

Curtis Roberts / Educ

4/8

① T.A. on House side

Call  
Diana F.

SS submits WIM

→ Rehab 101

→ issue = allow VR to be tied to providers as well as private (Senatorial)

Then Q = isn't this a disincentive for private providers

→ issue = # people in VR system <sup>on SS/SSDI</sup> ~~in SS system~~

→ conflict bet S.S. + Dept of Ed system

→ Seemed interested in what we could do to prevent it going to bonding

② Transition from school to work

→ Conk draft report (1996)

→ Lifelong learning

July 11 / Ray U youth issues  
Curtis / Joe Swartz } Thinking of way it as bias

(3) NGA - ~~letter~~ letter

→ Educ is nervous about it

→ Looking for guidance



U. S. DEPARTMENT OF EDUCATION  
ASSISTANT SECRETARY  
SPECIAL EDUCATION AND REHABILITATIVE SERVICES

Cynthia,

Here's a draft report  
DPC folks were working  
on under Carol Rusco.  
It's really good.

I'd like to discuss  
this with you. The  
Task Force's Subcommittee  
on Youth plans to draw  
from it.

Take care,  
Curtis



U.S. DEPARTMENT OF EDUCATION  
OFFICE OF SPECIAL EDUCATION  
AND REHABILITATIVE SERVICES

CURTIS RICHARDS  
DEPUTY ASSISTANT SECRETARY

330 C STREET, SW  
ROOM 3006 SWITZER BUILDING  
WASHINGTON, DC 20202-2500  
CURTIS\_RICHARDS@ED.GOV

(202) 205-5465 V/TTY  
(202) 205-9252 FAX

3/11/96 DRAFT

*School To Work Transition  
Disability Policy Review*

*"We must not rest until America has a national disability policy based on three simple creeds: inclusion, not exclusion; independence, not dependence; and empowerment, not paternalism." - Bill Clinton*

# ***TABLE OF CONTENTS***

	<i>Page</i>
Introduction	2
Definition of Transition	3
Environmental Scan	4
Dependency versus Self-Sufficiency	4
Fatalism versus Consumer-Driven Services	5
Instructive Signs	6
National Goals for Youth with Disabilities	7
Federal Agencies Impacting Transition	9
Survey Limitations	9
Findings	9
The Federal Role in Transition	10
Domains of Independence	11
Components of Successful Transition	13
National Demonstrations	14
Policy Recommendations: A Framework for Change	16
References	20
Appendix A	22

9

## **Introduction**

Spurred by the government reinvention movement, a National Disability Policy Review was launched in November of 1994. Carol Rasco, Assistant to the President for Domestic Policy, along with individuals with disabilities and their advocates, stressed that an enhanced disability policy was needed and long overdue. The purpose of this review was to assess current federal policies and programs and make recommendations for change. Five work groups were formed to address critical issues facing individuals with disabilities. These groups were individually assigned to examine guiding principles of the review, accommodations, early childhood, employment of working age adults and school-to-work transition.

The School-To-Work Transition Work Group was charged with exploring issues related to the transition of youth to adulthood from education programs that serve people until they are 18 to 21 years of age, then developing policy recommendations targeting an optimum federal role in serving youth with disabilities.

The work group charter focused on four activities:

1. Reviewing and analyzing current data on the status of youth with disabilities transitioning from school to work and community living;
2. Reviewing and analyzing current legislative authorities and programs that impact on youth with disabilities;
3. Identifying and employing as models innovative practices that assist youth with disabilities to successfully transition from school to work and community living; and
4. Making recommendations for the alignment of Federal programs that impact on successful school to work and community living outcomes.

Members of the work group consist of representatives from the Social Security Administration, the Department of Commerce, the President's Commission for the Employment of Persons with Disabilities, School-To-Work, the Administration for Developmental Disabilities, the Department of Justice, Health Care Financing Administration and the Department of Housing and Urban Development. Based on the guidelines of the charter, the Assistant Secretary of the Office of Special Education and

Rehabilitative Services, Judy Heumann, convened a series of meetings to direct activities and produce the resulting policy recommendations.

The structure of this report will closely follow the activities delineated in the work group charter. First, by culling and adapting parts of existing definitions, a working definition of transition will be presented. This definition was critical for establishing the scope of our review. Second, an environmental scan showing the status of youth with disabilities will follow. Relevant statistics, programs and legislature were researched to illustrate outcome progress over the past 20 years as well as highlight areas of need. Third, the role of federal government in transition will be examined, including domains of independence and model transition programs. Viable policy options will next be presented. Finally, work group findings will be summarized and implications for future policy decisions will be discussed.

## A Definition of Transition

Based on existing definitions and work group input, the following definition of transition was affirmed:

**Transition is the movement of youth with disabilities, ages 14 to 25 years, into positive adult outcomes such as employment, independent or supported living, community integration and economic independence. Activities promoting this movement must be based on the individual's preferences and interests and include, but not be limited to, instruction, community experiences and the development of employment and other post-school adult living objectives.**

The utility of this definition is demonstrated when scanning data pertaining to transitioning youth with disabilities, especially when examining federal programs serving this population.

## Environmental Scan

### Vital Statistics- Pitfalls and Promise

The Americans with Disabilities Act of 1990 (ADA) identified equality of opportunity, full participation, independent living and economic self-sufficiency as key goals for persons with disabilities. Similarly, the Individuals with Disabilities Education Act (IDEA) of 1993 aimed to, "stimulate the improvement of the vocational and life skills of students with disabilities to enable them to be better prepared for transition to adult life and services." Research focusing on progress towards these goals have revealed both troubling and encouraging indicators relating to transition. Data generated through research, especially longitudinal research, illustrate both areas of progress and need.

Viewing these data, several patterns emerge which should be considered for future policy. First, opportunities for appropriate vocational skills training, belonging in school and community groups and promotion of self-determination for transition planning appear to have positive impacts on motivating student interest in schools. Second, current Supplemental Security Income (SSI) and Medicaid benefit systems appear to have negative effects on employment. Many recipients perceive that increased work means decreased income. Third, while some individuals with disabilities appear to have better transition outcomes, others do not. Youth and adults with severe emotional disturbances, for example, experience particularly poor outcomes.

Finally, there is a global need to improve planning and delivery of transition services. The Office of Special Education Program's monitoring of state educational systems show a frequent lack of transition planning in the Individualized Education Planning (IEP) process. As a result, too many students never receive the counseling, career education, vocational training and other services needed to make successful transitions from school to work. If employment outcomes are to improve, effective transition strategies and activities need to occur for all youth with disabilities. Only then may the goals of equal opportunity, full participation, independent living and economic self-sufficiency become a reality.

#### Dependency versus Self-Sufficiency

Promoting greater independence and self-sufficiency are key tenets of the Americans with Disabilities Act. Yet current statistics reveal that the vast majority of working age people with disabilities are unemployed. Many are dependent on federal income support and public health insurance. The following data illustrate some of the problems of

dependency among individuals with disabilities:

- Of 1000 surveyed working age adults with disabilities, 68% were not employed (Louis Harris and Associates, 1994).
- Of the working-age people with disabilities who are not working, 57% say that they would lose income payments, health-care payments and other benefits if they were working full-time (Ibid, 1994).
- In 1993, about 4.5 million individuals with disabilities received an average Federal Supplemental Security Income (SSI) payment of \$353 monthly. Less than 0.5 % of SSI beneficiaries leave the rolls in any year due to work. (SSA, 1994).
- Of the 32.2 million people under age 65 with disabilities, 26.8% are covered by public health insurance such as Medicare and Medicaid., Medicare and Medicaid. Only 7.9% of people without disabilities have public coverage. Adults aged 18 to 64 years with disabilities are five times as likely to be covered by public insurance plans as adults without disabilities. (LaPlante, Rice & Cyril, 1994).
- For more severe disabilities, public health plans increases as private coverage declines. Over half of children aged 5 to 17 years with self-care needs such as dressing and feeding rely on public health insurance. Almost two thirds of adults age 18 and over with self-care needs are covered under public insurance. About 393,000 people with self care or routine activity needs have no insurance, public or private (Ibid).

Promoting greater self-sufficiency among individuals with disabilities cannot be achieved without eliminating work disincentives. The possibility of losing health insurance and other crucial benefits discourages many from seeking work. Further, for those who are employed, opportunities to increase wages and earnings may be avoided for fear of losing these benefits. As the system currently exists, many potential workers remain unemployed and dependent, not because of laziness or indifference, but because working is simply not in their best interests.

