DEPARTMENT OF LABOR AND INDUSTRY
OFFICE OF VOCATIONAL REHABILITATION

PROGRAM POLICIES & GUIDELINES

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External Stakeholders

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IMPORTANT CHANGES:
Language has been updated.
Title has been changed.
Definitions of Transition & Outreach section have been added.
OVR’s role in IEP meetings has been updated.
Outlines OVR, LEA, and joint responsibilities.

RESULTING ACTION: Archive 95-600.6 OVR Transition Guidelines, July 10, 1995

AUTHORING AUTHORITY: Rehabilitation Act of 1973, as Amended.

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Copies of this numbered memorandum are available upon request.

All materials provided, produced and published by OVR will be made available in the appropriate alternative format when necessary and/or upon request.
Office of Vocational Rehabilitation

SCHOOL TO WORK TRANSITION

Providing Vocational Rehabilitation Services
To Youth and Young Adults with Disabilities
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INTRODUCTION
The Pennsylvania Office of Vocational Rehabilitation (OVR) takes a leadership role in providing quality services to youth and young adults with disabilities as they transition from school to work or post-secondary education. Commonwealth agencies cooperate and collaborate, in whole or in part, in the provision of services to youth and young adults with disabilities in a variety of contexts in the continuum of services that such individuals need to successfully transition from school to work. These services include but are not limited to: early intervention; special education and related services; transition from school to employment; adult, continuing, and postsecondary education; adult services; independent living; and community participation.

For the purposes of this policy, transition aged youth and young adults with disabilities are generally defined as 14 through 21 years of age. The “age of majority” in Pennsylvania is 18 years of age for all legal matters with the exception of Special Education.

- For the purpose of Special Education, the “age of majority” is 21 years of age. Prior to the age of 21, youth and young adults with disabilities do not have the right to make educational decisions without the consent of a parent/legal guardian including the release of records.
- With regard to OVR, youth and young adults with disabilities under the age of 18 require consent of a parent/legal guardian to participate in services.

DEFINITIONS OF TRANSITION

As defined in the Rehabilitation Act of 1973 as amended:

Section 7(37) and 103(a)(15) of the Act; 29 U.S.C. 705(37) and 723(a)(15))

Transition services means a coordinated set of activities for a student, designed within an outcome-oriented process, that promotes movement from school to post school activities, including postsecondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adult services, independent living, or community participation. The coordinated set of activities shall be based upon the individual youth or young adult with a disability’s needs, taking into account the youth or young adult with a disability’s preferences and interests, and must include instruction, community experiences, the development of employment and other post school adult living objectives, and, when appropriate, acquisition of daily living skills and functional vocational evaluation. Transition services must promote or facilitate the achievement of the employment outcome identified in the youth or young adult with a disability’s Individualized Plan for Employment (IPE).

As defined in the Individuals with Disabilities Education Act (IDEA), as amended:

§ 300.43 Transition services.
(a) Transition services means a coordinated set of activities for a child with a disability that—

(1) Is designed to be within a results oriented process that is focused on improving the academic and functional achievement of the child with a disability to facilitate the child’s movement from school to post-school activities, including postsecondary education, vocational education, integrated employment (including supported employment), continuing and adult education, adult services, independent living, or community participation;

(2) Is based on the individual child’s needs, taking into account the child’s strengths, preferences, and interests; and includes—

(i) Instruction;
(ii) Related services;
(iii) Community experiences;
(iv) The development of employment and other post-school adult living objectives; and
(v) If appropriate, acquisition of daily living skills and provision of a functional vocational evaluation.

(b) Transition services for children with disabilities may be special education, if provided as specially designed instruction, or a related service, if required to assist a child with a disability to benefit from special education. (Authority: 20 U.S.C. 1401(34))

POLICY

Utilizing its available resources, the Office of Vocational Rehabilitation will:

1. Outreach to youth and young adults with disabilities and their families/advocates to provide information on OVR services and vocational planning beginning at age fourteen or the age of onset of disability, if later.

2. Collaborate with local education agencies (LEAs) and other community agencies that serve youth and young adults with disabilities.

3. Develop procedures for LEAs to refer youth and young adults with disabilities to OVR. These referrals could come from parents/families/advocates, youth and young adults with disabilities, LEAs, and other relevant partners.

