

COMMISSION ON THE PROBLEMS OF MENTALLY RETARDED, HANDICAPPED
AND GIFTED CHILDREN

October 14, 1959

The meeting of the Commission on the Problems of Mentally Retarded, Handicapped and Gifted Children was called to order by the Chairman, Curtis B. Warnke, on Wednesday, October 14th, 1959, in Room 113 of the State Capitol at 10:30 A.M.

Roll was called and a quorum present as follows:

SENATORS

Fay George Child
Walter J. Franz
Karl F. Gritter
Stanley W. Holmquist
Clifford Uebelberg

REPRESENTATIVES

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

Guests Present: Dr. Cameron, Director, Division of Medical Services; Frances Coakley, Supervisor of the section on mentally deficiency or epileptic, Department of Welfare; Dr. Maynard C. Reynolds; Mr. Mason R. Boudrye; Mr. James Geary; Mr. August Gehrke; Mr. Jerry Walsh; and Mrs. M. G. Piper and Mrs. Dale Burcheote of the League of Women Voters.

It was moved by Mr. Anderson and seconded by Senator Franz that the minutes of the previous meeting stand approved as written. Motion carried.

DR. CAMERON, Director, Division of Medical Services. Mr. Chairman and Members of the Committee, I received a letter inviting me to come and make a presentation. In replying to that I said that I would be very happy to come but I thought it perhaps a little inappropriate for me to try to make a formal presentation since Mr. Hursh presented to you the broad outlines of the program for the mentally retarded from the point of view of the Department of Public Welfare last time. It might be more appropriate for me to simply try to respond to questions, if you have any, on the material that he presented. I might simply recall to your memory the fact that he reviewed for you the major activity of the Department as it has to do with the mentally retarded and drew to your attention several items which we hope that this Commission might be interested in studying. Certainly one of the most important to us is the problem of the improved staffing of our institutions. We feel very strongly that the institutions are doing a very credible job with the staff available to them but that they would be able vastly to improve the program for the retarded if the staff for the hospital was further improved.

Another plight that he brought out was the possibility of developing out-patient services for the mentally retarded. Here I might simply elaborate by saying that it is not our thought that we wish to provide any extensive treatment or educational service through this device, rather I think the educational service for those who are in the community is the responsibility of the schools under the special education law. It did occur to us that we would perhaps be able to help the families in the local community as well as

the individual retarded person if we could offer diagnostic service around our institutions on an out-patient basis and then help the county welfare boards and the courts in making decisions as to the need for commitment and further to assist the families in understanding how they might better cope with the problems they are faced with in dealing with the retarded children or child who is still living in his own home or foster home. Certainly we are also interested in the development of an enlarged program at the community level to the end that more individuals can live successful and happy lives on the outside of the institution thus aiding the taxpayer in the cost of institutionalization and benefiting the individual. Among the things that we think needs to be developed are the day care centers, leisure time recreational activities, sheltered and training workshops for individuals at the community level. You may know that we have a pilot demonstration running in this area in collaboration with the Department of Health, in the four county area around Fergus Falls and in this way we hope to learn methods by which communities can develop these facilities and thus enrich the experience at the community level.

Another point that he brought out was that there are a number of retarded in the community that really belong in institutions and in many instances they are on the waiting list let us say and in many instances it is necessary to place the person in a boarding home or foster home pending institutionalization. At the present time the counties pay the full bill if the family is unable to bear this expense, and since they have been committed and admittedly need institutional care, the question has been raised as to whether or not there should not be some state subsidy to the county to assist them in defraying the cost of this kind of service in lieu of institutionalization.

Still another problem that Mr. Hursh raised with you is the fact that the county welfare boards do provide the supervision to the retarded in the community, they do so under the broad supervision of our office under the supervision of Frances Coakley who replaced Miss Mildred Thomson in charge of the section of the mentally retarded. Her office supervises the county welfare boards in this and it is our impression that very substantial improvement in service to the retarded at the community level could be achieved if the county welfare board had additional personnel with which to carry out service functions in contrast to the financial functions about which I spoke before and that there might be well given some consideration of the possibility of a state grant in aid to the county welfare board to assist them in acquiring additional staff to carry out the functions which have been imposed upon them by the legislature, of which this is simply one.

Then there is the problem of the collection laws. You will recall that at the last session of the legislature a bill was introduced and passed which for the first time in many years cleaned up, at least the administrative problem, relative to the collection of mental patients. This has not yet been done in the field of the mentally retarded. While the current laws on the retarded are not as muddy as those pertaining to the mentally ill, nevertheless, they leave considerable to be desired and you might very well wish to consider some revision of these. At the present time, as you know, a family pays if they are both able

and willing. In other words there is nothing mandatory to require the family to pay, and if they do pay they must pay a certain percent, 52% I believe, of the cost, which rather ignores the ability to pay philosophy that runs through most other activities in the State of Minnesota. I am sure there are some that could not pay 52% but would like to pay something less. If they wished to pay this lesser amount now it could probably be received as a gift, but the law is a little awkward on this point, so you might wish to consider that. These were the major points that he brought up.

I would like to add one additional. Not because there is any difference of opinion between Mr. Eyrsh and myself on this point, but simply because of the fact that at the time of his appearance we had not yet gotten together all of the data that was necessary to speak about it, we have now done so and have discussed this matter with the Interim Building Commission. As near as we can predict by the time the Brainerd Institution is completed and filled with 2,000 beds, some time between 1965 and 1967, if this is done, at the time that institution is completed and filled we will still have around eight or nine hundred patients on the waiting list. In addition to this we now have approximately a 20% over-crowding still remaining in Cambridge and Faribault. If one takes the present over-crowding figures plus the anticipated waiting list in 1965 to 1967 one finds the need immediately for another 2,000 beds. I realize that this is a horrible time while we are still in the business of finishing the construction of Brainerd to talk about 2,000 more beds, but I would simply commend to you some investigation in this area because it is my opinion that much as I dislike it, contrary to some things that I said earlier there will be a need for additional beds for the retarded upon the completion of Brainerd and we should begin to think about the development of those additional facilities - give them a little tentative thought and certainly I don't propose this to you as a definite proposal but some thoughts for your consideration as you consider the problem. Where should such beds be? My view that there should be at least some of these additional beds provided on the range, perhaps Virginia. This is close enough to Duluth that we would have a reasonable opportunity that we could expect to be able to staff it with professional people and non-professional people and it is a section of the State that is currently unserved by institutions of this kind.

We also have a problem of what to do with St. Peter as an institution for the mentally ill, as in contrast with the mentally retarded. As you know it is currently scheduled gradually to be rased, that is obsolete and dangerous portions and to be rebuilt on that campus as a mental hospital. It is my view that the day of the mental hospital of that size is over and we should not make the mistake of rebuilding a 2500 bed hospital on the campus at St. Peter, rather build smaller units of approximately four or five hundred beds nearer the Twin Cities the population which this hospital is designed to serve, and as those are developed then demolish the buildings at St. Peter which are obsolete but rebuild them not as mental hospital beds but as beds for the mentally retarded. And again we have need for beds in that section. Faribault at the present time which is not too far from St. Peter of course serves the entire southern part of the state, but if say a thousand beds were developed at St. Peter it would take some of the load off of Faribault and its overcrowding, dealing primarily with patients from the southwestern corner of the State. Faribault can concentrate on the southeastern portion of the State, Cambridge catches the middle range, Brainerd farther north and then with an institution at Virginia

we could catch the northeastern part of the state all in reasonable proximity to the stations it would serve. This problem of bed needs for the retarded is related somewhat to bed needs for the mentally ill and that is why I introduce for your thinking the concept of possibly considering St. Peter to be rebuilt as an institution for the retarded rather than as an institution for the mentally ill, and also to consider some new beds up in the range area to help better serve that section of the state. I hate to leave you at the end of a discussion like this with a discussion on beds and bed needs, these are real long range things I am talking about and I think you should give it some attention, but whether or not you will be ready to deal with these at the next session of the legislature remains for you to decide and I would leave with some discussion around the problems of the staffing needs of the current institutions and the questions of assistance to the county welfare boards, financial assistance to those in the community, on the waiting list, and for staffing to provide better service which I think are things which can be approached immediately and do deserve your very immediate attention. I am at your disposal to answer questions or make further comment.

MR. GRITNER: I have two questions. You stated that the county must bear the cost of the boarding of these mentally retarded children who have been committed but for whom there is no place in an institution - what adverse effects has this had upon the rate of placement of these children because the counties have been reluctant to spend the money?

DR. CAMERON: I can't buy your basic premise. The counties, when necessary, have taken care of this and I can't honestly say and I would like Miss Coakley to correct me if I am wrong on this, I cannot remember a case where it was wise for the child to be taken out of his own home and where a suitable place could be found for him and the county refused so to do because of cost.

MISS COAKLEY: We have had a few difficulties from time to time, but they have been placed.

DR. CAMERON: As a matter of fact they have done quite well with it. I would not want to create the impression that the counties are dragging their feet. Once in awhile it is a little tough, but this we feel, at least in part, is the state responsibility and recommend it to you for your consideration.

