

REPORT OF THE

*Commission On The Problems*

OF THE

*Mentally Retarded*

*Handicapped*

AND

*Gifted Children*

SUBMITTED TO

THE 1961

MINNESOTA LEGISLATURE

# MEMBERSHIP

## Commission on the Problems of Mentally Retarded, Handicapped and Gifted Children

### SENATORS

Fay George Child  
Walter J. Franz  
Karl F. Grittner  
Stanley W. Holmquist  
Clifford Ukkelberg

### REPRESENTATIVES

Moppy Anderson  
Ernest Beedle  
Lawrence P. Cunningham  
George Wagensteen  
Curtis B. Warnke

### OFFICERS AND EXECUTIVE COMMITTEE

Chairman..... Curtis B. Warnke  
Vice-Chairman.....Stanley W. Holmquist  
Secretary .....Moppy Anderson  
Executive Committee..... Walter J. Franz  
Executive Committee .....Karl F. Grittner

### CITIZENS SERVING ON SUBCOMMITTEES

Dr. Guy L. Bond ..... University of Minnesota  
Dr. Francis Gamelin ..... Independent School District No. 281  
Dr. Mason R. Boudrye..... Minnesota Academy of Science  
L. W. Binger ..... Minnesota Mining and Manufacturing Co.  
August Gehrke .....Assistant Commissioner of Education  
Donald C. Savelkoul ..... Attorney at Law, Minneapolis, Minnesota  
William Sweasy..... Red Wing Shoe Company  
Donald J. Sault ..... St. Paul, Minnesota  
Dr. Leslie W. Foker ..... Minneapolis, Minnesota  
Dr. Maynard Reynolds ..... University of Minnesota  
Donald Fisher ..... Waseca County Welfare Board  
Dr. Harriet Blodgett .....The Sheltering Arms, Minneapolis  
John Holahan ..... Minnesota Association for Retarded Children  
Gerald Walsh .....Minnesota Association for Retarded Children

### RESEARCH ANALYSTS

Edward G. Summers .....Gifted Subcommittee  
Edward G. Summers ..... Remedial Reading  
L. A. Helberg ..... Handicapped Subcommittee  
Gerald Walsh .....Retarded Subcommittee

## PREFACE

The Commission on the Problems of Mentally Retarded, Handicapped and Gifted Children was created pursuant to Extra Session Laws 1959, Chapter 82, to conduct a detailed study and investigation of the following areas:

- (a) existing programs for the mentally retarded and the relationship of the private agencies and facilities to the State operated agencies and facilities, the relationship of institutions for the mentally retarded to the community from which the child comes and including, but not limited to (1) possible out-patient services which could be given by the State institutions for the mentally retarded; (2) needs for State assistance to guardianship of the commissioner but living in the community; (3) functions and services of this section on mental deficiency and epilepsy within the medical division of the Department of Welfare; (4) research in mental retardation being carried on in our State institutions and possible research that might be conducted in the future;
- (b) the problems and programs related to handicapped persons and their employment, and such matters related thereto as the commission deems proper;
- (c) the problems related to gifted children including, but not limited to (1) improvement of consultation and field services to aid local communities in developing more adequate programs and facilities for gifted children; (2) extension and improvement of services and facilities for gifted children in rural areas; (3) improvement and coordination of testing, screening, reporting, identification and census programs in the schools for school children and by public health and other agencies for the pre-school child; (4) improvement of diagnostic facilities (medical, psychological and educational) as a basis for improved child understanding and better education; (5) improvement of programs for the training of teachers and other professional workers; (6) research as a basis for evaluation and improvement of the existing

program and for long range planning; (7) development of resources for the educational training of gifted youth; (8) improvement of parent consultation and services relating to family planning.

Within the three areas of study the Commission created advisory committees composed of members of the Commission and other persons with particular knowledge and interest in the subjects. Each committee was assigned the responsibility of conducting thorough investigations within their respective fields and was directed to prepare advisory reports to be submitted to the Commission. Based on the information contained in these reports the Commission formulated recommendations for legislative action. It was decided that the reports of the subcommittees would be reproduced in substantially the same form as submitted to the Commission as the final report of the Commission with the addition of the Commission's recommendations for each respective study area.

This report is divided into the four topics of gifted, handicapped, retarded and remedial reading. The Commission's recommendations are listed separately before each report with reference to pages of the reports that contain the basis for the recommendations. Detailed tables of contents precede each report, followed by introductory statements that include a list of the members of the Commission and other persons appointed to the subcommittees. At the conclusion of each report all bills for introduction in the Legislature are reproduced.

The Commission wishes to acknowledge the invaluable aid, assistance and cooperation of the subcommittee members and all persons who participated in the Commission and subcommittee discussions and study. It is believed that through these joint efforts of legislators, business representatives, educators, and civic and professional groups active in the areas of the mentally retarded, handicapped, gifted and remedial reading that this report will not only serve to inform the Legislature of the Commission's recommendations, but will be of interest and value to persons, both in Minnesota and elsewhere, interested in better programs for exceptional citizens.

# *Recommendations and Basic Information on The Gifted*

## **RECOMMENDATIONS**

1. IT IS RECOMMENDED THAT FUNDS BE PROVIDED THE STATE DEPARTMENT OF EDUCATION TO CONTINUE AS A PERMANENT STAFF MEMBER A CONSULTANT FOR THE GIFTED, AS AUTHORIZED BY THE 1959 LEGISLATURE, AT A SALARY WHICH IS ADEQUATE TO RETAIN A HIGHLY TRAINED AND QUALIFIED PERSON.

The present salary for this position is set at Range 29. This salary is positively inadequate to attract and retain the caliber of person necessary for the position.

2. IT IS RECOMMENDED THAT \$50,000 PER YEAR BE APPROPRIATED TO THE DIVISION OF RESEARCH OF THE STATE DEPARTMENT OF EDUCATION TO CONTRACT FOR OR CONDUCT AND PUBLISH RESEARCH WHICH WILL:
  - A. DEVELOP AND ASSESS TECHNIQUES ESPECIALLY APPLICABLE TO GIFTED AND TALENTED CHILDREN
  - B. DETERMINE THE VALUE OF SPECIAL MATERIALS, CURRICULA AND FACILITIES
  - C. ASSIST LOCAL COMMUNITIES IN THE EVALUATION OF THEIR PROGRAMS
  - D. HELP SOLVE OTHER PROBLEMS SIGNIFICANT TO AN EFFECTIVE PROGRAM FOR GIFTED AND TALENTED CHILDREN IN OUR STATE

Effective discovery and education of our gifted and talented is a complex task. Research is needed to more fully understand various techniques applicable to gifted and talented children, the type of mated-

als and curricula needed for these children, and to help local communities assess their programs and needs.

3. IT IS RECOMMENDED THAT SPECIAL "EXCESS COST" AIDS BE PROVIDED TO LOCAL SCHOOL DISTRICTS WHICH INDIVIDUALLY OR COOPERATELY WITH OTHER SCHOOL DISTRICTS CONDUCT PROGRAMS UNDER THE LEADERSHIP OF QUALIFIED PERSONNEL. TWO TYPES OF "EXCESS COST" AIDS ARE ENVISIONED:

- A. AIDS TO REIMBURSE LOCAL SCHOOL DISTRICTS FOR "ESSENTIAL PROFESSIONAL PERSONNEL"
- B. AIDS TO REIMBURSE LOCAL SCHOOL DISTRICTS FOR SPECIAL EDUCATIONAL MATERIALS AND FACILITIES

It is reasonable to expect that local school systems would be more active in initiating programs for their gifted and talented if they were given special aids to cover "excess costs" of maintaining such programs. Experience in Minnesota and other states has shown that approaches to program development and improvement through "excess cost" aids are effective.

4. IT IS RECOMMENDED THAT THE DEMONSTRATION RESEARCH PROJECT OF INTER-DISTRICT COOPERATION DEVELOPED BY THE MINNESOTA'S ADVISORY BOARD OF HANDICAPPED, GIFTED AND EXCEPTIONAL CHILDREN BE SUPPORTED.

The proposed demonstration research project gives special emphasis to aids and services for our gifted and talented children and youth in small school districts and rural areas.

## TABLE OF CONTENTS

	<b>Pages</b>
Preface	1
GIFTED — Recommendations and Basic Information	2-13
HANDICAPPED — Recommendations and Basic Information	14-31
MENTALLY RETARDED — Recommendations and Basic Information	32-45
REMEDIAL READING — Recommendations and Basic Information	46 - 52

## INTRODUCTION

On December 9, 1959, the Commission on the Problems of Mentally Retarded, Handicapped and Gifted Children appointed a subcommittee to inquire into the problems of the gifted children of the state and develop recommendations for legislation in this area. Following is a list of the Subcommittee membership:

Senator Clifford Ukkelberg, Clitheral, Minnesota

Representative George Wangenstein, Bovey, Minnesota

Representative Curtis B. Warnke, Wood Lake, Minnesota

Dr. Guy L. Bond, Professor of Education, University of Minnesota

Dr. Francis Gamelin, Assistant Superintendent, Independent School District No. 381, Robbinsdale, Minnesota

Dr. Mason R. Boudrye, Executive Secretary, Minnesota Academy of Science, St. Paul, Minnesota

In addition, many other individuals appeared before the Commission and Subcommittee and presented helpful and pertinent information and discussion related to the problem of the talented child.

A basic statement of philosophy and point of view related to the education of talented children prepared by the Subcommittee and the Gifted of the Minnesota Advisory Board on Handicapped, Gifted and Exceptional Children (officially adopted by the Advisory Board on December 10, 1958) was presented to the Commission by Dr. Maynard C. Reynolds, Chairman of the Advisory Board. Throughout the proceedings and discussion of the Gifted Subcommittee the same point of view regarding the talented child, as presented in this statement of philosophy, was predominant in all sessions. The statement is reproduced herewith as the philosophical point of view of the Subcommittee on the Gifted.

"We firmly believe in education of all children. We urge redoubling educational efforts on behalf of all types of abilities in all children. We recognize the ever-increasing need to improve our techniques for the development of highly abstract abilities, as well as the need to step up our training in the technical skills, yet we do not infer minimizing the need for training in all fields of arts as well as the sciences. Because we recognize these needs we feel there is a particular urgency for identification of the talented and special nurturing of their abilities.

"We believe that education should continue to seek improved means of developing in each child those skills and knowledges necessary for him to participate in our democratic society at the Highest level of his capability. We advocate a philosophy of education based on the recognition of individual differences, for only through the full use of his own varied abilities and intellectual powers can we hope to see

each child achieve to his own unique capacity. "Talented children may be defined as that small proportion of our population that shows unusual promise in those intellectual and creative abilities which our democratic society values. These can be categorized as conceptual and abstract abilities; perceptual and cognitive capacities; quantitative, linguistic, and relational performances; and creativity in the fine and applied arts. We believe there is sound evidence affirming the following propositions with regard to talent;

1. Endowment factors lie, to some extent, at the root of many important human abilities.
2. All abilities require exercise if they are to develop adequately.
3. Because the functional manifestation of an ability depends on both endowment and opportunity for exercise, which in themselves vary independently, there invariably occur large individual differences in abilities within any population group.
4. High degrees of ability, therefore, can and do appear in all social or sociological groups.
5. Because many abilities are only moderately interrelated, any educational program in tending to utilize outstanding ability must proceed on a wide front and with a varied methodology. This proposition further implies that any program of identification must likewise proceed on a broad front; it cannot operate effectively if kept within a narrow section of the concept of ability.

"Thus, we believe it is essential that the school and the home join forces in a partnership which aims to develop a broad educational program for the talented. We believe it is premature to restrict educational planning to any one of several current and well-known practices for the encouragement and development of specialized talent. The nature of the unusually capable individual is such that the most productive kind of education for him probably consists in providing experiences of greater variety and at a more advanced level so as to match his greater gifts and higher level of ability. The task is one that aims for quality rather than quantity.

"We believe that the teacher who is sensitive to the potentialities of all children and aware of social requirements and opportunities is more important than any pedagogical device or method. As a dedicated believer in the significance of his or her role, the teacher, by personal encouragement and inspiration promotes individual effort. By providing educational opportunities for the development of each talent through the specific techniques of his profession, he catalyzes a child's individual development. Accordingly, we believe that creative and practical planning must be done in response to each situation and to each kind of talent.

## BACKGROUND MATERIAL

### EXTENT OF THE PROBLEM

In recent years there has been considerable discussion throughout the country, in the popular press and professional literature, on the necessity for identifying, developing and utilizing the potential of the high ability student. It is felt in many areas that this is a crucial question relative to the very survival of our way of life and position in the world community. Current opinion being expressed emphasizes, for the most part, the fact that we are losing much of the talent possessed by the high ability student that could be channeled as a national and community resource. There are various ways to express and point up the loss of talent. Figures related to the transition from high school to college give us one fairly easy method of assessing certain kinds of loss.

#### National Figures on the Loss of Talent (1)

- I. Of the top 30 percent of our children of academic ability:

90 percent of boys and girls graduate high school

2/3 of these boys get to college

1/2 of these girls get to college

1/2 of the boys who start college graduate

1/3 of the girls who start college graduate

Number of boys and girls in this group who do not finish college or who drop out of education along the way is now **over 400,000 a year.**

- II. Of the top 10 percent of our children of academic ability:

90 percent of boys and girls graduate high school

80 percent of these boys get to college

60 percent of these girls get to college

55 percent of the boys who start college graduate

40 percent of the girls who start college graduate

Number of boys and girls in this group who do not finish college or who drop out along the way is now **over 125,000 a year.**

- III. We lose more talented students **after** they arrive in college than we lost between

high school graduation and college admission.

- IV. Since 1900 we have steadily increased our enrollments in high schools and colleges.

Year	High School Enrollment	College Enrollment
1900	700,000 11% of age group	250,000—about 4% of age group
1958	7,000,000 80% of age group	3,500,000—Nearly 40% of age group

The figures on the loss of talent for Minnesota follows rather significantly the trend illustrated by the national pattern.

#### Loss of Talent in Minnesota (1950) (2)

- I. 1. Approximately 35 percent of all seniors planned to attend college  
2. Approximately 35 percent of all seniors did not enter college  
3. Almost 2/3 of Minnesota's high school graduates **did not** enter institutions of higher learning.

- II. Of Minnesota students of superior ability as shown by a score of 120 or above on the A.C.E. (American Council of Education) Psychological Examination in 1950:

1. 2/3 planned to attend college

2. Of the 3,939 students who had A.C.E. scores of 120 or above, 32 percent **were not planning** to attend college.

3. For every two exceptionally well-qualified students who were planning to attend Minnesota colleges there was one high school graduate equally qualified who was not planning to attend college.

- III. The study revealed that students coming from metropolitan areas were most likely to go to college and students coming from farms were least likely to attend college.

1. Students from metropolitan, farm and non-farm areas differed very slightly in terms of college aptitude.

2. The proportions of persons in each of these areas who had sufficient ability to do college work were nearly the same.

3. The extent to which these three groups planned on college varied greatly.

4. Where a person lives bears a direct

---

(1) **The Search for Talent**, Volume 7, College Admissions, College Entrance Examination Board, 1960.

---

(2) 1950 figures based on the study of 25,000 Minnesota high school seniors made by Dr. Ralph F. Berdie and Associates and reported in **After High School—What?**, Berdie, Layton and Willerman, University of Minnesota Press. 1954.

relationship to his chances attending college.

IV. Of the high-ability group (A.C.E. 120 or over):

1. 25 percent of the boys were not planning to attend college
2. 38 percent of the girls were not planning to attend college

V. Geographical factors:

1. In metropolitan areas 40 percent of girls, 50 percent of boys planned to attend college.
2. In non-farm areas 37 percent of girls, 43 percent of boys planned to attend college.
3. In farm areas 24 percent of girls, 20 percent of boys planned to attend college.

Unfortunately, figures on the loss of talent in Minnesota were not available for later than 1950. Using the following total enrollments for 1958-59 we can generalize from the situation in 1950 to present day figures.

**Public School Enrollment Data  
State of Minnesota, 1958-1959**

Total Net Enrollment	663,192
Upper 1%	6,632
Upper 5%	33,160
Upper 10%	66,320
Upper 16%	106,112

What this actually means is that there are approximately 106,000 students in Minnesota who fall in the academically talented classification. Two out of three of our able youngsters plan to attend college, which means that one-third of our potentially talented students are not receiving education beyond high school. In addition, it is significant to note that students who come from metropolitan areas are more likely to attend college than those from rural areas. These figures, when applied to the ever-increasing school enrollments indicate the crucial problem we face in Minnesota in terms of providing facilities for identifying, motivating, and educating the academically talented student.

**PROVISIONS FOR THE TALENTED**

The research division for the National Education Association recently made a survey noting the kinds of provisions that are being provided on the national level for the talented student. Results of the survey for the period 1959-60 are reproduced below.

**PROVISIONS FOR THE GIFTED**

HIGH SCHOOLS: Based on replies from 768

urban districts having population from 2,500-500,000 and over.

76.7 percent were providing some specialized learning experience for their talented.

Enrichment only _____	24.7%
Separate classes only _____	9.8
Acceleration only _____	1.3
Separate classes and acceleration _____	2.5
Enrichment and separate classes _____	21.4
Enrichment and acceleration _____	6.5
Enrichment, separate classes and acceleration _____	10.5
	<hr/>
	76.7%

Those reporting no provisions but possibility considered \_\_\_\_\_ 14.9%  
Those reporting no provisions \_\_\_\_\_ 8.4%

JUNIOR HIGH SCHOOLS: Based on replies from 679 urban districts having populations of 2,500-500,000 and over.

76.8 percent are providing some specialized learning experience for their talented.

Enrichment only _____	27.0%
Separate classes only _____	10.0
Acceleration only _____	2.8
Separate classes and acceleration _____	3.5
Enrichment and separate classes _____	15.9
Enrichment and acceleration _____	6.2
Enrichment, separate classes and acceleration _____	11.4
	<hr/>
	76.8%

No provisions, but possibility considered \_\_\_\_\_ 11.8%  
No provisions \_\_\_\_\_ 11.4%

These provisions also correlate highly with what is being done here in the State of Minnesota. The national data are self-explanatory, but it is interesting to note that 76 percent of the schools polled were doing something for the talented in the junior and senior high schools while there is a lack of evidence regarding provisions at the elementary level. The most common response here is that this is being taken care of in the "enrichment" programs of the classroom. There is some relationship between this situation and the fact that the National Defense Education Act, through the Title V Guidance Program will help the secondary schools do a better job of identification through testing, but there is no provision for this in the elementary program.

The situation in regard to the national level

may change in the near future. At the recent White House Conference on Youth the conferees over and over again called for expectations of excellence on the part of the schools and asked for greater stimulation of the gifted, flexibility in programming and revision to meet the special needs of gifted children. It was agreed that provisions should be made for strengthening the Office of Education with staff, facilities, budget, and status sufficient to fulfill federal responsibilities for encouraging and stimulating the development of complete programs of service for exceptional children. Extension of federal funds to expand the program of the National Defense Education Act to help communities establish psychological and guidance services in the elementary schools was suggested.

To illustrate the provisions for the talented being carried on at the state level, a report was made to this Commission summarizing a study conducted by the State Department of Education to determine how Minnesota schools are planning for their gifted students (1). Thirty communities are represented in the study which reflects the same type of provision found on the national scene. Briefly summarized, the report indicates that of the thirty communities, fifteen report some type of accelerated program, seventeen indicate some form of special classes and special or partial grouping, eleven indicate enrichment of some type, while fourteen report ability grouping in various forms. Enrichment is the most common method of provision in the elementary school.

