LEA programs leading to employment outcomes for handicapped students;
- participation in Pupil Evaluation Team meetings for the purpose of providing vocational rehabilitation expertise in the process of individual student assessment and IEP development;

- provision of individual and group vocational guidance and counseling services;
- VR referral development (e.g., explaining the VR program to prospective student referrals, parents and school personnel; obtaining parental permission for VR referrals; assisting in the development of good referral information) and referral to the VR program as appropriate to each handicapped student's needs for and ability to benefit from VR services; and,
- identification of and referral to other adult service programs appropriate to each handicapped student's needs and abilities.

The proposed Transition Program would have an initial staff of eight Transition Counselors. These staff would be assigned to various geographic areas throughout the state, and would be part of the Bureau's regional operations staffs. Because the Transition Counselors would be working with both VR and non-VR handicapped students, funding of these positions would be provided by a mixture of VR funds and state funds.

In the case of handicapped students who are referred to VR, Transition Counselors would work cooperatively with the VR counselors to whom the referrals were made, performing many of the casework activities which VR counselors are currently not able to provide consistently throughout the approximately 180 school districts in Maine (e.g., referral development; interviews with the student, parents, school personnel; obtaining parental signatures for release of information; gathering diagnostic information; scheduling medical and other diagnostic examinations; attending Pupil Evaluation Team meetings).

This cooperative effort between the Transition Counselor and the VR Counselor would continue until the handicapped person terminated his/her secondary educational program. At that point, the VR Counselor would assume all VR casework activities associated with the former student's case. It is anticipated that the Transition Program would thus assure a continuity of planning and service delivery to each handicapped student who will be exiting school and still in need of VR Program services.

In addition to the proposed Transition Program, the Bureau has the capabilities to make other improvements in meeting the needs of handicapped students. Toward this goal, we propose the following activities:

1. We will make a greater effort to inform handicapped students, school personnel, and the public at large about the VR Program as a resource to handicapped students. To this end, the following activities are being planned or implemented:
 - a clear directive to VR staff that attendance at and participation in joint in-service training programs and conferences is a priority activity;
 - development of brochures explaining the VR Program directed to school-age handicapped persons, school personnel, and parents of handicapped persons;

- development of a radio and television publicity campaign designed to promote awareness and utilization of VR services by handicapped students; and;
 - implementation of systematic procedures for informing school personnel about the conduct and eventual outcome of VR cases referred by the schools.
2. We will do whatever we can to ensure more systematic state-level agency coordination of planning and resource development. While the Cooperative Agreement identifies joint planning and sharing of information as on-going activities, this has not happened consistently in the past. Recently initiated meetings of the directors of the Bureaus of Rehabilitation, Mental Health, and Mental Retardation, Department of Educational and Cultural Services, Bureau of Vocational Education, and Divisions of Special Education and Adult Education offer a vehicle for expanding upon cooperative efforts to improve services to handicapped youth.
 3. We are well along in the process of revising state VR casework policies in order to allow maximum flexibility and independent functioning of our VR Counselor staff, while - at the same time - developing a casework monitoring system to ensure that VR casework conforms to Federal requirements for accurate, expeditious, and equitable determination of VR eligibility and service delivery.

In the meantime, the relaxation of the Bureau's Order of Selection policy in the Fall of 1984 has had the desired effect of making VR services available to greater numbers of disabled individuals - including those youth who are still in school or have recently exited school.

Besides the above-mentioned Transition Program, the commitment of additional resources to the Bureau would allow for other improvements in the Bureau's ability to serve handicapped students such as:

- the development of additional vocational evaluation and pre-vocational assessment services in those areas of the state where this resource is non-existent;
- increased financial and staff participation in joint projects to train special education students for employment (e.g., community-based vocational training and job development services for severely disabled high school students, increased support services to disabled students seeking access to post-secondary vocational education programs);
- new grant initiatives for the establishment of supported employment programs in which assessment, training and other transitional services would be provided by VR, while on-going long-term support services might be appropriately funded by other agencies;

- utilization of computer and other technological advances as personal aids, tools for individualized training, accessing information services, etc.; and
- increased VR case service funds to allow for the anticipated increase in the number of school-age handicapped persons and other, non-severely disabled persons seeking VR services.

While the Bureau attempts to expand the number of handicapped persons it can serve, we are mindful that additional funds will be needed to work with these people. We also know that our colleagues in other state agencies working with handicapped persons will be looking to the Bureau for better services to more of Maine's handicapped population. Significant expansion of services - regardless of which agency or agencies provide those services - undoubtedly will require additional resources. We are optimistic that the work of the Select Committee will provide both an impetus for expanded efforts with handicapped youth and the resources to achieve the goal of meaningful employment for these and all the handicapped citizens of Maine.

Maine Department of Mental Health and Mental Retardation Bureau of Mental Health

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Office of Community Support Systems (207) 289-4238 for hearing impaired

JOSEPH E. BRENNAN
Governor

KEVIN W. CONCANNON
Commissioner



MICHAEL J. DeSISTO
Director

February 11, 1986

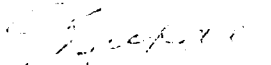
Richard Balser, Chairperson
Select Committee to Address
Training and Employment Opportunities
for Handicapped Persons Beyond School Age
Maine Medical Center
Portland, Maine 04102

Dear Richard:

Enclosed is the Bureau of Mental Health's position paper relative to services to transition age youth. In it is a description of the current system as well as recommendations for future directions in improving services to this population.

Thank you and your Committee for your work in preparing the Interim Report, and I look forward to the incorporation of these recommendations in the final report.

Sincerely,


Michael J. DeSisto, Ph.D.
Director
Bureau of Mental Health

MJD/lyl

Maine Department of Mental Health and Mental Retardation

Bureau of Mental Health

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JOSEPH E. BRENNAN
Governor

KEVIN W. CONCANNON
Commissioner



MICHAEL J. DeSISTO
Director

THE ROLE OF THE BUREAU OF MENTAL HEALTH IN SERVICES TO EMOTIONALLY HANDICAPPED YOUNG ADULTS IN TRANSITION

The Bureau of Mental Health, as the State Mental Health authority, is responsible for the provision and development of effective treatment and rehabilitative services in settings most appropriate to the needs of clients and their families. The Bureau is responsible for inpatient services at Augusta Mental Health Institute and Bangor Mental Health Institute and Crisis Stabilization and Respite Care programs at three locations. Additionally, the Bureau contracts for other community services with a variety of agencies across the state.

Over the last few years, the Bureau has been working toward the improvement and expansion of community support services to adults with prolonged mental illness. Increasingly, demands are being placed upon our service system for supportive housing alternatives, alternative day and vocational programming and for case management services. For this group as a whole, the continuum and full range of services is sparse in many parts of the state. Services are even less available for young adults ages 18-35 who are characterized as persistently dysfunctional, tend to reject services or use them inappropriately, frequently have problems with drugs and alcohol, are at high risk for suicide, have minimal job skills, and who have severe difficulty in social functioning. The current service system, which emphasizes brief hospitalization and community based services, does not adequately address the pervasive problems of this sub-group. Without additional resources, the current service system can not accommodate the needs of these young people nor can effective programming be developed. Many of these young adults are service recipients prior to transitioning into the adult service system but become casualties as they move from child into adult world due to the status of the current services and lack of case management providing the necessary link.

Transition is complicated by several factors including:

- there is no locus of responsibility for this target group among the state agencies delivering/purchasing mental health services;
- there is no entitlement to mental health services;
- there is no legal responsibility assigned to a state agency except for persons residing at the state psychiatric institutions; and
- there is no service money available for individuals on an ad hoc basis to meet their needs in a timely fashion.

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The following case examples serve to highlight these factors as well as some of the resource needs including the need for case management. Although it is technically not the responsibility of the Office of Community Support Systems to provide case management, there were no other alternatives for these clients so the regional coordinator took on the additional task of coordinating and developing plans for services.

Susan was referred to the Bureau of Mental Health, Office of Community Support Systems in March, 1984 by A.D.D. Susan had been in Sweetser, with a diagnosis of childhood schizophrenia, prior to June 30, 1983, when she became too old for their program. She returned to the community and lived in a supervised foster home and was enrolled in the day treatment program. Funding was provided by the Bangor Public School System and the Office of Children's Services. In late Spring of 1984, she was evaluated by the Behavioral and Developmental Pediatrics Program at EMMC and she was accepted as a client of Adult Protective Services which provided some funding; the Bureau of Mental Health entered into a contract with the foster home operator to provide services. During the fall of 1984, Susan's performance and attendance at the Day Program deteriorated and she was terminated from that program in January of 1984. Shortly after, the foster home operator decided to close her home and Susan was temporarily placed in a Respite Care Unit while attempts were made to find another living situation for her. Susan was eventually placed in one of two semi-permanent beds at the Respite Care Unit, where she has resided since. She has received regular psychotherapy from a licensed psychologist, and the RCU staff has worked intensively with her to improve her daily living skills, in preparation for a subsequent placement. Plans now are to move her into a supervised apartment with two other girls; the apartment supervisor has been hired, and they hope to be situated in an apartment by January 10, 1986. The contract which provided funding for Susan terminated on June 30, 1985, and the respite Care Unit has been providing service without reimbursement since that time, in direct violation of the policy of their Board of Directors. She has also been dropped from the caseload of Adult Protective Services because she is not in a licensed facility (DHS has not licensed the Respite Care Unit because it served both children and adults). Without funding, Susan's living situation is jeopardized as are all other services.

