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Page 1 of 1

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FROM:UMCP ED TECH CENTER

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7137997095

AUG 31, 1990

12:36PM

P.02

OUTLINE
Proceedings

International Symposia on Employment of Persons with Disabilities

Preface - Lex Friedan

Provide context for the meeting and introduce the three themes

Labor Market Forces and the Employment of Persons with Disabilities - Roderick A. DeArment

OECD: - Thomas Alexander ?

Civil Rights for Persons with Disabilities in the United States -

Steny Hoyer

Economic Consequences of the Unemployment of Persons with Disabilities - Martin Gerry

OECD Response to Employment of Persons with Disabilities - John Fish

Summary of Personal Choice - Lani Florian

Summary of Effective Integration and Support in the Workplace - Debra Neubert

Summary of Organizing and Financing Community Services - Margaret McLaughlin

Summary and Conclusions of Conference - TBA

Agenda

List of Participants

~~B-UM~~

Alfander

Dearment

~~Karkirwan~~

Hoyer

Martin

Berry

Fish OECD-UK

Burke Dept of Sp. Ed.

Kemp

ORGANISATION FOR ECONOMIC
CO-OPERATION AND DEVELOPMENT

Centre for Educational Research
and Innovation

Room Document No.2

RESTRICTED

Paris, drafted: 23rd May 1990

INTERNATIONAL POLICY SYMPOSIUM ON THE COORDINATION OF PROGRAMMES TO
SUPPORT EMPLOYMENT OF PERSONS WITH DISABILITIES

Washington Marriott Hotel, 1221 22nd Street N.W., Washington D.C.
3rd - 5th June, 1990

BACKGROUND INFORMATION

For the past ten years OECD/CERI has been studying the process of transition from school to an adult working life for young people with disabilities. The project has been actively supported by the US Departments of Education and Labour. During this time a number of studies have been carried out in various Member countries on innovative approaches relating to the transitional phase.

Several reports have been produced as a result of these studies which analyse the situation in the countries concerned and offer policy recommendations. The issues and conclusions reached in the report "Young People with Handicaps - The Road to Adulthood" (1986) were found to be particularly relevant to United States policy makers and many of the innovations described might be taken into consideration when developing future policies.

In order to effectively disseminate the result of the OECD/CERI work on Disability in this area it was decided to organise a symposium in Washington D.C. to which international and United States experts should be invited to discuss the various innovative models in operation in Member countries. The symposium is being organised jointly by the Department of Labor, the University of Maryland and OECD/CERI.

The symposium will have two primary objectives:

- a) to promote discussion, between European and United States specialists, on the successful innovatory practices identified by the OECD/CERI work and consider issues related to their replication
- b) to inform United States policy makers about these initiatives and to discuss their implications for future policies

It is hoped that the discussions will be useful not only as a means of disseminating the innovative models found in Member countries relating to the transitional phase, but will at the same time be a forum to identify further issues which may be studied by OECD/CERI.

International Policy Symposium on the Employment of Persons with Disabilities

Sunday, June 3, 1990

6:00 - 8:30 p.m. Pre-Symposium Welcome and Reception

Monday, June 4, 1990

8:00 - 9:00 Registration and Continental Breakfast

9:00 - 9:30 General Session

*hi
why
intro*
Lex Frieden, Conference Chairman Greetings
Executive Director
TIRR Foundation
Houston, Texas

*CECA
As Project*
Thomas Alexander Greetings
Director for Social Affairs,
Manpower, and Education and
Director of CERI
Organization for Economic
Cooperation and Development
Paris, France

9:30 - 10:00 Lex Frieden, Conference Chairman Introduction of
Roderick A. DeArment

Honorable Roderick A. DeArment
Deputy Secretary of Labor
U.S. Department of Labor
Washington, D.C. Labor Market Forces
and the Employment of
Persons with Disabilities

10:00 - 10:40 William Kirwan Introduction of
President Representative Hoyer
University of Maryland
College Park, Maryland

Honorable Steny R. Hoyer
U. S. House of Representatives
House Majority Whip Civil Rights for Persons
with Disabilities in the
United States

10:40 - 10:50 Coffee Break

10:50 - 11:20 Edwin Martin
President and CEO
Human Resources Center
Long Island, New York

note on sheet that
Introduction of
Martin Gerry

Martin Gerry
Assistant Secretary for
Planning and Evaluation
U.S. Department of Health and
Human Services
Washington, D.C.

Economic Consequences
of the Unemployment of
Persons with Disabilities

11:20 - 12:00

Lex Frieden, Conference Chairman

Introduction of
John Fish

John Fish
Consultant
Organization for Economic
Cooperation and Development
Paris, France

Overview of OECD
Response to Employment
of Persons with
Disabilities

12:00 - 1:30

Luncheon (By Invitation)

1:30 - 1:45

General Session

Lex Frieden, Conference Chairman

Introduction to
Symposium Themes

1:45 - 3:15

Small Group Discussions

During the afternoon session, there will be in-depth small group discussions of three different topics. Participants will be able to attend two of three sessions.

1. Personal Choice (Moderators: Jorgen Hansen, Inspector of Education, Denmark and Philip J. Burke, Chairman and Professor, Department of Special Education, University of Maryland, College Park, Maryland): Exploration of the roles of the consumer, family, and advocates in the coordination of supports and services.

2. Effective Integration and Support in the Workplace (Moderators: Nora Ferro, Lowe Health Unit, Italy and Wayne Sailor, San Francisco State University, San Francisco, California): Review of strategies in the support of young adults with severe disabilities in integrated employment.

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MAY 31, 1990 11:32AM P.04

3. Organizing and Financing Community Services (Moderators: Martin Soder, University of Uppsala, Sweden and Dean Moodie, Director of Policy, Canada Assistance, Ottawa, Canada): Review of problems surrounding interagency collaboration and discussion of how to make co-funding and service delivery work.

Donald McLeod
Symposium participants will be assigned to a different group during each block of time so that each person will have the opportunity to participate in discussion of each of the three topics. A mid-afternoon soda/coffee break will be provided.

3:15 - 3:30

Coffee Break

3:30 - 5:00

Repeat Groups

5:00 - 5:30

General Session

Lex Frieden, Conference Chairman

Closing

6:00 - 7:45 p.m.

Reception

Hosted by the Kennedy Foundation

Russell Senate Office Building, Room 325

8:15 - 10:15

Banquet (By Invitation)
(U.S. Capitol)

policy / program
issues
barriers
recomm
implications
choose the group

Tuesday, June 5, 1990

8:00 - 9:00

Continental Breakfast

9:00 - 9:30

General Session

Lex Frieden, Conference Chairman

Reflections on June
4th activities and
discussion of work
groups

9:30 - 11:45

Small Group Discussions

Leaders from each of Monday afternoon's groups will facilitate further discussions on their individual topics. Participants will select the topic they wish to explore. End results of this session will be the identification of barriers for the three topic areas, and the development of policy recommendations and implementation strategies. A mid-morning coffee break will be provided.

12:00 - 1:15

Luncheon (By Invitation)

Philip J. Burke
Chair

Department of Special Education
University of Maryland
College Park, Maryland

Introduction of
Evan Kemp

Evan Kemp

Commissioner

Equal Employment Opportunity Commission

Washington, DC

(Scheduling permitting)

1:30 - 3:30

General Session

Large group discussion of the findings and recommendations of small groups. A panel composed of moderators or members of each of the topical discussion groups will present the findings of each of their groups. Edwin Martin will chair the panel and encourage group discussion. A mid-afternoon soda/coffee break will be provided.

6:30 p.m.

Presentation the Recommendations of the Symposium
Lex Frieden, Conference Chairman
(Benjamin Franklin Room, U.S. Department of State)

7:00 p.m.

Reception and Social Hour
(Benjamin Franklin Room, U.S. Department of State)
Due to security restrictions, only pre-invited guests
will be able to attend.

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MAY 31, 1990 11:33AM P.06

NAMETAG LIST

Thomas Alexander
OECD
France

Jens Bartholin
OECD
Denmark

Edward N. Bomsey
Edison Electric Institute

Gia Boyd-Kjellen
OECD
France

Carolyn Breyer
Florida Governor's Alliance for
the Employment of Disabled Citizens

Judy Brotman
President's Committee

Philip J. Burke
University of Maryland

Sandy Cawley
University of Maryland

Roderick A. DeArment
U.S. Department of Labor

Robert Dreyer
Martin Marietta

Nora Ferro
OECD
Italy

John Fish
OECD
United Kingdom

Lani Florian
University of Maryland

Samuel H. Fountain
National Association for Rehabilitation Services

Lex Frieden
TIRR Foundation

FROM:UMCP ED TECH CENTER

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MAY 31, 1990 11:34AM P.07

Martin Gerry
U.S. Department of Health and Human Services

Robert M. Gettings
National Association of State Mental
Retardation Program Directors

Jorgen Hansen
OECD
Denmark

Michael Hardman
University of Utah

Norris Haring
University of Washington

Paul Hearne
Dole Foundation

Thorgeir Hernes
OECD
Norway

Patricia Hood
OECD
United Kingdom

Steny R. Hoyer
U.S. House of Representatives

Merillie Huxley
OECD
United Kingdom

Evan Kemp
Equal Employment Opportunity Commission

William Kirwan
University of Maryland

Ruth Luckasson
University of New Mexico

Edwin Martin
Human Resources Center

Kenneth McGill
Social Security Administration

Jean McGinty
OECD
United Kingdom

FROM:UMCP ED TECH CENTER

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MAY 31, 1990 11:34AM P.08

Maggie McLaughlin
University of Maryland

Dean Moodie
OECD
Canada

Peter Moyle
OECD
Australia

Philip Nelan
National Restaurant Association

Debra Neubert
University of Maryland

Jay Rochlin
President's Committee on Employment
of People with Disabilities

Wayne Sailor
San Francisco State University

Judy Schrag
U.S. Department of Education

Jack Scott
Goodwill Industries of America, Inc.

Martin Soder
OECD
Sweden

Stanley J. Vitello
Rutgers University

Sandra Warren
United Cerebral Palsy

Kaj Westergaard
OECD
Denmark

Robert Williams
United Cerebral Palsy Associations, Inc.