In addition to the statistics on the elementary and secondary school level information was provided from reports of the Committee on Study and Research of the Association of Minnesota Colleges to illustrate what is being done at the college level in order to pick up the identified very able student in his college career (2). In 1954, according to the report, the only encouraging fact was that the colleges felt that they should assume a more aggressive approach to this problem. The reports of 1955 and 1959 indicated that there was a little more awareness of the problem. The report summarized for 1959-60 indicates a general trend toward colleges thinking in terms of caring for gifted students in the college program. The conclusions of the report do not present a very encouraging picture in terms of providing on the college level for the talented student. Approaches at this level for the most part are extremely limited.

---

(1) Pilch, Mary E., **How Schools in Minnesota are Planning for their Gifted and Talented**, State of Minnesota, Department of Education, Section of Elementary and Secondary Education, June 1960, Code XXXVIII B-65.

(2) Pilch, Mary E., **Admissions Policies for Gifted High School Students in Minnesota Institutions of Higher Learning**, State of Minnesota, Department of Education, Section of Elementary and Secondary Education, August 1960, Code XXXVIII B-69.

The Subcommittee for the Gifted of the Minnesota's Advisory Board on Handicapped, Gifted and Exceptional Children, realizing the fact that very little evidence existed as to what was being done for the gifted in the state, undertook a questionnaire type of study in cooperation with the State Department of Education to determine what programs were being offered for the talented in the State of Minnesota (3). The questionnaire was sent to all public schools in the state (1,400). The following generalizations were made regarding the results of the tabulations:

1. Respondents supplying most of the information came from secondary schools as contrasted with elementary schools, and from larger population centers as contrasted with small communities.
2. Many respondents supplied no information, or so little as to be worthless. A large minority appeared inarticulate or indifferent.
3. The frequency of generalized statements and indefinite responses would indicate a not-too-clear definition or understanding of the concept of talent.
4. "Enrichment" is the most commonly mentioned method of what is being done to help the talented child.
5. Most frequently reported "special provisions" for the talented were in the areas of English and social studies. This was indicated by 25 to 35 percent of the largest communities. Fifteen to 25 percent of all elementary schools reported special classes in science, social studies and mathematics. Special classes in non-academic subjects appear to be nearly non-existent. A general apathy toward providing special education for talented children would appear to exist throughout the state.
6. A limited number of methods for identifying the talented are used. A few different kinds of test scores are depended upon in the secondary schools and in the elementary schools of larger communities (the I.Q. and achievement scores are the most common). Elementary schools and other schools in smaller communities lean heavily upon subjective reports and occasional standardized test scores.
7. More actual attempts at identification of the talented occur at the secondary level in larger communities than in all schools in smaller communities or at the elementary level.

---

(3) Pilch, Mary E., **Report of the Study of Programs for the Talented in Public Schools of Minnesota**, State of Minnesota, Department of Education, Guidance Unit, November 1959.

8. Little, if any, counseling services appears to be available in the elementary schools of the state or in the total school programs of smaller communities.
9. It would appear that in all schools and communities any staff attention to problems of the talented pupil is left for the most part to the individual teacher.
10. Elementary schools indicated a need for help in providing for their talented to a greater degree than did the secondary and combined schools.
11. No schools indicated a felt need for help in the identification of their talented.
12. Few schools indicated a felt need for budget adjustments. It appears they did not relate budget provisions with any need to expand facilities, materials and equipment, or services.
13. Developing a workable plan for program and subject matter courses of study were the two most frequently reported areas of need.
14. In-service training (clearly defined by respondents) and faculty committees were indicated as methods most frequently used to orient staff to problems of the talented. A lack of organized staff effort was apparent.

On the basis of the problems illustrated by the questionnaire returns, four specific recommendations for action were prepared by the Subcommittee.

1. Widespread study and discussion of the concept of talent by school personnel.
2. Development of specific techniques for the early identification of talent.
3. Development of realistic and concrete procedures in the guidance and counseling of the talented.
4. Development of effective instructional and administrative techniques and provisions based on sound educational and psychological principles.

To do these effectively, the following suggestions for programs were offered:

1. Action on the local and/or regional basis shall include plans for an intensive study and realistic discussion of the whole concept of talent, its definition and description, and the methods for its development as they apply to the psychology of learning, in the recognition of the needs of individual differences, in the use of tests and measurements, and in the application of the tools and techniques of guidance and counseling. This may be accomplished by the following methods:
  - a. Organized and well-planned in-service training courses.
  - b. Faculty workshops or institutes of one-

week duration (minimum) held at least twice a year.

- c. Regularly scheduled seminars for staff members.
  - d. Demonstration sessions with a skilled teacher and a group of talented students who are observed by other educators. This is immediately followed by well-organized discussion sessions.
  - e. Educators visiting other classes and other schools.
  - f. Building a professional library at the local school level and planning and developing a faculty reading-group-study program of discussion and exchange.
  - g. Surveying community resources to indicate the extent of community awareness of and participation in study and work for the talented.
2. Action at the state and/or regional level shall include plans to implement such activities as:
    - a. A consultant for the gifted—the addition of a consultant for the gifted as a full-time member of the permanent staff with in the permanent staff of the State Department of Education.
    - b. A guidance laboratory for serving talented students—a cooperative undertaking for obtaining information about the identification and development of the talented individual.
    - c. Regional conferences held at college centers in which consultants and participants examine the phenomenon of giftedness in the light of current thinking and research, discuss and evaluate guidance and technical assistance in planning programs for talented, and share ideas and problems with others who are engaging in specific programs for their talented.
    - d. Organized teams composed of representative consultants informed in the handling of talented students in the various skills. Teams will work with a community or several communities in a region, helping to develop an on-going plan for programs for their talented. Representatives would include consultants in the following areas:
      - 1) the language arts
      - 2) modern foreign languages
      - 3) mathematics
      - 4) sciences
      - 5) social studies
      - 6) the library
      - 7) school - college articulation
      - 8) fine arts
    - e. A traveling library for use by students and teachers.

- f. Pilot studies to investigate and study different methods and procedures. Evidence gathered, if substantiated by further research, can provide enough kinds of information from which recommendations and suggestions can be made to schools and communities needing help in formulating and implementing plans and procedures for their own talented pupils.

Many of the legislative proposals contained at the end of this report are directly related to providing help and alleviating the problems **presented by the results** of the questionnaire. The Minnesota Advisory Board and the State Department of Education present the legislative recommendations as the program they would like to see adopted to provide aid to the local schools to make it possible for them to carry on a positive program for helping gifted and talented youngsters. This program is also encouraged by the Minnesota Council for the Gifted, a voluntary group interested in the same field.

#### AN ESTIMATE OF PUBLIC OPINION(1)

One of the major concerns appearing in many of the sessions of the Subcommittee and the Commission was the lack of evidence on community attitude toward the education of gifted and talented students. In order to assay the public opinion of various groups, the Commission authorized a questionnaire study to determine the attitudes toward programs for gifted and talented students. This study was carried on in conjunction with a graduate student from the University of Minnesota under the direction of Dr. Guy L. Bond, Professor of Education, University of Minnesota.

The results of the questionnaire indicated strong support for legislative consideration in this area. The parents, teachers and school superintendents sampled were in substantial agreement in a positive direction on the following areas of concern:

1. Schools which develop a special program for children with high ability should receive additional financial support from the state government similar to that received for programs for the handicapped.
2. The development of programs for children with high ability is the responsibility of the community.
3. Special funds should be provided to the State Department of Education so that more statewide leadership could be given to programs for high ability students.
4. Action by the Minnesota State Legislature to stimulate school programs for children with high ability would be welcomed in this community.
5. Statewide programs for identifying children

(1) See Appendix II.

with high ability should be initiated through the State Department of Education.

6. Funds should be made available to support research which would enable communities to evaluate programs for children with high ability.
7. The state should partially support teachers preparing to work with children of high ability.

The degree of consensus ran approximately two out of three responses in favor of finance and legislative action in this area and one out of ten in disagreement, with the remainder undecided. The results present a rather strong mandate from parents, teachers and school superintendents for legislative action in this area.

#### PROPOSED LEGISLATION

##### FACTORS INFLUENCING PROPOSALS FOR LEGISLATION

Extraordinary progress has been made in recent years in providing care and education for handicapped children. Minnesota has won a high place among all the states of our nation in its special education program. We must acknowledge our gratitude to the many groups and individuals who have contributed to this progress. To stimulate this development the state has provided special financial aids and incentives for local school districts which provide the necessary special services for handicapped children.

It is widely agreed, however, that there is urgent need to improve our educational programs for yet another group—the gifted and talented. Even the groups and individuals which have been supportive of programs for the handicapped share an active interest in developing our program for the gifted and talented. Now following a period of broad study and consultation, there is emerging a specific pattern of steps which we feel must be taken to put thrust into this area of education.

Effective discovery and education of our gifted and talented is a complex task. To be effective the program must start as early as possible in the lives of the children. An adequate program will include:

1. Planned identification techniques.
2. Counseling services for students and their parents.
3. Specially adapted courses of study.
4. In-service training programs for their teachers.
5. Broadened use of community resources.
6. Adequate materials, supplies, equipment, and other resources to sustain the special education program.
7. Effective administrative and instructional

techniques especially adapted to the gifted and talented.

The improvement of programs for gifted and talented will depend upon effective leadership to provide the coordinating force for organizing, building and implementing such programs. Leadership at the State Department of Education level is essential. Similarly we must work to develop leadership at regional and local levels".

It is reasonable to expect that local school systems would be more active in initiating programs for their gifted and talented if they are given special aids to cover "excess costs" of maintaining such programs. Experience in Minnesota as well as in other states has shown that approaches to program development and improvement through "excess costs" aids are effective.

A statewide program for gifted and talented should not be limited to using only the "special class" arrangement. It should be flexible enough to include other types of programs at the option of the local communities and be applicable to all areas of the state.

#### LEGISLATIVE PROPOSALS FOR THE PROGRAM FOR GIFTED AND TALENTED YOUTH IN MINNESOTA (1)

- I. Provide funds to continue as a permanent staff of the State Department of Education a **Consultant for the Gifted** as authorized by the 1959 Legislature and at a salary which is adequate to attract a highly trained and qualified person to do the job. The present salary for the position is set at Range 29. This salary is positively inadequate.
- II. Appropriate \$50,000 a year to the Division of Research of the State Department of Education to contract for or conduct and publish research which will:
  1. Develop and assess techniques especially applicable to gifted and talented children.
  2. Determine the value of special materials, curricula and facilities.
  3. Assist local communities in the evaluation of their programs.
  4. Help solve other problems significant to an effective program for gifted and talented in our state.
- III. Provide special "excess cost" aids to local school districts which individually or cooperatively with other school dis-

tricts conduct programs under the leadership of qualified personnel.

1. The first form of "excess cost" aid should be to reimburse local school districts for "essential professional personnel." Excess cost of this category should be reimbursed at the level of full salary for qualified personnel employed specifically to develop, coordinate, and conduct programs for gifted and talented. A full salary for reimbursement purposes might be defined as it is in the legislation relating to the handicapped—\$5,400.00. It is not intended that this special aid would be available to regular class room teachers or teachers who have gifted and talented in their regular classes. Usually there is no "excess cost" at this point, since class size is normally not reduced. Financial aid of this category should be restricted to reimbursement for definite additional personnel such as special consultants, psychologists, and the leadership personnel employed specifically to develop programs for the gifted and talented.
2. "Excess cost" of special educational materials and facilities should be defined as in existing special education legislation at 50 percent of actual costs not to exceed \$50.00 per gifted pupil.
3. The Minnesota Advisory Board of Handicapped, Gifted and Exceptional Children urges the support of their Demonstration-Research Project on Interdistrict Cooperation. This project gives special emphasis to aids and services for our gifted and talented children and youth in small school districts and rural areas.

---

(1) See Appendix III.

## APPENDIX I

### COST OF PROPOSED LEGISLATIVE PROGRAM.

#### SPECIAL INSTRUCTION AND SERVICES FOR GIFTED CHILDREN

1961-62 Estimate State Department Consultant's Office  
and Research

\$ 55,000.00

---

Leadership personnel in 20 local districts (1)  
(\$3,600.00 per person)

72,000.00

---

Materials for 1,000 children (2)  
(\$50.00 per pupil)

50,000.00

---

TOTAL

\$177,000.00

1962-63 Estimate State Department Consultant's Office and  
Research

\$ 55,000.00

---

Leadership personnel in 40 local districts (1)  
(\$3,600.00 per person)

144,000.00

---

Materials for 3,000 children (2)  
(\$50.00 per pupil)

150,000.00

---

TOTAL

\$349,000.00

- (1) Personnel qualified according to standards established by the State Board of Education employed specifically to develop, coordinate and conduct programs for gifted and talented.
- (2) Illustrations of this need may be advanced reading materials for more mature levels of ability and on subjects not ordinarily considered when acquiring enrichment reading for school or room libraries; microscopes for elementary school children; laboratory models and samples in the biological and physical sciences for elementary grades; special art media; and new and different industrial art equipment.

## APPENDIX II

### QUESTIONNAIRE STUDY OF PUBLIC OPINION TOWARD THE EDUCATION OF HIGH ABILITY

#### STUDENTS:

The purpose of this questionnaire study was to supplement the opinions of those appearing before the Commission with the attitudes and opinions of a sample of parents, teachers-administrators and school superintendents regarding the educational opportunities to be provided students who have high ability to do school work. For purposes of the study this group is defined as constituting one-sixth of the school population or approximately the upper 16 percent of school students. (I.Q. 116 and above).

A spot sample was taken of Minnesota communities selected on the basis of population, type of school, and geographic location to provide a variety of typical schools for the study. Six communities participated in the survey: Little Falls, Fairmont, White Bear Lake, Robbinsdale, Coleraine and Fergus Falls. The communities do not constitute a representative sample of the state, but merely provide a sampling of public opinion in six separate geographic areas. The questionnaire was distributed to the parents of all second, fifth, eighth and eleventh grade pupils and the complete staffs of teachers and administrators in the participating schools. In addition, questionnaires were sent to all (475) school superintendents of the state.

TABLE I Percentage of Response* Number Sent	Number Returned	Percentage
Parents	6,925	2,263
Teachers	1,160	752
School Superintendents	475	345
		73%

\* The questionnaires were distributed during the last two weeks of the school year which may account somewhat for the low percentages of parent response.

Table II indicates the percentage responses of the sample on seven questions selected from the twenty in the questionnaire which are of particular interest to the Commission. For this purpose the strongly agree and agree, strongly disagree and disagree categories used in the questionnaire are combined to provide three areas of response interpretation.

The results of the questionnaire leave us with a strong impression of agreement and support from the parents, teachers and school superintendents sampled on these seven questions:

1. Approximately two-thirds of the sample responded in a strongly agree or agree direction while approximately one-tenth responded in a strongly disagree or disagree direction with approximately 20 percent remaining undecided.
2. Parents tended to have a lower percentage of agreement and a higher percentage of disagreement on the seven questions than did the school superintendents or teachers. This may imply that as the degree of familiarity and awareness of the problems of the high ability student increases the consensus on the need for programs and facilities for helping the academically talented children realize their potential and capabilities for the effectiveness of society as a whole also increases.
3. The technical composition of some of the questions may have made it difficult for parents to adequately interpret them.
4. No reliable differences were noted in the responses of the separate communities polled in the sample.

**TABLE II**

**Percentage Responses of Parents, Teachers and School Superintendents on Selected Questions**

Question No.	Question	Parents	Teachers	School Sup'ts	
2.	Schools which develop a special program for children with high ability should receive additional financial support from the state government similar to that received for programs for the handicapped.	62%	70%	65%	Agree
		23	13	18	Disagree
		15	17	17	Undecided
4.	The development of programs for children with high ability is the responsibility of the community.	53	67	66	A
		28	16	16	D
		19	17	18	U
6.	Special funds should be provided to the state department of education so that more statewide leadership could be given to programs for high ability students.	62	76	79	A
		20	8	8	D
		18	16	13	U
8.	Action by the Minnesota State Legislature to stimulate school programs for children with high ability would be welcomed in this community.	59	65	69	A
		14	6	8	D
		27	29	23	U
10.	Statewide programs for identifying children with high ability should be initiated through the state department of education.	67	66	66	A
		15	11	17	D
		18	23	17	U
14.	Funds should be made available to support research which would enable communities to evaluate programs for children with high ability.	59	72	79	A
		19	9	7	D
		22	19	14	U
19.	The state should partially support teachers preparing to work with children of high ability on the same basis that the state provides partial support to teachers preparing to work with handicapped children.	54	60	58	A
		26	19	24	D
		20	21	18	U

**A BILL FOR AN ACT**

**AUTHORIZING SCHOOL DISTRICTS AND UNORGANIZED TERRITORIES TO PROVIDE SPECIAL INSTRUCTION AND SERVICES FOR GIFTED CHILDREN.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Every school district and unorganized territory may provide special instruction for gifted children of school age who are residents of the district or unorganized territory.

Section 2. Every academically talented or highly creative child who is so identified by a systematic appraisal based upon many kinds of evidence and found to be outstandingly able to such a degree that he merits special instruction and services is considered to be a gifted child.

Section 3. Special instruction and services for gifted children may be provided by one or more of the following methods:

- (a) Special instruction and services in connection with attending regular elementary and secondary school classes;
- (b) The establishment of special classes;
- (c) Instruction and services in other districts;
- (d) Instruction and services in a state college laboratory school or a University of Minnesota laboratory school;
- (e) Instruction and services in other states;
- (f) Any other method approved by the state board of education.

Section 4. The state board of education shall promulgate rules relative to qualifications of essential personnel, courses of study, sequence of courses, methods of instruction, pupil eligibility, size of classes, rooms, equipment supervision, counseling services, parent consultation, and other rules and standards it deems necessary for special instruction and services to gifted children.

Section 5. For the purposes herein, any school district or unorganized territory or combinations thereof may enter into an agreement, upon such terms and conditions as may be mutually agreed upon, to provide special services and instruction for gifted children. In that event, one of the participating units may employ and contract with necessary qualified personnel to offer services in the several districts or territories, and each participating unit shall reimburse the employing unit a proportionate amount of actual cost of providing the special instruction and services, less the amount of state reimbursement, which shall be claimed in full by the employing district.

Section 6. The state shall pay to any district or unorganized territory; (a) for the employment in its educational program for gifted children, two-thirds of the salary of essential professional personnel, but this amount shall not exceed \$3,600 per annum for each full-time person employed, or a prorata amount for a part-time person or a person employed for a limited time, including but not limited to summer school; (b) for the employment of an individual jointly with another district or districts or unorganized territory in its program for gifted children, the salary of essential personnel, but this amount shall not exceed \$3,600 per annum for each full-time person employed, or a prorata amount for a part-time person, or a person employed for a limited time, including but not limited to summer school. Reimbursement for teaching personnel under this provision will be paid only upon demonstration of excess costs according to standards established by the state board of education.

Section 7. The state shall reimburse each district or unorganized territory for special supplies and equipment purchased or rented for use in the instruction of gifted children in the amount of one-half of the sum actually expended by the district or unorganized territory but not to exceed \$50 in any one school year for each gifted child receiving instruction.

Section 8. The aids provided for in sections 6 and 7 shall be paid to the district providing the special instruction and services. Foundation program aid shall be paid to the district or unorganized territory of the pupil's residence.

# *Recommendations and Basic Information on The Handicapped*

## **RECOMMENDATIONS**

1. IT IS RECOMMENDED THAT AN INTERIM COMMISSION ON EMPLOYMENT OF THE HANDICAPPED BE CONTINUED TO GIVE SPECIAL STUDY TO THE EFFECTS OF FRINGE BENEFIT COSTS AND WORK MEN'S COMPENSATION SECOND INJURY FUND ON EMPLOYMENT OF HANDICAPPED PERSONS. FUNDS SHOULD BE MADE AVAILABLE TO EMPLOY PROFESSIONAL RESEARCH ASSISTANCE. THE POSSIBILITY OF OBTAINING FEDERAL OVR FUNDS TO MATCH STATE FUNDS FOR THIS PROJECT SHOULD BE INVESTIGATED BY THE DIVISION OF VOCATIONAL REHABILITATION.