Mary had spent a number of years at the Devereaux School in Pennsylvania when her family moved to Maine to start a business. Mary spent several school vacations at the Respite Care Unit, where staff felt that she was capable of much more progress than she was making at Devereaux. When her residence at Devereaux was terminated, Mary returned to the Respite Care Unit, under the auspices of BMR. BMR arranged for a psychological consultation, which concluded that Mary is suffering from a psychosis which interferes with her intellectual functioning, that she "is probably not appropriate for services from BMR", and that "appropriate treatment of her psychosis would likely result in an improvement of her intellectual functioning." A neuropsychological examination was recommended to determine the present of "residual organicity resulting from her early childhood (age 3) bout of encephalitis". One recommendation was that "she might make best adjustment to a foster home or supervised apartment, or a community-based group home for mental health rather than retarded clients."

During the summer of 1985 she was referred to the group homes in the area, which felt that she was not ready, at this time, for their programs. She was provided an aftercare worker by Community Health and Counseling Services, and accepted into the day program. She was not accepted as a client of Adult Protective Services on the grounds that while she is a dependent person in need of supervision and support, she is not in danger, jeopardy or risk of harm. Mary has remained in one of the semi-permanent beds at the Respite Care Unit, has made a great deal of progress; and is one of the three girls who will move into a supervised apartment. Without funding, this plan can not be executed.

Future Directions/Recommendations

1. In FY'84, there were 87 admissions of persons aged 18-20 to the state psychiatric institutions and in FY'85 there were 407 people below the age of 18 served in community support and/or day treatment programs. A recent Task Force study of day treatment services to emotionally disturbed and behaviorally handicapped school-age children found that day treatment services are an effective, but sparsely available alternative to institutional care. Waiting lists for this service are growing, in some cases up to a year in length, which for many will mean costly and unnecessary institutional care and separation from families. It is clear that of those currently receiving day treatment services, there are a significant number of transition age youth who will continue to need mental health services beyond the age of 20.

The Bureau of Mental Health urges this Select Committee to recognize the necessity of additional resources so that the service system can be developed and adequately supported to make the necessary program changes and additions which will meet the needs of young adults with severe mental illness.

2. Currently, in Maine, of the approximately 3,200 psychiatrically disabled adults receiving community support/day treatment services through the community mental health system there are over 2,300 who do not have a high school diploma. Whether these adults received special education is unknown; however, it is evident that many of Maine's psychiatrically disabled population have not received the educational services they are entitled to.

The Bureau supports rehabilitative programming based upon skill development which should include basic educational opportunities. To make these more accessible to this group of people, classes and instructors should be located in places where the prospective students would be. Examples would be in a social club or day programs which have a rehabilitation purpose.

3. To improve the availability of services to these transitioning young adults is extremely vital. What is also essential is the mechanism to assure that young adults who need services get them. If not they become the casualties of the system. In each local service area, case managers whose responsibility it is to identify young people in need and to link them with services and supports, must be available and have access to resources to meet individual needs. Funds for these case managers should be allocated to the Bureau of mental Health whose responsibility it will be to assure that transitioning young adults get the mental health and community support services they need.

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4. Responsibility for individuals will be with case managers, but a vehicle to address broader systems issues must be created. Community advocates, who are knowledgeable about mental illness, the service system and the needs of disabled young adults and their families, would be able to identify system level barriers to services and take action to bring about systems change.
5. The Bureau of Mental Health is committed to more systematic state-level coordination of planning and resource development. Much of this activity is on-going, however, the Bureau recognizes the need for cooperative agreements between and among various state agencies which will address individual agency responsibilities. It is the Bureau's intent that these will effect more positive experiences for our clients as they receive services from a variety of public agencies.

The Bureau of Mental Health recognizes that the service demands of these young adults will continue to increase as more handicapped youth leave special education programs. We are hopeful that the work of this Select Committee will recognize the need for additional resources and that it will provide an impetus to an increased capability to respond to the needs of these handicapped young adults.

**Maine Department of Mental Health and Mental Retardation
Bureau of Children
with Special Needs**



411 State Office Building, Station 40, Augusta, Maine 04333 (207) 289-4250 TTY (207) 289-2000
For the deaf

JOSEPH E. BRENNAN
Governor

KEVIN W. CONCANNON
Commissioner

January 30, 1986

Richard M. Balser, Chairperson
Select Committee on Transitional Services
Department of Rehabilitation Medicine
Maine Medical Center
Bramhall Street
Portland, ME. 04102

Dear Mr. Balser,

The Interim Report of the Select Committee, Making the Transition from School to Community Living, has placed a much needed spotlight on the transitioning needs of handicapped persons in Maine. In addition, the Committee has developed an excellent list of recommendations to address these needs.

In the attached transition statement, you will find further data on the needs of emotionally handicapped persons, and several recommendations that bring special focus to this particular population of Maine citizens.

I hope that you will incorporate these into your deliberations and final report.

Sincerely yours,

Edward C. Hinckley
Edward C. Hinckley
Acting Director
Bureau of Children with
Special Needs

ECH/dlw

Attachment

BUREAU OF CHILDREN WITH SPECIAL NEEDS

Transition StatementBackground.

The Bureau of Children with Special Needs is responsible for children age 0 to 5 years who have developmental disabilities or who demonstrate developmental delays; and children age 6 to 20 years who have treatment needs related to mental illness, mental retardation, developmental disabilities or emotional or behavioral needs that are not under current statutory authority of existing state agencies.

The Child and Adolescent Service System Project is an initiative of the Department to improve the availability and accessibility of a comprehensive system of services for severely emotionally disturbed/behaviorally handicapped children and adolescents and their families. The CASSP target population is persons 20 years of age or under, who have a definable mental health problem (DSM-III diagnosis) of a year or more duration, who require the services of more than one agency, and who are unable to function in family, community, or school or who are at risk of out-of-home or out-of-district placement.

CASSP has two regional coordination pilot sites, York County and Southern Penobscot County, with a Regional Coordinator at each site, whose duties are case service coordination, planning, and resource development.

The size of the CASSP target population may be estimated as follows.

6-20 year old Special Education students identified as Emotionally or Behaviorally Handicapped, and being educated in public schools.	3648
6-20 year old Special Education students identified as Emotionally or Behaviorally Handicapped, and being educated in residential treatment centers or private schools, both in-state and out-of-state.	477
TOTAL	4125

The total population of emotionally handicapped children and adolescents, both those identified by the Special Education process and those not so identified, we estimate at approximately 6,000. Based on NIMH prevalence figures, Maine CASSP estimates that of this total population, approximately 2,800 individuals are severely emotionally handicapped.

Estimation of Transition Target Population (ED only).

Public school enrollment aged 13-16 having ED diagnoses averages 423 pupils per year (Department of Educational and Cultural Services, federal report "1984-85 Enrollment of Handicapped Pupils" in public schools). These numbers then rapidly decline, so that 18 year olds having an ED diagnosis number only 140. This decline is due in part to the fact that such students tend to be viewed as delinquents or substance abusers rather than as emotionally disturbed and to the fact that many of these students have dropped out of school for a variety of reasons (Harris and Kierstead, The Education of Behaviorally Handicapped Students in Maine, 1985:72). Thus, we might infer that in any given year, Maine graduates some 140 ED adolescents from public school Special Education programs and graduates a larger cohort of some 283 ED adolescents who are either still in school but no longer viewed as in need of treatment or no longer in school but "on the streets."

Using the estimated transition rates for ED youths noted above, one might estimate, based on general population figures, an annual ED target population for transitioning services as follows.

York County CASSP Region	52
Penobscot County CASSP Region	52

These estimates include approximately 17 ED youths participating in the PET process and 35 who are no longer ED identified and maybe in school or "on the streets."

Needs.

The need for transitioning services for handicapped students, including those who are severely emotionally disturbed, has been well documented in Maine as elsewhere.

Recommendations.

The Bureau of Children with Special Needs supports in general the recommendations of the Interim Report of the Select Committee and especially supports the following.

