

THE LIMITS AND POSSIBILITIES OF
TREATMENT OF THE HANDICAPPED IN
EDUCATION AND EMPLOYMENT



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ABSTRACT

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The purpose of this thesis is to consider the limits and the possibilities in the treatment of the handicapped in education and employment in Canada, and to make recommendations for the extension of opportunity for their integration. To this end, the situation in Canada is compared with that in Great Britain and the United States. Since much legislation regarding the rights of the disabled is a provincial matter, attention is given to one province, Quebec. The position of the handicapped in this province is discussed in detail. Restrictions preventing full integration are considered, and possible future developments are presented.

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CHAPTER I

INTRODUCTION

The main concern of this study is to examine two major factors: first, the validity and the worth of mainstreaming of handicapped children within our school system and; second, the actual extent to which the handicapped are able to participate in the field of employment. These factors are directly related since both are essential elements of our society. Education is a compulsory element for all until the age of sixteen, and employment, which is determined to a large extent by educational background, is a highly desired element.

The possibilities open to exploration of programmes best suited to the treatment of the handicapped are numerous. However, limitations are imposed by several factors such as the state of the economy, political beliefs, and, in most general terms, public attitude. All of these factors change over time and treatment of the handicapped has included rejection, ridicule, fear, pity, shame and embarrassment over the centuries (Burton, 1976). These limitations may still be observed since all treatments exist at the present time in various parts of the world. This study addresses the conditions related to the treatment of the handicapped in Canada, particularly in the Province of Quebec. In order that present conditions be fully appreciated and that limitations and possibilities regarding the treatment of the

handicapped be considered, two other countries with similar political, economic and social conditions to Canada have been selected in order to provide a basis for comparison. That is, conditions and treatment of the handicapped in Great Britain and the United States will be recorded and compared to those of Canada. Recommendations to improve the present-day situation, regarding the treatment of the handicapped in Canada, will be suggested.

The Definition of Handicap:

For the purpose of this paper the term "handicap" refers to subnormal capabilities of members of society which are caused by mental retardation and physical disability. These conditions impose limitations upon full participation in the way of life which non-handicapped consider to be suited to the environment in which they live. These limitations are imposed, first, by the extent of the actual disability caused by mental and physical conditions and, second, by environmental factors such as the need for normal physical and mental development to participate within a particular lifestyle.

Obviously, members of present day Canadian society need to utilize both mental and physical faculties in order to perform those functions deemed necessary for a "normal" life. Those members of society whose faculties are below what is considered to be normal are at a disadvantage; and it is this level of abnormality which determines the extent of handicap.

Wall (1979) has outlined the main categories of handicap: (a) the intel-

lectually retarded and dull; (b) people with sensory handicaps; (c) people with speech defects; (d) people who suffer from chronic physical disorders; and (e) motor-handicapped people.¹ These categories refer to general conditions of handicap. Burton (1976) addresses the implications of the intellectually retarded and dull. He describes two different groups in relation to learning potential. These are the trainable mentally retarded (TMR) and the educable mentally retarded (EMR). J. Haywood, the Director of Special Education for the Lakeshore School Board of Montreal, describes a third group, the slow learners, who may or may not fall into the category of the educable mentally retarded. The slow learner is unable to meet the required academic standards due to social background, behavioural difficulties, and limited attention span (James Haywood, personal interview, Lakeshore School Board Offices, Beaconsfield, Montreal, 1 May 1981).

Individuals considered to be trainable mentally retarded are those who are severely limited in potential for learning due to low intelligence. TMR individuals include those with an Intelligence Quotient of less than approximately forty-five to fifty percent and above twenty-five percent. They are defined as being incapable of achievement in academic subjects but able to

¹ (Wall) Since these are principal groups, a wide range may be observed within each group. Wall points to the different conditions found within each category. For example, those who suffer from chronic disorders may be epileptic or asthmatic.

copy with training in self care, some social skills and elementary job skills (Heywood, 1981).

Individuals described as educable mentally retarded are considered so because of their limited ability to cope fully with the normative standards of the environment without some special considerations and attention. These individuals have IQs which range between approximately forty and seventy (Heywood, 1981).

Factors which determine the categorization of mentally retarded individuals are described by Burton (1976) as follows:

(a) Measurement of intelligence: The Binet-Simon Scale, first published in 1905, developed a precise measurement of mental retardation based on levels of performance. This was revised several times before Terman defined IQ in 1916 and arranged levels of retardation in three categories -- Moron, Imbecile and Idiot -- in descending order of intelligence -- from 50-70, 25-49 and below 25. Today's TMR are equated to the middle group and are described as trainable or severely retarded.

(b) The medical component: Langdon Down and William Ireland were instrumental in developing the first classification of retardation according to etiology. Currently, the medical profession has identified over two hundred different

education process.

Integration outside the school environment is related to the amount of acceptance the handicapped receive in the way of employment, involvement in social affairs and potential for a lifestyle that is similar to that of non-handicapped individuals. As is the case regarding schooling, integration can take many forms from partial to full. Conditions for the success of integration fall into three main dimensions: the individual and his needs, the range of social services available and the social conditions under which the handicapped individual exists (Department of Education and Science Report: Integrating the Handicapped, London, 2 June 1978).

Before considering the programmes developed to cater to the needs of the handicapped in Canadian society with emphasis on the Province of Quebec, it is worth considering programmes established in other regions of the world in order that varying socio-political conditions may be seen as influential upon national policy-making. The objective is to provide examples which express a few of the possibilities and limitations which affect the development of programmes related to mainstreaming and treatment of the handicapped. The two countries selected are Great Britain and the United States. They were selected because of their similarity of lifestyle to Canada and their associations which take a variety of forms including political and economic relations. Chapter II deals with those programmes offered in these selected countries. The emphasis is on the goals of the treatment of the handicapped and the

support the stereotyping of behaviour patterns according to syndrome. In addition, limited adaptive behaviour tends to be the sum of the three preceding factors which limit adaptability to the norms of any environment.

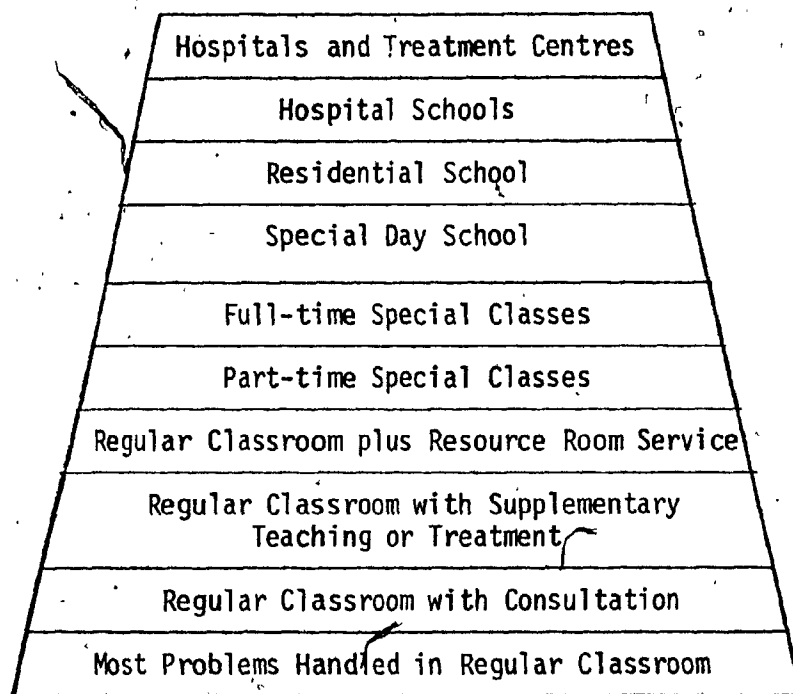
In most general terms, handicap may be of physical or mental nature. Often handicapped individuals suffer from a combination of the two since mental incapacity may influence physical capabilities. The degree of handicap is directly related to measured abnormality. It should be kept in mind, however, that in addition to actual handicap societal attitudes towards such conditions often augment the disadvantage of abnormality. Difficulties encountered by the handicapped may be various; included are the problems created by the process of attempted integration within the mainstream of societal affairs.

The Handicapped, Mainstreaming and Integration:

In recent years education processes have involved the integration of handicapped children wherever possible. This is accomplished through the process of mainstreaming. The degree of mainstreaming is determined by individual potential for integration based on the influence of the specific handicap on behavioural and academic performance as well as the acceptance of integration by normal individuals involved in school activities, including students, teachers, administrators and parents. Figure 1 on page 7 represents the conditions available to children with various handicaps during the

Figure 1

Framework for the Consideration of Issues
in the Education of Exceptional Children.



The more severely handicapped children move only as far as necessary in the direction of the narrow end of the diagram and are returned to the broader end as soon as possible. The less severe are placed in the broadest part of the diagram suitable.

The gradual narrowing of the chart indicates the lesser number of children involved as programmes become more specialized.

(Standards for Educators of Exceptional Children in Canada, 1971, p. 90).

etiologies resulting in some degree of retardation.

There is no single criterion for a medical definition of the trainable population. Herber (1959) developed a system of classification of mental retardation according to medical conditions and Grossman (1973) revised these classifications in an attempt to reflect current knowledge.²

(c) Adaptive behaviour: In 1952 Tredgold advocated a social criterion based upon the individual's ability for self-maintenance in society. More recently Benton (1964) described social competence as the ultimate determinant of mental retardation.

(d) Behavioural implications: Various authors (Domino, Goldschmid and Kaplan, 1964; Silverstein, 1964; Moore, Thuline and Capes, 1968; and Johnson and Abelson, 1969)

² Included in Grossman's revised classifications are the following medical conditions (Grossman, 1973):

- i Infections and intoxications.
- ii Trauma or physical agent.
- iii Disorders of metabolism or nutrition.
- iv Gross brain disease.
- v Unknown prenatal influence.
- vi Chromosomal disorders.
- vii Gestational disorders.
- viii Psychiatric disorders.
- ix Environmental influence.
- x Other conditions.

systems by which they are attained.

Observation of the treatment of the handicapped in Canada shall be presented in Chapter III. Because legislation related to the treatment of the handicapped is divided between the Federal and Provincial Governments, variations occur from province to province, thus only general points are made. The treatment of the handicapped within a specific province -- Quebec -- is also considered in this chapter. Programmes related to the care of the handicapped in schooling and employment are presented along with specific case studies.

The limits and possibilities of integration are observed in Chapter IV. Briefly, this chapter summarizes what has been presented regarding the opportunities made available to the handicapped in Great Britain, the USA and Canada. Special emphasis is given to Canada and, specifically, the Province of Quebec.

Chapter V takes into consideration the options provided in the previous chapter for the improvement of opportunities and conditions related to the handicapped. The author makes recommendations which take into account the various programmes offered in previous chapters. These recommendations are directed to the Province of Quebec, although some may be related to the remainder of Canada according to provincial provisions for the handicapped.

CHAPTER II

THE TREATMENT OF THE HANDICAPPED IN EDUCATION AND EMPLOYMENT IN GREAT BRITAIN AND THE UNITED STATES

The intent of this chapter is to explain the policies and specific programmes established in the areas of education and employment for the handicapped in Great Britain and the United States. The emphasis is on the development of the programmes, the extent to which they have been implemented and the limits and possibilities imposed by the different social, political and economic conditions of these countries.

The recent attention given the physically and mentally handicapped is related to social change. Prior to the Industrial Revolution rural lifestyle on the part of the majority of people created few situations in which its members were exposed to mechanical hazards. At the same time treatment of injuries which occurred was difficult because of the lack of medical services on a wide spread scale. Mentally retarded members of society were, on the whole, taken care of within the small communities and, since the need for manual labour was dominant, the retarded were able to participate to some degree in the day to day activities.

The Industrial Revolution altered social structure in all parts of the world influenced by it. Most apparent changes included massive urbanization,

industrialization and development of a transportation system which increased the danger of physical injury. Urbanization resulted in the reduction of rural population and its lifestyle; towns and cities greatly reduced community activities and replaced them with a demand for individual specialized talents required by the growth of industries. The "misfits" of this new social structure -- the handicapped -- were no longer considered as an integral part of the community and, over time, their care was placed in the hands of the ever-developing specialized services which accompanied industrial and urban growth.

The World Wars resulted in a sharp increase in the number of handicapped members of society. Veterans desiring to return to the job market created a sharpened need for the development of medical and social programmes directed towards this end. At the same time, similar programmes were created to care for the mentally retarded. Services developed were not restricted to the adult population. Care and attention were provided by the growth of medical and social services for all ages.

It is only recently that we have come to accept in practice that people with handicaps are not a group apart, qualitatively different from the normal and mainly a subject for medical attention or social care. In many countries this lesson has still not been learned. Handicapped and even maladjusted continue to be shut away and their lower than normal or different levels of functioning are accepted as inevitable and irremediable. (Wall, 1979, p.2).

Great Britain: Conditions for Schooling and Employment

The rights of the handicapped were stated as early as 1921 in the Geneva Declaration for Children (Bender, Valletutti and Bender, 1976) but it was not until 1954 that the Ministry of Education in Great Britain proposed that no handicapped child should be sent to a special school who could be satisfactorily educated in an ordinary school (Ministry of Education Circular 276, June 1954). Until this time handicapped children had received their "rights" through segregation in special institutions. In Great Britain (and elsewhere) there has been a great shift in public opinion regarding the place which residential institutions should occupy in the provision made for the handicapped in the last thirty years (The Integration of Handicapped in Society, Lecture by J. Tizzard, 1966). Recent emphasis is placed on what is referred to as community services at the reduction of institutional care. These community services provide for a variety of programmes which assist the physically and mentally handicapped with the integration process. Extracts from the Plowden Report (Central Advisory Council for Education, 1967) state that:

A handicapped child who will spend his life in the society of normal people and often in competition with them must learn to accept his disabilities and his differences. The unnecessary segregation of the handicapped is neither good for them nor for those with whom they must associate.