MR. GRITNER: My second question - you mention long term planning for beds for the mentally deficient - I would like to have you comment on what the causative factors are - are they the absolute increase of the number of births but the same percentage ratio applying or has medicine had a part in keeping some of these children alive - or both?

DR. CAMERON: We have to start out by saying that we don't know the causes of all of the various kinds of mental retardation, there does seem to be a fairly constant portion of the population which is born which is mentally retarded and I see nothing on the horizon the leads me to believe that this is going to change in the immediate years, so as the population of Minnesota increases there will

be an absolute increase in the number of retarded people though there may not be a proportionate increase in the number of retarded individuals. This is point one. Now there are two or three things that are operating, some of them in opposite directions, to influence the number of individuals who will require institutionalization in the future. On the positive side the very forward looking laws which were passed will make it mandatory that special classes for the education of the educable in the public schools - this is very forward looking legislation and will have an impact on our institutional program. It will mean that fewer high grade retarded individuals will come to the institutions. This would serve to reduce the number of beds. On the other hand I am sure that this is more than compensated for by the other factor which you mentioned, namely that the physicians, of which I am one, are making it tough for us because patients can now be kept from dying much more readily than they were before, for example, we seldom saw a mongoloid patient much beyond their middle twenties a good many years ago and now we see many such patients well into their fifties and sixties. This is the advent of the antibiotics and these patients who usually died of pneumonia don't and so we have them with us for a longer period of time - this tends to off-set the other type of trend. This school program too, and the better understanding at the community level on the part of parents and the development of day care centers, etc. at the community level has a distinct impact upon the character of the patients in our institutions. In the past we had quite a number of patients who were able to work, to be trained to work at the institutions. Now if those individuals are trained to the point where they can do this reasonably well and if they can manage at all with a little help on the outside we tend to discharge them and of course their beds are immediately refilled by an additional patient and the new ones we get in are for the most part much more helpless than were the patients - the proportionate helpless patients is increasing. Because of the two-fold problem there are more total care patients who must be provided for by the employees and there are fewer work patients available to assist the employees with this work. This has a profound impact on our staffing problems in institutions which returns us to the same point I started with - improved staffing of institutions.

SENATOR CHILD: I was a little disturbed about the drastic situation that exists in Hastings - did the newspapers report that accurately?

DR. CAMERON: Let us be sure that it is clear that that is a unit for the emotionally disturbed child not for the mentally retarded, the subject of our discussion this morning, but since you ask, let me answer your question. It is for the emotionally disturbed child not the retarded and I won't try to say whether the newspaper reported it accurately, but I will tell you what happened and you can judge for yourself. The staff for that unit was authorized complement of 36 in the previous biennium. Now it is true that we did not have all of those employees hired at the time of the last legislative session, but for one reason or another that complement was reduced from 36 to 22 for the first year of the biennium and to 30 for the second year of the biennium. At the time the legislature was in session we had in addition to those employed under a complement of the children's unit, employees from the parent hospital on loan to the children's unit, so there were actually more employed in the unit than appeared on the rolls of that particular unit.

the result was that when we got the ceiling of 22 we did in fact have to let some people go in order to get down to our complement. The number of employees we have is sufficiently inadequate that we are having to reduce the number of children in the unit in order to do anything at all for those that are left. I consider this serious. I am not sure how the newspaper reported it, but I would consider this a step backward and a fairly significant one in our program for the mentally ill children.

SENATOR CHILD: Is there any other facility for that type of children.

DR. CAMERON: Yes sir there is. The Children's Center in St. Paul who handles approximately 20 youngsters. This was left the same, there was no change, although we did run into a problem there too. We had wanted to ask for an increase for that unit but I believe the Governor in the light of the overall tax situation felt that he could not recommend an increase there, but what had happened in the meanwhile was that we had experienced difficulty in recruitment of the kind of people needed and we had been successful in getting cert in of the jobs reclassified with civil service with higher salary levels which we thought would enhance our recruitment opportunities, and when the appropriation was made for that unit the salaries were calculated on the basis of the old salary scale so there is not enough money in the appropriation made for the higher salaries, which had already been approved by civil service. Whether we are going to be able to adjust that through Federal funds or something of that kind in order to get those salaries up where they belong I don't know. I do know this that as soon as it became known that the salaries they had been anticipating, we had been working on this for a year, that the salaries were not going up we promptly lost six people at that unit and we have had a dickens of a time replacing them. We did get them replaced and I am hopeful that through Federal funds we will get those salaries up. This was unfortunate.

SENATOR CHILD: How soon will the new facilities be ready?

DR. CAMERON: My understanding is plans are almost finished. That building, like all other construction is now being held up because of the issue of selling bonds, and as I understand it that had that issue not arisen construction would have started on the new facilities this Fall, but since that issue cannot be settled until after freezing, if it is settled favorably we can then begin construction next Spring and we will be behind about six to eight months on our time table for building as a result of this bond issue.

SENATOR CHILD: We were operating on the time table for this Fall.

DR. CAMERON: We were all figuring on that and I think we would have made it.

SENATOR CHILD: It is too bad the newspapers didn't mention that as it makes it look as if we abandoned these people from Hastings without making any provisions for them.

DR. CAMERON: No, you provided through the building fund for this building and now that hung up in the funding issue which puts off the date it is available.

But Senator Child I don't know what newspaper article you refer to, and I am very grateful that you did provide for the new building funds, but the fact remains that that new building could not have been ready for at least two years and we still have to run the institution at Hastings and the Children's Center for at least another two years, even with the most hopeful building program and on those two facilities we were hurt.

SENATOR CHILD: How many children do you have there?

DR. CAMERON: At the moment there are around 15, plus or minus.

SENATOR CHILD: How many employees.

DR. CAMERON: Twenty-two authorized. You have a difficult problem. These children are pretty sick and you try to keep those in groups of four or five, try to keep one employee with that few number of children. If you get them in larger groups you begin to have all sorts of problems. Our problem is to keep the groups small enough so that it will be constructive for them. If you keep them in groups of 5 or 6 with 15 children this would mean three employees on in the daytime, three in the afternoon and probably one or two at night. That plus the fact that you have the old story that it takes four and a half people to keep one job filled around the clock, or it takes four and a half people to cover one job in three shifts a day seven days a week, etc. Of course in addition to the aids there is need for psychologists, a nurse, a school teacher, craft activities and things of this kind, and of course when you get to a unit this small inevitably your staffing ratio looks astonishing as compared with what the situation would be if you had a larger group.

SENATOR GRITNER: Not to prolong the subject that really isn't on our subject, but wasn't this philosophy of the concept starting in 1957 that we were going to do kind of a pilot program at Hastings to ready some staff for the Circle Pines facility? This is what has been cut down.

DR. CAMERON: This is part of our thinking, to be sure, but I would be less than honest not to tell you that we had real trouble in recruiting those people. We do not have as much of that nucleus staff despite the reduction in complement that we would like to have by this time. My hunch is that the legislature would not have cut back the complement as much as it did if we had been successful in getting some of these people on earlier. I am not trying to throw a brick bat at the legislature, some of the problems are our own. The results for the kids is bad.

MR. WANKER: Is the biggest reason you have not been able to get the staff the pay scale or is there a shortage of these people.

DR. CAMERON: Both.

SENATOR CHILD: Doctor will you be able to give our Committee a comparative salary scale as compared with other states. Aids and other staff members too.

DR. CAMERON: As you will recall, I will get the material for you and submit it but I can offer this to you on observation. at a recent session of the legislature you did go from 36 to 38 ranges to 45 and at the time that was done the aides were increased from range 4 by civil service to range 9 and the aides' salaries have been improved quite a bit. We still have some trouble getting aides. My hunch is that our aides' salary is not so far off in comparison with our sister states as some of the other positions. Nurses salaries you begin to get favorable comparison, social workers positions you really get into trouble with.

SENATOR HOLMQUIST: What therapeutic success do you have with the mentally disturbed?

DR. CAMERON: I can't give you any figures on that as to our discharge rate. It is my impression that those youngsters usually stay in the facility from six months to a year and a half and then we are able to get them back either to their own home or a foster home in most instances. We have a few children who have multiple handicaps who sometimes become long term institutional cases. It is an extremely hard question to answer because if you take into the facility the less seriously ill you can have a pretty good discharge rate, if you bring in the most seriously ill then you have a poor recovery rate. At the moment we have been working with the latter group and if we are able to get even half of them, and I think we have done that well over the years, back into the community and foster homes I think we are doing quite well.

SENATOR HOLMQUIST: Some years ago the waiting list for the mentally retarded hovered around 700, I understand now it is between 1200 and 1300, since that time we have provided additional beds, enacted legislation that certainly has tended to keep people out of the institutions, and yet the waiting list has increased - is that simply because of population increase or are we finding more of these people.