1. Legislation requiring the development of an Individualized Transition Plan for special education students with identified needs for post-school services. In light of the decline in identified ED adolescents at age 17 and 18, the ITP process should begin during the early teen years.
2. Funding for at least two Transition Coordinators, one at each of two regional pilot sites, to be supervised through the Bureau of Children with Special Needs.

Cost: 2 X \$30,000 = \$60,000

3. Establishment of case service coordination committees in each region to monitor implementation of Individualized Transition Plans for the target population. Committees may be modeled after the CASSP case service coordination efforts, and should involve the proposed VR Liason Specialist, MH agency representatives, local schools, the Bureau of Children with Special Needs, employers, other providers, the identified client, possibly a family member, and other appropriate representatives.

Cost.. Cost included in item #1 above.

4. A special needs discretionary fund administered for each pilot region to help implement the Transition Plan. To purchase assessments, gap filling services, etc. so as to facilitate the transition to independent living and the world of work.

Cost. Maximum of \$3,000 per youth (per year, especially focused on the age 18 transition year, though it could be used to meet vocational or other related needs during earlier years in conjunction with the on-going development of the Individualized Vocational or Transition Plan) X 1/2 the target population at each site = 26 youths X 2 sites = \$156,000.

5. Legislation funding the Transition Coordinators should mandate interagency agreements be developed between the Bureau of Children with Special Needs, the Bureau of Mental Health, Vocational Education, Special Education, and Vocational Rehabilitation to establish a state-level framework for cooperation around the delivery of transitional services.
6. Consideration should be given to long-range resource and program development needs in the transitioning area. Once needs become more clearly documented at the pilot sites, an RFP process might be established to meet specific programmatic needs at each site.



STATE OF MAINE

Department of
Educational and Cultural Services

AUGUSTA, MAINE 04333

Date: January 21, 1986

To: Richard B. [Signature], Chairperson, Select Committee on Transitional Services
for the Handicapped

From: Rodney M. Redding, Ed.D., Director, Postsecondary Voc. Ed.

Re: Postsecondary Vocational Education and their "Aging Out" Population

Postsecondary Vocational Education in Maine is in the process of reorganization. Although it is premature to depict the emerging system as it will be on July 1, 1987, some previews are available:

1. The new system will function under the authority of a board of trustees;
2. A compact central office will play a key role in planning, accountability, personnel, and special services delivery for the VTI's;
3. The VTI's will act more as a "system";
4. The VTI's will be able to respond to student and industry needs in a more timely manner; and
5. Postsecondary Vocational Education will increasingly emphasize technical and paraprofessional training.

Perhaps as a starting point, it may be helpful to review the pluses and minuses of the existing postsecondary system. On the positive side, the VTI's have:

1. An excellent placement rate;
2. Good success with physically handicapped students accepted into programs;
3. Developmental studies and tutorial services available for students needing help in re-learning or strengthening their basic skills;
4. A number of certificate programs that are essentially "open admission" and require a minimum of "academic" classes;

5. A good linkage with adult/continuing education at both the secondary and postsecondary level. This component is able to design or "broker" special programs and classes for industrial, business, medical and community groups.

On the negative side: (from the perspective of academically handicapped students)

1. The VTI's, responding to the needs of business, the health professions, and industry, have become more "technological" in content. This demands a strong reading, writing, and computing (math) skills;
2. It is a rare member of the faculty who has any training or experience in working with people in any disability area;
3. The largest percentage of people described as handicapped and/or disabled involve such disorders as mental retardation, learning disabilities, and emotional/psychological syndromes. Many of these people need a host of support services to cope. The services are not available at the VTI's;
4. Linkages between the VTI's, individual instructors, vocational rehabilitation, social service agencies, and other support systems has been only marginally effective;
5. Sometimes people (advisors, high school guidance persons, and well-meaning teachers) have conveyed an inaccurate picture of the expectations of students attending a postsecondary (college) institution.

It is my expectation that when the proposed legislation restructuring the VTI system has been completed July 1, 1987, we will be in a better position to facilitate the needs to special populations.

I would see the postsecondary institutes serving handicapped/disadvantaged students in the following ways:

1. Continuing to educate and train special populations' students who meet regular admission requirements;
2. Continuing to promote open admission programs for students lacking the academic requirements of the technologies;
3. Providing specialized training needs for students for whom no regularly scheduled VTI program seems appropriate;
4. Design programs and/or orientation for special populations' students before they begin a program. This should enable more students to accurately assess their chances for success.

In order to expect the VTI's to be successful in working with special population students in school and helping them to be successful in their careers after graduation, we need all the help we can get.

Some of the more pressing needs in my judgment include the following:

1. A central office (VTI) contact to act as advocate and "point person";
2. Awareness and specialty training for VTI faculty;
3. Clear and close linkages with all support agencies;
4. Someone to provide attention and support for the faculty at each VTI. This needs to be a skilled professional who can assist VTI staff whenever a problem arises;
5. Clear communication from the VTI system as to the requirements and level of difficulty of each VTI program;
6. An awareness of the part of all high school guidance people and instructors that the postsecondary VTI's are not equipped or designed to serve special populations who do not possess an appropriate level of reading, writing, and computing;
7. Naturally, we need more financial support. This is especially important in view of the fact that the Gramm-Rudman bill passed by Congress is expected to sharply reduce Federal monies that is now earmarked for special populations.

RMR/1

cc: Robert Bourque
Joseph Lessard

APPENDIX F



UNIVERSITY OF SOUTHERN MAINE

A UNIT OF THE UNIVERSITY OF MAINE

Human Services Development
Institute

246 Deering Avenue
Portland, Maine 04102
207/780-4430

January 18, 1985

Education/Rehabilitation Cooperative Agreement

The following recommendations are made by the Education/Rehabilitation Cooperative Agreement Team to improve implementation of that agreement. Team members are: Dr. Richard Bartlett, Consultant, Division of Special Education; Paul Rourke, Director, Division of Eye Care, Bureau of Rehabilitation; Joe Lessard, Consultant, Bureau of Vocational Education; Bud Lewis, Coordinator of Services for Blind Children, Division of Special Education/Division of Eye Care and Jon Steuerwalt, Consultant, Bureau of Rehabilitation.

All Members of the Agreement

1. Provide more public relations to interagency and outside groups (such as guidance counselors, principals) about the Agreement and it's purpose.
2. Support state funding for Vocational Education support (excess costs) services for handicapped students.
3. Provide additional information to local groups to explain how the Agreement should be used as a working tool.
4. Develop a systematic method to plan together and share information re: discretionary projects; training activities; state plans.
5. Provide information to clarify Agreement misconceptions (example: that Rehabilitation is responsible for all vocational assessments).
6. Define the role of rehabilitation facilities -- definitions/fee schedules.
7. Develop guidelines on the role of guidance in referral to Vocational Rehabilitation/Vocational Education.
8. Review the current Agreement in light of new federal Special Education, Vocational Education and Vocational Rehabilitation laws and regulations.
9. Develop a follow-up and integrated tracking system on what happens to students after they leave school or Vocational Rehabilitation.
10. Include Bureau of Mental Retardation as a formal member of the Cooperative Agreement.

Education/Rehabilitation Cooperative Agreement
January 18, 1985

Vocational Rehabilitation

1. Provide training or information to counselors and Central Office staff on schools' organizational structures, including Vocational Education.
2. Provide information or guidelines on: Reasons for Vocational Rehabilitation involvement in the Agreement; expectations on outreach, technical assistance role: role in PET; role in working with Vocational Education, on planning before student leaves school; communication with schools re: client's status/progress etc.
3. Provide suggestions to field staff on how to train schools re: Vocational Rehabilitation purpose, process.

Special Education

1. Develop guidelines or information to Special Education Directors and teachers on reason and need for Vocational Education and Vocational Rehabilitation involvement in PET/IEP development. Why the IEP should include a vocational component.
2. Provide information or training to encourage Special Education Directors and teachers to visit vocational schools while classes are in progress and why this is important.
3. Provide information or training outlining types of students for potential Vocational Rehabilitation/Vocational Education referral.

Vocational Education

1. Assign a Central Office consultant at least 50% time to work on handicapped/disadvantaged activities.
2. Develop a policy statement from Central Office to Vocational School Directors re: mission, intent, guidance for serving handicapped, role of instructors in PET.
3. Develop policy and guidelines, information on various types of vocational programs (regular, adapted, individual, general trades) that can accommodate handicapped students.
4. Develop an in-service training system at region/center level that includes training all instructors on working with the handicapped.
5. Develop an information dissemination system re: handicapped curriculum/materials (example: Project LINC) for vocational instructors.

Education/Rehabilitation Cooperative Agreement
January 18, 1985

The following recommendations are taken from a Cooperative Agreement Interim Report dated January, 1984.

