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Employment Opportunities for people with severe learning difficulties

King's Fund Centre

COMMUNITY LIVING DEVELOPMENT TEAM

EMPLOYMENT OPPORTUNITIES FOR PEOPLE WITH SEVERE LEARNING DIFFICULTIES

CONTENTS

Employment Opportunities for People with Severe Learning Difficulties

Notes based on the presentation by Anne O Bryan
at the King's Fund Centre, London
on 20th October 1988

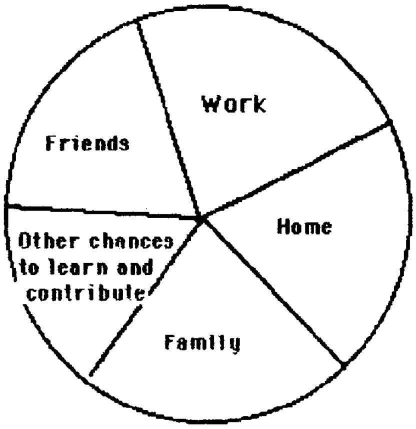
1. The importance of supported employment

> " People must see that disability does not have to be fixed or cured, but accepted and challenged. The individual must be welcomed, celebrated and listened to, challenged and supported in every environment to develop every talent that he or she potentially has, just as ordinary people are. His/her contributions must be facilitated and used for the betterment of the wider group. In short, every citizen must be an ordinary citizen "
>
> \- Judith Snow

In order to achieve employment opportunities for people with severe learning difficulties, we need -

1. A commitment to an ordinary life for <u>all</u> the people we know;
2. A belief in valued settings
3. An understanding of the need for new skills
4. A sense of urgency for getting started

Work is one of the major components of an ordinary life, all of which should be functioning to meet the needs and preferences of the individual.



Disruption in any one area of life can spread to other parts, and cause severe distress.

Examples of people with disabilities achieving an ordinary life - for instance in the video 'Regular Lives'(1) - strengthen our commitment to the importance of valued settings.

The commitment to achieving an ordinary life leads to service systems which strongly contrast with the old systems, not only in their methods but in their implicit attitudes and values:

OLD SYSTEM	**NEW SYSTEM**
DRIVEN BY WHAT IS AVAILABLE	DRIVEN BY EACH PERSON AND HIS/HER COMMUNITY
Where people -	Where people -
1. Are separated by * location * activities * timetables	1. Share ordinary places
2. Have few, no, or limited CHOICES	2. Make CHOICES
3. Are considered UNABLE * low expectations * unproductive * unrecognised * problem, to be fixed	3. DEVELOP * capacities * interests * gifts * skills
4. Receive disrespect * bad reputations * rejection	4. Gain respect * dignity * positive reputations
5. Are rejected * isolated * lonely	5. Grow in number and variety of relationships

The old systems typically emphasise the notion of a continuum of services, with people moving from stage to stage as they become ready. Thus, in the United States, the continuum for day services and employment looks like:

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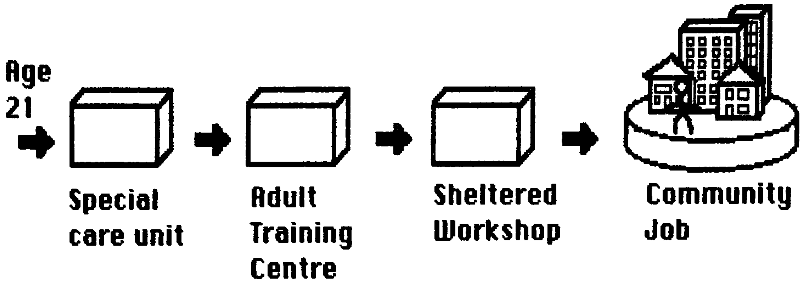
(1) 'Regular Lives', screened at the conference, is a new video showing integration in the U.S.A., and distributed in the UK by CMH, 12a Maddox Street, London W1R 9PL



One the basis of typical lengths of placement at each of the stages in the U.S.A., an individual might expect to traverse this continuum in 58 years, achieving a community job at the age of 77 years!

Supported employment is not a strategy or a service model, but a concept which involves:

1. Paid work . . .
2. for one person or a small group of individuals previously considered 'unemployable' . . . .
3. in a community job . . .
4. with ongoing support.

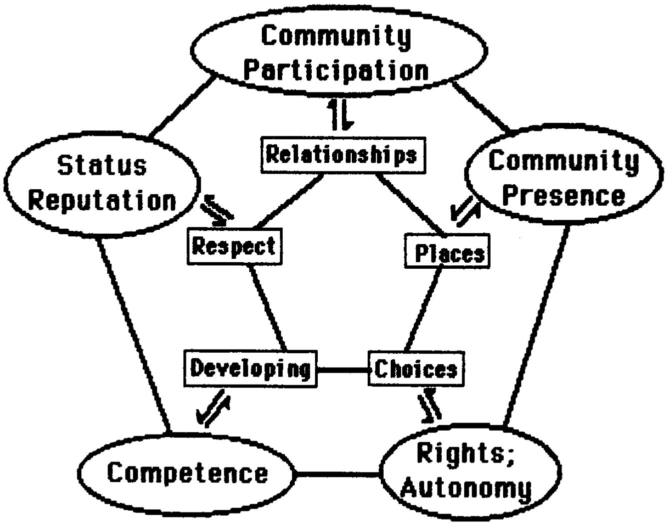
Within this general definition, a number of models have emerged, including:

* Enclaves
* Mobile crews
* Small entrepreneurial businesses
* Individual jobs
* Cooperatives.

It needs to be emphasised that this list does <u>not</u> represent a continuum.

Supported employment provides the basis for assisting people within the new systems outlined above. However, it does not in itself guarantee that people will find opportunities that meet their needs, allowing them choice, relationships, and respect. Firstly, the process by which they enter supported employment must be focussed on their individual needs and preferences, with the emphasis on their strengths and capacities rather than on their disabilities. Secondly, supported employment may not be successful in meeting those needs and preferences. For example, a man in supported employment as an office cleaner who works the night shift may be working in total isolation, with no opportunity whatsoever to increase the number and variety of his relationships: Or an enclave may become too important as a separate entity, so that enclave workers are isolated from the main workforce by social barriers, or unnecessarily confined within the enclave in order ro maintain levels of production.

For this reason, we need a more systematic basis by which to evaluate the success of any supported employment initiative. John O'Brien and Connie Lyle, whose work has been highly influential in the emergence of the new systems, have developed the 'framework for accomplishment', as an aid to this process:



Using the framework, we can consider the opportunities provided to people, and judge how well those opportunities are working in terms of their accomplishments for the person. For example:

☐ Is the person physically present in the places used by other members of the community?

☐ Do they have opportunities to develop relationships which will transform physical presence into full participation in the community?

☐ Is the person able to make choices, and so to become a more autonomous individual?

☐ Are they provided with the material and social attributes which will enhance their status?

☐ Do they have opportunities to achieve and demonstrate increased competence?

The diagram opposite indicates how the five accomplishments relate to the concepts of employment, integration, and support in the context of employment.

	EMPLOYMENT	INTEGRATION	SUPPORT
COMMUNITY PRESENCE	*Local business *Job located near restaurants, shops, etc	*Non-disabled co-workers *Access to same tasks and resources as co-workers	*Job development *Job matching *Travel *Money use *Community access
CHOICE	*Job Options *Opportunities to change jobs	*Variety of acquantances available	*Individual and family interviews *Job sampling *Career planning
RESPECT	*Valued setting *Opportunities for career advancement	*Valued position *Opportunities to contribute to other's lives	*Support for success in valued community roles
COMPETENCE	*Job development focussed on capacity not disability *Job development around strengths and interests	*Valued job options *Subtle support	*Effective skill training *Nonaversive intervention *Ongoing instruction
COMMUNITY PARTICIPATION	*Variety of non-disabled co-workers *Company-sponsored social activities *Informal social opportunities	*Opportunities to get together with co-workers *Generic community resources available	*Social network planning *Travel *Money use

Developed by Anne O'Bryan
1988

2. Creating supported employment opportunities

The successful development of supported employment means bridging the gap between employer and employee, paying attention both to the needs of both sides. This will involve:

EMPLOYEE

1. Vocational profile
2. Job analysis
3. Job matching
4. Systematic instruction
5. Nonaversive intervention
6. Support for respectful interactions
7. Support for relationships

EMPLOYER

1. Marketing
2. Job finding
3. Negotiations with employer
    - hours
    - benefits (e.g. holidays)
    - duties
    - wages
4. Support for respectful interactions
5. Support for relationships

Job matching is not simply a matter of finding a label or category or job that seems suitable. In considering the potential employee, it is important to ask questions such as -

* Does the individual like working alone or with others?

* Does he prefer a quiet or noisy work area?

* Is she easily distracted?

* Does he like to sit or stand?

* Does she like to be indoors or outdoors

* How is he affected by people he doesn't know i.e. 'the public'?

* Is she affected by temperature changes?

* Does he need any special communication or physical support?

Similarly, the investigation of an employment opportunity should extend beyond the core task, to include the culture of the workplace:

* How much flexibility is allowed?

* Can employees sit with nothing to do when they've finished their work?

* How are outbursts dealt with by the supervisor?

* Are there unwritten rules?

Many of the people who await the opportunity of supported employment have been denied ordinary life experiences or have survived highly abnormal circumstances. Often, they have adapted extremely well to non-supportive environments. They may not have have been taught how to learn - or, worse, taught how not to learn. Whereas most people have, through gradual association and accumulation, acquired a large range of behaviours which are rewarding, people with reduced life experience may have only eight or ten 'reinforcers'. For these reasons a commitment to the values of the 'new system' is not enough if we are to enable people to achieve ordinary lives: Technical skills, especially those involved in systematic instruction and nonaversive intervention, will also be required.

Key guidelines for systematic instruction include the following:

1. Train skills which increase opportunities for reinforcement

2. Train appropriate ways to get what a person wants as efficiently as the inappropriate way

3. Learn techniques and practice frequently

4. Develop a support network

And for nonaversive intervention:

1. Find out those things which the person finds reinforcing that naturally occur in the work and work-related environment

2. Make sure the person has access to those reinforcers

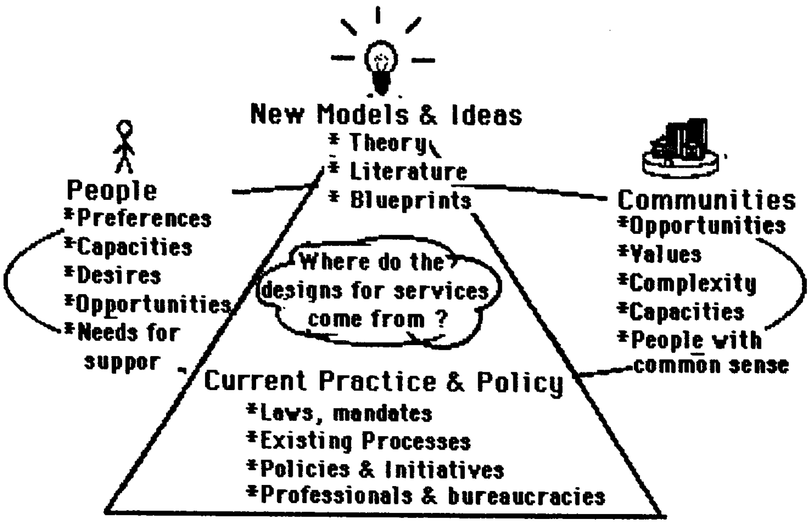
3. Encourage participation

4. Provide skills training so the person can get what he/she wants appropriately

5. Provide support

6 Teach successful self-management

We also need skills in organisational change, to encourage and assist services to move from the old to the new systems. Traditionally, services have been most strongly influenced by the literature of services, blueprints, by law and by the policies of the professionals and bureaucracies. The processes of designing services in the new systems, however, also incorporate the individuals for whom the services exist and the wider community:



This requires a shift in the approach to planning and managing services:

INSTEAD OF	REQUIRES
* Implementing and imposing blueprints	* Listening to people, designing supports to match capacities of people to opportunities in the environment
* Focus on "needs", deficits deficiencies, particularly in the person	* Focus on capacities - in people, communities, systems
* Rely on "expert" problem solving, standardised answers	* Empower people "on the line" to pursue visons of what they think is possible
* Command or coerce human effort and interest	* "Inspire" action through collaboration & mutual problem-solving
⬇ LIVES OF CLIENTHOOD	⬇ CITIZENSHIP

The following list of observations (of unknown origins) suggests some of the conditions for learning which facilitate change - all too often overlooked in human services:

1. People tend to change when they have participated in the decision to change.

2. People tend to change when the rewards for change exceed the pain of change, and when the rewards are immediate.

3. People tend to change when they see others changing, particularly when the change direction is supported by valued persons.