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TO:

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MAY 31, 1990

11:34AM

P.09

LATE ADDITIONS TO NAMETAG LIST

Bob Bailey
University of Maryland

JoAnne Barnhardt
U.S. Department of Health and Human Services

Paula Beckman
University of Maryland

Carl Belcher
University of Maryland

Joyce Berry
U.S. Department of Health and Human Services

Carolyn Boos
Office of Senator Dave Durenberger

Malcolm Brodie
TIRR Foundation

Mel Brodsky
U.S. Department of Labor

Judy Burke
University of Maryland

Christopher Button
UCP

Jim Button
U.S. Department of Education

Lynne Cook
U.S. Department of Education

David Cooper
University of Maryland

Maria Cromer
U.S. Department of Health and Human Services

Carol A. Dunlap
Electronic Industries Foundation

Andrew Egel
University of Maryland

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MAY 31, 1990 11:35AM P.10

Darrell Farland
Governor's Council on Human Resources
Mandan, ND

Linda Fishman
U.S. Department of Health and Human Services

Michael Fishman
U.S. Department of Health and Human Services

Kevin Frank
ARC
Arlington, Texas

Mary Gall
U.S. Department of Health and Human Services

Beatrice Gerry
U.S. Department of Health and Human Services

Susan Goodman
U.S. Department of Health and Human Services

Steve Graham
University of Maryland

Diane Grieg
University of Maryland

Karen Harris
University of Maryland

Beth Harry
University of Maryland

Ron Harvey
ARC
Arlington, Texas

Jean Hebeler
University of Maryland

Patricia M. Jackson
Mainstream, Inc.

Roberts T. Jones
U.S. Department of Labor

William Jones
AAUP

Gwendolyn King
U.S. Department of Health and Human Services

Frances Kohl
University of Maryland

Charles Kolb
U.S. Department of Education

Larry Leak
University of Maryland

Bruce Leftwich
U.S. Department of Labor

Peter Leone
University of Maryland

Joan Lieber
University of Maryland

Huey Long
U.S. Department of Labor

Deborah McFadden
U.S. Department of Health and Human Services

Sam McKee
Department of Education

David Malouf
University of Maryland

Sherrill Moon
OECD

Katie Ong
National Alliance of Business

Susan Parker
U.S. Department of Health and Human Services

John Paty
U.S. Department of Labor

Ron Reis
University of Maryland

Gina Richardson
University of Maryland

Anne Rudiéger
AAUP

Dale P. Scannell
University of Maryland

Helen Sherwood
Women's Bureau
Philadelphia, PA

Betty Simms
University of Maryland

Rosalyn Simon
Baltimore Transit Authority

Deborah Speece
University of Maryland

Bev Strong
University of Maryland

Guy Stubblefield
IAM CARES

Joseph Talbot
U.S. Department of Labor

Julianna Taymans
University of Maryland

Janet Tully
Marriott Corporation

Barbara Tyroller
University of Maryland

Carol Valdivieso
NICHY

Rafael Valdivieso
Consultant

Karen Vierneisel
Department of Education
Chicago, IL

Judi Wallace
Baltimore City Public Schools

Donna Watts
U.S. Department of Health and Human Services

David Waugh
International Labor Organization

Fred Weintraub
Council for Exceptional Children

Jane West
Jane West and Associates

Maureen West
Office of Senator Robert Dole

Martha Ziegler
Federation for Children with
Special Needs
Boston, MA

George Zitnay
Kennedy Foundation

PRELIMINARY AGENDA

Sunday, June 3, 1990

6:00 - 8:30 Pre-Symposium Welcome and Reception

Monday, June 4, 1990

8:30 - 11:45 General Session
Speakers will discuss Labor Market Forces and Access to the Labor Market, Economic Consequences of the Unemployment of Persons with Disabilities, and Overview of OECD models of Employment of Persons with Disabilities

11:45 - 1:00 Lunch and Speakers

1:30 - 5:00 Small Group Discussions (led by OECD representatives).
The three major topics will include:
(1) Personal Choice
(2) Effective Integration and Support in the Workplace
(3) Organization and Financing Community Services

6:00 - 7:45 Reception in U.S. Senate Office Building

8:15 - 10:15 Banquet (By Invitation) at the U.S. Capitol

Tuesday, June 5, 1990

8:30 - 9:00 Continental Breakfast

9:00 - 9:30 General Session

9:30 - 11:45 Small Group Discussions
A continuation of the Monday afternoon groups. End results of this session will be the identification of barriers for the three topic areas, and the development of policy recommendations and implementation strategies.

12:00 - 1:15 Luncheon

1:30 - 3:30 General Session
The findings of the discussion groups will be presented to the large group.

6:30 Presentation of Overview of Recommendations
Diplomatic Reception Room, U.S. Department of State

**INTERNATIONAL SYMPOSIUM
ON EMPLOYMENT OF PERSONS WITH DISABILITIES**

*Washington Marriott Hotel
1221-22nd Street, N.W.
Washington, D.C. 20037*

June 3-5, 1990

SUNDAY, JUNE 3

6:00-8:00P Pre-Symposium Welcome and Reception

MONDAY, JUNE 4

8:00-9:00 Registration and Continental Breakfast

9:00-9:30 General Session

*Greetings Lex Frieden, Conference Chairman
Executive Director
TIRR Foundation
Houston, Texas*

*Greetings Thomas Alexander
Director for Social Affairs,
Manpower and Education;
Organization for Economic
Cooperation and Development
Paris, France*

SYMPOSIUM

9:30-10:00 *Introduction of
Roderick A. DeArment*

Lex Frieden

*Labor Market Forces
and the Employment of
Persons with Disabilities*

*Roderick A. DeArment
Deputy Secretary
U.S. Department of Labor*

10:00-10:40 *Introduction
of Representative Hoyer*

*William Kirwan
President
University of Maryland
College Park, Maryland*

*Civil Rights for Persons
with Disabilities in the
United States*

*Honorable Steny Hoyer
U.S. House of Representatives*

10:40-10:50 *Coffee Break*

10:50-11:20 *Introduction
of Martin Gerry*

*Edwin Martin
President and CEO
Human Resources Center
Long Island, New York*

*Economic Consequences
of the Unemployment of
Persons with Disabilities*

*Martin Gerry
Assistant Secretary
for Planning and Evaluation
U.S. Department of Health
and Human Services*

SYMPOSIUM

11:20-12:00 Introduction of John Fish Lex Frieden

*Overview of OECD Response John Fish
to Employment of Persons Consultant
with Disabilities Organization for Economic
Cooperation and Development
Paris, France*

12:00-1:30 Luncheon (by invitation)

1:30-1:45 General Session

Introduction to Symposium Themes Lex Frieden

1:45-3:15 Small Group Discussions

*During the afternoon session, there will be in-depth small
group discussions of three different topics. Participants
will be able to attend two of three sessions:*

I

Personal Choice

*Moderators: Jorgen Hansen, Inspector of Education, Denmark
Philip J. Burke, Chairman and Professor, Department of Special Education
University of Maryland, College Park, Maryland*

***an exploration of the roles of the consumer, family and
advocates in the coordination of supports and services***

SYMPOSIUM

II

Effective Integration and Support in the Workplace

Moderators: Nora Ferro, Lowe Health Unit, Italy

Wayne Sailor, San Francisco State University

San Francisco, California

***a review of strategies in the support of young adults
with severe disabilities in integrated employment***

III

Organizing and Financing Community Services

Moderators: Martin Soder, University of Uppsala, Sweden

Dean Moodie, Director of Policy, Canada

Assistance, Ottawa, Canada

***review of problems surrounding interagency collaboration and
discussion of how to make co-funding and service delivery work***

*Symposium participants will be assigned to a different group
during each block of time so that each person will have the
opportunity to participate in the discussion of each of the
three topics. A mid-afternoon soda/coffee break will be provided.*

3:15-3:30 Coffee Break

3:30-5:00 Repeat Groups

5:00-5:30 General Session

Closing

Lex Frieden

SYMPOSIUM

6:00-7:45P *Reception*
Hosted by the Kennedy Foundation
Russell Senate Office Building
Room 325

8:15-10:15 *Banquet (by invitation)*
U.S. Capitol

TUESDAY, JUNE 5

8:00-9:00 *Continental Breakfast*

9:00-9:30 *General Session*

Reflections on June 4th Activities *Lex Frieden*
and Discussion of Work Groups

9:30-11:45 *Small Group Discussions*

Leaders from each of Monday afternoon's groups will facilitate further discussions on their individual topics. Participants will select the topic they wish to explore. End results of this session will be the identification of barriers for the three topic areas and the development of policy recommendations and implementation strategies. A mid-morning coffee break will be provided.

SYMPOSIUM

12:00-1:15 *Luncheon (by invitation)*

Introduction of Evan Kemp

Philip J. Burke

Chair

Department of Education

University of Maryland

College Park, Maryland

Evan Kemp

Chairman

Equal Employment Opportunity Commission

Washington, D.C.

1:30-3:30 *General Session*

Large group discussion of the findings and recommendations of small groups. A panel composed of moderators or members of each of the topic discussion groups will present the findings of each of their groups. Edwin Martin will chair the panel and encourage group discussion. A mid-afternoon soda/coffee break will be provided.

6:30

Presentation: The Recommendations of the Symposium

U.S. Department of State -- The Benjamin Franklin Room

(Lex Frieden)

7:00

Reception and Social Hour

U.S. Department of State -- The Benjamin Franklin Room

(due to security restrictions, only pre-invited guests

will be able to attend)

*Bob Jones
Assistant Secretary
Employment & Training Administration*

*John Paty
Special Assistant to the
Deputy Under Secretary for
International Labor Affairs*

Good Morning!

My name is Lex Frieden. (from my work in W)
Some of you may remember me^v as ED of NCD
Others will identify me in my present
role as ED of the TIRRF and as
a member of the faculty of B.C.M.

Perhaps as a result of my recent experience
representing the DOL as a delegate panel
member on a study of disability employment
policy at the OECD, I have been asked
by the sponsors of this symposium to
serve as your conference chairman for
the next two (2) days.

In this capacity, it is my pleasure to welcome
all of you to Washington for what promises
to be an educational, provocative, productive
and enjoyable conference.

As you know, this symposium is being sponsored
by the DOL, the DHHS, the International Org.
for Economic Coop and Dev't, and the U of M at
College Park. They have conceptualized three
important objectives for this meeting.

Those are:

after ^{the} conference is over, ~~the~~ a working group representing a report will be generated which will reflect the outcome of our discussions and suggestions here during the next 2 days. This report will likely be of value to us both from a domestic point of view and from an international perspective. Thus we can anticipate that the results of our work here will ~~have~~ have effects ranging beyond those which we may recognize immediately here today.

~~Obviously,~~ This will be a participatory, working conference. Each one of us will have an important role to play and important contributions to make in order for us all to share a valuable products when we are finished.

I believe there are 3 elements which dictate success of a meeting such as this. They are: . . . good planning and preparation; good subject matter and important issues; and good people with imagination, ideals, and perspective.

