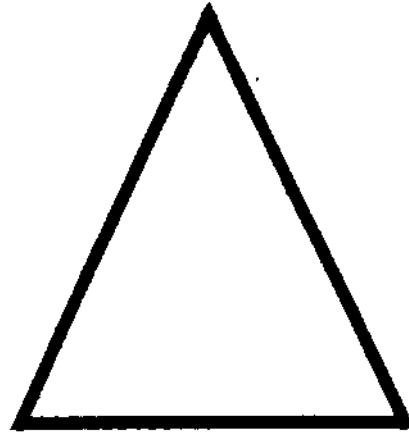


A sworn LOOK

A PROGRESS REPORT ON
FEDERAL EMPLOYMENT OF
THE MENTALLY RETARDED



United States Civil Service Commission
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A SECOND LOOK

A Progress Report on Federal Employment of The Mentally Retarded

Our previous report - FOR ALL TO SEE - on employment of the mentally retarded in the Federal service covered the first full year's experience through December 1964. It documented initial success, some problems, and an encouraging future.

This report - A SECOND LOOK - updating FOR ALL TO SEE, covers cumulative program experience through May 1967. It supports the prediction that the excellent start would gain momentum and that more and better appointments would result as agency understanding of the program grew, as placement practices improved, and as retarded employees proved their worth on the job.

Although emphasis has continued to be on quality placements rather than on numbers, the total employed under the program by Federal agencies has increased phenomenally. From a total of 361 on December 31, 1964 as reported in FOR ALL TO SEE, placements spiraled to a cumulative total of 3241 by June 1, 1967. An impressive 79% of all appointees were still on duty. Their job performance continued to exceed expectations.

AS VIEWED BY THE INDIVIDUAL

The program has had dramatic impact on the individuals employed and on their families; one boy's Federal job held his family together and off the relief rolls during a sudden and severe illness of his father; another has been released from an institution because of demonstrated success in adjusting to the workaday world; still another boy was able for the first time to spend money for clothes. No measure can be placed on such results as these.

The stories of K. and E. and S. are multiplied many times over:

- K., one of six children, spent four years in special education classes in high school. He

was never able to find employment until the Veterans Administration hired him through this program. His salary helped the family to weather the sudden and severe illness of his stepfather, which would otherwise have required his older brother to drop out of college. K. has performed exceptionally well on the job, an achievement that is all the more remarkable in view of the fact that in addition to being retarded, he suffers a degree of spastic paralysis.

- E, aged 29, spent 12 years in a State school for retardates. In addition to his retardation he had a congenital heart defect which required major corrective surgery. He left the school in 1958 and except for 8 months in 1961 was never employed. An orphan, he was on public assistance and receiving \$1,872 per year. Through the efforts of the State Vocational Rehabilitation Department, the Regional Office of the Civil Service Commission, and the General Services Administration, E. was hired as a custodial laborer and assigned to cleaning an area that had formerly been the responsibility of two employees. His supervisor reports, "I wish I had a dozen like him." The only difference the agency finds between E.'s care of the area and the care it received from the previous two-man team is that while they were able to mop the floor every other day, E. now mops it every day.
- S., had managed to eke out a bare living as a bus boy in a dairy company's employee cafeteria prior to being employed by the Post Office Department. His meager pay only stretched far enough to cover room and board; there was none left for other necessities. Compounding his problem was the fact that his only relative in the city, a sister employed as a policewoman, would have nothing to do with him. After he received his first paycheck as a Government employee the young man bought new work clothes. He was so proud and pleased with these new clothes that he came to the Postmaster to show off his new attire. A simple, homely incident but it reflects in a small way what the mentally retarded program is all about.

VIEWED BY DEPARTMENTS

Supervisors have come to have a better appreciation of the abilities of the retarded, and agency heads and personnel people have found a new recruiting source for jobs previously difficult to fill.

Several departments significantly increased their placements. The agencies having the largest number employed changed several times with the Post Office (626 hires). General Services Administration (424 hires). Treasury Department (372 hires), Department of the Army (363 hires) and Veterans Administration (325 hires) occupying the top 5 spots on June 1, 1967. Four of these leaders were among the top 5 two and one half years earlier. The new-comer was the General Services Administration which climbed from 8th place with 15 hires to 2nd place with 424 hires.