4. People tend to change in an environment free from threat and judgement.

5. People tend to change more readily when they have the competencies, knowledge or skills required by the change.

6. People tend to change to the degree that they trust the motives of the persons attempting to induce change.

7. People tend to change more eagerly and readily if they are able to influence reciprocally the person or persons who are attempting to influence them.

8. People tend to change to the degree that they see the change has been successful, especially if they are able to gather data for themselves.

9. People tend to change either in a series of small steps or as a total change in their way of life.

10. People tend to change as the change is supported by their environment.

11. People tend to maintain change if there is a public commitment to change.

12. People tend to resist change to the degree that it is imposed upon them, or that they feel it is imposed upon them.

Planning for system change in services for people with learning difficulties might well follow the following steps:

1. Find a focus for change;

2. Decide what you want to change;

3. Identify a leadership group who are 'political stakeholders' who influence this issue;

4. Identify other resources in your community;

5. Choose a sample of 3 focus people with learning difficulties whose lives will help to illustrate this issue;

6. Identify opportunities out amongst the different stakeholder groups;

7. Make commitments - **take responsibility for making something happen.**

Strategies for Integrated Employment Environments

David M. Mank and Jay Buckley

Least restrictive environment... mainstreaming... normalization... criterion of ultimate functioning... social role valorization.... Over the past 15 years these concepts have been used to increase the degree to which individuals with disabilities live, learn, and work in regular and ordinary ways with persons who do not have a label of disability. These terms have guided ideology, advocacy, law, policy, and service development aimed at integrating persons with disabilities into mainstream society.

The supported employment initiative represents a recent effort toward integration for persons with severe disabilities; the focus is on employment in regular work settings. Supported employment is defined in law (Developmental Disabilities Act and Bill of Rights of 1984 [P.L. 98-527], Rehabilitation Act Amendments [P.L. 99-506]) by three specific outcomes: (a) paid work with (b) ongoing support in (c) integrated community job settings. Many advocates, consumers, policy makers and practitioners share the belief that integration is the initiative's most important quality feature.

Recent initiatives and Congressional action have encouraged advocates, providers, and policy makers to develop a variety of approaches to enable Americans with Severe disabilities to work in integrated settings. The Office of Special Education and Rehabilitative Services (OSERS) announced the national supported employment initiative in 1984 (Will, 1984). Presently 27 states have demonstration grants to change the nature of employment services for individuals who traditionally would have been served in segregated facilities. The Rehabilitation Act of 1986 [P.L. 99-506] now makes funding for supported employment available in all 50 states.

The emphasis on integration in employment presents a number of issues that must be addressed if the initiative is to succeed. First, operational and functional definitions of integration are needed but have proven to be elusive. As identified in the federal and state supported employment initiatives, integration is an outcome. Yet the integration of individuals with severe disabilities must involve the process required to make this outcome a reality. A functional definition of integration must incorporate aspects of the initiative's outcome orientation and the ongoing process activities required to reach this accomplishment.

Second, valid and reliable measurement of integration is needed. The difficulty in measurement is directly related to the difficulties of definition. Integration is a complex construct; many existing measures capture only a single dimension. Moreover, measurement must also identify critical elements of the dynamics of the culture into which persons with disabilities are to be integrated.

Finally, there is a need for increasing knowledge of specific strategies for promoting integration in employment settings. As a field we have learned much more about gaining access to paid work and providing training and support than we have about promoting integration. Without increasing our understanding of the steps involved in promoting integration, a critical variable in the supported employment equation will remain less than fully developed.

This chapter discusses these critical issues in integration: functional definitions, measurement, and strategies for assisting individuals with severe disabilities become a part of community worksites.

Defining Integration

Integration can be described in its simplest and most elegant form as the degree of community presence and participation for persons with disabilities that is no different than that of persons without a disability label (Galloway & O'Brien, 1981; Nisbet & Callahan, 1987). In relation to employment, integration can be further described as adherence to regular and ordinary patterns of minute-to-minute and day-to-day working life. Descriptions of social constructs, such as integration, may be intuitively accurate yet they are often insufficient to serve as functional definitions (Chadsey-Rusch, 1986, Kelly, 1982). Greater detail and specificity are needed to (a) understand all dimensions of integration, (b) decide when a specific level of worklife integration is acceptable, and (c) guide the process of measuring integration.

Components of Integration

Developing an operational definition of integration is aided by identifying components of integration. The components listed below constitute four levels of integration.

1. Physical integration. In reference to employment physical integration requires proximity to co-workers without disabilities. It may involve (a) required interactions, that is, contact that is necessary for performance of the task, and (b) incidental interactions, that is, contact that is unpredictable.
2. Social integration. Social integration involves elective personal interactions that occur during work or free time.
3. Relationships. Relationships depend on social interactions that are ongoing and usually involve reciprocal participation in activities,

4. Social networks. Social networks involve repeated contact with a number of people who identify the relationships that exist within the group as "socially important." Such interactions are characterized by reciprocity among members and occur in a variety of settings (Horner, Newton, LeBaron, Stoner, & Ferguson, 1987).

As mentioned earlier, integration is both an outcome and a process. Advocates view supported employment as a means of enabling individuals with severe disabilities to develop relationships and participate in social networks as a means of receiving and providing (a) information on contemporary events, (b) personal advice, (c) emotional support, (d) material aid and services, (e) companionship, and (f) access to new people (Gottlieb, 1981; Horner, et al., 1987). Yet the process of forming relationships and social networks begins with physical and social integration. A comprehensive definition should deal with on all of these components.

Response Analysis and Ecological Factors

Viewing integration as a process requires attention to two factors. First, most individuals with disabilities have had limited access to settings that provide opportunities for physical integration, social integration, relationships, and social networks, For individuals to become integrated, information must be available on the behaviors needed for successful and regular participation,

Second, integration does not occur in a vacuum nor is there a generic setting where the same behaviors are required in all instances. Therefore, identifying the behaviors required for successful integration depends on ecological factors of specific cultures and worksites and the natural range of response variation that occurs among the individuals who participate in these

environments. A functional definition of integration must be robust enough to help identify the manner in which physical integration, social integration, relationships, and social networks occur in specific jobs.

Identification and analysis of behaviors combine to define the manner in which each level of integration takes place within specific work places. This enables support staff to (a) identify behaviors for instruction, (b) assess threshold levels of integration in order to set criteria for success and (c) use this information to "match" individuals to environments that will enhance quality of life. The difficulty in defining integration makes it clear that definition depends in part on measurement strategies.

Measuring Integration

The components of integration noted in this chapter include: physical integration, social integration, relationships, and social networks. Further, these components can only be defined in the context of the specific work environments in which they occur. Clearly the measurement of integration must involve attention to a number of complex variables related to both outcomes and specific environments.

A recent national seminar convened to discuss critical elements in supported employment evaluation (Berkeley Planning Associates, 1986), but no consensus on a method for measuring integration was achieved. Seminar participants noted that adequate measurement systems for integration had not been developed. The report from this seminar states:

> The integration of individuals with severe disabilities into the work place is a key element in the supported employment effort.

> ...measuring integration is not yet well-developed or well-defined in the field. Thus, few concrete examples exist of measures of the performance of supported employment programs in furthering community integration objectives (Berkeley Planning Associates, 1986, pp. 18-20).

The absence of methods for measuring integration causes a number of concerns. First, the effect the supported employment initiative has on changing levels of integration for individuals with severe disabilities is difficult to specify. Second, the progress of an individual in increasing his or her integration cannot be tracked. Third, the degree to which a specific job enhances the quality of life of the individual involved cannot be articulated. Finally, the integration achieved in specific types of jobs or in specific approaches to supported employment is subject more to conjecture than to empirical evidence.

Existing Measures

Measurement systems that have been utilized to assess integration can be grouped in three categories: capacity, progress, and lifestyle measures (Bellamy, Newton, LeBaron, & Horner, 1986). Such broad classifications may miss fine distinctions among instruments and techniques; however, comparison at this level is useful in reviewing important differences in the application of integration measures.

Capacity measures.

A number of measurement systems address the extent to which specific environments allow integration (Budde, 1976; King, Raynes, & Tizard, 1971; Moots & Otto, 1972; Schalock & Jensen, 1986). Federal definitions and guidelines for supported employment regarding group size

(eight or less in a setting) fall into this category. Such measures can provide threshold requirements of minimum acceptability.

Capacity measures tend, however, to represent minimum requirements rather than actual accomplishments. That is, capacity measures and capacity standards can describe necessary conditions for integration without addressing whether integration actually occurs. Moreover, capacity measures tend to reflect a programmatic or organizational orientation without accounting for individual and natural variations, needs, or opportunities.

Progress measures. This category of measures assesses the quality of a service in terms of its success in increasing an individual's skills, adaptive behavior or community adjustment (e.g., Nihara, Foster, Shelhaas, & Leland, 1974). In this context, progress refers to individual behavior changes achieved in the pursuit of integration (Bellamy, et al., 1986).

These measures provide a starting point in assessing the process of integration, and as such, extend the information provided by capacity measures. However, problems exist in using progress measures alone to assess the outcome of integration. An individual may make progress, that is, develop new skills as measured on these scales, yet remain below threshold levels of integration in his or her work setting. Many skills targeted in some skill sequences may have little to do with the behaviors needed for building relationships and social networks in specific work environments.

Lifestyle measures. A third category of measurement systems seeks to examine the lives of the individuals in the environments in which they function rather than simply assessing the nature of the environment, the administrative structure of the program, or the number of new skills learned over time (Bellamy, et al., 1986; Edgerton, 1975; Emerson, 1985; Horner, et

integrated areas: elements related to developing individualized job placements, elements related to coordination of services, and elements related to instruction and technology. The nature and scope of these elements make it clear that it is insufficient to place an individual in a job and then hope that integration will result. Rather, it is important that service providers attend to a broad band of strategies around the working life of persons with disabilities. Emerging strategies for improving integration can be organized into three general categories: ecological analysis, environmental modification, and individual training and support. Table 3 presents a way in which these strategies can be applied to the levels of integration identified previously: physical integration, social integration, relationships, and social networks.

Insert Table 3 about here

Ecological Analysis

Attention to ecological factors associated with specific worksites is critical for promoting integration. There are at least five strategies that service providers can use to assure that the environments in which they place workers with disabilities provide the opportunity for full integration.