— We are all witness to the fact that good planning and preparation has preceded this meeting. For that we have to thank:

Phil Burke, Maggie McLaughlin, Toni Florian, and Sandy from the U of M; Martin Garry from the US DHHS; John Patey and Mel Brodsky from the DOL; and David Thomas and Lisa Boyd-Kjellon from the OECD. They have all done an outstanding job.

The issues which we have been called upon to address should have ample meaning to each one of us and their importance cannot be ~~and~~ overestimated. They should certainly have face validity for us all.

Finally, the people who are here as speakers, moderators, reporters, subject area experts, and in fact all of the invited participants at this conference are exceptional. We all make up an extraordinary and unique blend of perspectives, experiences, and knowledge. As participants here, our role is most important.

The challenge for us now is to use the next 2 days as effectively as we can in order to gain the utmost from this opportunity and experience.

With that in mind, let's briefly review the agenda which lies ahead of us.

First, this morning, we will have the opportunity to hear from several outstanding and prominent leaders and authorities who are abundantly well qualified to challenge us with ideas and supply us with information.

This afternoon, we will begin to perform our participant role in small groups addressing issues in the area of:

Please make note of 2 changes on the agenda concerning this ordering; we have the honor of attending a reception at the U.S. Senate Capitol

Tomorrow morning, we will continue in our participant role, focusing more specifically on the task of developing recommendations.

Tomorrow afternoon, we will refine and complete our recommendations.

And tomorrow night we will conclude our activities by having ~~the~~ unusual opportunity to meet and to socialize in the ~~insane~~ innersanctum of the US State Department, a ~~splendid~~ splendid site for wishing one another ~~god~~ good bye.

Now, without further ado let me begin the program by introducing . . .
Mr. Thomas Alexander

I'm sure you will agree that this is an outstanding and challenging agenda.

If you have any questions or personal needs during the next 2 days, please do not hesitate to contact me or any of our ~~gen~~ team of hosts. We hope you all enjoy and benefit from this meeting.

Measures of accomplishment:

① Basic knowledge

② Study notes

③ Develop recommendations

- Successful Symposium

To Mrs. Emily

Thank Phil and Maggie

Mark

me and John?

David Thomas and John

Tom Alexander

presenters and reporters

Speakers and commentators

Elements of potential success:

① Good planning and preparation

② Good subject matter

and important issues

③ Good people with

motivation, ideas, and perspective

Rocky Ford

Mon: DM

intro. themes

use all roles

exchange info
identify issues

select 2 groups (oppor.)

as you explore issues
decide which one
you will join tomorrow

tomorrow — focus more
on recon / fiction

name cards

Mon. @ 5

Summary issues
mention Tues. Mon.

Meet @ recep
go by cab to RSOB
or by metro

for those who need to
know how to get
from RSOB to Cap

see UM ref.

Tues AM

review issues

→ tell "choose group"
divided evenly

→ produce barriers
& recs.

which will be the
principal product

Tues. PM.

Welcome all
— name dignitaries

State good conf
thank all

give summary
— mention final report
inspirational (short)

Intro Don Aley
Annella
Kerry
Jones

Welcome & Greetings Lex

Introduction of Dignitaries Lex

Thank you's Lex
- see attached page

Report Summary Lex

Tom Alexander
Director for Social Affairs, Manpower & Evaluation
Organization for Economic Cooperation & Development

Mike Vader
Deputy Assistant Secretary, OSERS
representing Department of Education

Martin Gerry
Assistant Secretary for Planning & Evaluation
Dept of Health & Human Services

Deputy
~~Bob Jones~~ Ray "U haul dee"
Assistant Secretary - Employment & Training Admin.
Department of Labor

Thank you's

University of Maryland

Philip J. Burke
Maggie McLaughlin
Lani Florian
Sandra Crowley
Joe Crowley

Department of Labor - PCEPD

John Paty
Mel Brodsky
Bob Jones
Secretary Dole

Judy Botman

OECD

Speakers, Moderators, Rapporteurs & Participants

Report: unique - int
Log:

enthusiasm
Optimism
Driving by Product need
Written Report to follow

9 countries
60 participants
Problem: 12 million unemployed
fed. exp. of \$60 billion annually

do people ^(500,000) on our side, under 25
return to work later $> \frac{1}{2}$
— look at outlays from
~~stop fed. resources~~
over entire life span
— cost, in current \$
indep. of ~~sales~~ lost wages
— outlays = more
than 1 trillion
= more than
world debt

Need sol. — now
lost to exist
20% of dis children leaving
that now w — no sticks
worldwide ~~labor~~ labor market of 600

4 countries
60 people

problem's ~~230~~ billion
with no skills

worldwide
problem

cost \$ to society

major themes: nondisplace
unity vs. fragmentation

prob

Communication
work ~~using~~ ^{using} ~~disruption~~
lost

patronization
example from IS art.

Academic
Participation
Contribution

Standards
Basic

parameters for judgement
assessment

94-122 > ~~AAA~~

↑
transition still missing

— not system
British experience
Only — systematic replication

A validated common issues

Conclusion

Time to go to work
have sufficient experience
on our own & other countries
ready to lay out a framework

prepared to rec. natl
model
key features

solution lies at local level
natl framework

★ 9/11-11/02 model
individuals ~~must~~ have advice
~~process~~ outcome focus
back agency
local respons.
federal incentive oversight
others: Headstart, TANF

Foundational Principles
- personal choice
- info. & support
- coord., org. financing

incentives to encourage
bus. need
consumer need
govt need

WASHINGTON CONFERENCE
TOWARDS AN ADULT WORKING LIFE
JOHN FISH

INTRODUCTION

It is more than ten years since the Centre for Educational Research and Innovation (C.E.R.I.) of the Organisation for Economic Cooperation and Development (O.E.C.D.) began work in the field of disability and handicap. Work concentrated on the adolescent age range and on two main themes, integration into school and transition from school to adult and working life.

Early studies of the transition phase revealed three threads which were to grow in importance, the recognition of adult status for those with disabilities, the contribution of parents to transition and the effectiveness of well planned training and experience, in real work situations, in increasing open employment opportunities.

This paper attempts to draw out some of the findings of a decade of work paying particular attention to a context and conceptual framework for transition to an adult working life.

TRANSITION

Individuals make many transitions in their lives, for example from home to school, from elementary to secondary education, from work to retirement. Each transition has common features which include the establishment of personal space and worth in new groups and settings.

By far the most important transition is that from school through adolescence to adult and working life. This establishes a basis for relationships, rewards and recognition in adult life. A successful transition should result in a satisfactory life style, a sense of personal worth, a valued place in the family, and a recognised contribution to the neighbourhood and community.

Aims, expectations and objectives for transition are set by the cultural values, policies and practices in individual countries. Although independent living, work, developing family responsibilities and community participation through leisure and recreational activities should be accepted as objectives for all young people, it is the aims, expectations and objectives of different professionals and agencies which are crucial to their achievement.

A conceptual framework for transition is relatively simple to develop. It is the complex pattern of different definitions of handicap and of agency responsibilities during the period of transition, which presents young people and their families with problems in most OECD countries.

DEFINITIONS

Throughout the work on disability there were pressures to describe handicaps, to give figures for the size of different categories and to specify precisely the total size of the group concerned. It soon became clear that definitions varied so widely between countries, and between government departments within countries, particularly during transition, that few meaningful statistics could be collected.

The distinction between a disability or significant difficulty and its handicapping effects for the individual has become increasingly important. This distinction has profound implications for policies and practices. Two conclusions are clear. On the one hand handicaps are individual and relative to situations and on the other they are socially and administratively defined. The incompatibility between developing individual programmes and the categorical thinking often demanded by those funding facilities and services are not always recognised or resolved in practice.

BASIC ISSUES

It is now possible to identify a number of strategic concepts, criteria and standards which characterise effective transition.

CONCEPTS Transition should be regarded as a unitary process by which the individual grows through adolescence to adulthood and achieves the balanced state of dependence and independence which is expected of all citizens.

It is a unitary process because it should embrace the development of skills appropriate for open employment, those appropriate for an independent life, those required to pursue a range of leisure and recreational pursuits and, above all, those necessary for social interaction, constructive self-advocacy and community participation.

The Objectives of Transition should be:

- i) Personal autonomy, independence and adult status;
- ii) Productive activity (ie 'working life') leading to economic self-sufficiency;
- iii) Social interaction, community participation, leisure and recreation;
- iv) Roles within the family.

However, the objectives set in any country for the youth group as a whole are not always seen as appropriate for those who are disabled. Even when they are, there are often explicit or implicit professional reservations about the extent to which individuals with severe degrees of disability might attain them.

The achievement of these objectives for some individuals may take longer and long term support may be required to sustain them. But young people with disabilities should not be additionally handicapped by preconceptions about the effects of disabilities on adult life or by placing limitations on their choices and opportunities, in the early stages of transition.

Many programmes still concentrate on one aspect of transition, for example employment or independent living, in isolation from other programmes; assuming that other aspects of individual development will 'happen'. The individual cannot be neatly divided into his health, education, social welfare and employment parts although administrative arrangements are often based on this assumption.

An Agreed and Coherent Policy for Transition - Lack of communication and co-ordination is evident even in the most caring societies. The disability policy reviews, carried out Australia, France and Sweden in 1986, showed, in some instances, that one government department putting considerable resources into programmes to enable disabled school leavers to enter employment and live independently while another department was using even more resources to award pensions to the same group of young people provided that they remained dependent and unemployable.

This is but one example of conflicting aims and interests. While it is unrealistic to expect that divisions of administrative responsibility will not persist or have an acceptable rationale, it is possible to hope that responsibilities will be seen as shared and will be exercised towards agreed common ends.

Within any country it is important to develop a conceptual framework which is acceptable to all. Developing this framework must include looking beyond the existing pattern of facilities and services, which often circumscribes what is offered to young people. It should consider the range of options it might be realistic to offer if the resources, currently available, were used in a less sector specific and competitive way. The framework should result in a more co-ordinated approach to agreed ends and this in turn would result in a more effective use of resources.

Inter-agency and inter-professional cooperation can only flourish where programme objectives and outcomes are agreed. A first step in planning for transition is to specify and agree aims and objectives for the phase.

CRITERIA

Effective practices demonstrate that appropriate training technologies, longer periods of training (involving direct experience) and positive expectations can enable even the most severely disabled young adult to achieve much higher levels of competence in employment and independent living.

Criteria by which to evaluate the transition process include:

Assessment - Procedures should be positive and include evaluating performance in real life situations outside school, identifying individual transition needs and developing an individual programme to which all concerned, including parents, contribute.

Information - Young people and their families should receive clear and accurate information about all the options available to them.

Continuity - Professionals working in different phases of transition should work with each other to ensure progression, continuity and coherence in what is offered in an individual programme.