Despite the extensive testimony and evidence presented to the Commission, it feels that it is not in a position to make recommendations on these issues at this time.

2. IT IS RECOMMENDED THAT A RESEARCH AND DEMONSTRATION PROJECT BE ESTABLISHED TO DEVELOP THE NECESSARY PROCEDURES AND PRACTICES FOR A SUCCESSFUL PROGRAM OF INTER-DISTRICT COOPERATION IN SPECIAL EDUCATION.

Evidence presented to the Commission indicates that effective inter-district cooperation will be the keystone of a more effective special education program for handicapped children.

3. IT IS RECOMMENDED THAT THE LEGISLATURE STUDY THE ADVISABILITY OF ESTABLISHING ADDITIONAL AIDS FOR SCHOOL DISTRICTS WHICH ARE FINANCING THE EDUCATION AND SUPPORT OF HANDICAPPED CHILDREN AT RESIDENTIAL SCHOOLS SUCH AS THE WORTHINGTON SCHOOL FOR CRIPPLED CHILDREN.

The cost of maintaining a pupil at the residential school at Worthington imposes an excessive burden upon those school districts which are sending pupils to this school and the Commission recommends further study of the need for state aids to be allotted to such districts.

4. IT IS RECOMMENDED THAT THE LEGISLATURE INCLUDE IN THE APPROPRIATION FOR THE DIVISION OF VOCATIONAL REHABILITATION \$100,000 FOR EACH YEAR OF THE BIENNIUM (FISCAL 1962 AND 1963) TO AUTHORIZE GRANTS-IN-AID FOR SPECIAL REHABILITATION FACILITIES ON A COMMUNITY MATCHING BASIS.

The effectiveness of community rehabilitation resources has been demonstrated and the need for additional resources of this type in all sections of the state has been indicated to the Commission. Assistance in the establishment of such resources is badly needed and the Division of Vocational Rehabilitation is the logical agency to coordinate the development of new facilities.

5. IT IS RECOMMENDED THAT ADDITIONAL FUNDS BE AUTHORIZED THE DIVISION OF VOCATIONAL REHABILITATION TO FINANCE THE DISSEMINATION OF INFORMATION TO EMPLOYERS EXPLAINING THE ADVANTAGES OF EMPLOYING THE HANDICAPPED AND HOW THE SECOND INJURY FUND WORKS.

It has been indicated to the Commission that employer attitude toward hiring the handicapped has been a deterrent to employment for many handicapped persons and that additional work should be done to make employers better informed.

6. IT IS RECOMMENDED THAT THE LEGISLATURE CHANGE THE VOCATIONAL REHABILITATION LAWS TO ENABLE THE DIVISION OF VOCATIONAL REHABILITATION TO ACCEPT CASES OF THE VERY SEVERELY DISABLED TO PREPARE THEM FOR "INDEPENDENT LIVING."

Many severely disabled persons are not now eligible for vocational rehabilitation services because the severity of their impairment makes it doubtful that they can ever be gainfully employed. Such persons can utilize rehabilitation services to regain the physical capacity and ability to take care of themselves (independent liv-

ing) and thus effectively reduce their dependency upon their family, community and the state.

7. IT IS RECOMMENDED THAT A CHANGE BE MADE IN THE LAW TO ENABLE THE DIVISION OF VOCATIONAL REHABILITATION TO USE FEDERAL FUNDS (SHARED BY THE STATE) FOR PAYMENT OF TRAINING COSTS AT RECOGNIZED COLLEGES FOR PROFESSIONAL PERSONNEL.

Because of the rapid turnover of the professional staff within the Division of Vocational Rehabilitation and the necessity to hire some individuals without completely adequate training in the counseling field, an extension of the Division's training program is badly needed.

8. IT IS RECOMMENDED THAT THE STAFF COMPLEMENT OF THE DIVISION OF VOCATIONAL REHABILITATION AND SPECIAL EDUCATION BE INCREASED TO ENABLE THEM TO PUT INTO OPERATION THE PROJECTED FIVE-YEAR PROGRAMS CONTAINED IN THIS REPORT. THIS INCLUDES BOTH PROFESSIONAL AND CLERICAL PERSONNEL.

The 1959 Interim Commission on Employment of Handicapped Persons indicated in its report that there are 22,000 unemployed handicapped persons in Minnesota. Presumably most of these persons could benefit from rehabilitation services. The Division of Vocational Rehabilitation with its present staff, however, is able to rehabilitate only 1,200 persons a year, which indicates a great need for expansion of this program.

9. IT IS RECOMMENDED THAT THE APPROPRIATION BILL PROVIDING FUNDS FOR THE DIVISION OF VOCATIONAL REHABILITATION READ "VOCATIONAL TRAINING OF DISABLED PERSONS."

Under the present agreement between the Division of Vocational Rehabilitation and the Minnesota Homecrafters, Inc., it is no longer necessary to specifically mention the latter organization to permit expenditure of funds for the training provided to homebound individuals by their staff.

10. IT IS RECOMMENDED THAT THE LEGISLATURE CONSIDER MEANS TO IMPROVE THE ABILITY OF THE DIVISION OF VOCATIONAL REHABILITATION AND SPECIAL EDUCATION TO RECRUIT AND RETAIN ADEQUATE PROFESSIONAL STAFF THROUGH SALARY INDUCEMENTS.

Evidence presented to the Commission indicates that the continual staff turnover within the Division of Vocational Rehabilitation and Special Education is a serious factor reducing the effectiveness of their services and that low salaries are an important consideration in this turnover.

11. IT IS RECOMMENDED THAT THE DIVISION OF VOCATIONAL REHABILITATION MAKE GREATER EFFORTS TO PROMOTE AND PUBLICIZE THE ADVANTAGES OF EMPLOYMENT OF THE HANDICAPPED THROUGH PERSONAL CONTACT WITH EMPLOYERS AND OTHER MEANS OF DISSEMINATING INFORMATION.

# TABLE OF CONTENTS

## THE HANDICAPPED

	Page
Recommendations.....	14
Introduction.....	17
The Special Education Program in Minnesota.....	18
Visually Handicapped.....	
Deaf and Hard of Hearing.....	
Speech Correction.....	
Instruction in the Home and Hospital and Crippled Children -	
Mentally Retarded.....	
Inter-District Cooperation.....	
Department of Education Salaries.....	
Special Education Five Year Plan.....	
Rehabilitation Resources - - - - -	21
Resources Survey and Directory.....	
Sheltered Workshops.....	
Training Facilities and Training - - - - -	
Employer Attitudes.....	23
Workmen's Compensation - Second Injury Fund.....	23
The Vocational Rehabilitation Program - .....	24
Current Operations and Program Planning.....	
Independent Living and O A S I Programs.....	
Staff Turnover - - - - - .....	
APPENDIX.....	27
I    Grants to Public and Private Agencies for Vocational Rehabilitation	
II   Summary Report of First Governor's Conference on Rehabilitation	
III  A Bill to Create a Demonstration Research Project - . . . . .	
IV   A Bill to Regulate Private Trade Schools.....	
V    A Bill to Extend the Services of the Division of Vocational Rehabilitation to Individuals with No Employment Potential.....	
VI   A Bill to Authorize the Division of Vocational Rehabilitation to Serve Severely Disabled Persons .....	
VII  A Bill to Provide for In-Service Training of the Vocational Rehabilitation Professional Staff .....	

## INTRODUCTION

Persons who appeared before either the Subcommittee or the Commission to present areas of study and possible legislation or changes in procedure relating to handicapped persons were:

### **The Department of Education**

August W. Gehrke, Assistant Commissioner for Rehabilitation and Special Education

James Geary, Director of the Division of Special Education

Tom Irvin, Consultant in Education on the Retarded in the Division of Special Education

Thomas Mangan, Consultant in Education on the Hard of Hearing in the Division of Special Education

Stanley Bourgeault, Consultant in Education on the Visually Handicapped in the Division of Special Education

Ellsworth Stenswick, Consultant in Education on the Physically Handicapped in the Division of Special Education

Charles Hagen, Rehabilitation Consultant for Placement

Douglas Fenderson, Chief of Rehabilitation Services

### **The Minnesota Industrial Commission**

James Pomush, Commissioner of Labor and Industries

### **The Minnesota Department of Employment and Securities**

Frank T. Starkey, Commissioner

Mary Zierdt, Handicapped Placement Specialist

### **Others**

William Sweasy, Red Wing Shoe Company

Victor Lowe, Minnesota Compensation Rating Bureau

Donald Sault, Sault Insurance Agency

John Glendinning, Minnesota Goodwill Industries

Dr. Tracy Barber, Medical Director, Geo. A. Hormel Company, Austin

K. P. Zubay, Personnel Manager, International Business Machines, Rochester

Employment of the handicapped in Minnesota has been the subject of study by the legislature since 1957. The Commission on Employment of Handicapped Persons, established by the 1957 Legislature, devoted its main attention to the following areas.

1. The handicapped of Minnesota — a study to measure the size of the problem in terms of numbers of handicapped, and other information, such as age, sex, location, type of disability and employment status of these persons.

2. Alleged obstacles to employment — including workmen's compensation costs, non-legally required fringe benefits, absenteeism, high employment standards, union-management relations, misinformation, employer attitudes, inadequacies of the handicapped, incomplete information on job openings, and general unemployment.

3. Agencies assisting the handicapped — the results of a questionnaire survey of 87 responding agencies plus other information submitted as testimony before the Commission.

4. Workmen's Compensation costs — given special attention because this has been specifically designated for study in the act creating the Commission.

In 1959 the legislature established the Commission on the Problems of Mentally Retarded, Handicapped and Gifted Children. This group has continued the study of some of the problems described above, and created a Subcommittee to develop recommendations on the employment of the handicapped.

The areas studied by the Commission and the Subcommittee were:

1. The special education program for handicapped children in Minnesota.

2. The vocational rehabilitation program in Minnesota.

3. Rehabilitation resources of Minnesota, especially sheltered workshops.

4. Employer attitudes toward hiring handicapped workers.

5. The second injury fund of the workmen's compensation program in Minnesota.

It must be recognized at the outset that all of these matters are inter-related in many ways. It is vital to handicapped children and adults that Minnesota provides adequate statewide facilities to meet their problems. There must be available throughout the state the resources (e. g., hospitals, social service agencies, sheltered workshops, and educational institutions) necessary to provide the variety of services required by the handicapped. State agencies must be adequately staffed and financed to identify cases, diagnose problems and assist the handicapped person to make use of the resources of the state in the rehabilitation process.

Furthermore, unless employers hire the handicapped, much of the rehabilitation effort becomes frustrated. As a matter of fact, employers do hire the handicapped. This is attested by the number of disabled persons successfully employed as well as the record of placements of the State Employment Service and the Minnesota Division of Vocational Rehabilitation.

## THE SPECIAL EDUCATION PROGRAM IN MINNESOTA

In 1957 a legislative study group entitled the Commission on Handicapped Children presented an excellent study of programs for handicapped children in Minnesota and other states. Most of the legislation recommended by this Commission was passed and provides a strong foundation for a modern program.

This legislation made it mandatory for every school district and unorganized territory to provide special instructions and services for educable handicapped children. It was (by permissive legislation) made possible for every school district and unorganized territory to provide special instructions for trainable children. An Advisory Board on Handicapped, Gifted and Exceptional Children was created at the same time to aid in formulating policies and encouraging programs.

State aid is allotted for special supplies, equipment, transportation and for personnel providing services for the blind and partial sighted, the deaf and hard of hearing, the orthopedically handicapped, the mentally retarded, the speech defective, and the child who by reason of an emotional disturbance has a special behavior problem.

The State Board of Education prescribes standards and regulations for the conduct of the program. The Division of Special Education implements these policies through supervision, administration, consulting services and general leadership of the program. The local boards of education provide for the handicapped child in the school districts according to the laws described above.

A wide range of flexibility in programming is allowed. The aim is to offer each handicapped child appropriate services. Services may be brought to the child in the classroom, or may be given for a limited period outside the classroom. It may mean spending a large part of the day with a special teacher, and only part of the day with other children in school activities. In some cases it may mean continuing membership in a special day school or residential school. The program is selected which best suits the needs of the child within the limits of personnel and facilities available. In the first full school year of 1958-59 in which the Division of Special Education staff operated (a director and three consultants) the development of new programs was quite successful. At the end of the year there were 62 counties with at least one or more special education services as compared with 40 counties in the 1957-58 school year. The number of pupils served increased 26 percent from 14,371 to 18,061 in the same year.

The needs of children with handicaps, however, far exceed the availability of local community and school resources to meet these needs as shown on the table below. Major problems are:

1. The small incidence ratio of certain handicapping conditions.
2. The short supply and high cost of qualified personnel.
3. The need for special supervision and special facilities.

Before a program becomes successful in this field a high degree of cooperation will be needed in rural areas and small communities.

### Handicapped Children of School Age in Minnesota

	Estimated number Pupils served	
	in state	in 1958-59
Mentally retarded	20,000	4,681
Speech deficiency	25-30,000	11,000
Home instruction	**	1,856
Orthopedic or crippled	**	442
Visual	More than 700	279
Hearing	Severe - 350-500 Partial - 6,000-9,000	254

\*\*Unavailable

### VISUALLY HANDICAPPED

The amount of special service required by a child is not necessarily proportionate to or dependent upon the extent of the visual impairment. A definition of legal blindness, while an important legal concept, is not the only consideration in arranging for a good education for a child. This requires a careful professional evaluation on a highly individualized basis. One child considered legally blind may read regular print in regular books and enjoy almost identical academic pursuits as his classmates with "average vision". Of the 216 on the public school January 1960 census, 9 such cases occurred. In the same census, 110 children read large type materials. With the 110 large type readers and 9 regular type readers taken from the total, less than one-half of all legally blind school age, public school children required braille.

In January of 1959, 171 children enrolled in public schools were identified as legally blind. A recent figure on children enrolled in the residential school for blind was 67 legally blind. The Special Education Section is in the process of accumulating information on all public school children requiring service due to a visual loss. While the actual incidence of blindness or of less severe visual losses is declining due to improvement in medical techniques, identification of such children requiring special services has lagged. Improvement in case finding is reflected in the January, 1960, State Department of Education census of 216 legally blind.

Educators need the consultation of someone especially trained in the education of the visually handicapped. In most school districts the incidence of visual handicaps is quite low and educators often have no previous experience

with this handicap. In addition, teachers trained to work with specific handicaps need to consult with the Department of Education Division of Special Education in matters pertaining to the interpretation of the law. They need help in educating their school staff and administration to the problems and the new kinds of programming.

#### **DEAF AND HARD OF HEARING**

It is estimated that there are between 6,000 and 9,000 children of school age in Minnesota who have hearing impairments. Of this number only 500 require a full time program of special instruction. The type of program best suited for the individual child may be determined by the degree and type of loss, the age of onset, and the extent to which the loss has retarded language development. The programs are:

- I. Program in the regular schools for children with hearing loss but natural development of language:
  - a. Loss may have occurred after education had begun.
  - b. May be a "natural" lip reader.
  - c. May need hearing aid only in certain situations.
  - d. Usually his problems may be handled by speech therapist, special seating, etc. in the regular school district.
- II. Program for children with hearing loss which has interfered or retarded development of natural language.
  - a. May require only a few years of special instruction.
  - b. Usually will benefit from a hearing aid, and therefore would be given auditory and lip reading training.
  - c. As language ability develops he may be integrated into the regular school program; some may need only part time special instruction.
- III. Program for children who are essentially deaf:
  - a. Will require special instruction and service.
  - b. May or may not benefit from individual hearing aid but should be given instruction with group aid.
  - c. Some of these children may be partially integrated into the regular school program.
- IV. Program with children with hearing impairment and other handicaps (multiple handicapped).
  - a. Mentally retarded deaf, brain injured child, child who exhibits inexplicable language difficulty.
  - b. May need study and instruction by staff

trained under several disciplines (physical therapist, teacher who understands deafness and mental retardation or blindness).

#### **SPEECH CORRECTION**

Children with defective speech constitute one of the largest groups of the handicapped. It is estimated that between three and five percent of school age children have speech differences severe enough to interfere with communication. During the 1959-60 school year 116 special teachers were employed by Minnesota schools to work with this group. Although these teachers were able to serve over 11,000 children, the service was not available to the majority of children having this problem. To meet the needs of the speech handicapped in the smaller schools districts it will be necessary for districts to approach the problem cooperatively. Experiences to date with inter-district cooperative programs have been encouraging and have demonstrated clearly that speech correction services can be made available even to the smallest of districts.

The availability of qualified teachers remains a problem although there is evidence that this situation is improving. Four Minnesota colleges are currently training speech correctionists and it is anticipated that increasing enrollments at these institutions in the next few years will provide a larger number of trained persons each year than has been available in past years. Because the field of speech correction is highly technical, efforts have been made to keep teacher standards high despite an increasing demand for services in out-state areas. All of the teachers presently employed in this field are fully trained and certified and thus have a minimum of four years of specialized college training.

#### **INSTRUCTION IN THE HOME AND HOSPITAL AND CRIPPLED CHILDREN**

A relatively new program, the program of home-hospital instruction, served over 2,400 children in the school year of 1959-60. This program is designed to serve the child who is ill or disabled for a relatively short term and for whom a program of therapy is not needed. At present, some crippled children are on the program, but as facilities become available they will be transferred to day school or residential programs where they will receive therapy as well as academic instruction.

An example of a residential program for crippled children is the Worthington School for Crippled Children. This program presents unusual cost problems for the school district. The 1957 law requires the school district to meet board and room expenses if the instruction services are provided outside the district of residence. This presently costs the district \$225 per month (after special education aids to the district providing service) to have the child educated in the Worthington program. Many school districts have asked for relief from this problem.

## MENTALLY RETARDED

There are two relatively distinct groups of mentally retarded children for purposes of public school education:

**1. Educable retarded.** Approximately 2 percent of the total school population are mentally retarded in such a degree that they cannot be adequately educated in the public school without provision of special education services and facilities. These children will require specialized assistance during all or part of the time they are enrolled in school, but they are educable in the sense that they can profit from some degree of academic instruction. With special education and training, the majority of these pupils will be able, at maturity, to maintain themselves economically and socially in open society.

Since the passage of the mandatory law in 1957, school districts have been required to provide special instruction for these children when they are of school age. During the 1959-60 school year, nearly 5,000 pupils were enrolled in public school special classes for educable retarded children and 338 teachers were employed by the public schools in Minnesota to serve this group.

**2. Trainable retarded.** A definition of trainable children given in the 1957 Special Education Laws is as follows: "Every child who is handicapped to such degree that he is not educable as determined by the standards of the State Board of Education but who can reasonably be expected to profit in a social, emotional or physical way from a program of teaching and training is a trainable child." It is estimated that from three-tenths to five-tenths percent of the total school population are in this category.

Chapter 803 of the 1957 Minnesota Laws states that school districts may, if they so desire, provide special instruction and services for trainable children. During the 1959-60 school year, 350 children were enrolled in public school classes for the trainable retarded in Minnesota; 36 teachers were employed by the schools to work with this group.