DR. CAMERON: There has been a population increase. There is a very rapid improvement in the communities in the understanding of mental retardation and whereas 15 years ago many people tended to be ashamed of and hide people and deny to them such help as might have been available to them, now because they are no longer ashamed they come forward with these people for the help that is available. I think very definitely that it is both functions which you suggest. I want to point out that in spite the fact that the people in our institutions are much more helpless than they were.

SENATOR HOLMQUIST: Is there any basis, any scientific basis, that the legislature could be informed of what it can expect the need will be in terms of facilities for the mentally retarded, knowing and considering normal population increase, etc. I know you referred to a long term program, is there some way we can determine now by deduction or what we know so the legislature can plan for 10 or 15 years and finally arrive at a solution to this problem, or is this problem perpetual and always going to be with us? The problem of providing for beds etc.

DR. CAMERON: There is a certain proportion of the population at birth or who later because of illness or infection become mentally retarded, as the population grows that same percentage is there, but there is an increase in number. Around 2% - not all of that 2% need to be institutionalized. How many people you have in institutions will depend not only on the available source of patients but on the philosophy and public policy established by the legislature. If it is the policy only to care for in institutions those people who are most severely retarded, the total care patients, the trainable who have some additional emotional problems, or the educable, only those educable who have associated emotional and sociological problems. If this is your public policy then certainly on this policy there will come a time when you would have enough facilities if you built enough. But, if you change your policy now and wish to take care of different kinds of patients in the institutions this will affect the number of beds you need. The kinds that I have described are the kinds that I think should be cared for in institutions, we should not try to provide for the educable, non-otherwise handicapped.

MR. WARREN: On the one hand you talk of one group of the mentally ill and on the other hand you seem to talk of the group of the mentally retarded, where do you draw the line.

DR. CAMERON: Of course there is a shade of grey between them. The reason I make the distinction, I realize the problems of both groups are appropriate in this committee, but the kind of program one needs for these two categories of patients is different. This I would like to underscore because you cannot appropriately take care of an emotionally disturbed child in an institution for the retarded and visa versa. You need two different kinds of programs. Now we have shades of grey inbetween, we have youngsters who have relatively low IQs plus emotional disturbance and you are hard pressed to know just which kind of a facility into which this individual should go or whether you should develop an intermediate kind of facility for this particular kind of patient. I am thinking particularly of the brain damaged acting out youngster with an IQ range of around 65 and 70. These are some of the most difficult patients you have to deal with. The institutions for the retarded don't want them because they are brighter than most of the other patients, the institutions for the mentally ill don't want them because they are obviously retarded, and it is a real difficult group for which to provide.

You have another kind of problem which is even more magnified - there are some kinds of mental illness which make a person appear to be retarded when in fact they are not - the so called autistic child is a good example of this, where as far as functioning is concerned you say nothing but that he appears to be functioning as a retarded child, yet clinically we believe that this is not true, he is not retarded but that this is a mental illness. This child too requires a very specialized type of treatment.

SENATOR GRITNER: Getting back to the problem we asked Dr. Cameron to come and discuss with us, I would like to have his comment on the efficiency, both in terms of doing the job and in terms of dollars of having the state hospitals or the state treatment centers serve as a diagnostic facility for the local school district in terms of saving these smaller school district throughout the state the expense of staffing diagnostic centers?

DR. CAMERON: You pose a real tough one. First let's point out that the number of state institutions is so small that it would be completely impractical in terms of geography for the staff of those institutions to try to serve all the needs of the public schools over the State. When I proposed out-patient services I meant in those limited areas around the institutions.

SENATOR GRITTWER: How far out around them would you consider would be a suitable radius in terms of miles where it would be efficient and not over-tax the institutional staff.

DR. CAMERON: If this is started it will over-tax the institutions. Additional staff would have to be added. If that is done then in general I think our experience with mentally ill in the mental health centers would indicate that the bulk of the people would come within a radius of 50 and 75 miles. We have had additional patients that have come as far as 200 to 250 miles but this is a very small percentage. Now your question also raises the question about our Bureau of Psychological testing. As you know we do have psychologists who travel around the State at the request of county welfare boards and schools to do testing primarily around the question of the retarded. I mention this only to indicate that this is almost entirely one limited aspect of the diagnostic problem and it is not the solution of the whole diagnostic problem and it does nothing really in terms of giving advise and help about what to do with a particular child. I would feel that it would make much more sense for the schools to develop their own psychological diagnostic and counseling services for this group. What I was thinking of that we might be able to help with was your occasional questions, but more important was that there are many, many retarded who are older than school age with whom the school has nothing to do, there are many that are younger than school age with which the school has no contact, and there are some that are so retarded but yet in the community that they would not even be considered as part of the program at the local school, and so the schools will not cover the full range of diagnostic and service problems of mentally retarded. I would see any out-patient service that we might develop concentrating on those who the schools would not ordinarily be expected to serve.

SENATOR GRITTWER: The reason I asked the question because it seems to me that it would be unfair for the State to provide psychological services to selected school districts while districts not fortunate enough to be located near a state facility would have to set up at their own expense a staff.

DR. CAMERON: Let us be quite fair. I am not advocating out-patient service primarily for the benefit for the schools, I am talking about the kinds of problems with which the school would not ordinarily deal.

Dr. Cameron pointed out that they tried to place patients in institutions near their homes and that the waiting list he thought was uniformly distributed about the State. He also pointed out that the life expectancy of the total care patient was probably less than the institution as a whole. Mongoloids life expectancy has increased. This is important in figuring necessary beds for the future. He said they would furnish the death rate figures starting from the year of admission and on - those figures on the retarded may not be available but those on the mentally ill are. The figures on the mentally retarded have just been put on cards and it will take a few years to show results.

DR. MAYNARD C. REYNOLDS, CHAIRMAN, Governor's Advisory Commission on Mentally Retarded, Handicapped and Gifted Children. This Board was appointed in pursuant to the Legislature of 1957. As Enclosure #1 I have handed you a copy of the Act creating this Board. There has been a change - in the 1959 Session the Act creating this Board was included in the recodification laws. The Board is an advisory Board and not a social action Board and we have tried to act as such.

The Committee received Enclosure 2 "Memorandum on a proposed Demonstration Research Project in Inter-district Cooperation to Provide Special Education Services". Enclosure #3 a "Memorandum" from the Office of Mrs. Mary M Pilch; Enclosure #4 "The Trainable Retarded Child in Minnesota"; Enclosure #5 "Report and Recommendations of the Conference on Mental Retardation" and also an outline of Dr. Reynold's presentation, all of which is attached to these minutes and marked Exhibit "1".

Dr. Reynolds pointed out that in his outline was a list of the members of the Advisory Board along with a list of the activities of the Board.

DR. REYNOLDS: Beginning with Item 4, the outline of which I have presented to you, you will find major items which I thought at this time I would like to draw to your attention. "No. 4. Proposed Demonstration-Research Project on Inter-District Cooperation to provide Special Education Services. See memorandum #2." If you look at Enclosure #2 you will see I have given you a Memorandum on a proposed Demonstration Research Project giving general background on this. One of the problems that the Advisory Board has been concerned with from its very earliest days has been the problem of providing services to children who have special needs in the smaller communities and in the rural areas. To provide for a blind child requires specialization- different from that of the emotionally disturbed or gifted child. It is possible in the very large cities to employ this specialized personnel set up for special programs, but it is very difficult in the rural areas and small communities. We have been searching for a mechanism by which there may be more evenness in the services that children need throughout the State. We feel that some type of inter-district cooperation among the schools is essential. In some states this has been accomplished by giving to the counties school officers responsibility; in other states special mechanism has been established for interdistrict cooperation. Minnesota has good legislation to provide for interdistrict cooperation. There was a change made in the 1959 Session to clarify things handled in 1957, but it was felt that we needed intensive demonstration efforts in a few communities to show how it is possible to work together so schools in the smaller areas can do things that they cannot do separately. I have presented to you as part of this enclosure an analysis of what seems to us is possible for school districts of various sizes. This is on page 2 of Enclosure #2. On page 3 we suggest broad ramifications, how inter-district cooperation among school districts might lead to enrichment of many types of services going beyond services for handicapped and gifted children.

There is the draft of a bill, something in this form was presented in the 1959 Session and for a number of reasons there were no hearings on the bill.

Finally we find a detailed presentation of the proposal. The Advisory Board has spent a great deal of time on this general problem of trying to provide services to the smaller communities. We would recommend to you for very highest priority a plan such as this which we believe cuts across many of the specific problems which come to you, providing for gifted children, providing for retarded children, providing diagnostic research in the smaller communities, etc.

As Enclosure #3 I have given you a statement of philosophy with regard to gifted children proposed by the Advisory Board. We had a special sub-committee of the Board with Mrs. Mary M. Pilch, Chairman, Judge Philip A. Anderson of Crookston, Dr. Hyman Lippman of the Wilder Child Guidance Clinic in St. Paul, Dr. Dale Harris of the Institute of Child Welfare and a number of other Board Members have participated in the objectives of the Committee. We found that we needed to work for a greater time just in developing a general kind of statement of philosophy with regard to education of gifted before we move into specifics. Following that we did undertake in cooperation with the Department of Education a state wide survey of programs for the gifted, etc. and the data is pretty well assembled and I hope that it will be of interest and help to you. A tentative report has been developed, our Advisory Board meets next week. I would like to request, if you have interest in this, to come back to you at a later time and present a more detailed statement of some of the information and recommendations that we are attempting to develop as part of this study. I have many personal feelings about this but I feel that it would be better that I simply ask for an opportunity to return at a later time.