1. More schools need to develop functional curriculum at the elementary and secondary level if students are to develop sufficient skills prior to referral to Vocational Rehabilitation and Vocational Education.
2. The agencies need to look at the use of rehabilitation facilities, sheltered workshops and other alternatives for placement of students once they leave school.
3. All Vocational Centers and Regions should employ Vocational Counselors.
4. All Occupational and Vocational instructors at the secondary level should take a minimum of 6 hours instruction in teaching special needs students. The Bureau currently is reviewing new standard criteria for certification.
5. The State Interagency Team supports the Washington County local Cooperative Agreement group's written statement on the area's need for approved vocational education.
6. Ongoing review of federal Vocational Education, Maine's Vocational Education laws and regulations and P.L. 94-142 to identify impediments to this cooperative effort.
7. Establish a series of permanent, mobile vocational evaluation centers to be used by the Bureau of Rehabilitation and Local Education Agencies.
8. Vocational Rehabilitation needs to plan training for counselors on working with school age students.
9. The Legislature and Departments should study Special Education regulations and the school finance act to allow reimbursement of aides in General Home Economics, Industrial Arts, General Agriculture and General Business Education.
10. The Legislature and Departments should study the procedure for providing auxillary staff at the vocational schools. At present most auxillary staff, who are the keys that allow special education students to participate in Vocational Education, are paid with federal money.

APPENDIX G

Introduction to Appendix G

In an effort to develop better data on handicapped youth in transition, the Select Committee to Address Training and Employment Opportunities for Handicapped Youth Beyond School Age conducted a survey in February 1985. Questionnaires were sent to 133 special education directors, with 66 school systems responding. Findings of the survey were detailed in the Select Committee's 1985 Interim Report.

Since this data provides helpful insight into handicapped students leaving school, parts of the Interim Report related to this survey are reproduced in this Appendix to the final report. Two chapters of the interim report are reprinted here, the first titled "What are the Needs of Maine's Handicapped Youth," and the second titled "Existing Resources for Post-High School Employment and Training."

The reader must be careful in making any inferences from this data since it represents only responses from special education directors. It is certain that other groups involved in the transition process, such as vocational education instructors, private facility directors, adult service providers, and so forth, would provide difference responses and highlight different needs of handicapped students. It is unfortunate that the Committee was unable to poll a larger audience, but nevertheless the findings of the survey have merit for understanding the plight of handicapped youth in transition.

The two chapters to follow are reprinted as they appeared in the Interim Report. The only exception is Part C under the "Existing Resources" chapter pertaining to Bureau of Rehabilitation services, which has been updated since it was not directly based on survey findings.

I .WHAT ARE THE NEEDS,OF MAINE'S HANDICAPPED YOUNG ADULTS

A. SUMMARY

The Select Committee had neither the time nor the resources to systematically assess the service needs of handicapped students who are graduating or "aging-out" of Maine schools. A comprehensive assessment would solicit information from parents; students; special and vocational educators; adult service agencies; colleges and universities; and employers.

In looking for a single and easily accessible source of information statewide, special education directors appeared to be the most feasible group to survey on the post-high school needs of handicapped students. There were two disadvantages to this approach. First was that this group might not be aware of available community resources; and second, special education directors might underestimate the employment potential of severely handicapped students. The survey results countered both perceptions; directors are aware of community resources, and, they see competitive employment as a goal for the majority of handicapped students.

Another purpose of the survey was to compare the findings with those of a similar survey conducted in 1983 by the Division of Special Education. Although the 1983 survey was specific to the needs of mentally retarded students, its major findings are consistent with the survey conducted by the Select Committee.

The information presented in this section is based on a survey conducted in February 1985. A survey questionnaire was mailed to 133 special education directors. Sixty-six (66) school systems responded to the survey, a response rate of 50 percent. The following were the major findings:

- Number of Students Leaving School. As of June 1985 a total of 563 students, ages 16 - 20, will leave school; 48 percent of them (269 students) will require special services subsequent to leaving school. Since respondents represent slightly over one-half of the student population, we can estimate that 1,000 students leave school annually, and 500 to 600 will need on-going services.
- Post-High School Employment and Training Needs. Preparation for employment and assistance in finding full-time and part-time competitive employment were viewed by the school systems as the greatest needs.
- Community Living Needs. Semi-independent and independent living and transportation were perceived as the most needed community services.

Figure II-1

ESTIMATED NUMBER OF STUDENTS WHO (1) WILL LEAVE SCHOOL AS OF
JUNE 1985 AND (2) WILL NEED SPECIAL SERVICES

Age	Number Leaving School	Number Needing Services
16	21	16
17	36	13
18	241	87
19	168	76
20	97	77
Total	563	269

Two counties are not represented by the 1985 survey results; no questionnaires were returned by special education directors in Lincoln and Sagadahoc Counties. The four most densely populated counties (Cumberland, York, Kennebec and Penobscot) represent just over one-half of the students that special education directors predicted would leave school at the end of this school year. The number of handicapped young adults expected to leave the school system in June, 1985 are presented below.

Figure II-2

NUMBER OF STUDENTS BY COUNTY

County	Number of Students
Cumberland	43
Kennebec	39
Penobscot	33
York	34
Washington	21
Aroostook	21
Franklin	16
Hancock	15
Oxford	13
Androscoggin	12
Knox	11
Waldo	6
Piscataquis	5
Somerset	4
Lincoln	Unknown
Sagadahoc	Unknown
Total	273

B. POST-HIGH SCHOOL EMPLOYMENT AND TRAINING NEEDS

As apparent from Figure II-3, young adults with mental retardation constitute the largest proportion (63%) of the disabled student population who will leave school in June 1985; students with health/orthopedic or sensory impairments represent the smallest proportion of students (4%).

Figure II-3

NUMBER OF STUDENTS BY DISABILITY BY COUNTY

County	Mental Development & Retardation (MR)	Behavior (Emotionally Handicapped)	Cerebral/Perceptual (LD)	Multi-Handicapped	Health/Orthopedic or Sensory Impaired	Total Students
Androscoggin	6	2	3	1	--	12
Aroostook	16	1	2	2	--	21
Cumberland	30	6	4		3	43
Franklin	8	1	3	3	1	16
Hancock	15	--	--	--	--	15
Kennebec	18	5	11	2	3	39
Knox	4	3	2	2	--	11
Lincoln	--	--	--	--	--	--
Oxford	11	1	1	--	--	13
Penobscot	16	9	7	--	1	33
Piscataquis	1	--	4	--	--	5
Sagadahoc	--	--	--	--	--	--
Somerset	2	--	--	1	1	4
Waldo	6	--	--	--	--	6
Washington	14	5	--	--	2	21
York	24	1	5	4	--	34
Total Number	171	34	42	15	11	273
Percent of Total	62.6	12.5	15.4	5.5	4.0	100.0

Special education directors perceived job placement (competitive, full-time and part-time employment) as the greatest need of exiting students. The need areas are presented below in order of magnitude based on the projected number of students needing each service.

• Competitive Employment (full-time and part-time)	80
• Vocational Skills Training	74
• Post-Secondary Vocational Training	72
• Work Adjustment/Prevocational Training	62
• Practical Life/Independent Living Skills Training	58
• Sheltered Employment	53
• Fundamental Life Activities	35
• Work Activity Program	20
• Other	5

As apparent from Figure II-4, mentally retarded and multiply handicapped students will require the greatest range of services. However, post-secondary vocational training for learning disabled young adults also was perceived as an important need. The types of service needs range from practical life/independent living skills training to preparation for and assistance in finding employment.

Figure II-4

POST-HIGH SCHOOL EMPLOYMENT AND TRAINING

Needs	Behavior Mental Development & Maturation (MR)	Behavior (Emotionally Handicapped)	Cerebral/ Perceptual (LD)	Multi- Handicapped	Health/Orthopedic or Sensory Impaired	Total
• Fundamental Life Activities	22	2	--	9	2	35
• Practical Life/ Independent Living Skills Training	43	4	1	7	3	58
• Work Activity Program	10	4	1	5	--	20
• Work Adjustment/ Prevocational Training	40	6	4	11	1	62
• Vocational Skills Training	37	9	16	5	7	74
• Job Placement - Sheltered	37	9	3	4	--	53
- Competitive	43	1	10	3	4	61
• Full-time	10	2	3	3	1	19
• Part-time	29	6	29	4	4	72
• Post-Secondary Vocational Training	1	1	3	--	--	5
• Other						
Total	272	44	70	51	22	459

C. COMMUNITY LIVING NEEDS

The availability of semi-independent living accommodations appears to be the greatest need; supervised living in ICF/MR's and residential treatment appears to be the least needed. The community living need areas listed below are based on the estimated number of students requiring each as projected by the responding school systems.