4. Accept referrals of youth and young adults with disabilities at least two years prior to graduation, or earlier on a case by case basis when appropriate.

5. Utilize information available from youth and young adults with disabilities, LEAs, parents/families/advocates and other relevant partners to the extent possible when determining eligibility and developing an IPE.

6. Develop an IPE for eligible customers before youth or young adults with disabilities graduate or exit high school.

7. For purposes of determining order of selection for eligible customers, the services provided by other agencies can be considered “multiple services.”

8. Implement the IPE in a timely manner to help assure the consistent delivery of school to work transition services upon the youth or young adult’s graduation or exit from high school.

9. Provide consultation to youth and young adults with disabilities, parents/families/advocates, LEAs, and other transition partners on vocational issues, the Rehabilitation Act as amended and other legislation that affects youth and young adults with disabilities, other partners, and other resources.

10. Each OVR district office will have a point of contact to collaborate with LEAs in its district.

11. Refer cases within OVR’s Bureau of Blindness and Visual Services (BBVS) Specialized Services to BBVS Vocational Rehabilitation when the youth and young adults with disabilities become of transition age and eligibility is determined.
PROCEDURE

IMPLEMENTATION GUIDELINES

The guidelines have been developed to implement the OVR School to Work Transition policy which will assist staff in making decisions when providing school to work transition services to eligible youth and young adults with disabilities.

Initial OVR outreach to youth and young adults with disabilities and their parents/advocates shall occur at age 14 when possible or at the onset of disability, if later. Outreach shall include information about OVR services as well as other resources that may assist the youth or young adult in preparing for and securing employment as an adult.

Eligible youth and young adults with disabilities should develop an IPE with OVR prior to high school graduation/exiting high school in accordance with federal guidelines. This will require that a collaborative working relationship between OVR and LEAs be developed. This collaborative relationship should also include other community agencies likely to be responsible for providing or paying for transition services.**

FINANCIAL RESPONSIBILITY

All services listed in an Individualized Education Program (IEP) must be provided and/or paid for by the Local Education Agency (LEA).

Consistent with applicable State and Federal law and delineated in a statewide Memorandum of Understanding, youth and young adults with disabilities are entitled to the following:

1- Special education and related services which are necessary for the youth or young adult to receive a free appropriate public education; and

2- Medically necessary services covered by Title XIX of the Social Security Act (Medicaid) http://www.ssa.gov/OP_Home/ssact/title19/1900.htm if a youth or young adult is enrolled in the Commonwealth’s Medical Assistance Program (i.e. Medicaid). A local educational agency (LEA) may or may not fund such services through the PA School-Based ACCESS Program;

NOTE: LEA participation in the PA School-Based ACCESS Program is elective. Not all LEAs participate in the PA School-Based ACCESS Program; therefore, this may not always be a source of reimbursement for medically necessary services. Notwithstanding whether an LEA participates in PA School-Based ACCESS, Medicaid-enrolled students are entitled to medically necessary services covered by in Pennsylvania’s Medicaid State Plan.

Youth and young adults with disabilities may be eligible, but may not be otherwise entitled under State and Federal law, to other services, including but not limited to mental health and intellectual disabilities services, vocational rehabilitation services, employment and training services, drug and alcohol services, and other health related services.

OVR is responsible for the development of an IPE that promotes or facilitates the accomplishment of short-term, intermediate and long-term vocational rehabilitation goals and objectives.
LEAs include public school districts and charter schools including cyber schools. Other educational entities with which OVR representatives may work include intermediate units, career and technology centers, home schools, and approved private schools as defined by the PDE.

LEAs are responsible for the provision of necessary goods and services for youth and young adults with disabilities to access “a free and appropriate public education” to include the provision of transition services that promote movement from school to post-school activities as outlined in the IEP. Youth and young adults with disabilities who may not be entitled to special education services under the Individuals with Disabilities Education Act (IDEA), as amended, are entitled to related aids and services under Section 504 of the Rehabilitation Act, as amended. LEAs are also responsible, under the Americans with Disabilities Act (ADA), to ensure that their facilities, resources, and technology are accessible to the public.