This trend towards integration of the handicapped children within normal schools coupled to other community services has continued to the present time. An extract from "Living with Handicap: The Report on Children with Special

"Needs" (Younghusband, Gill, et al., 1970) states the following:

Ideally we should provide the child with the kind of special help he needs and to do so with the minimum degree of separation from his normal fellows and the minimum disturbance of normal family life. We start from the assertion that wherever possible they should be educated in an ordinary school. But we have to consider deeply what we mean by "wherever possible". There are many children in special schools who could be educated in ordinary schools if resources were organized to cater for them. Some local education authorities have taken steps towards this end, at least in relation to certain handicapped groups. We welcome the move towards educating handicapped children in ordinary schools, although the question whether a child should be educated in an ordinary school rather than a special school is complex. (Anderson, 1973, p.4).

As recently as 1978 the development of this trend was taken further by the specific recommendations of the Warnock Report on Integration of the Handicapped into Ordinary Schools in Great Britain. The following is a summary of the Report according to the "Times Educational Supplement", May 26, 1978:

The terms of reference for the Report were:

To review educational provision in England, Scotland and Wales for children and young people handicapped by disabilities of body or mind, taking account of the medical aspects of their needs, together with arrangements to prepare them for entry into employment; to consider the most effective use of resources for these purposes and to make recommendations.

The Warnock Committee's task was not to delve into the study of factors which led to the various educational handicap nor to offer guidance on how to improve provision for specific disabilities. In fact, one of its main recommendations was that the present system should be abolished because it meant

that a single label is pinned on each child and each special school, and it also encouraged the idea that children with the same disability need the same educational provision. In addition, such categorization perpetuated the distinction between handicapped and non-handicapped.

It recommended that the term "educationally subnormal" should be abolished because of lack of precision regarding intrinsic and environmental deficiencies suffered by many children, and that the term "children with learning difficulties" should be used. In other words, a much broader view of special education was advocated which included children with emotional and behavioural difficulties and children receiving remedial education.

The general underlying theme of the Report was based upon total integration whenever possible from the earliest age. Children even at the age of two should be provided with a range of services which encourage integration. The Report acknowledged the fact that not all children can be integrated and that some will have to be catered to in special schools which would have to exist for those with severe or complex physical, sensory or intellectual disabilities; those with extreme emotional or behavioural disorders; and those who fail to function in an ordinary school even with special assistance. It stated, however, that links should be established between these special and regular schools, including geographical proximity.

The Report also recommended that additional links be established between schools and employment agencies regarding the continuation of integration programmes developed at the school level into the work force. In addition, industrial training boards should do more to encourage employers to provide employment and training for the disabled and more should be done along the lines of locally based Training Service Agency courses.

We firmly believe that there is much greater scope for employing in open occupations many young people with disabilities or disorders who are at present unemployed or in some form of sheltered employment. Public services and nationalized industries should urgently review their policies to this end. (Warnock Report)

In conclusion, the Report recommended that all local education authorities should coordinate provision for special education by developing advisory and support services. These services may be brought about by the redeployment of existing teachers and specialists. Included in the programme would be the retraining of teachers, the development of communication channels between parents, employment agencies and schools, and the actual reorganization of school programmes. Local education authorities should also initiate the coordination of various professional services: doctors, health visitors, social workers, and careers officers.

The Warnock Report, then, deals primarily with the treatment of children suffering from a variety of disabilities. Its attention is focused on schooling and employment opportunities through systems which support the integration of

all children whenever possible. It recommends national action be taken through the development of programmes organized at the local authority level and that these programmes involve the coordination of professional services suited to their needs.

Coupled to this theme in education the integration of handicapped adults in the work force has received similar attention in recent years. As is the case with schooling this has been organized and coordinated by the Local Education authorities, the National Health Service and Departments of Social Services (Welsh Office, Health and Social Work Department, Feb. 9, 1978). The Departments of Social Services catering to the requirements of the handicapped are numerous and various. Chart 1 on page 18 lists these services in alphabetical order.

Programmes offered through the Departments are suited to the abilities of the handicapped. Some of the main programmes are:

- i Skill Centres - run by TSA, these provide a wide variety of training courses for skilled and semi-skilled work.
- ii Resettlement Trials - experiments to test new methods of vocational assessment and assess the needs either to expand the facilities for disabled people or develop new ones to include the socially handicapped.

- iii Enclave - arrangements for employing groups of severely handicapped people under special supervision, but with non-disabled colleagues in otherwise normal working conditions.
- iv Quota - legal requirements for all private employers of twenty or more workers to employ a percentage of registered disabled persons.
- v Sheltered Employment - work for disabled people so severely handicapped that they cannot work in normal conditions, but are capable of doing paid work given the opportunity and suitable environment.

The Quota System (iv) dates from the 1944 Disabled Persons Act under which employers of twenty or more people must employ a quota, currently three percent, of registered disabled people. It is not an offence to employ fewer, but an employer who does so may not engage anyone not registered as disabled without a permit from the local disablement resettlement officer. Additionally, an employer cannot discharge a registered disabled employee without reasonable cause. The introduction of the Act originated from the Tomlinson Committee which felt that the great majority of disabled people were capable of ordinary employment providing that their abilities were carefully assessed. The date for the formation of this committee was not coincidentally contemporaneous with the conclusion of the War. There was a shortage of labour required to meet the demands of industry which needed to rebuild and

CHART 1

DEPARTMENTS OF SOCIAL SERVICES ASSISTING THE HANDICAPPED

Agencies: The Employment Service Agency and the Training Service Agency which are executive arms of the Manpower Services Commission.

Departments: ARA - Area Resettlement Adviser.
BPRO - Blind Persons' Resettlement Officer.
BPTO - Blind Persons' Training Officer.
DAC - Disablement Advisory Committee.
DRO - Disablement Resettlement Officer.
EMA - Employment Medical Adviser.
ENAS - Employment Medical Advisory Service of the Health and Safety Executive.
ERC - Employment Rehabilitation Centre.
ESA - the Employment Service Agency.
HRO - Hospital Resettlement Officer.
MSC - the Manpower Services Commission.
NACEDP - the National Advisory Council on Employment of Disabled Persons.
PER - the Professional and Executive Recruitment Service of the Employment Service Agency.
R and RS - Rehabilitation and Resettlement Services of the ESA.
TSA - the Training Service Agency.

increase productivity and, at the same time, there was a large number of disabled veterans eager to return to the work force ("Outlook", 1976).

In recent years the Government has asked the Manpower Services Commission to introduce grants to employers who modify their premises or install special or adapted equipment for them to encourage disabled people's employment. In addition, it has been recommended that the employment of more disabled people in the Civil Service and nationalized industries be expanded.

It is evident from the information provided that the treatment of the handicapped in Great Britain involves integration whenever possible, both in education and employment. The most important aspect of associated programmes is that of actual integration of services; the education authorities, health services and social services combine to cater to the needs of the handicapped children, and similar services provide for the requirements of the handicapped adult population. All of these services are controlled by Government policy making and centrally controlled by the same. This is not to say that volunteer services do not play a role; the services provided augment those programmes established by the Government.

In the field of employment, governmental policies have compelled employers to cater to the needs and provide opportunity for the employment of the handicapped (one example being the Quota System). Because of the large proportion of nationalised industries in Great Britain policy-making of this nature is

facilitated by direct control on a large scale.

Having outlined the circumstances of treatment of the handicapped in Great Britain, those of the United States will now be considered.

The United States: Conditions for Schooling and Employment Regarding the Handicapped

This philosophy behind the schooling programmes for the handicapped in the United States is similar to that of Great Britain; namely, education within the least restrictive environment, coupled to special services and conditions. As in Great Britain, gradual changes in services and conditions have been effected by methodology, diagnosis, evaluation, programming and research. Closely associated with these changes have been the development of various legislative policies on the part of the federal government.

Until the 1920s care and education of the handicapped had taken place in special institutions. Since that time there has been gradual progress designed to provide services involving the integration of all children. It was not until 1965, when the Elementary and Secondary Education Act (E.S.E.A.) became law, that a federal programme was established to assist children in state operated or supported schools serving the handicapped (Kneedler and Tarver, 1977, p.246).

In 1966 the E.S.E.A. was amended to establish the Bureau of Education of the Handicapped in the United States Office of Education, and in 1967 the E.S.E.A. was amended again and the Regional Resource Centres to provide testing to determine special education needs of the handicapped were established. During the next few years additional Acts assisting the handicapped children were passed. These included the establishment of experimental preschool programmes in 1968.

On July 1, 1971 the Education of the Handicapped Act was adopted (1970 Almanac, p. 250). Its report on the situation of the handicapped in 1973 (S Rept. 93-238) noted that there were seven million deaf, blind, retarded, speech impaired, motor impaired, emotionally disturbed or otherwise handicapped children in the United States. Although the numbers of these children receiving special education had expanded from 2.1 million to almost 3 million in five years, less than 40% were receiving an adequate education (1973 CQ Almanac, p.528).

The most complete legislative action ever taken by the federal government in education occurred on November 29, 1975 when the Education for all Handicapped Children Act became Public Law 94-142 (Kneedler and Tarver, 1977, p. 470). It assured that all handicapped children have a free, appropriate public education; that the rights of handicapped children and their parents be protected; and, that the states and localities provide for the education of all handicapped children (Ibid., p.245). During the same year the National Advisory

Committee on the Handicapped endorsed a policy of placement of exceptional children into the least restrictive alternative to the regular school programme (Ibid., p.245).

Complementing Public Law 94-142 the Bureau of Education for the Handicapped developed objectives which included the assurance that every handicapped child who left school had the career education training that was relevant to the job market, meaningful to his career aspirations and realistic to his fullest potential capabilities (Lake, 1977, p.v). How these objectives were to be achieved was made the responsibility of each state which, in turn, passed the responsibility to more local education authorities.

The following reports exemplify some of the programmes initiated at the local level. These are merely a few which have been introduced in recent times reflecting the national trend regarding the integration of handicapped school-leavers in the work force:

i The Career Development Centre (CDC), Syosset, New York.

This centre, in an open campus setting, caters to students aged from fifteen to twenty-one. It is a transitional programme aimed at individual needs both academic and occupational. It serves between two hundred and fifty and three hundred students from fifty-six public schools. The Centre deals with problem students who, for various reasons, are unable to function in the regular school.

environment. Emphasis is placed on parental and community involvement, including work contracts, mini-classes (ratio 4:1) and specialist teachers. A success rate of eighty-five percent is claimed which includes the placement of students in jobs, job training, or the return of students to the regular school environment.

- ii The Mobile Unit for Vocational Evaluation, Towson, Maryland: This service allows those special students in fifteen Baltimore County high schools to have the opportunity to find out what their occupational potential is. A mobile van travels from school to school spending a week testing and evaluating students. Parents, teachers and counsellors share the results and develop a better understanding of the students' potentials for participation in the work force. The testing is aimed at grade ten students whose handicaps are intellectual (IQ 50-79), emotional or orthopaedic in nature. The evaluation facilitates avenues for further development, including training at the local schools, skill training in local vocational technical centres, participation in the community centred work experience programme and the services of vocational rehabilitation. In addition,

further evaluation and training may be obtained by referral to the Sinai Hospital Rehabilitation Unit, the Baltimore League for Crippled Children and Adults, Maryland Association for the Retarded, Baltimore Goodwill Industries, Maryland Workshop for the Blind, the Maryland Comprehensive Rehabilitation Centre, the Turner Occupational Centre and the Western Vocational Technical Centre. Follow-up studies include long range reports on the results of placement in the various programmes associated with the individual evaluation processes which take place at the schools by the mobile unit.

- iii Project SERVE, St. Paul, Minnesota: This project (an acronym for three state agencies -- special education, rehabilitation and vocational training) serves the educable mentally retarded (EMR) in the following way. It provides for individual programmes at high schools for students in grades ten to twelve. In the programme, the students are scheduled for a half day in the classroom and a half day working in the community. Academic skills involving reading and arithmetic to the grade three level are developed. These skills are taught indirectly using occupationally oriented materials and activities such as letter

writing, job applications, grocery lists, reading maps, newspapers, recipes, making budgets and keeping financial records. Students are not segregated from the mainstream of school life.

Where possible they participate in regular classes such as physical education, vocational education, industrial arts and art. Maximum flexibility is build into schedules to allow for mainstreaming as their needs, interests and abilities change. With regard to the job situation, all employers are required to submit regular reports on progress made. Included in the programme are job placement efforts and follow-up studies. Every effort is made to place graduating students in full time competitive jobs. Students are encouraged to apply for employment and continued employment in a work training situation is discouraged. It is claimed that because of the nature of the project and parental and community involvement approximately seventy-five percent find themselves in service occupations, while others are employed in offices and industrial plants.

The legislation (HR 12467-PL 95-602) of 1971 substantially increased authorizations for these programmes and establishment of additional ones by

the awarding of \$5 billion for the purpose. The legislation also established a National Institute for Handicapped Research and strengthened efforts to provide legal protection and equal opportunities for the estimated 20-35 million handicapped persons in the country (1978 CQ ALMANAC-591).