Minnesota's special education program for mentally retarded children has shown qualitative as well as quantitative growth since 1957. From the quantitative point of view, however, there are still large areas of the state where these pupils are receiving no special training. (During the 1959-60 school year, 22 counties provided no special service for this group.) While there has been qualitative growth in the program, the greatest needs still remain in this area. The shortage of well-trained teachers, for example, has been and remains a major problem in the development of this program. There also remain the problems of adequate school psychological services and supervision of special class programs in out state school districts. If such services are to be provided, school districts must look to inter-district cooperative programs

which will enable them to share professional help.

## INTER-DISTRICT COOPERATION (1)

Under a 1959 amendment to the law, one school district may hire essential professional personnel and act as a coordinating unit for other districts sharing the services. Cost of such personnel is likewise shared. Programs of this type are now developing.

The Division of Special Education has found it extremely difficult to keep up with the increasing demands of school administrators throughout the state. In addition, the requests for assistance from classroom and special education teachers has increased with growth in the program. The State Department of Education, in their efforts to meet all the demands of the new program, have been working with the Advisory Board to find a solution.

This same problem exists in most of the states and is being met by trial and error method in most areas. The special education staff and the Advisory Board have developed plans for a Demonstration Research Project to test a plan for "inter-district cooperation." This would avoid much of the trial and error that has gone on in other states.

Perhaps the greatest problem faced in developing specialized programs in Minnesota schools arises from the fact of having so many school districts. It is estimated that 375 school districts out of 485 in the state have enrollments of less than 1,000. The Demonstration Research Project is intended to study and demonstrate how small school districts can join together to provide a broader range of services for their children. It appears that comprehensive services within a single district can be expected only with enrollments of at least 3,500 pupils. There are about 20 districts of this size in Minnesota.

This type of inter-district cooperation could lead to cooperation in other areas, e.g. specialized vocational education programs, shared accounting and other administrative services, shared research activities, shared in-service training programs for school staff, shared counseling services in art, music, physical education, gifted children, etc., shared use of special guidance and mental health personnel, shared offering of advanced courses for gifted youth and shared library service.

Many other states are moving in the direction of "shared services" school programs. It appears that in a state like Minnesota some type of unit in an intermediate position between the very small school district and the State Department of Education is desirable.

---

1. See Appendix III

**Proposed Budget for Demonstration Research  
Project in Inter-District Cooperation:**

Staff	1961-62	1962-63	Total
1 Director	\$11,000	\$11,000	\$22,000
3 Coordinators	27,000	27,000	54,000
1 Secretary	3,000	3,000	6,000
Equipment and travel	5,000	3,000	8,000
	<u>\$46,000</u>	<u>\$44,000</u>	<u>\$90,000</u>

**DEPARTMENT OF EDUCATION SALARIES**

The problem of salary levels in the State Department of Education is acute, especially as it affects the special education and vocational rehabilitation programs. Special education consultants' salaries are significantly lower than comparable position salaries in public school systems in the state. This makes it difficult to retain a staff, especially in the light of shortage of trained personnel in this field. If state department personnel are to serve as leaders in the field, salaries should be at a level to attract the more mature, experienced people in the field.

**SPECIAL EDUCATION FIVE YEAR PLAN**

This plan is based upon a recognition of the needs of Minnesota's handicapped children and the responsibility of the State Department of Education to see that these needs are met.

At the present time, the Special Education Section of the State Department of Education is staffed in the following manner:

Director of Special Education  
Consultant, Mentally Retarded  
Consultant, Deaf and Hard of Hearing  
Consultant, Speech Correction  
Consultant, Crippled and Homebound (\*)

Within the next five years, it is recommended that the following additions be made to the present Special Education staff:

An Assistant to the Special Education Section Head

One professional staff member program for Emotionally Disturbed

Two additional staff members programs for Retarded Children

One staff specialist in Child Accounting (handicapped), program cost analysis and related statistical studies.

Recruiting capable personnel for these positions presents a serious problem. It is recommended that once complement allocations are made by the legislature the order of positions to be filled be based on the quality of personnel available and making application, since all positions are considered of equal priority.

It is further recommended that the extent of responsibility embodied in these positions be reviewed. Program development in each handicapping area is complex and appears to involve both administrative responsibilities and direct support to operational aspects of the local program by the state staff.

\* Currently open

**REHABILITATION RESOURCES (1)**

**RESOURCES SURVEY AND DIRECTORY**

A vital key to successful rehabilitation is the availability of special facilities geared to the needs of the handicapped. These must be of wide variety and strategic location.

Minnesota was the first state to complete a survey of its rehabilitation resources and publish a directory for the use of all those involved in rehabilitation of the handicapped. Besides the directory, the survey is being used as a basis for further planning and coordination of resources throughout the state.

The survey covered about 140 institutions and organizations which offer services to the handicapped. These include, for example, the Mayo Clinic, University Hospitals, private or-

ganizations such as the Minnesota Heart Association, state agencies such as the Minnesota State Services for the Blind and the Owatonna State School, sheltered workshops such as Opportunity Workshop, Inc., of Minneapolis, and the Veteran's Administration facilities in Minneapolis, St. Paul and St. Cloud.

There are over 50 different categories of services offered by these agencies: auditory training, bracing, clinical psychology evaluation, drug and diet therapy, intelligence testing, neurology examination, occupational therapy, on-the-job training, orthopedic surgery, parent counseling, psychiatric treatment, selective placement, social casework, vocational counseling and guidance, to name a representative sample.

It is probably safe to say that Minnesota has more organized information about its rehabilitation resources than any other state in the country.

**SHELTERED WORKSHOPS**

An area in which the Subcommittee made an intensive study was that of sheltered workshops. There are fifteen workshops for the disabled in

(1) See Appendix I.

2. **Directory of Rehabilitation Resources in Minnesota, February 1960**, sponsored by the Minnesota Division of Vocational Rehabilitation, Minnesota Services for the Blind, and the Federal Office of Vocational Rehabilitation.

Minnesota. Eight are in the Twin Cities, two in Duluth and five in the more rural areas. The size varies from a shop serving three to one with more than 60 handicapped employees.

These shops are not intended to serve as terminal employment for the handicapped. Their purpose is to evaluate the problems of the individual employee, develop his work tolerance, furnish training in jobs or job elements and, in general, prepare him to move into regular employment channels.

In order to furnish these services effectively, a professionally trained staff is necessary. In order to finance the entire operation including staff salaries, employee wages, and materials and supplies, the shop requires a steady, substantial income. They are not able, at least at present, to finance themselves out of sales or production contracts.

The State Division of Vocational Rehabilitation has been assisting these shops to develop through Office of Vocational Rehabilitation grants (75 percent federal and 25 percent state funds) to purchase equipment, and the purchase of their services for Division of Vocational Rehabilitation clients. The workshops have been working to strengthen their economic base by developing a variety of outlets for their production. For example, the Abilities Building Center, Inc. of Rochester has strong ties with International Business Machines of that city in addition to diversifications through contracts with other firms in that city, and it maintains a policy of not competing with already established businesses in the area in order to maintain the good will of the entire community.

Several communities over the state are exploring the possibilities for establishing sheltered workshops. There is a growing demand for this type of facility to provide what is called "job readiness" for the handicapped. The immediate need is for grants of money for initial equipment, supplies and personnel to open the shops and cultivate business contacts for sales of services or piecework.

Since these facilities are so important to the State Division of Vocational Rehabilitation in terms of services to clients, this agency needs to develop closer coordination with existing shops and to help communities to establish and develop others. It is felt that this would require a full time supervisor. Part of this work would involve evaluation of the effectiveness of each workshop in terms of effective placement of handicapped employees in general employment. This evaluation is necessary in order to help guide the workshops toward the best operating procedures.

Another problem which sheltered workshops face, just as any business venture, is that of growth capital. These workshops which are able to show a profit are plowing it back into the business. The amount of expansion which can be financed out of profits, however, is necessarily a small increment. When a workshop

reaches a point where a major outlay for plant and equipment is necessary it does not have the ordinary capital resources of the usual business venture. As non-profit organizations, borrowing is out of the question for all practical purposes. Since these organizations are not fundraising organizations, no present source of funds is available. Possible solutions might be grant-in-aid or the establishment of a loan fund for the purpose. Another method would be gifts from the local community. Local communities must participate in financing. Perhaps a combination of these methods is indicated.

Other problems facing workshops are workmen's compensation coverage, minimum wages, competition with unions, and diversification of contracts to stabilize income. These are problems for which the Subcommittee was not able to find satisfactory answers. This indicates further the need for a staff member in the State Division of Vocational Rehabilitation to devote full time to these and other problems mentioned above.

#### **TRAINING FACILITIES AND TRAINING**

The Division of Vocational Rehabilitation has had a continuing problem of evaluating private schools offering correspondence studies, business subjects, and the teaching of medical technology. Private trade schools engaged in teaching trades, technical, mechanical or industrial occupations are governed by standards set forth in Minnesota Statutes 1957, Section 141.01, subdivision 2. This act regulating private trade schools insures standards of operation and instruction which are in the best interest of the student.

The Division of Vocational Rehabilitation is also interested in standards set by the Department of Education to provide legal protection for students being trained in schools presently not covered by legislation. There have been instances when the Division of Vocational Rehabilitation felt it could not use a training facility because the school did not meet criteria of sound business practices and quality education. Even though the Division could not approve of the training or the training facility, clientele have been encouraged by school representatives to enroll for training.

For the above mentioned training facilities, business schools, medical technology and correspondence schools to be included in the Private Trade School Act would be to the best interest of all students of our state.

A bill amending the present act is attached. The bill is one developed by the Minnesota Counselors Association which is composed of professional public school counselors of the state. (1)

---

1. See Appendix IV

## EMPLOYER ATTITUDES

Employer attitudes have proven to be difficult to assess. The matter was studied by both the 1957 Commission on Employment of Handicapped Persons and by this Commission. The difficulty arises from several sources. First, much of the information on employer attitudes is received second or third hand. Second, there is much conflicting opinion about employer attitudes. This is partially a result of the first situation mentioned above. Also, employers maintain different attitudes due to their varying experience in employing the handicapped. Those who have had success in hiring handicapped workers are, of course, much more willing to hire handicapped employees than those who have no experience or negative experience in employment of handicapped workers.

While some employer attitudes are based on facts and direct experience, other attitudes are based on hearsay and misinformation. For example, some testimony indicated that employers receive misleading and vicious propaganda through the mail and in trade literature which is very detrimental to the program for employment of handicapped persons. On the other hand, there is a great deal of literature available which gives the known facts about employment of the handicapped, such as their good record with regard to absenteeism, sickness and accidents when properly placed.

The lack of adequate information upon which to base attitudes appears most prevalent among small firms where the employer has no person-

nel specialist to assist him in selection. The large firms employing many workers have more factual information, especially about their own experience. It is common, for example, for large firms to think in terms of taking care of their own workers when they become handicapped and they reserve certain jobs for these cases.

On the other hand, large firms are very much cost conscious, especially in the area of fringe benefits such as group life and health insurance, pensions, etc. They assert that certain disability groups, if not all, tend to increase costs of these programs because these persons are forced to retire earlier, die earlier, and have more illness that is compensated. Since the large firm finds its premiums are based on experience, its aim is to reduce the burden on these programs in any way possible. Thus they tend to avoid hiring handicapped persons. This tendency, however, does not hold true when the handicapped person is highly qualified for positions that are difficult to fill.

The Subcommittee felt strongly that employer education in these matters is extremely important to the employment of handicapped persons. This is a function performed by the Division of Vocational Rehabilitation. These activities are severely limited by the lack of staff and funds that can be assigned to this function. Small employers, especially, would benefit from the type of professional aid that can be offered by vocational rehabilitation personnel trained in the selective placement of handicapped persons.

## WORKMEN'S COMPENSATION — SECOND INJURY FUND

The 1957 Commission on Employment of Handicapped Persons studied the effects of the workmen's compensation program on employment of the handicapped. Special attention was given to the effect of the 1957 special injury fund legislation - Laws of 1957, Chapter 908. In the Commission's report it was recommended that further study be given to the effect of the second injury fund legislation. Such a study was conducted by this Subcommittee.

The theory of the law is that if a man has a pre-existing physical impairment, and if that impairment is registered with the Industrial Commission, and if thereafter the employee shall suffer a personal injury arising out of his employment and the disability resulting thereafter is either caused by, aggravated or lengthened as a result of the prior physical impairment, the employer's liability under the Minnesota Workmen's Compensation Act thereby becomes limited.

Its purpose was to remove what many considered an obstacle to the employment of handicapped. Workmen's compensation costs are estimated at seven percent of payroll. Nevertheless, it was generally felt that any employer prejudice toward the handicapped on the account should be reduced to a minimum. Ap-

proximately 12,000 persons were registered with the Industrial Commission as of April 1960 under the terms of the Second Injury Fund Law.

Testimony before the Subcommittee was conflicting. Some indicated that the law has tended to encourage the employment of the handicapped. Other testimony questioned its value or indicated it might be detrimental. It has been in operation long enough for certain deficiencies to appear.

In order to overcome these deficiencies or weaknesses, several amendments to the law were suggested to the Subcommittee.

1. To remove the employer's liability completely for compensation and medical expenses in all of those cases where the prior impairment has either caused the man's second injury or where the disability following the second injury is due solely to prior physical impairment.

2. A qualifying provision to the effect that the 104 week limitation is a limitation not only on weekly compensation benefits but also is a limitation on medical expenses. This matter is not clear in the present law.

3. Eliminate the provisions requiring written notice of intention (by employer) to claim reimbursement within 52 weeks after the occurrence

of the subsequent injury. This should be readjusted to some other period closer to the end of the 104 week period.

4. Provision should be made so that the employee or handicapped person can register him self with the Commission. This removes a possible reluctance on the part of the employer due to costs of registration as well as the likelihood of refusal by the Commission to register the person.

5. An employee, once registered, should not be required to re-register upon each subsequent re-employment.

6. Clarify the term "scheduled" in the law. The law provides that it is not necessary to register an employee if he has "scheduled" in injuries. The meaning of this term is exceedingly unclear. There is no such thing as a "scheduled" injury outside the Minnesota Workmen's Compensation law. It is not clear whether "scheduled" means that a man has an injury that has been compensated for under Minnesota law at 100 percent as may be implied by the law.

7. A clarifying amendment to indicate whether or not the subsequent or second injury is to include occupational diseases. There is no question that occupational diseases may be registered. The complications arise when occupational disease is claimed to be the second injury.

8. There should be a rewording of the compensation terms used in the law. There are "liability for permanent or temporary partial or total disability." Later the terms "death or permanent partial or total disability." These are not

fully descriptive words and will probably lead to litigation which otherwise could be eliminated.

9. There should be a different method of financing the second injury fund. At present the fund is growing since disbursements are averaging well below income. One suggestion was that a ceiling and floor be placed on the fund and assessments only be made when the fund reached the floor and then be cut off when the fund reached the ceiling.

10. Registration of disabled employees should be repealed. The procedure, in addition to being costly, serves to identify as "handicapped persons" those who are successfully employed. Many feel that it serves no useful purpose in furthering employment of unemployed handicapped persons.

The Subcommittee learned that there is little if any literature available to employers to acquaint them with the second injury fund law.

There was testimony to the effect that the actual costs of workmen's compensation do not amount to enough to cause the small employer to be concerned. However, there was no evidence that he is not, mistakenly perhaps, quite concerned when he employs a handicapped worker. There was ample evidence that large firms with large premiums are very much concerned with these costs. It is the opinion of the Commission that some means should be found for educating employers, especially small firms, as to the effect of the second injury fund law as well as other aspects of the employment of handicapped workers.

## THE VOCATIONAL REHABILITATION PROGRAM (1)

### CURRENT OPERATIONS AND PROGRAM PLANNING

The primary responsibility for a successful statewide program for the employment of the handicapped lies with the State Division of Vocational Rehabilitation, with the exception of the visually handicapped who are the responsibility of the State Services for the Blind. By agreement with the Minnesota Employment Service, the Division of Vocational Rehabilitation takes the responsibility for the initial placement of the handicapped persons receiving rehabilitation services. The Employment Service also conducts a program of placement of handicapped persons who are employable without rehabilitation services.

In the study of handicapped persons reported by the 1957 Commission, 22,000 handicapped persons were estimated to be "actively looking for work." About 103,000 handicapped persons in the labor force age-range are not working. About 45,000 of these are housewives or students who have never been employed.

In the year July 1, 1958, to June 30, 1959,

the Division of Vocational Rehabilitation closed 1173 cases as "rehabilitated." These people are paying federal and state income taxes, amounting to almost \$400,000 and earning over \$3 million a year. It will take them about three and one-third years to pay in taxes the cost of their rehabilitation which averages \$1,099.

Of these people 132 were receiving public assistance of \$185,000 per year before rehabilitation which might have continued for years. By the expenditure of \$70,552 they became taxpayers and the total **addition** to public funds, as a result, is \$220,000.

It is clear that there are large numbers of handicapped persons in Minnesota who are not being served by this program due to lack of staff and funds for services. There is a current backlog of over 3,000 registered persons who are waiting for service. The number of unknown and unregistered handicapped persons is actually growing due to the number of disabled by injury and disease each year.

1. See Appendix II.

Certain areas of disability are creating strong service needs. The rehabilitation of the deaf is currently handled by one full-time and two part-time specialists. In order to increase rehabilitants among the deaf from 50 to 200 in the next five years it will be necessary to increase this staff to a "working" supervisor and four full time specialists.

Much credit is due Minnesota for its leadership in the area of rehabilitation of the mentally retarded. Even so the number requiring attention due to improved educational programs and other resources is growing rapidly. In 1958-59 the Division of Vocational Rehabilitation rehabilitated 86 persons diagnosed as mentally retarded. Its goal is to increase this number to at least 350 in the year 1964-65. This will require an increase of staff devoted to the mentally retarded amounting to nine full-time counselors.

Plans for next year call for the assignment of one full-time counselor to each of the state mental hospitals. This will require three more counselors. There will be strong efforts to place long-term regressed patients (now considered hopeless or untreatable.) For example, women patients would be placed as domestic servants in rural farm homes for a small amount of money, under continuing supervision and assistance from the county welfare board. By the end of five years, 8 counselors will be needed to serve the mentally ill.

The largest group of persons served by the Division of Vocational Rehabilitation is the orthopedically handicapped. Plans for the next five years call for increase in service to industrial accident cases, service to more severe orthopedic cases, and increasing availability of counselors serving the general case-load by increasing the ratio of counselors to total population. These plans call for the addition of 17 counselors serving general caseloads.

Another area which needs development is the rehabilitation of chronically unemployed dependent persons, including those disabled by age, those not eligible for social security benefits to the disabled and those who could be termed as "technologically unemployed." As yet the federal government has not extended vocational rehabilitation to this entire group, but the need here is as evident as with the more obviously handicapped. Should the program be extended to include these persons, it would require the gradual addition of five counselors to the staff in the next five years.

It would be necessary in all these programs to add the staff members gradually due to the lack of large numbers of well-trained prospects and the need to develop the programs at a conservative pace. It is felt that spacing these additions to the staff over the next five year period will allow the organization to absorb the increasing work-load in an orderly manner.

Elsewhere in this report it is pointed out that the Division of Rehabilitation has the function of assisting employers in evaluating handicapped workers and determining their potential as employees. If employer attitudes are to be changed so as to facilitate employment of handicapped persons it is necessary for the Division to devote more staff time to employer relations, probably three placement counselors.

To implement the programs described above, about 37 new professional staff members (over the next five years) will be needed in the division, plus 20 additional clerical staff members to meet the new needs in this area. The professional staff should be added as follows:

1960-62 (1-10 biennium (2-10	1962-64 (3-6 biennium (6-4	1964-66 (5-5 biennium (
---------------------------------	-------------------------------	----------------------------

#### INDEPENDENT LIVING AND O A S I PROGRAMS

A major responsibility of the Division of Vocational Rehabilitation is to make disability determination (over 5000 cases in 1958-59) for the Social Security Administration. That agency uses the determination in administering OASI benefits for disabled persons. The Disability Determination Section of the Division of Vocational Rehabilitation refers a large portion of its cases to the Division of Vocational Rehabilitation counselors in the field. Many of these cases have been found "not feasible" for rehabilitation services because they have no employment potential (which is required by law at present).