For eligible youth and young adults with disabilities ages 14-21, OVR is only obligated to pay for services when necessary to determine eligibility for OVR services and the services are in the individual’s IPE. OVR may agree to cover costs if a local interagency agreement exists in which it is indicated that OVR shall do so, or if it is in the best interest of the student. In the latter instance, OVR staff should consider pursuing reimbursement from the LEA utilizing the interagency dispute resolution mechanism outlined in the state MOU.

**COLLABORATION**

OVR will collaborate with LEAs and other community-based agencies to improve the successful movement from school to work for youth and young adults with disabilities. OVR Representatives will work with LEAs to develop strong, consistent relationships with LEAs so that the OVR Representative’s knowledge and expertise can be of benefit to youth and young adults with disabilities, even before youth and young adults are formally referred to OVR.

The goals of collaborative transition planning include:

- Facilitation of self-advocacy and self-determination for transitioning youth and young adults with disabilities
- Seamless coordination of programs and supports as youth or young adults with disabilities transition from entitlement to eligibility systems
- Ongoing coordination of state and local teams to explore options for youth and young adults with disabilities to become working, independent members of the community
- Education of school staff, parents/advocates, youth and young adults with disabilities, and others about OVR
- Provision of cross-agency training for VR staff in transition policies and procedures
- The development of a plan for referral of youth and young adults with disabilities to appropriate agencies
- Professional cooperation so that instruction as outlined on a youth or young adult’s IEP is consistent with the youth or young adult with a disability’s vocational goal on the Individualized Plan for Employment (IPE)

A statewide “Memorandum of Understanding (MOU)” between the Pennsylvania Departments of Labor & Industry, Education, Public Welfare and Health was developed in accordance with IDEA, the Rehabilitation
Act, and other applicable state and federal laws. Transition from School to Work is implemented through local interagency collaboration which is outlined in a Local Interagency Agreement modeled upon the statewide MOU. Local interagency agreements should be developed by the local OVR District Office, LEAs, county mental health/intellectual disabilities agencies, and county health offices. In the absence of a local Interagency Agreement, local agencies will adhere to the statewide MOU.

The OVR Statewide Transition Coordinator acts as the liaison with the Pennsylvania Department of Education, and provides statewide coordination and technical assistance for Transition from School to Work. An OVR representative maintains contact as needed with school personnel in area schools, alternative educational sites, and community resources to ensure early identification of youth and young adults who may require vocational rehabilitation services. These youth and young adults may or may not be receiving Special Education services.

- OVR Representatives will be available to LEAs to:
  - Consult on vocational issues for youth and young adults with disabilities
  - Provide training on the Rehabilitation Act of 1973 and amendments as well as the Americans with Disabilities Act
  - Participate in programs designed to provide information and training to families/advocates and youth and young adults with disabilities
  - Meet with youth and young adults, families/advocates and educational staff

- OVR District Office staff will participate in local Transition Coordinating Councils.

- Where there are disagreements about agency responsibilities or the scope of services to be provided, local agencies should refer to the "dispute resolution agreement" as outlined in the statewide MOU.

**REFERENCE:** Rehabilitation Act as Amended § 101(a)(11)(D); 29 U.S.C. 721 (a)(11)(D)

Collaborative transition planning should also provide for ways to facilitate a youth or young adult with a disability’s ability to live independently. Pennsylvania Centers for Independent Living can also serve as a resource for youth and young adults with disabilities as they explore living independently. Referral of youth and young adults with disabilities to Centers for Independent Living and other special interest and advocacy organizations should be considered, depending on each youth or young adult with a disability’s unique needs, interests and circumstances.

**REFERENCE:** Rehabilitation Act as Amended § 12(c) and 101(a)(11)(C), (E), and (F); 29 U.S.C. 709(c)

**OUTREACH**

OVR representatives should:
- Meet with school personnel to discuss OVR transition services whenever possible
- Provide information regarding OVR programs and services available to youth and young adults with disabilities
- Assist the transitioning youth or young adult and their family/advocate with an application for OVR services
- Serve as a consultant regarding employment supports and services
• Supply information to youth and young adults with disabilities regarding other relevant agencies and organizations
• Attend school functions (i.e. college fairs, career days, disability fairs, open houses, etc.)
• Collaborate with the educational staff in providing career counseling and vocational exploration activities

The OVR representative will ensure that youth or young adults with blindness or a visual impairment are informed of BBVS Specialized Services for Children.