The bill (S 446-S Rept 96-316) extended the employment discrimination prohibitions of the 1964 Civil Rights Act to cover the estimated fifteen million handicapped adults not in institutions (Title VII of the 1964 act banned employment discrimination on the basis of race, colour, religion, sex or national origin; Congress and the Nation Vol. I, p.1635). The bill would apply to businesses with more than fourteen employees -- an estimated 700,000 -- and also about 30,000 state and local governments and 50,000 unions and union locals (512 -- 1979 CQ ALMANAC).

As recently as December 1980 Public Law was passed which permitted handicapped employees to use volunteer assistants as well as assistants paid out of their own pockets or by non-profit organizations while on the job. It also allowed agencies to provide part-time assistants for handicapped members of federal advisory committees (PL 96-523, Dec. 12, 1980). Although this may appear a minor (if not amusing) issue, it creates greater job potential for the handicapped since many jobs may be within the general competencies of the handicapped if minimal support be allowed on an occasional basis.

In brief, the conditions of employment and the handicapped fall into two

categories; local training schemes and general, non-discriminatory legislation.

Summary

It is clear from the above information that the treatment and care of the handicapped in the United States is similar to that of Great Britain to the extent that the goal of educational programmes is to provide a least restrictive environment to promote integration of the handicapped child. Although these goals are similar there are differences in approach: whilst in Britain the programmes involve the combination of three government services -- the education authorities, health authorities and a range of social services -- the United States places emphasis for the integration of handicapped children upon local school boards which develop programmes best suited to the requirements of the specific area.

Although the advantages and disadvantages of each system may be debated at length, this is not the purpose of this presentation. Rather, the objective here is to develop an awareness of the similarity of goals of each country; the integration of all students by provision of educationally related services which permit such a condition. The various programmes offered strive towards this end. Since schooling is a compulsory process in both countries, full participation in the programme is the case. Children are compelled to attend and take part in a process which encourages the integration of all whenever possible. Consequently, by school leaving age all children have come to accept a particular lifestyle relating to the education process. Non-handicapped,

although not always prepared to directly associate with their handicapped colleagues, still develop an acceptance of their rights to an equal education. It must be made clear here that the various integration programmes do not always proceed harmoniously, but the right of the handicapped to an education suited to ability and expectation is guaranteed both in Great Britain and the United States.

Although the school process guarantees similar treatment in both countries, the treatment of handicapped adults is somewhat different. In Great Britain opportunity for integration within the work force is far greater due to the variety of available programmes which cater to this end. These programmes continue to support the concept advocated throughout the schooling process: that all members of society have a right to participate to the best of their ability in all social functions, including the right to suitable employment whenever possible. This is achieved through the development of services which cater to the requirements of the handicapped, such as outlined on page 18, and programmes which encourage employers to hire the handicapped. The most important of these programmes is the Quota System which not only encourages employers, but compels them to hire a certain percentage of handicapped people. In addition, the vast number of people involved in public service employment and nationalised industries allow for ease of implementation of programmes of this nature.

In the United States similar programmes for the handicapped adult are

available as may be seen from the previous outline of some of these services. Provision for the hiring of the handicapped is encouraged in many fields of employment through the adaptation of machinery, and discriminatory hiring practices against the handicapped is forbidden. However, compulsory hiring of the handicapped is not the case; consequently, although employers may not openly discriminate against the handicapped in their employment policies, ample opportunity is available for such practices. Under these conditions the rights of two different groups are protected: First, the right of the handicap for employment is encouraged by provision of programmes suited to those needs, second, the equal right of the employer to hire the best suited people for specific positions is protected on condition that discriminatory practices are not utilized. The handicapped adult seeking employment in the United States is encouraged to prove his worth as an employee who is able to function within the job requirements, but little is done to cater to the obvious special needs of the various disabilities.

It is evident that the conditions of schooling and employment for the handicapped in Great Britain and the United States have many similarities, especially in the opportunities made available to children which cater to fullest integration. The programmes developed are somewhat different, but, as stated earlier, the basic goals are very compatible. However, in the field of employment the methods of integration are quite dissimilar in some areas of hiring policies. It would appear that, whereas in Britain the rights of all potential employees are protected by not only nondiscriminatory hiring prac-

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 tices but by favourable conditions regarding treatment under the Quota System, the rights of the handicapped in the United States are restricted to those of equal opportunity and nondiscriminatory hiring practices. Both policies express merit based upon economic, political and social attitudes; but there appears to be some discrepancy between programmes offered in schooling and employment in both countries.

In Great Britain, after spending several years in the process of integration at school, adult handicapped individuals are provided with an abundance of special treatment and services because of their condition of abnormality. One consequence of this situation with regard to employment, is that, on occasion, mildly handicapped workers are coerced into declaring themselves as handicapped by employers who wish to minimize the hiring of handicapped people registered as such ("Outlook" #1, p.12). In other words, the handicapped of Great Britain are provided with preferential treatment regarding employment opportunities in many cases through a programme which compels all members of society to provide special treatment for integration. Such is also the case with schooling, after all.

In the United States handicapped individuals, having received special programmes at school to cater to their needs regarding integration, fail to receive similar consideration in the field of employment. Although the opportunity for employment must be provided in many areas of employment (especially in federal agencies), special consideration is left to individual hiring

policies of employers which, in a society based upon free enterprise, is based upon merit. On the one hand, then, integration is achieved through a variety of special educational programmes designed to best suit those various needs of the handicapped and, on the other, adult integration is primarily based upon the capacity to compete in society without any real favouritism granted.

It would appear that both the systems of the United States and Great Britain fail to consider those handicapped members of their respective societies in an integral manner. Limitations and possibilities for integration are influenced by the different lifestyles and attitudes of these countries towards the handicapped.

The following chapter focuses on Canada's attitude and treatment of its handicapped members with regard to schooling and employment. Although a general overview shall be provided, emphasis will be placed on conditions within the Province of Quebec since each Province has control of the treatment of the handicapped, coupled to some federal influence. A detailed study of the programmes available is presented along with studies which reflect the implementation of specific programmes. Comparisons are then made with those conditions regarding the handicapped in Great Britain and the United States.

CHAPTER III

THE TREATMENT OF THE HANDICAPPED IN EDUCATION AND EMPLOYMENT IN CANADA, EXEMPLIFIED BY THOSE CONDITIONS IN THE PROVINCE OF QUEBEC

In the fields of education and employment of the handicapped, Canada and the United States followed much the same pattern of development. Both countries were influenced by immigration from various parts of the world (Europe in particular) whose traditions were adapted to reflect the demands imposed by the newly developing continent. For the vast majority of settlers, survival depended upon the ability to function as members of a work force which demanded certain physical abilities because of the nature of society at that time (Gingras, Gustruc and Sherman, 1977). In this setting the handicapped were either cared for by the family and local community or they were placed in institutions provided by the Church or other charitable organizations. An institution for the deaf was established in Hertford as early as 1817 and the first school for the blind was opened in Boston in 1829 (Re-establishment of Disabled Persons, 1949, p.20). L'Institution des Sourds-Muets was founded in Montreal in 1848 for the deaf by the Clercs de Saint-Viateur and L'Institute Nazareth was established in 1861 by the Grey Nuns which catered to the blind (Ibid.). These institutions often catered to the requirements of children and their learning disabilities; but, in addition, many attended to the plight of care centres which initiated the formation of what is referred to today as

"sheltered workshops" (Ibid.).

The development of organized special programmes for the handicapped children of Canada has not been without controversy. According to the Kendall Report of 1969 which dealt with the Legislation and Services for Exceptional Children, a survey revealed that a wide diversity of standards of certification and training programmes existed throughout the provinces. (As the formation of public school boards took place, care of many of the handicapped children had become the responsibility of these school boards although extremely handicapped children still remained in the care of special institutions.) Some provinces required teachers of handicapped children to have completed minimal training requirements, but the general situation was that this teaching was being carried out by teachers untrained in those duties (Standards for Educators of Exceptional Children in Canada, 1971). The CELDIC Report of 1970 (Commission on Emotional and Learning Disorders in Children) concurred with these findings and considered changes in the education of teachers as essential since it encountered much criticism of the inadequacies of teacher training programmes for teachers of children with emotional and learning disorders. According to a report, "Standards for Educators of Exceptional Children in Canada, 1971", not only were conditions within the "special education" classrooms unsatisfactory, but also, the percentage of children receiving "special" education was far below that which was considered necessary. Large increases in the actual number of teachers for exceptional (handicapped) children were needed. The following Table illustrates the position of handicapped children in

Canada in 1968-69:³

TABLE I

Percentage of Students Receiving "Special" Education
in Each Province, 1968-69

	B.C.	Alta.	Sask.	Man.	Ont.
Enrolment:	489,596	401,587	257,564	221,329	1,121,150
Special Education Students:	4,831	4,595	4,184	7,490	68,789
Percentage:	1	1	2	3	6

	Que.	N.B.	N.S.	P.E.I.	Nfld.
Enrolment:	1,314,211	172,337	186,700	30,109	157,500
Special Education Students:	33,459	1,745	3,252	566	743
Percentage:	2.5	1	2	2	0.4

³ Most "special educators" agree that a minimum of 12% of students require special educational services. Some would place this figure as high as 15-20% (Haywood, Director of Special Education, Lakeshore School Board of Montreal, Personal interview, 1 May 1981).

Based upon a model used to calculate special education manpower in the USA by the United States Office of Education, Table II illustrates the number of additional teachers needed in Canada in 1970 for the handicapped:

TABLE II

Additional Teachers Needed for Handicapped Children, 1970.

<u>Handicap</u>	B.C.	Alta.	Sask.	Man.	Ont.	Que.
Deaf	24	22	0	1	1	132
Hard of Hearing	113	89	53	11	250	329
Visually Impaired	39	34	-	17	75	123
Crippled	148	99	79	57	310	376
Emotionally Disturbed	1199	975	634	538	2707	3186
Mental Retardation	382	283	230	2	713	338
Specific Learning Disabilities	338	277	184	129	667	395
Speech Handicap	<u>490</u>	<u>401</u>	<u>250</u>	<u>200</u>	<u>997</u>	<u>1314</u>
Total	2945	2356	1535	1030	5334	6768

<u>Handicap</u>	N.B.	N.S.	PEI	Nfld.	National Total
Deaf	4	10	1	18	202
Hard of Hearing	46	28	8	19	946
Visually Impaired	13	0	2	13	316
Crippled	55	34	9	38	1205
Emotionally Disturbed	431	463	75	392	10600
Mental Retardation	54	155	11	195	1648
Specific Learning Disabilities	123	131	20	113	2377
Speech Handicap	<u>75</u>	<u>82</u>	<u>13</u>	<u>69</u>	<u>1712</u>
Total	973	1066	169	1015	23191

(Standards for Educators of Exception Children, 1971).

As a result of these findings programmes were initiated at all levels in the field of education - from kindergarten to university. Specialist programmes became appealing to the academic needs of the handicapped and also to the desire of teachers regarding qualification in the selected specialist area. During the following several years, emphasis in education was placed on the special needs of various groups of children according to learning disability. Some authors such as John Holt, Herbert Kohl and James Herndon, provided radical critiques which claimed that "schools became places where children were coerced, controlled, sorted and categorized" (Hurn, 1978, p.5), although one could argue the schools continued as agents which maintained social order.

In recent years there has been a change in the attitude of educators regarding the treatment of handicapped children. Special programmes resulted in students becoming segregated according to ability until the late 1970s. A most recent trend has been towards an integration of these special programmes and the regular classroom environment. In other words, "mainstreaming" became the goal of education authorities across the country as they attempted to cater to the special needs of handicapped children within as normal a classroom environment as possible (see Figure 1, p. 7). Special classes were still provided, but only where necessary.

The philosophy behind such change is well described by J. Castor:

Providing the most appropriate education for each child in the least restrictive setting.

Looking at the educational needs of children instead of

clinical or diagnostic labels such as mentally handicapped, learning disabled, physically handicapped, hearing impaired, or gifted.

Looking for and creating alternatives that will help general educators serve children with learning or adjustment problems in the regular setting. Some approaches being used to achieve this are consulting teachers, methods and material specialists, itinerant teachers, and resource room teachers.

Uniting the skills of general education and special education so that all children may have equal educational opportunity. (Educational Leadership, 1977)

This concept of mainstreaming as a form of integration has been the general policy of education authorities throughout Canada in recent years; yet methods used vary according to needs of the various communities. As a result of this reform, integration of all children able to benefit from the regular school system of education has become the general goal across the country. The child no longer has to fit the system, but, rather, the system is required to organize itself in such a way that it suits the children of various abilities and limitations. Although this general policy has been implemented federally, many adapted variations have occurred from province to province since education falls under provincial jurisdiction. In order that a detailed explanation of a provincial programme be provided the Province of Quebec has been selected as a model for study. It should be noted that, within each province, school boards apply provincial decrees according to individual requirements; consequently, the Lakeshore School Board of Montreal has been selected as an example of the application of provincial policy-making at the

local level as it seeks to provide services suited to its situation regarding handicapped students.