### **Fatalism versus Consumer-Driven Services**

Many youth with disabilities leave school ill-equipped for employment and independent living. The drop out rates among youth with disabilities are especially troubling - more than a third of all youth with disabilities drop out of school, and rates are even higher among students with serious emotional disturbances, learning disabilities and mental retardation. (Hebblor, 1993; US Department of Education, 1994). Low wages,

unemployment, and incarceration are closely associated with dropping out of school (Wagner, Blackorby, Cameto & Newman, 1994; Lichenstein, S.J., 1993), yet such negative outcomes may be expected for many youth with disabilities unless effective transition services are delivered.

The transition needs of youth with disabilities require appropriate services according to individualized needs. However, data show that consumer-driven services are elusive:

- Only a third of youth with disabilities who need job training actually receive such training (Marder, Weschier & Valdes, 1993).
- Only a fourth of youth who need life skills training, tutoring, interpreting or personal counseling receive these services (Ibid).
- Contacts with vocational rehabilitation agencies, postsecondary institutions, job placement programs, employers, social service and mental health agencies is substantially less frequent for students with serious emotional disturbances (Cameto, 1993). Consequently, within three to five years after exiting school, more than half of all youth with emotional disturbances are arrested at least once (Newmann, 1991).

The absence of needed services and the bleak outcomes of many youth underscore the need for effective policies and programs. How to improve service delivery for all youth with disabilities is therefore a fundamental policy question.

### **Instructive Signs**

Signs indicating areas of need may lead to methods of improving service delivery systems for youth with disabilities. In addition, activities identified as having a positive impact on transition should be considered when developing policy recommendations. The following data signal both areas of need and activities associated with successful school-to-work transition:

- Students who had paid work experience during secondary school are more likely than students without such experiences to find jobs for pay after leaving school (D'Amico, 1991).
- Students affiliated with school or community groups have significantly lower absenteeism, course failure and drop out rates than students with disabilities who did not belong to groups (Wagner, 1991).

- Occupational vocational education may have a dampening effect on dropping out as well as benefiting other aspects of students' school performance. (Wagner, 1991).
- Students classified as learning disabled, emotionally disturbed or mentally retarded were spending more than half of their high school careers in academic courses, even though they were most likely to cite employment and vocational training programs as their primary post secondary goals (Newman, 1993).
- Interviews with students with learning and emotional disturbances who had dropped out of school showed that many were frustrated with academic classes and wanted to learn vocational skills which would help prepare them for future jobs (Destefano, Hasazi, McGinty and Topper, 1993).

Students with disabilities want better education and training opportunities to help them prepare for employment and independent living. To keep pace with the ever increasing technical skills required by the job market, more individuals with disabilities take advantage of postsecondary education than ever before: In 1978, the percentage of full-time college freshman reporting disabilities was 2.6%; in 1991, this figure more than tripled to 8.8% (American Council on Education, 1992). Still, there is much room for improvement.

Studying progress and pitfalls helps us better understand the complexities of transition for youth with disabilities. By learning from these signs, educated choices may be made to improve transition service delivery and to assist all youth attain national goals.

### **National Goals for Youth with Disabilities**

On March 31, 1994, President Bill Clinton signed the Goals 2000: Educate America Act which sets a course for re-inventing national education. A purpose of this act was to support federal, state and local initiatives to provide, "equal educational opportunity for all students to achieve high occupational and educational skill standards and to succeed in the world of employment and civil participation." The goals outlined in Goals 2000 reflect the increasing demands of a changing workplace and global economy. Commissioned by the Secretary of Labor in 1991, What Work Requires of Schools: A SCANS Report for America 2000 described the needs for preparing today's youth as tomorrow's workforce. Five key competencies were identified in the areas of resources, interpersonal, information, systems and technology. First, schools need to teach students how to organize and allocate resources such as time, money, materials, facilities and people. Second, working with others as a team member, negotiating, serving and leading were necessary interpersonal skills. The third competency highlighted acquiring, organizing, evaluating and interpreting information. Information competency includes

utilizing computers to achieve all levels of data processing. Fourth, understanding complex systems and their interrelationships and fifth, working with a variety of technologies, were among the key competencies. Taken together, the expectations of today's schools necessitate meaningful restructuring to achieve future workforce demands. As directed in Goals 2000 and other legislation, schools must also ensure that equal opportunity is provided for all students to move towards achieving these competencies.

Other legislation mandating equal opportunity and guaranteeing rights for youth with disabilities include the Individuals with Disabilities Education Act, the Americans with Disabilities Act, the Carl D. Perkins Vocational and Applied Technology Act and the School-To Work Act. The Individuals with Disabilities Education Act (IDEA) has marked transition services as a required component of the individualized plan which must be considered by the time a youth receiving special education services reaches 16 years of age. IDEA underscores the importance of transition services for reaching positive employment and other post-school outcomes. In addition to equal access to employment, the Americans with Disabilities Act (ADA) also guarantees that persons with disabilities have access to state and local government services, transportation, telecommunications and public accommodations. Further, ADA prevents discrimination against persons with disabilities by requiring employers to provide reasonable accommodations for workers who can perform the essential job functions. The Carl D. Perkins Vocational and Applied Technology Act of 1990 ensures equal access to vocational education programs for all students. Each student in special education participating in vocational education must receive access to recruitment activities, assessment, counseling and special services such as curricular and instructional adaptations.

The School To Work Opportunities Act, a collaborative effort between the Department of Labor and the Department of Education, was initiated to create a national framework of statewide systems promoting the successful movement of youth into the work force. Like the Perkins Act, the School To Work Act is aimed toward benefiting all youth, including those with disabilities. States receiving funds under this act are expected to develop systems for linking youth to employment, post secondary education and other positive outcomes. State systems must include a school-based learning component, a work based learning component and a connecting activities component. The last component focuses on monitoring and technical assistance provided by the school site mentor, also known as the transition coordinator. This person serves as a liaison between students, employers, parents, teachers and others in order to integrate educational and vocational learning experiences. Also, the connecting activities component emphasizes monitoring demographics and outcomes of program participants.

A common theme among these pieces of legislation is that all youth individuals with disabilities must have the opportunities and support for accessing transition services which ultimately promote positive adult outcomes. Moreover, federal programs and agencies serving all youth must provide assurances that youth with disabilities have equal access for inclusion.

## **Federal Agencies Impacting Transition**

The White House Domestic Policy Council launched a survey to collect data pertaining to federal agencies serving individuals with disabilities. Along with other data, agencies were requested to identify and describe programs serving individuals with disabilities, types of services provided, numbers served and demographics, budget outlays and major programmatic issues. Key agencies with the most impact on youth with disabilities and transition were the Department of Labor, the Social Security Administration, the Department of Justice, the Department of Housing and Urban Development, the Health and Human Services Administration, the Department of Transportation and the Department of Education. Summaries of agency activities (See Appendix A) provide a thumbnail sketch of these agencies and some of their activities affecting individuals with disabilities.

## **Survey Limitations**

There are several limitations to this survey. First, because data relating to youth with disabilities were not requested specifically, it was difficult to ascertain the degree to which agencies serve this subset of the disability population. Interpreting data is especially tenuous when agencies have varying definitions of youth and disability. Second, agency reports differed in completeness and depth. For example, while some agencies noted programmatic issues impeding service delivery, others failed to address this critical question. Similarly, agencies not responsible for tracking the numbers and demographics of persons served were unable to supply such information. Finally, given the above limitations, it is difficult to evaluate the relative efficacy of programs serving youth with disabilities, together or separately.

Given these limitations, the findings of the work group necessarily relied on existing data and group observations. These findings may illuminate obvious needs of programs serving youth with disabilities.

## **Findings**

1. Of the 163 federally supported employment and training programs (GAO, 1994), only a few specify youth with disabilities as targeted consumers. These programs have not adequately addressed the transition needs of most youth with disabilities.
2. Coordination among federal programs and agencies is lacking. Fragmented programs utilizing narrow terminology and short sighted goals contribute to poor communication and disjointed initiatives.

3. Inadequate implementation, reporting and monitoring of inclusion standards is evident among generic programs serving broad populations. The critical needs of youth with disabilities requires additional supports and accommodations which, historically, have not been provided in programs serving all youth. Participation of youth with disabilities is often associated with programs having low expectations (NAVE, 1994). Hence, youth with disabilities are often excluded.
4. Consumers, professionals and agencies do not have adequate information about programs serving youth with disabilities.
5. Some disability populations are underserved. Youth with severe emotional disturbances have particularly poor outcomes and do not seem to receive appropriate or adequate support services. Likewise, youth with disabilities who are Hispanic, African American and/or with low socioeconomic status have more difficulty achieving positive post school outcomes.

