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IOWA'S COMPREHENSIVE PLAN TO COMBAT MENTAL RETARDATION

REPORT OF
THE TASK FORCE ON EMPLOYMENT

June 28, 1965

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IOWA'S COMPREHENSIVE PLAN TO COMBAT MENTAL RETARDATION

Task Force on Employment*

Edward K. Kelley, Chairman
Iowa Employment Security Commission

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INTRODUCTION

Employment for the mentally retarded must, obviously, be approached differently than for the non-retarded. If job success is to be attained, it is evident that much needs to be done in preparation of the retard for entry into the labor market. It was the consensus of opinion of the sub-committees that the retarded must obtain a grounding in the fundamental skills, or we might say, the "living" skills and an understanding of the world of work before training and job placement can be considered. Occupational orientation must begin, if possible, during the formative years. For this, the responsibility lies with special education programs, training and evaluation centers, or other Government or community sponsored programs.

In order to most effectively reach its objective, the Task Force on Employment was set up in two divisions of four sub-committees.

DIVISION I.	TRAINING	Sub-Committee for On-The-Job Training
		Sub-Committee for MDTA Training
DIVISION II.	EMPLOYMENT	Sub-Committee for Sheltered Employment
		Sub-Committee for Competitive Employment

The problems encountered by all of the sub-committees were:

1. The necessity of devising a feasible plan for both urban and rural areas.

2. The necessity of devising a feasible plan for both the educable and the higher functioning trainable retard.

Fortunately, areas of mutual agreement by the four sub-committees were established:

1. The necessity for regional evaluation and work adjustment centers, adequately staffed. This includes work-study programs.

2. Industrial surveys must be made to determine the availability of jobs for which the retarded can be trained or in which they can be placed.

3. That agency coordinators must be assigned to prevent duplication of services.

4. That training must be done at the community level.

5. That the mentally retarded be included in Government training programs wherever and whenever possible.

Following are the findings and the tentative recommendations of the sub-committees. It is the wish of this Task Force that much can be done to up-grade the mentally retarded in the field of employment.

Edward K. Kelley, Chairman

FINAL COMMITTEE REPORT FOR ON-THE-JOB-TRAINING

A. Importance

On-the-job training is that training which allows the employer to participate in the vocational preparation of an individual (employee). For the mentally retarded it is considered an important "transitional device" that allows him an opportunity to perfect vocational skills in specific areas, adjust to day-to-day work procedure (including fellow employees, immediate supervisors and/or the employer). In addition, the employer and other supervisory personnel, during this period of adjustment, are in a position to gain greater insight into the mental retard's particular problem and constructively offer assistance.

B. Problem

On-the-job training in the area of mental retardation is a service that has not been widely used in the state. The Division of Vocational Rehabilitation independently and in conjunction with a number of special education programs have developed on-the-job training programs as a service to a number of retarded clients. However, it is assumed that most on-the-job training programs with the mentally retarded group have been developed in metropolitan areas.

C. What Needs To Be Done

In that on-the-job training is considered to be an extremely important facet in the mental retardate's vocational program, it is the consensus of opinion that the mental retard must

obtain a "grounding" in the fundamental skills before training (on-the-job) and placement can be considered. This preliminary background, of one may use this terminology, would be obtained through Special Education programs, Evaluation and Work Adjustment Centers, private training programs, and any vocational training programs offered by the government, e.g., MDTA and other programs now in the process of being developed. It is believed that such intensive preparation will allow the mental retarded greater opportunity to develop both vocationally and socially thus assuring him greater success for any on-the-job program and final placement.

In addition to obtaining vocational skills, it is further the opinion of this group that any training (in this case on-the-job) should coincide with alleviating the client's "social problems" should they exist. It is felt that one of the mental retard's greatest problems upon leaving home for vocational preparation and placement is his inability to handle problems of a social nature. Thus, the "social area" must be given equal priority to that of obtaining vocational skills. Certainly, if the mental retard cannot function socially he is not going to function vocationally.

To continue, agencies and employers (including the general public) are generally ill-informed of the problems involving the mental retard. Too often agencies and employers have formulated ill-founded, preconceived notions and images of the mental retard which has led them to believe there is nothing the agency or employer can do to assist in solving these problems. Unless we obtain the cooperation and coordination of agencies and employers (multiple agency approach) the retard will not be trained and placed. These

appear as our first line of defense and it is safe to say that no single agency or person has the power to effect a vocational solution in the area of mental retardation. Thus, it is imperative that steps be taken to educate agency personnel and the employer group.