Job development. Service providers must plan for integration when they select businesses for marketing efforts. Job sites and types of work that allow little opportunity for integration must be avoided. Providers must be sure that the jobs developed for persons with severe disabilities enhance quality of life. Job developers must be certain that the work environment has the potential for integration. Specifically, this involves insuring that

al., 1987; O'Brien, 1987). These measures provide information about the accomplishment of valued changes in the patterns of day-to-day living and working in the context of relationships and social networks. Lifestyle measures can provide much needed information about personal satisfaction and quality of life. It is important to note that lifestyle measures depend on assurance that capacity standards are in place and that instruction and support occur on job sites.

Measurement Techniques and Dimensions of Integration

Overall, lifestyle measures may offer the greatest promise for tracking integration; however, such measurement relies on a number of techniques to gathering the information required to develop a comprehensive analysis of an individual's integration within a specific work environment. It thus becomes critical to identify these techniques and the dimensions of integration to which they might be applied.

Measurement techniques. Table 1 presents definitions of nine techniques that might be applied to gather information about integration of individuals within work environments. These techniques are borrowed from a number of disciplines. No single technique listed in Table 1 would be adequate for providing all of the information needed to assess integration, yet each has value in answering specific questions regarding the complex dimensions involved in integration.

Insert Table 1 about here

Table 1
Measurement Techniques for Integration

Technique	Definition
Frequency Counts	The observation and documentation of the occurrence of events recorded in terms of number of discrete behaviors, percentage of total behaviors, or rate within specific time frames (Agran, 1986).
Duration Recording	The observation and documentation of the onset and completion of discrete behaviors or interactions (Alberto & Troutman, 1982).
Checklist Recording	The observation and documentation of the occurrence of discrete or continuous behavior(s) during a specified time period, or of discrete behaviors at a specified time (Agran, 1986).
Topographical Analysis	The identification and analysis of the topography of each response involved in specific social interactions.
Social Validity	The process of determining the acceptability and/or importance of specific behaviors as determined by 'experts' or knowledgeable persons (Kazdin, 1982; Wolf, 1978).
Likert Scales	A set of attitude items considered to be of equal scale to which respondents record degrees of agreement or disagreement (Kerlinger, 1973).
Structured Interviews	The process of eliciting choices between alternative answers to preformed questions on specific topics or situations (Lofland & Lofland, 1984) within a specific interview protocol (Ferguson, Ferguson, & Jones, 1987).
Open-Ended Interviews	The use of questions that allow or require the respondent to answer with more than one or two word answers, using terms not supplied in the body of the questions (P. M. Ferguson, personal communication, October 10, 1987).
Participant Observation	A process in which an investigator establishes and sustains a relatively long-term relationship involving 'looking and listening' in the natural setting for the purpose of understanding human associations (Lofland & Lofland, 1984).

Table [illegible]. Integration Components and Support Strategies

	ECOLOGICAL ANALYSIS						ENVIRONMENTAL MODIFICATION			SYSTEMATIC INSTRUCTION AND SUPPORT	
	Job Development	Job Analysis	Functional Analysis	Task Analysis	Trainer Specialization	Negotiation with Employer	Environmental Adaptation	Co-Worker Orientation	Job Match	Planning with Worker/Advocate	Support and Instruction
Physical Integration - Contact related to proximity (i.e., required and/or incidental interactions related to work functions)	*	*	*	*		*	*	*	*	*	*
Social Integration - Elective personal or social intra-task or free time contact	*	*	*	*	*	*	*	*	*	*	*
Relationships - Ongoing reciprocal social integration related to specific activities		*	*	*	*			*		*	*
Social Networks - Repeated social contact with a stable group in a variety of settings			*	*				*		*	*

teach individuals to converse with others, use the lunch room, etc., must lead to competence within the specific culture.

Trainer socialization. One important key in the integration of an individual with disabilities is the skill of the trainer in adapting to the culture of the workplace. The trainer must learn the rules and the roles that take place within relationships and social networks. More importantly the trainer must give evidence of respecting the culture and fitting into the patterns of social behavior. By doing so, the trainer will be better able to impart information to the individuals with disabilities about the company culture.

Environmental Modification

A second group of strategies for promoting integration consists of ways in which providers can transform an environment that has some promise for providing opportunities for integration into one in which there is every reason to expect successful development of relationships and social networks. Trainer socialization, discussed earlier, is one strategy that falls into this category since the trainer uses his or her skill to influence the environment to enhance the possibilities for integration. There are additional discrete steps providers can take to alter conditions in job sites.

Negotiating with employers. Providers may discover during job development or analysis that there are barriers related to integration in a job that may, in other respects, seem appropriate. It is possible that providers can negotiate to have barriers such as work locations, break times or scheduled hours changed to promote integration. Under ideal circumstances the conditions that lead to negotiation are identified before the worker with

The degree to which we are able to clarify definitions, measurement techniques, and strategies for integration will increase our ability to address a number of critical issues. These include:

1. How we determine appropriate levels of integration in the context of individual and ecological variation,
2. The degree to which the provision of job-site training and support by third party service providers interferes with integration,
3. The relationship of social skill training to the development of relationships and social networks, and
4. How support related to the behaviors needed for developing relationships and social networks affects job retention.

Our ability to define, measure, and promote integration, and then to resolve the next order of issues will help to insure that integration is a valued outcome of supported employment and that the process involved in increasing each person's ability to build relationships and social networks is well-planned and effective. Failure to deal with these critical issues may result in a situation in which we approach integration with a place and hope strategy leaving the success of the individuals with disabilities and the supported employment initiative in doubt,

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Dimensions of integration. Use of the techniques listed in Table 1 depends on the need for specific information. While it may be true that most or all of these techniques are needed for a comprehensive analysis of integration, there are specific dimensions of integration information to which individual techniques can be applied. Table 2 presents a list of elements of integration-related information and the measurement techniques that may be appropriate for each. The dimensions presented in Table 2 include information on the environment, co-worker roles, specific integration-related skills, and participation in integration opportunities by the individual with disabilities. It is doubtful that any single provider, program monitor, advocate, or government official will need, or have the opportunity, to apply all of these measures. The application of specific techniques will help assess specific dimensions of integration.

Insert Table 2 about here

The measurement and analysis of data collected on each of these dimensions can help develop a more functional definition of integration. The data help assure that standards for progress and outcomes rely on more than descriptions or opinions. However, an important piece in the integration puzzle involves specifying strategies for assisting individuals with severe disabilities to develop relationships and social networks.

Strategies for Promoting Integration

Service providers have the primary responsibility for promoting integration in the employment of persons with severe disabilities. Nisbet and Callahan (1987) provide a set of critical elements for achieving

Desired Integration Information	Frequency Count	Duration Recording	Checklists	Likert Scale	Social Validity	Topographical Analysis	Structured Interview	Open-Ended Interview	Participant Observation
1. Identification of integration activities that take place in the workplace	*		*			*	*	*	
2. Analysis of activities									
a) Topography of interactions		*	*			*			*
b) Identification of responses (skills) utilized by participants	*		*			*			
3. Weight of specific activities (social value to participants)				*	*		*	*	*
4. Percent of total potential interactions in which co-workers participate	*								*
5. Number of integration activities in which workers with disabilities participate	*		*			*	*		
a) With co-worker at worksite									
b) With general public during work									
c) With general public before and after work and during breaks									
d) With co-workers before and after work and during breaks									
6. Duration of integration activities in which workers with disabilities participate		*	*			*	*	*	*
a) With co-worker at worksite									
b) With general public during work									
c) With general public before and after work and during breaks									
d) With co-workers before and after work and during breaks									
7. Topography of integration activities in which workers with disabilities participate			*			*	*	*	*
a) With co-worker at worksite									
b) With general public during work									
c) With general public before and after work and during breaks									
d) With co-workers before and after work and during breaks									
8. Demonstrated reciprocity in interactions			*			*	*	*	*
a) With co-worker at worksite									
b) With general public during work									
c) With general public before and after work and during breaks									
d) With co-workers before and after work and during breaks									
9. Number of weighed activities in which individual participates	*		*	*	*		*	*	
10. Percent of potential interactions in which individual participates	*								*
11. Identification of program planning goals and objectives[a]							*	*	*
12. Evaluation of effect of training aimed at measuring/enhancing integration activities[a]									
a) According to training specifications									
b) According to degree to which training affects items 5-10									

[a] Data from Items 1-10 would also be of use

individuals work in proximity to co-workers and/or the public, that social interactions are observed among individuals in the worksite before the person to be supported begins employment, and that the individual with disabilities will have opportunities for variety and choice in social interactions.

Job analysis. A complete job analysis provides an opportunity to document details of work tasks, hour-to-hour activities, day-to-day variations, and the social interactions that take place in employment settings. A job analysis should result in a list of the individuals with whom interactions can occur and the nature and the frequency of possible interactions. A job analysis provides the opportunity to assess the potential for integration and to prepare for integration training and support. In this way, job analysts can develop a sense of the quality of the environment related to integration and make decisions about the appropriateness of the job for an individual with severe disabilities.

Functional analysis. One aspect of ecological analysis is the identification of the manner in which social integration, relationships, and social networks take place within a specific worksite. Different parts of the country, different industries, and specific businesses show variations in culture and therefore in the behaviors that constitute social competence and acceptance. By analyzing environments, service providers can identify specific skills needed for successful integration.

Task analysis. Once the skills involved in integration within the specific work environment are identified, preparation for instruction and support can begin to occur. The instruction provided must be based on the stimuli, responses, and criteria that determine social integration, relationships, and social networks. Thus task analyses that are developed to

disabilities begins employment. However, conditions in jobs change; for example, co-worker roles change and some factors are subtle and not easily detected. Adjustments in employment conditions may be needed at any time during the worker's tenure on the job.

Environmental adaptation. Once an employer agrees to some adjustment of job conditions to increase opportunities for integration, the provider must assume the responsibility for making sure that the change takes place and that the change has the desired effect. Changes in work circumstances may involve alterations in the location or physical proximity of the individual's work station; for example, screens that block access to co-workers may be removed, or a person's entire work station may be moved to a more central location. By assuming as much responsibility as possible in this process, providers can help to make sure that increased integration results and that the alterations made are acceptable to co-workers.

Co-worker orientation. One means of enhancing the potential for integration is to insure that co-workers understand the nature of supported employment. Trainers should emphasize that the person with disabilities is not different than other workers and that the individual's intention is to fit into the social patterns and work flow. Trainers must be certain that the manner in which orientations take place is as similar as possible to the way in which other new workers orient themselves to the workplace. Special meetings with co-workers as a group to discuss disabilities in general or the particular individual's specific needs may create undue attention and diminish the possibility for smooth integration.

Individual Support and Instruction

There are a number of individual support strategies that providers can use to help individuals with disabilities succeed in employment. A detailed discussion of these strategies is beyond the scope of this paper. There are, however, three individually oriented activities that can have a profound influence on integration.

Job match. To date, most procedures for 'job matching' focus primarily on job and task performance issues. One reason for this is the fact that more strategies exist for addressing job performance requirements than for understanding and promoting integration. A second reason is that most persons with severe disabilities have little or no experience in employment in integrated settings. As efforts in job development are aimed at matching individuals and jobs with regard for integration, consideration of individual variation must come into play. Just as it is inappropriate to assume that persons with severe disabilities need or desire little interaction on worksites, it is also inappropriate to assume that every individual with disabilities should work in jobs where continuous interaction during job performance is required. While projections about the kind and degree of social interactions may be difficult to determine, it is clear that the questions must be asked before jobs are arranged.

Planning with individuals and their advocates. Changes in integration, can be considered successful only to the degree that they are valued by the individual. The only way to assure that the activities support personnel take to promote integration are not wasted is to plan carefully with the individuals with disabilities and with their families or advocates. Most individuals, even those with limited work histories, have preferences about

the types of jobs. Individuals also have preferences about social interactions and about their own particular need and desire for relationships and social networks. The participation of the individual and his or her family or advocates can have a profound influence on actions taken to enhance integration.