How are Families Involved? - Effective transition involves a new tripartite relationship, with agreed goals for transition, between young people, their parents and professionals.

What are Service Priorities? - The extent to which facilities and services are flexible, change in response to individual need over time and respond to consumer demands is an important criterion. Individuals should have a personal plan for their transition.

How is Participation and Self-Advocacy Developed? - An effective programme will result in young people who are capable of managing many, if not all, areas of their lives.

How do Professional Practices Change? - Growing independence and adult status require a greater equality in participation and decision making. A changing pattern of professional practice should result in the recognition of the disabled person as a responsible adult taking as many decisions as possible.

Financial Management - At the end of transition most young people with disabilities should be able to take some responsibility for managing their own time and resources.

Overall Orientation

The criteria, and the contexts in which they are applied, can also be assessed in terms of their general orientation. For example:

- i) are policies and practices integrative or segregative?
- ii) are they 'dependent care' or independence oriented?
- iii) do they recognise individuality and choice?
- iv) are they inward looking or do they reach out to cooperate with other agencies?
- v) are they staff or client oriented?

THE CURRENT CONTEXT FOR TRANSITION

Transition has to be seen in the economic and social contexts in which it takes place. During the latter part of the OECD/CERI programme significant changes were taking place in these contexts. These changes are expected to have a significant effect on transition in the 1990's.

Demography The youth group now entering the labour market is considerably smaller (20 to 30 per cent in some instances) while the percentage of aging people moving out of the labour market is increasing sharply. High levels of retirement through age and a much smaller cohort of young people entering the labour market are bringing a realisation that labour shortages may occur.

Developed societies will need as many working contributors to the economy as possible. The prospects for those previously not recruited, the minorities, the disadvantaged and the disabled should improve.

Employment While the rights to education, training and independent and small group living have been recognised the right to employment in the community with others has been less often accepted. A considerable advance in this respect has been made in parts of Italy and the United States as OECD/CERI reports show. Legislative changes and policies have recognised the failure of the sheltered workshop system. As a 'through-put' model to open employment the system has almost always had a very low success rate. More encouraging results are obtained from supported and open employment model programmes as the Genoa and US reports show.

Given effective transitional preparation and continuing support, for those with severe disabilities who may need it, there is a reasonable hope that an increased percentage of disabled young people will be enabled to enter open employment.

Technology The speed of labour market changes is considerably increased by the introduction of new technologies, particularly information technology. The latter has a pervasive effect which can result in lowered costs, a better integration and control of activities, increases in productivity and making small batch production more economical.

However, it is the effect of new technology on the employment prospects of young disabled people which is relevant to the transition phase. A U.K. publication and other reports summarise trends and issues and include accounts of the direct experience of young people and their teachers. The appropriate use of technology in preparation and in employment should increase employment opportunities but the UK report shows that employers have been slow to accept the results.

Social Protection OECD Reports show that many Member countries are adjusting their social protection policies to meet the needs of the 1990's. The features of this process, are that:

'Social policy has become less preoccupied with the enhancement of benefits and services and more concerned with questions of efficiency and effectiveness.

A declining proportion of households consist of two-parent, two-generation nuclear families. Other types of living arrangements --- including one person households, lone parent families and the institutionalised elderly -- are demanding increasing and different forms of social protection.

The growth of personal incomes has created the potential for a larger proportion of the population to carry a greater part of its own social risks.

The prospect of an aging population structure has cast a shadow over the future of those social programmes (health, old age pensions) whose costs and outlays are age related.

These factors are seen as giving rise to issues which cut across policies such as 'activity versus dependency', 'responsiveness to social and demographic change', 'the balance between public and private finance and provision' and 'the efficiency and flexibility of social provision'.

While social protection policies are under review it is an opportune moment to feed in new ideas about the most effective ways of facilitating and supporting the transition of young people with special needs as potential contributors to rather than consumers of national resources.

Financial Implications In the relationship between short-term investment in the transition process and the long-term costs of dependent institutionalisation, it can now be shown that financing effective transitional arrangements results in a significant proportion of young disabled being able to earn money and live relatively independently. The cost of support for them in work and independent living is significantly less than the total support currently provided for many.

In current political and economic circumstances it would seem foolish to neglect experience which enables young people, previously excluded from active participation, to work, exercise choice and contribute to the economy because of the short-term parsimonious budgetting of transition services.

DEFINING QUALITY IN SERVICES

Some criteria for effective transition have already been discussed. A similar approach to the same problems of standards can be made by identifying quality indicators. Some work by Sailor, Hardman and others has taken this line. A summary of important quality indicators can be found in the appendix.

INITIATIVES

The OECD/CERI programme has revealed many interesting initiatives. These include exemplary school programmes, case management systems and forms of supported employment. These will be discussed during this meeting. The most outstanding outcome, however, has been to raise expectations significantly. The vast majority of young people with disabilities are capable, after a properly co-ordinated transition of living independently and working.

CONCLUSIONS

The Transition programme is now being concluded although some studies will continue. A report on Employment, which concludes the current phase, sets out an agenda for all those concerned with education, social welfare and employment policies and with the transition of young people with special needs to adult and working life. This reiterates the importance of looking at transition as a unitary process and of working to common and agreed aims.

This US Conference is an important occasion for disseminating outstanding transition practice in this country. It is also a unique opportunity to share the international experience gained by many of those present who contributed to the OECD/CERI Transition work.

It is to be hoped that for all of us discussion and dissemination will be followed by action.

APPENDIX

QUALITY INDICATORS

'Quality' in transition services or community life involves setting standards for the effectiveness of programmes. The crucial questions are:

- What are the acceptable outcomes of transitional programmes for students with disabilities?
- and - Are the standards applied to evaluating programmes for students with disabilities different from those for people without a disability?

The four main groups of objectives, already defined, are not different to those for students without disabilities. Although the content of preparation may differ, depending on the needs and abilities of the individual, there is a common set of indicators that applies to both disabled and non-disabled people.

Although the determination of what constitutes 'quality of life' is individual and personal, there are some general indicators that seem to be acceptable across the vast majority of Western society.

These are:

- Everyone is empowered to make their own choices about adult living, including selecting friends, where they live, what jobs they will hold etc.

- Each person is valued as an individual capable of personal growth and development. Everyone is treated with dignity and has the opportunity of participating in all aspects of community life.

- Each person has the opportunity to participate in the economic life of the community.

Similarly there are common indicators of the quality of secondary programmes which include:

- the empowerment of students with disabilities to make their own choices.
- the involvement of parents facilitate the transition of students from school to adult life.
- the inclusion of vocational training programmes that focus on integrated community employment opportunities.
- focussing on the functional skills necessary for students with severe disabilities to live successfully in a community setting.

- the promotion of continuous interaction between disabled adolescents and their non-disabled peers,
- , focus instruction on skills most relevant to independent functioning in an integrated community environment,
- supported employment in the community among the options available to students with severe disabilities,
- transitional planning services to facilitate the adjustment of students with disabilities as they move from school to adult life.

* Headstart model

for govt role in funding

IFPA coal. model

prepared to recommend
a ~~with~~ model

key features
framework

FA/BA/BA

personal choice

Problem

Employment / integration
of PwD

Core: 2 levels

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care mg.

[used internet difference]

window of
Po to school

institutional

innovation ~~innovation~~

BIOGRAPHY OF RODERICK A. DeARMENT

In April 1989, Rod DeArment was nominated by President George Bush to serve as Deputy Secretary of Labor under Elizabeth Dole. He was confirmed by the Senate on May 18, 1989, and appointed by the President on May 22, 1989.

From February 1986 until he arrived at the Labor Department, Rod was a Partner in the Washington law firm of Covington & Burling where he specialized in tax and legislative matters.

Prior to joining the firm, Rod served as Chief of Staff in the Office of Senate Majority Leader Bob Dole during 1985. He had previously worked for the Senate Finance Committee beginning in 1979 as a member of the Minority Staff under Senator Dole, and in 1983, he was appointed Chief Counsel and Staff Director of the Committee.

During his six years with the Committee, Rod helped shape the Crude Oil Windfall Profits Tax, the Economic Recovery Tax Act of 1982, the Tax Equity and Fiscal Responsibility Tax Act, the Social Security Amendments of 1983, and the Deficit Reduction Act of 1984.

Rod became an Associate in the law firm of Covington & Burling upon graduation from the University of Virginia Law School in 1973, where he served as an editor of the Virginia Law Review. Rod received his undergraduate education at Trinity College in Hartford, Connecticut, from which he graduated with honors.

Rod is married and has two children.

#

Withdrawal/Redaction Sheet

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Record Group: Donated Historical Materials

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Re-review Case #:		Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
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(b)(9) Release would disclose geological or geophysical information

CURRICULUM VITAE

ALEXANDER, Thomas John

Born [REDACTED] (C) - entered British Diplomatic Service 1958

1958 - 1961 Third Secretary, Foreign and Commonwealth Office,
London

1961 - 1962 Middle East Centre for Arab Studies

1963 - 1965 Third Secretary, British Embassy, Kuwait

1965 - 1967 Private Secretary to the Minister of State,
Foreign and Commonwealth Office

1967 - 1970 Second Secretary, British Embassy, Tripoli

1970 Seconded to Imperial Chemical Industries

1970 - 1973 British Consulate General, Seattle, USA

1974 - 1977 First Secretary, Foreign and Commonwealth Office,
London

1977 - 1982 Special Assistant to the Secretary-General,
OECD, Paris

1982 - 1983 Counsellor and Head of Chancery,
British Embassy, Khartoum
(Chargé d'affaires: April - June 1983)

1984 - 1989 Deputy Head of the Planning and Evaluation Unit,
OECD, Paris

1984 - 1989 Head of the Private Office of the Secretary-General,
OECD, Paris

1989 - present Director, Social Affairs Manpower and Education,
OECD, Paris

Director of GSR

Withdrawal/Redaction Sheet

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~~To Lena Salen~~
~~Special Education Section~~
~~UNESCO~~

~~URGENT~~

~~Fax No 001 45,67,10,90~~

~~I have reserved the dates March 20th - April 5th,~~
~~Harewith CV and Medical Certificate.~~

John Fish
Cherry Tree Cottage
Hill Top Lane,
Saffron Walden
Essex

CURRICULUM VITAE

JOHN REGINALD FISH

BORN

(C)

EDUCATION

King Edward VI School Chelmsford,
Gosfield Hall School
Framlingham College Suffolk 1936 - 1940

WAR SERVICE

October 1940 - October 1946,
Captain Royal Engineers Parachute Squadron
Airborne Forces,

UNIVERSITY

1946 -1949 University College London,
B.Sc (Special) Psychology, Mathematics, 1949 1st Class
Post Graduate Academic Diploma, Educational and Child
Psychology 1951,

CAREER

1949 - 1951 Teaching - Secondary Modern and Approved
Schools,
1951 - 1954 Educational Psychologist City of Oxford
1954 - 1957 Senior Clinical Psychologist Child Psychiatric
Service, Booth Hall Hospital, Manchester,
1957 - 1963 Senior Educational Psychologist, Derbyshire,
1963 - 1982 H.M. Inspector of Schools,
1970 - 1971 Nuffield Commonwealth Fellow,
1974 - 1982 Staff Inspector Special Education,
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1982 - to date Consultant to the Centre for Educational Research and Innovation (CERI) of the Organisation for Economic Cooperation and Development (OECD).