The so-called "Independent Living" bill, now in Congress, provides that such cases could be accepted for services in order to reduce their dependency for self-care and activities of daily living. It is not necessary for Minnesota to wait for federal legislation in this area. Minnesota could institute a program under state legislation authorizing this type of service by the Division of Vocational Rehabilitation. (1)

A framework for such services already exists in the Division of Vocational Rehabilitation program for the severely disabled and homebound. The need is for enabling legislation, funds and staff to carry out the program. The present staff of teachers for the homebound is hired by a private organization, Minnesota Homecrafters, Inc. The funds for this program are provided by the Division of Vocational Rehabilitation to the Homecrafters as purchase of services. It has been suggested that one way of implementing the "Independent Living Program" would be to incorporate these activities in the Division of Vocational Rehabilitation. 2 It would

1. See Appendix V  
2. See Appendix VI

place this staff under the direct control of the Division and broaden its activities to include evaluation of severely disabled persons with the aim of making them more independent in daily living and self-care.

#### **STAFF TURNOVER**

A serious problem of staff turnover has existed in the Division of Vocational Rehabilitation for over 10 years. In recent years a large number of counselors (50 percent of them leaving) have left with less than a year of service. At present almost half of the counseling staff of the Division of Vocational Rehabilitation have less than one year's experience in the agency.

This is expensive in terms of the time spent by supervisory and administrative staff in training activities. It is also costly in terms of poorly conceived rehabilitation plans due to lack of experience in the counselor. Case service money may be less efficiently used and the ultimate

sufferer is the handicapped person being served.(1)

The problem is due, at least partially, to lack of competitive salaries, since many leave for better paying jobs of a similar nature. There is at present a very strong demand for this type of professional personnel.

A further source of dissatisfaction among counselors leaving the division is the lack of adequate clerical staff. Thus, counselors are forced to limit their professional activities in order to perform strictly clerical functions.

This counseling staff is responsible for the successful rehabilitation of over 1,200 persons a year and this figure is expected to increase rapidly. It is a penny wise and pound foolish policy to allow counselor turnover at such a high rate as to reduce the effectiveness of the program.

---

1. See Appendix VII.

## APPENDIX I

### GRANTS TO PRIVATE AGENCIES BY THE DIVISION OF VOCATIONAL REHABILITATION 1958 - 1959

Agency	Federal funds	State funds	Private funds
Circle "F" Club, Minneapolis	\$ 5,019.00	\$ 1,673.00	
<u>Ability Building Center Rochester</u>	<u>10,984.00</u>		\$ 6,432.00
Amity Club, St. Paul	2,396.00		1,403.00
Sheltered Industries, Inc., Pipestone	10,348.00		5,000.00

The private funds were contributed by persons or organizations in the communities.

#### Planning and Consultation

Counselors and supervisors have been active in several communities that are interested in establishing new rehabilitation facilities. In Fergus Falls a number of persons interested in the problems of mentally retarded young people hope to establish some type of training facility and workshop there and the DVR office in that community has been actively involved in the program planning. At Austin a group of community leaders have incorporated an organization to establish a sheltered workshop there and the DVR supervisor from the Rochester office has been serving as a consultant to this group.

Other communities that are very actively interested in establishing rehabilitation facilities are Blue Earth, Albert Lea, Red Wing, Willmar, as well as requests for information from many other areas.

### GRANTS TO PUBLIC AND PRIVATE AGENCIES AND THE UNIVERSITY OF MINNESOTA THE OFFICE OF VOCATIONAL REHABILITATION

Rehabilitation Training Grants to Universities and Colleges:

Grant	Grantee	Federal Funds
Occupational Therapy	College of St. Catherine	\$ 12,550.00
Speech Pathology and Audiology	University of Minnesota	12,000.00
Social Work	University of Minnesota	36,906.00
Rehabilitation Training in the Field of Medicine	Mayo Association	24,125.00
Occupational Therapy	University of Minnesota	2,592.00
Rehabilitation Nursing	Elizabeth Kenny Institute	43,337.00
Rehabilitation Training in the Field of Medicine	University of Minnesota	43,337.00
Rehabilitation Counseling	University of Minnesota	71,425.00
		TOTAL \$301,235.00

Research and Demonstration Grants to Public and Private Agencies.

Grant	Grantee	Federal Funds
Rehabilitation of the Epileptic	Sister Kenny Foundation	\$ 29,077.00
A Study of Three Types of Pre-Vocational Activity in the Rehabilitation of the Mentally Ill	University of Minnesota	38,008.00
A Study of Cardiac Work Out Put and Work Tolerance	University of Minnesota	45,423.00
A Study in Muscle Strength in Determining Vocational Objectives	Sister Kenny Foundation	29,900.00
A Study of Effective Job Placement		
A Study of Organization and Administration of Vocational Rehabilitation Programs (a 5 yr. grant of \$250,000)	University of Minnesota	30,000.00
	University of Minnesota	51,800.00
A Study of Medical, Vocational and Psychiatric Evaluation of Disability Determination Cases	Sister Kenny Foundation	119,350.00

A Study of the Rehabilitation of the Older Workers	St. Paul Rehab. Center	37,510.00
A Study of Resources in Minnesota	Division of Vocational Rehab. and Services for the Blind	15,550.00
The following grants are pending and will be considered in October by the Office of Vocational Rehabilitation:		
A Study in the Rehabilitation of Farmers and Independent Living Rehabilitation	Mankato Rehabilitation Center	30,000 (est.)
A Study in Pre-Vocational Evaluation for All Mentally Retarded in a Public School	Minneapolis Public Schools	25,000.00
A Study in the Possibilities of establishing a Sheltered Workshop in the Rural Area	Lake Region Sheltered Workshop, Fergus Falls	17,800.00
		TOTAL \$469,418.00

## APPENDIX II

### SUMMARY REPORT OF THE FIRST GOVERNOR'S CONFERENCE ON REHABILITATION

The First Governor's Conference on Rehabilitation in Minnesota was held May 26, 27, 1960, with 406 rehabilitation leaders in attendance, representing 43 counties, 197 agencies and 21 professions.

The purpose of this meeting was to provide information about rehabilitation and rehabilitation resources, to hold structured discussions about rehabilitation problems, and to organize to meet these problems.

Eight speakers provided authoritative information, and all conferees were provided copies of the **Directory of Rehabilitation Resources in Minnesota, 1960**, and a summary of research on the size and scope of the rehabilitation problem in Minnesota.

Twenty-four panel discussions were held to inform and discuss problems in connection with rehabilitation facilities, professional rehabilitation services and handicapping and disabling conditions.

Finally, groups were organized on a geographic basis with the state being divided into eight districts. Seven of these areas elected chairmen and two of these districts further subdivided their areas and elected two chairmen.

Some of the major needs as seen by the groups were as follows:

- 1) Need for better cooperation and coordination among rehabilitation resources.
- 2) The need for providing more information to lay and professional persons about rehabilitation and rehabilitation resources.
- 3) The need for more funds and more personnel to provide rehabilitation services.
- 4) The need for more research into needs for rehabilitation and into the effectiveness of current rehabilitation programs.
- 5) The need for sheltered work services for rural persons.
- 6) The need for residential facilities for mentally retarded and mentally ill while in a rehabilitation program.
- 7) The need for better follow-up of rehabilitation cases.
- 8) The need for more specialized rehabilitation and special education services for rural persons.
- 9) The need for more meetings held at the local, district and state level to increase and improve communication and understanding.

**OVERALL:** The need to avoid negative attitudes and negative thinking about handicapped persons.

## APPENDIX III

### A BILL

#### FOR AN ACT RELATING TO THE CREATING OF A RESEARCH PROJECT TO DEMONSTRATE INTER-SCHOOL DISTRICT ORGANIZATION IN PROVIDING SPECIAL EDUCATIONAL SERVICES TO HANDICAPPED AND GIFTED CHILDREN: APPROPRIATING MONEY THEREFOR.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. A "demonstration-research project in inter-district cooperation to provide special education services" is hereby created. The purpose of the project is to demonstrate the study, over a two year period, methods by which small school districts may by cooperative action establish specialized educational services for handicapped and gifted children. The state department of education shall provide consultant service and shall direct the research aspect of the project. Moneys appropriated for the project by this Act shall be expended only in carrying out research and demonstrating aspects of inter-district planning which promise to be of general benefit to the handicapped children of the state as a whole. Direct instruction and services to children which become a part of the project shall be financed on the basis of moneys normally provided for such services.

Section 2. There is hereby appropriated to the Department of Education out of any moneys in the income tax school fund not otherwise appropriated the sum of \$90,000 to be available July 1, 1961, or later and extending for two years to carry out the purpose of this Act.

## APPENDIX IV

### A BILL FOR AN ACT

#### RELATING TO PRIVATE TRADE SCHOOLS: AMENDING MINNESOTA STATUTES 1957, SECTIONS 141.01, SUBDIVISION 2; 141.02; AND 141.11, SUBDIVISION 2.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Minnesota Statutes 1957, Section 141.01, Subdivision 2, is amended to read:

Subdivision 2. (PRIVATE TRADE SCHOOL.) "Private trade school" means a school maintained or classes conducted for the purpose of teaching, for profit or for a tuition charge, any trade, technical, mechanical or industrial occupation, (BUT SHALL NOT INCLUDE) private schools engaged exclusively in the teaching of business subjects; *schools teaching dental assistants*, schools engaged in teaching in the medical technology area, *schools engaged in giving instruction by correspondence, but shall not include*: Colleges authorized by the laws of Minnesota to grant degrees; schools of nursing; public schools; private trade schools which are exempt from taxation under (MASON'S MINNESOTA SUPPLEMENT, 1940, SECTION 2394-5 H) *Minnesota Statutes, Section 290.05 (8)*, of the Minnesota State Income Tax Laws; private schools which are exempt from taxation under the Constitution of Minnesota, Section 1, Article IX; schools exclusively engaged in training physically handicapped persons for the State of Minnesota; (SCHOOLS ENGAGED IN GIVING INSTRUCTION BY CORRESPONDENCE;) schools already or hereafter licensed by duly constituted boards under provisions of Minnesota laws! or schools and educational programs conducted by firms, corporations, or persons for the training of their own employees, for which no fee is charged.

Section 2. Minnesota Statutes, 1957, Section 141.02, is amended to read:

141.02 (MINIMUM STANDARDS.) The following minimum standards for private trade schools are hereby established, and no license shall be granted hereunder unless the board shall determine—

- (a) That the school applying for a license has a sound financial structure with sufficient resources for its proper use and support.
- (b) That the school has satisfactory training facilities with sufficient tools and equipment and the necessary number of work stations to adequately train the number of students proposed to be enrolled.
- (c) That there are a sufficient number of qualified instructors sufficiently trained by experience and education to give the training contemplated.
- (d) That the advertising and representation made on behalf of the school to prospective students shall be truthful and free from misrepresentation and fraud; that *the school catalog will contain information on the breakdown of courses, the hours to be devoted to each subject required, hours of attendance, prices and discounts, payment of refunds, placement in part time work and housing.*

- (e) THAT THE CHARGE MADE FOR INSTRUCTION SHALL BE REASONABLE BASED UPON THE SERVICE RENDERED. *That the school catalog shall be part of the contract between the school and the student and shall contain a schedule of refunds where there is failure to complete the course.*
- (f) That the premises and conditions under which the students work or study shall be sanitary and healthful and safe, according to modern standards.
- (g) *That no school shall advertise or represent that they are accredited or approved by the state, but shall only represent that they are duly licensed, provided, however, that they have obtained such a license.*

Section 3. Minnesota Statutes 1957, Section 141.11, Subdivision 2, is amended to read:

Subdivision 2. (PERMIT) A permit (SHALL ONLY) *may* be issued upon written application to the commissioner, accompanied by (\$2) the \$50 fee for such permit, and a continuous surety bond to the State of Minnesota in the penal sum of (\$1,000) \$10,000, conditioned for the faithful performance of all contracts and agreements with students by the solicitor and the employing private correspondence school. Every permit shall expire on the 31st day of December following the date of issuance.

## APPENDIX V

### A BILL FOR AN ACT

**RELATING TO VOCATIONAL REHABILITATIONS AMENDING EXTRA SESSION LAWS 1959, CHAPTER 71, ARTICLE II, SECTION 29.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Extra Session Laws 1959, Chapter 71, Article II, Section 29, is amended to read:

Section 29. (121.29) (VOCATIONAL REHABILITATION.) The department shall provide *through its division of vocational rehabilitation* vocational rehabilitation services such as, but not limited to, diagnostic and related services incidental to the determination of eligibility for and the scope of services to be provided, including medical diagnosis and vocational diagnosis, vocational counseling, training and instruction, including personal adjustment training; physical restoration, including corrective surgery, therapeutic treatment, hospitalization, prosthetic devices, all shall be secured from appropriate established agencies for persons; transportation; occupational and business licenses or permits, customary tools and equipment, maintenance, books, supplies and training materials; initial stocks and supplies; placement; the acquisition of vending stands or other equipment, initial stocks and supplies for small business enterprises; supervision and management of small business enterprises, merchandising programs or services rendered by severely disabled persons; the establishment, improvement, maintenance or extension of public and other non-profit rehabilitation facilities, centers, workshops, demonstration projects and research. These services shall be provided for residents whose capacity to earn a *livelihood or whose capacity for independent living* has in any way been destroyed or impaired through industrial accident or otherwise, provided that such persons shall be entitled to free choice of vendor for any medical or dental service thus provided.

## APPENDIX VI

### A BILL FOR AN ACT

**RELATING TO INCAPACITATED PERSONS AIDED: AMENDING EXTRA SESSION LAWS 1959, CHAPTER 71, ARTICLE II, SECTION 32.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Extra Session Laws 1959, Chapter 71, Article II, Section 32, is amended to read:

Section 32. (121.32) (INCAPACITATED PERSONS AIDED.) The state board shall aid persons who are incapacitated in obtaining such benefits as will tend to restore their capacity to earn a *livelihood or their capacity for independent living*. The state board may cooperate and contract with the United States to extend the benefits of vocational rehabilitation to any individual certified to the state board as disabled while in the performance of his duty, without regard to the residence or citizenship, if, in the judgment of the board, the benefits offered by the United States are sufficient to compensate for the cost. The state board may cooperate and make agreements with private, state, local or federal agencies for providing services relating to vocational rehabilitation. The state board may, of its own accord, establish, or maintain, or in cooperation with local board, assist in establishing

maintaining, such courses as it may deem expedient. It may establish, maintain or improve such rehabilitation facilities, centers or sheltered workshops, public or non-profit, as required, and otherwise act in such manner as it may deem necessary to accomplish the purposes of vocational rehabilitation.

## **APPENDIX VII**

### **BILL FOR AN ACT**

**PROVIDE IN-SERVICE TRAINING FOR PROFESSIONAL STAFF MEMBERS AND PAY THE COSTS THEREFOR FROM STATE AND FEDERAL FUNDS.**

**IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:**

Section 1. The state board of education is hereby authorized to provide the in-service training program of the vocational rehabilitation professional staff by paying for the direct costs with state and federal funds. Courses shall be approved by the commissioner of education.

# **Recommendations and Basic Information on Mentally Retardation**

## **RECOMMENDATIONS**

1. IT IS RECOMMENDED THAT THE LEGISLATURE CONSIDER CAREFULLY A PLAN FOR STAFFING OF THE INSTITUTIONS WHICH IS CONSIDERED **ADEQUATE** BY THE DEPARTMENT OF PUBLIC WELFARE.

Information given the Commission indicates that in the institutions the ratio of patients to one employee must be lower if adequate service is to be given. A comparison with other states serves to emphasize this.

2. IT IS RECOMMENDED THAT AN APPROPRIATION BE MADE TO PROVIDE FOR A STUDY OF FOOD SERVICE AT FARIBAULT STATE SCHOOL AND HOSPITAL.

Due to the fact that the institution at Faribault is the oldest in the State many problems arise that do not pertain to other institutions. One of these problems is concerned with food service. The facilities for preparing and serving food are not adequate.

3. IT IS RECOMMENDED THAT AN APPROPRIATION BE MADE IN 1961 FOR TWO NEW DORMITORIES FOR MALE PATIENTS AT FARIBAULT STATE SCHOOL AND HOSPITAL.

Two dormitories at this institution are occupied by ambulant adult males. They are too deteriorated for further use, but are needed for younger severely retarded males.

4. IT IS RECOMMENDED THAT AN APPROPRIATION BE MADE TO ENABLE THE DEPARTMENT OF PUBLIC WELFARE TO REIMBURSE COUNTIES FOR PARTIAL EXPENSE FOR SALARIES OF SOCIAL WORKERS TO GIVE SERVICE TO THE RETARDED.

A bill to aid the counties financially so that they could provide increased social work services was introduced at the request of the Department of Public Welfare into the 1959 legislature. The merit of the bill is shown by the fact it passed the Welfare Committee of both Senate and House. It failed to reach the floor.

5. IT IS RECOMMENDED THAT AN APPROPRIATION BE MADE TO THE DEPART-

MENT OF PUBLIC WELFARE TO SUBSIDIZE COUNTIES FOR PAYMENT OF RESIDENTIAL CARE FOR WARDS COMMITTED TO THE GUARDIANSHIP OF THE COMMISSIONER OF PUBLIC WELFARE AS MENTALLY DEFICIENT OR EPILEPTIC.

There are many of the retarded who are wards of the Commissioner and who must have care out of their homes, but cannot be placed in a state institution due to lack of space or special needs which cannot be met there. Such care is expensive and few families are able to afford it. The county welfare boards have been assisting the families, but need help in meeting the expense of this care for all who may require it.

6. IT IS RECOMMENDED THAT AN APPROPRIATION BE MADE TO THE DEPARTMENT OF PUBLIC WELFARE AND THAT IT BE AUTHORIZED TO SUBSIDIZE DAY CENTERS ON A PILOT PROJECT BASIS.

Day centers of several types have been developed under private sponsorship in a few communities. Since the beginning of the trend to provide these facilities the State has licensed them and given some assistance in planning and setting standards. More facilities are needed in more communities, but first there should be a careful study of just what the programs and standards should be.

7. IT IS RECOMMENDED THAT THE COMMISSIONER OF PUBLIC WELFARE USE ALL MEANS POSSIBLE TO INCREASE DIAGNOSTIC SERVICES FOR RETARDED CHILDREN.

All through the sessions there was continued reference to the need for greater diagnostic service and methods by which it might be provided.

8. IT IS RECOMMENDED THAT THE DEPARTMENT OF EDUCATION BE AUTHORIZED AND GRANTED NECESSARY FUNDS TO CONDUCT THE PROPOSED DEMONSTRATION-RESEARCH PROJECT ON INTER-DISTRICT COOPERATION.

In 1959 the Legislature passed an effective bill providing for inter-district cooperation by the public schools. Such cooperation is neces-

sary if mentally retarded, handicapped and gifted children in rural areas are to have opportunities commensurate with those in urban areas. (This recommendation is also included in other sections of this report.)

9. IT IS RECOMMENDED THAT THE LEGISLATURE CONSIDER VERY CAREFULLY THE REQUEST FOR HIGHER SALARIES FOR PROFESSIONAL STAFF MADE BY THE DEPARTMENTS SERVING THE HANDICAPPED AND AUTHORIZE SALARIES THAT WILL BE COMPETITIVE WITH NON-STATE SALARIES.