The needs of transitioning youth with disabilities, as shown by the environmental scan and these findings, are great. Issues of coordination, accountability and access must be addressed to promote positive transition outcomes, and the federal government's leadership role must be asserted to ensure that ***ALL MEANS ALL***.

## **The Federal Role in Transition**

Successful transition of youth with disabilities into positive adult outcomes such as employment, independent living, economic self-sufficiency and community integration leads to greater economic and social strength to the nation as well as respect for the civil rights of our citizens with disabilities. The federal government can and must demonstrate a leadership role in advancing the positive transition outcomes for young people with disabilities. Further, federal leadership must safeguard the rights of youth with disabilities and defend the goals of hard-fought legislative achievements. Failure to do so will result in the continuing upward spiral of dependency and in the failure to fulfill the promise of the Americans with Disabilities Act.

## **Domains of Independence**

The National Transition Longitudinal Study investigated the transition outcomes of youth with disabilities using domains of independence as areas of measurement. The over arching conclusion of this study was that a successful transition is predicated upon access to support or programs that respond to these domains. Also, that for every domain that the youth is successful in or has a positive outcome, their successful transition is increasingly assured. The domains of independence thus give a blueprint for successful transition and include the following:

**Engagement-** Is the youth with a disability engaged in meaningful, positive activities which lead to economic self sufficiency and increased independence? Such activities may include supported and competitive employment, job skills training and post secondary education.

**Social** - Is the youth with a disability connected to people within the community? Examples of connectivity include marriage, friendships, and belonging to community groups and organizations.

**Residential** - Is the youth with a disability living in a stable home environment? Examples of positive residential outcomes are independent and supported living arrangements.

## **Components of Successful Transition**

In 1994, National Institute on Disability and Rehabilitation Research (NIDRR) compiled a list of key components of successful transition programming for individuals with disabilities. NIDRR recruited national experts in the field of transition to develop a consensus statement of current transition needs. These components were adapted from the consensus statement to provide a model for optimal delivery of transition services. It is believed that federal promotion of the following activities will lead to improved outcomes for transitioning youth:

1. Individualized Education Plans (IEPs) identifying transition services based on student and family decisions. The IEP may provide:
  - ♦ assessment of individual student abilities, goals, preferences and needs focused on information relating to outcomes of working and living in the community;
  - ♦ long term goals and short-term objectives including academic, career-related and functional skills as appropriate;
  - ♦ career guidance services;
  - ♦ strategies for accessing independent living and employment services; and
  - ♦ cooperative agreements among providers for offering services to youth.
2. Databases of current information detailing:

- ♦ the nature, needs, interests, and preferences of students; and
  - ♦ services and employment opportunities available in the community.
3. Active and meaningful family involvement for setting goals and directions, supporting student efforts and assuring compliance with legal and regulatory expectations.
  4. Self-reliance training such as motivation, self-determination and decision making;
  5. Work-related skills training for youth which may include:
    - ♦ nontraditional jobs that are non stereotypical as to disability or gender;
    - ♦ specific salable vocational skills;
    - ♦ cooperative work and team participation skills;
    - ♦ job seeking skills;
    - ♦ job-related work habits and social skills.
  6. Interagency agreements focusing on cooperation, funding streams and collaboration efforts to achieve the following:
    - ♦ coordination of information used by agencies for required individualized plans, thus avoiding duplication of services and efforts;
    - ♦ determination of which agencies fund which services for which students; and
    - ♦ seamless movement among services for all youth regardless of nature of disability.
  7. Service/career coordination services are used to:
    - ♦ link young adults and families with required services, including post secondary education options;
    - ♦ help assure that services are accessed and supports for full participation are provided;
    - ♦ provide advocacy as required; and
    - ♦ provide outreach to out of school youth and assistance with re entry.
  8. Knowledge of laws and regulations related to transition (e.g., Americans with Disabilities Act (ADA), Individuals with Disabilities Education Act (IDEA), Rehabilitation Act) must be provided to all people involved in the transition process. Also, strategies promoting policies that support effective transition and inclusive service systems should be employed.
  9. Career exploration and work experience, such as:
    - ♦ paid, supervised summer employment and work experiences during the school year;
    - ♦ shadowing and other career development opportunities;
    - ♦ part-time jobs outside of high school;
    - ♦ school-based enterprise and entrepreneurial skill development;
    - ♦ direct contacts with post secondary education institutions; and
    - ♦ interactions with role models who have similar disabilities.
  10. Ongoing follow-along and follow-up of youth to insure that:
    - ♦ transition services are conducted effectively and build on local follow-up and evaluation information;
    - ♦ services evolve to meet changing needs in the community; and
    - ♦ students who require additional services after exiting the schools are re-referred.
  11. Availability of specialized expertise including:

- ♦ access to specialized equipment, procedures and methodology;
  - ♦ consultation from practitioners and professionals with specialized expertise; and
  - ♦ assurance of mentoring and availability of role models.
12. Personnel preparation programs which will:
- ♦ assure a base level of competence relative to each profession's standards;
  - ♦ offer opportunities to develop additional skills, knowledge and interdisciplinary skills;
  - ♦ assure utilization of national databases of research findings and best practices; and
  - ♦ apply knowledge and skills for policy advocacy to support effective transition practices and inclusive systems.
13. Processes and procedures that assure the provision of assistive technology, learning aides, environmental controls and modifications when needed, and that these adaptations:
- ♦ are based upon assessments from recent experiences and activities;
  - ♦ insure transfer from school to the post-secondary environment;
  - ♦ assure there is no delay between leaving school and moving into work or post secondary activities; and
  - ♦ include memoranda regarding ownership and transfer of devices.

### **National Demonstrations**

Paradigms of successful transition programs are, for the most part, based in theory. However, improved evaluations of programs and outcomes are emerging. These programs will ultimately identify and demonstrate effective strategies for promoting the successful movement of youth with disabilities into positive adult outcomes. The Transition Research Institute of Illinois is in the process of compiling data from programs serving transitioning youth from across the Nation. These studies will assist in refining and validating models of exemplary practices.

Examples of national programs aimed at enhancing transition programming may illustrate how some local communities are working toward improved, empirically based outcomes for youth with disabilities. The following programs from New York, the District of Columbia, Arkansas and New Mexico provide a cross-section of national efforts bringing best theory to best practice.

#### **New York**

The Career Pathways Transition Program, based in Plattsburgh, NY, is providing comprehensive transition planning through integrated curriculums and community work experiences. Three public school districts are served. Participants receive intensive transition planning services by the student age of 14 years to put students and parents in the "driver's seat." Flexible transition planning with employers and families, job shadowing, work site training, supportive and competitive employment, interagency

council efforts and enhanced transition coordinator services assist in positive model applications.

Evaluation plans will validate improved employment rates, family participation and self advocacy. As reported by involved parents, "We feel like what we have to say is really heard!"

### **Washington, DC**

Bridges from School to Work, initiated by the Marriott Foundation for People with Disabilities, is administered in local communities like DC to develop paid internships for students with disabilities. Bridges is based on the tenets that youth with disabilities can be productively employed if (1) they are placed in positions which match their skills, interest and experience; (2) they are placed in an environment where supervisors and co-workers are an integral part of placement, training and support process; and (3) both the student and employer are appropriately supported, especially early in their work experience, to help ensure job success. Involvement of local businesses and collaboration with vocational rehabilitation facilities, schools and other community organizations establish the Bridges program as a model which has demonstrated success in moving graduates with disabilities into positive employment outcomes.

### **Arkansas**

Another demonstration of key transition program components is the Jones Learning Center in Clarksville, Arkansas. This academic center provides support to students enrolled in the University of the Ozarks and diagnosed with learning disabilities. Participating students are assigned a program coordinator who assists in planning course schedules and ensuring that needed services are obtained. Self-advocacy, study techniques, time management and specialized support across academic subjects are provided based on individualized needs. Also, career planning strategies and assistive computer technologies accommodating variant learning styles are additional features of this postsecondary transition program.

### **New Mexico**

The Circle of Life Transition Program serves students with diverse disabilities and ethnicity and supports the transition of students and their families in rural school districts surrounding Ruidoso, New Mexico. An infrastructure of collaboration among school systems, vocational rehabilitation services, the New Mexico State University and employers emphasizes that institutional barriers, or "turf battles," have no place in transition planning and services. Cultural sensitivity, interagency collaboration, family involvement and training, community work experiences, linkages with JTPA and other support services, networking with local business and industry and self-determined transition planning are key features leading students to employment and post secondary outcomes.