1984 - 1985 Chairman IEA Committee to Review Special Education, Publication 'Educational Opportunities for All?'

1987 - 1988 Visiting Fellow, London Institute of Education.

1987 - to date Advisor on Special Education Matters to the House of Commons Education, Science and Arts Committee.

PUBLICATIONS

1985 SPECIAL EDUCATION - THE WAY AHEAD, Open U Press.

1981 - to date OECD - CERI Publications on the theme of Adolescents who are Handicapped.

1987 - Children and Society, Vol 1 No 2, 'Disability and Social Policy'.

1987 - British Journal of Special Education, Vol 14 No 4, 'Questions We Need to Ask'.

1989 What is Special Education? Open U Press

ORGANISATION FOR ECONOMIC
CO-OPERATION AND DEVELOPMENT

Centre for Educational Research
and Innovation

RESTRICTED

Paris, drafted: 30 May 1990
dist.:

Room Document No. 3

INTERNATIONAL POLICY SYMPOSIUM ON THE EMPLOYMENT OF PERSONS WITH DISABILITIES

Sponsored by the US Department of Labour and the University of Maryland in
Co-operation with the OECD/CERI, Washington DC, 3rd-5th June, 1990

ACTIVE LIFE FOR YOUNG PEOPLE WITH DISABILITIES
Towards Employment for Young People with Disabilities

This draft paper of Part One of the report has been prepared by Mr. John Fish, Consultant to CERI, and the Secretariat for the Conference in Washington DC on 3rd-5th June, 1990. Part Two of the report will appear together with Part One in a subsequent publication.

The views expressed in this draft paper of Part One are those of the authors and do not commit either the Organisation or the national authorities concerned.

VX/nel/48

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PART TWO

(will appear with Part One in subsequent publication)

Appendices

TOWARDS EMPLOYMENT FOR YOUNG PEOPLE WITH DISABILITIES
CONTEXT AND BACKGROUND

AN INTRODUCTION TO TRANSITION

PART ONE

I. BACKGROUND

It is ten years since the Centre for Educational Research and Innovation (CERI) of the Organisation for Economic Co-operation and Development (OECD) began work in the field of disability and handicap. This work, generously funded by the Office of Special Education and Rehabilitation of the United States Department of Education and by the Department of Labour, has been widely and solidly supported by Member countries.

The focus of work has been the adolescent age range and activities have concentrated on two main themes, integration into school and transition from school to adult and working life.

This ten year period of activity is drawing to a conclusion as new CERI programmes are planned. This report:

- i) Summarises the work done on the theme of transition to adult and working life with particular reference to the role of employment in successful transition.
- ii) Discusses the major issues facing those concerned with that phase
- iii) Introduces criteria by which to assess effective transitional arrangements.
- iv) Raises policy issues for further consideration.

The report is a distillation of experience at the end of a sustained period of work which is intended to assist those working in national, regional and local services, and voluntary agencies, to evaluate transition policies and practices.

II. INTRODUCTION

Individuals make many transitions in their lives, from home to school, from elementary to secondary education, from school to higher education, from

school to work, from single to married life and from work to retirement. Each transition has common features which include the establishment of personal space and worth in new groups and settings.

However, by far the most important transition is that from school through adolescence to adult and working life. This most often establishes the basis for relationships, rewards and recognition in adult life. A successful transition should result in an effective and satisfactory life style and a sense of personal value in the family, neighbourhood and community.

The need for a conceptual framework for the process of transition is now recognised. The contexts in which those with disabilities are making the transition from school to adult and working life is changing markedly in Member countries in the 1990's.

Transition from school to work and adult life can be studied from two major standpoints:

- i) the psycho-social development of the individual to adulthood in his or her family and culture; and
- ii) the means and conditions, including attitudes, values, programmes, institutions and services, which enable the achievement of the objectives of transition in a particular country, region or neighbourhood.

The OECD/CERI programme of activities has included both kinds of studies. This report, however, concentrates on the second theme. Here the achievement of adult status, while an essential outcome of an effective passage through transition, is incidental to the study of the policies, programmes and services which are effective in gaining and supporting employment and independent living. The report continues with an overview of CERI work.

III. A BRIEF REVIEW OF EARLY ACTIVITIES

During the early years of the OECD/CERI programme emphasis was placed on studies of integration in secondary education. At that time many young people went directly from school to work. For those who were 'handicapped' residential care, sheltered work or time filling activity were often all that was available. Further education and vocational preparation for them was relatively uncommon.

However, in some Member Countries, the transition phase was receiving recognition and it was, therefore, possible to undertake some transition studies. These were reported in The Education of the Handicapped Adolescent - The Transition from School to Working Life, OECD/CERI 1983.

This publication reviewed programmes, many of which were in separate special or sheltered institutions. It introduced a major paper by Tizard and Anderson entitled 'Significant Living without Work' which reflected the high level of youth unemployment in the late seventies and the generally low expectations for those with severe disabilities in many countries.

However, the publication identified three threads which were to grow in importance as work progressed. These were:

- i) the nature of adult status for those with disabilities,
- ii) the contribution of parents to effective transition to adulthood and
- iii) the effectiveness of well planned vocational preparation in increasing open employment opportunities. Until that time these aspirations had seemed improbable for many of those considered to be disabled, as well as for their families.

By the early 1980s concern about the transition phase for all young people was becoming evident in many countries. Integration initiatives had also supported demands that young people with disabilities should be included within regular vocational preparation arrangements.

The International Year of the Disabled Person, in 1981, also stimulated better preparation for adult and working life for those who are disabled. This was the background for a second series of OECD/CERI activities, initiated in 1982.

Who are the Disabled?

Throughout the work on disability there were pressures to describe and use categories of handicap as a descriptive framework. Although initially there was a demand for statistics to define the group classified as disabled, it soon became clear, particularly during transition, that definitions varied so widely between countries and between government departments within countries that few compatible statistics existed. It was, therefore, decided to use a non-categorical approach.

There were a number of reasons for this, not least the adverse effects on expectation of some categorical labels. Another major reason was that the distinction between a disability or significant difficulty and its handicapping effects for the individual was not always recognised. This latter distinction, and its implications for policies and practices was discussed in detail in Education Monograph No 1 'Disability and Restricted Opportunity' OECD/CERI 1986.

The report "Young People with Handicaps - The Road to Adulthood" (OECD/CERI 1986) summarised the position as follows:

"the word handicap should only be taken to describe the relationship of the individual, with a disability, with his environment. Five important points need to be made about this relationship, namely:

- i) A child or young person may have a disability, but the degree to which it is handicapping depends on his or her interaction with the environment or on the effects of this interaction on the environment itself;

- ii) Disabilities can be made more or less handicapping by the attitudes and expectations of the community. More specifically, school, social and employment situations are significant determinants of the degree of handicap resulting from an individual's disability;
- iii) Successful intervention strategies and environmental modifications may significantly reduce the handicapping effects of disabilities;
- iv) The handicapping effects of disabilities change over time and from situation to situation;
- v) The concept of handicap is a dynamic, changing concept and not a static one where handicap is used to describe only the deficits in an individual's skills, behaviours and attitudes."

The report went on to illustrate the definitions common in the fields of education, health, social welfare and employment and to draw attention to the ways in which different sets of criteria may significantly affect the individual during transition.

The need to recognise a 'situational definition' is an important element in effective transitional arrangements. Equally important is the need to avoid premature classification. The extent to which disabilities are handicapping cannot really be known, and should not be determined, until the end of the transition phase. All too often individuals are categorised before transition begins, with a consequent lowering of expectations, and thus an increase in their handicaps in adult life.

Position in 1986

During 1986-1987 a number of important reports and monographs were published. These included 'The Road to Adulthood', already referred to, together with 'Active Life for Disabled Youth', a review of policies and practices for young people with disabilities, in Australia, France and Sweden. This was followed by a significant high level conference held in Paris in December 1986.

The 'Road To Adulthood' Report noted that:

"until comparatively recently, there has been little recognition of the transition process as a whole. Different government departments, services, agencies and disability groups have made their separate contributions, but they have seldom been seen or planned as part of a unified process involving all aspects of an individual's life as he or she moves from school through training and continuing education to adult and working life.

It has often been left to individuals and their families to find their way through a maze of services and regulations concerned with specific aspects of transition and, where options exist, to know what they are".

That report defined transition as:

"the process by which an individual grows through adolescence to adulthood in the social, cultural, economic and legal contexts provided by families, communities and national policies."

Generally agreed goals for the completion of the transition process were seen as vital. Although it was recognised that, from a socio-psychological perspective, the achievement of adult status by an individual was difficult to define, it was possible to agree on a number of general indicators of adult status for all young people in their middle twenties, that would hold good across cultural boundaries.

The report goes on to say:

"These objectives or criteria are not always recognised as applying to those classified as handicapped. It is the contention of the 'equal rights' movements that they should. It is also the thesis of this report that the objectives of transition should be the same for all, regardless of disability. Only the means, the time to achieve them and the degree to which they may be attained may vary. There should not be a separate set of objectives which imply limited expectations, particularly at the outset of the transition phase."

The report grouped these objectives under four main headings:

- i) Employment, useful work and valued activity;
- ii) Personal autonomy, independence and adult status;
- iii) Social interaction, community participation, leisure and recreation; and
- iv) Roles within the family

Transition needs to be seen as a total process, not only uniting specific aims within the four main aspects into a coherent whole, but also in terms of continuity as the individual moves from school through continuing education and training to work and independent living.

It is essential that transition can be defined in these broad terms if national, regional and local policies and practices are to encompass the contributions of the many different government departments and agencies which contribute to the phase. It is also essential if authorities are to provide a coherent pattern of services readily understood not only by young people and their families but also by the different professionals who work on transition programmes."

