

and Pennsylvania—figure prominently both in Florida immigration and Florida outmigration.

Because the cycle of departure and return for some migrants did not necessarily fall with the limits of the survey year, the count of “circular migrants” shown here for the period—42,000—does not measure the full extent of circular migration.

### Movement to the Suburbs

The movement of beneficiaries into and out of States may equalize over a period of time, but in some areas outmigration exceeds immigration and produces a net loss in the migratory aged beneficiary population (table 4). The im-

TABLE 4.—Net decrease in number of aged beneficiaries resulting from migration, selected States

State	Net decrease in number of aged beneficiaries	State	Net decrease per 1,000 aged beneficiaries
New York.....	11,835	District of Columbia.....	30
Illinois.....	4,862	Wyoming.....	11
Michigan.....	3,055	New York.....	7
Pennsylvania.....	2,600	Illinois.....	6
Ohio.....	2,072	Michigan.....	5
District of Columbia.....	1,481	South Dakota.....	5
Massachusetts.....	1,255	West Virginia.....	4
Indiana.....	1,106	Montana.....	4
21 other States.....	5,534		

balance in these areas appears to be affected by the “move to the suburbs.” The figures on migration between States with common borders often reflect this type of movement. When, for example, roughly 1,400 aged beneficiaries moved from the District of Columbia to Maryland during the survey year and only 400 moved into that jurisdiction from Maryland, the result was a net loss of 1,000 for the District of Columbia. Movement to Virginia also contributed to the total net loss of 1,480 in the number of aged migrating beneficiaries in the District of Columbia.

Shifts to the suburbs are also reflected in the migration data for New Jersey. Because many more aged beneficiaries moved into New Jersey from Pennsylvania and New York than the number going in the opposite direction, New Jersey was the only populous State in either the Northeast or North Central regions without a significant decline in the number of aged beneficiaries brought about by migration.

### Regional Growth in Aged Beneficiary Population

Between 1959 and 1966 the number of aged persons receiving benefits rose 72 percent in the Southeast and 61 percent in the West; in the Northeast the number was 42 percent higher, and it was 45 percent higher in the North Central States. Much of the growth in number is attributable to program liberalizations and to extension of the program to more persons. In addition, the regional variations in the rate of growth of the aged beneficiary population reflect some of the gains and losses through migration.

## SOCIAL SECURITY ABROAD

### Mental Retardation in Four Countries\*

This study on mental retardation was originally prepared by the Office of Research and Statistics for a special task force on mental retardation established by the Secretary of Health, Education, and Welfare. Because it may be of interest to others, it is printed here with minor revisions.

The four countries studied—Sweden, the Netherlands, the United Kingdom, and the Union of Soviet Socialist Republics—were chosen because they have often been cited by foreign observers, most notably by study teams of the President’s Panel on Mental Retardation, as having public programs for mental retardation with desirable features.

Brief descriptions are given below of the social security programs in these countries as they relate to the mentally retarded, followed by an outline of medical services that can also be considered as a form of social security since all four countries have national health schemes. To convey a more nearly comprehensive impression of the position of the mentally retarded, some of the other public programs for the mentally retarded in the fields of welfare, education, and rehabilitation have also been discussed.

\* Prepared by Joseph Simanis, International Staff, Office of Research and Statistics.

To provide some perspective it is probably worthwhile to give a brief description of those provisions of the social security program in the United States that extend benefits to the mentally retarded.<sup>1</sup> The largest category of the mentally retarded beneficiaries at present qualifies under 1958 amendments to the Social Security Act that provided for payments to adult persons, disabled before age 18, who are the children of deceased insured workers or workers entitled to disability or retirement benefits.<sup>2</sup> Eligibility is also predicated on satisfying the general definitions of disability in the Social Security Act: Inability to engage in any substantial activity because of any medically determinable physical or mental impairment that has lasted or can be expected to last for a continuous period of at least 12 months or that can be expected to result in death.

As of December 1968, there were 243,000 such beneficiaries in all categories of disability receiving a total of about \$15 million a month. The average benefit was \$61.80. An estimated 153,000 of these disabled beneficiaries were mentally retarded.

In addition to these adult beneficiaries (aged 18 or over), an indeterminate number of mentally retarded children receive payments as dependents of retired, disabled, and deceased workers. These children, until they reach age 18, would be eligible for benefits regardless of disability.

A few of the mentally retarded obtain benefits under other provisions of the social security program. Under the provision that has made benefits payable since February 1968 to disabled widows and widowers (at a reduced rate), mental retardation accounts for the primary diagnosis of about 2 percent of such beneficiaries. Among disabled-worker beneficiaries, somewhat less than 1 percent have a primary diagnosis of mental retardation.