SENATOR HOLMQUIST: Does your Committee study any of the programs like the Lake City program. Are you aware of those programs?

DR. REYNOLDS: Generally the members of our Board are quite aware of what is going on for education of the gifted. I think we are fortunate to have Mrs. Pilch who made a trip around visiting these outstanding programs. The study to which I referred to here was done within Minnesota to find out what kinds of programs are going on, what school people feel the major needs are, what kinds of help they feel they would like to have, and from this we are trying to draw some fairly concrete things for a program of social action. It is not easy to draw up a program of this sort.

I would like to call your attention to a problem that has been a major one with the advisory board. One of the early problems considered by the Advisory Board was the possibility of including special education programs for children with specific learning difficulties (mainly those needing remedial reading) under the so-called mandatory Special Education Act. Some of you will recall that in the Mandatory Act the handicapped children were defined to include certain specific groups, mentally retarded, hearing handicapped, blind, etc. and then there was the general clause "and those who for any other reasons need special instruction service." The attorneys with whom we consulted said that from a legal point of view you might include a great many type of problems there and the issue was brought before the Advisory Board should programs for remedial reading be included. It was the Board's finding that such children are severely handicapped, that the problem is quite definitely identifiable as a clinical entity, that there are "excess cost" aspects in program development for them and that Minnesota schools definitely need to improve provisions for these children. However, it seemed

inappropriate to include "remedial" programs under the Special Education program because the legislature had not clearly designated specific learning disabilities as a handicapping condition and because cost estimates for Special Education had not included this area of service. It seemed advisable to seek specific legislation consideration of this topic, rather than to include "remedial" programs under the Special Education Act. This plan seems especially appropriate now since the 1959 Legislature removed the phrase in the Special Education Act "and for any other reason need special instruction and services". In the meantime action has been taken to establish standards for personnel serving children having learning disabilities. It is suggested and urged that the Commission make a special study of the learning disability problems and consider specific legislation in this field. I have indicated to you some of the resource people that we felt would be helpful to you in this regard.

Item No. 7. The Trainable Retarded Child. Reported for information of the Commission is a study of problems of trainable retarded children (Enclosure #4.) This is another one of the topics given a great deal of time by the Advisory Board. I know you who followed and participated in the sessions of the 1955-57 Interim Commission will recall the great many difficulties associated with the trend of the retarded children. These are children more severely retarded than the educable. They are children who present life long problems of supervision, but they can be trained in certain simple functions. Many can be managed in the community. The Parent Group and others have been greatly concerned that we develop more community resources to deal with these children, yet it doesn't seem clearly a full job for the public schools nor has it seemed clearly a job for welfare. There is no clear precedent for any of our existing agencies or institutions to take on the job of these children. With support by several of the Parent Associations of Retarded Children, financial support, which they were willing to give with the clear understanding that the Advisory Board would operate with complete independence we were able to make quite a study of this problem. We brought out a report which I personally think represent one of the best reports to deal with this topic. I think we are in a position to make good progress in serving these children more adequately. It is believed no legislative action is required in this area.

SENATOR GRITTNER: In regard to this trainable retarded child, provisions for state aid monies have been made through the agency of the public schools locally and that being the case if state resources are going to come through that channel how do we get around this hurdle of community sharing of costs and responsibility.

DR. REYNOLDS: I am not sure what you mean. State aid is simply estimated to be excess cost, spent normally to care for normal children

SENATOR GRITTNER: Right.

DR. REYNOLDS: In training, retarded or otherwise, there is the normal community contribution as far as funds are concerned.

SENATOR GRITTNER: You would assume that the communities responsibility could be met through support of school programs rather than trying to make it a municipal cost responsibility.

DR. REYNOLDS: Presumably in a community where there isn't training of the retarded, if state contributions were needed for any other child, under the intent the legislature designed its aid program as an excess cost aid, it acts as a kind of incentive to develop community resources, there being behind this the problem of the much greater cost of providing state institutions. There is a happy circumstance here of at least the possibility of keeping the children home.

SENATOR GRITTMER: I am not clear as to just where you place the responsibility.

DR. REYNOLDS: Mentally retarded children are those who need supervision throughout their life - they are problems before they ever reach school age. This we think, under our guardianship law and the general policy of the Department of Welfare, under the Department of Welfare. They are often very difficult questions even if a child is taken into a school program for a few years. We are concerned with what happens when he leaves school - life long planning. They are all complicated problems. The Health Department has a role, public health nurses.

MR. CUNNINGHAM: What is considered the cut off age for school training?

DR. REYNOLDS: We have not recommended a cut off age, presumably the general limits are implied. In many cases these children will drop out at 12, 13, 14 and 15.

There was a general discussion of the school programs and it was pointed out that there should be more definite management of these programs.

SENATOR GRITTMER: You pointed out and I agree with you that it seems to be more convenient for the child to stay in his own community rather than be institutionalized, but if at the termination of his school years the situation should be such that their parents then decide to institutionalize him, their adult years, this report seems to head off the fact that there might be a time when they must go out of the community.

DR. REYNOLDS: I think everybody would recognize that even those that do attend school that a fair proportion of them will later be institutionalized. He will probably adjust better in the institution for having been in the community longer.

MR. WAENKE: Mr. Gehrke, have you had enough experience with this to give us some indication of what happens when they reach this point?

MR. GEHRKE: I think this is one of our big concerns. Much discussion has gone on into the areas of developing a curriculum and they can be worked back into the community into jobs of which they can be capable of. This leads to the development of workshops in communities so that these people can have opportunities to stay home. This workshop should serve as a vocational or a rehabilitation sheltered workshop but in essence as a recreational center. This is the thing that frightens us because as the children go to school and develop somewhere we must come up with some answers. We have tremendous activity in this area in Albert Lee, Mankato, Wilmar and Fergus Falls and many other areas who are very anxious to establish these facilities. I think Mr. Cunningham knows of the facility at Pipestone and we are watching to see what the development is there.

Mentally Retarded, Handicapped and Gifted
Children - September 9, 1959

Imagine a cerebral palsy what a value he would have as a court jester. With Christianity we developed the philosophy of "I am my brother's keeper." In 1601 we had the first passage of the poor relief law in England the first there was government support in this area. In 1830 we had the first school for the handicapped in Germany, the first time something was done besides just taking care of them, and we know that our own Gillette Hospital in Minnesota was the first one in the nation. Minnesota was also one of the first states to have a program in vocational rehabilitation and was motivated by the veterans program as well as industrial accident cases.

We will go into this from the point of view of the handicapped, how do they react, what are some of their feelings, some of their attitudes in this whole area. We must bear in mind the psychological impact in change of body form. You take an individual for instance who has an obvious disability he has to learn to adjust some time, some where, but an individual with a hidden disability, such as diabetes, epilepsy, cardiac, etc. has a real problem because he can duck the issue, he can dodge it, but he can only dodge it so long because he gets by only so long and when it catches up with him may bring emotional problems. A change in body form is something that is very difficult to accept, it is difficult for them to bear in mind. There is always a need for dependence. You know that you and I are dependent on someone else. We call upon the accountant to do some of our tax work, we call upon the lawyer for his duties, we call upon the doctor for his, and down the line, and yet there must be a need for dependence as well as independence. When one is completely dependent there is a psychological barrier. There is also the fear of the disabled not understood by the non-disabled because, one, there is nothing like the doctor talking to the doctor, the lawyer conversing with the lawyer, the teacher with the teacher, and likewise there is a certain amount of understood language that exists between disabled. I have found that my own disability I use as a tool. It serves as a tool to help me establish better rapport and understanding. Consequently with the disabled is the problem of being understood, at least this fear exists on their part. There is an intense desire to be regarded as non-disabled. None of us want to have this blemish. Think only of the individual who is bald. He may adjust, there is nothing to it. (Inaudible).

There is always the fear that disability has affected the personality as well as the physic. I recall an individual, well known with progressive muscular dystrophy who feared expressing himself in some of these areas because he believed he didn't express himself this way because many of the multiple sclerosis expressed themselves that way. With this feeling of fear personality is often affected. There is always a physical insecurity. There is always a social insecurity. When I was speaking in southern Minnesota, looking out the window, there was a cerebral palsy girl walking from the bus to the school and a little youngster, he didn't mean to be mean to her, but he walked along mimicking her every movement. This girl did not even look. There is the social problem -- am I accepted or am I rejected.