Because we live in a rapidly changing society and are cognizant of the employment difficulties experienced by our general work force due to technology, it is imperative that evaluation, training, and placement be a continuing process. Certainly a retard may hold a job for months or even years, but finally be forced out of employment because of a new machine, a new method. The question arises whether he will be able to make the transition to another vocation without assistance. No doubt some will, others will experience a great deal of difficulty. In these cases, the mental retard will need assistance, probably in the form of re-evaluation, re-training, and replacement. Such may happen a number of times during the mental retard's working career and we must be prepared to assist him accordingly.

We do not believe there should be a distinction between the rural and metropolitan areas as everyone has a responsibility toward the habilitation and rehabilitation of the retard. Although a metropolitan area may offer a variety of training program and job opportunities, the rural areas should be utilized not only for evaluation and training centers, but be developed for on-the-job training programs and permanent placement of the mentally retarded.

D. Action

a. Evaluation and/or work adjustment centers should be established on a regional basis, perhaps using the county (or a

number of counties depending upon population) as a unit, similar to the development of special education programs in the state.

b. It is recommended that professional personnel be assigned to each of these units. For example, such personnel could consist of a rehabilitation counselor and social worker, the prime responsibility of each being to assist the mental retard both vocationally and socially. Developing community and employer relations (including training for the employer and agency personnel) may well be a part of the tasks to be performed by this office. However, coordinating the retard's vocational and social needs with evaluation, work adjustment and training programs (including on-the-job) would be foremost.

c. It is important to conduct an industrial survey and job analysis in each community to determine opportunity for on-the-job training programs. This could probably best be handled by the Iowa State Employment Service and should be on a continuing basis to maintain contact with new industry and those industries that are going out of existence because of technology.

d. Every means must be taken to coordinate the activities of those agencies who have a responsibility to the mentally retarded.

e. It is imperative that a more accurate testing program for the mentally retarded be developed.

f. Governmental agencies in the process of constructing training programs should include the mentally retarded individual.

g. A program for training should be set up on the community level for agency personnel and employer groups.

REPORT OF THE SUB-COMMITTEE ON M.D.T.A. TRAINING

THE PROBLEM

Stigmata. A deterrent to the establishment of training for the retarded in Government sponsored programs is undoubtedly the stigma attached to retardation. This, of course, is the result of public, and, deplorably, in some cases, professional understanding of the potential of certain retarded individuals.

Criteria for Selection. Regulations governing the selection of trainees for MDTA and other Government programs have been such that many of the younger retarded cannot qualify for the programs, e.g., priority is given to unemployed or under-employed head of family.

Lack of Support. Until very recently, very little had been done by community groups or professional organizations to promote such training for the retarded.

WHAT IS BEING DONE

Investigation reveals that there is nothing in the Federal law covering training under the Manpower Development and Training Act which would exclude the retarded from participation in the program. In fact, a few retarded individuals have been, intentionally and unintentionally, included in the training but little follow up has been done to determine what vocational success they have achieved as a result of the training.

This sub-committee, perhaps prematurely and perhaps not, has, with the cooperation of Glenwood State School, arranged to set up as a pilot project, an MDTA training program for institutionalized and non-institutionalized retards, using certain facilities of the school. Equipment will be purchased, and a Coordinator, Instructors, a Psychologist, and Clerical Staff will be employed using MDTA funds. A resume of the program follows this report.

It is the hope of the sub-committee that this program will demonstrate to other agencies and organizations the feasibility of such programs for their communities. The sub-committee is in full agreement with the other sub-committees that training should be given at the community level where, probably, more can be accomplished in the areas of social adjustment, but we must not ignore the need for training, also, for the institutionalized retard.

WHAT NEEDS TO BE DONE

Community organizations should be made aware of the availability of MDTA training and, should it appear practical, representatives of the program should be contacted to assist and advise in the implementation of training.

ACTION

1. Pre-vocational evaluation should be done to determine that the retarded individuals are capable of participation in a vocational training program.

2. An industrial survey should be made to determine that there is a need for trained individuals in occupational areas compatible with the vocational potential of the retarded people to be trained. This can be done by the State Employment Service.

3. The proposed project should be submitted to the manager of the nearest office of the Iowa State Employment Service. In turn, the MDTA Coordinators from the Iowa Employment Security Commission and the State Department of Vocational Education will be advised.

GLENWOOD STATE SCHOOL
GLENWOOD, IOWA

TO: J. O. Cromwell, M.D.
Director
Division of Mental Health

FROM: Leonard W. Lavis, ACSW
Superintendent
Glenwood State School

Members, State Board of Control

RE: MANPOWER DEVELOPMENT AND TRAINING
ACT PROGRAM

DATE: March 20, 1965

A Request: Glenwood State School requests authorization from the Director of Mental Health and the State Board of Control to develop a MANPOWER DEVELOPMENT AND TRAINING ACT (M.D.T.A.) project to train young mentally retarded men and women ages 18 and above for employment in jobs which would be available to them in the State of Iowa if they were properly trained.