Systematic instruction. A number of instructional methods exist which can be applied to make sure that individuals with disabilities are prepared to take advantage of opportunities for integration. A discussion of each of these strategies is not possible here, however, it is important to note that providers have an array of methods at their disposal. These include general case programming (Horner, Sprague, & Wilcox, 1982), self-management training (Gifford, Rusch, Martin, & White, 1984; Mank & Horner, 1987), social behavior training (Chadsey-Rusch, 1986; Gaylord-Ross, 1980), mobility training (York & Rainforth, 1987) and communication training (Falvey, 1987; Mirenda, 1985).

As noted above, most training and support efforts are concerned with the performance of work skills. There is ample reason for applying these methods of instruction to the skills involved in integration activities. Lack of social skills is a commonly cited reason for job loss (Chadsey-Rusch, 1986) and in our society individuals most often seek relationships with persons they consider competent (Hall, 1977). Success relates to the performance of both work and social skills.

Summary and Unanswered Questions

Supported employment represents a national effort to integrate individuals with severe disabilities into the fabric of American working life. In every part of the country, programs are being developed that will allow individuals with severe disabilities to leave segregated settings and

work along side other members of their communities. Integration is identified in federal law and guidelines as one of the critical outcomes of supported employment. Yet since the individuals involved historically have been denied access to integrated environments, integration is also a process, one that involves careful planning, analysis and support.

Although integration is viewed as a critical, if not the most critical, component of supported employment, adequate definitions and measurement systems of this complex construct are elusive. Definitions commonly given do more to describe than define integration and measurement systems typically measure only a single aspect of this multi-dimensional construct.

In this chapter we have suggested that integration can be viewed in terms of four components: physical integration, social integration, relationships, and social networks. Each of these components builds on the other, and the purpose of giving individuals with disabilities access to community employment is to help them develop relationships and social networks.

The difficulty in defining integration is related to the difficulty involved in measurement. A number of measurement techniques can be applied to specific work environments to provide information about the nature of integration within that worksite, the skills involved in full integration, and the participation of the individual with disabilities.

Arriving at a functional definition of integration by matching related constructs with measurement techniques does little to foster integration; specific and operational strategies that help promote integration are also needed. These include a number of strategies for ecological analysis, environmental modification, and systematic instruction and support.

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Supported Employment for Persons with Severe and Profound Mental Retardation

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The national supported employment initiative for persons with severe disabilities has created unparalleled promise toward improving the employment reality for individuals historically denied access to integrated employment (Kiernan & Stark, 1986). This national initiative gives individuals with severe disabilities access to paid employment in integrated settings where the supports needed for job success can be provided. The initiative began in part because of increasing dissatisfaction with segregated activity and work programs and because of numerous demonstrations of vocational competence on the part of persons previously considered unable to work or lacking in employment potential.

One factor in the recent developments of integrated employment with long-term support was the review of the failings of the traditional flow-through system of day services for those citizens labeled mentally disabled and severely handicapped. The flow-through or continuum model assumed that persons would move or graduate from activity centers to sheltered work programs and finally into a competitive job. In reality, few persons moved through the system and the vast majority of persons with the severe and profound mental retardation did not gain access to integrated jobs (Bellamy, Horner, Sheehan, & Boles, 1980; Bellamy, Rhodes, Bourbeau, & Mank, 1986). Instead, persons with the most severe disabilities in our communities spent years in non-work or segregated settings with little, if any, hope of change.

A second factor in the development of the initiative was the increasing number of research and development projects that demonstrated that individuals with severe disabilities could learn complex work skills. Early

studies showed that systematic instruction enabled persons with mental retardation to learn detailed tasks (Bellamy, Peterson, & Close, 1975; Crosson, 1966; Gold, 1972; 1973; 1975). Later studies demonstrated that these individuals could perform job tasks at the same production rates (Bellamy, Inman, & Yeates, 1978; Mank & Horner, 1987) and in the same settings (Connis, 1979; Shafer & Brooke, 1985; Sowers, Rusch, Connis, & Cummings, 1980; Wehman, 1981) as nonhandicapped workers. While the ability of individuals labeled with disabilities became undeniably clear, dissatisfaction with our day services system increased.

Along with this dissatisfaction has been the development of national and state policy that affirms the ability and the rights of persons considered severely disabled (Taylor, Biklen, & Knoll, 1987). One of the most important implications of such policy is this: the critical variables for success in integrated employment are opportunity and the support needed to acquire and keep a job in regular employment settings. Now the widely held and well-supported view is that all persons, regardless of the severity of their disabilities, should have access to integrated employment with long-term support. Even so, there is some risk that those persons with severe and profound mental retardation may not have equal access to supported employment in the months and years to come.

Changing the reality of unemployment and under-employment for persons with severe disabilities will require continued adjustment of federal and state funding and regulatory systems, restructuring the roles and responsibilities of state agency personnel and service providers, new approaches to secondary vocational training and transition, full implementation of recent amendments to the Vocational Rehabilitation Act and

ongoing personnel training and incentives to support these changes. The purpose of this chapter is to discuss issues related to providing supported employment for those individuals labeled severely and profoundly mentally retarded. The first section describes recent developments and emerging trends that shape the present context of supported employment. The following section discusses issues that affect the provision of supported employment services for individuals with severe and profound mental disabilities. Finally, the last section discusses systemic implementation of support and employment services for these individuals.

The Present Context

Recent years have witnessed notable improvements in the awareness and expectations of what is possible in employing persons with severe and profound mental retardation. At the same time, however, questions have been raised about the degree of access afforded to those individuals. Supported employment for persons with severe and profound mental retardation has been, and will continue to be, affected by a number of recent developments. These include demonstrations of innovative employment service for individuals with the most severe disabilities; the need for data describing the implementation of supported employment, the inclusion of individuals with handicaps other than developmental disabilities, and the expanding role of vocational rehabilitation agencies.

Demonstrations of Innovative Service

A common criticism of the human services field is that program development resources more often lead to the development of isolated instances of high quality service rather than widespread implementation (Paine, Bellamy, & Wilcox, 1984). It is often said that enough demonstration

projects already exist, and that what is needed are methods to disseminate available information and drastically increase the availability of high quality programs. The supported employment initiative is intended to create a profound system-wide change in the way individuals with disabilities obtain access to employment. When the federal initiative began in a formal way in 1985 there were a number of examples of high quality supported employment programs for individuals with disabilities. Some of these programs were providing services to individuals with the most severe disabilities in local communities. Thus, while the initiative seeks to effect systems change, one critical aspect of this change has included the greater development of exemplary services focused on citizens with severe and profound mental retardation.

In many instances the impetus for accepting the challenge of providing support services to individuals with ~~the~~ severe and profound mental retardation comes from the commitment of the individual service providers. Armed with consistent belief in the competence of those individuals, and with good technical skills, these programs can serve as resources for their regions, states and for the nation. High quality supported employment services that include persons with severe and profound mental retardation have included individual placement program and small group supported employment programs. Programs in Wisconsin, Vermont, Virginia, Washington, Oregon, Minnesota, and California, to name a few, show the opportunity and the promise for widespread development of employment opportunities that include persons with severe and profound mental retardation. Not only do these projects demonstrate the competence of the persons served; these projects make it clear that supported employment for persons with severe and

profound mental retardation can be implemented in a range of industries, in varied communities and under different economic conditions. A feature often present in so many of these exemplary programs is a focus on outcomes and quality that exceeds minimum requirements. These voluntary standards promote a commitment to continuous improvement of the concept and individual outcomes and benefits.

Model supported employment programs that include individuals with severe and profound mental retardation can promote wider development in at least two ways . First, impetus for serving these most challenging individuals comes from state officials, increasing the likelihood ~~increases~~ that similar services will be developed on a wider scale. In at least one state, Minnesota, the commitment and the resources for the development of projects that demonstrate that individuals with the most severe disabilities can succeed in integrated employment has come, in part, from the Governor's Council on Developmental Disabilities and the Minnesota Supported Employment Project. Projects are planned for development across the state and not just in a single demonstration site.

Another way to achieve maximum impact from the development of innovative demonstration sites is for state agency personnel to track the accomplishments of exemplary model programs and then insure that the successes and strategies of these programs are known and used as resources. Several state supported employment projects have arranged for the projects that achieve 'exemplary outcomes' for persons with severe disabilities to serve as training and internship sites.

The Need for Data

Although the development of innovative programs shows promise, information about the nature and scope of the implementation of supported employment has only begun to emerge. Federal and state officials, consumer and advocacy groups, provider organizations and coalitions of researchers from universities across the nation are calling for data that describe implementation to date (Berkeley Planning Associates, 1986). The data that are available provide information about only a portion of the total number of individuals receiving supported employment services. Even so, a glimpse of the individuals who are gaining access to supported employment is available.

Kiernan, McGaughy and Schalock (1986) conducted a survey designed to document changes in placement patterns of individuals with developmental disabilities, including transitional training, supported employment and competitive employment. It should be noted that the definitions Kiernan et al. used for supported and competitive employment are not the same as those in the Developmental Disabilities Act of 1984 [PL 98-507] or the Rehabilitation Act Amendments [PL 99-506]. Kiernan et al. collected data from 1,119 rehabilitation facilities serving 160,369 individuals including 112,996 adults with developmental disabilities. They report that of the total number, almost 20% were moved out of facilities between October 1, 1984 and September 30, 1985. Of this number 3.3% were individuals with severe or profound mental retardation.

In 1986 a number of states collaborated to test the feasibility of a voluntary system for collecting and aggregating data on the implementation of supported employment (Supported Employment Information System, (SEIS), 1986). These data provide some information about who is served in emerging supported

employment programs. The data that have been reported present information on only some of the individuals served to date. From data available on 750 individuals for the fourth quarter of 1986, 45% were considered to have mild mental retardation, 30% were labeled moderately mentally retarded, 9% were labeled severely retarded, and 2% labeled profoundly retarded (Mank, Buckley & Smull, 1987).

Given the incomplete nature of available data this information raises a question without fully answering it. That question is: are persons with severe and profound mental retardation gaining equal access to supported employment. It is not possible to fully assess the access of supported employment without more complete data. Until an information system that captures the outcomes of and access to supported employment is made a national, state and local priority, questions regarding the presence or absence of individuals with severe and profound mental retardation will continue to be posed.

The Inclusion of Individuals with Non-Developmental Disabilities

A major focus of the early developments in supported employment was on individuals with developmental disabilities. In fact, much of the dissatisfaction with the flow-through service system was generated by advocates for persons with severe and profound mental retardation (Bellamy, et al., 1980; 1986; Gold, 1972; 1973; 1975; Wehman, Schutz, Renzaglia, & Karan, 1978). As a result, many approaches for providing supported employment services, emerging training technology and current funding mechanisms reflect the perceived needs of individuals with developmental disabilities.

The concept of supported employment, that is, long-term support to maintain successful integrated employment, has merit without regard for specific disability labels. Many individuals with long-term mental illness, traumatic brain injury, severe physical disabilities, sensory handicaps, non-intellectual developmental disabilities, severe learning disabilities and multiple disabilities find sustained employment without support to be difficult at best. Advocates, families, professionals, and federal and state officials are now calling for the inclusion of these individuals in the supported employment initiative.

This demand that has emerged makes clear the tremendous needs for supported employment in communities for persons with different disabilities. The fear of advocates for persons with severe and profound intellectual disabilities is that these individuals will be relegated once again to the end of the queue for access to service.