The Education of the Handicapped in the Province of Quebec

In Quebec most of the ideas for reforms affecting the handicapped were initiated by the COPEX Report (The Education of Children with Learning and Adjustment Problems in Quebec) of the Superior Council of Education in its "Recommendations to the Ministry of Education" in May 1977. The resulting Plan d'Action was based on the philosophy that every person has the right to free public instruction according to his needs (The Charter of Personal Rights and Liberties, Quebec, June 27, 1975). As recently as 1975, then, the education of the handicapped had not fully become the responsibility of the school boards, and those handicapped who were receiving such public education were not always receiving the special services advocated by the Plan d'Action:

In 1961 scarcely a half-percent of the school population of the public sector in Quebec were benefitting from special resources. On the other hand, in 1977-78 appropriate services were offered to more than 38,000 pupils experiencing difficulties in school, or 3.1 percent of all students. Moreover, specific pedagogical measures were offered to more than 64,000 pupils presenting specific learning disabilities. Altogether 8.2 percent of pupils now benefit from particular pedagogical measures or supplementary teaching. (Government of Quebec Ministry of Education, Statement of Policy and Plan of Action, 1978).

Although the rights of education for the handicapped were guaranteed by the Plan d'Action, the recent introduction of Bill 9 on June 23, 1978, made

it not only the responsibility of local school boards to cater to their needs to the compulsory school-leaving age of sixteen, but to the age of twenty-one:

Every school board, regional school board and Protestant central board must establish and maintain in operation in their schools special classes or courses for children who are unable, by physical or mental deficiency, to avail themselves of the instruction given in the regular classes (Section 568).

Every school board must take the necessary measures to admit to the recognized and appropriate classes the needs of any handicapped person within the meaning of the Act to secure the handicapped in the exercise of their rights who need further general and vocational education to facilitate their school, vocational and social integration from the end of the school year in which they reach sixteen years of age until the end of the year in which they reach twenty-one years of age (Section 572).

In accordance with these conditions it is obvious that a variety of programmes are necessary to cater to the needs of students whose range of ability is from "gifted" to TMR (Trainable Mentally Retarded). These programmes include regular classroom environment for all students able to cope and special services for those who, because of handicap, are unable to participate in an environment which requires full integration within the classroom.

Although this position of school boards within the Province might appear to be a difficult one, there are several positive aspects: They are in total control of all non-institutionalized children; a variety of programmes can be developed internally to cater to the needs of children and provide opportunity to transfer students within the system. Furthermore, teachers situated under

one school board are more able to develop and maintain a certain "panoramic" perspective of the whole situation regarding "deviant" children within the school system. To present a clear picture of the role of the school boards and their responsibilities regarding the care and education of the handicapped the following case study is presented.

A Case Study

Special Education Programmes Available at the Lakeshore School Board, Montreal

The term "Special Education Facilities" is used to define and identify those facilities which provide, partially or completely, a more suitable educational opportunity for pupils than could be provided in regular classes within the school system (Heywood, 1981). The following programmes related to special education are included in the Lakeshore School Board's services:

- i Readiness Classes: This type of class is for children who have been in kindergarten for one year and are not ready for placement in Grade 1. Children placed in these classes will remain for one year only. The norm for these classes is fifteen pupils.

Readiness Classes contain children who, after testing by school personnel, are deemed to be unprepared for participation in the regular streaming due to a variety of problems including learning disabilities, behaviour difficulties

and emotional problems. Because of the low teacher-pupil ratio it is the goal of these classes to provide more individual attention to each child in the hope of developing performance which is compatible with that of the regular grade one students.

- ii "Free Flow": This facility is provided in elementary schools for pupils of above average, average and below average ability who are mildly below the normal educational achievement level (up to two grade levels in reading and/or mathematics). The Free Flow facility, if operated properly, should reduce the demand on Opportunity One and Two classes by providing preventive action before pupils are grossly below level educationally and, also, by providing, if necessary, an intermediate stage in the replacement of opportunity class pupils into regular classes. Groups of pupils taught by the Free Flow teacher should not exceed five at a time.

Through the use of the Free Flow situation, children with difficulties may receive more concentrated attention than in the regular classroom because of the reduction of the teacher-pupil ratio. Also, Free Flow teachers are able to attend to the various needs of the students because of training of a specialized nature which relates to the needs of the students. Students do not attend Free Flow classes on a full-time basis. Rather, they attend at

those times of day when additional help is needed in specific areas or when general classroom conditions fail to meet the needs of the students.

iii Type I and II Opportunity Classes: These classes are provided in elementary schools for pupils of dull normal, normal or above normal ability who are (a) educationally below level more than two grade levels in reading as measured by the Stanford Achievement Tests and confirmed as such by the teacher's observation, (b) identified as having a serious learning disability, and (c) deemed to have any other identifiable disability. The normal size of these classes is fifteen pupils who are partially integrated with regular students whenever practical.

Children attending these classes may be of a wide variety of abilities, behaviour and social background. Children with learning difficulties due to various problems are often placed with children who are, by measurement, below average intelligence. Children with behavioural problems are also located in this environment alongside the others. Due to the heterogeneity of the student population in these classes, potential for conditions unsuited for optimum learning may present itself. The partial integration available to the students is based upon the individual child's abilities, work habits and behaviour patterns. Type I classes are offered to students of the junior

grade levels and Type II to the older elementary school students.

- iv Individual Progress Classes: These are provided in elementary and high schools for pupils in the IQ range of 50-75. The norms for these classes are fifteen pupils in elementary schools and twelve in high schools.

Because of the low level of intelligence of the students in these classes there is little integration although some does occur. At the Lakeshore School Board the secondary level students attend Lindsay Place High School where they are placed in one of two classes according to their age. The lower age category -- those students aged thirteen to fifteen -- form the junior classes, and those students aged sixteen to eighteen presently form the senior level. (It should be noted that this senior age will be changed to cater to the legal requirements of Bill 9 in the near future. Bill 9 requires that care of these students be extended to the age of twenty-one). Integration is limited to practical subjects such as wood shop, auto-mechanics and physical education. On average students attend closed classes for two-thirds of the timetable and integrate for the remainder; but this is determined by each individual's needs and abilities (Heywood, 1981).

According to definition, these students are grouped as Educable Mentally Retarded (EMR) and, accordingly, the programme available to these students is

unlike that of the normal students of the school. Their programme is related to the development of experience necessary to participate in society. Under the direction of a work orientation animator, teachers provide information and training related to the needs and abilities of the students. These include proper behaviour, work habits, and information needed to participate in social affairs such as knowledge of transportation systems, use of the telephone and so on. As part of the programme, students are provided with some experience in the "work world" by being placed in positions with industries and businesses prepared to assist the school board's programme. This aspect of the programme functions on a voluntary basis and provides some financial remuneration which ranges from a token payment to minimum wage.

A difficulty encountered by the Lakeshore School Board due to the requirements of Bill 9 has been the development of a programme which would best suit the needs of these students until the age of twenty-one. Amongst the problems encountered is that of age compatibility of students in the programme and other members of the school's student population. Presently, the school board is developing a programme to cater to this situation at John Abbott CEGEP on the West Island of Montreal. It is anticipated that the students involved in the programme will benefit from an environment which consists of other students of similar ages. The programme to be offered will be similar to that already in practice (at Lindsay Place High School) but will include more advanced educational training; concentrating on academics and information on "work world" conditions.

- v Opportunity Type III Classes: Children who have an emotional handicap of such nature and severity that renders impractical the pupils' placement in any other type of educational facility are included in this programme. The norm for classes is eight pupils.

The emotional difficulties associated with the students in this category allow little opportunity for integration, and special educational services are necessary. These services follow much the same pattern as those of the preceding group but further individual attention is provided because of the lower teacher-student ratio. Integration is limited not only by level of intelligence displayed but also behavioural difficulties which make normal class participation restrictive.

- vi Opportunity IV Classes: These classes are provided for children with multiple and severe handicaps. For example, a serious intellectual deviation and/or physical disability associated with serious maladjustment and serious learning disabilities. The norm for these classes is six pupils.

The pattern for education and training for children in this category follows a similar form to the two preceding groups but even lower teacher-

student ratio is necessary because of the need for individual attention and other difficulties such as behaviour, health and safety. Nevertheless, attendance at the regular school location is the case and some integration does take place.

- vii Special Education School: The pupils attending this facility -- The John.F. Kennedy Memorial School -- are grossly retarded educationally; i.e. pupils reading at the grade three to six levels. They generally study one or more core subjects (language arts and mathematics) with a special education teacher in groups not to exceed eleven in number. They take optional subjects of a vocational nature where their retardation in reading and mathematics should not cause undue frustration and humiliation.

Children attending J. F. Kennedy Memorial School are of the twenty-five to fifty IQ. range which classifies them as Trainable Mentally Retarded (TMR). The following description of the school and its facilities was obtained in an interview with the school principal:

The J. F. Kennedy Memorial School is a bilingual school for trainable mentally retarded children aged 5-21 years. There are two locations; the main school for 5-18 year old students and the annex for young adults. Both facilities are operated jointly by the Lakeshore School Board and the Commission Scolaire Baldwin-Cartier.

Numerous services for the mentally retarded are provided under the auspices of the West Island Adaptation Services (W.I.A.S.) which sponsors programmes such as Infant Stimulation, Pre-school Nursery, Sheltered Workshops and Weekend Recreation Projects.

The Garry Taylor Centre, a residential-facility adjacent to the school, offers extended day care from Monday to Friday and respite care at the centre when space permits.

Summer camps, both day and residential, are also available through W.I.A.S. and the Garry Taylor Centre.

An admissions board screens all applicants using the following criteria: (a) At least five years of age, (b) Ambulatory, (c) Mature enough to follow the training programme, (d) Within the category of the trainable mentally retarded as determined by psychological assessment carried out by a psychologist in the Province of Quebec.

The goals of the school programme are to train the children in personal, social and occupational areas to enable them to function in society to the best of their abilities. The long term goal is to prepare the students for eventual placement in either of the two workshops sponsored by the W.I.A.S. or in some type of supervised employment.

Teachers' qualifications meet the requirements of the Quebec Ministry of Education for the teaching of exceptional children. Ancillary personnel includes a social worker, two speech therapists (English and French), a child care worker, two secretaries, a psychologist for assessment services and a nurse. Volunteers are used in several areas of the school programme such as swimming, home economics, music and folk dancing. College students from McGill, Concordia, University of Montreal and the University of Quebec are accepted as volunteers as part of their "field experience" in courses in Special Education. CEGEP students and pupils from several local high schools also provide volunteer time at the school.

One class from the school is located in a regular elementary school in the community (Christmas Park) and

such is the success of the programme that another similar class is soon to be introduced at a local high school (Beaconsfield). The present class is segregated, although some integration takes place using a "buddy system" with the normal children at the school.

The Annex was inaugurated in September, 1978 following the passage of Bill 9 which specified that school boards be held responsible for the education of exceptional students to the end of the school year in which they attain the age of 21. The programme was designed to facilitate the transition from school to sheltered workshop. The emphasis is placed on socially acceptable behaviour for the young adult, personal grooming and the development of fine motor skills and work tolerance. (Genevieve Michel, Principal, J. F. Kennedy Memorial School, Personal interview, May 14, 1981)

With reference to placement in any of the above programmes, pupils are placed in classes and programmes on the consensus of a committee, basically according to handicap, chronological age, ability and achievement levels in reading and mathematics (Heywood, 1981).

Often placements may appear anomalous, but it should be remembered that, in some cases, achievement level criteria have been given precedence over ability and that, in other cases, the characteristics of the pupil have been so atypical that the placement decision has been difficult. Wherever possible, pupils have been placed in a class in their home district which has reduced to a degree the quality of homogeneous grouping of pupils. It should be noted that no pupils are to be placed in, or removed from, special education classes without consultation with the Coordinator of Special Education and Student Life Services. (This excludes Readiness, Free Flow and Special Education School classes.)

The parents must be consulted by the principal or delegate and concur before any pupil is provided with the services of a special education programme. (Heywood, 1981).

These Special Education Programmes made available by the Lakeshore School Board are similar to others throughout the Province. They cater to a wide variety of children whose disabilities range from severe to mild. Emphasis is placed on mental handicaps rather than the physical, although there are services provided for the physically handicapped in some schools. Whenever possible handicapped children are catered to in the regular school environment and various forms of integration take place.

A most recent development at the Lakeshore School Board has been the introduction of "mainstreaming" services in which children with various forms of mild handicap are to be treated in regular classrooms in order that the labelling which occurs as a consequence of special classes is reduced, if not removed. These new services are at the introductory stage and general implementation has yet to be established. Difficulties to be overcome are numerous and varied, but the goal of optimum integration of all students is to be taken a stage further by implementation of mainstreaming.

In the field of education in the Province of Quebec the rights of the handicapped are guaranteed by law. It is clear that the main objective regarding the process is that of integration of all children. Since schooling is a

process through which all children must pass, all children are involved with this integration policy. From the age of five or six to the age of sixteen all children are compelled to attend programmes in which integration is complete and compulsory whenever the handicapped are able to participate. Only those children unable to do so as a consequence of gross handicap are exempt from these programmes which integrate all children whenever possible.

In addition, children who attend special classes on a part or full-time basis receive as the goal of their programmes training which prepares them for participation in society after school-leaving age. This preparation takes the form of behaviour training and proper work habits in many instances. Having left school, opportunities for application of such training shall now be considered, as the possibilities for employment available to the handicapped are explored.

Opportunities for Employment

Not too many years ago the physically handicapped, the mentally retarded and the emotionally disturbed were relegated to institutions and forgotten. Even today in the more developed countries of the world there persist two types of discrimination: The unwillingness to permit the disabled to engage in the entire range of possible jobs, and the refusal to grant them social interaction that could allow them to become integrated into the normal society. (Proceedings of the Seminar on the Employability of the Handicapped, November 1976, Toronto.)