The report then outlined the major issues which had arisen during the programme of activities, described interesting innovations and drew a series of interim conclusions. It said:

"Stated simply, the transition period has been recognised as increasingly important, particularly if all the resources devoted to early

childhood programmes and to the education of those with disabilities and difficulties are to be used effectively. Transition to adulthood is a necessary phase in a community's responsibility for the care and education of its young people. To neglect this phase, leave it to chance or to the vagaries of a chaotic non-system of different responsibilities is to be wasteful and neglectful. Neglect increases the long-term burden on society of those deemed handicapped. Appropriate transition programmes will increase the number of handicapped persons who can escape dependency and passivity and contribute and participate in society."

The 1986 Conference. This conference, referred to at the beginning of this section, was based on the 1986 'Road to Adulthood' Report and the review of policies and practices in three Member countries.

Six main themes were selected for the Conference agenda:

- i) Policies, responsibilities and practices in the pre-compulsory school years;
- ii) Aspects of integration in the school years;
- iii) The process of transition to adult and working life for individuals with disabilities;
- iv) Employment, sheltered employment and alternatives;
- v) Decentralisation, local responsibilities and equity issues; and
- vi) How a social policy for all children and young people, which includes the needs of those with disabilities, is developed.

The conference was attended by ministers and senior representatives from 21 Member countries. Six conclusions were agreed. These were:

- i) The attribution of a handicap as an individual characteristic is unacceptable. The degree to which disability becomes handicapping depends on interaction with the environment, other people and the organisation of society -- hence the overriding importance of the acceptance of the integration principle in school as well as in work; the problem then becomes one of how to overcome the difficulties in the practical application of this principle;
- ii) Integration within the school is the first essential step. However, a policy for a 'school for all' (in the Swedish Minister's words) has important consequences, above all for resource allocation and the development of curricula and pedagogy, including teacher education suited to individual differences, implying a general educational plan for all, including the disabled, from early childhood onwards;

- iii) Recognising that young people with disabilities have the same rights as others and, thus, the right to adult status; paid employment must be the main objective, though other forms of useful work and valued activity cannot be excluded as possible alternatives in times of job shortages;
- iv) Income maintenance was not enough and pensions should not become disincentives to seeking paid employment; there is a role by governments to stimulate employment opportunities for such persons with both the public and private sectors. This would call for appropriate legislation, the setting up of intermediary services to link the milieu for disability to that of work and sustained strategies to change public attitudes, particularly those of parents and employers;
- v) Above all, there is a need to involve the disabled themselves in schemes and decisions affecting their future and creating an environment in which they could develop their self-esteem, independence and capacity to cope and this could best be done if they were to be involved in actual work situations; and
- vi) Finally, it was recognised that in all this the major bottleneck which remained was the co-ordination of policies and services among the various ministries and government departments concerned.

The report and the recommendations were subsequently approved by the Council of OECD and considered by all its Directorates. The Manpower Division later set up a Panel of representatives of interested Member countries to review employment policies for those who are disabled. One of the first steps taken by the Panel was to invite experts from the Transition Programme to contribute to their discussions.

The 1986-1989 Programme

A further series of specific activities were undertaken in the period 1986-1989. These studies were planned to look in detail at a number of significant themes which had emerged from previous work. They included studies of the achievement of adult status, of technology and employment, of case management through transition and of supported employment. These topics were seen as significant in 1986.

Seminars and workshops contributed to these studies which addressed six specific aspects of transition in all. Papers derived from these studies are set out in Part Two of this report.

- i) Adult Status Work on the theme of adult status continued with a major seminar in Sweden in 1988 and the publication of 'Disabled Youth - The Right to Adult Status' OECD/CERI 1988. It is important to draw attention to the legal, cultural and socio-psychological aspects of achieving adulthood for the individual. However, in this report the personal achievement of adult status is not dealt with in any detail. It is assumed to be one of the major goals of transition, achieved through

gaining employment, and an essential outcome of an effective transition process. It is an indicator of the quality of arrangements to be judged within local, cultural and family context.

- ii) The Labour Market for Young Disabled Persons. A report on this issue in Part Two provides a context for many of the other studies. It is now becoming clear that demographic changes in most Member countries indicate a significantly smaller population leaving education for the labour market in the 1990s. The opportunities for those with disabilities may therefore be greater if training and preparation are effective.
- iii) Technology and the Employment of Disabled Young People. A number of aspects of technology have been explored including the experiences of young people. Reference to technological aspects, which influence transition, will be made throughout this report. One general conclusion is that while appropriate technology can be shown to be enabling, some developments may also prove to increase individual handicaps.
- iv) Case Management during Transition. One important aspect of inter-agency co-ordination is how the individual and his or her family is helped to manage transition. A number of approaches were identified including the liaison officer in Sweden and the Kurator in Denmark. A detailed study of case management was undertaken which involved commissioned papers and a working seminar in Denmark.

The commissioned papers and the conclusions of its work will be published separately. A further report, by Martin Gerry, describing the Danish system, setting the initiative in its national context is also available.

Vocational Preparation in the Final School Years

The two activities on vocational preparation in the final year at school and supported employment are inter-related and papers on each appear in Part Two. Particular features of the work were the development of individual transition plans in the final school years and a close study of supported employment arrangements in Genoa, Italy and in specific sites in the United States. The Genoa arrangements are described in detail in a separate report prepared by Martin Gerry. The studies illustrate how far expectations for young people with severe degrees of disability have risen since work started on the transition theme. Careful preparation in the final years of school and well planned placements and supporting arrangement in open employment are successful even where job opportunities are limited.

Standards and Strategies. It is now possible to identify successful strategies which facilitate effective transition. Some of these are set out in Part Two. It is equally possible to identify criteria and standards which characterise effective transition.

IV. THE CONCEPT OF TRANSITION

It is not suggested that there is a clear and universally accepted blueprint for successful transition from school to adult and working life. However, it is argued that there are some general guidelines for developing transitional arrangements of quality.

Although transition is receiving more attention in most Member countries, there are seldom agreed conceptual frameworks or objectives for its completion. The programmes available for young people often put stress on preparation for employment or on preparation for independent living and responsible participatory citizenship, rarely on both.

The objectives for young people as a whole are seldom seen as appropriate for those who are disabled. If they are applied to those with disabilities there are usually explicit or implicit professional reservations about the future of individuals. Specific kinds and degrees of disability are often associated with stereotypical views of the future.

This report argues that all countries require a conceptual framework for transition if resources devoted to child health, education and vocational preparation are to be used effectively. Such a framework should provide a clear statement of the objectives of transition for all young people including those with disabilities.

Transition should be regarded as a unitary process by which the individual grows through adolescence to adulthood and achieves the balanced state of dependence and independence which is expected of all citizens.

It should include the development of skills appropriate for open employment, those appropriate for an independent life, those required to pursue a range of leisure and recreational pursuits and, above all, those necessary for social interaction, constructive self-advocacy and community participation.

The achievement of these objectives for some individuals may take longer and they may require long term support to sustain them. But young people with disabilities should not be additionally handicapped by placing limitations on their choices and opportunities, in the early stages of transition or, because of preconceptions about the effects of disabilities on adult life, thus limiting the objectives of programmes for them.

A conceptual framework must look beyond the existing pattern of facilities and services, which often circumscribes what is offered to young people, and should consider the range of options it might be realistic to offer if the resources, currently available, were used in a less sector specific and competitive way. A more co-ordinated approach to agreed ends would result in a more effective use of resources.

The sections which follows set out a conceptual framework for transition and some of the major elements essential to its effective attainment.

A conceptual framework

Agreed Objectives

It is easy to assume that all government departments, agencies, voluntary organisations and professionals together with parents and the young people themselves are working towards the same agreed objectives for the outcome of the transition phase.

However, lack of communication and co-ordination is evident even in the most caring societies. The policy reviews, carried out in 1986, showed one government department putting considerable resources into programmes to enable school leavers who are disabled to enter employment and live independently while another department was using even more resources to award pensions provided the same people remained dependent and unemployable.

This is but one example of conflicting aims and interests. There are many others. What the CERI programme of activities has shown is that inter-agency and inter-professional co-operation can only flourish where programme objectives and outcomes are agreed. A first step in planning for transition is to specify and agree aims and objectives for the phase.

Overall Aims

It is suggested that the aims of the transition process fall into the four main groups:

- i) Personal autonomy, independence and adult status;
- ii) Productive activity (i.e. "working life") leading to economic self-sufficiency;
- iii) Social interaction, community participation, leisure and recreation;
- iv) Roles within the family.

It is the contention of this report that these aims should apply to all young people who are disabled, whatever the nature and degree of their disabilities. Transitional programmes for all should work towards the same objectives. Any modification of these objectives should only take place after young people have had experience, education and training directed to these ends. More limited expectations are inappropriate before the final stages of transition.

Effective practices demonstrate that appropriate training technology, longer periods of training (involving direct experience) and positive expectations can enable even the most severely disabled young adult to achieve much higher levels of competence in employment and independent living.

Aspects of the overall aims will be discussed in Part Two. At this stage two points should be emphasized; first it is necessary to see the transition phase and process as a coherent whole; and secondly a coherent

holistic framework is vital if all the agencies, institutions and people involved in the phase are to work towards common ends.

Coherence

Experience has shown that the specific skills required in particular jobs are often of considerably less importance than the social and life skills necessary to function effectively in a place of work. Participation in the community together with access to recreational and leisure activities depends on managing one's own resources, particularly those derived from paid employment, as well as on social skills. An independent life in a family or appropriate social group requires the status of a contributor as well as competence in the other areas of adult life.

Many programmes still concentrate on an aspect of transition, employment or independent living for example, in isolation from other programmes; assuming that other aspects of individual development will "happen". The individual cannot be neatly divided into his health, education, social welfare and employment parts although administrative arrangements are often based on this assumption.

While it is unrealistic to expect that divisions of administrative responsibility will not persist or have an acceptable rationale, it is possible to hope that responsibilities will be seen as shared and will be exercised towards agreed common ends.

Coherence in transitional arrangements requires joint planning and inter-professional and inter-agency collaboration at national, regional and local levels. These themes are illustrated in case studies in Part Two.

Personal Autonomy

Personal autonomy for those who are disabled is not just a quality of life but a human right. This is an aspect of transition where the expectations of parents and professionals have a crucial influence on the personal development of the individual young person. Do facilities and services result in young people having choices and managing their own lives?

The transition phase should include a major restructuring of professional and parental attitudes to and relationships with disabled young people if they are to achieve a positive self-concept and manage their own lives to the maximum extent. Self-presentation and self-advocacy are essential ingredients in transition programmes.

Work

The concept of significant living without work, outlined in earlier reports, is no longer acceptable. Similarly, studies have shown that sheltered work is seldom an effective preparation for the labour market. The aim must be open, paid employment for all.

Open employment and supported open employment, either for individuals or small groups in enclaves, has proved to be possible and sustainable for a much higher percentage of young people with severe disabilities than was thought the case when the programme of activities began.