Background
Information:

In the latter part of 1964 Mr. Edward Kelley, Chairman of the Task Force on Employment of the Iowa Comprehensive Plan for Mental Retardation set up a sub-committee chaired by Dr. Albin Benander to give consideration to the possibility of training the mentally retarded under the M.D.T.A. This committee requested that the Glenwood State School cooperate with them in their review of the matter. As a result sub-committee meetings were held at Glenwood State School on December 8, 1964 and January 19, 1965. Selected staff members from the Institution participated in the committee deliberations. This sub-committee determined:

- a. That there were job openings in service fields available in the area that could be adequately filled by mildly retarded young adults if they were properly trained to do the work.
- b. That there were a sizeable number of mentally retarded young men and women in Iowa over 18 years of age with I.Q.'s of 60 and above that were unable to enter the labor market because they lacked specific vocational training in those service jobs in which employment was available.
- c. That the Glenwood State School was well equipped by the nature of its on-going program and staff, to serve as a training center supported by M.D.T.A. funds to train these retardates for the work opportunities available.

In view of these findings the sub-committee suggested that not only were M.D.T.A. programs appropriate to the mentally retarded but that Glenwood should proceed at once to set up an experimental project.

As a result of this committee's work Glenwood State School proceeded immediately to explore the possibilities and then further to develop a tentative program of training. In so doing, the institution was given direct guidance and assistance by the Department of Public Instruction, Division of Vocational Training and Division of Vocational Rehabilitation and by the State Employment Service.

Basic Philosophy and Objective:

The primary purpose of this special training project would be to prepare the students for full time employment in available community jobs. Following a basic orientation and pre-vocational experience of approximately 4 to 6 weeks, the student would be assigned to 1 of the 4 vocational training areas for approximately 24 weeks of intensive training. Course content would include lectures, demonstrations, practical application, and work experience. While the Institution might receive some limited service from the students particularly in the closing weeks of the course---training of the student and not service to the institution is the objective.

Proposed Training Program:

Training Areas: The training areas considered most appropriate at this time would include (1) Laundry Workers, (2) Dietary employees, (3) Attendant or Hospital Aides, (4) Service Station or garage attendants. Tentative curriculum guides for 30 weeks of actual training have been developed for each of these areas of training.

Student Recruitment and Selection: Up to 12 students could be trained in each of the four training areas-- 48 students in all. All students would need to be approved for training by the Employment Service. If necessary to get the program started as many as 24 students in the first class could be recruited from the in-patient population at Glenwood State School. A somewhat lesser proportion of in-patients would be anticipated in future classes. The remaining students would be recruited, screened, and recommended by the Vocational Rehabilitation Division. This Division would work in cooperation with special education, Social Welfare, and other interested allied

agencies. With the growing programs of secondary education for the mentally retarded it is anticipated that a majority of the candidates would be graduates of local high school programs. It is clearly understood that final selection of the class will be made by the training center (Glenwood State School) from candidates eligible for certification by the Employment Service.

Training Staff, Equipment and Supplies: Our tentative plans call for seven full time staff positions to be financed fully through the M.D.T.A. grant. These include: (1) Program coordinator, trained in counseling and guidance or vocational education and who has considerable experience in working with the retarded. Salary range \$7500 - \$10,000. (2) Four trainers, one in each of the areas of training to be emphasized. These trainers would be skilled in their area and have the ability to train, teach and help the students to make the transition from training to work outside of the institution. Their salary would range from \$5000 to \$7500 per year. (3) One psychologist trained in psychological testing and counseling. Salary range \$6500 to \$8700. (4) One secretary. Salary range \$3360 - \$3840.

While the actual M.D.T.A. staff is limited to 7 persons it should be recognized that the student will have the benefit of service from many other members of the full time employees of the Institution. Departmental Heads and their staff will be called upon to play significant roles in the lectures, demonstrations and on the job training. Many other staff members will be involved directly and indirectly in the students' daily living program which will supplement and support the special training provided. The Institution will also be directly responsible for the recruitment, hiring, supervision and instruction of the project staff. They will be institutional employees under the direction of the Superintendent and those department chiefs which would be appropriate.

For the first class, equipment and supplies could run as high as \$20,000, this, however, would include considerable expenditure for major non-expendable equipment which would be available for future classes. Equipment purchased by M.D.T.A. does not become the property of the Institution.

Tentatively, then, the M.D.T.A. funds involved for the first class could run in the neighborhood of \$65,000 to \$70,000. Future classes would cost somewhat less because major equipment needed would probably be available.