YOUTH AND YOUNG ADULTS WITH DISABILITIES WHO MAY BE ELIGIBLE FOR OVR SERVICES BUT DO NOT HAVE AN IEP

In order to identify youth and young adults with disabilities who may not be served in public schools under an IEP or 504 Plan, OVR will continue its collaborative relationships through its Memorandum of Understanding and local interagency agreements. This includes youth and young adults with disabilities covered under Chapter 15 of the Pennsylvania Standards and Regulations (Appendix IV). Outreach will be conducted to identify youth and young adults with disabilities who are underserved through other community partners, such as, but not limited to:

- Intermediate Units
- career and technology centers
- private schools
- home schools
- approved private schools
- student assistance programs
- summer employment programs
- workforce investment boards
- home school organizations
- juvenile justice system
- foster youth organizations
- homeless shelters/programs
- medical facilities

REFERENCE: Rehabilitation Act as Amended § Section 7(2); 29 U.S.C. 705(2)

REFERRALS

OVR representatives will develop a referral process with the LEAs within their geographic area.

The optimal timing for OVR to begin working with a youth or young adult with a disability is when the youth or young adult is ready, and available, to engage in the activities necessary to establish an employment goal. These activities include the development of an IPE and participation in vocational services in order to become employed. The time at which this occurs is unique to each individual. Typically, this is two years prior to graduation. However, it may occur later due to onset of disability. It can occur at any point the youth or young adult is interested in pursuing an employment goal, or becomes available for vocational programming.

LEAs provide secondary transition services. OVR Representatives collaborates with each LEA to identify potentially eligible youth or young adults with disabilities. OVR Representatives will have specific roles and
responsibilities to actively engage youth and young adults with disabilities, their parents/advocates and the LEA in the Transition Process. Logistical considerations including but not limited to meeting space, consistent times and/or schedules for youth or young adults with disabilities to access OVR Representatives, use of the internet, printers, etc. will facilitate OVR contact with the youth and young adults with disabilities. An OVR representative will discuss with the LEA whether or not the LEA is able to provide the logistical considerations mentioned above in order to improve and increase the amount of services OVR is able to provide for that LEA.

The referral process will identify who is legally authorized to provide consent and receive information. The referral process will include a commitment from the LEA to obtain consent in writing from the appropriate party when necessary in order to share all pertinent information with OVR and other agencies. This should help avoid the issue of confidentiality impeding the referral process.

Parent/Advocate participation is beneficial to a youth or young adult’s successful transition from school to work. Active participation starts in the referral process and involves more than simply signing consent forms. OVR Representatives will make every attempt to ensure that parents/advocates are informed about OVR, its mission, the services available, and OVR's eligibility requirements. Parents/Advocates need to know that youth and young adults with disabilities can go on to post secondary education and/or work and that parents/advocates are a key to a youth or young adult’s successful transition from school to work.

Each LEA has a designated Transition Coordinator who can be used as a contact person. The Transition Coordinator is designated locally based upon each LEA’s organizational structure. Each year, OVR Central Office will provide an updated list of designated liaisons for inclusion in the PA Secondary Transition Directory.

REFERENCE: Rehabilitation Act as Amended § 101(a)(6)(A) and 102(a)(6); 29 U.S.C. 721(a)(6)(A) and 722(a)(6)

REFERRAL INFORMATION

A youth or young adult’s referral from the LEA shall include documentation which will note the individual’s impairment/disability and include pertinent information such as:

- the Multi-disciplinary Team Evaluation Report
- a psychological evaluation
- a vocational evaluation
- assistive technology evaluation
- academic records
- current accommodations/support/assistive technology
- work study experience reports
- preferred communication method
- behavioral modification plan
- medical information that will be of benefit to the OVR Representative and the youth or young adult when making vocational decisions

A copy of the youth or young adult's current IEP Transition Plan section must also be included with each referral as applicable. OVR will use all the available information provided by the LEA to prevent duplication of evaluations. When determining eligibility, the OVR Counselor should use discretion when using referral information with regard to the age of the information provided.
INDIVIDUALIZED EDUCATION PROGRAM (IEP) MEETINGS

Under IDEA, LEAs are required to provide a free and appropriate public education to youth and young adults with disabilities who are entitled to special education services. The provision of services is documented through the IEP. The IEP is a legal document updated annually or when requested by the parent/advocate and developed by a multi-disciplinary team which establishes educational goals, and identified accommodation and modifications to the academic curriculum.