The above statement describes those conditions of all provinces in Canada. This is not to say that some provisions are not made; but the care and treatment of the nation's disabled are left mainly in the hands of each province. Employment and vocational training lags behind most developed countries of the world, vis-a-vis the U.K. and U.S.A., and facilities provided generally take the form of sheltered workshops which are maintained by private and public grants (Directory of Workshops in Canada.)

According to the Directory of Sheltered Workshops in Canada there are in existence two hundred and eighty-seven workshops in Canada. Almost all of these depend upon manual assembly contracts obtained from industrial and other business concerns. Since contract prices are usually far below competitive prices, the wages offered are only nominal. Most organizations will not pay more than token salary since payment influences the value of the monthly welfare cheques of the handicapped.

TABLE III

Workshops in Canada Serving the Handicapped Listed According to Related Handicap.

Community and General (Drifters, bums, alcoholics, etc. . . .	61
Business Enterprises	5
Mentally Retarded	147
Blind	21
Physically Handicapped	14
Cerebral Palsied	2
Mentally Ill	32
Geriatric	3
Epileptic	1
Inmates	1

Since the situation regarding the payment of Welfare to the handicapped varies according to province the statement made in the preceding paragraph shall be clarified by presentation of a sample condition -- that of the Province of Quebec:

Quebec's welfare payment system leaves much to be desired regarding motivation of the disabled to work. A single male living alone receives \$232.00 per month. Any earned salary has to be declared and this sum is deducted from the monthly payment cheque. Consequently, any disabled person seeking employment has to deduct \$232.00 from his monthly salary before salary-earning becomes worthwhile. (N. Mathiesen, Chairman of Kay Industries, Personal interview, 5 May 1981.)

Due to this condition employment within the confines of sheltered workshops takes the form of either (a) providing the opportunity for the handicapped to participate in the "job" situation in order that a feeling of being a member of the work-force is generated, or (b) providing a situation in which handicapped people may socialize instead of remaining in the isolation of their individual circumstances. It must be emphasized that these conditions are related to employment within sheltered workshops, whose roles often go beyond these two internal circumstances.

Both the federal and provincial governments are involved with programmes which assist the handicapped with employment opportunities. Often these programmes are channelled through the sheltered workshops and, consequently, the workshops become stepping stones to employment in unsheltered positions. Unfortunately, not all workshops avail themselves of these governmental

services due to the nature of their clientele who may be severely handicapped or disinterested in full-time gainful employment, or because of the nature of the workshop itself. Before expanding on the services provided by the governments, a list of the sheltered workshops in the Province of Quebec is presented.

TABLE IV

Sheltered Workshops in the Province of Quebec

a) Community and General Workshops:

Knowlton:	Occupational Training unit. Brome County Family Services.	20-25 clients of various handicap. Industrial work.
Montreal:	Jewish Vocational Services. 5000 Buchan Street	55 clients daily. Various handicaps. Sub-contract work.
Montreal:	Maison Lucie Bruneau 2222 Laurier St. East.	50 clients of various handicaps. Invisible mending and weaving.
Montreal:	Les Disciples d'Emmaus Canadien 2562 rue Charland	33 clients, social handicaps (emotionally disturbed, alcoholics, drug addicts, transients)
Montreal:	The Constance Lethbridge Centre 7005 de Maisonneuve, West.	23 clients of various handicaps. Sub-contracts.
Montreal:	The Salvation Army Men's Social Service Centre 1620 Notre Dame St. West.	50 clients, socially handicapped
Shawinigan:	Atelier Protege de la Mauricie Inc. 4002 - 36th Ave.	24 clients of various handicap. 4 hours per day. Leather cutting, assembly work.
Sherbrooke:	Atelier Poly-Tec. 569 Wellington St. South	5-10 clients of various handicap. Upholstering and bookbinding.

continued on next page

TABLE IV (cont'd)

b) Business Enterprises Employing Handicapped Persons:

Montreal:	Unlimited Skills Inc. 601 Port-Royal West	65 employees of various disabilities. Packaging, electrical and mechanical bench work. Minimal handicaps.
Montreal:	Unlimited Skills Inc. 425 River St., Verdun	20 employees, as above.
Beaconsfield:	Lakeshore ARC. Occupational Training Unit.	16 clients per day. Furniture refinishing.
Hull:	Laurentian Adult Training Workshop for the Retarded	35 clients. Sub-contract work, handicrafts
Mont St. Hilaire:	Richelieu Valley ARC. 408 Laurier Blvd.	18 clients per day Sub-contract work, handicrafts.
Montreal:	Montreal ARC. Unit for Adult Training 2465 Bois Franc Ville St. Laurent	177 clients. Sub-contract work.
Quebec City:	Dunn Sheltered Workshop 850 Chemin St. Louis	30 clients. Sub-contract work.
St. Lambert:	Southshore Sheltered Workshop 250 St. Lawrence St.	20 clients Sub-contract work and handicrafts

c) Programmes for the Blind:

Montreal:	Canadian National Institute for the Blind Workshop 225 Laurier East	40 clients Sub-contract work
Quebec City:	C.N.I.B. Workshop 200 - 3rd St., Limoilou	15 clients per day Mops and basketry
Montreal:	Montreal Association for the Blind 7000 Sherbrooke St. West	27 clients Brooms, mops, brushes, chairs.
Montreal:	Association Canadienne-Française des Aveugles 6455 Ste. Andres.	42 clients Brooms and mops

continued on next page

TABLE IV (cont'd)

d) Miscellaneous:

Joliette:	Atelier Hospital St. Charles 1000 Ste. Anne Blvd.	300 Mental patients. Assembly work, packaging
L'Annonciation:	Hopital des Laurentides Industrial Workshop	350 Mental patients. Sub-contract work, furniture, cement blocks, playing cards.
Montreal:	C.A.P.E.Q. 10700 Secant, Ville d'Anjou	47 clients, mentally handicapped. Toys and furniture
Montreal:	Hopital St. Benoit Atelier St. Joseph 8050 Notre Dame St.	100 geriatrics per day Mainly therapeutic, packaging cartons.
Montreal:	Forward House 2240 Girouard Ave.	40 clients per day Rehabilitation for mental disturbance.
Montreal:	Hopital Mont Providence 7200 Gouin Blvd. W.	100 mental patients. Packaging, ball point pen assembly, rubber mats.
Montreal:	Institute Philippe Pinel 12333 Henri Bourassa E.	90 mental patients Packaging and Woodwork
Montreal:	Prison des femmes de Montreal 11000 Tanguay St.	50 inmates Occupational hairdressing and sewing
St. Anne de Bellevue:	Vetcraft Industries Poppy Division	23 clients per day
St. Hilaire	Foyer Savoy	Services epileptics. 145 clients Woodwork, painting, shoemaking.
Valleyfield:	Centre d'Entrainement Socio Professionnel du Centre Psycho-social de Valleyfield 300 rue Salaberry	55 mental patients and ex-patients Occupational therapy
Verdun:	Douglas Hospital 6875 LaSalle Blvd.	150 mental patients Therapeutic and diversional activities. Packaging and sewing, furniture, painting.
Verdun:	Industrial Rehabilitation Centre 3140 LaSalle Blvd.	34 clients per day Packaging

It is clear that many of these workshops cater to handicapped people who are in need of sheltered care on a permanent basis because of the nature of their handicaps. This type of workshop is a service centre of low productivity in which the handicapped may socialize while performing the "job". However, some may be thought of as stepping stones to employment in a non-sheltered job by providing proper work habits, skill training and socially acceptable behaviour patterns. One such workshop has been omitted from the above list since detailed attention to its programme shall be presented.

A Case Study of a Sheltered Workshop: Progressive Industries

Progressive Industries is located on 46th Avenue in Lachine. It employs seventy-five mildly handicapped adults who perform sub-contract work such as packaging, labelling and assembly of a variety of items. Whilst many workshops cater to the immediate needs of the handicapped by providing the opportunity to work within the confines of the sheltered situation, Progressive Industries' goals go far beyond. In addition to providing the "job" environment for its employees it concerns itself with the task of placing as many handicapped people as possible into the regular work force. This is accomplished through training programmes which cater to the potential of its employees, and a job placement programme which is supervised by a full-time job placement officer.

Employees displaying potential for employment in the regular work force, as a result of aptitude testing which is performed on a regular basis, are

provided with special training according to ability. This specific programme takes place in what is referred to as the "Work Training Unit" (Shuster, 1981). This unit's task is to develop the skills and behaviour patterns required for participation in unsheltered employment.

When this training programme is considered complete the job placement officer establishes contact with employers who are potentially able to employ the skills of the trainee. One major aspect of the placement officer's task is explanation of the various programmes of assistance available from the federal and provincial governments to the potential employee and how to apply for such assistance. In addition, the assurance of support services by the Progressive Industries' staff is guaranteed. Training and integration programmes are various, and these are outlined to the potential employer:

- i The establishment of a training site within the job situation in which the employee receives no salary and is trained for employment by an instructor from Progressive Industries until he or she is able to perform required tasks without supervision.
- ii Full-time employment with supervision on a part-time basis by an officer of Progressive Industries. The employer hires the employee and pays him or her a salary which is comparable to other employees performing similar jobs.

Many employers opt for the first of these schemes for the following reasons: a limited quantity of work, a lack of job vacancies but projections in the near future, or a desire to evaluate prior to making a firm commitment (Shuster, 1981).

In addition to these programmes initiated by Progressive Industries the availability of governmental programmes are:

- (i) Canada Manpower Industrial Training Programme: This federally funded employment programme provides an economic incentive for employers who hire handicapped workers. The government reimburses up to 85% of the worker's wages to the employer for a specific training period.⁴

⁴ An employer can be reimbursed as follows: (i) 85% of gross wages for the first 13 weeks, 50% for the next 26 weeks, 25% for the final 26 weeks. Additional funding up to \$5,000 may be available for restructuring work places or acquiring special equipment. The above reimbursement is available for employment of the handicapped. In addition, the following is available to employers hiring other disadvantaged persons: (ii) 85% of gross wages for the first 13 weeks, 50% of gross wages for the next 13 weeks and 25% of gross wages for the final 13 weeks.

Additional funding is available for protective clothing or equipment where necessary.

This federal wage subsidy programme introduced in June, 1981 is part of the Positive Action programme being supported by the governments of Canada to promote an awareness of the handicapped and the potential these people have to offer.

"Canadians must not overlook the value of human potential and the responsibility we all share in ensuring work opportunities for everyone." (Lloyd Axworthy, Minister of Employment and Immigration Canada). (Montreal Gazette, June 3, 1981.)

- ii The Employment Tax Credit Programme: Employers who participate in this federally funded programme are reimbursed monies from their federal income tax if they hire handicapped employees.
- iii Programme d'intégration des jeunes à l'emploi:
(This is a provincial employment programme in which employers are subsidized for hiring handicapped employees. It is similar to the federal Canada Manpower Industrial Training Programme.
- iv Sheltered Employment in Industry: This programme involves placing handicapped workers in industry accompanied by a qualified supervisor employed by the government. The salaries of the handicapped workers and their supervisor are paid for by the provincial government. The employer pays back to the government only the value of work being produced. This programme, sponsored by the "Office des personnes handicapées", is directed by the "Centre Travail Adaptation" whose task it is to integrate the handicapped by provision of on the job supervision. ("Industrial Job Placement Options", Progressive Industries, 1981.)

Summary

It is evident from this case study that a variety of programmes are available to employers of the handicapped and to sheltered workshops aiming to integrate the members of sheltered workshops in unsheltered employment.

Government programmes appear to cater to the mainstreaming of the handicapped by offering employers a variety of incentives for the hiring of handicapped people. Yet the handicapped are far from being an integral part of society's work force. There are, obviously, some limiting factors which have to be taken into account.

Within the Province of Quebec the rights of the handicapped were supposedly protected by the passing of Bill 9 -- An Act to secure the handicapped in the exercise of their rights -- on June 23, 1978. Its goal was to cater to the rights of the handicapped by providing access to various amenities such as transportation, communication and employment by the removal of physical barriers, the adaptation of machinery and financial incentive schemes for employers and hiring policies towards the handicapped:

This bill requires certain public transportation companies and telephone undertaking governed by the Regie des services publics to submit to the Ministre des communications or to the Ministre des transports, as the case may be, a developmental programme designed to ensure handicapped persons access to means of transportation and telephone services within a reasonable time. Moreover, every owner of an immoveable not subject to the Building Code will be required to submit to the approval of the Ministre du travail et de la main-d'oeuvre a developmental

programme designed to ensure within a period of five years, accessibility to his immovable for handicapped persons.

The Municipal Code, the City and Towns Act and the charters of certain municipalities are amended to provide that the construction, reconstruction or relocation of sidewalks must be done by municipal corporations as to facilitate access to them and their utilization by handicapped persons.

The Minimum Wage Act is amended to prevent the Commission du salaire minimum from imposing, on the employee whose physical and mental capacities are limited, working conditions other than those provided in its ordinances. (Bill 9, June 23, 1978, p.3).

In accordance with the Bill the Office des personnes handicapées du Québec may grant subsidies to an employer to enable him to adapt job openings to the capabilities of a handicapped person or to otherwise promote his employment, and every employer having fifty employees or more shall submit to the same office a plan designed to ensure the employment of handicapped persons within a reasonable delay (Bill 9, Chapter III, division iv).

These limiting factors not recognized by the various legislative actions may be related to the quality of services provided, or even the services themselves. They may, on the other hand, involve conditions which take a more general form which, despite all the incentive schemes offered, limit motivation and desirability on the part of the vast majority of society's members -- the able bodied -- to integrate the handicapped.