Student Housing: The Institution is in a position to provide very adequate housing in separate facilities or ward areas for both male and female students. The Institution would have to assume responsibility for all ward supervision and cottage life activity. Responsibility would also have to be assumed for laundry, food service, student recreation, religious participation, medical and related medical services. However, much of these responsibilities could be developed with heavy emphasis and utilization of community facilities and services. The M.D.T.A. grant, however, would not provide specific funds to the Institution for these related services.

Training Allowances: A training allowance of \$5 per day can be paid by the Employment Service to each trainee. We suggest that each student pay \$30 per week from his allowance. The remainder to be used by the student for clothing and miscellaneous expenses. Students and parents would have to sign an agreement to do this prior to acceptance in the program. The State Vocational Rehabilitation Division has also offered to pay the difference between the allowance payment which would be made to the institution by the student and the regular monthly per patient cost at Glenwood. The students would also be given an allowance from M.D.T.A. funds for one round trip ticket from their homes to Glenwood State School.

Advisory Committees: It is strongly recommended and this institution concurs that nonpaid citizens advisory committees be set up as a part of the program. These committees composed of non professional and professional persons closely allied to education, training and the service fields under consideration would assist in the development of the project proposal, would give guidance on curriculum development, student recruitment and selection and training. They would also play a significant role in assisting in the employment of the students upon the completion of training. A major advisory committee would be appointed first to aid in the development of the overall grant request. Then sub-advisory committees, 4 to 6 members, would be set up to develop the detailed aspects of programming for each of the four training areas.

Job Placement of Trainees: The State Vocational Rehabilitation department has agreed to assume responsibility cooperatively with the employment services for the placement of students upon graduation into suitable jobs. Glenwood will assist

by preparing complete files on each trainee. Glenwood would assume no continuing responsibility after graduation day. In fact, each student would either go directly to his new job or return to his home to await job placement.

Inter-Agency
Cooperation &
Coordination:

From its inception, this project has been blessed with an outstanding degree of cooperation from and coordination with related agencies. Preparation of the proposal for submission and its implementation will call for continued cooperative action. The related agencies have pledged their full support. While this project will be administratively the responsibility of Glenwood State School, we will receive continuing advice and supervision of the teaching program from the Division of Vocational Education. Glenwood can withdraw from the project at any time it desires, or the project or parts of it would be discontinued if there are no eligible students for training, or if job vacancies for their skills would no longer exist.

Steps to
Implement:

1. Board of Control approve for Glenwood State School to engage in the M.D.T.A. project.
2. Securing a form M.T. - 1 entitled "Notification of Occupational Training Needs - Iowa State Employment Service."
3. Formulation of major advisory committee.
4. Development of Major O.E. 4000 and back up sheets 4014 - (Division of Vocational Education). This is an overall budget and program description which must be approved at State, Regional and National level.
5. Development of sub-advisory committees. (Occupational Advisory Committees)
6. Development of a minor O.E. 4000 and back up sheet 4014 for each of the occupational training areas (approval again at State, Regional and National level required).
7. Receipt of forms MT-II from Employment Service (this is a summarization and approval of cost).
8. Recruitment of Students.
9. Employment of Project Staff.
10. Initiation of courses (Fall 1965).

Special
Problems &
Questions:

1. How can funds received from the M.D.T.A. Project and patients allowances and the excess employment by vocational rehabilitation be handled so that they will not be received simply as cash income. Unless this can be handled in such a way as to make these special funds available to cover the cost of the training project, the institution could not proceed. We must have the use of these special funds for this project above and beyond our regular appropriation to implement this program.

It would be desirable to have an entirely separate and special fund set up outside of the regular budget to maintain a careful and separate accountability of such transactions. Could some special revolving fund be set up for the payment of initial and subsequent bills which would be reimbursed out of M.D.T.A. and which would not involve our regular appropriation.

2. Is there any way that these project students could enter the program without having to become regular in-patients of the institution. In-patient status is viewed by many as a serious drawback.

3. Could Glenwood State School expand its service field to include retardates with I.Q.'s of up to 80 or 85 for this special project only.

4. M.D.T.A. funds are limited to cover only the cost of specific job training. Would it be possible to utilize a proportion of the income from student allowances and Vocational Rehabilitation supplemental payment for salaries of employees to provide those services that pertain to the 24 hour a day cottage life, counseling and related service needs which exist? Perhaps we could apportion this income under the same formula used to disburse other cash income over Support, Salaries, RR&A and Equipment. If they were not admitted legally as in-patients we could hold parents responsible for major medical expense if it would occur.