OVR staff can be involved in effective transition planning for youth and young adults with disabilities by attending and participating in IEP meetings when possible. If they cannot participate in the IEP meeting, OVR Counselors can provide information, vocational planning and guidance, and transition-specific materials to the IEP Team. OVR Representatives will provide LEAs with current information in accessible format. This will enable educational staff to provide accurate, general information about OVR to youth and young adults with disabilities and families/advocates during IEP meetings.

Reminder: An IEP is not complete unless and until the parent signs it both the IEP and a NOREP/PWN*. OVR’s purpose for being at the table is to assist the youth or young adult with a disability transition from school to competitive employment or from school to post-secondary training/education that leads to competitive employment. The transition goal of the youth or young adult with a disability should always remain the priority of the IEP process. It is OVR’s role to provide appropriate and necessary information to the parent/advocate to ensure the IEP is developed with effective transition foremost in mind.

*A NOREP/PWN is a Notice of Recommended Education Placement/Prior Written Notice which indicates whether the parent/advocate agrees with the IEP. If the parent/advocate disagrees, then an appeals process ensues.

VOCATIONAL AND CAREER ASSESSMENTS

As part of a youth or young adult’s IEP, it is the LEA’s responsibility to develop an Individualized Transition Plan by the IEP year that the youth turns age 14 or onset of disability, if later. The Individualized Transition Plan must include an appropriate measurable postsecondary goal or goals that cover education or training, employment, and, as needed, independent living based upon age appropriate assessment. This plan includes transition activities, services and courses that focus on improving academic and functional achievement that will reasonably enable the student to meet his/her postsecondary goals. This plan must also include evidence that agencies likely to provide transition services are invited with parent/advocate consent to attend the IEP meeting. At minimum, this plan must be updated annually.

When possible, an IPE will be developed by the OVR Counselor with the eligible youth or young adult and, when appropriate, parent/advocate before the youth or young adult graduates/exits high school. OVR Counselors will utilize information available from the LEA to the maximum extent possible when assisting youth and young adults with disabilities to select a vocational goal and develop an IPE.

It is not always necessary to obtain a formal vocational assessment on a youth or young adult who is making decisions about a career. Intensive vocational counseling, using resources such as vocational computer software packages, is often an effective way to assist youth and young adults with disabilities as they select a vocational goal and make vocational choices.
Vocational assessments are often a usual and customary part of the transition component of the IEP and therefore, if they are necessary, such services should ideally be part of the IEP. If the IEP team, including the parent/advocate, determines this is not necessary for the implementation of the IEP, OVR may consider providing a formal vocational assessment. OVR should not pay for assessments or vocational evaluations if the purpose is to determine the content of a student's IEP, 504 Plan or another aspect of secondary education. OVR can pay for appropriate assessments and vocational assessments to determine OVR eligibility and to determine the content of an IPE. Ideally, these assessments and vocational assessments, for purposes of providing OVR services, should be completed in the summer before the final year of secondary education.

REFERENCE: Rehabilitation Act as Amended § Section 7 (2)(B) and § Section 103 (a)(1)

PURCHASE OF EQUIPMENT AND OTHER SERVICES

- Specially designed instruction, equipment and related services that allow access to a free and appropriate public education are not the responsibility of OVR. Youth and young adults with disabilities who are served under "Special Education" are receiving specially designed instruction and related services from a LEA as outlined in an IEP. Under IDEA, as amended, related services may include, but are not limited to:
  - assistive technology equipment and services
  - interpreters
  - transportation
  - speech pathology
  - audiology
  - psychological services
  - physical and occupational therapy
  - adaptive physical education
  - counseling services
  - medical services for diagnostic or evaluation purposes

LEAs are responsible for ensuring that services in an IEP are implemented. The purchase of equipment is often a usual and customary part of the IEP and should ideally be part of the overall transition process. Itinerant services and equipment needed to support the youth or young adult in the home and community, outside of the IEP, may be funded through Medical Assistance or private medical insurance if applicable. If the IEP team, including the parent, feels that a service is not necessary for the implementation of the IEP, OVR may consider funding it if it is necessary to obtain a vocational objective as outlined in the OVR IPE.