The following chapter, then, shall deal with these issues regarding the handicapped. Those conditions which impose limitations on the handicapped regarding their peripheral role as societal members shall be discussed and, the possible alternatives to the present system will be considered. The intent is to consider the various limitations and possibilities for alternative or augmentative approaches to the mainstreaming of the handicapped.

CHAPTER IV

LIMITS AND POSSIBILITIES OF INTEGRATION OF THE HANDICAPPED

It is evident from the preceding chapters that regional or national ideologies influence the treatment of the handicapped. These ideologies vary and consequently, similar conditions which come to exist are dealt with in somewhat different ways in various parts of the world. Studies of such conditions tend to become iconographic in nature because of the ethnocentricity of the nature of man (Gottman, 1951). This is to say that perceived ideological conditions are relative to the origin of perception. Therefore, it is difficult not to make comparative statements based upon perceived merits of other systems in relationship to one's own. Keeping this in mind, this chapter deals with the conditions of schooling and employment of the handicapped according to those circumstances in which they occur. The treatment of the handicapped in Great Britain, the United States and Canada are over-viewed with regard to the limits and possibilities of each social system. These limits and possibilities are related specifically to each area of the world and its way of life, and any perceived advantages of conditions in any specific country may only be advantageous to another if they transcend the circumstances of varying ideology concerning such matters.

As stated previously, in Great Britain the handicapped are treated as

special cases from a very early age and treatment is provided accordingly. Although the schooling policy is one of integration, this occurs alongside additional services whenever required. These services are not restricted to schooling; instead, they continue into the work situation in a variety of ways. One important aspect of these services takes the form of compulsory participation of the handicapped in the mainstream of society both in the school and employment situations. This is achieved in school by mainstreaming and in employment by a variety of services, most important of which must be a quota system imposed upon employers which guarantees a small ratio of handicapped personnel in all businesses of twenty or more employees. However, as is the case of schooling where the handicapped have to be certified as such to receive special services, so it is with the adult handicapped who must register themselves on the Disabled Persons list and be certified as such in order to become involved in the quota system.

Labelling of the handicapped and the consequential provision of special services in the fields of education and employment are the cornerstones of the programmes available. The handicapped are seen as such and are treated accordingly throughout their lives by a variety of programmes which allow for the integration of the handicapped and the able-bodied.

The programmes are not without their problems. For example, in employment, although the unemployment rate for the handicapped is comparatively low, many are hired to perform tasks which the able-bodied prefer not to perform and

become peripheral employees and are treated accordingly. In addition, it is not uncommon for employers with a minimal handicap which does not influence his or her capacity to function normally to be coerced into registering with the Disabled programme to maintain employment by permitting the employer to fill the desired quota (B. Miller, District Health and Welfare Officer, Swansea, Wales, personal correspondence, April 1981).

Notwithstanding these situations, the overall prevailing programmes in Great Britain provide ample opportunities for the integration of the handicapped and the able-bodied in a variety of circumstances. Integration is also facilitated by the fact that, as in the case of educational services, many industries are nationalised and policies may be centrally organized to cater to the needs of large numbers of people in a variety of employments without consideration of the rights of private ownership.

In the United States compulsory integration of normal and handicapped persons occurs only during the schooling process when various services are provided for this condition. It should be reiterated that not all children are integrated; but those who are able to take part in the education system as members of regular schools despite their handicaps are encouraged to do so, and non-handicapped children are compelled to accept them.

With regard to employment no such forced integration takes place. Employers are encouraged to employ the handicapped through a variety of pro-

grammes and are compelled to cater to the needs of the handicapped by provision of access, adaption of machinery and other related services; but the only compulsory condition of hiring practice relates to that of discrimination. Many of the public services have integrated the handicapped to a degree, but since these are organizations run by federal, state or local governments, such programmes may be established without effecting the concept of free enterprise predominant as part of the American lifestyle. This is not to say that private businesses do not involve themselves with the hiring of the handicapped; but, rather, that such policies are established according to individual company policy in addition to the various social service agencies caring for the welfare of the handicapped and public opinion. One such company which has taken upon itself to cater to the employment needs of the handicapped is duPont. The following report by Joe Wolfe of the Blind Organization of Ontario with Self-help Tactics (BOOST) is based on a report by the California Governor's Committee for Employment of the Handicapped:

E. I. duPont de Nemours and Company is America's sixteenth largest employer. More than 111,000 people wake up each morning -- or evening -- and report for work at the corporation's installations throughout the country.

For duPont, hiring mistakes are costly, just as they are for any other employer, large or small. At the company's headquarters in Wilmington, Del., a small corps of highly trained statistical specialists aid the firm in establishing policies that make good sense in what is quickly becoming known as "The Great American Manpower Search".

According to James H. Sears, coordinator of industry education activities for duPont, the company's research into the performance of disabled employees has convinced the country's largest chemical firm that handicapped persons are both a

safe and a good bet for any employer. Sears offers statistical proof of that conclusion in an effort to help dispel the long-entrenched myths to the contrary among businessmen.

duPont's conclusions relating to the value of hiring the handicapped were based upon a recently completed study which examined the job performance, safety record and attendance of 1,452 company employees whose physical condition might prevent them from doing what non-impaired workers can do. The statistical investigation followed the guidelines of a similar study made in 1958 among a sample of more than 1,000 duPont employees. The latest effort, according to Sears, took eight months to complete. The subjects came from all corners of duPont's vast industrial operation. Handicapped employees are engaged in a wide range of occupations at duPont. Craftsmen comprise the largest segment with 562; professional, technical and managerial are next with 334; followed by operators at 233; and office and clerical workers at 224. The remainder is divided between service workers at 83 and laborers at 16.

The nature of the handicap is divided into nine categories for the study, ranging from non-paralytic orthopedic, the largest group with 415 employees, to total blindness, the smallest group with 5. Other categories include: Heart disease, 380; vision impaired, 277; amputees, 163; paralyzes, 106; epilepsy, 56; hearing impairment, 43; and total deafness, 14. Some employees have more than one handicap.

"The best way to examine the findings" said Sears, "is to first examine the current myths in the business marketplace surrounding the hiring of disabled persons."

Sears said many employers believe the following to be true:

- (a) Insurance rates will rocket.
- (b) Considerable expense will be involved in making the necessary adjustments at the place of work.
- (c) Safety records will be jeopardized.
- (d) Special privileges will have to be granted.
- (e) Other employees may not accept the handicapped.

The duPont executive said, "Every one of these reasons for not considering the handicapped person is not only a myth - but has been proven through experience to hold no semblance of fact whatsoever."

In the area of job stability or turnover, 93% of the handicapped workers rated average or better than the group at large, based upon the findings of an earlier survey. Attendance records of disabled workers showed that 79% rated average or better than the total duPont work force.

"duPont's experience supports the belief that the utilization of the abilities of the handicapped is good business," says Sears.
 ("The Third Eye", February 27, p.12).

Although this report expresses the attitude of a large corporation it does not represent the national trend which fails in general to cater to the needs of the handicapped whose high rate of unemployment is similar to that of Canada.

Canada's policies regarding the handicapped are similar to those of the United States. Incentives to hire the handicapped have already been described, but the measure of success of these programmes -- the unemployment rate of the handicapped -- is poor (Nikias, 1979, p.3). Within the Province of Quebec the passing of Bill 9 provided for the equal rights of the handicapped by the removal of all discriminatory barriers. Services which promote the hiring of the handicapped are provided in the form of, for example, sheltered workshop training centres and grants, but no compulsory conditions regarding employment are imposed upon employers.

Taking the policies of all three countries into account, the main difference of policy exists at the level of employment. Whereas all countries support the policy of integration during schooling, only one -- Great Britain -- maintains the same regarding employment. Here the opportunities available to the handicapped are greater, but the limits imposed on the able-bodied, especially employers, are considerable.

Regarding employment in most general terms, we are dealing with an aspect of perceived public rights; those of all members of society. Included are employers and their rights to hire without discrimination according to their needs; employees and their rights regarding employment without discrimination; and the unemployed -- included in which is the vast majority of members of the handicapped -- and their rights to participate in a lifestyle for which they have been supposedly trained by the compulsory schooling process. (This functional approach to schooling includes not only subject matter but learned habits and behaviour patterns: Hurn, 1978, p.61).

The rights of the employers of sizeable businesses in Great Britain are somewhat curtailed by the imposition of quota systems regarding the hiring of the handicapped. This direct control by legislation, however, guarantees the rights of the handicapped to participate in the job market. In the United States and Canada these rights regarding employment are provided to the able-bodied but are denied to the handicapped to a great degree. It seems that, although supporting the development of integration at schooling by legislation,

similar conditions for continuation of the same are merely provided for by the development of supportive services, individually developed company policies and public attitude.

It would appear that, with regard to schooling, integration policies which take similar forms in all three countries differ in form. On the one hand the British policy caters to the needs of the handicapped by treating them as such within the confines of regular school -- and continuing this policy through the work force; on the other hand, the United States and Canada advocate policies which cater to the needs of the handicapped by provision of special services within regular schools whose goal it is to "normalize" the various handicap conditions so that the able-bodied members of society develop an empathy towards the handicapped. The handicapped can presumably come to feel part of the mainstream of society. On the one hand, then, integration is being attempted and on the other, assimilation. This is made clearer by the fact that failure of the handicapped and able-bodied to become assimilated has been blamed on schooling conditions (Armstrong, 1980, p.5). From the case study of the Lakeshore School Board it may be noted that emphasis on additional mainstreaming being promoted suggests that not enough is being done towards this end in order that all children are prepared for conditions to be experienced in adult life, part of which is employment opportunity. If the solution to the plight of the handicapped were this simple all the problems they, and the rest of society, face would be over. If the notion that, with sufficient integration during the schooling process, social conditions related to the

handicapped would be changed for the better were the case the equal rights of all members of society could be assured. Unfortunately this is not the case. Granted, public attitude may change and, consequently, legislated programmes to cater to the changing attitudes may be introduced; but there are other forces to be considered.

Conditions which limit the integration of the handicapped in the work force

- i , Public attitude: One of the greatest barriers to the employment potential of the handicapped is that of public attitude, especially on the part of employers who feel that the hiring of handicapped personnel may (a) affect other able-bodied workers who may not desire to work alongside a handicapped employee, (b) reduce productivity, (c) develop an undesired image for the company, and (d) create difficulties regarding the firing of a handicapped person unable to function on the job (Conley, 1965, pp. 15 & 126).
- ii Lack of opportunity: This condition relates to the present-day situation of high general unemployment caused by prevailing economic conditions in many parts of the world. Employers are often finding it difficult to keep present employees without lay-offs, let alone afford to hire employees who may be unable

to match required productivity rates (Shuster, 1981).

iii The disability factor: The handicapped are, by description, handicapped by mental or physical incapacities. To claim that they are able to participate in the work force as normal employees is, on many occasions, misleading. There are cases in which people with minimal handicaps are able to function as a normal worker but, generally, levels of handicap forbid this. Consequently, opportunities are restricted by the nature of the handicap (Shuster, 1981).

iv Legislative processes: These processes vary according to national ideologies and have been dealt with above.

Enlightenment through schooling may influence public attitude and, consequently, legislative processes. Another limiting condition -- that of economic stagnation -- may change as socio-economic situations change. But the one limiting factor is that of actual disability. This circumstance is the only hurdle which cannot be mounted by changing conditions related to members of society. To suffer from any disability results in a handicapped condition with regard to other normal beings, and this condition -- the one unchangeable

limiting factor -- has to be considered as the major negative influence on the integration or assimilation process. To change public attitude, present opportunities for employment and to legislate changes in the treatment of the handicapped all go to reduce the barriers which prevent the handicapped from becoming an integral part of society, but the handicapped must be acknowledged as such; that is, persons who are members of society but who are limited by some form of disability which handicaps normal integration and participation.

If the handicapped are seen to be members of society with equal rights, and if the nature of the various handicaps are incurable, then all possible avenues for allowing these people to participate in all societal affairs must be considered. Presently in Canada equal rights are offered, and programmes and legislation which protect this situation have been implemented; but these conditions have been shown to be failures, especially in the case of employment. Clearly not all avenues have been explored.

Possibilities related to the integration of the handicapped, with emphasis on the Canadian situation

- i Schooling: It is only too easy to claim that integration of all children will result in an integrated society. This concept is far from new, and attempts to provide integrational conditions in the hope that results would show this to be the case have been recorded on numerous occasions

over the years. One such account may be cited regarding such a programme attempted by the Cleveland Public School system in 1918:

About fourteen of the most serious cases of imbecility....were gathered together and a superior, conscientious teacher placed in charge. The good folks responsible for this inauguration were united in their belief that the pupils would soon become as normal children, once they were taught properly. The teacher heroically attacked the problem, but before the close of the school year, all were aware that their experiment was doomed to failure. At the close of the term, the class was disbanded - the imbeciles returned to their homes, probably not much the worse for this "schooling", but the poor teacher suffered a mental collapse which necessitated a sojourn at our Capitor State Hospital. (Hewett, 1974, p.46).