If these special problems can be resolved the Glenwood State School strongly recommends the project be implemented. This institution has long recognized the need to better prepare young retardates for the work-a-day world. This program could help fill the void between community education and training and full time paid employment.

RECOMMENDATIONS OF THE SUB-COMMITTEE ON SHELTERED EMPLOYMENT OF THE TASK FORCE ON EMPLOYMENT

THE PROBLEM

According to the best information available, there could be approximately 8,400 mentally retarded people in Iowa who could use the services provided by or through sheltered employment.

Initial results of the questionnaire mailed to the ten currently operating sheltered workshops in Iowa reveals that the eight workshops answering reported serving only 288 mentally retarded people in 1963. This was only 35% of the total number of people served in the workshops.

Stated another way, the problem is to increase employment opportunities for the mentally retarded in sheltered workshops.

RECOMMENDATIONS

The first step in successful counseling and placement is determining the vocational potential of the retarded individual. This may call, and usually does, for a complete diagnostic review, job sampling and specialized tests. Then, as the individual's capabilities are learned there should be a range of community resources to which the retarded might go: Activities Center; Evaluation and Adjustment Center; Training Center; Sheltered Workshop; or competitive employment.

Sheltered employment for the mentally retarded, as employment for the so-called "normal" person, does not begin in the sheltered workshop. The solution must at least be attempted much earlier. Evaluation, social and

pre-vocational training should begin in the school years. Special education should be expanded to provide these transitional activities so that the individual retarded is somewhat prepared to move along to further more definitely work-oriented programs.

Such joint programs as the North High Work Study Program in Des Moines provides most of this type of services. However, if at least an introductory approach to job orientation and "socializing ability" could begin a few years earlier, such work-study programs would be more readily adaptable for the retarded and more productive for him and the joint coordinated staffs operating the program.

For the more severely retarded, such as those in our state hospitals and special classes conducted by county associations for the retarded, job orientation and "socializing ability" should be begun as early as possible. There are many retarded persons in our state hospitals who should not be there--and would not be there if adequate vocational evaluation, social and pre-vocational training, and adjuvative services were provided.

WHAT NEEDS TO BE DONE

It is obvious that sheltered employment opportunities for the retarded must be expanded in order to provide more and better employment and job training for Iowa's mentally retarded citizens.

It is our recommendation that sheltered workshops be established throughout the state on an "area basis." This could be done in a somewhat similar manner as the proposed regional community colleges or vocational high schools.

It is our considered opinion that excellent activities centers should be established in conjunction with area workshops.

In rural areas, where there is no city with a population of 50,000 within a 50 mile radius, housing facilities including boarding should be provided. It is extremely important for the mental retard to leave the parental home in order to obtain the necessary opportunities. In fact, it is desirable to have not only dormitory and boarding facilities (properly staffed) for transient evaluatees and trainees, but to have properly constructed and staffed apartment facilities in conjunction with sheltered workshops. Both of these can now be done through low cost FHA loans and through existing Federal programs.

ACTION

1. Keeping retarded youngsters in school until 21 years of age if necessary.
2. Providing vocational rehabilitation counselors for at least each high school district to work cooperatively with additional special education people.
3. Expand work-study programs in high schools.
4. Provide full time vocational rehabilitation counselors at state hospitals along with establishing vocational rehabilitation units at the hospitals.
5. Legislative authority should be given to DVR to enable them to use private funds to match Federal funds for construction, equipping, and initial staffing of workshops, as well as expansion of existing workshops.
6. The addition of a full time workshop consultant on the staff of DVR.

7. Coordination and cooperation between existing organizations such as: Iowa Association for Retarded; United Cerebral Palsy; Mental Health; Goodwill Industries; etc., and DVR as well as their local or regional planning associations.

8. Architectural guidelines for construction of workshops.

9. Assistance by the Employment Service and DVR in obtaining and training professional and administrative staff people for sheltered workshops.

10. Guidelines for selection of administrators of sheltered workshops and assistance in their training, not only on an initial basis, but on a continuing basis.

11. Additional funds for DVR through legislative action. We must appropriate more state funds for DVR in order to obtain additional Federal money. The additional funds could be used for staff and matching "seed money" to stimulate workshop construction and for support of workshops through training fees.

12. Establishment of, at least, 10 more sheltered workshops. These workshops should be multi-disability workshops in which the retarded can be served along with other types of handicapped people. Recent studies have shown that the retarded advance more rapidly and perform better in a multi-disability workshop.

13. Evaluation, adjustment, job-training and job experience will be of no value to the retarded unless it is aimed at a job or jobs which are available for the retardate. The cooperation and coordination of such agencies as DVR; Employment Service; Governor's Committee on Employment of the

Handicapped; and others is essential in this determination. Our college and university staffs may be of assistance in this area.