It is recognized that if the State is to give adequate service it must have competent personnel.

10. IT IS RECOMMENDED THAT TWO CENSUS LAWS, MINNESOTA STATUTES 1957, SECTIONS 144.33 and 252.11 - 252.14 BE REPEALED AND THAT A STUDY BE MADE RELATIVE TO A NEW LAW.

Although the State now has three laws which have as their purpose or as part of their purpose that of providing information as to who is retarded, such information on a broad basis is not available. Two of these laws are not used and should be removed from the statute books. However, the school census law should have further study to determine whether amendments are needed or some other means should be provided as a basis for determining who needs service because of being retarded.

11. IT IS RECOMMENDED THAT A BILL FOR PAYMENT FOR INSTITUTIONAL CARE BASED ON ABILITY TO PAY AND INCLUDING A PROVISION FOR RESEARCH AND TRAINING FUNDS BE PREPARED BY THE COMMISSIONER OF PUBLIC WELFARE AND THAT IT BE CONSIDERED FOR PASSAGE.

The present law does not permit parents to make partial payments based on ability to pay. There are other inequities that need consid-

eration. A bill introduced, but not passed by the 1957 legislature has many aspects which should be considered in another bill.

12. IT IS RECOMMENDED THAT THE COMMISSIONER OF PUBLIC WELFARE ADMINISTRATIVELY PLACE EMPHASIS ON THE NEEDS OF THE RETARDED AND THE ORGANIZATION OF SERVICE FOR THEM.

The Minnesota Association for Retarded Children recommended a Division for the mentally retarded within the Department of Public Welfare. The Commissioner of Public Welfare felt this was an administrative matter and the Commission agreed. However, it wished to record its acceptance of the importance of the program for the mentally retarded.

13. IT IS RECOMMENDED THAT THE LEGISLATURE ESTABLISH AN INTERIM COMMISSION TO STUDY TOTAL PROGRAMS FOR THE MENTALLY RETARDED AND EPILEPTIC.

Study of program needs for mentally retarded children has convinced this Commission that much more must be done before there is a fully coordinated program that provides for all the needs of retarded children and that any study for meeting these needs must include not only the adult retarded but also the epileptic.

14. IT IS RECOMMENDED THAT A COMPREHENSIVE STUDY BE MADE RELATIVE TO REPLACEMENT AND READJUSTMENT OF PRESENT FACILITIES AT THE FARIBAULT STATE SCHOOL AND HOSPITAL BASED ON PRESENT CHANGING TRENDS IN INSTITUTION POPULATION AND PROGRAMS.

Many buildings and facilities at this institution are old and dilapidated and must be renovated, replaced, or razed without replacement. The plans must be based on a knowledge of what exists and changing trends for the future.

# TABLE OF CONTENTS

	Page
Recommendations	32
Introduction	35
State Institutions	35
Staffing	
Food Service at Faribault	
Present Replacement of Two Dormitories at Faribault	
Community Programs	38
Subsidizing Counties for Social Workers	
Subsidizing Counties for Residential Care	
Pilot Projects for Day Centers	
Diagnostic Facilities	
Education	39
Demonstration Research Project	
General	39
Salaries for Professional Personnel	
Census of the Retarded	
Payment of Institutional Care	
Research	
Continuation of the Commission	
APPENDIX	
I    Food Preparation and Food Handling - Minnesota Association of Retarded Children	41
II   Faribault State School and Hospital Survey (1958) - A. C. Avery	
III  An Act Authorizing Reimbursement of Counties for Certain Administrative Expenses Incurred by County Welfare Boards	
IV   An Act Relating to Boarding Care Outside State Institutions for Children Committed to the Guardianship of the Commissioner of Public Welfare as Mentally Retarded	
V    An Act Relating to Daytime Activity Pilot Project Centers for Mentally Retarded Persons	
VI   An Act Relating to a Census of the Feeble-minded; providing for access to the Records thereto: repealing Minn. Statutes 1957 Sections 252.11 to 252.14	
VII  An Act Relating to the Filing of Reports Concerning Defective Children with the Dept. of Health: Repealing Minnesota Statutes 1957, Section 144.33	
VIII An Act Creating a Commission to Study all Matters Relating to Mentally Retarded and Epileptic Persons	

## INTRODUCTION

On December 9, 1959, the Commission on the Problems of the Mentally Retarded, Handicapped and Gifted Children appointed a subcommittee to inquire into the problem of the retarded children in the State and to develop recommendations for legislation in this area. Following is a list of the subcommittee membership:

### SENATORS

Walter J. Franz \_\_\_\_\_ Mountain Lake  
Fay George Child \_\_\_\_\_ Maynard

### REPRESENTATIVES

Lawrence P. Cunningham \_\_\_\_\_ Pipestone  
Moppy Anderson \_\_\_\_\_ Preston

### OTHERS

Dr. Maynard Reynolds \_\_\_\_\_ University of Minn.  
Dr. Harriet Blodgett \_\_\_\_\_ Minneapolis, Minn.  
(The Sheltering Arms)

Donald Fisher \_\_\_\_\_ Waseca, Minn.  
(Director Waseca County Welfare Board)

John L. Holahan \_\_\_\_\_ Minneapolis, Minn.  
Gerald F. Walsh \_\_\_\_\_ Minneapolis, Minn.  
(Minnesota Association for Retarded Children)

In addition the following individuals appeared and presented information related to the problems of the retarded in Minnesota:

THE DEPARTMENT OF PUBLIC WELFARE  
Commissioner Morris Hursh—Minnesota Department of Public Welfare

Ove Wangenstein—Deputy Commissioner

Dr. Dale C. Cameron—Director of Division of Medical Services

Francis Coakley—Supervisor, Section for the Mentally Deficient and Epileptic

Dr. Galin Adkins—Superintendent, Cambridge State School and Hospital

Dr. E. G. Engberg—Superintendent, Faribault State School and Hospital

C. M. Henderson—Superintendent, Owatonna State School

Dr. David Vail—Acting Director, Division of Medical Services and later Director. (Replacing Dr. Cameron)

### THE DEPARTMENT OF EDUCATION

August Gehrke—Assistant Commissioner

James Geary—Director, Division of Special Education

Tom Irwin—Consultant, Division of Special Education, Mentally Retarded

### OTHERS

Dr. Maynard Reynolds—University of Minn.

Gerald Walsh—Minnesota Association of Retarded Children

John Holahan—Minnesota Association of Retarded Children

Edward Burdick—Executive Secretary, Legislative Building Commission

During the meetings of the Commission and Subcommittee various aspects of Minnesota's program for mental retardation were studied and proposals for legislative and administrative improvements were reviewed. The Commission was impressed by the magnitude of the problem of mental retardation. Its extent was shown by both range and size. The range is broad as to age, degree of retardation, emotional stability and financial and social status. Based on national figures for 1958 supplied by the authors of "Mental Subnormality" Minnesota births for one year would produce the following: 2,694 who will never develop the intellect of a 12 year old; 265 will remain below the 7 year level and 89 will require total physical care. A rough estimate of the total number of retarded in Minnesota today is 90,000 who will never attain the 12 year level; 9,000 who will remain below the 7 year level and 3,000 who will always require physical care.

The Department of Public Welfare and Minnesota Association for Retarded Children cooperated extensively in the Subcommittee's quest for information and solution of the problems of the retarded. The area of study and subsequent Commission's recommendation are discussed in the following report under the four headings of State Institutions, Community Programs, Education and General Discussion.

## STATE INSTITUTIONS

### STAFFING

Late in 1958 the Faribault State School and Hospital was removed from the list of accredited hospitals. The Joint Commission Accreditation of Hospitals, following its survey of the institution, stated that accreditation was denied because of overcrowded conditions, poor facilities and gross understaffing of professional help.

With reference to this institution the Minnesota Association for Retarded Children reported that the ratio of professional staff to patient population compared to staffing patterns in other states is below average. Based on information prepared by the Joint Information Service of the American Psychiatric Association and the National Association of Mental Health it was concluded that: 63 percent of the institutions

have a lighter patient load for the psychiatric aides; 50.7 percent have a lighter patient load for their doctors; 53 percent have a lighter patient load for their social workers; 25.7 have a lighter patient load for their nurses; and, 71 percent have a lighter patient load for their psychologists.

An indication of how all Minnesota institutions compare to other states in institutional staffing is shown on Tables I and II which were prepared from information contained in the publication of the U. S. Public Health Service entitled **Patients in Mental Institutions—Public Institutions for Mental Defectives and Epileptics.**

In Table I the number of patients, total number of employees and the number of employees in each of several categories are shown for 11

states, 10 of them midwestern. Only those categories deemed important in the study of the Subcommittee are included in Table I, and, in addition, the number of patients on the average served by each employee was determined for use in the Table. Thus, column 2 in each group and Minnesota's rank in the group are not part of the Federal statistics. California is included for the purpose of indicating goals to be obtained in certain categories, but it was not used in determining Minnesota's rank.

In Column 1 of Table I the number employed in each category is shown. Column 2 shows the

number of patients per staff member in each group. It is possible that all figures are not entirely comparable; e. g. some states may not have a 40 hour week for aides. A 40 hour week in Minnesota means that 4.75 persons are necessary to fill one job around the year and around the clock. Thus, the number of patients actually handled on the average by one aide is not 8 but 4.75 times 8 or 38. Although Nebraska shows no doctors it may have good service from doctors on a part-time basis and other states may have part-time professional staff not shown in these statistics. It is also true that the type of patient served is not the same in all states.

**TABLE I  
RATIO OF PATIENTS TO STAFF BY CATEGORIES 1957**

MIDWESTERN STATES AND CALIFORNIA	Physicians		Psychologists and Psychometrists		Principals and Teachers		Registered Professional Nurses		Other Nurses and Attendants (Aides)		Social Workers		Average Daily Resident-Patient Population
	1	2	1	2	1	2	1	2	1	2	1	2	
California	47	195	25	367	50	184	77	119	2369	4	32	287	9185
Illinois	23	445	13	787	18	569	46	222	733	14	20	512	10235
Indiana	8	580	13	357	47	99	28	166	722	6	14	332	4644
Iowa	6	573	8	430	33	104	13	264	481	7	7	491	3438
Kansas	5	390	7	279	23	85	30	65	454	4	8	244	1952
Michigan	21	476	13	769	67	149	98	102	2224	4	42	238	9999
Minnesota	10	501	4	1254	29	173	28	179	658	8	5	1003	5015
Nebraska	—	—	—	—	7	299	3	698	237	9	2	1047	2095
Ohio	18	429	17	454	63	122	22	351	1253	6	24	321	7714
South Dakota	2	475	2	475	8	119	2	475	118	8	—	—	950
Wisconsin	5	658	2	1645	32	103	42	78	574	6	7	470	3291
RANK OF MINN.	6th		8th		8th		5th		Tied for 7th		8th		

Column (1)—number of positions in each category.

Column (2)—number of patients per staff member in each category.

Only in the category of registered nurses does Minnesota rank in the upper half of the mid west states and then it is only fifth in a list of 10 states.

Table II includes data issued by the United States Government for June 30, 1959, and totals taken from the statistical report for 1957 with ratios worked out. It will be seen that the ratio

of patients to total employees for all of these states except Michigan was slightly improved in 1959, but Minnesota's ranking of 7th place is the same. As there has been no phenomenal change in the employment of professional staff or aides in Minnesota since 1957 it can be assumed that if the 1959 totals were broken into categories the ratio and ranking would still be about the same as those shown in Table I.

**TABLE II  
RATIO OF PATIENTS TO EMPLOYEES TOTAL NUMBER OF 1957 AND 1959**

	Emp. 1957	Ratio 1957	Emp. 1959	Ratio 1959
Illinois	1,670	6.1	1,804	5.6
Indiana	1,495	3.1	3,610	2.9
Iowa	908	3.6	1,010	3.3
Kansas	876	2.2	1,059	1.8
Michigan	3,656	2.7	3,828	2.8
Minnesota	1,148	4.4	1,448	3.7
Nebraska	382	5.5	484	4.3
Ohio	1,991	3.9	2,192	3.6
Wisconsin	1,101	3.0	1,361	2.5
Minnesota's Ranking		7th		7th

There are two compelling reasons for adequate staffing. First, if the patient is to develop to his optimum potential he must not only have adequate attention from the aides but also the benefit of a medical, educational and socialization program planned jointly by the professional staff. Secondly, it is an established fact that with an adequate staff functioning in an institution more persons can return to live in the community at an earlier date than would otherwise be possible. In the institutions of Minnesota the numbers of professional staff employed—doctors, nurses, psychologists, social workers, etc.—are in such low ratio to the number of patients that adequate service to the patients and direction of programs is not possible. An increase in the number of aides has become more urgent as the patients now entering the institutions are to a large extent those unable to help in the upkeep of the institution and require a greater degree of care and direction than those they replace.

Thus even if the ratio of aides to patients has been adequate in the past, it would not be now. The inadequacy of the number of aides is especially true at the Faribault State School and Hospital. Staffing patterns in all of the institutions should be based on a sufficiently increased number of personnel to provide the minimum number to do an adequate job.

#### **FOOD SERVICE AT FARIBAULT**

Faribault State School and Hospital is the oldest institution for the retarded in the state and its plant has become obsolete in many respects. Much has been done to remedy this with legislative appropriations in the past several sessions. However, more improvements are needed to make its services comparable to those at the other institutions which have better facilities because of newer construction and planning.

In some respects a study of the food service might be considered the most pressing need of the institution. Present conditions make it next to impossible to serve hot palatable food even where the quality of the food before preparation is satisfactory. This means that the health and happiness of the patients and employees are at stake. A 1960 study of the needs of the Faribault State School and Hospital made by the Minnesota Association for Retarded Children has a report on food service which points out this problem. Page 14 of that report is attached as Appendix I. Also in 1958 Mr. A. C. Avery, a food service specialist made a survey of the food service of the Faribault State School and Hospital and a copy of a portion of his report is attached as Appendix II.

Before necessary improvements can be made in the total procedures of handling food at the Faribault State School and Hospital—including the provision of adequate facilities for preparing and serving food—it is believed that a survey by specialists in food handling is needed.

#### **PRESENT REPLACEMENT OF TWO DORMITORIES AT FARIBAULT**

Although there may be a need for a survey of the Faribault State School and Hospital to determine its future program and priorities in repairs and replacement, the replacement of two buildings with an appropriation by the 1961 legislature is urgent. A description of the old building to be replaced at an approximate cost of \$2,000,000 and justification for constructing new ones is outlined as follows:

For male patients each dormitory to accommodate 125 patients, with central dining room accommodating both dormitories. These units to replace Grandview, Glen, Lind, and Huron (Lilacs) cottages.

Grandview is located five miles from the campus in a rural area and because of its location, it presents not only a serious fire hazard but is also an inefficient unit to operate because of its distance from the main campus. It has its independent cooking and dining room arrangement; it has a bed capacity of 70. It was constructed in 1914, the construction is frame with stucco exterior and slate roof; the main portion of the cottage is two-story.

Lind Cottage was erected in 1900 with frame interior and brick exterior. It accommodates 59 patients, but it does not have adequate space for this number either in dormitory or the day room. The plumbing is obsolete and the building needs to be rewired with new fixtures.

Glen Cottage was erected in 1902 of the same construction as Lind Cottage. This cottage also accommodates 59 patients with inadequate dormitory and day room space.

Huron Cottage, formerly known as Lilac Cottage, was erected in 1898. This building has stone exterior with a frame construction inside with plaster over wood lathe. It presently accommodates 47 male patients, having been converted from a girls' dormitory to a men's dormitory. This cottage needs to have all of the plumbing renewed; likewise, rewiring and replacement of old fixtures. It has inadequate day room space for the number of patients that it accommodates. The unit is broken up into several smaller rooms which do not lend for efficiency in operation.

The replacement of the bed capacity at this time is occasioned by the fact that the patients being housed in these buildings are the older males, the so-called "working boy" type of patient. Some of these patients are being transferred to the Brainerd institution. They will be replaced by patients from the waiting list who, for the most part, are more severely retarded children requiring much more care. The above existing buildings are totally inadequate for these children who will require more physical care.

## COMMUNITY PROGRAMS

### SUBSIDIZING COUNTIES FOR SOCIAL WORKERS

Supervising the retarded on an individual basis takes time — a great deal of time. This service includes helping parents determine, without a sense of pressure, what plans they wish to make for their child. This may mean several discussions before what seems a simple decision can be made. Persons who have not had close contact with a mentally retarded adult can have no idea of the amount of time consumed to explain even a simple process or idea to him. This means that real assistance in adjustment for one individual may require hours of the time of a social worker within a period of a week or even a day. But if retarded persons are to remain in or return to the community as assets, this time must be given.

Most states do not have a county-centered over-all plan for the retarded as does Minnesota. In most other states when a retarded person is returned to the community from the institution supervision is given by a social worker employed by the institution and thus at state expense, whereas in Minnesota the county provides for the cost of this service. Supervision in other states frequently is not extended more than a year or two after leaving an institution, but Minnesota with its guardianship law extends it as long as it seems to be needed.

It is an acknowledged fact that the satisfactory adjustment of the mentally retarded person — particularly the adolescent or adult who may be self-supporting or partially so — is largely dependent upon the adequacy of supervision. This is especially true of the individual who has received training in the institution and is sufficiently stable to return to the community. It is thus believed that if this service of the social worker given by county welfare agencies can become more adequate it will aid not only in creating more stable family situations, but in helping more retarded persons to become self-supporting. It could also be expected to prevent delinquency on the part of some of the brighter retarded not now adequately supervised. Certainly better supervisory service together with other services in which the county agency participates will to some degree lessen the need for institutional care.

The increasing problems and responsibilities of county welfare agencies and the need for a more adequate number of social workers to help the retarded in the community warrants the subsidizing of counties in order to provide better social welfare service. Through a state subsidy it would be possible to provide retarded persons

in all counties with improved and comparable service. (1)

### SUBSIDIZING COUNTIES FOR RESIDENTIAL CARE

With the development of resources for the retarded as suggested in this report and with the increased number of classes in the public schools a greater number of the retarded may remain in their homes indefinitely or for a much longer period of time than is now satisfactory. Development of such resources, however, will be slow and the state institutions will not in the foreseeable future be able to accept all of the children and adults who will need to have residential care out of their homes. Even with the expansion of facilities at Cambridge and the establishment of new buildings at Brainerd "waiting lists" of persons needing institutional care will continue to exist. Thus subsidizing counties for retarded persons in private residential facilities is another area in which direct state support would be most beneficial. (2)

It is suggested that under such a proposal the counties determine to what extent a family must be helped in meeting this expense or whether there are other sources from which payment could be made. The state subsidy should only reimburse the county for a percentage of the money it expends for the purpose of paying for residential care of a retarded person.

### PILOT PROJECTS FOR DAY CENTERS

The development of an enlarged program of day-care centers, recreational activities, sheltered workshops, etc. at the community level is needed to the end that all possible retarded and epileptic persons may find a useful and happy adjustment in the community. Availability of such centers will lessen the need for institutional space by adding in an adjustment both at home and in the community. A number of such centers are now in operation, but in order to better ascertain the extent of the need for them and to determine the staff, facilities and type of activities necessary for a successful program, additional investigation and study is required. State funds should be made available to subsidize pilot projects providing daytime activities for school-age mentally retarded children who are neither educable or trainable under standards established by the State Board of Education and pre-school age mentally retarded children or post-school age mentally retarded persons who are unable to independently engage in ordinary community activities. (3) As more knowledge is obtained of the type of program, staff and facilities day-care centers should have, the information should be made available in a report to the 1963 legislature.