Humorous as this account may seem, relationships and comparisons to the present-day situation should be kept in mind when dealing with mainstreaming policies. Programmes of this nature involve special circumstances relating to the care and attention of all children involved, both handicapped and normal. "The integration of the handicapped is best achieved by improving the quality of the care in order to build confidence, self-sufficiency and feelings of worth and strength" (Report: The Present Situation and Trends of Research in

the Field of Special Education, 1973). The mere integration of normal and handicapped people in the hope of assimilation is not enough. Assimilation cannot be the case since, as stated above, actual handicap cannot be influenced. Instead, the programme of integration should involve special services and conditions which are conducive to the fulfilment of the needs of the normal and handicapped participants. Conditions related to such a programme are expressed by L. F. Neal in "It's People that Matter":

Our schools will have to become places where human beings are valued for their humanity and not just as best for their intelligence. (McLean, ed., p.5).

Many educators suggest that this integration process should commence even earlier than school age. In "A Rationale for the Integration of Handicapped and Non-Handicapped Preschool Children", Diane Bricker claims:

The systematic and careful integration of handicapped and non-handicapped preschool children is one potentially useful alternative to the current education practice of segregating disabled children of pre-school age into isolated programmes. (Guralnick, ed., 1978, p.3).

The vast majority of educators support the concept of mainstreaming. In Canada it is widely supported from coast to coast both federally and provincially by education authorities⁵ and organizations of handicapped people⁶.

⁵ See "Special Education in Canada", September, 1980 of Bibliographies in Education, Canadian Teachers' Federation.

⁶ The recommendations of BOOST (Blind Organization of Ontario with Self-help Tactics) exemplify this situation. (Bonnie Armstrong, secretary of BOOST, August, 1980).

However, care should be taken regarding the structure of such programmes. Integration through mainstreaming will not occur if it involves merely the wholesale return of all exceptional children in special classes to regular classes. Neither will it occur if children with special needs remain in regular classes without the support services they need. Rather, mainstreaming and integration involves the following:

- (a) Providing the most appropriate education for each child in the least restrictive setting.
- (b) Looking at the educational needs of children instead of clinical or diagnostic labels such as mentally handicapped, learning disabled, physically handicapped, hearing impaired, or gifted.
- (c) Looking for and creating alternatives that will help general educators serve children with learning or adjustment problems in the regular setting. Some approaches being used to help achieve this are consulting teachers, methods and materials specialists, itinerant teachers, and resource-room teachers.
- (d) Uniting the skills of general education and special education so that all children have equal educational opportunity.

(M. Rauth, A Guide to Understanding the Education for all Handicapped Children Act, pp. 1-12, 1980).

Despite all the recommendations proposed in the field of education regarding integration there is little emphasis placed on the function of such programmes with regard to the general function of education through schooling. Innumerable educators advocate mainstreaming; but it appears that this mainstreaming is utilized merely for the purpose of providing opportunities for all

within the actual field of education. Little is mentioned with regard to those potential consequences which should occur outside the field -- namely employment -- as a result of mainstreaming. If education is regarded as the process by which individuals become educated because it is a desirable personal goal, then educational programmes may be considered independent of external circumstances; but this is far from the case in general. Public education has a function above and beyond that of self-fulfillment, and this function is related to the practical requirements of society. Many of these requirements are related to the "job" situation and its personnel.

This aspect of education has not received much attention, and present conditions in the realm of employment fail to concur with the much advocated programmes of full integration in education. Consequently, handicapped children leaving school are confronted with conditions which are alien to them. Throughout their lives they have been compelled to attend institutions which support fullest possible integration, accompanied by special programmes and other considerations; but upon graduation they find themselves considerably removed from such conditions by the variation of policy regarding the handicapped in employment. This variation, according to unemployment figures regarding the handicapped in comparison to those of able-bodied, supports programmes which may aid the handicapped in their search for employment but, in the case of North America, do little else. It is clear that changes in the field of employment have to be implemented if those goals initiated through the schooling process are to become part of a broader yet similar programme which

integrates all aspects of society. If these required changes are unable to be made then the function of mainstreaming should be reconsidered at the schooling process in order that more suitable -- segregational -- programmes be developed to prepare the handicapped to those realities to be expected during their adult lives.

- ii Employment: The mere provision of opportunity for participation by services which are supportive of non-discriminatory conditions are insufficient as they stand since many other influences come to bear on the plight of the handicapped which make such programmes insufficient. To overcome such conditions during schooling a range of variety of services are provided to assure optimum integration of all students, since handicapped students are accepted as individuals with various individual needs. Programmes are established which match the needs of the handicapped and the process of integration. Similar provisions should be provided for adult handicapped people seeking employment. The present condition of non-discrimination by provision of equal opportunity should, perhaps, be reconsidered and, as in the case of schooling, additional services should be introduced which would more realistically

suit the needs of the handicapped in their search for employment. The following alternatives to the present programmes in Canada may be considered:

- (a) Quota systems: Although the British programme has been reported, quota systems are used in other countries, including Austria, Italy, France and Germany. One criticism of the system is that it labels the handicapped and the required registration of the disabled is considered to be stigmatizing (Mikias, 1979). This criticism is valid since all people with any handicap would have to receive special treatment. However, since this labelling is already the case, at least the reality of the situation would be acknowledged publicly.

A more realistic criticism would be that of infringement on the rights of employers, since, required preferential treatment for the handicapped discriminates against his rights and those of able-bodied employees.

On the other hand a quota system would guarantee employment opportunities for the handicapped and may, at the same time, play a major role in awakening the social consciousness of society, especially employers, to their responsibilities to employ the handicapped (Ibid., p.11).

- (b) A partial quota system: This would involve a quota system being implemented within the federal and provincial public services, and even nationalized companies such as PetroCan, Air Canada and Canadian National, and also provincial owned concerns such as Hydro-Quebec. This would not involve private enterprise but would develop a public awareness and possible a degree of pressure on all businesses. Such a programme would match those federal and provincial goals in education with regard to education programmes involving the handicapped. In addition, this partial quota system may be expanded to include firms doing business with the federal and provincial governments. (Special Commons committee on the disabled: Report, Ottawa, Feb. 16, 1981).

Large firms should be required to hire handicapped people if they want to continue doing business with the federal government. The Committee concluded that unemployment was the single most distressing factor facing the disabled Canadians who want to work.

Its chairman, David Smith, a liberal member of Parliament for Toronto's Don Valley East, said that unemployment rates among the disabled are about sixty percent, whereas some European countries have been able to reduce that to fifteen percent with quota systems.

The Committee shied away from quotas, but said that firms doing business with Ottawa should be required to have "affirmative action" programmes for the handicapped. They should be mandatory for firms with a hundred or more employees who bid for government contracts of \$20,000 and up. (Montreal Gazette, February 17, 1981)

The above statement by David Smith is contradictory in that, on the one hand he acknowledges the present conditions surrounding the handicapped and employment; on the other hand he suggests the potential of a quota system as a solution to the problem. He then returns to "affirmative action" programmes as the best solution within Canada without realizing that such programmes are already in effect and that the problems facing the handicapped continue to exist.

Smith's statement leads to a third possible programme related to the handicapped and employment - that of incentive schemes.

- (c) The development of incentive schemes: Such programmes are already in effect but public awareness, especially on the parts of employers,

is limited through lack of publicity of the schemes (R. Tucker, International Tax Advisor, Bank of Montreal, personal interview, 7 May 1981). Although much has been done to rectify this matter in recent months, by the federal government and its announcement of available wage subsidy programmes for the employment disadvantaged, the scheme has not been effective to date. (Montreal Gazette, June 3, p.2).

One limitation of such incentive schemes at present is the reduction of assistance over time. It is assumed that, with training, handicapped personnel will require fewer special services and considerations. This is often not the case since, as pointed out earlier, many handicaps are permanent in nature and afflicted people should receive similar permanent considerations.

- (d) Sheltered workshops: As is the case against sheltered, or segregated, educational facilities, this type of employment should only be made available to those handicapped adults whose services are essential. Instead, sheltered training centres which provide

facilities for the handicapped to receive temporary training for gainful employment under unsheltered conditions with some form of support if necessary should be increased.

Whereas the sheltered workshop project BIDS (Business Industrial Development Strategies) is not demonstrating a commitment to the elimination of exploitive wages as indicated by negative feedback from COPOH affiliates; and

Whereas COPOH conferences have consistently, and publicly, condemned all forms of wage exploitation of handicapped workers such as sheltered workshops on the basis of this being a denial of human rights to the handicapped; and

Whereas project BIDS is to present its recommendations in the very near future;

Therefore be it resolved that COPOH be ready to act forcefully if the BIDS recommendations are in contradiction to the vital interest of handicapped workers.

(Resolution on Employment from the Conference on the Parameters of Rehabilitation -- COPOH -- May, 1980).

The above resolution supports the concept of training centres since not only are the handicapped denied access to gainful employment and participation in the mainstream of societal affairs, but are often exploited regarding paid salary. The situation in Quebec has already been outlined in Chapter III regarding the earned salary in relationship to welfare payments by the government.

Such training centres may be associated with such programmes described in incentive schemes.

- (e) Special opportunity for employment in unsheltered industry: Such programmes have been attempted in various parts of the world, including Quebec. The best way to describe this possibility would be to outline two such programmes; one which continues to operate successfully in Australia, and one which has failed in Montreal. It must be understood that the prime goal of both these concerns was the provision of employment opportunity for handicapped people with disabilities ranging from mild to severe. This employment was to be in open industry in competition with all other companies for contracts.

Centre Industries, Sydney, Australia

In 1945 a family by the name of McLeod decided to attempt to provide a future for handicapped spastic children. At this time nothing was being done in Australia for the Cerebral Palsied. With the aid of some parents they opened a centre for spastics. The building was borrowed and transportation consisted of two borrowed cars. By the end of the year forty children were attending the school. In 1947 they managed to add a medical and treatment

building, in 1950 a small property was purchased as a children's hostel, and in 1955 another was built at Allambie Heights. During the late 1950s it became increasingly evident that while the centre was beginning to cope with the educational and medical needs of the spastics, it offered nothing beyond the age of school-leaving in the way of vocational training or employment. As a result it was decided to purchase a workshop at Allambie Heights:

The board purchased the Relay Division of Pope Electronics and moved all inventory to Allambie Heights. In that first year their sales were approximately \$400,000 and they employed eighty able-bodied and thirty-five cerebral palsied workers. By 1972 the company had expanded from its original workshop of 14,000 sq.ft. to one of 150,000 sq.ft. which employed eight hundred and seventy workers, including two hundred cerebral palsied, seventy other disabled and six hundred able-bodied employees. They had budgeted sales of \$5,000,000 and a net profit after all rehabilitation costs of \$165,000.

Of the employees, the cerebral palsied consist of 45% in wheelchairs, 80% with defective speech, 30% with defective hearing and 40% who require assistance with feeding and toilet care. The philosophy of the industry is: If we concentrate on what they can do, what they cannot do becomes irrelevant.

The objectives of the plant were outlined in 1964:

To provide effective paid employment for the whole range of the cerebral palsied, including heavily handicapped children and those in the lower IQ range.

To do this without continued segregation from normal people.

To use normal industrial facilities for training and apply standard production engineering techniques supported by those of the medical therapist.

To provide the necessary incentives by means of a pay packet and direct competition with able-bodied workers in the same work situation.

Use the established standards of competitive commercial manufacturing in cost control and measurement of efficiency of the trainee.

: To make the whole undertaking profitable in order to finance its own future development.

The average salary of the disabled employees is far from good but the lack of financial reward is more than made up by the opportunity for the handicapped to participate fully in the work force to the best of their abilities.

The survival of Centre Industries is dependent upon its ability to be as efficient as any industrial undertaking. Contracts are won by competitive tendering in which the only considerations must be quality, price and delivery. The disabled work the same hours as the able-bodied and are paid at the same piece-work rates. The plant is set up in such a way that, to maintain the present productivity, it would have to replace every handicapped person with an able-bodied individual; that is to say, each disabled person is providing the same labour as would an able-bodied worker in that specific task.

The main product is a relay set for Automatic Telephone Exchanges, manufactured for the Post Master General. Other products include relay sets for remote control generating stations, traffic signal systems, teleprinters and broadcast amplifiers. In addition, micro-wave equipment for General Telephone and electronics and diodes for General Electric Limited are manufactured. (Report on Central Industries: N. Mathieson, 1980).

Based on this report a similar project was initiated by several board members of the Mackay School for Crippled Children. The newly founded company -- Kay Industries -- established its objectives in 1973. They were:

- Training the disabled to work to their capacity.
 - Offering them as wide a range of employment as possible.
 - Providing the necessary incentives for pay, challenge and competition with the able-bodied, that are so much a part of normal living.
 - Providing this in an unsegregated competitive industrial environment with all the demands and rewards that accompany normal existence.
 - Placing those who desire it in outside employment.
 - Ensuring the organization's future development through profitable operation.
 - Developing a comprehensive programme for rehabilitation, continuing education, research and, ultimately, accommodation to support the handicapped.
 - Assisting, educating and influencing government, industry, and commerce in matters pertaining to rehabilitation and employment of the handicapped.
- (Prospectus for Kay Industries, 1973)

During the following few years the company grew until it catered to the employment of seventy handicapped and about a hundred and fifty able-bodied employees.

In 1978 Bill 9 was passed by the Assemblée Nationale du Québec -- An Act to secure the handicapped in the exercise of their rights. This Act, in addition to other things, guaranteed the right of the handicapped to minimum wage payment if gainfully employed. Since Kay Industries had structured their system around piece-work payment to all employees according to productivity the company, having appealed to the Provincial Government for special consideration, was forced into the position of having to lay-off those handicapped employees whose productivity was so low that the financial security of the company was being threatened. Presently, the company has been forced to reduce its number of handicapped to six (Mathieson, 1981).