The Role of Vocational Rehabilitation

Supported employment has recently been defined as a legitimate employment outcome of vocational rehabilitation (Rehabilitation Act of 1986, PL 99-506). This creates an important difference in access to services through the vocational rehabilitation system in every state. With supported employment as a defined outcome, an important task becomes insuring that the long-term supports needed for many individuals are available through the service system (typically, the mental retardation/developmental disabilities agency in a state). P.L. 99-506 helps shift the issue and the discussion from "what to do" to "how to do it". The issue is not to define eligibility for services for individuals with severe and profound mental retardation

based on expected success with the time-limited support, but to identify the supports needed for successful long-term and integrated employment.

In the context of the vocational rehabilitation system this presents a number of challenges. These include (a) disseminating information to vocational rehabilitation professionals about rapid changes that are occurring in the delivery of services, (b) arranging, funding, supporting and evaluating the services that individuals in supported employment receive, (c) assuring that the resources for long-term follow-up are provided by sources other than vocational rehabilitation, and (d) providing access to as many individuals as possible.

Implementation Issues

Supported employment is a service outcome with three major features: paid work, integration and ongoing support. The approaches used to generate supported employment outcomes are, and should be, free to vary based on local opportunity and individual needs. Varied approaches (e.g., enclaves, individual placements and service crews) have emerged and others will emerge in the future. The implementation of any approach demands attention to each outcome of supported employment. Solving implementation issues related to each outcome is required if the initiative is to be successful for persons with severe and profound mental retardation. Employment opportunities must be obtained where payment is fair to the employer and to the worker with disabilities. The support provided (training, supervision, advocacy, etc.) must be sufficient for long-term success and it must be manageable by the support organization. Further, physical and social integration for persons with severe and profound mental retardation should result.

Implementation issues remain related to each of these features (pay, support and integration) and regarding the question of equal access to service. While each implementation area must be addressed for any person deemed appropriate for supported employment, successful implementation in each of these areas may be most critical for developing supported employment options for persons with severe and profound mental retardation.

Equal Access

Individuals with severe and profound mental retardation in the United States have had access to day services primarily through the state mental retardation/developmental disabilities systems (Buckley & Bellamy, 1986). In most states this is an eligibility system rather than an entitlement system. That is, access to service is determined by the availability of the service rather than solely the needs of the individual. As a result, many states have waiting lists for day services. Similarly, access to supported employment is limited at the present time as a direct function of the availability of programs providing these services. This creates difficult decisions about which individuals will have first access to supported employment as opportunities develop. Advocates have long argued that those persons with severe and profound mental retardation have had last access to existing and new service options and that decisions about access to supported employment must not be decided based on the degree of disability conditions.

The discussion of access to supported employment has led to the development of two different strategies (Bellamy, Rhodes, Mank, & Albin, 1987). Some organizations develop supported employment projects by first serving persons with the most severe disabilities including persons with severe and profound mental retardation. This position holds that the

individuals with the most severe disabilities have always been the last in line for improved services, and that the development of supported employment must begin with success for these individuals. Others have argued for first developing options for those persons considered to be more capable yet still in need of long-term support for employment success. This second strategy has been viewed as an opportunity for agencies and staff to experience more immediate success, increase confidence and create a stronger commitment.

It is clear that the question of "where to begin" must be answered and that the nature of the response will have a significant impact on the individuals served by an agency and the direction of the national initiative. Will (1986), in a presentation to state projects engaged in systems change to supported employment proposed a nonexclusive approach, termed heterogeneous staging. That is, states and agencies must begin by creating community options for persons needing employment with long-term support that includes those persons considered to have the most severe disabilities. This approach has several advantages. First, it makes a clear statement that supported employment is needed and possible for all persons requiring long-term support for employment success. Second, it allows states and agencies to develop competence in meeting a range of needs from the outset. Third, it makes a clear statement that access to employment will not be determined by the nature of or severity of disability. In this way, access to integrated and supported employment will be determined by our collective ability to develop and support viable community jobs for individuals, rather than according to the perceived "difficulty" of serving a person.

Fair Payment

One objective of supported employment is to provide reasonable jobs with reasonable wages for persons with severe disabilities. For some individuals with such a label, work pace in job settings may be an issue. Definitions of supported employment do not set conditions on the wage rate for persons employed. The Department of Labor (DOL) requires that individuals have access to commensurate wages. Pay based on productivity at the commensurate wage is an acceptable solution. The purpose of this is to insure that the pace at which an individual works is not a barrier to supported employment. Rather, a variety of payment mechanisms are available to insure that fair payment results for work performed. These payment mechanisms, though far from problem-free (Hagner, Nisbet, Callahan, & Mosely, 1987), make it clear that it is unacceptable to deny access to supported employment based on the expected rate at which an individual may work.

Those responsible for securing employment for individuals who may not work at full productivity must become skilled at identifying jobs where high speed performance is not required. It is important to note, however, that many individuals with severe and profound mental retardation do work at full or near-full productivity; a particular label does not predict productivity. However, when a job is needed for an individual who is not likely to reach full productivity in the near future, it is still possible to develop jobs that provide fair wages for work performed. The issue of fair pay is to use available payment mechanisms based on the needs of the individual.

There are individuals with severe and profound mental retardation, or with severe physical disabilities who may not work at "full productivity" in the near future. The provision to pay based on productivity means that these

individuals can obtain and maintain employment. In fact, individuals with such support needs are central to the focus of the origins of supported employment.

Support Structures

Supported employment, by label and definition, speaks to the outcome of stable, integrated employment over time. Definitions of supported employment leave open the issue of exactly what kind of support is provided. Recent years have witnessed a wide range of useful approaches related to supporting individuals (Gifford, Rusch, Martin, & White, 1984). Even so, data are also available that indicate notable loss of jobs for various reasons (Brickey, Campbell, & Browning, 1985; Foss, Walker, Todis, & Lyman, 1986; Hanley-Maxwell, Rusch, Chadsey-Rusch, & Renzaglia, 1986; Hill, Wehman, Hill, & Goodall, 1985; Lagomarcino & Rusch, 1985). This information underscores the need for systematic ways to enable persons with severe disabilities, especially persons with severe and profound mental retardation, to stay employed.

Improvements in strategies for supporting individuals are critical to the long-term success of supported employment. Further, if the methodology for implementing individual support strategies is not further developed and widely known, service providers may be less inclined to provide equal access to supported employment for persons with severe and profound mental retardation. This 'crisis in confidence' is one of the key issues that may impede the widespread inclusion of these individuals.

Strategies for supporting persons in regular jobs must include approaches for direct support, indirect support and external supports and a better understanding of how and when to provide each of these types of

assistance. It seems clear that issues remain regarding the 'support' in supported employment for persons with severe and profound mental retardation.

Support must include direct strategies. A by-product of the research projects and innovative service programs that have demonstrated that individuals with severe and profound mental retardation can succeed in integrated community environments has been the development of direct instructional strategies. These strategies are founded on the notion that training that is based in precise behavioral analysis, provided systematically and consistently, and supplemented with individualized maintenance activities can help individuals overcome the experiential deprivation that typifies the lives of many persons with severe disabilities. The focus of direct strategies must be to build performance in both work and social areas to enable an individual to meet the employer's needs and to participate in the social fabric of the work setting. A number of direct, on-the-job support strategies are available to providers of supported employment. Direct support strategies include: general case programming for the development of enduring and generalizable skills; self-management training for increasing autonomy and adaptability; productivity, rate and pacing training to insure that individuals can meet work flow demands; mobility training for increased access within and around the job site; communication training; and interventions for increasing/developing desired social skills and decreasing undesirable responses. Improvements in teaching technology and individualized intervention have helped make community employment an expectation for significantly more people with severe and profound mental retardation. However, many systematic instructional strategies have been developed in controlled or segregated settings (Mank &

Horner, 1987), and relatively few accounts exist of documented procedures for persons with the most severe disabilities in community settings. While it is clear that direct support strategies are needed for employment success, it is equally clear that resources must be devoted to the development of systematic procedures for selecting and implementing these strategies effectively, efficiently and unobtrusively in integrated settings.

Support must include indirect strategies. The data available on job success and job failures clearly suggest that many individuals with severe disabilities keep or lose jobs as a function of non-task related issues (Brickey et al, 1985; Foss et al, 1986; Greenspan & Shoultz, 1981; Hill et al, 1985; Salzberg, Agran, & Lignugaris-Kraft, 1986). While it is clear that adequate task performance is necessary for long-term success, it is also apparent that long-term job performance depends on more than task proficiency alone. This points out the need for various indirect strategies, that is, strategies not directly related to job training that help to support the employment of individuals in ways that direct training and supervision do not. Indirect strategies must include co-worker involvement, supervisor contact and coordination with an individual's family.

Support must include external strategies. Direct and indirect support strategies tend to focus features surrounding the specific job setting. In addition, supported employment organizations must often support an individual's employment through coordination with other human service organizations. This may involve coordination between vocational rehabilitation and developmental disability agencies, coordination with residential providers, social security administration personnel and so on.

While not related directly to job sites, failure to coordinate such services can jeopardize employment success (Schalock, 1985).

Support strategies need development. The experience of many highly skilled support organizations, trainers and researchers has helped to generate a range of strategies and some data on the nature of support for individuals with disabilities placed in integrated jobs (Gifford, Rusch, Martin, & White, 1984). However, this work must be viewed as the starting point in the development of an improved support technology for supported employment. The support procedures developed must include a broader range of specific support strategies and details on procedures for implementation that are workable in local communities.

Support must be tied to integration. Individuals with severe and profound mental retardation, cannot be expected to realize meaningful social integration solely because of access to a job in the community. The degree to which social integration is determined by work performance in combination with social skills and cultural adaptation differs in every job. It will depend on the support organization's ability to implement support strategies that foster each: quality work, adaptation to the company culture and social skills in relation to the jobs. Supporting the employment and the integration of an individual is a process that starts during job development and proceeds through training and ongoing support. The following section discusses issues specifically related to integration in supported employment for persons with severe and profound mental retardation.

Integration

A primary reason for providing individuals with severe and profound mental retardation with support in regular jobs is the opportunity for

contact, interactions and relationships with co-workers and other community members. Integration may be the single most important quality feature of supported employment. Because of this, and because individuals with disabilities have traditionally been denied access to environments in which they could interact with non-disabled citizens, integration in supported employment presents a number of issues.

One danger present in developing supported employment for individuals with the most severe disabilities is the perception that adequate support can only be provided in groups. While it may meet some minimum requirements of group size, grouping individuals indiscriminately all but prohibits full participation. It is argued that job settings that include more than one worker with disabilities threaten integration (Brown et al., 1985; Hagner et al., 1987). This central issue is double-edged. If full integration is perceived as jeopardizing the delivery of needed support then there is risk that persons with severe and profound mental retardation will be excluded from supported employment because it is considered 'too difficult' or because the individuals 'not ready.' Conversely, if supported employment for all or most persons who are labeled as severely or profoundly mentally retarded is considered possible only through group strategies then integration may well be jeopardized. Solutions to this dilemma will result from a focus on each of the outcomes of supported employment: paid work, integration and support for long-term success. Solutions will also require careful use of available personnel resources in organizations and better strategies for training and fading support. As a valued outcome and a prime quality feature of supported employment, integration issues require rigorous attention and specific strategies promote it.

Integration requires better definition and measurement. Important features of integration in jobs have been described recently, (Nisbet & Callahan, 1987; Brown et al, 1985). A need that continues is for definition that allows for measurement and standards for acceptable integration. The present widespread implementation of supported employment without such a definition underscores the need for continued work to operationalize integration in employment settings. Recent attempts to define integration have focused on the nature and extent of interactions on the job and the development of relationships in and around employment settings. Measurement of interactions with non-disabled persons has focused on the nature and extent of contact during working hours (e.g., Storey, Knutson, & Foss, in press). Measurement of relationships has focused on the forming of social networks (e.g., Gottlieb, 1981; Karan, & Knight, 1986; Lakin, & Bruininks, 1985). Development is needed in at least these two areas in order to better understand integration and to develop strategies for improving and maintaining integration over time.