---

1. See Appendix III

---

2. See Appendix IV

3. See Appendix V

## **DIAGNOSTIC FACILITIES**

There is a need for the development of outpatient service at the institutions and other locations with a view toward providing improved diagnostic service and guidance to families who are caring for their retarded members in the community. The Department of Public Welfare has traveling psychologists whose services are available to the counties to the extent possible, but more study is needed in a larger number of cases than they are equipped to give. The law providing for state subsidy to community mental health clinics lists the mentally retarded as one group which should receive service. They should be encouraged to enlarge the amount of service provided for diagnosis and treatment of the mentally retarded and counseling for their parents. Many of those thought to be retarded are difficult to diagnose and need further service. Neither the University of Minnesota nor the Mayo Clinic can supply the amount of service needed. The Department of Public Welfare should concentrate on using all available means to increase diagnostic services.

## **EDUCATION**

### **DEMONSTRATION RESEARCH PROJECT (1)**

The growth in the number of special classes throughout the state for the retarded and handicapped has increased significantly within recent years. The number of counties now having some type of special class for the handicapped has increased from 40 to 62, and the number of children served from 14,371 to 18,061. There are approximately 330 classes for the educable and only 37 for the trainable with additional units planned for 1960 and 1961. The extent of special education in the rural areas, however, is disproportionate to that of the wealthier urban communities. In order to avoid this disparity the state should provide for a demonstration research project, in perhaps three areas of the state, under which there is provision for subsidizing a cooperator or supervisor of special services on a regional basis. Although this service for the handicapped will be general in nature, there is concern for this type of service for the retarded. It is anticipated that through supervisory service the expansion and improvement of local services should be such that for some retarded children it will no longer be necessary to provide institutional placement for the purpose of training and education.

## **GENERAL**

### **SALARIES FOR PROFESSIONAL PERSONNEL**

The state is having a great deal of difficulty employing and holding a competent profession-

al staff because the salaries in most instances are too low to be competitive. The Task Forces studying the several institutions recognized this and recommended that salaries must be high enough to be competitive. As an example of low salaries in the State Department of Education the city of Minneapolis pays a consultant on special education from \$8,790 - \$10,000 for 42 weeks. This is not high as compared with other cities, but is more than the state pays for 12 months. In order to be competitive salaries for consultants in the Department of Education should be increased by at least \$2,000. Similar increases should be provided the professional staff of the Department of Public Welfare. From a point of view related only to finances, unless competent staff is employed to direct and carry out the programs of diagnosis, treatment, training and education, there will be no possibility of bringing each retarded person to his optimum potential. If the state does not accept this as a goal and try to reach it there will be no lessening of the growth in the number of beds needed for institutional care.

### **CENSUS OF THE RETARDED (2)**

The Minnesota Association for Retarded Children brought to the attention of the Commission the fact that Minnesota has three census laws related to the retarded, but there is no census or knowledge of who is retarded except as welfare agencies, public health nurses or schools are acquainted with such individuals. Two of these census laws—Minnesota Statute 1957, Section 144.33 and Minnesota Statute 1957, Sections 252.11 through 252.14 are not used and it appears their use is not feasible. The first requires physicians to report to the State Board of Health "any defects, injury or disease of a continuous nature or which might permanently handicap the child." This is to be limited to children not in school over one year of age. The second of these statutes requires the Commissioner of Education and Department of Welfare to jointly keep a total census of the mentally retarded.

The repeal of Minnesota Statute 144.33 was considered by the Interim Commission on Handicapped Children which reported in 1957. Agreement was not reached by all who appeared before the Commission and further study was recommended.

The third census law Minnesota Statute 132.04 requires each school district to take an annual census of all persons under 21 years of age. The State Department of Education sets the regulations. A special listing of the handicapped is a regulation of the Department of Education; however, under the present law the procedures used to obtain this special listing do not result in accuracy. Study is needed in order

---

1. See Appendix III

---

2. See Appendices VI and VII

to devise an accurate usable plan for the listing of the handicapped.

#### **PAYMENT OF INSTITUTIONAL CARE**

The 1953 Interim Commission on Youth Conservation and Mental Health Programs recommended passage of a bill to change the basis for payment by relatives or the county for care of a retarded person in a state institution. This bill was enacted into law providing that relatives pay 52 percent of a designated current expense figure if able and willing. If they do not pay the full 52 percent the county pays \$80 a year which is reimbursed by the relatives on the basis of ability to pay. There is no sliding scale for payment. As of the fall of 1960 only 434 persons out of 6,045 in the institutions were being paid for on the basis of 52 percent of cost which was \$53.45 per month.

Commissioner Hursh brought to the attention of the Commission the need for consideration of changes in the present law. A bill to change this was introduced in 1957 but not passed. It provided for payment on a sliding scale based on ability to pay, but took into consideration a number of facts such as age of the individual. The present law is unsatisfactory because of its inequities and a bill should be prepared which would embody many of the elements of the 1957 bill. Particular emphasis should be placed on determining the amount to be paid in relation to ability to pay, but this determination should be related to payment made by relatives in other programs.

A second area for legislation includes funds for research. Research in the field of mental retardation is essential and no state program can be effective without devoting state funds for this purpose. Funds for research can be provided through investing a portion of the fees paid by financially responsible relatives into a research fund dedicated for this purpose.

#### **RESEARCH**

As research discovers the causes of specific types of retardation prevention becomes more of a reality. This is already taking place on a small scale. As one example, the cause of rapid degeneration after birth in a group now diagnosed as having phenylketonuria has been discovered. Research has shown that this condition can easily be discovered immediately after birth if all babies are given a simple urine test. If the test is positive a proper diet can prevent the dire results observed in the past. This group and other small groups constitute only a tiny fraction of the retarded and it will take many more such "breakthroughs" before the need for institutional space is greatly affected because of prevention of certain types.

The passage of a charges bill with conditions as discussed above would provide for the initial establishment of a research fund, but additional funds will be necessary.

Specific appropriations by the legislature would make possible long term projects which cannot now be undertaken because of the lack of funds necessary for completion. If such a fund is established, a request for funds for a project should be subject to the approval of an independent board of professional persons.

#### **CONTINUATION OF THE COMMISSION (1)**

The Interim Commission on Handicapped Children reporting in 1957 found that the total program was too great for consideration in the short period between legislative sessions and so limited its discussion largely to education. It listed a number of subjects for further study, some of which have still not been undertaken.

The present Commission is impressed by the fact that far more study is needed in many areas of this field before the state can set up an adequate and coordinated program or programs for the retarded. Such a program must be one directed toward meeting present and future needs of adult and children. The study should include the epileptic person also since the law provides for the Commissioner of Public Welfare to be made guardian for an epileptic person unable to plan for himself.

Some, but not all of the topics needing study in this field are:

Terminology—Services to be given by the institutions

Definitions—Future institutional needs

A census law—Expanded programs in school and community

Research—Meeting health needs

A total coordinated program

A number of states have recently had commissions for studying the retarded and related programs, among these are New York and Massachusetts. Both states confined their study to the retarded and have continued the commission over a number of years. The recent laws of both provide a basis for significant improvements.

---

1. See Appendix VIII

## **APPENDIX I**

### **FOOD PREPARATION AND FOOD HANDLING**

**Prepared by**

**MINNESOTA ASSOCIATION FOR RETARDED CHILDREN**

**January 1960**

In 1956, the Faribault institution expressed its concern over the shortcomings of its kitchen and food distribution system.

In January, 1958, at the invitation of the state dietitian, the Faribault kitchen and food distribution system was inspected by a Mr. A. C. Avery, an expert on food preparation, employed by the U. S. Navy.

The report points out many of the shortcomings of the Faribault food system without going into details of corrective measures. Avery's report recommends changes in facilities for the most part requiring appropriations of funds. The Faribault dietitian feels that the solutions to the Faribault problems must be based on recommendations which would be forthcoming from a further expert study of the problem. A further study is needed in the areas of material flow in and out of the kitchen, the engineering design of the foods preparation processes, and the engineering considerations involved in food distribution.

One of the authors of this report, John Holahan, himself a food engineer, agrees with the dietitian.

Mr. Holahan has the following impressions of the Faribault kitchens:

1. A satisfactory job is being done with the equipment, space and help available.
2. No offensive odors were detected, and a superficial level of cleanliness and sanitation prevailed.
3. Because of innumerable cracks in floors, walls, and equipment, it would appear that adequate protection against insect, rodent, and bacterial contamination would be very difficult to maintain.
4. It is easy to visualize how the material flow in and out of the kitchen area constitutes a major problem. As the institution grew piecemeal, so did the kitchen. When one considers that 10,500 meals per day are prepared in the kitchen, the material handling problems are staggering.

In the author's opinion, a study of the kitchen problems by outside experts is clearly indicated. The study should be directed towards supplying the following information:

- 1) A detailed plan and cost estimate for modernizing the existing facilities.
- 2) A detailed plan and cost estimate for building new facilities.

## **APPENDIX II**

### **FARIBAULT STATE SCHOOL AND HOSPITAL SURVEY (1958)**

**A. C. Avery**

The school has a population of about 3,200 equally divided between girls and boys. In general the population consists of the fairly severely retarded children. Many have such physical defects as deafness, blindness, and severe mental disturbance.

Miss Boyes took us on a tour through the following food service facilities:

1. A food service setup for severely retarded small boys.
2. Two buildings where adults were fed.
3. Employees' dining room. (temporary setup).
4. One facility for girls of an adult age.
5. The food service central building.
6. The milking barn, the pasteurizing plant, and ice cream making facility.

The following comments, observations and recommendations are made:

1. As the Faribault plant grows the food service building appears to gravitate farther and farther from the center of population. This means that cooked food must travel farther and farther to be served with a resulting loss of food palatability and food value. This brings to light 3 possibilities (a) the situation be allowed to continue with further decline of food quality, (b) the more remote food service kitchens be turned into food preparation facilities complete with cookers, grill, fryer ovens and cook. The preparation might be done at the central commissary to cut down on unskilled labor required at each facility. (c) *The recommended alternative* is that the Central Commissary Facility be re-established in the center of population and that it be a one story building sunk in the ground to be on the same level as the tunnel system without the use of elevators.
2. The mono-rail underground system is grossly outmoded, unsanitary and unsatisfactory in maintaining prepared food in good condition during transport. The food is transported in uninsulated, unheated and uncovered battered receptables. The grease and dirt from the mono-rail truck can drop down into the food. This is the worst food transport ever observed by the writer.

Recommendation: The mono-rail trucks be equipped with insulated, wheeled carts, together with a heat bank system that will keep food hot from preparation to service without further reheating. I think someone like Crescent Metals or Blickmans could build a cart that can be loaded in the kitchen, rolled onto the mono-rail truck and then rolled to the dining area where the food could be served directly from the cart.

3. Most meats are kettle-cooked. I recommend that more oven cookery be accomplished. Also it would decrease labor and give more uniform slicing and portion control if the meat was sliced on mechanical meat slicers.

(Further detailed recommendations will be found in A Study of the Needs of the Faribault State School and Hospital, prepared by the Minnesota Association for Retarded Children, January, 1960.)

## **APPENDIX III**

### **A BILL FOR AN ACT**

#### **AUTHORIZING REIMBURSEMENT OF COUNTIES FOR CERTAIN ADMINISTRATIVE EXPENSES INCURRED BY COUNTY WELFARE BOARDS, AND APPROPRIATING MONEY THEREFOR.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. The commissioner of public welfare shall, within the limits of the appropriations available therefor, reimburse each county welfare board for its administrative expenses in accordance with rules and regulations promulgated by him. Such rules and regulations shall provide that reimbursement to county welfare boards be based on a formula which takes into consideration such factors as the per capita income and population of the county, and the county expenditure for salaries and expenses of county welfare board employees.

Section 2. In addition to such reimbursement as provided for in Section 1, the commissioner of public welfare, in accordance with rules and regulations promulgated by him, may reimburse any county welfare board in an amount not to exceed 80 percent of its expenditures for the salaries and expenses of county welfare board employees hereafter employed for the specific purpose of providing needed services for the aged, the mentally retarded or other handicapped persons requiring special services, or providing services to persons released or discharged from state institutions for the mentally ill or mentally retarded.

Section 3. There is appropriated to the commissioner of public welfare from the general revenue fund the amount of \$400,000 to carry out the purposes of Section 1 and the amount of \$100,000 to carry out the purposes of Section 2.

## **APPENDIX IV**

### **A BILL FOR AN ACT**

#### **RELATING TO BOARDING CARE OUTSIDE STATE INSTITUTIONS FOR CHILDREN COMMITTED TO THE GUARDIANSHIP OF THE COMMISSIONER OF PUBLIC WELFARE AS MENTALLY RETARDED.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Whenever the parents of any minor child committed to the guardianship of the commissioner of public welfare as mentally retarded and cared for outside the several state institutions for the care of the mentally retarded are unable to pay the cost of such care such costs shall be paid by the county in which such child has settlement for poor relief purposes; if the child does not have a settlement in this state, such cost shall be paid by the county from which he was committed. The county paying the costs of such care and treatment outside a state institution for the care and treatment of the mentally retarded shall, subject to uniform regulations established by the commissioner of public welfare, receive reimbursement not exceeding one-half of such cost from funds made available for this purpose by the legislature, provided, however, that such reimbursement cease upon the mentally retarded child reaching his majority.

## **APPENDIX V**

### **A BILL FOR AN ACT**

#### **RELATING TO DAYTIME ACTIVITY PILOT PROJECT CENTERS FOR MENTALLY RETARDED PERSONS; APPROPRIATING MONEY THEREFOR.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. (DAYTIME ACTIVITY PILOT PROJECTS FOR MENTALLY RETARDED PERSONS; PURPOSES.) In order to better ascertain the extent of the need for daytime activities for the mentally retarded, and in order to determine the staff, facilities, and type of activities necessary to carry out such a program and the cost of such a program, the commissioner of public welfare shall reimburse, within the limits of money appropriated, the expenses of those sponsoring organizations he selects to operate pilot project community centers for daytime activities for mentally retarded persons.

Section 2. (APPLICANTS FOR AID.) Any city, village, borough, county, town, or non-profit corporation now or hereafter organized to help the mentally retarded or which has help for the mentally retarded as a part of its purpose, or any combination thereof, may apply to the commissioner for reimbursement of expenses for operating an existing daytime activity center for mentally retarded persons in order that it may serve as a pilot project, or for reimbursement of expenses for operating a new center to serve as a pilot project. The sponsoring organization shall apply on forms which the commissioner shall prepare and supply. The commissioner shall require the sponsoring organization to set forth its basic plan of procedure and proposed budget in the application.

Section 3. (ELIGIBILITY REQUIREMENTS.) To be eligible for reimbursement a sponsoring organization shall satisfy all of the following eligibility requirements:

- (a) Provide daytime activities for any or all of the following classes of persons:
  - (1) School age mentally retarded children who are neither educable or trainable under standards established by the state board of education;
  - (2) Pre-school age mentally retarded children or post-school age mentally retarded persons who are unable to independently engage in ordinary community activities;
- (b) Provide counseling services to the parents or guardians of persons registered at the center; and
- (c) Comply with applicable rules and regulations promulgated by the commissioner.

Section 4. (COMMISSIONER'S DUTIES.) Subdivision 1. (SELECTION OF PILOT PROJECTS TO

BE REIMBURSED.) The commissioner shall select pilot projects from eligible applicants whose location and activities will best carry out the purposes set forth in Section 1. The commissioner shall reimburse the sponsoring organization in the manner specified in subdivision 3.

Subdivision 2. (SUPERVISION OF PROJECTS: PROMULGATION OF RULES AND REGULATIONS.) The commissioner shall closely supervise any pilot project center receiving reimbursement under this act. He shall promulgate in the manner provided by law such rules and regulations as are necessary to carry out the purposes of this act, including but not limited to rules and regulations relating to facilities for housing the projects, administration of the pilot projects, and eligibility requirements for admission to the activities of a pilot project.

Subdivision 3. (REIMBURSEMENT PROCEDURES.) The commissioner shall reimburse the sponsoring organization of a pilot project on a monthly basis upon receipt of a statement of expenses from the sponsoring organization on forms to be supplied by the commissioner. Reimbursement shall not exceed 50 percent of all operating costs. "Operating costs" of a pilot project include but are not limited to costs relating to salaries and supplies, and to the costs of transporting persons registered at the center, and such other expenditures as may be approved by the commissioner. "Operating costs" do not include any expenditures for rental, lease, construction, or other expenditures for facilities to house the pilot project. Any registration fees collected under subdivision 4 shall be deducted from operating costs before the commissioner determines the amount of reimbursement to be distributed to a pilot project.

Subdivision 4. (REGISTRATION FEES.) With the approval of the commissioner and the advisory board, the sponsoring organization of a pilot project serving pre-school or post-school age persons may establish a schedule of registration and attendance fees, and shall collect these fees on the basis of ability to pay, either in whole or in part.

Section 5. (ADVISORY BOARD.) A seven-member advisory board shall be appointed in the manner provided in this section to advise the sponsoring organization of a pilot project center. When any city, village, borough, county, or town singly sponsors such a pilot project, the chief executive officer of the city, village, or borough, or the chairman of the governing body of the county or town shall appoint the board. When a non-profit corporation sponsors such a pilot project without participation by any governmental subdivision, the corporation shall appoint the board. When any combination of the above mentioned groups sponsors a pilot project, the chief executive officer of a sponsoring city, village, or borough, the chairman of the governing body of a sponsoring county or town, and a sponsoring non-profit corporation each shall appoint two members to a selecting committee which shall appoint the members of the advisory board. At least three members of the advisory board shall be appointed from the county council on retarded children, if any, of the county from which the application comes. If no county council on retarded children exists, members shall be appointed to represent the county welfare board, the local public schools and the county nursing service, if any. The remaining members to be appointed shall represent the medical profession, the sponsoring organization and the general public.

Section 6. (REPORTS AND RECOMMENDATIONS.) The commissioner shall make reports at six month intervals to the Minnesota advisory board on handicapped, gifted, and exceptional children. This board shall make such recommendations to the commissioner as it considers desirable in regard to the pilot projects. The commissioner shall make findings and recommendations in regard to the pilot projects and shall report these findings and recommendations to the next regular session of the legislature. The Minnesota advisory board on handicapped, gifted, and exceptional children shall make recommendations to the legislature, which recommendations shall be added to those of the commissioner in his report to the legislature.

Section 7. (APPROPRIATION.) There is hereby appropriated to the commissioner of public welfare, out of any money in the state treasury not otherwise appropriated, the sum of \$30,000 for the fiscal year ending June 30, 1962, and the sum of \$40,000 for the fiscal year ending June 30, 1963, or as much thereof as may be necessary, to carry out the purposes of this act.

Section 8. (EFFECTIVE DATE.) This act takes effect on July 1, 1961.

## **APPENDIX VI**

### **A BILL FOR AN ACT**

**RELATING TO A CENSUS OF THE FEEBLEMINDED: PROVIDING FOR THE ACCESS TO RECORDS RELATING THERETO: REPEALING MINNESOTA STATUTES 1957, SECTIONS 252.11 TO 252.14.**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Minnesota Statutes 1957, Sections 252.11 to 252.14 are repealed.

## **APPENDIX VII**

### **A BILL FOR AN ACT**

#### **RELATING TO THE FILING OF REPORTS CONCERNING DEFECTIVE CHILDREN WITH THE DEPARTMENT OF HEALTH: REPEALING MINNESOTA STATUTES 1957, SECTION 144.33**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Minnesota statute 1957, Section 144.33 is repealed.