These programs in all feature family involvement, interagency collaboration, student-focused planning and student development characteristics which set them apart from other programs utilizing only some of these features. Importantly, these programs also incorporate program evaluation components which will help verify successful transition programming and build a greater knowledge base of effective practices. Taken together, they represent a few examples of applied theoretical models which include the participation of students, parents, employers, agencies and teachers.

The federal role in transition, the environmental scan and the definition of transition have been covered. Policy options based on the above information and work group discussions will be presented in the next section.

# Policy Recommendations

## A Framework for Change

*Commitment,  
Coordination,  
Program Design,  
Personnel Preparation,  
Technical Assistance  
and Interagency Collaboration*

### **I. Establish a Clear National Disability Policy- Commitment & Coordination**

- A. The Disability Policy Review has underscored the importance of clearly articulating a disability policy which targets employment, independent and supported living, self-sufficiency and economic independence as the desired goals of all federal programs serving people with disabilities.
- B. Implementation of this disability policy will require the refocusing, realignment, and coordination of various federal efforts. Re-invention of agencies, programs and priorities may necessarily be impacted by political change; however, broad policy goals should transcend these changes and maintain a strong federal commitment toward promoting positive transition outcomes for youth with disabilities.
- C. Leadership and coordination for policy implementation efforts should be located in the White House Domestic Policy Office and supported by an interagency council on disability programs.

### **II. Adjustments to Current Transition/Employment Programs**

- A. Program Design and Wide Spread Dissemination. Develop "transition" blueprints or models which suggests best practices and programs; and, in turn, disseminate this information to all quarters where potential employment and training related support exists for youth with disabilities. Strategies should provide for students with disabilities to be integrally involved in determining their need for reasonable accommodations in any workplace and or postsecondary environment. This needed information should be gleaned from the best research and demonstration efforts as well as based on national data analysis of positive outcomes. This

technical assistance to all potential entities can become the catalyst for high impact transition programs. National, state and local employment and training programs as well as schools, parents, students with disabilities, and disability related organizations should all be targeted to receive this information.

- B. Innovation. Support for advancing the knowledge base regarding educational strategies and employment opportunities for youth with disabilities will be a continuing need. Funding will be needed in a number of areas including: (1) increasing the capacity of States and localities to serve students in transition effectively through systems designed to serve all students; (2) developing safeguards and accountability measures ensuring equal access to programs including enhanced reporting, monitoring, contingent funding and grant back procedures; (3) responding to advances in technology which could be used by students with disabilities in educational and employment settings; (4) developing solutions to identified barriers and unmet needs such as increasing employment rates, serving minorities with disabilities, and developing effective; and (5) preparation of personnel to support students with disabilities in regular academic and employment settings.
- C. Personnel Preparation. Develop the capability of current federal job training and employment professionals to deal with the totality of interrelated transition issues, such as accommodations, independent living, personal assistant services, social issues, etc. Mainstream service providers that address single issues (e.g. job training) without regard for the disability related issues, are far less likely to achieve positive transition outcomes. Develop needed materials and training programs to meet this personnel preparation need. Technical assistance should be provided through OSERS to leaders in regular education, business and other stakeholders.
- D. Technical Assistance. Create policy offices or officials in all related federal agencies whose purpose is to advise their Department or agency on its response to the transition/employment issues facing youth and other people with disabilities. These agency specific offices would also provided more precise and ongoing technical assistance on "how to" integrate youth with disabilities into the agency's mainstream programs, as well as track the agency's progress in this regard. These policy offices or officials would be coordinated by the interagency council on disability programs suggested above.

**III. Federal Interagency Collaborations** - Cooperative agreements will be developed to address specific issues requiring on-going interagency council collaboration:

**Department of Labor, Department of Health and Human Services & Department of Education**

- ◆ Inclusion in existing macro programs - Review of performance standards and state implementation.
- ◆ Accountability - Monitoring to ensure compliance with federal law.
- ◆ Developing joint data collection methodologies to capture data on youth with disabilities.
- ◆ Job shadowing, internships and apprenticeship initiatives.
- ◆ Infusion of work skills curricula in state educational systems.
- ◆ Expanding School To Work Opportunities initiatives.

**Department of Justice, Department of Education & Department of Labor**

- ◆ Identification systems for adjudicated youth with disabilities.
- ◆ Cooperative dropout prevention strategies via afterschool work and recreation programs.
- ◆ Alternative education models for adjudicated youth and/or students expelled for weapons/drug charges.
- ◆ Joint collaboration in the 1994 Violent Crime Control and Law Enforcement Act grant efforts focusing on at-risk youth, delinquency, community youth services, domestic violence, and sexual abuse of runaway, homeless and street youth.

**Social Security Administration, Department of Health and Human Services, Department of Education & Department of Labor**

- ◆ Explore ways to identify at an early age youth with severe disabilities on SSI rolls and youth with severe disabilities who will join SSI rolls at the age of 18 years.
- ◆ Develop collaborative funding approach for ensuring that assessment, service coordination and employment-focused transition services are available for these youth.
- ◆ Use existing information and training tools such as Graduating to Independence within the educational, vocational rehabilitation and other provider and advocacy systems to inform professionals, parents and young people about Social Security programs and how they affect employment. In addition, as policies and programs evolve, develop new tools and approaches for information and training.
- ◆ Review linkages of health benefits, SSI/SSDI benefits and employment and move toward a coordinated Federal policy to "make work pay" for young people with severe disabilities. Where possible, services and income support programs should be easy to understand and access.

- ◆ Develop and refine an approach to ensure the security of access to health insurance for youth who move from income assistance programs to employment. This approach should emphasize cost sharing by the government, employees and employers.

**Department of Housing and Urban Development, Department of Labor & Department of Health and Human Services**

- ◆ Tracking numbers of homeless with disabilities and at risk populations.
- ◆ Address potential discriminatory barriers for public housing.
- ◆ Developing affordable housing for supported and independent living.
- ◆ Address increasing numbers of "working poor" and impact on disability populations.

## References

- American Council on Education, Heath Resource Center (1992). *College Freshman with Disabilities: A Statistical Profile*. Los Angeles: Author.
- Brown, Scott C. (In press). *The accomplishments of the Individuals with Disabilities Education Act: What the data show*.
- Cameto, R. (1993). Support services provided by secondary schools: In Wagner, M. (Ed.), *The Secondary School Programs of Students with Disabilities: A report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.
- D'Amico, R. (1991). The working world awaits: Employment experiences during and shortly after secondary school. In Wagner, M., Newman, L., D'Amico, R., Jay, E.D., Butler-Nalin, P., Marder, C., and Cox, R., *Youth with disabilities: How are they doing? The first comprehensive report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.
- Destefano, L., Hasazi, S., McGinty, S., and Topper, K. (1993, April). Special education is too slow, regular education is too fast: A qualitative study of youth who dropped out. Paper presented at the annual meeting of the American Educational Research Association, Atlanta, GA.
- HEATH Resource Center, ACE. Based on unpublished data from the 1994 Cooperative Institutional Research Program, UCLA, 1995.
- Hebblar, K. (1993). Overview of the High School Experiences of Students with Disabilities. In Wagner, M., (Ed.), *The Secondary School Programs of Students with Disabilities*. Menlo Park, CA: SRI International.
- LaPlante, M. P., Rice, D. P., and Cyril, J. K. (1994). Health Insurance Coverage of People with Disabilities in the U.S. *Disability Statistics Abstract*, 7, pp. 1-4.
- Louis Harris and Associates, Inc. (1994). *National Organization on Disability/Harris Survey of Americans with Disabilities*, Study Number 942003. New York: Author.