14. A state appropriation of adequate funds for an Executive Secretary of the Governor's Committee on Employment of the Handicapped and the operation of that office is essential. This office along with the others stated in No. 13 should do another vital part of the whole employment program--that of preparing a receptive and positive public and employer attitude toward the employment of qualified mentally retarded persons in competitive employment, which is the ultimate goal of a sheltered workshop program. Our state government must consider hiring the mental retarded for state jobs, especially in its institutions and offices.

15. A staff person of DVR should be appointed as a coordinator for all work for the retarded in Iowa.

16. Since any sheltered workshop doing an adequate job with moderate or severely retarded and other handicaps must have a subsidy, Boards of Directors; Community Chests; United Campaigns; and communities must be educated to accept the fact that these subsidies are essential and must be provided. The more extensive and professional, and the more severely handicapped served, the higher the subsidy must be.

SHELTERED WORKSHOPS IN IOWA

Production, Inc.
419 Valley
Burlington, Iowa

Linn County Association for Retarded Children
% Mrs. Frank Snider
2042 Franklin Avenue, N. E.
Cedar Rapids, Iowa

Council Bluffs Goodwill Industries, Inc.
213 South Main
Council Bluffs, Iowa

Scott County Sheltered Workshop
1016 West 7th Street
Davenport, Iowa

Easter Seal Workshop
2920 30th Street
Des Moines, Iowa

Goodwill Industries of Des Moines, Iowa
325 East 5th Street
Des Moines, Iowa

Dubuque County Association for Retarded Children
1533 Central Avenue
Dubuque, Iowa

Sheltered Workshop
Mason City, Iowa

Wall Street Mission Goodwill Industries
312 South Wall Street
Sioux City, Iowa

Clay County Association for Retarded Children
Spencer, Iowa

Goodwill Industries, Inc.
710 Lafayette Street
Waterloo, Iowa

REPORT OF THE SUB-COMMITTEE ON COMPETITIVE EMPLOYMENT

BACKGROUND

In developing a comprehensive plan to combat mental retardation, the Employment Task Force felt it could serve its purpose better by creating four sub-committees. Two of these committees were concerned with placement, and the other two committees were concerned with training. Placement was divided into competitive and sheltered. Training was divided into MDTA and On-the-Job, etc.

The members of the sub-committee of competitive placement met on three occasions. The initial meeting established a common terminology as well as a foundation of assumptions which we felt must be agreed upon prior to attempting any kind of assessment which might lead to specific recommendations. Our group assumed initially that restrictions in competitive employment for the mentally retarded (M. R.) are mainly due to and will continue to be due to the lack of pre-vocational and vocational training for such individuals. We next assumed that the M. R. should be upgraded into the level of employment that he will derive the most satisfaction in. We felt that this can be accomplished only by early identification and programming in the formative years followed by intensive evaluation. This should include multiple work experiences, limited exposure to simulated situations, crystallization of the job objective, a pre-training situation on the job and continued training on the job thereafter, until competitive norms can be met. It is within this framework that our sub-committee chose as a point of departure in discussing what has and must occur if such persons are to find their place in competitive employment.

I. PROBLEM

To assess efforts in the placement of the Mentally Retarded in the competitive labor market and to recommend any action which might be necessitated from such an assessment.

The sub-committee thought of the Mentally Retarded in the context described in Project News 10/1/64, by the Committee on Definitions. Their description was "children or adults who as a result of inadequately developed intelligence are significantly impaired in their ability to learn and to adapt to the demands of society."

The sub-committee thought of the competitive labor market as any set of tasks, job or position which: (1) paid an equivalent wage to all who applied, this wage being somewhat standard throughout the region for similar type of work, and which (2) an employer would not hesitate to hire the best qualified applicant at time of the vacancy and replace such an individual if one of the better qualifications were available.

A. Extent of the problem:

The most popular figure of incidence lists 3% of the existing and future population as being effected by retardation.

Nationally, this would involve 5,500,000 individuals. Of this number, approximately 150,000 are in either public or private institutions. The projected incidence in Iowa is 84,000 such individuals with less than 3,000 in public institutions.

Of this 3% of our population, it has been estimated that 2/3 are capable of employment in the competitive labor market.

II. WHAT IS BEING DONE

Several studies, (1) (2) (3) concerned with the type of jobs held by the M. R., were reviewed. Although these studies indicated roughly 30% were employed in service occupations, the remaining 70% were found in a diversity of employment. These situations included: Clerical and Kindred, Sales and Kindred, Agricultural and Kindred, Unskilled, Semi-Skilled, and Skilled employment.

A. For the most part, these employment situations resulted from involvement of public schools, the Division of Vocational Rehabilitation.