• Semi-Independent Living	80
• Transportation	71
• Independent Living	65
• Boarding Home	49
• Recreation	49
• Health Care	39
• Foster Care	13
• Other	7
• ICF/MR	6
• Residential Treatment	6

As with post-high school employment and training need categories, special education directors indicated that the mentally retarded and multiple handicapped student population need the greatest range of services as related to community living. (Figure II-5)

Figure II-5

COMMUNITY LIVING NEEDS

Needs	Mental Development & Maturation (MR)	Behavior (Emotionally Handicapped)	Cerebral/Perceptual (LD)	Multi-Handicapped	Health/Orthopedic or Sensory Impaired	Total
• Independent Living	42	7	13	2	1	65
• Semi-Independent Living	57	8	4	5	6	80
• Supervised Living						
- Boarding Home	46	1	--	2	--	49
- Foster Care	11	--	--	2	--	13
- ICF/MR	3	1	--	2	--	6
- Residential Treatment	3	2	--	1	--	6
• Transportation	53	2	9	6	1	71
• Recreation	35	1	7	5	1	49
• Health Care	30	--	4	4	1	39
• Other	6	1	--	--	--	7
Total	286	23	37	29	10	385

D. SUPPORT SERVICES

Survey results indicate that disability groups with the greatest need for employment/training services, and community living needs, will also require a greater array of support services.

The support services needed by the student population subsequent to leaving the school system are listed below according to magnitude of need as reported by the responding school systems.

• Mental Health Counseling	70
• Guardianship	29
• Adult Basic Education	25
• Speech/Language Therapy	23
• Occupational Therapy	21
• Respite Care	11
• Physical Therapy	9
• Mobility Equipment	6
• Other	5
• Adaptive/Communication Devices	3
• Vision/Hearing Aids	2

Figure II-6

SUPPORT SERVICES

Service	Mental Development & Maturation (MR)	Behavior (Emotionally Handicapped)	Cerebral/Perceptual (LD)	Multi-Handicapped	Health/Orthopedic or Sensory Impaired	Total
• Mental Health Counseling	28	33	7	2	--	70
• Respite Care	7	1	--	3	--	11
• Occupational Therapy	17	--	1	3	--	21
• Physical Therapy	6	--	--	2	1	9
• Speech/Language Therapy	16	2	1	2	2	23
• Vision/Hearing Aids	2	--	--	--	--	2
• Adaptive/Communication Devices	2	--	--	1	--	3
• Mobility Equipment	4	--	--	1	1	6
• Guardianship	25	1	1	2	--	29
• Adult Basic Education	14	3	7	1	--	25
• Other	3	1	1	--	--	5
Total	124	41	18	17	4	204

II. EXISTING RESOURCES FOR POST-HIGH SCHOOL EMPLOYMENT AND TRAINING

A. AVAILABILITY AND UTILIZATION OF RESOURCES

The survey of special education directors included questions about the extent to which community-based employment and training programs are available and used. This section also includes information about handicapped students served by Vocational Rehabilitation.

Availability

Over ninety percent of the responding school systems indicated that both vocational rehabilitation and mental retardation services were available in their regions. Rehabilitation facilities and independent living programs were cited as the least available resources.

Figure III-1

AVAILABILITY OF POST-HIGH SCHOOL RESOURCES

Resource	Available		Not Available	
	#	%*	#	%*
Vocational Rehabilitation	62	93.9	1	1.5
Bureau of Mental Retardation	61	92.4	1	1.5
Community Mental Health Center	51	77.3	7	10.6
Adult Basic Education	49	74.2	7	10.6
University/College	46	69.7	11	16.7
Vocational Technical Institute	42	63.6	13	19.7
JTPA - Job Training Programs	37	56.1	13	19.7
Regional Transportation Services	37	56.1	15	22.7
Rehabilitation Facilities	24	36.4	25	37.9
Independent Living Programs	24	36.4	30	45.5
Other Job Training Programs	23	34.9	23	34.9
Other	2	3.0	0	0.0

*Percent based on the number of school systems (66) that responded to the 1985 mail survey

Utilization

In comparing the utilization of resources based on their reported availability, community mental health services are most utilized followed by vocational rehabilitation and programs for mentally retarded individuals. The least utilized available resource appears to be universities/colleges. Although 46 school systems reported that universities/colleges were an available resource, only 52 percent (24 school systems) indicated that they used this resource. (Figure III-2)

Figures III-2

UTILIZATION OF POST-HIGH SCHOOL RESOURCES

Resource	Available	Utilitize	Percent*
Vocational Rehabilitation	62	53	85.5
Bureau of Mental Retardation	61	52	85.2
Community Mental Health Center	51	44	86.3
Adult Basic Education	49	31	63.3
University/College	46	24	52.2
Vocational Technical Institute	42	25	59.5
JTPA - Job Training Programs	37	21	56.8
Regional Transportation Services	37	20	54.1
Rehabilitation Facilities	24	13	54.2
Independent Living Programs	24	14	58.3
Other Job Training Programs	23	17	73.9
Other	2	1	50.9

*Utilization as a percent of availability

In examining the availability and utilization of post-secondary educational resources by county, the following were the major findings.

- Vocational Rehabilitation. One school system in Oxford County indicated that VR resources are not available; 4 school systems, in Cumberland, Oxford and Somerset Counties, indicated non-utilization of this resource.
- Bureau of Mental Retardation. One school system indicated non-availability of mental retardation services in Androscoggin County; 7 school systems indicated non-utilization -- in Androscoggin, Cumberland, Kennebec, Oxford and Somerset Counties.
- Community Mental Health Centers. Five School systems reported non-availability in Aroostook, Oxford, Penobscot and Piscataquis Counties; 8 school systems located in Cumberland, Franklin, Piscataquis, Somerset and York Counties indicated non-utilization of this resource.
- Rehabilitation Facilities. Twenty-four school systems in 12 counties reported that rehabilitation facilities were not available.
- JTPA - Job Training Programs. Twelve school systems in 8 counties indicated JTPA was not available as a resource; 22 school systems in 12 counties said that they did not use JTPA funded services.

- Adult Basic Education. Seven school systems in 6 counties reported that this resource was not available to them; 19 school systems in 10 counties indicated that they did not utilize this resource.
- Vocational Technical Institutes. Thirteen school systems in 10 counties indicated that VTI's were not available; 21 school systems, also in 10 counties, said they did not use VTI's
- Universities/Colleges. Eight school systems in 7 counties reported that university/college affiliated resources were not available; 23 school systems in 11 counties said they did not use these resources.
- Independent Living Programs. Twenty-nine school systems located in 12 counties indicated that independent living programs were not available; 24 school systems in 9 counties indicated non-use of such programs.
- Other Job Training Programs. Twenty-two responding school systems in 10 counties indicated that such resources were not available; 9 systems in 10 counties said they did not use such programs.
- Regional Transportation. Thirteen school systems in 8 counties said transportation services were not available; 22 systems in 10 counties indicated they did not use such services.

Figure III-3(a)

AVAILABILITY AND UTILIZATION OF POST-HIGH SCHOOL RESOURCES BY COUNTY

County	Number of School Systems	Resources															
		VR				BMR				CHHC				Rehab. Fac.			
		Avail.	Util.	Yes	No	Avail.	Util.	Yes	No	Avail.	Util.	Yes	No	Avail.	Util.	Yes	No
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Androscoggin	3	3	-	3	-	2	1	2	1	2	-	2	-	2	1	1	1
Aroostook	8	8	-	8	-	8	-	7	-	7	1	7	-	-	5	-	2
Cumberland	10	11	-	10	1	10	-	8	2	9	-	7	2	7	2	2	5
Franklin	2	2	-	2	-	2	-	2	-	2	-	1	1	-	1	-	-
Hancock	1	1	-	1	-	1	-	1	-	1	-	1	-	-	1	-	1
Kennebec	8	7	-	7	-	7	-	5	2	7	-	6	-	4	3	3	3
Knox	3	3	-	2	-	3	-	2	-	2	-	2	-	-	1	-	1
Lincoln	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Oxford	5	4	1	4	1	4	-	3	1	3	1	3	-	2	2	1	3
Penobscot	6	6	-	5	-	6	-	4	-	3	2	3	-	2	2	2	1
Piscataquis	2	2	-	2	-	2	-	2	-	1	1	1	1	2	-	1	1
Sagadahoc	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Somerset	3	2	-	1	2	3	-	2	1	1	-	2	-	1	-	2	-
Waldo	3	2	-	2	-	2	-	2	-	2	-	2	-	1	-	1	-
Washington	3	3	-	2	-	3	-	3	-	3	-	3	-	1	2	1	2
York	6	6	-	6	-	6	-	6	-	6	-	4	2	3	3	-	5
Statewide	63	60	1	55	4	59	1	49	7	49	5	42	8	24	24	12	25
														36	12	20	22
														48	7	29	19
														41	13	24	21

(Continued on next page.)