- Marder, C. (1992). Education after secondary school. In Wagner, M., D'Marco, R., Marder, C., Newman, L., and Blackorby, J., *What happens next: Trends in post school outcomes of youth with disabilities. A second comprehensive report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.
- Marder, C., Weschler, M., and Valdes, K. (1993). *Services for youth with disabilities after secondary school: A special topic report from the National Longitudinal Transition Study of Special Education Students*. Menlo Park, CA: SRI International.
- Newman, L. (1991). Social Activities. In Wagner, M., Newman, L., D'Amico, R., Jay, E.D., Butler-Nalin, P. Marder, C., and Cox, R., *Youth with disabilities: How are they doing? The first comprehensive report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.
- Newman, L. (1993). Academic Course-Taking. In Wagner, M. (Ed.), *The Secondary School Programs of Students with Disabilities: A report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.
- Social Security Administration (1994). *Annual Statistic Supplement, 1994, to the Social Security Bulletin*. Washington, DC: U.S. Department of Health and Human Services.
- U.S. Department of Education (1994). *National assessment of vocational education interim report to Congress: Executive summary*. Washington, DC: U.S. Office of Educational Research and Improvement, Office of Research.
- U.S. Department of Health and Human Services, Administration for Children and Families. "Notice of Funding Availability, Runaway and Homeless Youth Program." *Federal Register*, May 18, 1993 (58 FR 29030).
- Wagner, M. (1991). *Dropouts with disabilities: What do we know? What can we do?* Menlo Park, CA: SRI International.
- Wagner, M. (1992). "A little help from my friends": The social involvement of young people with disabilities. In Wagner, M., D'Marco, R., Marder, C. Newman, L., and Blackorby, J., *at happens next? Trends in post school outcomes of youth with disabilities. The second comprehensive report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.
- Wagner, M. (1993). Executive Summary. In Wagner, M., (Ed.), *The Second School Programs of Students with Disabilities: A report from the National Longitudinal Study of Special Education Students*. Menlo Park, CA: SRI International.

# Appendix A

*Department of Labor (DOL)*

---

- A. Office of the Assistant Secretary for Administration and Management (OSAM) - The Directorate of Civil Rights (DCR) is involved with enforcing section 504 of the Rehabilitation Act of 1973 for all recipients of DOL financial assistance. In addition, the agency shares partial responsibility for investigating complaints alleging violation of Title II of the Americans with Disabilities Act of 1990. There are no accurate numbers of individuals with disabilities served though DCR estimates this number to be 5,096,460. Enforcement of ADA and the Rehabilitation Act has no line item budget.
- B. Veteran's Employment and Training Service (VETS) - VETS programs provide services to all veterans and other eligible person some of which target individuals with disabilities. First, the Disabled Veterans' Outreach Program provides jobs and job training opportunities for disabled. Second, the Services to Veterans Outreach program provides assessment, training, career exploration, vocational guidance and support services. Third, The Local Employment Representative (LVER) Program provide jobs and job training for disabled and other veterans.
- C. Wage and Hour Division (WHD) - The Fair Labor Standards Act (FLSA) Section 14(c) provides for the employment of person with disabilities under certificates at wages below the statutory minimum wage to the extent appropriate to prevent curtailment of employment opportunities. WHD is responsible for issuing certificates and investigating possible regulatory violations. No money is given directly to individuals with disabilities; rather, the issued certificates allow employment that would otherwise not be available if employers needed pay minimum wages. In FY 1993, 8000 certificates were issued authorizing the employment of over 175,000 workers with disabilities. The number of youth with disabilities benefiting from this program is unknown.
- D. Employment and Training Administration (ETA)
1. Job Training and Partnership Act (JTPA) Title II-A authorizes training and services for the economically disadvantaged and others who face barriers to employment. Services include assessment, classroom training, on-the-job training, job search assistance, work experience, counseling, basic skills training and support services. Title II-B offers summer training and employment for targeted populations, including basic and remedial instruction, work experience programs and support services. Title II-C provides year-round training and employment programs for youth, both in and out

- of school. Services include limited private sector internships, school-to-work transition services and alternative high school services. PY 1992 data show that 10% of individuals served adults with disabilities (24,855) and 15% were youth (36,934). Total FY 1995 funds are \$988,021,000 for Title II-A, \$876,664,336 for Title II-B and \$608,682,000 for Title II-C.
2. JTPA Title III authorizes block grants to states for the provision of services to dislocated workers. Re-training and re-employment services are to be given to eligible recipients. In PY 1992, 5,337 individuals with disabilities were served, 3% of all dislocated worker recipients. There were no specific projects for persons with disabilities. Total outlays for the Dislocated Worker Program for FY 1995 was \$1,296 billion.
  3. The purpose of JTPA Title IV is to increase the number and quality of job opportunities for persons with disabilities. Presently, 6,800 individuals with disabilities are being served, including persons with sight, hearing, epilepsy, mental retardation and other physical and emotional impairments. Youth are not specifically identified but are included among the program recipients. Special outreach, training, job development and job placement services are provided through nine grant awards with a total FY 1995 budget of \$4,172,815.
  4. Authorized by the Wagner-Peyser Act of 1933, as amended by the JTPA of 1982 and the amended Rehabilitation Act of 1972, the Employment Service (ES) Program for People with Disabilities provides employment assistance including counseling, testing, job development, employability appraisal and placement services to qualified recipients. ES is funded as part of a block grant, 10% of which is set aside for the provision of services for persons with special needs. The amount of funding for ES, therefore, cannot be determined exactly though 468,136 persons were reportedly served in PY 1993.
- E. Office of Federal Contract Compliance Programs (OFCCP) OFCCP enforces Section 503 of the amended Rehabilitation Act which requires government contractors and subcontractors to take affirmative action to employ and advance in employment qualified individuals with disabilities. Also, as required by ADA, OFCCP is responsible for developing procedures to prevent any conflicting standards of ADA and the Rehabilitation Act. OFCCP's budget for FY 1995 was \$58,928,000 though there is no specific budget outlay for persons with disabilities. Of the 802 complaints investigated by OFCCP in FY 1994, the agency obtained \$598,967 in back pay benefits for individuals with disabilities and \$1,613,792 in financial awards.

*Department of Justice*

- A. The Civil Rights Division, Disability Rights Section is responsible for carrying out the Attorney General's enforcement, technical assistance and certification responsibilities under ADA. Under Title II of ADA, the section covers state and local government services. Under Title III, alleged violations pertaining to public accommodations and commercial facilities are investigated; if a violation is discovered, ADA compliance is obtained via litigation and settlement agreements. Securing sufficient staffing and financial resources for the section's range of activities is a major programmatic issue. Currently, the agency's activities cover 49 million people with disabilities with an FY 1995 budget of \$9,871,000.
- B. The Civil Rights Division, Special Litigation Section enforces the federal constitutional and statutory rights of persons with mental disabilities pursuant to the Civil Rights of Institutionalized Persons Act. Activities focus on protecting the 14th Amendment due process rights of person with mental disabilities and to vindicate the rights of those who are institutionalized. Investigations examine the access and adequacy of treatment and training programs promoting mental health, independence and integrated programs within the community. The program's annual budget is 3,367,000, approximately 60% of which targets activities for individuals with mental disabilities.
- C. Office of Juvenile Justice and Delinquency Prevention (OJJDP)
1. OJJDP funds a number of discretionary programs, including the Boys and Girls Clubs, Demonstration Programs and Safe Havens. Over \$2 million is earmarked to promote the establishment and continuation of Boys and Girls Clubs in public housing and other at-risk communities. The Department of Education has transferred \$1 million to the Bureau of Justice Assistance to support Safe Havens, which are multi-service centers where a variety of youth and adult services (including law enforcement, community services, basic and continuing education, health, recreation, and employment) are coordinated in highly visible and accessible facilities secure from crime and drugs. Through its national Block Grant Programs, the Bureau of Justice Assistance supports a number of programs with an afterschool or recreation component, including: the Chinook Counsel of Campfire's public housing, gang and drug intervention program; the Cops summer canoe program run by Catholic Charities of the Archdiocese of St. Paul, Minnesota; the High Point (NC) YMCA's public housing and gang and drug intervention program; the Summer playground anti-drug recreation effort run by the Anne Arundel County (MD) police department; the Delaware state police Camp Barnes; the South Dakota Department of Corrections Custer Youth Forestry Camp for Chemical Dependency Treatment; and the City of Akron youth and neighborhood program.