B. Private trade schools have (usually unknowingly) graduated several M. R. from such training programs as body and fender, and gasoline and diesel mechanical areas. At least one trade school has adapted its auto body and fender training program to include the M. R. Competition of such training usually insures a graduate of placement.

C. Employers have trained the M. R. on specific jobs within their concerns through funds provided them by various agencies, mainly DVR. These trainees usually remain as employees within such concerns.

D. On the whole, competitive employment situations are arranged for an individualistic basis that is with a specific M. R. and a specific employer. Very few types or classifications of employers

have, as a group, committed themselves to the hiring of the M. R. One exception does exist, however, and could serve as an example. The United States Civil Service Commission on 12/31/64 (4) opened several doors into Federal Employment by dispensing with job examinations which placed the emphasis on reading ability. State DVR agencies must, however, certify that the individual M. R. can fill the job in question.

E. MDTA programs have been established and although most programs exclude the M. R., exceptions have been made. It is felt that with these exceptions, guidelines could be established to structure a more realistic program for the M. R. Reports indicate that placement of the MDTA trainee has been satisfactory.

III. WHAT NEEDS TO BE DONE

The sub-committee feels that what has been done at this point in the placement of the M. R. in the competitive labor market has resulted from individualistic intervention by some persons or agencies with individual employers. This tends to result in placement of the M. R. in competitive employment as being the exception rather than the rule.

A. It is felt that placement reputations of trade schools be taken advantage of. Realizing that curriculum adjustments might be necessary, if such schools are to serve the M. R., this area should be investigated to see if such revisions could be made to graduate the M. R. without damaging the reputation of the school.

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B. MDTA or similar programming should be extended to include the M. R., thus, take advantage of the placement reputation which such trainees have apparently built up with employers as a result of this training.

C. Research in area of business and industry centered around employee selectivity criteria. It is evident that personnel tests deny jobs to many individuals who would be able to handle the job in question. For instance, jobs exist which require no reading ability. These same jobs are denied due to inability to score adequately on tests requiring reading.

D. Broad employment areas should be opened to the M. R., U. S. Civil Service (4) could serve as a prototype. These would include State Merit System, all subdivisions of the Chamber of Commerce such as Manufacturers Association, Retail Merchants, the Industries Councils, Restaurant Association, Park and Governmental Commissions at the National, State, and Local levels, etc.

E. It was felt that any post high school, public trade type training program which could be established by the state or local school systems would be looked upon with favor by employers as a whole. The thinking here is compatible with that of the Department of Public Instruction in establishing regional centers for such purposes.

F. There is a question whether or not employers should receive more extensive financial remuneration in training the M. R. on specific jobs. Apparently DVR is or has been accustomed to paying

a \$20.00 weekly tuition fee. Perhaps a study, in detail, depicting differences of training techniques, length of time involved compared with a person of normal intelligence, etc., should be undertaken.

IV. AREAS OF ACTION

In order to implement action on meeting the aforementioned needs of the M. R., the sub-committee on Competitive Placement felt several programs must be initiated.

1. State direction and oversight

It is obvious that no single agency speaks for or is responsible for oversight of this disability group. Many existing agencies provide token service, in specific areas for some, however. The major excuse for not extending these services seems to be one of inadequate funds. It is obvious that the main handicapping condition of the M. R. is the inability to reason abstractly and to verbalize feelings and problems which usually are abstract. This results in poor communication in attempting to determine their own needs, let alone formalizing action to meet these needs.

Perhaps a separate state department or division could provide this oversight and direction. This agency would require all or summary information from all areas serving the M. R., that is, physicians, schools, sheltered workshops, DVR, ISES, etc. They could impart this information to agencies as they become involved. There would perhaps be personnel assigned to see if complete programming is offered and

arrange programming for the M. R. in services which are needed but not provided by agency serving the person at that particular time. Such an agency would have the authority, which multi-agencies presently lack, to open broad areas of employers and employment situations to the trained M. R.

2. Regional Centers

The common assumption prevailing among workers in the field of mental retardation is that the earlier the identification can be made and programming started the better will be the end product. Several diagnostic centers in Iowa have demonstrated the ability to diagnose early. Several school systems in Iowa have demonstrated the ability to adequately educate and program from an early age through high school. These seem to be the exception rather than the rule, however. The financial obligation to less populated areas seems to be too extensive to offer equivalent services to this group. It would appear that regional centers, say six geographically equivalent centers, could be instigated which would provide diagnostic services, education, rehabilitation, workshops, and employment.

It would be from such centers that complete programming could evolve. In addition to those mentioned, regional centers could provide post high school programming, academically, (basic skills) socially and vocationally.