Job opportunities should be evaluated relative to their capacity for worthy integration. Depending on certain environmental characteristics, specific jobs developed for persons with severe disabilities can either promote or impede integration. As operational definitions of information emerge, it will be easier for supported employment organizations to set guidelines about the nature of jobs to be developed. At a minimum, integration can be enhanced by a focus on developing jobs: where persons without disabilities also work, where work tasks performed by the person with disabilities are the same or similar to other employees'; where the daily

patterns of work, break and lunch are the same and; where regular contact with co-workers is a natural part of job duties.

Specific on-the-job strategies are needed to support integration. Developing jobs where there are regular interactions with others helps to enhance the possibility that a particular job setting will provide opportunities for integration. In addition, direct service personnel also need specific strategies for supporting integration on job sites. Such strategies will include developing job-specific social skills, augmented communication systems and co-worker involvement. Supported employment developed as a reaction to the failure of "place and hope" programs; it is ironic that many supported employment programs find themselves placing individuals in jobs and then ~~and~~ hoping that integration will occur. Specific strategies are needed that direct service staff can use to promote natural integration on a day-to-day basis.

Systems are needed for tracking integration over time. In the same way that it is important to attend to integration as an individual begins a job, it is also important to insure that integration continues and expands over time. Job duties change, co-workers change roles, supervisors leave, daily routines might be revised. In these and other situations the pattern of daily work may also change in the nature and extent of contact with others at work. This creates problems for those that support the employment of these individuals. Clearly, methods are needed for tracking what actually occurs in jobs in ways that are not artificial and non-intrusive in job settings.

The main features of supported employment: paid work, support and integration, each define important opportunities and issues for persons with severe and profound mental retardation. The success of the national

initiative for these individuals will depend in part on success in community implementation in each of these areas and a system which is open, and indeed invites, continuous improvement in strategies and constant reinforcement of improved implementation. In addition to these substantive local implementation matters, there are also systemic and coordination opportunities and issues in supported employment for persons with severe and profound mental retardation.

Systemic Strategies

The critical aspect of government and state agency efforts in supported employment is coordination of policy, funding and services. These areas of government responsibility can support the local efforts of community supported employment programs. More and more persons with severe and profound mental retardation will be referred to supported employment programs. Coordination and definitions of roles, responsibilities, and access are even more important as rehabilitation agencies increase their involvement with individuals with severe disabilities. Persons with severe and profound mental retardation have not typically been considered appropriate for time-limited rehabilitation services. Now that supported employment is a defined outcome of vocational rehabilitation, several steps might be taken to promote supported employment for these individuals. These include: definition of agencies' respective responsibilities and funding conditions; development of a clear process for access to supported employment; flexibility in implementation and; review of collected data. These strategies will be useful for the overall implementation of supported employment and related to access for persons with severe and profound mental retardation.

Define Agencies' Responsibility

Supported employment for persons with severe and profound mental retardation will require coordination of services and resources from the state vocational rehabilitation agency and the state mental retardation/developmental disability agency. This requires a new working relationship wherein roles and responsibilities are clearly defined. A number of states have developed agreements between these two agencies to specify responsibilities for initial job development, training and ongoing support. Such agreements have most often defined job development and initial training as the responsibility of the vocational rehabilitation agency with ongoing support services provided through the mental retardation agency.

Define Funding Availability and Coordination.

In conjunction with definition of agency responsibilities, the availability and use of funding resources must also be defined. The proposed regulations to amendments in the Vocational Rehabilitation Act, 1986, specify that one criteria for access to supported employment resources through vocational rehabilitation agencies is the availability of long-term support resources through another agency. Definition of this coordination of resources within a state makes it possible for community supported employment programs to plan more effectively to address community needs.

Define the Process for Access

As state level plans for supported employment develop it is necessary that a specific process for access to supported employment be defined. Supported employment for persons with severe and profound mental retardation will often involve community programs that have been funded through the state mental retardation agency and may be unfamiliar with the process and services

of vocational rehabilitation. This, in conjunction with the short history of supported employment projects that are funded by both vocational rehabilitation and the state mental retardation agency, emphasizes the need for a defined process for access that reaches providers and advocates for persons with severe and profound mental retardation.

This plan for access will be facilitated to the extent that local employment councils form and develop plans for analysis of employment opportunities, job development, job match and analysis of support demands. Local employment councils can serve as conduits of information with the major state agencies involved in supported employment. Through this process state and local planners, providers and advocates can help realize equal access to supported employment.

Provide Flexibility in Use of Resources

The short history of supported employment for persons with severe and profound mental retardation has not provided a full database on the range of appropriate costs and needed services. As a result the actual range of acceptable costs and support services is not clear. This emphasizes a continuing need for flexibility. This flexibility can take several forms. Program funders and developers will need to establish flexible timelines and budgets for program development, job development, intensive training, and the fading of assistance. In addition, more data is needed regarding the amount and intensity of ongoing support that individuals with severe and profound mental retardation will require. personnel preparation and technical assistance personnel will have to be prepared to respond to requests that require that assistance include content delivered in formats that go beyond many of the more standard training packages. It is clear that until a

greater number of individuals with severe and profound mental retardation are placed, trained and stabilized in supported employment, our collective ability to plan for their inclusion in the initiative depends on a certain amount of flexibility. Without this flexibility it is likely that these individuals will not be included or successful in the supported employment initiative.

Collect, Report and Review Data on Implementation

Without regular and ongoing data about the implementation of supported employment, benefits realized and who is served, it will be impossible to measure success and isolate and remedy problems. It will also be impossible to document and address questions about equal access to supported employment. Information systems focused on answering such questions have begun to emerge in a number of states. Coordinated information systems between vocational rehabilitation agencies and long-term funding agencies are being developed and implemented (e.g., Alaska). As an outcome focused initiative there can be no substitute for outcome focused information systems to track progress and detect future implementation needs.

Summary

Supported employment as a national initiative holds promise for changing the employment realities of persons with severe disabilities. Supported employment, designed as non-exclusive, must include those individuals labeled severely and profoundly mentally retarded. For these individuals to have access to integrated employment with long-term support it will be necessary to address important implementation issues regarding equal access, fair payment, providing long-term support and promoting integration in regular worksites. Further, system needs remain for providing access for these

persons and in coordination between vocational rehabilitation and mental retardation agencies.

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What We Want From Residential Programs

—A Presentation By—

People First of Washington

and

King County People First

October 16, 1985

Presentors:

Dianne Campbell
Dennis Campbell
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This Presentation is based on two seminars conducted by John O'Brien and Connie Lyle with People First members and other self-advocates. The first seminar, entitled, "Evaluating Programs" was held on August 6, 1983, with twenty-one People First of Washington Members. The second seminar, entitled, Speaking Up and Speaking Out To Make Services Better, was held on July 25, 1984, with one hundred self-advocates who were attending the International Self-Advocacy Leadership Conference in Tacoma, Washington.

The results of these two seminars have been shared with and endorsed by People First Members across Washington State.

You will notice that most of the things that People First Members want from residential programs do not require more money, new laws, rules or regulations.

The things that People First Members want from residential programs require that DDD, and residential program administrators and staff see people with disabilities as valuable and competent people. The things that People First Members want from residential programs require that DDD and residential program staff assist people with disabilities with respect and dignity and in a way that promotes and encourages individual choices. The things that People First Members want from residential programs require that DDD and residential staff assist people with disabilities to have a wide variety of experiences to learn from in developing independence. The things that People First Members want from residential programs requires that people with disabilities are present and participate in the community and in all parts of the decisions that affect their lives and the lives of others.

* by helping us to be a part of a support group like People First.... encouraging us to speak up and speak out

* by cooperation...I try to see the staff's point of view and it helps when they try to see my point of view... teamwork is what it takes

This is how residential programs can HURT us

* by treating us like children

* by making us go to bed at 10:00 on Saturday night

* by not letting us do the things that other people do

* by not believing that we are adults... men ... women

* by making us get "permission" to do things

* by not believing us. . . they thought I was joking. . . it was serious

* when the staff get treated better than us. . . this is our home. . . where we live. . .

* by not listening to us. . . turning us "off"

* by the staff being afraid of us becoming self-advocates

* by giving us drugs and making us wait instead of helping us with problems

* by the staff " staying in their offices", making us wait. . . sending us away if we get there early

* the good staff get fired because others want to control us

* by locking the doors to the kitchen at night. . . I can't get a snack

* by making me feel that asking for help is a bother to the staff. . . I sometimes get afraid the staff will think I'm a troublemaker for asking for what I need

* being told "you can't" when you want to try something new

* when the staff won't explain things or talk things our with us

* by not having enough residential choices so we can't choose how we want to live

Because of my differences and the way that a lot of people see and think about my differences:

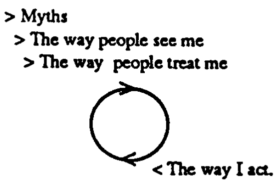
—people notice little things about me. . .and make a "big deal" of them. . .

—people are scared of me for no reason

—people treat me like a child and think they are doing good. . .

—I can get stuck in programs where there is a crazy circle that keeps me "helpless" and "childish". . .

A crazy circle



Making Things Better

To change the ways that people think about us and to break out of the crazy circle that keeps me down, there are five things that we want from residential programs.

1. programs that help us get out in the community
2. programs that let us (and helps us) to make good choices
3. programs that help us develop independence
4. programs that treat us with respect and dignity
5. programs that help us to meet other citizens in the community

1. Programs that help us get out into the community so we can have the same experiences as other people.

* programs that are accessible
* programs that take us to a wide variety of places
* programs that are close to transportation, and help us to use transportation
* programs that take people places 1 to1 and not in large groups
* programs that help people to have vacations and other recreation
* programs that help us to understand all the different choices and things to do in the community

3. Programs that encourage and assist us in developing independence

- *programs that give people a wide variety of experiences to learn from
- * programs that teach the things that are really important and that you really need to know to be independent
- * programs that teach us how to deal with and solve problems
- * programs that help us to get adult education
- * programs that teach us new things and not the same old thing over and over again
- * programs that treat people like "you can!" and not like "you can't"
- * programs that teach people how to make choices and be responsible
- * programs that teach us how to get the help we need and what to do in an emergency
- * programs that teach us how to be respectful and disagree at the same time
- * programs that involve us in training the staff or our attendants

4. RESPECT

Respect and dignity are very important. Without respect, dignity and a value for people none of these other things will work.

- * programs that treat us like adults and expect us to be adults
- * programs that listen to us and what we want
- * programs that give us privacy and where the staff knock on our door and ask to come into our rooms
- * programs that give us straight answers
- * programs that help us to dress well for what we do
- * programs that let us decide about activities, bedtime, etc.
- * programs that treat us respectfully and take us seriously
- * programs that have staff that talk and write about us to others in a positive and adult way
- * programs where the residents and staff are working together as a

The Job Analysis Process

1. **Develop** the job site and the targeted job responsibilities with a particular person(s) in mind.

2. Through tours and site visits, **"capture"** all components and requirements of the job in large chunks of information.

3. **Consider** all information about the job in relation to the person(s) targeted for the job. If the "fit" seems right, go on to #4. If not, develop another job or target another prospective employee.

4. **Decide** on the need for detailed job analysis and inventories for the various task/routines of the job. Some tasks may be deemed especially important by the employer, others may correspond to identified deficit area of the prospective employee. Job coaches typically choose to train the most <u>critical</u> routines and may work with coworkers and supervisors to train less critical and more infrequently performed routines.