A unified concept of transition must now assume that all young people are capable of making a contribution through the useful work involved in self-care and through open or supported employment. Time filling trivial activity is personally demeaning and handicapping.

Social Interaction and Community Participation

This is the aspect of transition where issues surrounding the concept of integration come to the fore. Of course the process of integration is important for the preparation of non-disabled young people to accept and understand their contemporaries who are disabled. Nevertheless, at the end of transition, whether a young person was educated or trained in separate or integrated programmes is not the major question. It is whether he or she is equipped for living in the community and has confidence to interact with others and participate in neighbourhood activities. However, there is no doubt that those most equipped have been educated in regular schools.

Social interaction is not a separate issue from that of employment. It is often in the work place that many of those with disabilities may have their only opportunity to make relationships outside their home. Work is not only a sign of adult status, and a provider of resources, it is one of the main areas of social interaction for many.

Roles within the Family

It is not unreasonable to portray many traditional professional and parental expectations for young people with severe disabilities as an "eternal childhood". Facilities and services have moved towards providing a "normalised" pattern of life. Nowhere is this more evident than in the living arrangements which have followed deinstitutionalisation. But adult patterns of relationships and living may be less easy to achieve.

In recent years human rights movements have questioned continued dependent status. Marriage and having a family are slowly becoming recognised as acceptable goals and a conceptual framework for transition must embrace the adult family roles, and group living patterns as legitimate objectives for young people with disabilities.

Concluding comment

Frameworks are used to plan services. Services themselves require evaluation and a later section of this report looks at evaluation in more detail. But first consideration is given to the changing political and social contexts that have developed over the past few years and its significance for the development of effective transition arrangements.

V. THE CHANGING CONTEXT

Over the ten years that OECD/CERI have been looking at aspects of disability, major changes have been occurring in the context within which transition takes place. The acceptance of equal rights as an objective, demographic changes, different conditions in the labour market including the influence of new technologies and a redefinition of social protection policies are some of them. All influence the future of young people with disabilities.

Equal Rights and Opportunities

Although, in the 1960s and 1970s, professionals were moving towards the concept of a normal pattern of life for those who are disabled, it was the equal opportunities movements and parents groups, together with effective advocacy by disabled people themselves, which brought equal rights and equal opportunities policies to the fore. Campaigns, lobbying, using the courts and new legislation have all had their effects in Member countries.

However, equal opportunities approaches tend to stress the minority needs of ethnic groups, women and other disadvantaged groups and often omit those of individuals who are disabled. Nowhere is this more apparent than on entry to the transition phase. Conditional rights are often based on performance while at the same time administrative definitions of handicap deny young people with disabilities the experiences which might enable them to reach performance criteria.

While the rights to education training and independent and small group living have been recognised, the right to employment in the community with others has been less often accorded. A considerable advance has been made in parts of Italy and the United States where, as the papers in Part Two show, legislative changes and policies have recognised the failure of the sheltered workshop through-put model and encouraged supported and open employment.

Rights and opportunities are closely linked with professional expectations. Some professional groups have a vested interest in the separate dependent "handicap industry" while others have been at the forefront of new initiatives to support integration, independent living and employment.

The evidence shows that the expectations of professional staff with appropriate training can be very much higher, when combined with properly resourced and sound training technology for the young people concerned.

Over the last decade, there has been an increased recognition of the common human rights of people with disabilities. Each Member country can assess the extent to which human rights and adult status are now accorded to some or all of its young people and adults who are classified as "handicapped". But it is clear that in many areas there is still a long way to go.

What is evident is that policies, based on proven experience, directed towards their support in the community are enabling young people with disabilities of all kinds to make a greater contribution in society.

Demographic Changes

When the OECD/CERI programme of activities first began there were high levels of youth unemployment in most Member countries. Attention was given to youth employment training programmes. However, employability, judged on school performance or traditional ideas about disability, was usually an entry criterion. Prospects for young people with disabilities were poor. The concept of significant living without work was being seriously considered.

Now, ten years later, the youth group entering the labour market is considerably smaller (20 to 30 per cent in some instances) while the percentage of aging people moving out of the labour market is increasing sharply. High levels of retirement through age and a smaller cohort of young people entering the labour market are bringing a realisation that labour shortages may occur.

Developed societies will need as many working contributors to the economy as possible. The prospects for those previously not recruited, the minorities, the disadvantaged and the disabled should improve.

The innovations described in OECD/CERI publications, and the conclusions drawn from them, hold out a great hope that an increased percentage of disabled young people will be enabled to enter open employment. This will occur where there is effective transitional preparation and continuing support for those with severe disabilities who may need it.

To achieve this many staff, concerned with vocational preparation, will need to change their attitudes and have higher expectations. Personnel management staff will need to develop positive recruitment policies which recognise the economic advantages to employing people with disabilities.

The Labour Market

The pool of young labour may be shrinking but there are also changes in the nature of the labour market. Some of these are due to the emergence of different patterns of manufacturing and service industries, a distinction which is becoming increasingly blurred, and others to new technologies.

Major changes include a reduction of the labour required in manufacturing and agriculture and an increase in the number of jobs in what are now termed service industries. Many of the new "high tech" industries are carried out in small units and their location is no longer concentrated on the areas where natural resources exist. New economic groupings are also having their effect on employment.

New skills are demanded by new industries but these skills are required for shorter periods. There is less permanence in job skills and individuals may be expected to retrain two or three times during a working lifetime.

This has a paradoxical effect on the employment of young people who are disabled. While new employment patterns may make it easier for them to gain employment, the difficulties some experience in retraining and change may make it hard for them to retain jobs.

Technology

The speed of labour market changes is considerably increased by the introduction of new technologies, particularly information technology. The latter has a pervasive effect which can result in lowered costs, a better integration and control of activities, increases in productivity and making small batch production more economical.

However, it is the effect of new technology on the employment prospects of young disabled people which is relevant to the transition phase. A number of studies of the use of technology have been undertaken in Member countries. It is hoped to bring them together in a single report. The United Kingdom study, already published in that country, summarises common issues. It is concerned with the development and application of technology in the post-school years. Its content is illuminated by the first hand experiences of students and the staff who taught them.

It is one of the most comprehensive surveys of the use of technology in post-compulsory school age education ever undertaken in the United Kingdom. The experiences reported confirm that appropriate technology can:

- provide access to new opportunities in education and employment;
- give increased independence;
- assist with integration into mainstream activities and
- motivate.

New technologies can enable students with disabilities to have a wider choice of courses and curricula and to have new and enhanced education and employment opportunities.

But effective support, in the form of information, advice and technical services, and appropriate training in the use of technology are necessary for students, their teachers and carers.

The individual needs of students should be paramount in providing new technology. The matching of new technology to student needs is essential. The survey provided little evidence of such matching being evaluated. The complexity of the range of post-school provision, of the different responsibilities of services and of the needs of individuals requires facilitation. The task of 'facilitators' would be to enable students to gain access to adequate information, to advice and to experience good practice.

Although it is possible for students to acquire new skills, via technology, the opportunity for them to demonstrate those skills during work experience or in employment is less in evidence. Many employers seem unaware of the enabling potential of new technology for young people with disabilities.

The information base provided by this study is an important source of reference nationally and internationally.

Social Protection

OECD Reports show that many Member countries are adjusting their social protection policies. The features of this process, outlined in one report [MAS/MIN(88)1] are that:

Social policy has become less preoccupied with the enhancement of benefits and services and more concerned with questions of efficiency and effectiveness. Although it should be noted that the two are not necessarily incompatible.

A declining proportion of households consist of two-parent, two-generation, nuclear families. Other types of living arrangements -- including one person households, lone parent families and the institutionalised elderly -- are demanding increasing and different forms of social protection.

The growth of personal incomes has created the potential for a larger proportion of the population to carry a greater part of its own social risks.

The deterioration of economic conditions, which has shifted priorities towards the social problems associated with unemployment in some countries, has weakened those social security systems which rely on employment as a criterion for eligibility and as a basis of revenue, and has exposed a basic lack of consistency between social security systems and manpower and education policies.

At the same time, changes in the structure of the labour markets, such as the growth of part-time employment, strengthen the need to review the relationship between social security and labour market policies.

The problems of economic performance, taken together with the present magnitude of social security transfers, have drawn attention to the possible adverse incentives on work and savings behaviour arising from high levels of taxation and social security benefits.

The prospect of an aging population structure has cast a shadow over the future of those social programmes (health, old age pensions) whose costs and outlays are age related.

The changing age and economic structure of the population is leading not only to a growing number of frail elderly people in need of caring services but also to a large number of "young elderly" people who are largely retired from the labour market but who may expect to remain physically and intellectually active for ten or twenty years after retirement.

These factors are seen as giving rise to issues which cut across policies such as "activity versus dependency", "responsiveness to social and demographic change", "the balance between public and private finance and provision" and "the efficiency and flexibility of social provision".

While social protection policies are under review it is an opportune moment to feed in new ideas about the most effective ways of facilitating and supporting the transition of young people with special needs as potential contributors to rather than consumers of national resources.

Financial Implications

The essential feature of the financial implications of transition is the relationship between short-term investment in the transition process and the long-term costs of dependent institutionalisation.

It is argued in this report that financing effective transitional arrangements results in a significant proportion of young disabled people being able to earn money and live relatively independently. The cost of support for them, in work and independent living is significantly less than the cost of support currently provided for those forced to remain dependent.

Studies in the USA and Sweden have shown the high cost of long-term dependency and the value to the economy of even the limited earnings of those who are disabled.

The papers in Part Two show what can be done and the positive benefits which result not only in economic terms but in the quality of life for those who are disabled. In current political and economic circumstances, it would seem foolish to neglect experience which enables young people, previously excluded from active participation, to work, exercise choice and contribute to the economy because of short-term parsimonious budgeting during the transition phase.

VI. EVALUATING TRANSITION SERVICES

In order to develop transition services and to improve their quality it is necessary to maintain an on-going evaluation of them. This section discusses the main criteria as they have emerged from the research work. This section outlines some of the main issues. A more detailed description of one working system is given in Part Two.

The role of assessment in transition arrangements

In most systems there is an individual assessment process towards the end of the school period. The purpose of assessment and the use to which it is put is crucial.

If assessment at the end of schooling is used to categorise, if school performance is used to decide what individuals can or cannot do in other situations and if the result is to limit choices and options such procedures may themselves be handicapping.

What is required is positive assessment, which includes evaluating performance in real life situations outside school, and which identifies individual transition needs. Assessment, as a basis for an individual transition plan, ITP, as described in Part Two, is a positive approach.