V. SUMMARY

The sub-committee on Competitive Placement assessed placement efforts in the competitive labor market as it concerns the mentally retarded. Areas of need were indicated with suggestions as to how these needs can be met. Programs have demonstrated the need as well as the way to effect this entity. This has and continues to be on a piece meal basis, much more the exception than the rule. Inasmuch as these people have not and probably cannot speak for themselves, a department should be employed at the state level for this purpose. This department should carry the authority and prestige needed to bring the M. R. into competitive employment.

1. Vocational Rehabilitation Administration, Washington 25, D. C. report of "Mentally Retarded persons rehabilitated by job or occupation at closure, fiscal year ended June 30, 1958."
2. Strickland, Conwell G., Job Training Placement for Retarded Youth. Exceptional Children. Volume 31, No. 2, October, 1964, Pp. 83-86.
3. Fraenkel, W. A., The Mentally Retarded and Their Vocational Rehabilitation-- A Resource Handbook." National Association for Retarded Children, Inc., 386 Park Avenue South, New York 16, New York.
4. United States Civil Service Commission, Federal Personnel Manual System Letter, Attachment A 339-A, Washington, D. C., 20415.

November 2, 1964

Mr. Leo Perlis, Director
AFL-CIO-CSA
815 16th Street N.W.
Washington 6, D. C.

Dear Leo:

I have been asked to serve on a committee to help develop a comprehensive plan for the mentally retarded in Iowa.

This plan is to be submitted to the Federal Government as an application for funds to be used in developing a program to help the retarded children and adults of Iowa.

It is to be an all inclusive program designed to provide facilities, personnel and the various services that would benefit the mentally retarded.

I am on a committee that is charged with the responsibility of drawing up a competitive placement plan under the employment task force in developing a comprehensive plan to combat mental retardation.

Our committee met Friday, October 30, 1964, and discussed various phases of the type of plan we should develop for the training and job placement of the mentally retarded.

The question was raised about organized labor's position in a program such as this.

The Iowa State Vocational Rehabilitation Department has made the statement that they find that job training on the job is the best approach in preparing the retarded for jobs.

You probably know that each mentally retarded person is affected differently. This makes it very difficult to set up training center programs to prepare them for jobs. That is why on the-job- training for them works out best.

The retarded require more supervision while training them to do certain jobs. It requires a lot of time and patience in handling these people. You can teach the retarded by leading them but you can't accomplish anything by pushing or crowding them.

Some of them are able to do a difficult job with ease but a very simple operation may be very hard for them to learn. They are generally good on repetative operations, they seem to gain great

satisfaction in being able to perform tasks and work like other people. They seem to get more satisfaction and feel more dignified from their accomplishments than normal workers do.

Several questions were asked on how organized labor would react to a program of placing the retarded in employment. Would they insist on carrying out the minimum wage law requirements, especially during training periods, and for those who for example would never be able to earn more than seventy-five to eighty-five cents per hour?

How would labor react to the payment of fees to an employer to help defray costs of training the retarded? What problems would arise in regards to union contract requirements with the retarded? How can we best get the cooperation of organized labor in a program for the job placement of the retarded?

Leo, we have a good committee, the members can see the value of the retarded being able to work on jobs that go beyond the monetary value that they receive. They wish to help the retarded, but they don't want to run afoul of organized labor in any program developed.

We had quite a long discussion of this problem, there are many fine lines drawn. Everyone admitted that many problems could arise unless everyone concerned had a good understanding of the program.

I was unable to state labor's position except to say that organized labor is strongly behind the idea of employing the handicapped. I was unable to make any statements as to what had been done by organized labor and management in any specific instances.

I recommended that organized labor leaders at all levels within the state be asked to participate in developing the program. I stated that labor would oppose any exploitation of these handicapped people. I also stated we would oppose the use of the handicapped in preventing family breadwinners from getting jobs.

I suggested that the continued rise of unemployment due to automation may create some problems.

Leo, as you well know, I feel very strongly in favor of helping the retarded to a better way of life in all aspects. I also see many serious problems that we now have regarding unemployment and I can foresee many more arising in the future. We gain nothing when we help one group and injure another group by so doing.

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Mr. Leo Perlis, continued

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Leo, I am at a point where I need some good sound advise on how to approach this problem in a realistic manner. I would appreciate any and all information that you may be able to give me on this subject.

What have any unions done in this area?

What is organized labor's policy on problems of this kind?

Do you know of any specific projects that have been developed on programs for the physically and mentally handicapped that involve unions?

I would appreciate hearing from you as soon as possible so I can convey your thinking to our committee.

With best wishes, I am.

Sincerely,

James McDonnell
Labor Representative
on United Community
Services Staff

JMcD: mh

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