5. **Visit** the job site to begin a detailed Job Analysis for the tasks/routines identified in #4.

6. **Observe** the way in which current employees perform the various routines.

7. Have someone at the job site **teach you** the routines. Notice the procedures, cues, amount of supervision provided and complexity of the routines.

8. **Perform** the routines which are novel to you until you have a "feel" for the job.

9. **Write** task analyses and inventories for the tasks/routines which you feel will require the most intervention. Write the steps of the analyses and inventories to reflect the needs of a typical employee of the company. Consideration for the choice of the methods chosen for the various tasks/routines should first reflect the natural methods used in the company and secondly, if necessary, the particular needs of the employee.

10. **Get approval** from the employer on the methods chosen for the tasks/routines to be trained and any modifications*-adaptations which you have devised.

11. **Identify** natural cues and consequences in the work routines of the employee. For example, in one business the natural cue to take a break might be that the clock shows 10:00 AM and the consequence of not responding to the natural cue is that you miss your break. In another company, the natural cue for break may be a buzzer and

everyone leaving their work stations and the consequence of not responding may be that the supervisor comes by and says, "It's time for a break!".

12. Based on #11 and your knowledge of the needs and skills of the employee, **consider** potential training strategies, motivating strategies, possible adaptations, and opportunities for job restructuring and partial participation with other workers. Also develop data sheets to reflect the number of steps you expect the employee will actually need to perform the task/routine. The data sheets should be based on the steps identified in the analyses and routines developed in #9.

13. **Meet** and get to know coworkers and supervisors. Try to remember names of employees so you can facilitate introductions when the new employee starts work.

14. **Find out** about company policies, acceptable dress codes, orientation procedures and other components of the company's "culture".

15. **Set** a start date, **communicate** with the employee and his/her family and **begin training.**

NATIONAL LEADERSHIP INSTITUTE
ON
SUPPORTED EMPLOYMENT

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NATIONAL LEADERSHIP INSTITUTE
ON
SUPPORTED EMPLOYMENT

SEMINAR AGENDA

Day 1

A. Overview of Supported Employment 9:00 - 10:30am

1) Rationale
2) Common Features

B. Supported Employment Models 10:45 - 12:00pm
1:00 - 2:30pm

1) Job Coach Model
2) Employment Training Model
3) Supported Jobs Model
4) Enclave Model
5) Mobile Crew Model
6) Benchwork Model
7) Entreprenurial Model

C. Federal/State/Local Regulations affecting Supported Employment 2:45 - 5:00pm

1) SSI
2) Title XIX
3) D. D. Act
4) Vocational Rehabilitation Act
5) Fair Labor Standards Act
6) Javitts Wagner O'Day
7) State Regulations
8) Local Regulations

Day 2

A. Evaluating Supported Employment Programs 9:00 - 11:00am

1) Rationale
2) Tool

B. Site Evaluation Simulation

C. Preparation for Site Visits

D. Site Visits/Evaluations 1:00 - 5:00pm

Day 3

A. Site Visits/Evaluations Continued 9:00 - 5:00pm

Day 4

A. Review of Sites 9:00 - 12:00pm

1) How does each one fit into range?
2) What are the trade-offs?
3) What are the critical features?

B. How will you implement your state?

C. Wrap-up/Seminar Evaluation

NATIONAL LEADERSHIP INSTITUTE
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SUPPORTED EMPLOYMENT

EXECUTIVE SUMMARY

DEFINITION

Supported Employment is defined similarly in the Developmental Disabilities Act of 1984 and the regulations under the 1984 Amendments to the Education of The Handicapped Act and the Rehabilitation Act (Federal Register, 1984). The term Supported Employment means paid employment. Supported Employment is:

1) For persons with developmental disabilities for whom competitive employment is unlikely and who, because of their disabilities, need intensive, ongoing support to perform in a work setting.

2) conducted in a variety of settings, particularly work sites in which persons without disabilities are employed; and

3) supported by any activity needed to sustain paid work by persons with disabilities including supervision, training and transportation (Development Disabilities Act of 1984).

SUPPORTED EMPLOYMENT STANDARDS

Both assessing the current service delivery system and projecting the desired on requires a thorough understanding of supported employment and a reliable process for determining when an individual is or is not engaged in supported employment. The definition in the regulations for this program establishes four criteria for supported employment. To be in supported employment, an individual must be (1) engaged in employment, (2) in regular (integrated) work settings, (3) with ongoing support, and (4) he or she must experience a disability so severe that ongoing support is essential to maintaining employment.

1. Employment. Supported employment is paid employment which cannot exist without a regular opportunity to work. An individual should be considered to meet the employment criterion if he or she engages in paid work for at least an average of four hours each day, five days per week or another schedule offering at least 20 hours of work per week. This standard does not establish a minimum wage or productivity level for supported employment.

2. Integration. Work is integrated when it provides frequent daily social interactions with people without disabilities who are not paid caregivers. Since few state or local agencies currently are able to describe the extent of integration of individuals in day services, we recommend that the following criteria be used to estimate the capacity for integration in supported employment: An individual's work can be considered integrated when he or she works in a place; (a) where no more than eight people with disabilities work together and which is not immediately adjacent to another program serving persons with disabilities and (b) where persons without disabilities who are not paid caregivers are present in the work setting or immediate vicinity.

   For example, an individual who works in a local bank creating microfilm records of transactions clearly meets the integration criteria for supported employment. So do: Six individuals with disabilities who work together in an enclave within an electronic factory; a mobile janitorial crew that employs five persons with disabilities in community work sites; and a small bakery that employs persons with and without disabilities.

While integration is much more likely when persons with disabilities work singley or in small groups among persons who are not disabled, the social interactions necessary for integration are also possible in other program sizes.

3. Ongoing support. Supported employment exists only when ongoing support is provided. An individual should be considered to be receiving ongoing support: (a) when public funds are available on an ongoing basis to an individual or service provider who is responsible for providing employment support, and (b) when these funds are used for interventions directly related to sustaining employment.

4. Severe disability. Supported employment exists when the persons served require ongoing support and is inappropriate for persons who would be better served in time-limited preparation programs leading to independent employment. The established priority for supported employment is those individuals: (1) who previously have not been served or served successfully by vocational rehabilitation because of the lack of ongoing services needed to sustain employment after time-limited rehabilitation services are completed. With the development of supported employment programs in a state, however, it is expected that the vocational rehabilitation agency will provide services to these individuals that lead to successful closure into supported employment; and (2) who are or may be funded for ongoing services in day programs.

WHO IS SUPPORTED EMPLOYMENT DESIGNED TO SERVE?

Supported employment is designed to serve individuals with severe disabilities who because of the nature of their disability, need ongoing support to sustain paid employment. There is no entry criteria for supported employment. Therefore, no individual should be excluded from this service because of the severity of their disability. This does not imply that supported employment mandates that every person with a disability should work by and that an appropriate work opportunity be available for any person with severe disability who expresses a desire to work.

Supported employment is designed for persons who typically receive adult services in day rehabilitation, day activity and work activity services who have not traditionally been accepted for vocational rehabilitation services because of their need for ongoing support to maintain employment.

WHY IS SUPPORTED EMPLOYMENT NEEDED?

Adults with severe disabilities have been subjected to a model of service delivery in which preparation for the next level of service was the objective of the previous service. Although this preparatory model may work well in our schools, this "continuum of services" approach has had a devastating effect on adult consumers with disabilities. Fewer than 5% move from sheltered workshops to competitive employment

(California Department of Finance, 1979; New Jersey Bureau of Adult Training, Services, 1981; Minnesota Developmental Disabilities Program, 1982). Fewer than 10% move from adult day activities programs to sheltered workshops (U.S. Department of Labor, 1979). Realistically, most adults with severe disabilities spend their lives in adult day programs. While these individuals are in these programs , approximately 40,000 are excluded from the opportunity to earn wages. The remaining 60,000 that comprise the adult day services in this county earn an average of $288.00 a year on $1.00 a day. Not only can individuals with severe disabilities expect to remain the day activities program earning $1.00 a day, they also can expect to perform this non-remunerative work among large numbers of other severely disabled persons who are poor and aren't going anywhere either.

SUPPORTED EMPLOYMENT MODELS

A central tenant of supportive employment is that it be delivered in a variety of ways depending on the resources of the community, local economy, disability of the intended participants, funding base, etc. Some of the successful models of supported services employment operating currently include:

1. Job Coach/Employment Support - The Job Coach model establishes employment opportunities for individuals with severe disabilities in local industries on a one-person/one-job basis on jobs at or above the minimum wage. A trained Job Coach develops the job in the industry, matches an individual to the job, trains the individual on the job until he/she meets industry criteria and the provides ongoing follow-up support to the individual and the employer for as long as such

services are required. Examples of the Job Coach model included Virginia Commonwealth University's Supported Employment Project, University of Vermont - Transitional and Supported Employment Program, Eastside Employment Services, Seattle, WA, and Puget Sound Personnel Services, Seattle, WA.

2. <u>Employment Training</u> - The Employment Training Model trains several severely disabled individuals at one time in a time-limited occupation - specific training program which prepares the individual for a particular occupation. Once industry criteria has been met by the trainee, she/he is placed on a specific job within the industry and is retrained by a Job Coach from the training program. Again, follow-up support is provided to the individual and the employer for as long as these services are required. Examples of the employment training model include the University of WA., Food Services Training Program, University of Illinois, Champaign-Urbana Program, Portland Employment and Training Program, Portland, Oregon.

3. <u>Supported Jobs Model</u> - The Supported Jobs Models offer supported employment by placing individual adults in regular community jobs and provide support at the work site as needed for the person to learn and perform the work. The Supported Jobs Model adopts this approach, building on procedures used in earlier competitive employment training programs by adding procedures for ongoing support. In the Supported Jobs Model, a not-for-profit community agency is funded on the same basis as a day or work activity program. However, it has no building and provides no prevocational training. All individuals served work in regular community jobs, while program staff are responsible for job development, training on the job, and ongoing support at the work site to maintain employment.

   The work opportunities that form the basis for the Supported Jobs Model come principally from service businesses--restaurants, offices, hotels, and so on--although the model could theoretically provide support in many other kinds of jobs. Because of the interest in serving people with severe disabilities, program staff typically negotiate for positions of 3-6 standard hours of daily work, with the expectations that workers need not function at average productivity levels of non-handicapped workers to work at high speed. This is done so as not to exclude workers with severe handicaps who may not be expected to work at full productivity within the foreseeable future.

   The strategy for employment used in the Supported Jobs Model opens up employment in integrated settings to many individuals previously denied such opportunity because of low productivity. By acquiring certification that allows payment below the minimum wage and insuring wages paid are based on productivity, the employer is not penalized for hiring a worker who performs at less than full productivity. An example of the Supported Jobs Model is McKenzie Personnel Services, Eugene, Oregon.

4. Enclave Model - A supported employment enclave provides a useful alternative to both competitive employment and traditional sheltered employment. It maintains many of the benefits of integrated employment while providing the continuous, ongoing support required by some individuals for long term job success.

   In one Enclave Model, workers with severe disabilities perform work tasks within a host electronics company; a non-profit organization funded by state service agencies provides support to the individuals and the host company. Up to eight workers with severe to moderate retardation are employed, working on a manufacturing line managed by a specially trained supervisor.

   Within the enclave, payment for work performed is commensurate with pay to others within the host company doing the same type and amount of work. Access to work is guaranteed in the same manner as for other employees within the company. Persons with disabilities work along side others doing the same work, although limited work abilities and behavioral needs may require that workers be situated in proximity to each other to enhance training and supervision. Workers with handicaps receive the same benefits as others in the company with respect to such procedures as working hours, lunch and break time, and performance evaluations. An example of The Enclave Model is Trillium Employment Services at Redmond, WA.