## **APPENDIX VIII**

### **A BILL FOR AN ACT**

#### **CREATING A COMMISSION TO STUDY ALL MATTERS RELATING TO MENTALLY RETARDED AND EPILEPTIC PERSONS**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. A commission to investigate and study all matters relating to retarded and epileptic persons is hereby created to consist of five members of the Senate, to be appointed by the Committee on Committees, and five members by the House of Representatives, to be appointed by the Speaker. Any vacancy in the membership of the commission shall be filled by the appointing authority.

Section 2. The commission shall make a comprehensive, detailed and complete investigation and study of all factors contributing to an adequate and coordinated program for retarded and epileptic persons. The study shall include but shall not be limited to, services to be given by the state institutions, future institutional needs, programs in the local schools and communities, health needs, and all factors which are deemed necessary for a coordinated program.

Section 3. The commission may hold meetings at such times and places as it may designate. It shall select a chairman, vice-chairman and such other officers from its membership as it may deem necessary. The commission may appoint advisory committees, the members of which are to serve without compensation.

Section 4. The commission may subpoena witnesses and records, and employ such assistance as it deems necessary to effectively perform its duties.

Section 5. The commission shall make a report to the Legislature not later than January 15, 1963, setting forth its findings and such recommendations as adopted by the commission.

Section 6. The members of the commission shall be reimbursed for all expenses actually and necessarily incurred in the performance of their duties.

Section 7. There is hereby appropriated out of any money in the state treasury, not otherwise appropriated, the sum of \$15,000.00 to the Commission on Mentally Retarded and Epileptic Persons for use in performing the duties imposed under the provisions of this act. The payment of such expenses shall be approved on behalf of the commission by the chairman and at least two other members and then paid in the manner provided by law.

# *Recommendations and Basic Information On Remedial Reading*

## **RECOMMENDATIONS**

1. IT IS RECOMMENDED THAT A PERMISSIVE PROGRAM BE ESTABLISHED BY THE LEGISLATURE TO ALLOW SCHOOL DISTRICTS AND UNORGANIZED TERRITORIES TO PROVIDE SPECIAL INSTRUCTION FOR CHILDREN WHO NEED REMEDIAL READING.

Remedial reading is a vital educational problem in the State of Minnesota. Some school districts have been able to provide services but many school districts do not have the resources to provide the special services necessary for children who have reading problems.

2. IT IS RECOMMENDED THAT THE FOLLOWING DEFINITION OF A CHILD WHO NEEDS REMEDIAL READING BE ADOPTED: EVERY CHILD WHO IS HANDICAPPED TO SUCH A DEGREE THAT HE IS NOT ABLE, BECAUSE OF A SEVERE READING DISABILITY, TO PROFIT FROM REGULAR CLASS ROOM INSTRUCTION, IS A CHILD WHO NEEDS REMEDIAL READING.

Children who need remedial reading services form a distinct group and are identifiable as a clinical entity. Criteria for selection have been developed for those needing services.

3. IT IS RECOMMENDED THAT APPROPRIATIONS BE MADE SO THAT THE STATE CAN PAY TO ANY SCHOOL DISTRICT OR UNORGANIZED TERRITORY TWO-THIRDS OF THE SALARY OF ESSENTIAL PERSONNEL EMPLOYED IN ITS PROGRAM FOR CHILDREN WHO NEED REMEDIAL READING. THIS AMOUNT SHALL NOT EXCEED \$3,600 PER ANNUM FOR A FULL TIME PERSON.

The basic need in the state is for funds to help school districts or combinations of districts defray the costs of employing the specially trained personnel to work in remedial reading programs.

4. IT IS RECOMMENDED THAT THE STATE BOARD OF EDUCATION BE AUTHORIZED TO DETERMINE RULES RELATIVE TO QUALIFICATIONS AND TRAINING OF ESSENTIAL PERSONNEL, RULES RELATIVE TO POSSIBLE METHODS OF PROVIDING REMEDIAL READING INSTRUCTION, STANDARDS FOR DETERMINING QUALIFICATIONS FOR ADMISSION TO REMEDIAL READING PROGRAMS AND ANY OTHER RULES AND STANDARDS IT DEEMS NECESSARY.

The appointment of a central agency to administer various aspects of remedial reading services is essential. The State Board of Education would be the logical agency to assume this function.

5. IT IS RECOMMENDED THAT ANY SCHOOL DISTRICT OR UNORGANIZED TERRITORY OR COMBINATIONS THEREOF, WHICH CANNOT PROVIDE REMEDIAL READING SERVICES INDIVIDUALLY, BE ENCOURAGED TO ENTER INTO AGREEMENTS WITH OTHER SCHOOL DISTRICTS OR UNORGANIZED TERRITORIES TO PROVIDE SPECIAL INSTRUCTION AND SERVICES FOR REMEDIAL READING.

Minnesota has a disproportionate number of small school districts. These small districts experience difficulty in providing special education services, such as remedial reading, on their own. Some plan for inter-district cooperation is essential if special services are to be available to all areas of the state.

# TABLE OF CONTENTS

## REMEDIAL READING

	Page
Recommendations	- 46
Introduction	- 48
Nature and Extent of the Problem	- 48
Definition of Children Requiring Services	- 49
Legislative Appropriations	- 49
Qualifications of Personnel - Establishment of Standards	- 50
Inter-District Cooperation	- 51
APPENDIX	
I An Act Authorizing School Districts and Unorganized Territories to Provide Special Instruction and Service for Children Needing Remedial Reading	52

## INTRODUCTION

In 1959 the Legislature established the Commission on the Problems of Mentally Retarded, Handicapped and Gifted Children. This group felt that the problem of remedial reading had wide ramifications that cut across all areas of concern to the Commission and was a topic that needed serious consideration. Therefore, the Commission decided to consider remedial reading as a special topic and include a separate report of legislative recommendations in this field in addition to the reports of the subcommittees for the mentally retarded, handicapped and gifted. Following is a list of resource people who have appeared before the Commission supplying recommendations and important background information on the problem of remedial reading in the state.

Dr. Guy L. Bond—Professor of Education, University of Minnesota.

Dr. Maynard C. Reynolds—Professor of Education, University of Minnesota, Chairman, Minnesota Advisory Board of Handicapped, Gifted and Exceptional Children.

Dr. Victor Lohmann—Director, Psycho-Educational Clinic, St. Cloud State College.

Mr. Dean Barry—Reading Consultant, St. Louis Park High School, President, Minnesota Reading Association.

Dr. Bruce Balow—Director, Psycho-Educational Clinic, University of Minnesota.

Mr. Leonard Martinetto—Chairman, Legislative Committee of Minnesota Reading Association, Hopkins High School.

### NATURE AND EXTENT OF THE PROBLEM

Perhaps the number one educational problem facing the schools of Minnesota today is the need for providing instruction and services for children who have reading difficulties. The presence of reading disabilities in every school system throughout the state makes it imperative that Minnesota adopt a constructive program to improve services for these children.

Reading ability is the basic tool of the effective learner. The child who cannot read will become disabled in all areas of the educational program. Every survey on reading disability reported in the professional literature reveals numerous cases of retarded readers at all grade levels. A child with a reading disability is a handicapped child in every sense of the word and needs special instruction and services. Very

often emotional problems occur when the child is unable to accomplish what he knows is expected of him. There is a definite relationship between reading disability and delinquency. Approximately 50 percent of the boys at Red Wing Training School are classed as disabled readers. The legislative Commission on Juvenile Delinquency recommended that an attack be made on reading disability as one of the factors in delinquency.

The typical child in our schools learns to read very well. Expected growth in reading is directly related to the intellectual capacity of the individual. The percentage of children who will experience reading difficulty varies, depending on the authority being cited, from 10 to 25 percent of the school population. Conservatively estimating, 10 percent of the school children of the state will experience difficulty in reading or approximately 70,000, using the 1960 estimated public school enrollment of 700,000. Of this group 70 percent have difficulties that can be handled with extra help from the classroom teacher. The remaining 30 percent, or 21,000, have problems of such a complex nature that the classroom teacher does not have the special training to handle them. This hard-core group of serious disabilities requires the service of specially trained personnel such as a remedial reading teacher.

Many schools, although they feel the need for services, do not have the resources to hire special personnel in reading. Because of the magnitude of the problem something more than local effort is needed if the State of Minnesota is to continue to provide leadership in the education of its youth.

### DEFINITION OF CHILDREN REQUIRING SERVICES

Children needing remedial reading can be considered severely handicapped. They form a group for whom criteria for selection can be developed. Disabled readers can come from any intellectual or socio-economic level. Studies tend to show that severely retarded readers are often above average in intelligence and will respond to remedial treatment. No two cases of reading disability are exactly alike, but disabled readers have enough in common so that they form a distinct identifiable group. The disabled reader can be defined as a child, who, for a variety of reasons, has failed to grow in reading up to his known capacity and whose educational career is in jeopardy as a result.

There are many causes of reading disability. Among these are immaturity in various aspects of reading readiness, basic emotional instability, physical deficiencies, social pressures at home or in school, and inadequate or inappropriate instruction. A single factor seldom causes reading disability. Causes tend to be complex and in the more severe cases there is usually a pattern of interacting factors, each contributing to the difficulty.

The prognosis for the disabled reader is usually good. By the application of appropriate remedial procedures disability cases will show improvement. Reports in the research literature on reading provide evidence that well-conceived remedial programs are effective at all grade levels. Even with relatively severe problems the results of remediation are often gratifying. Case studies from the files of psycho-educational clinics in the state substantiate the view that given proper services, disabled readers can be taught to function at their level of mental development. Increase in reading skill are not the only result of a remedial program. In many instances the child's personality undergoes a desirable change and he tends to become better adjusted socially and emotionally as a result of treatment.

#### LEGISLATIVE APPROPRIATIONS

It is recommended that the state pay two-thirds of the salary, up to \$3,600, of personnel employed for children needing remedial reading. This amount is to be prorated for part-time employees. The provision would also apply to districts or unorganized territories jointly employing special remedial reading personnel. The aids provided would be paid to the school district offering the remedial reading service. The appropriation recommendation is based on the following summary of staff needs:

##### Summary of Staff Needs in the Program For Children Needing Remedial Reading In Minnesota

Estimated number now employed _____	80
Number needed if program were fully developed now (1960) _____	525
Additional needs for saturation program in 1960 _____	445
Estimated needs in 1970 for saturation program _____	630
Stability figure 1970 (A practical estimate of the number of special teachers likely to be employed when the program is fully developed.) _____	300

Estimating the number of seriously disabled readers to be three percent of the 700,000 public

school students in the state, there are 21,000 pupils eligible this year for remedial reading instruction. Because the remedial reading teacher will be working with a minimum of 40 students there is a need for 525 teachers this year. The final figure would be determined by the State Board of Education. To bring the program up to date 445 remedial reading teachers would be needed in addition to the 80 currently employed.

The 1970 figure is based on an estimated 20 percent increase in school population. This would mean 25,000 seriously disabled readers with 630 special remedial teachers needed. As some school districts would not utilize the services available, the stability figure of 300 represents a practical estimate of the number of remedial teachers that would actually be employed by 1970.

#### Estimated Cost of Program For Children Who Need Remedial Reading

##### 1961-63 biennium

Cost of remedial reading teachers \_\_\$ 900,000

##### 1969-71 biennium

Cost of remedial reading teachers \_\_2,160,000

The 1961-63 figure of \$900,000 is based on an estimated 100 qualified remedial reading teachers being available in the 1961-62 school year and an estimated 150 teachers being available in the 1962-63 school year. The estimate is also based on the assumption that remedial reading teachers will be receiving a salary of \$5,400 or more, making them eligible for the full aid of \$3,600. The 1969-71 estimate of \$2,160,000 is based on the stability estimate of 300 remedial reading teachers being available by that time.

#### QUALIFICATIONS OF PERSONNEL- ESTABLISHMENT OF STANDARDS

There are facilities available at the present time for training the type of teachers needed for remedial reading programs. The University of Minnesota offers training through the doctoral level in remedial reading. St. Cloud State College has a masters degree program in remedial reading. The other state colleges have courses related to remedial reading and Mankato State College and Bemidji State College are very close to completing development of their programs for degrees in remedial reading.

In addition to facilities for training remedial teachers, action has been taken to establish standards for personnel serving children who are in need of reading services. The State Advisory Committee on Teacher Education, Subcommittee on Remedial Reading, Dr. Guy L. Bond, chairman, has developed a set of recommended criteria for certification in remedial reading. Their suggestions have been approved

by the State Board of Education and are now in the Attorney General's Office. Following is the complete list of proposed criteria for certification of remedial reading teachers in the State of Minnesota:

Code VI-A-2i

STATE OF MINNESOTA  
DEPARTMENT OF EDUCATION  
SAINT PAUL (1)

5064.1 REMEDIAL READING

Certification for any of the positions in the area of remedial reading will be granted to persons who are recommended by a college or university maintaining the following approved or comparable program of preparation. Such recommendation must attest to the completion of the program.

(a) Elementary remedial reading teachers. Requirements:

1. An elementary school teacher's certificate, based on a bachelor's degree.
2. Two years of successful elementary teaching experience.
3. One course in each of the following five areas:  
Developmental reading  
Diagnosis and correction of reading difficulties  
Individual mental testing  
Practicum in analysis of reading difficulties  
Practicum in correction of reading difficulties

(b) Secondary reading teachers, developmental or remedial. Requirements:

1. A secondary or elementary school teacher's certificate, based on a bachelor's degree
2. Two years of successful teaching experience
3. One course in each of the following six areas:  
Elementary developmental reading  
Secondary developmental reading  
Diagnosis and correction of reading difficulties  
Individual mental testing  
Practicum in analysis of reading difficulties  
Practicum in correction of reading difficulties

(c) Reading consultant, supervisor or coordinator. Requirements:

1. An elementary or secondary school teacher's certificate
  2. A master's degree
  3. Three years of teaching experience, including one year as a "reading" teacher
  4. One course in each of the following areas:  
Developmental reading, elementary and secondary  
Diagnosis and correction of reading difficulties  
Individual mental testing  
Practicum in analysis of reading difficulties  
Practicum in correction of reading difficulties  
Survey courses in exceptional children Administration and supervision of the reading program
  5. Not less than three courses to be taken from the following areas:  
Language arts  
Educational research in reading or educational diagnosis  
Other learning difficulties, e.g., spelling, arithmetic  
Mental hygiene and/or personality  
Advanced psychological testing  
Principles and procedures in guidance  
Other courses in special education  
Children's and/or adolescent literature
- (d) Beginning with the school year 1963-64, all persons holding positions listed in (a), (b) and (c) above must meet the respective requirements stated herein for these positions.

The basic use of appropriations provided by the state would be to help school districts defray the cost of hiring remedial reading teachers on the elementary and secondary levels. The remedial teacher's basic role would be to work with groups of seriously disabled readers in the school and to aid the classroom teacher in diagnosing and treating reading problems. In hiring a remedial reading teacher the school would gain a valuable adjunct to the regular school staff; a skilled resource person would be added who could provide basic information and recommendations relative to the total reading program.

Various methods or combinations exist to provide remedial services where needed. Following is a list of recommended methods of providing services.

1. Special instruction and service in connection with attending regular elementary and secondary school classes.
2. Establishment and maintenance of special remedial reading centers.

3. Instruction and services in other districts.
4. Instruction and services in reading clinics in state colleges or in reading clinics at the University of Minnesota.
5. Instruction and services in remedial reading centers located in state residential schools or in school departments of state institutions approved by the State Board of Education.

In addition to the organization of possible methods of providing services there is a need for a coordinating body to provide leadership and determine other details relative to the administration of the reading program, such as pupil eligibility, teacher-pupil load, qualifications of essential personnel and over-all supervision. The State Board of Education is the logical choice of the administering agency. It is recommended that the State Board of Education be the central administering agency for the program and be authorized to determine any rules or standards it deems necessary relative to the administration of the program.

#### **INTER-DISTRICT COOPERATION**

One of the greatest problems faced in developing special education programs in Minnesota schools arises from the fact that there are so many small school districts. Approximately 375 out of 485 school districts have enrollments of less than 1,000. It is also estimated that these 375 districts may employ one school counselor full or part time but will otherwise be totally dependent upon regional or itinerant special education services. Less than one-fourth of the total school districts have specially trained people working in the area of remedial reading.

One-third of the school population of the state is located in metropolitan St. Paul, Min-

neapolis and Duluth. The major part of the state's special education program is located within these areas. Evidence of this is the fact that two-thirds of the state's funds available for special education purposes are paid to the school districts within these metropolitan areas. A major problem on the scene of special education in the state is to devise methods of providing services to small communities and rural areas. This picture is particularly evident in the case of remedial reading services. Small schools can rarely afford or justify employing a full time individual with the technical training required in special education. The smaller schools of the state will need to depend entirely on plans for inter-district cooperation in providing special services.

To demonstrate and study possible methods of obtaining inter-district cooperation on special education problems, a subcommittee of the Advisory Board on Handicapped, Gifted and Exceptional Children, in cooperation with the staff of the State Department of Education, has submitted a plan for a proposed demonstration research project in inter-district cooperation to provide special education services. (See report of the Subcommittee on the Handicapped for complete details related to the proposed inter-district research project.) The purpose of this research project is to attempt to determine feasible means for small school districts to join together in providing special education services.

Remedial reading is a special service that could very profitably be considered for such inter-district cooperation. It is urged that the Demonstration Research Project be supported as a means of answering some of the questions relative to implementing remedial reading services in small school districts who could not carry on such a program individually.

# APPENDIX I

## A BILL FOR AN ACT

### **AUTHORIZING SCHOOL DISTRICTS AND UNORGANIZED TERRITORIES TO PROVIDE SPECIAL INSTRUCTION AND SERVICES FOR CHILDREN NEEDING REMEDIAL READING**

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Every school district and unorganized territory may provide special instruction for children who need remedial reading, those children to be of school age and residents of such district or unorganized territory.

Section 2. Every child who is handicapped to such degree that he is not able, because of a severe reading disability, to profit from classroom instruction, is a child who needs remedial reading. Rules and standards for determining the qualifications for admittance to remedial reading classes shall be determined by the State Board of Education.

Section 3. Special instruction and services for children needing remedial reading may be provided by one or more of the following methods:

- (a) By special instruction and services in connection with attending regular elementary and secondary school classes.
- (b) By the establishment and maintenance of special remedial reading centers.
- (c) By instruction and services in other districts.
- (d) By instruction and services in reading clinics in state colleges or in reading clinics at the University of Minnesota.
- (e) By instruction and services in remedial reading centers located in state residential schools or in school departments of state institutions approved by the State Board of Education.
- (f) By any other method approved by the State Board of Education.

Section 4. The State Board of Education shall promulgate rules relative to qualifications of essential personnel, methods of training, pupil eligibility, teacher-pupil load, rooms, equipment, supervision, and any other rules and standards it deems necessary.

Section 5. For the purpose of this act any school district or unorganized territory or combination thereof may enter into an agreement to provide special instruction and services on such terms as may be agreed upon, but in that event each participating unit must agree on the method of reimbursement as provided by Sections 6 and 7, or some other method approved by the State Board of Education.

Section 6. The state shall pay to any school district and unorganized territory: (a) for the employment in its program for children needing remedial reading, two-thirds of the salary of essential personnel, but this amount shall not exceed \$3,600 per annum for each full-time person employed, or a pro-rata amount for a part-time person or a person employed for a limited time, including but not limited to summer school; (b) for the employment of an individual jointly with another district or districts or unorganized territory in its program for children needing remedial reading, two-thirds of the salary of essential personnel, but this amount shall not exceed \$3,600 per annum for each full-time person employed, or a pro-rata amount for a part-time person or a person employed for a limited time, including but not limited to summer school.

Section 7. The aids provided for in Section 6 shall be paid to the district providing the special instruction and services. Basic aid and equalization aid shall be paid to the district or unorganized territory of the pupils' residence.