Should this be the case, a referral to OVR can be made prior to or following graduation or exiting high school. The OVR Counselor will make a determination of eligibility and then services and equipment may be provided, as per OVR policy. In these instances, the OVR Financial Needs Test and comparable benefits must be considered before OVR makes a commitment to fund rehabilitation equipment or services.

The OVR Counselor and the youth or young adult with disabilities will develop the IPE. The IPE will specify appropriate equipment or services needed in order to achieve the vocational goal listed on the IPE except those services already included in the IEP shall be clearly identified. Prior to graduating/exiting high school, the LEA should provide evaluation and training in the use of any necessary assistive technology (AT). Youth and young adults with disabilities should be proficient in the use of AT that will permit them to engage in post-secondary education, community living, and employment upon graduation/exit from high school. Equipment and other
services not provided by the LEA but needed for the achievement of vocational goals should be in place before a youth or young adult graduates/exits high school. The equipment and services listed on the IPE may or may not be the same as those provided by other providers. However, the provision of equipment and services must be disability-related and purchase of these items must fall within the parameters of state and federal guidelines. Based upon comprehensive assessment, the IPE will specify appropriate services and equipment to obtain the vocational goal listed in the IPE. All services, including those listed in the IEP, shall be clearly identified in an attachment.

Please see OVR Numbered Memorandum 12-200.09 Placement Equipment Purchase Procedure for additional guidance.

**REFERENCE:** Rehabilitation Act as Amended § 12(c) and 101(a)(8); 29 U.S.C. 709(c) and 721(a)(8))

### JOB COACHING

**LEA Responsibility**

Youth and young adults with disabilities may be involved in community-based activities which may include work experiences, i.e. CBWAs, through the LEA. These work experiences are designed to evaluate a youth or young adult's potential to participate in specific job training and/or to simply allow the youth or young adult to explore different occupations.

Work experiences may involve job coaching. Work experiences and corresponding job coaching provided while a youth or young adult is enrolled in secondary education, are considered "instruction" and are the responsibility of the LEA. If the LEA offers job coaching services to a youth or young adult with a disability, it is considered to be a comparable benefit until he or she exits high school.

**OVR/LEA Joint Responsibility**

There are situations in which a youth or young adult is using job coaching services through the LEA for a job that will most likely become a permanent position upon the youth or young adult's graduation. In these situations, OVR may become involved in funding the job coaching services after the student has met all the requirements for graduation.

However, the OVR Individualized Plan for Employment for these services must be in place and compatible with the Individualized Education Program before graduation. If necessary, funding for job coaching services in these situations must also include a Long Term Support Services Plan to ensure that payment for job coaching services is not interrupted. Extended job coaching services for eligible individuals should be funded by the local county Office of Mental Health/Intellectual Disabilities through “Base Funded Services”, “MA Waivers,” or other DPW Funded Programs.

**NOTE:** Anyone providing job coaching services for a youth or young adult’s IPE must adhere to OVR’s numbered memorandum 12-100.06 Provider Agreement Policy and Procedures and must sign the OVR-130 Provider Agreement form. Using a provider who is not an established trade or business is prohibited.

**REFERENCE:** Rehabilitation Act as Amended § Sections 12(c) and 101(a)(8); 29 U.S.C. 709(c) and 721(a)(8))
ADVOCACY
Agencies involved in providing transition services have an obligation to advocate for youth and young adults with disabilities and promote consumer empowerment. OVR, LEAs and other community agencies need to be involved in ongoing cross training such as the following:

- Appeal procedures
- Due process procedures
- Protections offered by client assistance programs
- Services offered by Centers for Independent Living and
- Other pertinent procedural/legal safeguards set up to protect youth and young adults with disabilities' rights

Where there are disagreements about agency responsibilities or the scope of services to be provided, local agencies should refer to the MOU.

REFERENCE: Rehabilitation Act as Amended § 12(c), 101(a)(19); 102(b)(2)(B) and 102(d);
29 U.S.C. 709(c), 721(a)(19); 722(b)(2)(B) and 722(d)

ATTACHMENTS:

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