Figure III-3(b)

AVAILABILITY AND UTILIZATION OF POST-HIGH SCHOOL RESOURCES BY COUNTY

County	Number of School Systems	Resources															
		Univ-Col				Indep. Living				Other Job Trng.				Reg. Trans.			
		Avail.		Util.		Avail.		Util.		Avail.		Util.		Avail.		Util.	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Androscoggin	3	2	-	2	-	2	1	2	1	2	-	1	-	2	1	-	1
Aroostook	8	6	1	3	3	2	5	2	-	2	5	1	2	6	1	1	6
Cumberland	10	8	1	6	2	8	-	3	5	4	1	4	1	7	-	5	3
Franklin	2	2	-	2	-	1	1	1	-	1	1	1	-	2	-	1	1
Hancock	1	-	1	-	1	-	1	-	1	1	-	1	-	-	1	-	1
Kennebec	8	6	-	2	4	3	4	2	4	5	2	5	1	3	2	3	-
Knox	3	2	-	-	1	1	-	1	-	1	-	1	-	2	-	1	1
Lincoln	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Oxford	5	3	1	2	2	-	4	-	4	2	2	2	1	4	-	1	4
Penobscot	6	4	2	3	1	2	3	-	2	1	1	-	1	2	2	1	2
Piscataquis	2	2	-	1	1	-	2	-	-	1	-	-	-	-	2	-	-
Sagadahoc	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Somerset	3	1	-	1	-	-	1	-	1	-	1	-	1	1	-	1	-
Waldo	3	1	1	-	2	1	1	1	-	-	2	-	1	1	1	1	1
Washington	3	2	1	1	2	-	3	-	2	1	2	1	1	-	3	-	2
York	6	6	-	2	4	2	3	1	4	1	5	-	4	6	-	5	1
Statewide	63	45	8	25	23	22	29	13	24	22	22	17	13	36	13	20	22

B. SATISFACTION WITH POST-HIGH SCHOOL RESOURCES

The survey questionnaire contained a question concerning satisfaction with post-high school resources. School systems were asked to rate, on a five-point scale, each of eleven resources, based on their experience with the particular resource. Comparing utilization with satisfaction ratings shows that special educators are more satisfied with less frequently used resources. It may be that they are more selective about referrals to these resources, thus, enhancing the potential for success. The overall rating, for all eleven resources, was 3.2; the average rating for each resource is presented below.

Adult Basic Education	3.8
Universities/Colleges	3.8
Vocational Technical Institutes	3.6
Independent Living Programs	3.5
JTPA-Job Training Programs	3.3
Bureau of Mental Retardation	3.2
Other Job Training Programs	3.2
Community Mental Health Centers	3.1
Regional Transportation Services	2.9
Vocational Rehabilitation	2.8
Rehabilitation Facilities	2.8

Special Education directors are most satisfied with post-high school programs whose purpose is primarily educational and, thus, similar to their own. Because they are familiar with the mission of these programs they probably are making more appropriate, and more selective, referrals. This would explain the higher satisfaction with, yet relatively lower utilization of, these programs. On the other hand, there is less satisfaction with such adult service agencies as vocational rehabilitation and rehabilitation facilities. The explanation for this may be that schools, being less familiar with these agencies, either are making inappropriate referrals or have unrealistic expectations for what they can do.

Figure III-4

SATISFACTION WITH POST-HIGH SCHOOL RESOURCES

Resource	Rating Scale					Total	Average
	Lo (1) # %	(2) # %	(3) # %	(4) # %	(5) HI # %		
Vocational Rehabilitation	8 13.8	15 25.9	19 32.8	13 22.4	3 5.2	58	2.8
Bureau of Mental Retardation	2 3.7	10 18.5	22 40.7	17 31.5	3 5.6	54	3.2
Community Mental Health Center	5 10.9	6 13.0	17 37.0	16 34.8	2 4.3	46	3.1
Rehabilitation Facilities	2 15.4	2 15.4	6 46.2	2 15.4	1 7.7	13	2.8
JTPA - Job Training Programs	0 --	5 21.7	8 34.8	9 39.1	1 4.3	23	3.3
Adult Basic Education	0 --	0 --	11 33.3	16 48.5	6 18.2	33	3.8
Vocational Technical Institute	1 4.0	0 --	10 40.0	12 48.0	2 8.0	25	3.6
Universities/Colleges	0 --	1 4.5	7 31.8	10 45.5	4 18.2	22	3.8
Independent Living Programs	0 --	0 --	8 53.3	6 40.0	1 6.7	15	3.5
Other Job Training Programs	0 --	5 25.0	9 45.0	3 15.0	3 15.0	20	3.2
Regional Transportation Services	2 10.0	2 10.0	9 45.0	7 35.0	0 --	20	2.9
Other	0 --	0 --	0 --	0 --	1 100.0	1	---
Overall Rating							3.2

NOTE: The %'s are based on the total number of school systems that rated each resource.

C. BUREAU OF REHABILITATION

Primarily through its administration of the Vocational Rehabilitation (VR) Program, the Maine Bureau of Rehabilitation provides services to assist handicapped individuals to obtain and maintain employment. Employing over 50 counselors, the VR Program annually determines eligibility for services in about 3,000 cases; provides an individualized program of services to between 5-6,000 eligible handicapped persons; and assists upwards of 1,000 persons to obtain suitable employment.

VR Counselors work directly with eligible clients by providing vocational counseling and guidance, case management services, and job development and placement. Other services are arranged and purchased by VR Counselors based on each individual client's need. Typically, the Bureau spends over \$3 million each year to acquire these needed services. For many of the more severely disabled VR clients, these services include work adjustment and other vocational training services provided by rehabilitation facilities. Annual expenditures at these non-profit agencies located throughout the state have consistently exceeded \$1 million annually, and this amount is often supplemented by grants to establish new service programs in areas of identified need.

In 1980, the Bureau of Rehabilitation entered into a Cooperative Agreement with the Department of Educational and Cultural Services (Division of Special Education and Bureau of Vocational Education) which outlined the respective responsibilities of each party in providing services to secondary education students with disabilities. The accompanying chart (Figure III-5) provides a detailed view of the number of students and other disabled youth who have been served by the VR Program over the last few years.

These VR caseload statistics point out several noteworthy trends. In particular, most disabled youth applying for VR services are not being referred by school personnel. One reason for this may be that the statewide Rehabilitation/Education Cooperative Agreement focuses inter-agency coordination efforts on that portion of the disabled student population who are recipients of special education services in the schools. Those physically disabled students who may not require special education but who may need VR services are being referred by sources other than school personnel.

Also of note is the fact that the number of youth (i.e. under 21 years of age at referral) who are in the active VR caseload has more than doubled over the '82-'85 period (565 vs. 273), and now constitute about 20% of the entire active VR caseload.

FIGURE III-5
HANDICAPPED STUDENTS AND YOUNG ADULT VR CASES
FFY '82-'85

VR CASE STATUS	FFY '82		FFY '83		FFY '84		FFY '85	
	Student Referrals	All Referrals Under 21 Yrs.	Student Referrals	All Referrals Under 21 Yrs.	Student Referrals	All Referrals Under 21 Yrs.	Student Referrals	All Referrals Under 21 Yrs.
Referrals	176	554	228	557	179	506	260	549
Applicants	159	485	213	506	173	468	253	515
Applicants Not Accepted	18	159	42	189	54	185	58	184
Applicants Accepted	65	254	95	261	105	248	113	261
Acceptance Rate	78.3%	61.5%	69.3%	58.0%	66.0%	57.3%	66.1%	58.7%
Accepted Cases Closed Not Rehabilitated	4	87	4	101	10	85	34	99
Accepted Cases Closed Rehabilitated	7	135	13	157	31	150	37	129
Rehabilitation Rate	63.6%	60.8%	76.5%	60.9%	75.6%	63.8%	52.1%	56.6%
Applicants on Hand as of 9/30	22	24	86	98	198	270	248	368
Accepted Cases on Hand as of 9/30	115	273	192	430	231	575	249	565

APPENDIX H

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August 1, 1985

Mrs. Kelsey Orestis
Governor's Advisory Council
for Mental Health and
Mental Retardation
39 Wellman Street
Lewiston, Maine 04240

Re: Social Security Disability
for the Mentally Impaired

Dear Kelsey:

You have asked for my thoughts as to possible solutions to the problem of the impact of Social Security eligibility regulations on the rehabilitation of persons with mental illness. The perceived problem is that the five (5) month waiting period to requalify for Social Security disability benefits after a claimant has returned to the work force, and the frequent and substantial delays experienced in adjudicating the claims of mental illness, tend to discourage such persons from undertaking rehabilitation and re-entering the labor force, out of a very real fear that, in the event of a recurrence of incapacity, they will be left without any source of income for an extended period.