DR. REYNOLDS: The next item No. 8. Salaries for State employees. I am sure you are all aware of this. The Advisory Board was responsible to help departments build a program for testing children. It is evident that salary levels for Minnesota State employees in the positions studied are not competitive with those of local schools, other States, Colleges and Universities and other employing agencies. The Board has been greatly pleased with the quality of personnel employed in the new Division of Special Education of the Department of Education. I think the those Mr. Gehrke, the Civil Service Department, the State Department of Education, were attracting are very capable young men. However there is serious risk that this personnel will not be retained unless salaries are up-graded. Similarly, the Board has supported the request for a Consultant on the Gifted, but is concerned that it may be difficult to employ and retain a competent person under present salary schedules. The Board realizes that there are broad and very difficult problems involved in improvement of salaries for State personnel. Nevertheless, the Board has considered this problem to be immediate and very severe.

An example of the problem may be given as follows: Minneapolis Public Schools pay its consultant on Special Education on a range from \$8,790-\$10,900 for a 9½ month (42 weeks) year. State consultants at maximum pay earn less for 12 months than the minimum for 9½ months in Minneapolis. The Minneapolis schedule is not particularly advantageous as compared with other cities. We have another example of the Director of Guidance in the State Department of Education. He was paid less in 12 months than he could earn in a school year in one of our suburban school districts, resigning at the very time that the very complex problem of the National Defense Education Act came to him for responsible administration. It is urged that the Commission give attention to problems of recruiting and retaining an effective leadership group in State Offices, problems of all departments and agencies serving the handicapped and gifted.

Finally may I draw to your attention one item which has not been discussed by the Advisory Board but which I personally got involved in as Chairman of the Advisory Board. For some reason I was invited to participate in a special Session of the Council of State Government, and I presume this was because I was Chairman of the Advisory Board. a special committee on the study of the mentally retarded and I have enclosed for your information, although this may be available to you from other sources, a report of this study group of the Council of State Government. There are a number of things discussed in there. I would suggest to you, my personal view, that the discussion in this report referring to guardianship is backwards in relation to Minnesota standards. The guardianship law in Minnesota I think is very forward looking and the Department of Welfare people should certainly look with pride upon our Guardianship law. There is only one other state that ranks anywhere near it and that would be California. I do think their discussion on guardianship in that report is backwards.

I would like to call your attention especially in that report to matters relating to charges to responsible relatives in the case of institutionalized mentally retarded children. Here I am reporting not for the Advisory Board but for myself and as a participant in this Council of State Governments. It is believed that a revised "Charges" bill is needed. I have submitted for your consideration in this regard a report of the special committee on mental retardation of the Council of State Government.

States which have established graduated "charges" procedures with dedication of a portion of receipts to specific projects have assumed leadership position in some phases of program development. I call your attention to Illinois and Louisiana. Such "charges" plans tend to be supported by parent groups and professional groups, as was the case in 1957 in Minnesota.

A revised "charges" plan I would recommend wherein parents able to pay a portion of institutional cost do so on a graduated basis (according to scaled plan on income and responsibility or amount of State Income Tax, etc.) and that a portion of all receipts (perhaps 40%) be dedicated to a research and training fund. The latter might be limited by some fixed amount as in the case of Illinois.

There are many other items that I might discuss with you but these I felt were important to you.

MR. CUNNINGHAM: What percentage of the school population fall in that category?

DR. CAMERON: It depends on how it is applied - there is a difference in retardation. One of the figures that makes sense, it seems to me and which is being widely discussed is _____. (inaudible).

MR. CUNNINGHAM: At what age do you feel it is most ideal for these children to be identified.

DR. CAMERON: With regard to identification I think there is not much question, the earlier the identification the better. It happens that pretty good identification techniques are available.

Dr. Cameron pointed out that once a gifted youngster was found he should be followed through. He also said that the same amount of retarded and gifted are not usually found - that there is not the same on the top and the bottom of the scale.

MR. NEEDLE: I wonder if you could give me some information on the people at St. Cloud, at the annex who are classified as deficient delinquents? I was wondering what type of program they use to train these people. They do let them back on probation in society. If they go off on the wrong foot they are put back in the annex.

Dr. Cameron indicated that he did not know about this program and Senator Holmquist asked if Mr. Jerry Walsh of the Mentally Retarded Association could give them some information on this.

MR. WALSH: The program at St. Cloud called the Annex for the Defective Delinquents has been established for quite a number of years. Here is where they place retarded people who have gotten into trouble and they must be removed from the community. There is about 80 there. They do have a very good program for employment and they use the regular St. Cloud facilities, print shop or whatever it might be. They have been very successful. Usually when a child is released from the St. Cloud Annex he makes a successful go of it in the community. He is released when he is considered adjusted. Here is where they place those who have got in trouble, stolen cars, and things of that nature. A very good program.

SENATOR BEEDLE: In your opinion are they staffed adequately there?

MR. WALSH: Probably not. They try to use most of the regular St. Cloud personnel except for a few who are assigned to the dormitory. Eighty are kept in a large dormitory. They have bunks, a craft program and a place to watch TV, but even with their limited staff they do an effective job. What the staff should be I don't know. Before they had this Annex these people were put into locked rooms and in institutions where they had little opportunity for adjustment. Before they can be put in the Annex they must be placed under state guardianship the same as any other mentally retarded person.

SENATOR HOLMQUIST: One of the big bottle-necks in our educational program for the mentally retarded is trained personnel, have you noticed an appreciable increase in the number of candidates.

DR. REYNOLDS: Definitely yes. We have been able to recruit and train a greatly increased number of people but not as many as needed. We estimate that approximately 100 new teachers are needed each year, this would be half the number of the elementary school teachers. We have made progress. The House Committee for Education of the Federal Government, a Sub-Committee on Special Education, much like your study, they have been considering little pieces of the special education problem and now they are broadening their study. In this last Session of the Federal Congress an appropriation, public law 85926, which gives funds for those who wish to train for education of the retarded. It is for those who want to learn how to teach teachers and those in leadership positions, supervisors, etc. My personal feeling is that this problem of training leadership of personnel is more than a State problem - Federal support at this level I think is appropriate. The University of Minnesota really serves the whole region, North Dakota, South Dakota, etc. and it is appropriate that the state not bear all of the cost. The same thing might be said in many other areas, deaf, hard of hearing, blind, etc.

SENATOR GRIFNER: Who is chairman of that sub-committee?

DR. REYNOLDS: Carl Elliott is chairman. I have been in very close touch with Mr. Quie and Mr. Vier, who you know are members of the House Committee. They both happen to be very much interested in special education.

LUNCH

MR. MASON R. BOUDRYE, Executive Secretary of the Minnesota Academy of Science. I have been asked to give to this Commission some of the activities of the Minnesota Academy of Science that might possibly bear on your problem with respect to the so-called gifted child. I will outline for you as briefly as possible some of the features of our program.

We prefer to think in terms of what we call the "able" student rather than the "gifted" student and our primary concern is with that student who is interested in or can be interested in science or mathematics. I think there is two general areas in which we attempt to operate. We are interested in the teacher because we feel that the teacher is the key to the whole matter of stimulating and educating the child in the secondary level and so we have parts of our program that are directed specifically to the teacher. We have been interested and have

participated in programs leading us think to the improvement of teacher's qualifications. We have embarked upon a program that will we expect make it easier for a teacher to handle some of the extra-curricular kinds of mathematics activities in connection with this work and specifically on that we are now engaged in editing free manuals for the secondary schools, science teachers primarily, with funds granted by the National Science Foundation which is well begun on these three manuals, one of them will be concerned with the formation and program planning for science and mathematics clubs, the second manual will deal with science service programs and projects, we are looking forward to a substantial improvement in that area; and the third manual will be concerned with resources of the State of Minnesota that are available to the teachers, primarily from the field trip point of view. The first of these manuals we expect will be published by the first of the year, by January 1960, the second one will probably be finished by the end of this current school year and the third one which is a much more ambitious undertaking will probably not be available until a year from next spring. Three years ago we undertook to publish a periodical edited for and addressed to the high school teachers of science and mathematics. "The Minnesota Journal of Science". Volume III this year, has proved as we expected it would, a substantial contribution to the teachers and we have had many favorable comments from the teachers on this undertaking. There are things that can and are being done for teachers in the way of providing meetings, speakers, etc. This gives you an idea of what we have been doing.

The other area we are concerned with is the student himself. The first phase of this program was pointed pretty directly at the teachers. In the second phase of the program we attempt to come to grips with the students. Most of our activities in this area are wrapped up under the general operation of the Junior Academy of Science which is supported and effectively controlled by the Senior Academy. The Junior Academy of Science provides as it has since 1938 opportunities to Science Clubs to become affiliated with them, a state wide organization that may have a little more prestige than simply a local club and we have sister chapters at the present time around the State that are affiliated. The Junior Academy of Science is technically responsible for the science fair program. They cannot assume financial responsibility for it and the general direction is in the hands of the senior Academy. This is legitimately a Junior Academy activity.

Beginning last year the editor has set aside a section in the Minnesota Journal of Science for student contribution and this section has grown and we expect that it will be more useful in the future than it has been in the past year. There are many students who engage in extra-curricular science and mathematics activities in the schools and some of these activities do not lend themselves well to development of science fair projects and we are trying to provide an opportunity here.