2. Assistance also supports grants and innovative partnerships, including Operation Weed and Seed, Training and Technical Assistance, Public/Private Partnership Against Violence in America, Community-Based Programs and the Children At-Risk Program. This program is designed to "weed" out crime and gang activity from 31 target neighborhoods and then "seed" them with a variety of crime and drug prevention programs and human services. The program has a four part strategy: coordinated law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration. The program has a \$23 million budget.
3. In FY 1994, over \$2 million has been allocated for training and assistance in a variety of areas, including crime and drug abuse prevention, and gang prevention. Technical assistance in the area of after-school activities or recreation could be encompassed under either of these categories. In FY 1994, over \$1 million will be allocated to a partnership between private and corporate foundations, DOJ, and other participants to address violence in America, particularly violence affecting children and youth. Through four programs, approximately \$5 million will be allocated in FY 1994 to different groups to perform a variety of tasks to strengthen relationships among citizens, law enforcement, and other private and public service providers and to develop community-based strategies to combat crime, violence, and drug abuse. The Children At-Risk Program, a joint venture between the Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention, is to test a variety of intervention strategies for preventing and controlling illegal drugs and related crime and for fostering the healthy development of youth. Multidisciplinary, multiservice, neighborhood-based programs will be established to provide a broad range of opportunities and services to preadolescents and their families.
4. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) funds a number of programs with recreation or after-school components including Title V Delinquency Prevention Program, Boys and Girls Clubs in Public Housing, Targeted Outreach with a Gang Prevention and Intervention Component, Race Against Drugs, Mentoring Program, and Cities in Schools. Congress has appropriated \$13 million in FY 1994 for a new delinquency prevention program. As part of this program, community planning teams will conduct risk and resource assessments in order to evaluate what delinquency prevention programs are needed in their particular communities and will submit applications for federal funding for these programs. After-school programs clearly will be funded under this effort. In partnership with HUD, OJJDP provided \$300,000 to establish 17 Boys and Girls Clubs in public housing developments in FY 1993. In FY 1994, OJJDP awarded Boys and Girls Clubs

of America a \$500,000 grant to continue to help prevent youth from becoming involved in gangs and to divert those in the early stages of gang involvement to more constructive programs. There are 81 existing sites; 25 new gang prevention and 6 intervention sites will be added this year. In FY 1994 a \$115,000 grant will be awarded by OJJDP to help fund the Race Against Drugs, which involves drug awareness, education, and a prevention campaign designed to provide young people with an understanding of the dangers of drugs and the tools to live a non-impaired lifestyle. As authorized in the JJDP Amendments of 1992, OJJDP awards three year grants to or in partnership with local education agencies for mentoring programs designed to link at-risk youth with responsible adults to discourage youth involvement in criminal and violent activity. Cities in Schools is an interagency effort designed to bring service providers into schools to serve along side teachers in a coordinated effort to keep youth in school. In FY 1993, OJJDP contributed \$1.4 million to this program.

5. Grants and Partnerships are also supported by the Office of Juvenile Justice and Delinquency Prevention, and include the Alternative Programs for Juvenile Female Offenders, Serious, Violent and Chronic Juvenile Offender Treatment Program, Integrated Gang Program, and Teens in Action in the 90's. In order to address the unique problems faced by female juveniles, this grant provides \$400,000 to fund four to six demonstration projects to serve the needs of female status offenders, delinquents, dependents, dropouts, and pregnant or teenage mothers. Each program includes specific components, such as training and education, life management and personal growth skills, job training skills, and community service. OJJDP awarded \$500,000 to Allegheny County, Pennsylvania Juvenile Court, and \$500,000 to the Department of Human Services in Washington, DC, to implement plans each developed related to strategies for dealing with juvenile offenders. The plans combine accountability and sanctions with increasingly intensive community-based intervention, treatment, and rehabilitation services. An additional \$1 million will be awarded to two new sites to plan and implement a comprehensive treatment program. OJJDP is developing an integrated program, including demonstration projects, research projects, information dissemination activities, training programs, and technical assistance, to implement the Part D Gang-Free Schools and Communities/Community-Based Gang Intervention Program established under The 1992 Amendments to the JJDP Act. The program will be funded with a \$2 million grant. OJJDP operates this program in partnership with the National Crime Prevention Council and the National Institute for Citizen Education in the Law. OJJDP will contribute \$1 million in FY 94 to the program, which is designed to focus the energies of young people in certain

target neighborhoods toward constructive activities and to reduce crime and violence in their schools and communities.

***Department of Housing and Urban Development (HUD)***

HUD leads a number of programs serving persons with disabilities, including those for individuals who are 18 years of age or older. The Supportive Housing for Persons with Disabilities (Section 811) Program was authorized by the National Affordable Housing Act of 1990. The Office of Housing is responsible for expanding the supply of specially designed housing with supportive services for persons with disabilities. Though FY 1995 budget data are unavailable, FY 1994 funding totaled \$157,869,000 for 2,663 housing units. Shelter Plus Care, operated by the Office of Community Planning and Development, provides rental assistance for hard-to-serve homeless persons with disabilities in connection with supportive services funded by other sources. Specifically, this program serves homeless persons who are severely mentally ill, have chronic problems with alcohol and/or drugs, or have AIDS or related diseases. Since 1992, an estimated 15,734 people have been served. FY 1994 funding for Shelter Plus Care was \$ 123,700,000. Additionally, HUD operates four other programs for homeless persons, including those who are disabled, with a total FY 1995 budget of \$1.12 billion.

***Department of Health and Human Services***

A. Administration for Children and Families Administration on Developmental Disabilities (ADD) The major program functions of ADD include advocacy, planning, promotion and demonstration of state-of-the-art approaches to services and interagency coordination of efforts. Four grant programs funded by the Developmental Disabilities Act include (1) State Developmental Disabilities Council, (2) Protection and Advocacy Program, (3) University Affiliated Programs and Projects of National Significance.

1. Formula grants are awarded for State Developmental Disabilities Councils to support planning, advocacy and service activities through the development and implementation of a comprehensive plan for meeting the needs of individuals with developmental disabilities. Emphasis is placed on employment, system coordination, community education, community living, advocacy and other priority areas. Fifty five states receive \$70.4 million for FY 1995.
2. The Protection and Advocacy Program (P&A) provides for the protection and advocacy of individual rights through state formula grants. Examples of advocacy activities include abuse and neglect education, habilitation services for an estimated 37,000 clients, class action suits impacting approximately 1.3 million consumers,

and employment of individuals with disabilities. The FY 1995 allocation is \$26.7 million.

3. University Affiliated Programs (UAP) UAPs are a discretionary grant program for non-profit agencies affiliated with a university. Programs provide technical assistance and services to community services personnel; in FY 1993, over 50,000 individuals received direct services by UAPs. In FY 1995, \$19 million is budgeted and UAPs will match 25%.
  4. Projects of National Significance (PNS) are funded via discretionary grants to enhance independence, productivity and community integration. PNS focus on the most pressing national issues facing individuals with developmental disabilities and their families, resulting in solutions for local implementation. In FY 1995, \$5.8 million is available, \$1.5 million of which is earmarked for the continuation of employment projects.
- B. Health Care Financing Administration (HCFA) is responsible for administering the Medicare and Medicaid Programs. Medicare serves and collects enrollment, person and claims data which is then utilized by the research community, Congress, and the general public. Funds also support counseling and assistance activities relevant to Medicare, Medicaid, long-term care insurance and other health insurance benefit information. In FY 1995, an estimated \$21.4 billion Medicare funds were outlayed for 4.4 million persons with disabilities. Medicaid, a joint Federal/State health care financing program for specific categories of low income individuals, including persons with disabilities. A range of medical services are provided such as diagnosis and treatment, family planning, dental, occupational and physical therapy, prescription drugs, medical equipment, transportation services and intermediate care for persons with mental retardation. The Federal share of Medicaid in FY 1995 is estimated to be \$28.1 billion while \$49 billion will be budgeted as the State share. The estimated number of persons with disabilities served in FY 1995 will be 6 million. Major programmatic issues include the amount of flexibility for States and cost containment in the context of the Federal budget. Moving toward reform, some states are employing alternative delivery systems with HCFA approved waivers.
- C. Substance Abuse and Mental Health Services Administration (SAMHSA) programs fund State, local, non-profit and private for-profit treatment prevention activities serving or benefiting individuals with mental illness and substance abuse disorders, as well as those individuals at risk of becoming disabled due to substance abuse. Services include comprehensive treatment and prevention of mental illness and substance abuse disorders. Excluding, funds for program management and facilities, the FY 1995 authorization was \$2.1 million. While individual projects have

information regarding the number of persons served, SAMHSA's data systems could not capture the number of persons with disabilities given the short turn-around time.

- D. Centers for Disease Control and Prevention, Disabilities Prevention Program (DPP) provides a national focus for the prevention of disabilities and associated secondary conditions. Cooperative agreements and grants build local capacities to prevent disabilities, develop public health approaches, conduct epidemiological studies and develop a national database on disabilities. Major programmatic issues facing DPP are categorical versus block grant funding of projects, and the development for a national science base on secondary conditions.
- E. National Institute of Child Health and Human Development, National Center for Medical Rehabilitation Research (NCMRR) has a research and research training program on medical rehabilitation. The program's mission is to enhance the health, productivity, independence, and quality of life of persons with disabilities by supporting research on the restoration, replacement and enhancement of functioning. The estimated FY 1995 appropriation for NCMRR extramural research and research training is \$15 million.
- F. The Health Resources and Services Administration, Maternal and Child Health Bureau (MCHB) administers Title IV of the Ryan White Act which supports demonstration projects that provide coordinated, comprehensive systems of care for children, youth and families with and at risk of HIV infection. Of a total of 15,176 clients served, 7% were youth between the ages of 13 and 21 years. The FY 1995 budget was \$26 million.