The social security program now also provides for referral of disabled beneficiaries to State vocational rehabilitation agencies for possible rehabilitation services. Under this feature, the State

<sup>1</sup> The public medical, welfare, and educational programs established in the United States to help the mentally retarded vary considerably from State to State. No attempt will be made to outline them in this study.

<sup>2</sup> If the parents of a mentally retarded beneficiary are dead, an interested relative or a legal guardian may be designated to act as representative payee and to administer the benefit.

agencies are reimbursed from the social security trust funds for the cost of services extended to those receiving benefits because of disability. A sum equal to 1 percent of all disability benefits paid out under the program in the preceding year can be made available for these purposes. Persons referred for vocational rehabilitation services under this provision include disabled-worker beneficiaries, childhood-disability beneficiaries, and disabled widows and widowers.

## **SOCIAL SECURITY BENEFITS**

### **Sweden**

Several years ago Sweden inaugurated a special allowance for families with severely handicapped children—now about 3,420 kronor (one U.S. dollar equals 5.2 kronor) a year. Approximately 0.16 percent of the children under age 16 receive such benefits for mental retardation. This group represents roughly one-half the severely retarded group.

In addition, a regular children's allowance of 900 kronor a year is granted to all children under age 16. Thus, in total, the severely retarded child receives about \$900 per year or about one-fifth of the wages of the average worker in manufacturing. When the mentally retarded child reaches age 16, he is eligible for a disability pension of about \$1,000 per year.

### **Netherlands**

The Netherlands has a system of family allowances that are paid to all children under age 16, with a few exceptions. For invalids (including the mentally retarded), the allowance is payable to age 27.

The benefits amount to 37.44 guilders (one U.S. dollar equals 3.6 guilders) per month for families with one child. The rate rises for each additional child up to the eighth. The maximum amount, paid for the eighth and each subsequent child, is 70.2 guilders (slightly more than one-eleventh of the average wage in manufacturing).

In general, however, in trying to ease the burdens borne by the mentally retarded and their families the Netherlands seems to have developed direct social security assistance less extensively

than medical and rehabilitative programs, some of which are described below.

### United Kingdom

Family allowances are provided for families with at least two children. They amount to 18 shillings (1 shilling equals 12 cents) a week for the second child and 1 pound for the third and each subsequent child. Allowances normally stop at age 15 but continue until age 16 for the mentally retarded. At age 16 the mentally retarded without personal resources of income are eligible for allowances under the national supplementary benefits system of about 5 pounds a week (\$12 or slightly more than one-fourth of the average worker's wage in manufacturing).

### Union of Soviet Socialist Republics

Regular family allowances exist in the USSR, but they are low and are payable only to families with four or more children and, even then, the eligible children must be under age 5. The rules are more lenient for unwed mothers. The allowance is 4 rubles a month for the fourth child and rises progressively to 15 rubles for the 11th and each additional child. (At the official Russian exchange rate, 1 ruble equals \$1.11.)

According to several writers on the Soviet Union, the family or relatives caring for the mentally retarded at home are given generous grants at the discretion of the local clinical specialist. No figures are available on the exact size of these grants, however.

In addition, since 1967, the mentally retarded who can be considered to be completely incapacitated from childhood have been entitled to 16 rubles a month as a disability pension upon reaching adulthood. (According to official Russian statistics, monthly cash earnings of wage earners in 1968 averaged 112.5 rubles.)

### MEDICAL BENEFITS

Both the United Kingdom and the Soviet Union have universal medical care systems with

services that are provided virtually free of charge. Several writers on mental retardation who have visited the USSR have noted the relatively large number of psychiatrists to which the mentally retarded have access and the extensive system of diagnostic clinics for identifying and treating mentally retarded children.

In the USSR, where residential care is necessary for the mentally retarded child, parents must contribute to the upkeep of their institutionalized children. The schedules of charges in 1965 are shown below:

	[In rubles]	<i>Contributions per month</i>
<i>Monthly earnings</i>		
30-40 -----		8
70-80 -----		25
100 or more -----		40

Unmarried mothers, mothers with more than three children, and parents who are old-age pensioners or disabled are exempt from these fees. Parental contributions, in any case, cease after the child reaches age 18.

In Sweden, there is also universal medical coverage under the national health insurance scheme, but the individual normally has to pay a fourth of the doctor's fees himself. Ward hospital care is free. Preschool-age children are entitled to free care at child welfare centers.