I have reviewed the relevant Social Security statutes and regulations, and I have discussed the issues with my friends Jeffrey Lehman and Diane Lehman, who are Washington, D.C., attorneys with substantial experience in Social Security disability and legal issues in the area of gerontology. The obvious direct approach would be to seek changes in the Social Security law, or regulations, to permit a more flexible approach to intermittent disability claims involving mental illness. Unfortunately, it appears that the present budgetary climate in Washington would make it very difficult, if not impossible, to effect any changes in the Social Security system which would result in increased liability for the system. Consequently, I believe that any proposal for relief should be addressed on a

SKELTON, TAINTOR, ABBOTT & ORESTIS

Mrs. Kelsey Orestis
August 1, 1985
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state basis, with the Department of Human Services, and the Legislature.

It seems to me that a relatively modest proposal could be formulated which would provide supplemental, interim, payments to Social Security disability claimants with mental impairments. The purpose of such a state program would be to fill the gap created by the Social Security waiting period and delays in processing subsequent claims for benefits by persons previously determined to be mentally impaired. I would suggest a system that would follow the following outlines:

1. To be eligible, a claimant would have had to have previously been determined to be eligible for Social Security disability benefits based on a mental impairment, and have had their eligibility terminated because they have re-entered the labor force.
2. If the claimant becomes unemployed again, due to a recurrence of the mental illness, at the same time that he files a new claim for Social Security disability, the claimant could make a claim for interim payments under the state plan.
3. The state plan would involve a minimum of red tape and delay, and would be designed to pay benefits immediately, without a waiting period.
4. The benefits would continue for a period, not to exceed one (1) year, until the Social Security Administration either approves the new claim, and starts paying benefits, or until the new claim is denied.
5. The state would bear the cost of the first five (5) months of benefits (the federal waiting period), but would be reimbursed for any additional months paid due to delay in processing the Social Security claim, once the claim was approved and retroactive benefits were paid to the claimant.

The plan as outlined would serve to alleviate the problem of a mentally impaired person being discouraged from seeking


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rehabilitation and re-employment, and to the extent that this is successful, could save the state substantial social services costs relating to such a person. The potential liability which the state would be undertaking would seem to be relatively modest, but it will be necessary for the Department of Human Services, or someone with the necessary data, to prepare a cost analysis of such a proposal, in order to make a credible case to the Legislature. It may be that, after such an analysis is performed, it will be necessary to revise the proposed plan in terms of level and duration of benefits. However, I do not sense that the proposal outlined above would have a major financial impact on the state.

I hope that this suggestion may be a starting point for you, and your committee, in your effort to find a solution to this important problem. If I can be of any further assistance, please do not hesitate to call on me.

Very truly yours,


Michael R. Poulin

MRP/cpl

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January 30, 1986

Mr. Richard M. Balser, Chairperson
Select Committee to Address Training
And Employment Opportunities For
Handicapped Persons Beyond School Age
MAINE MEDICAL CENTER
Portland, ME 04102

Re: Proposed State Subsidy For Young SSI And Social
Security Disability Recipients Who Are
Institutionalized Or Who Have Returned To The Work Force

Dear Mr. Balser:

I understand that your advisory committee would like to develop proposed legislation that would provide a subsidy, in lieu of SSI or Social Security disability benefits, for the mentally and physically handicapped, between ages 18 and 24, who are institutionalized, or who have returned to the work force and are attempting to requalify for benefits.

The first concern arises from the Social Security Act (42 USC § 1382(e)(1)) and regulations thereunder (20 CFR § 416), which provide for the suspension or reduction of SSI benefits whenever an eligible individual is "throughout any month, in a hospital, extended care facility, nursing home, or intermediate care facility receiving payments" with respect to the recipient under the Medicaid program. The concern is that disabled persons, particularly those who are just developing independent living and vocational skills, suffer a great hardship when they are institutionalized for a period in excess of 30 days, because their income immediately terminates. This makes it difficult for these individuals to readjust after the need for institutional care has ended.

Portions of the statute and rules cited above, relating to persons in public institutions not receiving Medicaid assistance,

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were challenged in a case which reached the United States Supreme Court in 1981. The Supreme Court upheld the constitutionality of those provisions, in a five to four decision, in which Justice Blackmun, writing for the majority, stated that:

Congress believed the States to have a "traditional" responsibility to care for those institutionalized in public mental institutions. . . . We cannot say that the belief that the States should continue to have the primary responsibility for making this small "comfort money" allowance available to those residing in state-run institutions is an irrational basis for withholding from them federal general welfare funds. . . . The limited gratuity represents a partial solution to a far more general problem, and Congress legitimately may assume that the States would, or should, provide an equivalent, either in funds or in basic care. Schweiker v. Wilson, 450 US 221, 236-238 (1981).

Of course, that case involved a statute which denied a small monthly allowance (as little as \$25.00) to SSI recipients who were residing in public institutions, which did not receive Medicaid funds. The reasoning of the Court is equally true in the case which you pose. Congress, and the Courts, rely on the States to provide the sort of supplemental assistance which may be required to address this problem.

The second concern relates to the problem of the impact of Social Security eligibility regulations on the rehabilitation of young persons with mental or physical handicaps. The perceived problem is that the five month waiting period to requalify for Social Security disability benefits after a claimant has returned to the work force, and the frequent and substantial delays experienced in adjudicating disability claims, tend to discourage such persons from undertaking rehabilitation and re-entering the labor force, out of a very real fear that, in the event of a recurrence of incapacity, they will be left without any source of income for an extended period. This problem could be addressed by providing supplemental, interim, payments to young Social Security disability claimants. The purpose of such a State program would be to fill the gap created by the Social Security waiting period and delays in processing subsequent claims for benefits by persons previously determined to be physically or mentally handicapped.

Appropriate remedial legislation could take the following form:

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1. The eligible class of individuals would be persons who had been receiving SSI or Social Security disability benefits, by virtue of their own mental or physical disability, and who are between the ages of 18 and 24. In addition, an eligible individual must have had their SSI benefits terminated, suspended, or reduced solely because:

(a) They were an inmate of a public institution, pursuant to 42 USC § 1382(e)(1)(A) or (B).

(b) Their eligibility was terminated because they re-entered the labor force, and they have become unemployed again, due to the same mental or physical handicap.

2. In the case of persons eligible under paragraph (a), the amount of the State subsidy would be the difference between the amount of SSI benefits prior to institutionalization, and the amount, if any, of benefits payable during institutionalization. The duration of the benefits would be for a period of up to 60 days following the suspension or reduction of SSI benefits.

3. In the case of persons eligible under paragraph (b), at the same time that he files a new claim for Social Security disability, or SSI, the claimant could make a claim for interim payments under the State plan. The State plan would involve a minimum of red tape and delay, and would be designed to pay benefits immediately, without a waiting period.

4. The benefits, under paragraph (b), would continue for a period, not to exceed one year, until the Social Security Administration either approves the new claim, and starts paying benefits, or until the new claim is denied.

5. In the case of Social Security disability, the State would bear the cost of the first five months of benefits (the federal waiting period), but would be reimbursed for any additional months paid due to the delay in processing the Social Security claim, once the claim was approved and retroactive benefits were paid to the claimant.

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The plan as outlined is designed to alleviate the problem of young persons being discouraged from seeking rehabilitation and re-employment, and to allow young handicapped persons, who are temporarily institutionalized, to maintain the financial security to pay their bills, and to allow for a smooth reentry to independent living. Paragraph (b) would allow a person institutionalized for a relatively short term (30 to 100 days) to maintain financial integrity upon return to independent living. In the case of a person who institutionalized for a longer period, the subsidy will be available upon discharge, to enhance the recipient's prospects for a more secure transition back to independent living. Obviously, this is only an outline of proposed legislation, and will need to be refined. Please let me know if I may be of further assistance.