#### ***Social Security Administration***

- A. Disability Insurance (DI) Program - DI serves persons who meet a medical definition of disability and who have made a requisite number of payments to the DI trust fund via FICA payroll tax. Cash benefits of \$34.6 billion were outlaid to 3.8 million recipients as of June, 1994. The number of beneficiaries under 30 years of age, 167,000 or 4% of the total number of beneficiaries, is the closest approximation for youth with disabilities. Rapidly growing cash benefits and insolvency of the DI Trust Fund are both major issues facing the program.
- B. Supplemental Security Income (SSI) - The SSI program serves persons who meet the same definition of disability as with the DI program but have not accumulated the needed DI earnings credits and who meet specific low income standards. SSI cash benefits for 4.7 million recipients totaled \$19.6 billion as of June, 1994. The total number of recipients under 30 years of age was 1,380,700 or 29% of the total number of beneficiaries. Like the DI program, increasing rolls are sharply increasing the amount of cash benefits provided under SSI, resulting in a backlog of cases for

eligibility determination. Recent press alleging fraudulent SSI claims, congressional action regarding benefits paid to drug addicts and alcoholics and the perception of a 20 year trend to liberalize benefits criteria are also critical SSI program issues.

### ***Department of Education***

- A. Office of Educational Statistics and Improvement provides formula grants to extend and improve public library services and to make library services accessible to individuals who, because of distance, residence, handicap, age, literacy level, or other disadvantage, have reduced access to library services. In 1993, the program helped serve 804,707 individuals with disabilities. Budget outlays for FY 1995 were 88.3 million dollars.
- B. Office of Post secondary Education (OPE)
1. OPE administers the following federal student aid programs: Pell Grants, Supplemental Education Opportunity Grants (SEOG), State Student Incentive Grants (SSIG), Work Study, Direct Student Loans, Federal Family Education Loans, and Perkins Loans. These programs provide financial assistance to students enrolled at eligible post secondary institutions. The FY 1995 budget was \$14 billion with a total of 13 million awards.
  2. The Student Financial Aid Database and Information Line program provides a computerized database of all public and private financial assistance programs, accessible to schools and libraries through either modems or toll-free telephone lines; a toll-free information line, including access by telecommunications devices for the deaf (TDDs). The database is available for the general public, including persons with disabilities; however, the number of persons served is unknown. FY 1995 outlays are \$560,000
  3. Federal TRIO programs and Student Support Services programs are designed to increase the college retention and graduation rates of eligible students and to increase the transfer rates of eligible students from 2-year to 4-year institutions. The program awards discretionary grants to projects that provide remediation, academic counseling and guidance, tutorial services, and counseling among other activities. In 1992-1993, the program served 22,000 physically handicapped individuals out of a total of 169,000 participants - 13 percent of the total participants served. FY 1995 outlays were \$128.8 million.
- C. Office of Vocational and Adult Education
1. Adult Education Programs provide grants to the States supporting programs that assist educationally disadvantaged adults in developing basic skills, including literacy, achieving certification of high school equivalency, and learning English. States are required to provide two-year "Gateway Grants" to public housing

authorities for literacy programs, and to develop a system of indicators to determine program quality and improve the accuracy of evaluations. In addition, a State must use at least 10 percent of its funds to educate the incarcerated and other institutionalized individuals and set aside at least 15 percent for experimental demonstrations and teacher training projects. Individuals eligible for services must be 16 years of age and older. According to 1993 State performance reports, 152,211 or 3.9 percent of the total number of persons served were individuals with disabilities. FY 1995 budget outlays were \$2.6 million.

2. Basic State Grants and Territorial Set-Aside are authorized by the Carl D. Perkins Vocational and Applied Technology Education Act, Title I and II. Formula grants are designed to expand and improve their programs of vocational education and provide equal access in vocational education to special needs populations. There is not data on the number of persons with disabilities served due to varying definitions of vocational education. The FY 1995 budget was about \$1 billion.

D. Office of Elementary and Secondary Education

1. Title I Grants to Local Educational Agencies supplements State and local funding to local educational agencies (LEAs) and schools, especially in high-poverty areas, to help low-achieving children in all school grades achieve educational excellence. Program funds are allocated by formula through State educational agencies (SEAs) to about 93 percent of LEAs in the country. Annual reports indicate that about 5 percent of the total Title I 6.4 million participants served are children with disabilities. Budget outlays: for FY 1995 were \$6.4 billion.
2. Title I State Agency Migrant Education Program provides formula funds to State educational agencies (SEAs) for education services to children of migrant agricultural workers and fishermen. Like other Title I programs, this program focuses on helping migrant children meet the same challenging academic standards expected of all children. In the 1992-93 school year, the SEAs reported that 22,301 migrant children had disabilities, out of a total of 541,122 children served by the program. The FY 1995 budget was about \$3 million.
3. The Arts in Education Program support model education projects and programs in the arts for children, youth, and individuals with disabilities as well as support for federal activities to encourage the inclusion of the arts in the school curriculum. Currently, Very Special Arts, an organization whose programs encourage the involvement of disabled people in the arts, and the Kennedy Center Education program receive all funding under the program. In 1994, the Very Special Arts program served 1,409,480 individuals with disabilities with programs throughout the United States. FY 1995 budget outlays was \$10 million.

4. Title VIII Basic Support Payments are provided by formula to LEAs to help finance the education of federally connected children, including children with disabilities. Federally connected children may include those who either live on Federal property, have a parent on active duty in the uniformed services, children live on Indian lands, reside in low-rent housing or fall in other defined categories. In 1992, LEAs reported 54,850 children with disabilities were served though this figure does not reflect all categories of children. A total of 1.8 million federally connected children were counted for the purposes of payments in that year. Budget outlays for FY 1995 were \$5.2 million.
  5. Title VIII Payments for Children with Disabilities funds are provided by formula to LEAs to help finance the additional costs of educating certain federally connected children with disabilities. In 1992, LEAs reported 54,850 children with disabilities were served within some of the defined categories. FY 1995 budget outlays were \$33 million.
- E. Office of Special Education and Rehabilitative Services
1. Grants to States assists in meeting the costs of providing special education and related services to children with disabilities. Funds are allocated via formula. In 1994, 5,455,000 children between the ages of 3 and 21 were served. The status of exiting students: 100,742 graduated with a diploma; 30,839 graduated through certification; 4,337 reached maximum age; 51,489 dropped out of school; and for 41,961 were unknown. FY 1995 forward funded outlays were \$2 billion.
  2. Secondary and Transitional Services (SETS) supports both research projects and model demonstration projects. A research competition initiated in FY 1991 supported the development of effective strategies to provide transitional services to youth with disabilities who were members of a difficult-to-serve populations, specifically: adjudicated youth, youth with severe emotional disturbance, and youth with severe physical disabilities (including youth with traumatic head injury). A current priority will support two research projects on student involvement in transition planning to facilitate the active participation of students with disabilities in the transition planning process. An on-going priority initiated in FY92 supports demonstration projects which implement effective strategies to identify, recruit, train, and place youth with disabilities who have dropped out, or are at-risk, of school. In FY 1989 and FY 1990 the family networking competition was supported to increase the participation and involvement of parents and other family members in transition planning processes. An FY 1991 priority, Multi-district Outreach, was to enhance the capacity of education agencies by promoting the replication of proven transition service delivery models, or selected components of these models in multiple school districts based upon needs assessments. Projects supported under this priority must disseminate and replicate proven models, or selected components

of these models to establish or improve the quality of education and transition services to youth with disabilities. A similar priority is currently being competed in FY94 and is scheduled for FY95. The State Systems for Transition Services for Youth with Disabilities Program is designed to increase the availability, access, and quality of transition services; improve the ability of professionals, parents, and advocates to assist youth in transition; improve coordination and collaboration among service providers; and create an incentive for accessing and using the expertise and resources of programs and projects which have developed successful transition services for youth with disabilities. Also, a technical assistance project intends to evaluate and document the approaches and outcomes of the State systems projects. Beginning in FY 1985, the SETS program funded the Transition Institute at the University of Illinois. A major objective of the Institute is to engage in research activities that address skills needed by youth with handicaps for successful transition to adult and working life. These research efforts have provided a plethora of information on effective transition practices. Many of the Institute's activities encourage the exchange of information, the sharing of expertise, and the building of a network among persons concerned with issues related to the transition of youth with disabilities from secondary school to adulthood.