In the Netherlands in recent years a little more than 70 percent of the population has been covered by subsidized health insurance. However, municipal programs have provided free diagnostic services and comprehensive health care to children, as well as to the mentally retarded who have completed special schools or have been released from institutions. Efforts are being made to improve diagnostic and medical care facilities directed at children of preschool age.

As of 1962, parents in the Netherlands with income over 12,000 guilders a year and 50,000 guilders in capital assets were required to reimburse municipalities by as much as 7-15 guilders a day for their children over 21 in institutional care. These charges have presumably been eliminated since the national insurance scheme was expanded on January 1, 1968, to include universal coverage for prolonged treatment for the handicapped, including the mentally retarded.

## RESIDENTIAL CARE AND EDUCATION OF CHILDREN

### Sweden

Swedish authorities estimate that about 0.8 percent of children of school age are mentally retarded.<sup>3</sup> This group roughly corresponds to the number of children with an IQ less than 70. Those with an IQ of 70–85 are not considered retarded but are taught in regular schools in “slow learner” classes instead.

Under the Swedish approach, every effort is made to keep children with their parents if possible. To make it more feasible for parents to keep even the most severely retarded child at home the special children’s allowance mentioned previously was instituted.

About half of the mentally retarded children are institutionalized, and about 10 percent of these are in hospitals or in residential care for the mentally retarded. The others are in 5- or 7-day institutions where the emphasis is on educating them to the extent of their abilities. In rural areas, because of the relatively sparse population and the correspondingly great distances to the closest facilities for the mentally retarded, it has been necessary to institutionalize more children than would otherwise be considered ideal.

### Netherlands

Estimates of the proportion of mentally retarded in the Netherlands population correspond fairly closely to those for the United States: 3 percent of the school-age population is categorized as mentally retarded. Children with an IQ of roughly less than 80 are considered retarded. The cut-off point for imbeciles is set at 60.<sup>4</sup>

<sup>3</sup> In the United States the proportion of mentally retarded is usually considered to be about 3 percent of the overall population.

<sup>4</sup> Terminology and categories vary in literature on mental retardation. The cut-off point in the United States between moderate and severe retardation is usually set at an IQ of about 50. The more retarded group (sometimes also called “severely subnormal,” “trainable,” or “motorically educable”) is fairly uniformly considered in most countries to constitute about 0.35 percent of the overall population. This category is further subdivided into imbeciles and idiots or profoundly retarded. The less retarded, roughly above IQ 50, are also called morons, or in Europe “debiles,” and at times, “the educable retarded.”

In 1964 about 1.7 percent of the children of school age were in special schools for the retarded. One in 5 of these was in the imbecile category. Roughly 1 percent of the children considered retarded were in the regular schools, normally in regular classes. These children, most of whom would be in the less retarded category, seem to be able to adjust to the working world upon leaving school. The problem of placing them in competitive employment has been eased by a national labor shortage of long duration and the assistance of an elaborate public employment service.

Of the 330 special schools in 1964 approximately 300 were day schools and the remainder were residential facilities. Less than a third were public schools run by the municipalities. The others were either private or denominational, liberally subsidized by the Government. In 1960 the Ministry of Education’s budget allotted funds to special education for the mentally and physically handicapped that were nearly one-tenth of the total amount expended for ordinary education (40.4 million guilders, compared with 456.8 million guilders). This high proportion is an indication of the expensive nature of good facilities for the education of the mentally retarded.

Training for the retarded emphasizes mastering of motor skills, and academic learning is generally confined to imparting limited concepts such as time, use of money, and mastery of simple oral expression. Heavy reliance is placed on learning through manipulating objects and teaching equipment of the Montessori type.

### United Kingdom

Most medical authorities consider 2 percent of the population to be mentally retarded. In 1964 the number of children actually attending special schools for the subnormal was 41,000 (0.6 percent of all school-age children). The estimated proportion of school-age children who required places in the special schools was 0.8 percent. These children usually have IQ’s between 50 and 75. In line with the British attempt to create new patterns of care for the mentally retarded that emphasize integration in the community at large, there is an attempt to have as few boarding schools as possible.

There are few special classes for slow learners and the less severely retarded in the ordinary schools. Some authorities believe, however, that many of these children in the regular schools could also benefit from special help.

For those children whose mental abilities are too meager even for the special schools, there is a system of training centers. A few years ago, it was estimated that the capacity of these institutions had to be expanded to provide placement for 3 individuals per 1,000 in the population, or a total of 20,000 in England and Wales. This capacity was actually reached in 1968. Now, however, estimates of the real need have been revised upward along with recommendations for improving the training given and upgrading the qualification of the personnel.