Another program which is aimed directly at the students is a visiting scientist program which we are undertaking this year with funds from the National Science Foundation. In this program we will send to the interested high school a scientist or mathematician of substantial standing from our colleges or universities research laboratories and he will present a lecture usually accompanied by a demonstration in some field of mathematics or science. This grass roots contact

between a man of some eminence in science and mathematics and the student at the High School level we think will be a very useful thing to encourage. We have sufficient money so that we can send a substantial number of these people to the schools this year. We have available from the American Association for the Advancement of Science small sums of money that reverts back that in this State at least are utilized for small grants to students who have scientific work underway and on which they need \$10 or \$15 for equipment. This is a fairly modest thing but it does help serve a need.

Beginning two years ago under the sponsorship of the Mathematics Association and the Twin Cities Actuarial Society a mathematics contest, an examination literally, was conducted for the first time. Money was solicited by these people and certain valuable prizes were awarded to students who had the highest standings in the State. There were that first year three scholarships awarded and a substantial number of book prizes. Last year the Academy which co-sponsored the contest originally had greater responsibility for it so that at the present time we are actually budgeting award money for the mathematics contest from funds available to us and cooperating completely with the mathematics people in the conduct of this program. The first year, two years ago last spring, there were 8,000 of the Minnesota students who took this examination. Frankly this is far more students than should have taken it in terms of their ability, but the teachers were encouraging them to take the exam. That first year we do have three contestants from Minnesota in the National group.

Finally we have a very modest fellowship program which is somewhere inbetween the high school students and the adult scientists. We grant about a dozen scholarships each year to outstanding Minnesota High School seniors which are of sufficient size and amount so that they can partially defray their freshman expenses at college or the university. This is a very modest program, only about \$3,000, but it is at least an effort to identify and encourage some of the more able high school students. Our experience with this program, and it has been operating since 1954 is quite favorable.

SENATOR GRITNER: What is the source of income for the Academy?

MR. BOUDRYE: There is a small state appropriation which helps to make up some of the salary costs. We have two people working full time and three or four people that work part time. The supporting membership of the Academy which I will distinguish from individual membership, the supporting membership by and large contributions from Minnesota industry provide us about \$12,000 and scholarship donations from professional societies and individuals make up almost the \$3,000 I mentioned, supporting membership also takes care of the awards of the mathematics contest, and we have operated, there is still a few dollars left, of a grant from the Hill Family Foundation, but the principal grant on which we will operate this year is the \$22,000 from the National Science Foundation. It covers these two programs I have mentioned to you, manuals to teachers and visiting scientists program for high school students. I think we are a little bit out of balance at the moment, speaking just generally, in terms of our support. If we had a little bit more local support within the state, but I think that will come from the supporting membership.

Children - October 14, 1959

SENATOR CRITTENDEN: Does some of that \$5,000 go for fairs?

MR. BOLDRYE: No not directly. All but \$30 of the \$5,000 is budgeted for my salary and \$30 is returned for the purpose of abstract forms, etc. Prior to this when the state appropriation was twice as much we did have money available beyond the salary for telephone, postage stamps and things of that sort. At one time, this was a year ago, I estimated that the \$10,000 state appropriation represented about 8% of the total cost of running the office. It is a little difficult to separate these things out. In terms of direct use of money none of the state money has ever been used for programs.

SENATOR CHILD: In the course of your programs have you run into any extremely exceptional young men?

MR. BOLDRYE: Yes. You run into them sometimes in the obvious places where you might expect to find them, for example in the Science Fair project. Let me describe this just briefly for those of you who may not be familiar with it. The Academy in cooperation with colleges sponsors and supports regional Science Fairs, there is one in Moorehead, Bemidji, Duluth, Twin Cities, Rochester and Winona area. The people at Worthington has a local Fair where more than one town participates. These regional fairs may or may not be preceded by local fairs. We have nothing to do with those, they are local enterprises. The Academy sponsors solely and completely the State Science Fair. Last year we had some 280 at the fair grounds, from the seven regions. We have nothing fancy there in the way of awards, gold medals and ribbons. In those situations we do sometimes identify really exceptional youngsters. You may also find your honor student through the medium of the applications for scholarships. This is then usually too late to have done much for him, that is if you do not identify him until the spring of his senior year. Sometimes just by luck you identify them, for example, my son attending the University and while attending the Chemical Engineering School at St. Paul a week or so ago and chanced to sit next to a young girl and she was presumably a student from the University of Minnesota but actually she was a student from one of the Minneapolis private High Schools, a Junior, who was very much interested in science and somehow had managed to attend the Convention of Chemical Engineers. He came home and told me about her. She is quite an extraordinary young lady. For two or three years now she has been working on what we might call the space capsule, the biological aspect of a container balancing oxygen, carbon dioxide, etc. under the direction of one of the teaching sisters of the school she is attending. I intend to follow this up. There is someone that certainly should be encouraged. Financial help may or may not be necessary, certainly one should not forget about her. I want her to write up the history and results of her experimental works for the Minnesota Journal of Science, and I want to be sure I know what her plans are and the situation generally. I will do this not by approaching her directly but through her teacher. Again the teacher is the key. As a private organization we generally feel we should not get into the class room directly which is not our business, but outside of the class room we want to be of help if we can.

MR. WARNICK: You mentioned three that were sent from Minnesota to take a national test.

MR. BOLDRYE: No. The test which was given was given over the whole nation, but the students wrote the examination in their own class rooms and these three outstanding Minnesota students had scores that placed them in the upper group

nationally.

SENATOR GRITNER: Do you have a followup program where you further work with them and encourage them?

MR. BOUDRYE: In this case the three top winners received scholarships, one could not accept because he was a Merit scholar and they cannot accept other scholarship aid or they can accept and the merit will be cut so I think the Committee gave him a cash award in lieu of a scholarship. We cannot follow these people up very closely, all we can do is keep in touch with them by mail which we try to do and watch generally how they are progressing. We have not attempted to contact the colleges officially, tried to get grade reports and things of that sort. We are reasonably well satisfied that they are started and are continuing in their chosen course of study. The Minnesota Academy is not in a position to do much of anything else. Perhaps in response to that question I can say several things that need to be said. There is a national program sponsored and supported by the National Science Foundation which is attempting to provide research experience for undergraduate students. This is very important and very useful. We think, for example, that students who participate in science fairs, students who write essays on science matters and take examination in mathematics are enjoying some sort of a research experience (we are not too fussy about the use of the word). Then there is a tremendous gap in their education, they don't get any more of that from the time they graduate from high school in most instances until they enter graduate school. The National Science Foundation and a number of colleges and universities over the country are attempting to bridge that gap by providing for undergraduate research experience. This is one way that you will encourage very able people to go on into graduate study and become research investigators. It is from this group by and large that you are going to get your very eminent people in science which we need. We need others also.

SENATOR CHILD: The Federal government appropriates money to be allocated out to the various states for encouraging young men to go into science by helping pay the tuition, etc., are you in any way able to take advantage of that by directing students into that type of program?

MR. BOUDRYE: Only by calling attention to it in the Journal, etc., to be sure the teachers know about it.

SENATOR CHILD: Is that quite a substantial amount here from Minnesota?

MR. BOUDRYE: I can't answer that. This is a lean program. In addition to the National Science Foundation there are probably two or three other foundations from whom the Academy might get grants, Ford Foundation for example. Two or three of the local Foundations might conceivably make grants to further the Academy program. I have already pointed out the one from the Hill Family Foundation. Many of the national foundations have special purposes for which they use their money, but the general foundations are few and far between. I think we turn to the National Science Foundation, at least we would rather naturally because as an organization of scientists we would expect them to understand our request better than some other foundation who is not primarily concerned with that.

SENATOR GRITTMER: The National Foundation is all Federal money.

SENATOR GRITTMER: I would like to have you comment on one thing that I think is important for the Commission, we are charged officially by the Legislature with gleaning out facts and proposed programs for gifted children and I am just wondering what our definition of that should be. I would like to have your views as to whether or not in our deliberation you would suggest that we restrict ourselves to the rather restricted definition of gifted children or if we should broaden that concept so that we are talking about these superior and exceptionally able students who don't fall into the genius class - I am talking about people that will measure on an IQ test anywhere from 110 up to 140, rather than from 140 and beyond, as you sometimes think of the gifted. In terms of what we could do as a Legislature to subsidize expanded programs in terms of intensive programs throughout Minnesota inside the frame work of our public schools, do you think it would be fruitful for us to work on gifted as such, this very narrow band of the population, or do you think we would be well advised to do as your Academy is doing and that is to take these able students who are not being challenged as much as they could or should be in high school and see what we could do in that area?

MR. WARNKE: Before you answer that I wonder if I could get something clear in my mind, do I understand correctly that your group doesn't deal with students below the high school level.