Efforts on the part of agencies to involve their field installations have accounted for much progress. At the end of the first year the ratio between field and Washington D.C. area placements was 55% - 45%. Two and a half years later, on June 1, 1967, field placements accounted for 75% of the total. (Table 1)

Outside of the District of Columbia Metropolitan Area, the State of California (271) leads all others in referrals and certification of retardates appointed to Federal jobs. Illinois (239) follows close behind along with Missouri (189), New York (187), and Texas (175). At the end of the first year the five leading states outside of the Washington D.C. area were New York (39), Washington (22), California (17), Pennsylvania (13), and Illinois (10). Within the Metropolitan area of the District of Columbia, the District has certified the Most (486) followed by Maryland (296), and Virginia (111). (Table 2)

VIEWED BY PERFORMANCE

While most of the jobs to which retardates have been appointed continue (as is expected) to be in the same lower level, relatively routine occupations as in 1964, the list of job classifications filled by retardates grew from 40 to 64. Most appointments were made to laborer, clerk, substitute mail handler, and messenger positions. A few placements, however, have been made to such

positions as buoy maintenance helper, radio repairer helper, engineering aid, currency examiner, and photocopy operator. (Table 3)

Particularly gratifying to all concerned is the fact that the vast majority of the placements, 93%, have been successful ones. Only 7% of all retardates appointed have been separated for inability to meet performance standards or to make the necessary social adjustments. Their cumulative separation rate of 21% over a 3 year period for all causes is a very small percentage when compared to the normal turnover rate for the same job classifications filled by normal population. (Table 4) Their performance on the job has generally been very satisfactory. Fifty-four retardates have received outstanding or excellent ratings, 42 have been promoted, and on-the-job success of only 18 was still in doubt at the time of the most recent agency annual report. The agencies tell us———

About Their Successful Employees

- Miss E. L. was appointed as an Office Machine Operator, GS-1, by an agency in Washington, D.C. in March 1964, one of the first appointees under the program. One year later she was given an outstanding performance rating and was granted a cash award of \$200 for sustained superior performance under the Incentive Awards Program. The agency now reports that she is being considered for a second outstanding performance rating and sustained superior performance cash award. Making copies on a Xerox 914 Machine, she averages about 850 copies a day, freeing several GS-6 secretaries of this chore; she also distributes mail within the office, provides messenger service, and very capably answers the telephone when alone in the file room. She works tirelessly and conscientiously, has a most pleasant and cooperative disposition, has never missed a day of work, and is always on time.
- Mr. W. C. C. has made tremendous personal progress since he was hired. When first employed, he was a shy, retiring person who would hardly respond to a direct question; he is still quiet, but he knows his work thoroughly; is quick to respond to unusual work demands; is courteous, dependable, and "one of the best employees" in his classification in the Division. He has been promoted to Clerk, GS-2, and has received a sustained superior service award. Because of the great progress he has made, this young man was one of the subjects chosen by D.C. Rehabilitation Office for its training film on employment of the mentally retarded.
- Mr. L. S. C., a GS-2 Messenger, is an excellent worker, adapts easily, has a very good attitude. He has progressed so well that he now works in the file room and is going to be promoted to a higher grade.
- Mr. A. D. M. is a Stock Handler, W-4. His performance and conduct are satisfactory in all respects; his initiative, industriousness, attendance and reliability are outstanding. In many ways, his work is superior to that of other employees.
- Miss E. M. B., a GS-1 Clerk, was the first retardate appointed in Texas. The appointment was originally made for one year beginning July 27, 1964, but because of her excellent performance the appointment has been extended without time limit. She does simple filing and office machine operations, relieving higher-paid employees of those tasks. She has performed so well that her coworkers doubt that she is mentally retarded.
- Mr. R. W. is a Mail and File Clerk, GS-1. His efficiency is fully on the level expected of a regular employee. His dependability, attitude and eagerness to please appears to be above that of the average employee. He has been very well accepted by the entire staff and is now being trained to perform additional duties.
- Mr. T. B. began as a GS-1 Messenger and has been promoted to Mail Clerk, GS-2. He is an excellent employee, extremely willing, capable, and eager to learn.
- Miss M. E. M. was appointed to stamp, manually, advices of shipment of Government securities. Her supervisors soon found that she was capable of more varied duties and she was promoted to GS-2. The promotion was not a

change to a different line of work but a gradual assumption of more responsible work over a period of several months under considerate and understanding supervision. She is currently performing very satisfactorily in the higher grade.

- Mr. G. L. B. and Mr. J. A. R. were the first two retardates appointed in Oklahoma, and also the first appointed by the Air Force to work at an Air Force Base. Both were appointed to Stock Clerk, W-2, positions on April 20, 1964. They are still employed, have been commended on monthly commissary reports for errorless work, and are considered highly satisfactory workers.