Children usually remain in junior training centers from age 5 to age 16. Many are then placed in senior training centers where an attempt is made to prepare them for work placement either in industry or in sheltered workshops.

### **Union of Soviet Socialist Republics**

Russian authorities estimate the number of mentally retarded to be no more than 1 percent of the total population. Retarded children in the USSR are considered as an educational problem rather than a health problem except for those in the most afflicted or idiot category who are the special responsibility of the Health Ministry. A number of writers who have observed the Russian program have emphasized the good quality of arrangements for preschool diagnosis and treatment.

Almost all children receive a 1-year trial in regular classes once they reach school age. Those children who do not learn quickly enough are placed in special remedial classes of 10-15. From there they may be further transferred to special schools where they are kept until they reach age 18. During their last 2 or 3 years of education they are given training specifically directed toward preparing them for employment.

The special schools, run on a daily basis in urban areas and on a boarding basis in rural areas, place particular emphasis on self-help. Visitors to the Soviet Union have noted that the classrooms contain a large proportion of imbeciles

and have concluded that the Soviet Union has been successful in imparting a higher level of education to the imbecile level of mentally retarded than has traditionally been considered feasible in other countries. Some of the success in this regard has been attributed to the heavy reliance on highly trained "defectologists" to administer to the needs of the more severely retarded. The defectologist in the USSR is a qualified teacher who has completed advanced studies in the special problems of the mentally retarded and receives a salary equivalent to that of a physician.

The Russian system ideally considers it advisable to remove the mentally retarded child from his home at the earliest possible age and place him in an institution until he reaches adulthood. It is felt that in the institution he can be given round-the-clock training and be trained to the limit of his capacities and not left to the care of often overindulgent parents who obstruct his progress by doing things for him that he can learn to do for himself.

Although the facilities for the mentally retarded that have been observed by foreign visitors appear to be of uniformly high quality, they do not yet seem to exist in numbers great enough to accommodate more than a portion of those who could benefit. Official Russian statistics show that only about 0.6 percent of school-age children are in special schools. These schools are attended not only by children with mental problems of all types but also by the physically handicapped. The shortage of facilities seems to be particularly acute in rural areas, but the problems of adjustment for the mentally retarded in an agricultural setting are not so great as in the cities.

### **FACILITIES FOR THE MENTALLY RETARDED OF POST-SCHOOL AGE**

#### **Sweden**

A recent survey of the mentally retarded in their early twenties indicates that, among school-age children, about one-half are in institutions. Even among the institutionalized, however, a majority are able to engage in gainful employment provided by sheltered workshops. Of those outside institutions, slightly less than half are

engaged in competitive work and need no special supervision. About an equal number work in sheltered workshops, with some of them living in hostels. A few of those not in institutions attend vocational schools run by the larger cities for the mentally retarded up to the age of 23.

Sheltered workshops now employ about 1,000 (approximately 2 per 10,000 of the adult population) of the mentally retarded. About half of these are ultimately rehabilitated into regular employment and go off the rolls of the mentally retarded.

In addition to those sheltered workshops operated by municipalities and counties, a number are run by private organizations. These private institutions are, however, heavily subsidized by public funds. Swedish authorities consider the sheltered workshop program highly successful and plan to expand it considerably.

In recent years, Sweden has also tried to develop a network of hostel-type residential facilities where the adult mentally retarded can reside with a minimum of supervision while they work in competitive employment or in sheltered workshops. Medical officials believe that no more than 10 percent of the adult mentally retarded need be confined in hospitals if other types of care such as hospital outpatient arrangements and hostels are established in adequate numbers. The proportion now hospitalized in Sweden has been brought down to 17 percent of the adult mentally retarded.

### **Netherlands**

The sheltered-workshops network stands out as the most successful feature in the country's progress toward rehabilitating the mentally retarded. Their number has been growing rapidly. In 1964, there were 191—about three times as many as there were 10 years earlier. The number of mentally retarded persons who were employed in these workshops was 6,000 in 1961 or 75 per 100,000 of adult population. Their IQ's generally run about 45-65, and most of them are thus in the imbecile category.

As far as possible the workshops emphasize preparation for return to industry. In practice, however, the number passed on to regular industry does not seem to be high, probably because

only the less trainable are accommodated in the workshops. One manager of a workshop for 90 persons estimated that annually about 5 percent of his workers are able to take on regular employment elsewhere. Authorities believe that even though most of the workers never become competitively productive from a purely economic point of view, the therapeutic value of such employment should not be underestimated.

The Ministry of Social Affairs and Public Health subsidizes the workshops up to 75 percent of wages and a considerable amount of the costs incurred in business operations.