Very truly yours,



Michael R. Poulin

MRP/clp

cc: Mrs. Kelsey Orestis

APPENDIX I

MAINE DEPARTMENT OF EDUCATIONAL AND CULTURAL SERVICES
1984-85 ENROLLMENT OF HANDICAPPED PUPILS IN-DISTRICT AND OUT-OF-DISTRICT

Major Handicapping Function	Age of Handicapped Pupil																				Total
	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21		
Cerebral or Perceptual	6	13	72	274	552	760	927	946	980	989	933	888	815	704	518	302	73	11	1	9,764	
Speech & Language Impaired	192	424	936	1052	1083	838	691	458	300	213	134	108	63	55	50	14	2	3	1	6,617	
Mental Development or Maturation	62	89	142	242	235	250	264	272	315	341	350	378	406	380	354	274	159	155	3	4,671	
Behavior (Emotionally Handicapped)	26	57	64	119	174	220	307	316	310	342	400	434	439	418	315	140	44	27	1	4,153	
Multihandicapped	32	46	51	46	55	46	44	41	56	21	53	45	27	28	26	29	26	49	---	721	
Other Health Impaired	13	23	23	17	21	22	26	32	29	20	29	41	37	46	39	20	7	---	---	445	
Physical Mobility (Orthopedic)	16	25	30	32	31	34	42	43	39	30	10	16	18	26	19	9	6	3	---	429	
Audition (Hearing Impaired)	12	30	24	21	28	26	24	23	22	9	19	5	11	16	12	9	3	1	---	305	
Vision (Visually Impaired)	10	19	34	8	11	9	8	8	3	8	8	4	11	12	13	6	5	2	---	179	
Audition (Deaf)	5	3	11	12	8	11	8	5	5	6	12	16	13	24	11	8	6	12	---	176	
Blind-Deaf	---	---	---	---	---	---	1	---	---	---	---	---	1	---	---	3	---	---	---	5	
Total	374	729	1387	1823	2198	2216	2342	2144	2059	1979	1948	1945	1841	1709	1357	814	331	263	6	27,465	

Major Handicapping Function	Age Groups			Total	Percent
	3-5	6-17	18-21		
Cerebral or Perceptual	91	9286	387	9764	35.55
Speech & Language Impaired	1552	5045	20	6617	24.09
Mental Development or Maturation	293	3787	591	4671	17.01
Behavior (Emotionally Handicapped)	147	3794	212	4153	15.12
Multihandicapped	129	488	104	721	2.63
Other Health Impaired	59	359	27	445	1.62
Physical Mobility (Orthopedic)	71	340	18	429	1.56
Audition (Hearing Impaired)	66	226	13	305	1.11
Vision (Visually Impaired)	63	103	13	179	.65
Audition (Deaf)	19	131	26	176	.64
Deaf-Blind	---	2	3	5	.02
Total	2490	23,561	1414	27,465	100.00

APPENDIX J

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

FROM Betsy J. Davenport, Director, Bureau of Mental Retardation *Betsy J. Davenport*

SUBJECT Report on the Progress of the Bureau of Mental Retardation in Meeting Employment and Training Needs of Aging Out Young Adults who are Developmentally Disabled.

The first session of the 112th Legislature passed LD 1638 which appropriated \$300,000 to the Bureau of Mental Retardation to help provide employment and training for young adults who are developmentally disabled. \$75,000 was also appropriated in the same act to fund five caseworkers who would enhance the Bureau's ability to provide case management services for the above population. It is our belief that considerable progress has been made towards meeting the intent of LD 1638.

With regard to the \$300,000, each of the Bureau's six geographic regions was allocated \$50,000 to aid in meeting the employment and training needs of the aging out population. In order to tailor the expenditure of these funds to the local conditions, six regional advisory committees have been established. These committees are comprised of parents, educators, business people and representatives of public and private agencies. A representative from the Bureau of Rehabilitation sits on each committee and staffing is provided by the regional administrator from the Bureau of Mental Retardation. Each of the committees is fully aware of the needs of the young people leaving school and of the economic, employment and social climate within the geographic area they serve. As a result, the allocation of funds will match the needs and conditions in each area.

The following represents a brief summary of the activities of the advisory committees through the end of March, 1986.

Region I - Aroostook County

The Region I advisory committee met twice and appointed Patricia Spicer, parent of a handicapped child, as chairperson. The committee has approved and sent out to interested parties a formal request for proposals for the use of available funds. Staff of the Bureau's regional office has identified to the committee about 75 individuals between the ages of 18-24 who need competitive employment opportunities. The consensus of the committee is to provide funding for two job developers, one north and one south, within Aroostook County. Proposals were to be reviewed on February 11. Awards were made to the following providers: Hospital Industries, Northern Maine General Hospital, Southern Aroostook Association for Retarded Citizens and Aroostook Community Action Program.

Region II - Hancock, Washington, Piscataquis and Penobscot Counties

The Region II advisory committee has met twice and has sent out a request for proposals. An initial proposal to provide on the job supervision for recent graduates in the Bucksport area was funded with \$15,150. Four other proposals have been received and all were funded. There were from Millinocket, Dover-Foxcroft, Machias and Ellsworth. The Millinocket proposal was for a job developer position and the other three proposals were to fund vocational

assessments and to provide supports to individuals in competitive employment. The committee has elected Chuck Isackes to be the chairperson.

All awards went to private non-profit agencies.

Region III - Kennebec and Somerset Counties

The Region III advisory committee has completed three meetings with much discussion centered on the format of the request for proposals. Their concern was that the process not be so cumbersome that it deterred responses from small businesses. A format was agreed upon and the request was issued on January 20th. The theme of the request for proposals is that successful job placement is believed to be a function of the supervision provided to the person who is handicapped at the job site. Proposals were to be submitted to the committee by February 20th. An early proposal submitted by Project LIVE in Gardiner was funded at the \$19,000 level. This project has had contact with thirty-two businesses to date. Additional proposals were funded with Mid-Maine Medical Center and Sebasticook Farms in Hartland. Each proposal was awarded \$15,500 and a total of 18 people will be employed.

Region IV - Androscoggin, Oxford and Franklin Counties

The Region IV advisory committee has had two meetings and, like Region III, spent a large portion of their time on the format of a request for proposals. It appears that they will use the model proposal drafted by Region III committee. This committee is focusing on work opportunities in a hospital setting and on a college campus. Technical assistance has been sought from two successful programs elsewhere in the state, specifically Maine Medical Center and Bowdoin College. The deadline for proposal submission in Region IV is March 25th.

Awards will be made to SAD #9 Franklin County Adult Basic Education Program; Pathways, Inc. of Lewiston; Nezinscott Guild of Turner; Poland Adult Basic Education; and Mechanic Falls Adult Basic Education.

Region V - York and Cumberland Counties

The Region V advisory committee is a large and active one. Given current resources, this committee believes that on-the-job supervision is a critical service need. Job development can be accomplished with existing programs. In order to accomplish their goals, the committee will issue a request for proposals which will be patterned after the Region III request. The deadline for submitting proposals is March 25. It is anticipated that proposals will be funded in both York and Cumberland counties. The chairperson of this committee is Linda Burden.

Awards to be made on April 7. Proposals have been received from: Nason College, Spurwink School, Maine Medical Center, Goodwill, Inc., Community Support Services of Saco, FOR Developmental Resources of Westbrook and a joint proposal from Portland Public Schools, Woodwards, Inc. and Work Opportunities Unlimited.

Region VI - Sagadahoc, Lincoln, Knox and Waldo Counties

The Region VI advisory committee has conducted three meetings to date. Discussion has centered on the need to educate the community on employment needs of the handicapped and the amount and type of supervision which is

needed to insure successful job placement. A committee member who has been successful at training and placing workers who are handicapped, Ron Crowe of Bowdoin College, is urging the development of a video tape which can be used to recruit potential employers. The committee will decide on the funding of the video tape at its February 18th meeting. This committee will also use the Region III request for proposals. Requests will be sent to agencies, schools, hospitals and colleges, towns and chambers of commerce and will be advertised in local newspapers. The response deadline will be March 15. Ron Crowe is the chairperson of this committee.

Awards have not been made. Proposals have been received from Independence Association in Brunswick; Elmhurst Association in Bath; Unity College; SAD 34 in Belfast; Coastal Workshop in Camden; and Coastal Economic Development Corporation in Bath.

The five case workers provided for in LD 1638 have been hired on a time-limited, project position basis. Positions were assigned to all regions of the Bureau, with the exception of Region I. The decision on placement of these project positions was based on caseload sizes. Region I having the smallest caseloads per case worker at this time. In most cases, the new positions were assigned a geographically specific caseload with the premise being to reduce all caseload sizes so that all caseworkers would be able to respond to the needs of the new aging out referrals. Some regions, however, have assigned a specific aging out caseload to the new position. The Bureau of Mental Retardation has received 422 new requests for services for school age children during the 18 months ending in December 1985. Most of these referrals have been for services to the aging out population. The five additional case workers have been crucial in responding to these requests for services.

In summary, there are now six active and involved regional committees set up to advise the Bureau of Mental Retardation on the training and employment needs of the young adults who are developmentally disabled. These committees, using a formal request for proposals have, or about to, awarded the \$300,000 to begin meeting the needs of the above population. All five case workers are employed by the Bureau and are allowing us to be more responsive to the needs of the aging out population than we could have been without them. We believe that all of this amounts to significant progress toward meeting the intent of LD 1638.