And About Those Who Haven't Done So Well

All appointees, of course, have not been able to do so well, and agencies have honestly reported the not-so-successful experiences:

- Mr. T. W. F., a Mail Clerk, GS-2, is exceptionally neat, courteous, pleasant and well liked by his supervisor and coworkers. He is willing to learn and is conscientious about his assignment. However, he tends to be forgetful and requires supervision because of his occasional inability to concentrate on his assigned tasks.
- Mr. E. A. B. was originally appointed as File Clerk, GS-2. However, he could not meet production standards and so was changed to Messenger, GS-1, with the concurrence of his counselor. His present performance as messenger is average.
- Miss J. R., a GS-1 Card Punch Operator, is having trouble with her job. The quality of her work has regressed to the point where her performance is totally unsatisfactory. Additional assistance from her counselor is being sought, in the hope that her problems can be resolved.
- Mr. R. L. R. is a WA-1 Food Service Worker who is neat, pleasant, likeable, and makes every effort to perform competently. In a smaller, less hectic environment he probably could perform satisfactorily. In his present

situation, however, he is unable to compensate for rush periods when large volumes of work must be accomplished quickly, and his lack of coordination and inability to retain work simplification methods causes delays and actual work stoppages in the kitchen area. He will be retained only until his counselor is able to find more suitable employment for him.

- Mr. C. was appointed as a Janitor, WB-2. A 28-year old unmarried man, he had never been away from his home environment, a farming community in Oklahoma, and had held only repetitious, heavy-labor type positions. Although his Section Chief worked hard to train him, he was still unable, after four weeks, to fully comprehend directions for doing his tasks and continuous repeating of these directions was required day after day. Mr. C could not remember from one day to the next how to do his job——such as mopping the floor or running the buffer after waxing. He and his counselor have now agreed to seek a type of work that Mr. C. can perform more successfully.

VIEW OF PROBLEMS

Problems that existed during the first year of the program have been greatly reduced. However, misconceptions about mental retardation held by agencies, department heads, supervisors and employees remain a barrier. Much effort has been made to educate all of those working with the program, but the effort must be maintained and increased if the mentally retarded are to be fully utilized.

Attitudes of security officials in isolated instances continue to prevent placements in some agencies. A way must be found to convince security offices that there is little, if any, relationship between the level of retardation of those being certified to Federal agencies and the ability to know right from wrong. Each mentally retarded individual needs to be evaluated on the basis of his own merit and the nature of the position for which he is being considered. The head of each agency which is not participating in the program or is participating only minimally, should encourage reevaluation of his security branch's attitude toward this situation.

One disturbing development is the lack of continued interest on the part of some agencies which, as soon as initial placements were accomplished, appeared to lose enthusiasm for the program. Seventeen of the 38 participating agencies have made fewer than 10 appointments and while this record may be optimum for some, it clearly is not for others. Reaffirmation by responsible agency heads of concern for full utilization of this neglected segment of our population, would do much to stimulate broader participation in the program.

Many geographic areas continue to report a lack of qualified retardates for the jobs that are available. Eleven of the 50 States which have referred retardates appointed under the program have made fewer than 10 successful referrals. This condition should improve as more training facilities become available under the Vocational Rehabilitation Act Amendments of 1965 and more localities develop their training programs for retarded young adults. The special efforts being made to train retardates for jobs which exist in Federal installations are most encouraging.

The highly individualized placement service which this program demands is a problem that remains with us and with all others concerned. However, the time spent by vocational rehabilitation counselors in making placements of mentally retarded persons has often led to the placement of physically handicapped clients in other positions. Personnel people report that although the program is time consuming, it has improved their understanding and appreciation of problems inherent in their employment procedures.

Such problems are of continuing concern, but none seems insurmountable when the results finally attained are so positive.

SIDE VIEWS

Our report would not be complete without mention of a few causes and effects;

- The Commission, basing its action on the success of the program to date, has extended to September 30, 1968 the special authority for appointment of retardates [Schedule A 213.3102(t)]. Many agencies view this action as further indorsement of the program and have increased their placement activity.

- Much of the success achieved thus far can be attributed to the cooperative efforts of agency coordinators, representatives of State Offices of Vocational Rehabilitation and other public and private organizations concerned with employment of the mentally retarded. Training programs for coordinators for placement of the handicapped conducted by Civil Service Regional Offices throughout the country and emphasizing employment of the mentally retarded have been very effective in overcoming misconceptions concerning the capabilities of the retarded and in stimulating placements. Another important factor in the cooperative effort has been the involvement of Federal Executive Boards and Associations.