Workers are paid by a complicated point system with the maximum wage set at the minimum wage prevailing in normal industry. In 1965 this was 100 guilders per week. Workers who cannot achieve one-third of the normal working level are paid on a different, lower salary scale.

American observers of Dutch workshops have come to the conclusion that the mentally retarded can perform much more complex operations than they had previously thought possible. It is reported, for example, that power machines are operated even by workers with IQ's below 50.

In 1964 the Hague area had about 0.09 percent of its population in hospitals for the mentally retarded. This figure was roughly equivalent to the rate in the United States and was somewhat higher than that for the Netherlands as a whole.

The Dutch have also set up group homes with minimally sheltered living situations. In 1962, it was estimated that 8,000 of the mentally retarded were placed in these facilities. In 1970, it is expected that there will be 13,500 or a rate of 2 per 1,000 of adult population.

### **United Kingdom**

Although the British have pioneered in the field of rehabilitation, it is only recently that attention has been directed toward the problems of the mentally retarded. As a result, rehabilitation organizations provide assistance only to limited numbers of the mentally retarded. In 1962, there were some 12,000 disabled persons of all types in sheltered employment. During the same period, industrial rehabilitation units, which conduct training courses for the disabled that average about 8 weeks in duration, accom-

modated another 11,000 people over the course of a year. Only a small portion of these are mentally retarded.

Recently, another type of institution for helping the retarded has grown rapidly. These are the senior training centers that by the end of 1967 were providing training for about 30 percent of the mentally retarded over age 16 in the care of local authorities. The number enrolled in these centers grew from 6,987 in 1960 to 22,321 in 1968.

It is assumed that the proportion receiving training in the senior training centers will increase as those who had training as children that can be successfully continued and broadened in later years reach maturity. Nonetheless, it is felt that despite rapid improvement, there is still an unmet need for reaching and helping the older adult.

In recent years approximately 65,000 mentally retarded persons (or about 20 per 10,000 of the overall adult population) have been confined to hospitals. The United Kingdom has come to rely increasingly, however, on other institutions such as hostels and similar forms of residential accommodations. By the end of 1967, such arrangements had been made for about 5 percent of the mentally retarded not residing in hospitals.

Although the number of hospital beds under present conditions is considered to be inadequate even in the best-served areas, some writers think that no more than 74 beds per 100,000 of the general population would be needed if other facilities were adequate. This estimate is in general agreement with the number that Swedish officials consider necessary under optimum conditions.

Another program with promise aims at providing short-term care for the severely retarded to relieve their families for brief intervals of the problem of caring for them. Families with a mentally retarded individual are visited once every half year by mental welfare officers who offer advice and, when it is feasible, assistance. Efforts are being made to improve this service since currently only 24 percent of the parents concerned consider the program adequate as presently constituted.

### **Union of Soviet Socialist Republics**

The mentally retarded in the Soviet Union complete their formal education at age 18. The

Russians state that most of them are then employed in industrial enterprises in their own communities and are returned to their families. If the families are not able to care for them, they proceed to young adult homes where some receive additional training and others lead more or less normal lives, residing at the institution but holding down full-time jobs. Emphasis is placed on work as therapy. Even most of the severely retarded work in sheltered workshops at simple tasks such as folding cardboard boxes.

No precise figures are available on the exact arrangements for the adult disabled. It would seem, however, that the vast majority reside either with their families or in special homes. Analysts of Russian medical data estimate that approximately half as many beds in psychiatric hospitals are occupied by the mentally retarded as in the United States (in relation to the total population).

Like the three Western countries studied, the Russians seem to tend toward deemphasizing hospital facilities for the mentally retarded in favor of educational facilities and integration in the community at large.

### **Sources**

Most of the information and data on Sweden in this study was obtained from Dr. Karl Grunewald, Swedish National Board of Health and Welfare, during his visit to Washington in 1969. Some of the published sources of information used in the study follow.

The President's Panel on Mental Retardation, *Report of the Mission to the Netherlands, Report of the Mission to Denmark and Sweden, and Report of the Mission to the USSR*, U.S. Department of Health, Education, and Welfare, Public Health Service, 1962.

Alfred L. Green, *Manpower and the Public Employment Service in Europe*, New York, 1966.

S.S. Segal, ed., *Backward Children in the USSR*, Guild of Teachers of Backward Children, Leeds, England, 1966.

Michael Craft and Lewis Miles, *Patterns of Care for the Subnormal*, Oxford, Pergamon Press, 1967.

Bertram J. Black, *Industrial Therapy for the Mentally Ill in Western Europe*, New York, 1966.

Peter B. Townsend, *The Disabled in Society*, London, 1967.