The above reports exemplify conditions which could be adopted to cater to the needs of the handicapped. These conditions would have to receive some shelter treatment because of the influence of Bill 9 on general employment of the handicapped in the Province of Quebec.

- (f) Social pressure by unions representing the handicapped: There are many such groups in Canada -- COPOH; the Disabled Consumer Movement; BOOST; the Manitoba League of the Physically Disabled; the Alberta Committee and Handicapped Communications Society et al. -- whose common goal involves the fullest integration of the handicapped in the affairs of the country.

Although this type of development does not have direct influence on employment opportunity for the handicapped it does create an awareness on the part of the general public of conditions which surround them but have not been considered because of lack of knowledge (or interest). This leads to the last possibility, that of general public enlightenment.

(g) Public enlightenment: Of all the programme possibilities suggested none are as important as this last with regard to employment. Since all members of our society are compelled to attend school, those policies regarding integration which are imposed directly affect all concerned. But, in the case of employment, similar integration fails to occur because of a variety of factors; including attitudes towards work, fear of involvement, and, most important, lack of understanding of the plight of handicapped members of society.

We live in a visual world -- a world in which advertising is becoming more and more important as products vie for our minds and dollars.... In this milieu we are taught that the appearance and packaging of a product are at least as important as the substance inside the box....

Unfortunately, when we are conditioned to evaluate products by their appearance we soon begin to transfer this to

people with whom we come into contact. We begin to judge people by their appearances, and we forget to deal with people based on what is inside of them.... We sometimes miss a splendid person because we are turned off by his or her appearance.

This kind of thinking hurts the handicapped person the most, for many of us do not come in attractive packages....

The negative perception of the handicapped lead to their being treated as unsirables, in need of segregated care and treatment.
(Rae, Musgrave and Yale, 1981, p.44).

Without an empathy for the handicapped members of our society there are restrictions imposed upon all possible solutions to their situation, and this empathy cannot be achieved without enlightenment regarding their aspirations, needs, and demands.

How this comes about is another thing. Perhaps it shall result from gradual social change brought on by changing attitudes based upon such developments as "The International Year of the Disabled" or people such as Terry Fox. On the other hand, perhaps it shall come about through legislation regarding conditions of employment as has been the case in other parts of the world.

The number of possibilities relating to the integration of the handicapped are as endless as one's imagination. The above possibilities have been deemed viable within the Canadian context having interviewed several individuals directly involved with the issue⁷.

⁷ See bibliography.

CHAPTER V

CONCLUSIONS

Some conditions which limit the integration of the handicapped are closely aligned to possible solutions. For example, public attitude may be seen as a limiting factor or a possible solution to the plight of the handicapped. But considering the situation of the handicapped in Quebec and the rest of Canada at present, this condition is detrimental to the integration of the handicapped after school leaving age. However, should this condition change through gradual enlightenment then, naturally, it would no longer be considered in the same way.

The limits and possibilities of integration of the handicapped have been related to two aspects of social life -- schooling and employment. The influence of the schooling process has made little impact on the conditions to which the handicapped are exposed after completing the process. The various programmes developed to provide opportunity for optimum mainstreaming may have validity; but only within the confines of the school environment. If the function of such programmes is to prepare all participants for a similar way of life outside these confines then, in Quebec and the rest of Canada, it has failed to date. The flow from school to employment fails to carry along the conditions of integration imposed during the schooling process unless, as is the case in countries such as Great Britain, legislative action in the form of,

say, quota systems, is imposed (A report: Selfhelp and Government Commitment -- A call to Action, from the Project "Developing Alternative Service Models" by J. Rae, A. Musgrave and M. Yale, 1981, p. 230)⁸.

The level of integration at the school level has been deemed insufficient; additional mainstreaming needs to be considered. Programmes related to this concept are being introduced across the country; for example, at the Lakeshore School Board of Montreal. If this is not the case, then the limits and possibilities are related to the second aspect of social life discussed, that of employment.

Whilst the schooling process in Quebec and the rest of Canada makes the integration of all children mandatory whenever possible, the same conditions are not continued in the field of employment where the handicapped are protected by such antidiscriminatory laws, as Bill 9 in Quebec, but are not guaranteed the same integratory treatment available during schooling. In Canada the handicapped are subject to the independent policies of employers and the provision

⁸ The British publication "Developing Employment and Training Services for the Disabled People: An M.S.C. Programme" indicates that the unemployment rate for registered disabled people is about 14% as compared to 6.3% for the population as a whole, yet the British are deeply concerned over this rate (p. 23). (Although these unemployment rates vary according to the state of the economy, it is the relativity of the rates between the handicapped and non-handicapped that is to be observed).

of incentive schemes by national and provincial governments.. These schemes have met with very limited success.

"Vision Canada (Chapter 5) reveals that 25% of blind employable-aged persons work at all. These figures are substantiated by C.N.I.B.'s submission to the former minister of Manpower and Immigration, the Honorable Robert Andras (December 19, 1975) which reveals that, as of December 31, 1974, blind Canadians of working age, 16-64, registered with C.N.I.B. numbered 13,011 of whom only 3,141 (24.1%) were working part-time or full-time....

An article entitled "Handicapped in the Work Place" by Suzanne Morrison (Business Journal Outlook, 1979, pp. 21-30) indicates that of 45,000 paraplegics in Canada, 90% are unemployed. (Selfhelp and Government Commitment: A Call to Action, 1981, p.212).

It is evident that integration of the handicapped in Canada takes place only where legislative processes make it mandatory; i.e., within schooling processes. Here handicapped children are not only provided with the opportunity to participate in the mainstream programmes of education; they are provided with special services which cater to their specific needs. In other words, handicapped children, although variously handicapped, are seen to be different and services are provided to cater to these differences. Such services come under one central programme -- Special Education. The handicapped are seen to be a special group which is provided with special services. Evidently, similar action is necessary if the handicapped are to be integrated in the field of employment, and the solution to their plight regarding opportunity for employment should follow similar patterns to other minority groups. Equal opportunity

programmes are far from sufficient to cater to their needs, and incentive schemes offered employers leave too much to chance with regard to present-day attitudes towards the handicapped in Canada.

The Handicapped: A Minority Group

During the last two decades in North America awareness of the rights of a variety of "minority" groups has come to the fore. Dispossessed, disadvantaged and neglected groups have spoken out and demanded rights previously withheld or ignored. Recent changes of attitude and treatment of these groups did not come about by natural awakening of social consciousness. Rather, these changes came about as a consequence of pressures imposed by the demands of the various minority groups as they sought equal rights. Often, as in the case of Blacks in the United States, these equal rights were improved by federally implemented programmes which tried to effect equal opportunity and created conditions that provided members of these groups with advantageous conditions which accelerated integration. These programmes included busing policies which created integration at the school level and quota systems which created opportunities for employment. In recent years similar programmes have been requested by some handicapped groups who were able to perceive their treatment as unjust and unequal within the norms of society.

In the mid-1970s four significant self-help groups came into existence in Canada. In British Columbia, the Association of Concerned Handicapped began research and lobbying on a broad spectrum of issues. Second, Regroupement

des Aveugles et Ambliopes de Québec was formed. Third, in Winnipeg several blind persons organized the Manitoba Federation for the Visually Handicapped which has worked extensively with the Manitoba League of the Physically Handicapped and the national Coalition of Provincial Organizations of the Handicapped (C.O.P.O.H.) organized in 1977. Fourth, in Ontario the Blind Organization of Ontario with Self-help Tactics (B.O.O.S.T.) emerged in 1975. (Self-help and Government Commitment: A Call to Action, p.35).

For the past year, especially, BOOST has worked increasingly with other handicapped groups and individuals, including the United Handicapped Groups of Ontario and the Coalition of Provincial Organizations of the Handicapped. BOOST always encouraged membership by non-blind handicapped persons and has always tried to work cooperatively on cross-disability issues, showing that the problems and concerns of the blind are similar to those of other handicapped persons. Other disabled people have also struggled for freedom from the restrictive sheltering of agencies and acceptance as human beings equal within society. BOOST has always attempted to stimulate and stress coalitions and unified approaches to problem-solving. (Ibid. p.41).

These self-help groups came about as a consequence of the frustration and anguish of handicapped people across Canada who feel that, like other minority groups, insufficient attention is being given to their "rights" as members of Canadian society. Despite the programmes offered by the governments of Canada, the handicapped are prepared to accept nothing short of full integration within society. Taking into account the very lengthy list of recommendations by BOOST which claims to share the concerns and desires of other handicapped groups the following procedures should be considered as alternative

action towards the handicapped in the Province of Quebec.⁹

Integration of the Handicapped in Québec (The author's recommendations):

- (a) The continuation of integration programmes within the school system from the earliest age. Whenever possible handicapped children should remain within the normal classroom environment and appropriate services should be provided. These may be provided by special training of all teachers, augmentation of services provided by "special education" personnel, and the encouragement of volunteer services related to each school's community.
- (b) The introduction of job placement services by all school boards whose task it would be to develop present programmes by communicating with public and private employers regarding job placement for handicapped graduating students.

⁹ Included in the Report from the project "Developing Alternative Service Models", Self-help and Government Commitment: A Call to Action, a list of several hundred recommendations are provided which, according to Rae, Musgrave and Yale, would assist the integration of handicapped people in Canadian society and remove the stigma of frustration and helplessness experienced by such people.

(c) The introduction of a partial (or full) quota system which would guarantee employment for all handicapped people able to participate in the work force. This may be accomplished on a partial basis by such organizations as found in the public service sector of the labour force, or, on a full basis, by all public and enterprises. (If a quota system is considered too radical a scheme, then policies regarding the hiring of the handicapped in the government agencies -- as is the case in the USA -- should be developed.¹⁰ Although no quota system is implemented, publications related to hiring practices provide detailed information regarding treatment of the handicapped and the various types of handicapped personnel employed).

¹⁰ Information regarding this situation may be obtained from:
 (i) Handbook of Selective Placement of Persons with Physical and Mental Handicaps in Federal Civil Service Employment.
 (ii) Employment of Handicapped Individuals in the Federal Government.
 (iii) Statistical Profile of Handicapped Federal Civilian Employees.
 United States Office of Personnel Management, Washington, D.C.

- (d) The continuation of sheltered workshops which should emphasize training programmes which prepare the handicapped for employment. Only in those cases where the handicapped are so limited that they are unable to join the workforce should these workshops be utilized on a long term basis.
- (e) Payment of minimum wage to all handicapped employees. This may be accomplished through a subsidization scheme to employers. Subsidies would be paid according to the productivity of variously handicapped workers in comparison to the considered norm. Present schemes are of a temporary nature and provide incentives to employers for training of handicapped personnel. They fail to consider the fact that, often, handicapped people are permanently so, and they are unable to match required productivity rates even after special training.
- (f) The continuation of all clauses of Bill 9 which cater to the needs of the handicapped in the Province of Quebec. Included are the removal of
- 5

all physical barriers in public places and in the working place, and the adaptation of machinery where necessary to permit operation by the handicapped.

In the Province of Quebec, which reflects those circumstances of the whole of Canada, ample encouragement is provided for equality of treatment of the handicapped. However, encouragement has shown itself to be insufficient regarding guaranteed opportunity for full participation in society. It is evident that the present approach is limited regarding the provision of services which would assure the handicapped of their rightful place in society.

Handicapped people are members of our society. They form a minority group despite the wide range of types of disabilities. They are acknowledged as such a group during the schooling process and by legislative processes. In addition, they have come to see themselves as a minority group whose rights have been determined by non-handicapped majority groups in the fields of schooling, employment and politics. If the handicapped are to become integral members of society, then it is not the handicapped who have to change since they cannot because of the nature of their conditions. Rather our society has to change to provide full membership potential to all, and this change has to consider the recommendations of the minority group; in this case, the handicapped.

The disabled members of our society see public attitudes and feeling as their biggest handicap ("The Third Eye", February 27, 1981, p. 9). Although many opportunities have been provided for the disabled to participate as integral members of society, these opportunities have shown themselves to be insufficient. These provided opportunities impose the limitations experienced by the handicapped. Possibilities for future developments related to the treatment of the handicapped have to include those recommendations forwarded by this minority group which advocates the claim that unless the structural aspects of the problem are reorganized to permit membership of handicapped people into the mainstream of society, then public enlightenment will never take place.

The integration through mainstreaming policies introduced in recent years in school systems in great Britain, the United States and Canada have been seen to be acceptable conditions within the field of education. However, little carry-over value has been observed in the field of employment in North America. The value of mainstreaming in Great Britain is supported by similar policies in employment wherein quota systems are used. The British public has been compelled by law to accept the handicapped as full members with special rights in all aspects of societal affairs. In North America this forced integration has not been the case after school-leaving age. Instead the handicapped have been provided with opportunities to become integral members of society, and society at large has been encouraged to include all handicapped members in its various facets. But as has been the case with other minority groups, opportunity and encouragement has been seen to be insufficient to the needs of

the handicapped.

It is this author's claim that policies initiated during the school process should be continued through legislative process in the "job" situation. Only then will the programmes related to the preparation of children for adult activities by the schooling process bear fruit for all.

It may be stated that over time mainstreaming programmes will be sufficient to enlighten and change public attitude regarding the handicapped and that services introduced to date (especially in recent years) are sufficient. However, the beneficial consequences of mainstreaming are not guaranteed, nor is the actual programme itself. But since it is being introduced within school systems, similar programmes should be developed in the field of employment to cater to the expectant needs of school graduates involved with mainstreaming to enhance its success. It may be unfortunate that the present state of the economy may make such programmes impractical.

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