- One of the innovations experimented with during the second year, with mixed results, was use of profiles of available and trained retardates prepared by the Vocational Rehabilitation counselors at our request and distributed to the agency coordinators for the placement of the handicapped. The experiment did not demonstrate that the profiles had sufficient value to justify their use as standard procedure, but certain areas that did find them helpful are continuing to use them.

- The Federal experience has served as a model for employment of the retarded in the private sector. Programs developed under the Manpower Development Training Act with private industry have followed certification and referral procedures similar to those established by the Civil Service Commission for the Federal service.

- Several State merit systems have also followed the Federal example and have made special provisions for employment of retardates to further expand their employment horizons.

- An in-depth evaluation of the nationwide program for Federal employment of the mentally retarded is expected to get underway in the summer of 1967. It will be conducted by the District of Columbia Division of Vocational Rehabilitation under sponsorship of a Vocational Rehabilitation Administration grant. The DCDVR's interest in a follow-up study of this

FEDERAL EMPLOYMENT OF THE MENTALLY
RETARDED

BY AGENCY

Of the 41 Federal agencies which have made written agreements with the Commission to employ qualified mental retardates under a special appointing authority [Schedule A, Section 213.3102(t)] 38 have actually made appointments as shown below. Appointments through May 1967 total 3,241.

Agency	D.C. Area	Field	Total
Agency for International Development	2	0	2
Agriculture, Department of	41	59	100
Air Force, Department of the	8	267	275
Army, Department of	47	316	363
Budget, Bureau of the	2	0	2
Civil Service Commission, United States	14	21	35
Commerce, Department of	73	4	77
Defense Atomic Support Agency			
Defense, Office of the Secretary of	0	1	1
Defense Supply Agency	4	33	37
Federal Aviation Agency	21	21	42
Federal Communications Commission	3	0	3
Federal Deposit Insurance Corporation	2	0	2
Federal Home Loan Bank Board	2	0	2
Federal Mediation and Conciliation Service	3	0	3
Federal Power Commission	7	0	7
Federal Trade Commission	11	0	11
General Accounting Office, United States	2	0	2
General Services Administration	63	361	424
Government Printing Office, United States	4	1	5
Health, Education, and Welfare, Department of	41	50	191
Housing and Urban Development, Department of	31	9	40
Interior, Department of the	8	21	29
Intl. Boundary & Water Comm., U.S. & Mexico			
Interstate Commerce Commission	7	0	7
Justice, Department of	30	0	30
Labor, Department of	19	0	19
National Aeronautics and Space Administration	3	7	10

(Table continued on next page)

scope was stimulated by the experience they gained during the past two and one half years in conducting a VRA research demonstration project designed to explore implementation of the program in the Metropolitan Washington area. It is expected that the evaluation of the nationwide program will be of great value in determining a continuing policy on Federal employment of the mentally retarded.

A VIEW AHEAD

The Commission views with encouragement and satisfaction the possibilities that lie ahead. Though problems remain, there must also be solutions. With the Continuing support and cooperation of the Executive Branch of the Government, these solutions will be found.

Our optimism is based in part on the effects of the "tight" labor market and the "changeover" program in the armed forces. Shortages of trained manpower are already causing employers to consider previously underutilized sources and to search for ways of reengineering jobs so that less broadly skilled employees can perform them. Both steps should enhance appointment opportunities for the retarded, especially if reengineering can open up to retardates some of the jobs being restructured and converted from military to civilian status.

Our optimism is further supported by the growing appreciation of the worth of the mentally retarded as employees especially on the part of supervisors who have had actual on-the-job experience with them. The initial reaction of surprise at their ability to perform successfully as reported in "For All To See" has been reinforced during the second and third years as more and more qualified retardates have taken, and successfully held, their place in the Federal workforce in a wider variety of jobs.