5. Mobile Crew Model - The Mobile Crew Model is set up as a small, single purpose business rather than as an extension of a large organization with many missions. A general manager is responsible for small crews having one supervisor and approximately five employees per crew. Companies using the Mobile Crew Model are organized as not-for-profit corporations. Extra costs are incurred in commercial operations because workers produce at less than full productivity and require greater supervision than that of workers without disabilities. Such costs are covered by public funds, and do not typically exceed daily rates for day activities services.

   This model focuses on the type of work available in rural communities, such as grounds maintenance and building maintenance contracts. The Mobile Crew Model also may be appropriate in urban areas where there are opportunities to acquire similar service contracts. Examples of the Mobile Crew Model are Cleartec Services, Sunnyside, WA., and Southlane Maintenance Corp., Cottage Grove, Oregon.

6. Benchwork Model - The Benchwork Model is designed to provide employment in electronics assembly work in a service agency which also functions as a business enterprise. Contract work is procured from electronics firms and related industries. Individual workers receive intensive training and supervision on contract tasks. The Benchwork Model was developed in the early 1970s as an alternative to traditional day activity programs to provide long-term employment to individuals previously denied access to any vocational services.

Operated as small, single purpose, not-for-profit corporations, companies using the Benchwork Model provide employment and related services to approximately fifteen individuals with severe and profound mental retardation and related disabilities. A small number of highly qualified staff are employed, maintaining at least a 1:5 staff/worker ratio. Examples of the Benchwork Model are the 17 Specialized Training Program sites throughout the Northwest, Massachusetts and Virginia.

7. Entreprenurial Model - The Entreprenurial Model takes advantage of local commercial opportunities to establish businesses employing a small number of individuals with severe disabilities as well as individuals without disabilities. Because the model addresses local business opportunities, it functions well in both an urban and rual environment. An example of the Entreprenurial Model is the Port Townsend Baking Company, a commercial bakery in Port Townsend, WA.

HOW SHOULD SUPPORTED EMPLOYMENT BE MANAGED?

On a state level, the introduction of supported employment requires a re-thinking and re-vamping of several parts of the state system. Funding mechanisms must be made more flexible to allow for start-up funding to new businesses and block grant funding to fund ongoing services. States that receive Title XIX funding for individuals with severe disabilities must address ways in which their state will use these dollars to fund supported employment. Current state evaluation instruments must be altered to reflect the outcomes required by Supported Employment rather than the process or input standards that most states use to evaluate their ongoing services. A outcome based measurement system to track whether supported employment efforts are resulting in increasing consumer benefits must be instituted on a state-wide basis.

On a local level, new programs must be developed or existing programs must be altered to meet the Federal Supported Employment definition. Local community services board as well as local vendors must have ongoing access to technical assistance, in-service and pre-service training to ensure that supported employment programs are able to deliver outcomes to consumers with severe disabilities.

WHAT SHOULD SUPPORTED EMPLOYMENT SERVICES COST?

The costs associated with the start-up of and ongoing support to supported employment programs will vary according to local community resources, local business opportunity and severity of disability of the persons served. Because only 3% of all ongoing day services to adults with severe disabilities fall under The Federal Supported Employment Definition (Buckley, etal, 1985), cost data from a wide variety of sources is not yet available. Of the various supported employment models sited in The Executive Summary, all are operating at or considerably less than current adult day services fees.

WHAT OUTCOMES SHOULD BE EXPECTED OF SUPPORTED EMPLOYMENT SERVICES?

Supported employment is designed to provide benefits of working to persons with severe disabilities. This is, of course, a major shift from current service objectives, where skill development or service procedures are normally used as indices of service quality. The goals of supported employment for persons with severe disabilities are the same as the expectations that others in society have from their jobs. Three general kinds of questions arise as most adults evaluate whether their current work is satisfactory or whether a new job opportunity represents a desirable change:

1) What income level will the job provide, and what kind of lifestyle can be purchased in that location and circumstance with that income?

2) How attractive is the work life? Will one be able to work with interesting people, do challenging work, be in a safe, high-status environment, and so on?

3) What security benefits--job mobility, advancement, tenure, insurance--does the job provide?

Naturally the value attached to income, quality of work life, and security is different for different individuals, but most of us use some informal weighting of these factors to evaluate their employment. Instead of measures of developmental growth, these three normal benefits of employment provide the yardstick with which program quality and success can be measured.

HOW SHOULD SUPPORTED EMPLOYMENT SERVICES BE EVALUATED?

Supported Employment Services should be evaluated based on criteria dictated by what the service says it is supposed to achieve. In examining supported employment from a wage stand point, the question that should be asked are contained in the previous section. Other questions that should be asked when evaluating supported employment services are; Is the site located in the same area in which similar businesses operate? Does the site have a positive, valued business image? What are the opportunities for integration with non-handicapped persons? Is the staff trained in, and hold job titles that will lead to supported employment opportunity creation? Is the organization designed to achieve the outcomes of supported employment? What are the costs of this service? What are the benefits to consumers of this service?

Trainee: ______________________________ Date: _______________

Site: ______________________________

SUPPORTED EMPLOYMENT INSTITUTE - SITE EVALUATION

A) PHYSICAL LOCATION

Least Desirable Most Desirable

1. Is the Supported Employment site in the same are in which similar businesses operate?

   a. "Headquarters" or office of site ++++++++++++++++++++++++++++++++++
   b. Job site location ++++++++++++++++++++++++++++++++++

2. Does the Supported Employment site have a positive, valued business appearance in the community?

   a. "Headquarters" or office of site ++++++++++++++++++++++++++++++++++
   b. Job site location ++++++++++++++++++++++++++++++++++

3. Does the Supported Employment site afford the opportunity for integration with non-handicapped individuals?

   a. "Headquarters" or office of site ++++++++++++++++++++++++++++++++++
   b. Job site location ++++++++++++++++++++++++++++++++++

B. ORGANIZATIONAL DESIGN

Least Desirable Most Desirable

1) Is the organization designed to achieve the outcomes contracted for? ++++++++++++++++++++++++++++++++++

2) Is the organization set up to deliver the intensity of support necessary to achieve its outcomes? ++++++++++++++++++++++++++++++++++

3) Is the organization meeting its outcomes? ++++++++++++++++++++++++++++++++++

4) Can the organization deliver ongoing support services to allot its consumers if necessary? ++++++++++++++++++++++++++++++++++

C. STAFF

Least Desirable Most Desirable

1) Are the staff trained for the jobs that they perform? ++++++++++++++++++++++++++++++++++

2) Is the staffing pattern appropriate to the outcomes expected of the organization? ++++++++++++++++++++++++++++++++++

3) Are there enough staff to deliver the services contracted for? ++++++++++++++++++++++++++++++++++

4) Do the staff interact with consumer in a manner appropriate to the business? ++++++++++++++++++++++++++++++++++

D. COSTS Least Desirable Most Desirable

1) Are the costs associated with delivering the employment service reasonable for that service?
++

2) Are the costs of this site comparable to costs of similar services?
++

3) How do you feel about the appropriateness of the cost of this service?
++

E. CONSUMER BENEFITS/OUTCOMES Least Desirable Most Desirable

1) Are the wages for the jobs performed commesurable with other individuals who perform similar jobs? ++

2) How would you rate the wages paid at this employment site?
++

3) Are there associated health and insurance benefits at this site?
++

4) Are consumers paid for sick leave, vacation, holidays?
++

5) Are the jobs challenging? ++

6) What kind of variety do the jobs at this site present?
++

7) Do the consumers work alongside non-handicapped persons?
++

8) Do consumers have the opportunity to take breaks, lunch after work activities with individuals without handicaps?
++

Connecticut Department of Mental Retardation

MISSION STATEMENT

The mission of the Department of Mental Retardation is to join with others to create the conditions under which all people with mental retardation experience:

- Presence and participation in Connecticut town life
- Opportunities to develop and exercise competence
- Opportunities to make choices in the pursuit of a personal future
- Good relationships with family members and friends

OPERATING PRINCIPLES

1. DMR accepts responsibility to assure individuals with mental retardation uninterruped essential services until the time a person no longer needs to depend on these services.

2. DMR believes that all individuals with mental retardation can grow, develop, make choices and participate in community life.

3. DMR will share responsibility for decision making with the people we serve, their families, friends, and advocates.

4. DMR will promote or provide necessary adaptations and accommodations to ensure people's effective use of natural community resources and places, such as schools, workplaces, health services, and homes.

5. DMR will promote or arrange services for individuals in groups that are appropriate with regard to age, size, and the compatibility of the group members.

6. DMR will invest its resources to the greatest extent possible in activities and programs that are most likely to advance our mission.

7. DMR will monitor department policies and operations to prevent practices that may undermine constructive relationships between program staff and the people they serve, and to effect changes in organizational design and management practices to improve these relationships where needed.

8. DMR will develop and adopt a variety of program evaluation methods that focus on the accomplishment of our mission and give the people we serve and their families an active role and a clear voice in the assessment of the services they receive.

9. DMR will support methods of regional planning and administration that ensure continual learning and innovation throughout the service network.

10. DMR acknowledges the essential contribution of advocates who call us to remain consistent with out mission.

CONDITIONS OF LEARNING THAT FACILITATE CHANGE

1. PEOPLE TEND TO CHANGE WHEN THEY HAVE PARTICIPATED IN THE DECISION TO CHANGE.
2. PEOPLE TEND TO CHANGE WHEN THE REWARDS FOR CHANGE EXCEED THE PAIN OF CHANGE, AND WHEN THE REWARDS ARE IMMEDIATE.
3. PEOPLE TEND TO CHANGE WHEN THEY SEE OTHERS CHANGING, PARTICULARLY WHEN THE CHANGE DIRECTION IS SUPPORTED BY VALUED PERSONS.
4. PEOPLE TEND TO CHANGE MORE READILY IN AN ENVIRONMENT FREE FROM THREAT AND JUDGEMENT.
5. PEOPLE TEND TO CHANGE MORE READILY WHEN THEY HAVE THE COMPETENCIES, KNOWLEDGE OR SKILLS REQUIRED BY THE CHANGE.
6. PEOPLE TEND TO CHANGE TO THE DEGREE THAT THEY TRUST THE MOTIVES OF THE PERSON OR PERSONS ATTEMPTING TO INDUCE CHANGE.
7. PEOPLE TEND TO CHANGE MORE EAGERLY AND READILY IF THEY ARE ABLE TO INFLUENCE RECIPROCALLY THE PERSON OR PERSONS WHO ARE ATTEMPTING TO INFLUENCE THEM.
8. PEOPLE TEND TO CHANGE TO THE DEGREE THAT THEY SEE THE CHANGE HAS BEEN SUCCESSFUL, ESPECIALLY IF THEY ARE ABLE TO GATHER DATA FOR THEMSELVES.
9. PEOPLE TEND TO CHANGE EITHER IN A SERIES OF SMALL STEPS OR AS A TOTAL CHANGE IN THEIR WAY OF LIFE.
10. PEOPLE TEND TO MAINTAIN CHANGE AS THE CHANGE IS SUPPORTED BY THEIR ENVIRONMENT.
11. PEOPLE TEND TO MAINTAIN CHANGE IF THEIR IS A PUBLIC COMMITMENT TO CHANGE.
12. PEOPLE TEND TO RESIST CHANGE TO THE DEGREE THAT IT IS IMPOSED UPON THEM, OR THAT THEY FEEL THAT IT IS IMPOSED UPON THEM.

SOURCE: NOT KNOWN