MR. BOUDRYE: The Science Fair Program and Junior Academy Program as it now exists deals with students from the 7th grade through the 12th grade - in other words what they call the secondary school child. This is not because this is the most important area, probably the most important area is the elementary. However, that is a problem we can't possibly face up to. Just thinking about it makes one shudder. I have name and addresses of some 3200 science and math teachers, if I had to deal with all of the elementary teachers of the State I don't know how I could do it. This is not the only problem. You have the additional problem of training the elementary teacher of being well informed in science and mathematics, this is unfortunate but I don't see what we can do about it. With the secondary school teacher we have some chance of finding these teachers fairly well informed and able to provide some guidance.

I would like to answer Mr. Grittmers question as an individual not as a representative of the Minnesota Academy of Science. I am bothered by this definition of this identification of the gifted child. In the first place it is not synonymous with high intelligence as you have probably been informed. I would call a gifted child a young man, that I saw at the University High School, he was a guest there putting on a program, he could add box car numbers, he could subtract square roots, multiply six digit numbers by six digit numbers and come up with the answer, and write the answer from left to right not right to left and do this in a fraction of a minute. As measured by intelligent tests he had only the intelligence of a third grade child. His manager told me that he was not quite sure that he cared to put him on a bus and send him down on Hennepin Avenue and expect him to get there without getting lost. Now this is a gifted individual in a very special area. The purely gifted are very few in the population. I think we could very well ask how much money are we justified in spending to deal with these children, assuming they can be identified. Now I think people who are concerned with the gifted, at least those that I have met in the Minnesota

Society and elsewhere are concerned because the very bright children and gifted children are presumably handicapped in school, because the work in the class room is proceeding at a slower pace than the children can stand and so they become problems, mental problems, emotional, etc. I do not know what you can do about this. What do you do when you identify them? Do you have special schools for them, place them in special situation - there are arguments against that. I prefer to think of the able students and not be too concerned about how I define it. I think we have to brace ourselves to accept the loss that we are bound to find as we encourage someone in the seventh grade and then find when they reach the tenth grade we were wrong and he is not going to line up as a scientist or mathematician.

SENATOR GRITTMER: He might be a great sociologist though.

MR. BOUDRYE: Yes. In that connection I think one of the clinical studies of eminent people - a group of very eminent natural scientists were studied and a corresponding group of social scientists and the significant thing in my mind from that report is this - the eminent natural scientist developed an interest and had a yen and a compulsion to do what he ended up doing at a very early age and the social scientist on the average did not get himself interested at an early age, some as late as the graduate school. Now I don't know what this tells us. It tells us in the Academy of Science that we have to be having our eyes open to the very young child and anything that we can do formally or informally to encourage him is fine, but it is hard to do it. That is why I keep saying that the teacher is the key in all of this. Anything we can do to improve the teacher is in the long run will move toward a solution of the problem.

SENATOR CHILD: In the Minneapolis Tribune there was an article which said the gifted child was not necessarily creative - that sort of ties in with what you were saying.

MR. BOUDRYE: He is not necessarily highly intelligent either. The highly intelligent individual may not be gifted with any special talents. They have a high general level.

SENATOR CHILD: Don't you think a curiosity about learning - probing and finding out about things.

MR. BOUDRYE: This is one of the important things that we look for in the Academy of Science to identify them. We encourage teachers to keep their eyes open for this sort of thing. All children will be curious at certain ages but again I think it is the teacher who is in the best position to decide if this is a random sort of curiosity or whether it is pointed toward something.

SENATOR GRITTMER: I am going to try to tie this down to what we are going to have to come up with in line with recommendations - I would like to have something on the record in regard to this question - in 1957 we granted \$10,000 a year, as I recall, in the semi-state activities bill to subsidize a portion of the Minnesota Academy of Sciences budget, and this Session due to general

I want to thank the Commission for the opportunity to come and make this report. We have worked very hard the past two years on this program. We are a new Department, as you know, in the Department of Education composed of a Director and three consultants.

I have prepared this material because I thought it would be helpful for you. The outline I have prepared touches upon three topics.

I. Nature of the Program. This is a brief statement outlining the legislation under which the program functions including a description of specific provisions of the law. Also included is the responsibility of the State Board of Education and the responsibility of the board of the local school districts. A statement of philosophy is also included. That is the first enclosure - "Program for Handicapped Children".

This very briefly mentions the Mandatory Bill, Permissive Bill, the Advisory Board. It indicates who are included and specified as handicapped children. As I said it outlines the State Department's responsibility, local responsibility, and most of all it points out that we work with the child as a child not a disability sympathy and with an effort to keep him with normal children as much as possible and provide appropriately for his handicap.

II. Annual Report of the Special Education Section. This Annual Report is presented to the State Board of Education at the end of the school year and in it are some general statements such as the fact that we do have some "Accomplishments". We have gone from 40 counties to 62 counties with at least one program and this year we will have more. This is important to at least getting out into the state. It is not meant to detract from the fact that one program in the county is very inadequate and that there are many handicapped children that are getting no service. We have gone from 14,371 children in the program to 18,061. The greatest growth has been in the area of the mentally retarded. This is probably because of the larger ratio and perhaps it is a little easier to start classes.

There has been a 26% increase in the number of children being served and a comparable increase in costs. In the annual report we mention some of these general accomplishments and we also tried to specify our real problem area which is the need for supervision and inter-district cooperation. Each consultant has outlined growth and problems in each area of disability, mentally retarded for example, in the area of the crippled child, deaf, visually handicapped child, and there is no attempt made to not identify problems. I think all of us are in this work because we can accomplish something and we seek your help and understanding in knowing our State problems and I think each person points to them in an analysis in each disability area so I do hope that you go into the annual report very thoroughly. I think one thing is said in each area and that is unless we have a formalized program of inter-district cooperation, unless we have some intermediate type of units to work with that the whole intent of the

program that we are working under is not going to be realized. Later on I will mention the athletic districts in our State. We have in the State 32 athletic districts and I don't know a lot about this except that they are formally in existence and we can point to them on this map of the State and say that we have a special education coordinator or supervisor, or if we had some formalized inter-district plan like this where there could be help for the teacher, and immediate specially trained assistants to the school administration and to the parents, and a coordinating of agencies. This would result in more economical use of state consultant services and better services to children. Every report that is mentioned in here talks about the need for some inter-district plan.

In my spare time I have gone over searching all of the athletic districts to see what they are and we have looked at some areas in the state and said that this would be an excellent situation here if we had a special education coordinator. We could coordinate many activities. It would not only be good for special education but I think it would be excellent for general education to have persons able to go to small school districts and provide a kind of coordinating and specialized service. Again this is just a searching - it is an indication of our extreme need for some intermediate group to work with out in the State. I do refer you to our Annual Report because we sat down and wrote our summary in an attempt to say what the problems were and not just what we have done. In some areas we have done very little. In the area of the crippled child we know that unless we have a formalized approach we are not going to have services for many, cerebral palsy children and others with crippling disabilities unless we have some coordination efforts. They have special learning disabilities, many need physical therapy, occupational therapy, good medical consultation and this is possible within the frame work of an inter-district approach and staying at their own home. I think our institutions have become a substitute for what should be a good interdistrict program in special education. As I said earlier, we have the best special education legislation, but we are at a point of frustration in terms of spreading ourselves so thin.

SENATOR GRITTMER: Who should provide these special technicians?

MR. GEARY: I think the local district can provide them.

SENATOR GRITTEE: Provided they get together and qualify for the subsidies.

Mr. Geary pointed out that a child is approved at the state office for special education but it is done on the basis of what is sent in but he feels that at the local district level the situation concerning the child is better known.

SENATOR GRITTMER: Don't you think that from the standpoint of stabilizing the program so that it continues and goes on to do its job that the inter-district approach would be better in that it would make each legislator more cognizant of what is going on and who are the people operating in his district and in that way we would have a little more attention to it. I think you are aware of the fact that in the mind of the legislature that we sometimes just dismiss so-called state departments as being self serving for the people working there rather than the job they are truly doing in serving the state. It would probably be a

better system anyway to have the local system - it is not very practical to have this kind of diffused authority in operating a program.

MR. GEARY: I think it is very essential for the needs of the individual child and I do know that while we do try to get out and travel and give consultant service, I have letters here from teachers, it is a physical impossibility. We can have concern, we can answer by letter, we can work with parent groups and we have and the school districts, but the full value of this legislation may in time just be lost if we don't get the formalized inter-district plan. This map as Enclosure 3 produced by the 1955-56 Interim Commission showed the extent of the program development and the next map shows the development since that time. Again this might be one or more classes. This is not to say, "Look what we have done", it is not to say we have this many more classes, our problem is this much greater. If we have a 100 new classes for retarded children, how stable are these classes and how long will they last, how long will they continue, how long will we be able to take children out that don't belong, if we spread ourselves so thin and do not have the inter-district approach. What we are asking for is a Demonstration-research Project in Inter-District Cooperation that the Advisory Board on Handicapped Children have studied for the last two years, that was brought into the legislature at the last Session but because of the many bills nothing was done.

SENATOR CHILD: (Question inaudible).