Table 2

Agency	D,C, Area	Field	Total
National Labor Relations Board	1	0	1
National Science Foundation	0	0	0
Navy, Department of the Office of Economic Opportunity	63	92	155
Post Office Department	12	0	12
Renegotiation Board	6	620	626
Securities and Exchange Commission	0	0	0
Small Business Administration		1	
Smithsonian Institution	1	2	3
State, Department of	11	0	11
Treasury, Department of the United States Information Agency	2	0	2
Veterans Administration	153	219	372
	8	0	8
	15	310	325
TOTAL:	824(25.4%)	2417(74.6%)	3241

FEDERAL EMPLOYMENT OF THE MENTALLY
RETARDED

BY STATE

State Offices of Vocational Rehabilitation refer, certify the qualifications and competence of, and counsel (when necessary) the retardates who are employed in the Federal service. Fifty of the States have referred and certified the 3241 retardates appointed through May 1967 as shown below:

State	Number
Alabama	39
Alaska	9
Arizona	19
Arkansas	11
California	271
Colorado	29
Connecticut	15
Delaware	10
District of Columbia	486
Florida	42
Georgia	115
Hawaii	3
Idaho	3
Illinois	239
Indiana	28
Iowa	13
Kansas	32
Kentucky	33
Louisiana	54
Maine	3
Maryland	296
Massachusetts	44
Michigan	80
Minnesota	34
Mississippi	11
Missouri	189
Montana	10
Nebraska	11
Nevada	8
New Hampshire	1
New Jersey	54
New Mexico	35
New York	187
North Carolina	36
North Dakota	2
Ohio	55
Oklahoma	89
Oregon	36
Pennsylvania	145
Rhode Island	6
South Carolina	21
South Dakota	6

(Table continued on next page)

Tennessee.....	17
Texas.....	175
Utah.....	35
Virginia.....	111
Washington.....	50
West Virginia.....	5
Wisconsin.....	35
Wyoming.....	3
TOTAL:	3241

FEDERAL EMPLOYMENT OF THE MENTALLY
RETARDED

BY TYPE OF JOB

Retardates have been appointed to 64 different types of jobs in the Federal service, in the numbers shown below:

Job Title	Number
Animal Caretaker.....	3
Bindery Worker.....	3
Building Maintenance Worker.....	54
Buoy Maintenance Helper.....	2
Card Punch Operator.....	20
Carpenter.....	1
Carpenter Helper.....	2
Cartographic Aid.....	3
Charman.....	2
Clerk.....	358
Clerk, File.....	112
Clerk (Money Counter).....	2
Clerk (Numbering).....	2
Clerk-Receptionist.....	1
Clerk-Typist.....	57
Cook.....	1
Currency Examiner.....	1
Dishwater.....	4
Elevator Operator.....	6
Engineering Aid.....	5
Farm Laborer.....	7
Food Service Worker.....	117
Forest Worker.....	9
Furniture Repairman's Helper.....	2
Garageman.....	1
Groceryman.....	2
Ground Maintenance Worker.....	8
Housekeeping Aid.....	59
Janitor.....	180
Laboratory Worker.....	22
Laborer.....	765
Laundry Marker.....	3
Laundry Worker.....	165
Library Assistant.....	3
Mail Clerk.....	112
Mail Clerk (Motor Veh, Opr.).....	1
Mail and File Clerk.....	21
Mail Handler.....	100
Medical Technician.....	3
Mess Attendant.....	162
Messenger.....	204
Nursery Worker.....	3
Office Machine Operator.....	117
Paint Worker.....	1
Photocopy Operator.....	7
Photographic Processing Aid.....	5
Physical Science Aid.....	4

(Table continued on next page)

Job Title	Number
Porter	9
Press Cleaner	8
Presser (Flatwork)	8
Printing Plant Worker	13
Publications Supply Clerk	9
Radio Repairer Helper	1
Sales Store Worker	12
Small Arms Repairer Helper	3
Stock Clerk	37
Substitute Mail Handler	352
Supply Clerk	14
Telephone Operator	1
Vehicle Maintenance Worker	4
Ward Attendant	9
Warehouseman	14
Washman	14
Washman's Helper	11
TOTAL: 3241	

Table 4

FEDERAL EMPLOYMENT OF THE MENTALLY
RETARDED

SEPARATION BY CAUSE

(January 1964 through May 1967)

Cause for Separation	1964 & 1966 - May		Total	Percent
	1965	1967		
1. Unsatisfactory	65	165	230	7.1%
2. Temporary Appointment	71	75	146	4.5%
3. To Accept Another Position	18	47	65	2.0%
4. No Reason Given	10	51	61	1.9%
5. Illness	12	40	52	1.6%
6. Moved from area	6	26	32	1.0%
7. Military Service	3	23	26	0.8%
8. To Seek Other Employment	7	12	19	0.6%
9. Returned to school	7	12	19	0.6%
10. Private Industry	3	10	13	0.4%
11. Transportation Problem	1	6	7	0.2%
12. Career Appointment	0	7	7	0.2%
13. Death	2	1	3	0.1%
TOTAL:	205	475	680	21.0%