Each of the following criteria can be assessed along a number of dimensions that relate to the orientation of the transition service under scrutiny. These dimensions are as follows.

- i) The extent to which policies and practices are integrative or segregative.
- ii) The extent to which services are oriented towards care or independence.
- iii) The extent to which the staff are client oriented.
- iv) The extent to which services are either inward-looking or initiate co-operation with other agencies.
- v) The extent to which services recognise individuality and choice.

Criteria

The main criteria, or indicators of quality, of a service are given below. They are presented in more detail in Part Two.

Information

Because of the fragmentary nature of responsibilities and services in most developed countries it is very difficult for young people and their families to get clear and accurate information about all the options available to them. The comprehensiveness, relevance and clarity of available information is thus an important criterion of effective transition arrangements.

The Programme Balance

A narrow professional conception of transition can result in a lack of balance in programmes of activities. They may not give equal weight to all the major aims already set out. Do the young persons opportunities, experiences and training possibilities achieve a reasonable balance between preparation for work, for independence, for participation and for an adult family life?

Continuity

As individuals move from school to vocational preparation, from one agency to another and from one professional to another discontinuities are common. How much do professionals working in different phases of transition work with each other to ensure coherence and progression in what is offered? What steps are taken to ensure that there is a consistency and continuity in the programme, in approaches and in expectations. These are important criteria of effective arrangements.

How are Families Involved?

Professionals working with adolescents tend to concentrate their efforts on developing the independence of the young people with whom they work. They may inform parents about programmes but they do not always discuss acceptable objectives with them.

The involvement of parents and families in the care and management of young people with disabilities is continuous. Their views of the future for their children are an important influence on what transition programmes can achieve.

The nature of parental and family involvement is therefore an important criterion. Effective transition involves a new tripartite relationship between young people, their parents and professionals.

What are Service Priorities?

Individuals are entitled to a personal plan for their transition but often they are treated as stereotypes or fitted into available programmes and met by a take it or leave it attitude. The extent to which facilities and services are flexible, change in response to individual need over time and respond to consumer demands is an important criterion.

How is Participation and Self-Advocacy Developed?

Is it evident that steps have been taken in programmes that develop choice, self-presentation skills and participation in decision-making? At the end of the transition period an effective programme should result in young people who are capable of managing many areas of their lives. This element is an essential part of effective transition arrangements.

How do Professional Practices Change?

The previous criterion has implications for professional practices. Growing independence and adult status require a greater equality in participation and decision-making. An important criterion is the changing pattern of professional practice which should result in a recognition of the disabled person as a responsible adult taking as many decisions as possible.

Financial Management

Again this criterion relates to the previous one. The question is whether resources are always channeled through professionals or whether the young person gradually obtains control over them. At the end of transition most young people with disabilities should be able to take some responsibility for managing their own time and resources and an effective programme will demonstrate this.

VI. ACTION--CONCLUSIONS AND RECOMMENDATIONS

This report has addressed conceptual issues about transition and indicated criteria which should be applied to transitional arrangements. Evidence in the form of innovations and sample case studies are given in Part Two. This final part of the report promotes an agenda for services and agencies. It is hoped that it will help all concerned, with the transition of young people with special needs from school to adult and working life, to discuss and evaluate their current arrangements.

The main thesis of the report is that policies, facilities and services for the transition of young people with disabilities and special needs should be an integral part of policies, facilities and services for all young people. Transition for them is not a separate or different process or an "add on afterthought" to arrangements for all young people.

General Consideration for All Readers

There are many actions which can and should be taken to disseminate the ideas in this report and to ensure that they inform both policies and practices. Among these ideas are:

An Awareness of Transition

There is a need for a greater awareness and understanding that transition from school to adult and working life is a unitary process involving all aspects of a young person's life. This is particularly true for those with disabilities and difficulties. It cannot be tackled adequately where separate agencies provide for elements of the process, eg. preparation for employment, in isolation from other elements.

The Importance of a Comprehensive Programme for Transition

Becoming a contributing citizen is not simply a matter of acquiring increased technical and vocational skills; important as these are for the individual and the economy. The development of personal and social skills is equally important. To help individuals with special needs to live a reasonable life as independently as possible, even when work is not available for them, may save a long term and costly commitment to dependency and professional care.

The Definition of Handicap

The concept of handicap is a major determinant of attitudes, policies and practices. The need to clarify the definition of handicap over the transition period is evident. The conclusions to be drawn from work to date are clear. First, a distinction must be made between a disability and its handicapping effects and, secondly, the word "handicap" should now be seen as a social construct defining the relationship between the individual and his environment. This definition is a dynamic one which implies that the degree to which a disability is handicapping depends on the situations experienced by the individual, the attitudes and expectations of others and the intervention strategies and environmental modifications which are made.

It follows from this definition that disabilities and difficulties which may be seen as handicapping in schools and colleges may be viewed differently by the health, social welfare and employment sectors. These sectors may have their own criteria for determining who is handicapped. Although disabilities may remain constant whether they are considered handicapping or not, many depend on which sector is making a judgement and for what purpose the judgement is made; for example, employability or health care. During the transition phase, individuals may move into and out of categories which may label them as "handicapped".

Handicaps are now commonly defined relatively in terms of situations and administrative procedures and not in terms of individual deficits. Thus the potential contributions, which may be made by all departments and agencies, to increasing or limiting the degree to which individuals with disabilities may be handicapped should be recognised.

The Educational Contribution

The contribution to both vocational and personal/social preparation by secondary schools and by continuing and adult education should not be minimised. Post compulsory school education is not a charity or optional extra for those who are disabled but it is a major element in enabling those with disabilities to make a long term contribution to the national and local economy.

The General Approach

There are two principal approaches in meeting special needs:

1. On the one hand they can be met by:

- a) Making the range of opportunities on offer to all more responsive to individual differences in styles and rates of learning;
- b) Making that range of opportunities more accessible to those with disabilities; and
- c) Providing arrangements to support individuals with special needs in regular programmes;

2. On the other hand special needs can be met by the provision of separate special opportunities for groups of individuals with the same disabilities or difficulties.

Where the objectives of the range of provision is integrative these are not alternatives. Both approaches may be part of the range and the issue is one of balance and overall aim.

Greater priority should be given to improving the responsiveness of regular facilities, services and supporting arrangements. This priority, reflected in resource allocation, would lead to a more effective use of resources.

National Authority Considerations

One of the clear messages from the OECD/CERI studies is that national authorities unwittingly adopt a very fragmented approach to disability and handicap. Within this fragmentation contradictions occur between practices intended to develop the contribution to the work force of those who are disabled and those practices which for sound humanitarian reasons, support the social needs of the disabled but runs the risk of creating dependency and are ipso facto handicapping.

There is seldom an awareness of the effects of all departmental policies on those with disabilities, nor are their needs often considered when policies are formulated. A major question for national authorities is how to develop an appropriate mechanism by which to keep the implications of developing policies, for those who are disabled, under review. Other considerations should include:

Inclusion in General Policies

Is meeting the needs of children, young people and adults with disabilities included within general policies for education, health and social welfare? Are separate policies for these needs developed after general policies have been decided? Are they always consequential?

Definitions

How are disability and handicap defined in education, health, social welfare, employment and other spheres of the individual's life? Are the definitions of disability and handicap used by different departments and agencies consistent with one another? Do they encourage maximum competence and independence?

Coherence and Continuity

Do the different government departments and other agencies involved work towards agreed objectives for transition? Are there coherent policies covering the phases of transition from school to adult and working life? Is there continuity between phases of education and training?

Financial Support

Does the system of pensions and benefits for those defined as handicapped encourage or discourage autonomy, independent living and supported and other forms of employment?

Education

How separate is educational provision for those with disabilities and difficulties? How far does it prepare individuals for employment and independent living? How far are programmes influenced by the experiences of those who are disabled?

Employment

What steps are taken to introduce and support young people and adults with disabilities in employment? Are some types of disability excluded from consideration?

Local Authority and Neighbourhood Considerations

In developing plans for continuing and adult education, social services, employment support and other relevant arrangements in a local authority area or neighbourhood those concerned should:

- a) Recognise that to make an ad hoc response to individual special needs as they arise is both time consuming and expensive;
- b) Carry out needs analyses in their areas, involving all agencies, services and voluntary organisations;
- c) Develop appropriate local definitions of need, determine the extent of need and develop the facilities and services to meet them;
- d) Consider the resources necessary to provide those facilities and services and their appropriate allocation;
- e) Consider and ensure the development of an effective curriculum for transition which is responsive, to the maximum extent possible, to individual needs;
- f) Make clear in the plan and elsewhere the ways in which it is proposed to evaluate the effectiveness of facilities and services, using the same standards as for other provision;
- g) Consider the training needs of staff to meet special needs and ensure that they are included in the in-service programmes.

Institution and Service Considerations

Among matters for consideration by individual facilities and particular services should be:

- a) Ensuring that the managing board, of institutions and services for all young people, has a member with responsibility for seeing that special needs are recognised and met;
- b) Ensuring that the institution or service links with other voluntary and statutory agencies to increase awareness of special needs;
- c) Contributing to a needs analysis in the community served by the institution or service;
- d) Developing an equal opportunities policy within which special needs are defined and provision to meet them is an integral part of what is on offer;
- e) Ensuring that the institution or service plans achieve a reasonable balance between arrangements supportive to general facilities and services and separate special arrangements;
- f) Ensuring that the person with overall responsibility for the co-ordination of provision to meet special needs is a member of the senior management team of the institution or service;
- g) Ensuring that all members of staff are aware of special needs and of the importance of making a contribution to meeting them;
- h) Providing in-service education and training opportunities for all staff to develop awareness, understanding and a contribution to meeting special needs;
- i) Arranging to monitor and evaluate provision to meet special needs within the same framework and standards as is used to evaluate all the work of the institution or service.

Considerations for Specialist Staff

Staff with specialist responsibilities will be making a continued and varied contribution to institutions or services including:

- a) Defining the special needs which can be met within current staffing and other resource limitations;
- b) Working with professionals in other services and agencies to develop agreed aims for transition;
- c) Making oneself aware of available community resources to facilitate transition;
- d) Within local authority, institution and service guidelines, developing individual transition plans;
- e) Developing a continuity of support for the individual over all phases of transition.

Concluding Comments

The above agenda is a formidable one but it should be recognised that the tasks are not new and not additional. They are integral parts of procedures for policy development, policy implementation and policy evaluation. They become an additional burden where those regular procedures do not naturally include the consideration of equal opportunities, the needs of those with disabilities and of others with special needs. Awareness and knowledge of disabilities and special needs and their automatic inclusion in policies and practices will become less burdensome if the guidelines for action set out above are seriously considered.