MR. GEARY: Let us say that one of these athletic districts for example, if this seemed a reasonable approach, that they would have a special education supervisor or consultant, perhaps itinerant teachers of the visually handicapped, additional personnel in terms of testing services, they would have a complement of services that would seem essential to a special education program and then out of this would be demonstrated whether this would work, what it can do, what the problems are, what is not workable, and if we had this for two years we might be able to find the whole problem and show the schools over the State that a form of inter-district cooperation was possible.

SENATOR GRITTNER: Before lunch we had Dr. Maynard Reynolds in here and he gave us some material along this line, do you think that we are going to have to have a plan from the Legislature to actually subsidize at least the administrative costs of such an experimental program before we can break the log jam so to speak because it is everybody's business, it is nobody's business.

MR. GEARY: This is what in effect the Advisory Board and State Department of Education is asking for, a grant that will allow us to formulate a Research Project so we can demonstrate to the people over the state. It is everybody's problem and I am sure everybody is interested in it. All over the country people are trying inter-district approaches. I think in Minnesota we can avoid much of the trial and error and restarting and failure if we had this.

SENATOR GRITTNER: If you ever have had any experience work outside the cities, Senator Holmquist and myself have had that experience, just think in terms of a town like Grove City where Senator Holmquist was Superintendent and St. Claire where I was teaching, think of the children in the community

that should have had some kind of special education but it is beyond the scope of that little community, they don't even do a good job for the normal and above average student in terms of what the High Schools can offer in terms of a diversified program, I can see why it is so difficult to get the ball rolling in terms of inter-district, and I think your suggestion of using the Minnesota High School League Districts as a basis for some beginning is an excellent one because those groups tend to become the school men's groups, the Superintendent, Principal, coaches and some of the men faculty get together on a district basis - it is the one area where they do come together for other things than deciding when they will have their debate tournament or basketball tournament. I think you will also notice if you check that map that you seemed to have worked out rather carefully that one nice thing about it is that they run more along highway lines than around county lines. This would be a very beneficial factor in terms of making good use of an itinerant teacher, for instance I can visualize someone starting at Mankato and going down Highway 169 and getting all the way down to Butterfield, Mountain Lake and beyond without wasting a lot of time moving very far off that highway in terms of consultant visits, whereas in say Blue Earth County you can spend more time traveling in circles to reach the High Schools there.

MR. GEARY: I think too we have had this inter-agency committee on mental retardation, this has been a committee of health, education and welfare, and they have taken some of the suggestion of the Advisory Board and implemented them. Enclosure 4 is the Commissioner of Education's letter to 87 school superintendents asking them to serve on this Advisory Council which will consist in each county of a county welfare director, county nurse, independent district or county superintendent and representation from responsible parent groups and other interested people, and consider the total problem of the retarded child. I think this is an excellent idea and it means that people are sitting down and discussing some of the problems, but not sitting down in that group is an educator with specific training in the area of retardation or somebody that is representing cross county lines that you have just mentioned. To get the cross county line representation is very important.

SENATOR HOLMQUIST: I might cite our experience in Meeker County where as you know a class has been started in Litchfield. Already we have a maximum. However the students who are attending Litchfield school come from other districts to this county so that inter-district idea can function within county lines when the number of students are adequate for a class, but as you mention Senator Grittner if it were some of the less numerous handicaps, blind, etc. then an inter-county idea based upon athletic districts would be most applicable. As far as mentally retarded is concerned we wouldn't be too interested in Meeker County because we can't even take care of our own county youngsters. I am hoping that we can get another teacher in Litchfield and have two classes next year.

SENATOR GRITTY: There is your problem. Litchfield only needs a few more pupils added to hers to make the maximum size the State permits, so they say then why should we house another group over and above that group.

There was general discussion about the difficulty of finding teachers for these groups and also that many of these communities liked to have these classes because it brought more people in. Senator Holmquist pointed out that Litchfield had not refused to organize another class.

MR. GEARY: I think one of the big problems say in the area of the retarded, that although we have a class in retarded children we have so many di problems in what we are calling mentally retarded and the teacher needs consultant help, supervision, etc. In Encl. # 6 there are letters from teachers and parents and on the second and third page these comments by teachers give an idea of some of the problems they face - they are concerned with the immediate and continuing supervision and consultation.

SENATOR HOLMQUIST: I sat at a meeting last Monday of a group, The Friends of the Mentally Retarded, and the teacher at that meeting indicated that she needed help because the problems were not only mentally retarded but there were other handicaps involved.

I want every member of this commission to note the statistics on page 10. That indicates the increase of the service rendered for the mentally retarded over 1957 and 1958. Be sure and note that - I think that is tremendous. It is as high as 84% to the number of districts.

MR. GEARY: I think the problem is becoming greater in terms of direction and supervision. We don't want the money going into the program to be lost.

SENATOR HOLMQUIST: Over a million dollars.

MR. GEARY: Mankato has a curriculum now for teachers for the retarded, St. Cloud, Moorehead, has the same, and last year there were workshops at the state institutions of Faribault and Owatonna in conjunction with the Department of Welfare. In Mankato State College and the University there were 166 special class teachers who participated in this workshop at Owatonna.

MR. GEARY: I would like to call attention to point III on our outline:

III. Specific Suggestion to the Commission:

I want to urge the Commission to give consideration to this Demonstration-Research Project which the Advisory Board on Handicapped Children set up by statute in 1957 has spent considerable time on. I believe Dr. Reynolds brought some of the plans and material in this morning.

We have outlined some of our needs in Enclosure 5 referring to all the disability areas and some of the problems with the handicapped and retarded child. We do hope that this will be given consideration by the Commission. If we were to bring one thing in actually this Demonstration Research Project need.

A second suggestion is some consideration to the problem of remedial reading. When this 1957 Law was written it did read "if for any other reason" and many

people felt that this meant remedial reading. The Department of Education did not feel that they could do this because this group was not specifically outlined by the legislature and it could be such a large and expensive group.

On the gifted child - we have participated on the Advisory Board on the need of the gifted child in a survey made throughout the state. This is an interesting survey - if it shows any one thing it shows the need for more information. There are certainly ways of helping talented and gifted children, but I think we have to work for the best way. Certainly there are many who question special classes for the gifted and this sort of thing. Sometimes identification does a disservice instead of a service. There are incidental and carefully conceived ways of helping children such as supplemental teaching systems, a good consultant service at a local level, and one of our suggestions is that consideration be given for a full time consultant in the Department of Education for the Gifted.

Again in the matter of local or inter-district leadership - the value of special education is really the true value of the Minnesota handicapped child. True value is what it can mean in an education program. If we have special services in an inter-district nature, this only means an over-flowing of other services eventually.

We mention the need for a staff person at the University level.

Consideration of the whole thing the Inter-district Project.

The last consideration is the problem of the State Department of Education salaries. I am not talking about my own salary, but I am talking about the calibre of the men working in my own section. We have three outstanding men; but we are coming into a training program and we have already lost one man with us two years who has gone to Duluth. I sincerely believe that the state Department of Education should be a career field and people should not be pulled away from us by inadequate salaries or poor working conditions. All our men are devoted people and anxious to see this program flourish, but we cannot compete for salaries. We are spending a good deal of money in this program and I think we should pro rate a percentage of it in salaries. This is a real problem.

SENATOR HOLMQUIST: How would that be handled - would that be handled through an adjustment in Civil Service rating?

MR. GEARY: I think there was a bill prepared by the State Board of Education. I don't know whether that got out of Committee or not. It was for unclassified civil service.

SENATOR GRITNER: Anybody that would hold a professional certificate in the field of education, working for the State, would be in the unclassified services. One of the first things that happened was that the State Employee's Union passed a Resolution against it for some reason. To me that is not a valid objection although I am a good Union man myself.

Senator Holmquist is aware of that, I think some of the others are aware of it. I certainly am aware of it. I have been in education in St. Paul for 12 years and I have seen these people come and go, the last 8 years it has been critical. The only reason a competent person will come to the State Department under the present circumstances, one of two reasons, he may be exceptionally dedicated, in which case he can be dedicated when he is at a higher salary elsewhere, so I don't accept that as being valid, and another thing he wants to get his experience and credentials in shape to move on. I have seen it happen in the Rehabilitation, in the Vocational and now we had this sad experience in Special Education. It is just penny wise and pound foolish. To a certain extent it seems to me that you people in the Legislature have either a phobia or an animosity developed toward the State Department of Education. How much of it goes back to school reorganization dispute, I don't know, but if you sit on the side lines and look at it objectively, you shake your head about it. When it is just a matter of \$5,000 or \$10,000 added to a section or division of the State Department would enable those people to do top jobs in terms of adding to salaries and in terms of adding to the travel and expense allowance. The State has cut travel expense to such a point that the people who are supposed to go out 50 miles to consult can't because they are going to run out of money before the year is up and they will have to borrow from the second year's money.

November 18th, Wednesday, was set for the next meeting date.

Meeting adjourned at 3:20 P.M.

Respectfully submitted,

Mopsy Anderson
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Mopsy Anderson, Secretary.

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