3. State Vocational Rehabilitation Services Program provide funds for vocational rehabilitation services, such as vocational evaluation; counseling and guidance; physical and mental restoration services; vocational and other training services; assistive technology; job placement services; post-employment services; personal assistance services; and interpreter, mobility, and reader services. There were an estimated 1,195,300 eligible individuals in the VR system in FY 1994; in the same year, of those individuals whose cases were closed after receiving VR services, approximately 61 percent (about 203,000 individuals) were successfully rehabilitated. Each year approximately 85 percent of the individuals rehabilitated enter the competitive labor market or become self-employed. Budget outlays were \$2.2 billion in FY 1995.
4. Vocational Rehabilitation Service Projects for American Indians with Disabilities provides VR services to American Indians with disabilities who reside on Federal or State reservations in order to prepare them for suitable employment. Priority is given to serving individuals with the most severe disabilities. Competitive funding for the program is provided through a set-aside of the VR State Grants program. An estimated 4,700 individuals were served in FY 1994. Budget outlays were \$9.9 million in FY 1995.
5. Client Assistance Program assists clients and client applicants of the Vocational Rehabilitation (VR) State Grant program and other programs, projects, and facilities funded under the Rehabilitation Act of 1973. Assistance may be provided to help

clients in their relationships with those providing services, including those pursuing legal and administrative remedies to ensure the protection of their rights. In 1993, CAP handled 63,656 information requests, referrals, and cases. The number of information requests and referrals provided was 52,382 and the number of cases filed totaled 11,272. FY 1995 budget outlays were \$10.5 million.

6. Special Demonstration programs under the Rehabilitation Act develop innovative methods and comprehensive service programs to help individuals with disabilities achieve satisfactory vocational outcomes. Discretionary programs use a variety of approaches to improve vocational outcomes, including supported employment, transitional planning, and increased opportunities for consumer choice; and develop innovative methods of serving underserved populations. FY 1995 supported employment budget was \$11.4 million and 25.7 million for special demonstrations.
7. Migratory Workers programs target the delivery of comprehensive vocational rehabilitation services to individuals with disabilities who are migratory agricultural workers or seasonal farm workers and to members of their families. Projects also develop innovative methods for reaching and serving this population. FY 1995 budget outlays were \$1.4 million.
8. Recreational Programs under the Rehabilitation Act provide individuals with disabilities with recreation and related activities to aid in their employment, mobility, independence, socialization, and community integration. Discretionary programs are designed to promote the development of social skills that are necessary in achieving integrated vocational and community placements. In FY 1995, budget outlays were \$2.8 million.
9. Protection and Advocacy of Individual Rights funds are used to establish a system to advocate for the rights of individuals with disabilities, and to pursue legal, administrative, and other appropriate remedies or approaches to protect their rights. FY 1995 budget was \$7.4 million.
10. Projects with Industry (PWI), authorized under Title VI of the Rehabilitation Act, focuses on creating and expanding job opportunities for persons with disabilities by involving private industry in the provision of rehabilitation services, job readiness training, and employment and advancement opportunities. PWI projects promote the involvement of private industry through Business Advisory Councils which participate in project policy making and give advice on available jobs and training requirements. In 1993, the program served 18,267 individuals with disabilities. Seventy-seven percent of these individuals, or 14,153, were reported as having severe disabilities. Budget outlays for FY 1995 were \$23.7 million.

11. State Supported Employment Services Program for Individuals with the Most Severe Disabilities assists States to develop collaborative programs with appropriate public and private nonprofit organizations to provide supported employment services for individuals with the most severe disabilities who require supported employment services to enter or retain employment. Budget outlays for FY 1995 were \$38 million.
12. Independent Living (IL) Programs are intended to maximize the leadership, empowerment, independence, and productivity of individuals with disabilities, and to integrate these individuals into the mainstream of American society. Independent living programs provide financial assistance to States to provide, expand, and improve independent living services; develop and support statewide networks of centers for independent living; and improve working relationships among State independent living rehabilitation programs, centers for independent living, Statewide Independent Living Councils, Rehabilitation Act programs outside of Title VII, and other relevant programs. In FY 1995, \$22.3 million were outlaid for IL State Grants, 42.4 million for IL Centers and \$9.4 million for services for older individuals.
13. Helen Keller National Center provides services on a national basis to individuals who are deaf-blind, their families, and service providers through three program components: (1) a national headquarters center with a residential training and rehabilitation facility where deaf-blind individuals receive intensive specialized services; (2) a network of 10 regional field offices which provide referral and counseling assistance to deaf-blind individuals; and (3) an incentive grant program for public and private agencies that serve individuals with deaf-blindness. The purpose of this program is to enhance opportunities for persons with deaf-blindness to live as independently as possible in their home communities. The HKNC network reports to have served 82 clients at its rehabilitation training center and 1615 through the ten regional offices. In addition, agencies affiliated with HKNC served 3,513 individuals. Of the 797 clients served at the HKNC's rehabilitation training center from June 1969 to June 1994, approximately 43% were age 17-30. Budget outlays for FY 1995 were \$7.4 million.
14. Assistive Technology - The overall purpose is to provide funds to states for improving the access of individuals with disabilities to assistive technology services and devices--products and equipment and related services that are used by individuals with disabilities to increase, maintain, or improve their functional capabilities. Devices include such items as communication devices, adapted appliances for accessible living, environmental control devices, modified housing, adapted computers, and specialized software. Outlays: \$41,392

15. American Printing House for the Blind (APH) produces and distribute educational materials adapted for students who are legally blind in formal educational programs below the college level. The materials are distributed to programs serving individuals who are blind through allotments to the States. In 1994, APH provided materials to 52,791 students who are blind. Budget outlays for FY 1995 were \$7.4 million.
16. Gallaudet University is a federally chartered, private, nonprofit educational institution offering programs for persons who are deaf. The University offers a traditional liberal arts curriculum and graduate programs on its main campus and a preparatory program on its satellite campus in Northwest Washington. The University also conducts a wide variety of basic and applied deafness research, and provides public service programs for persons who are deaf and professionals who work with persons who are deaf. Gallaudet operates two federally funded elementary and secondary education programs on the main campus of the University. The Kendall Demonstration Elementary School (KDES) operates as a model elementary school for children who are deaf. The Model Secondary School for the Deaf (MSSD) provides secondary education programs for students who are deaf. The schools conduct education programs, projects, and activities for the primary purpose of developing, evaluating, and disseminating model curricula, instructional techniques and strategies, and materials that can be used in various educational environments serving individuals who are deaf and individuals who are hard of hearing throughout the Nation. Total program enrollment in the 1996 school year was 3,220. FY 1995 budget outlays were \$78.4 million.
17. National Technical Institute for the Deaf is a residential facility provides post secondary training and education to persons who are deaf. The purpose of this program is to promote the employment of persons who are deaf by providing technical and professional education for the Nation's deaf young people. The Department maintains a contract with the Rochester Institute of Technology (RIT) in Rochester, NY to operate the National Technical Institute for the Deaf (NTID) and provide NTID with facilities and core services which would not otherwise be available to an institution of NTID's size. Total enrollment in the 1996 school year was 1,090. Budget outlays for FY 1995 were \$40.8 million.

### ***Interagency Collaboration***

The School-to-Work Opportunities Act of 1994 (STWO) - The School-to-Work Opportunities Act of 1994 provides venture capital to States and localities to assist them in establishing a framework for transitioning all students including youth with disabilities from school to work and careers in high-skill, high-wage jobs. The initiative is jointly administered by the Departments of Education and Labor and is authorized for

five years. During the last year, grants totaling \$78 million were awarded to States and localities for the purposes of designing and implementing systems that emphasize high-standards, instruction that integrates work and school, effective linkages between secondary and postsecondary schools and serves as a catalyst for bringing business, the private sector and educators together. An additional \$12 million will be awarded shortly to extend the development grants and provide support to Native Americans and the territories. Of the grants awarded to date, Development grants totaling \$15 Million were awarded to all States, the District of Columbia, and Puerto Rico. Implementation grants totaling \$43 million were awarded to 8 states, \$10 million was awarded to 15 local community grants and \$10 million will support 21 high poverty grants to urban and rural communities. A second round of grant competitions will be announced shortly. To date, approximately 22,000 students have been served through the initiative, involving 8,000 businesses and 11,000 schools. Specific information on the participation of students with disabilities is not yet available.