

Massachusetts Employment and Disability Report, 2000–2004

What is this report?

This is the first in an annual series of reports on the employment of people with disabilities in Massachusetts developed by the Medicaid Infrastructure and Comprehensive Employment Opportunities grant. This report supplements the *Massachusetts Employment and Disability Snapshot Report* by providing more detailed information on employment services and outcomes.

The report includes information on the employment of people with disabilities in Massachusetts overall as well as data on specific subgroups: those on Supplemental Security Income; MassHealth (Medicaid) members; and people receiving services from the Department of Mental Retardation, the Department of Mental Health, the Massachusetts Rehabilitation Commission, and the Massachusetts Commission for the Blind. Data are also provided on services that are available to people with disabilities through One-Stop Career Centers, which are part of the workforce development system available to the general population.

The information and data included in this report were chosen to provide a brief description of each agency's employment efforts. Since each agency is unique, we did not attempt to develop a common format for the agency descriptions but rather tailored each agency's section to best reflect that agency's population, mission, and available data. *As such, the agency descriptions should be used not to compare agencies to each other but rather to learn about each agency as a distinct entity.*

Why report these data?

As the data in this report show, the unemployment and underemployment of people with disabilities is a significant issue in Massachusetts, as it is throughout the United States. The employment rate of people with disabilities is less than half that of people without disabilities, despite the fact that many people with disabilities want to work.

Public support systems can play an important role in addressing these employment disparities. Disability agencies—such as the Department of Mental Health, Department of Mental Retardation, and state Vocational Rehabilitation agencies—can provide services and supports to encourage and enable people with disabilities to find and maintain employment. Workforce development services, such as those provided by One-Stop Career Centers, can also be an important source of employment-specific information and support. Meanwhile, income and health care supports (provided by Social Security and MassHealth) offer work incentives that can encourage work and minimize the fear of losing benefits when gaining employment.

It is not clear, however, what the overall scope and role of such employment supports is in the state of Massachusetts. This report summarizes in one place, for the first time, the various supports available in the state, how many people utilize these supports, and how many people obtain employment through them.



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How does this report define “employment”?

“Employment” can be defined generally as working at a job for pay. However, for people with disabilities employment spans a continuum from sheltered to competitive. In this report, we defined “competitive employment” as working for pay in an individual, community-based job where the individual is paid directly by the employer. By this definition, “competitive employment” *does* include employment with ongoing job supports but *does not* include sheltered or group employment. Each agency has its own definition of employment, so the definition may vary slightly across data sets.

Massachusetts state agencies also support individuals in other employment arrangements. These include sheltered workshops; group supported employment settings such as enclaves or mobile work crews, where wages are often below minimum wage and paid by the agency; and non-work settings such as day habilitation. While such arrangements are not competitive employment, some data on these settings are included to provide a complete picture of the Commonwealth’s investment in employment and day supports for individuals with disabilities.

Where did these data come from?

This report was developed in consultation with state agency representatives who provided and/or verified all of the state agency data included here. The background data on pages 3 and 4 were obtained from the Bureau of Labor Statistics, the U.S. Census Bureau, and the Massachusetts Budget and Policy Center. Social Security data (pp. 5-6) were drawn from the annual “SSI Disabled Recipients Who Work” report from the Social Security Administration. The MassHealth data (pp. 7-8) were drawn from the 2003 MassHealth Employment and Disability Survey conducted by the Center for Health Policy Research at the UMass Medical School. The Massachusetts Rehabilitation Commission (pp. 10-11) and Massachusetts Commission for the Blind (pp. 12) data were taken from the Rehabilitation Services Administration RSA-911 data set. Data on the Department of Mental Health and Department of Mental Retardation (pp. 13-14) come from agency data sets obtained from our agency informants.



This report covers the years 2000-2004, which were difficult years for the Massachusetts economy. The state and nation were in a recession during this time period, with the unemployment rate in Massachusetts more than doubling (from 2.6% to 5.8%) from 2000-2003 before dropping to 5.1% in 2004.

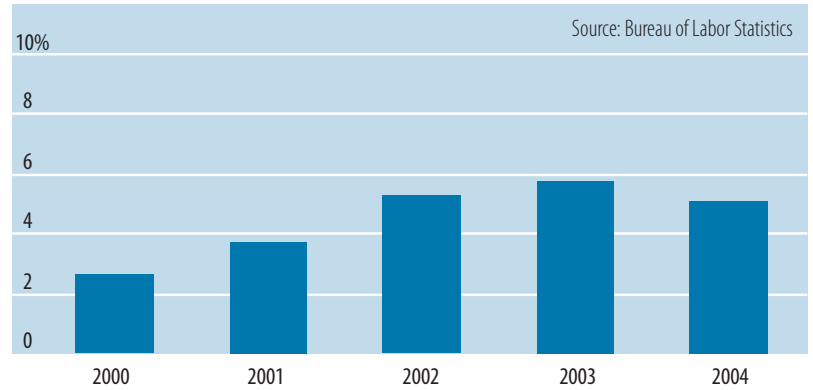
The national unemployment rate also increased during this same time period (although not as drastically) from 4% in 2000 to 5.5% in 2004.

The employment rate (percentage of people employed) in Massachusetts correspondingly declined in the early 2000s. From 2000-2003, the percentage of working-age adults employed dropped from 77% to 73%; in 2004 the percentage rose to 74%, still considerably lower than in 2000.

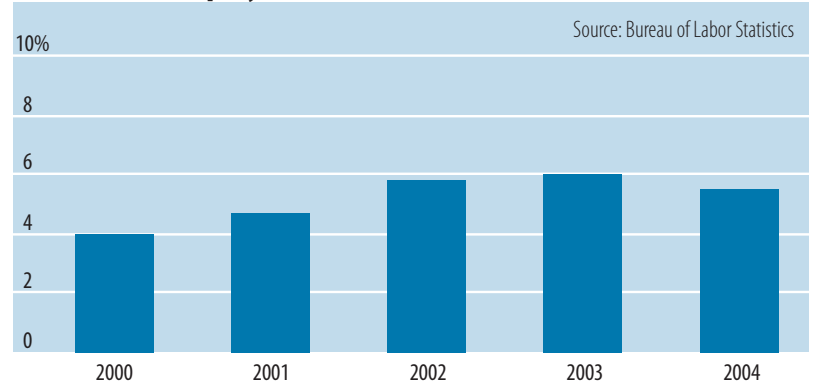
The early 2000s were also a time of decreasing tax revenues in Massachusetts due to a combination of the weakened economy and the effects of tax cuts. The decrease in revenues forced budget cuts that affected the disability and employment programs described in the following pages.

Because the unemployment rate only includes people in the labor force (working or actively seeking employment), the employment rate provides a more accurate sense of what share of the entire adult population is employed.

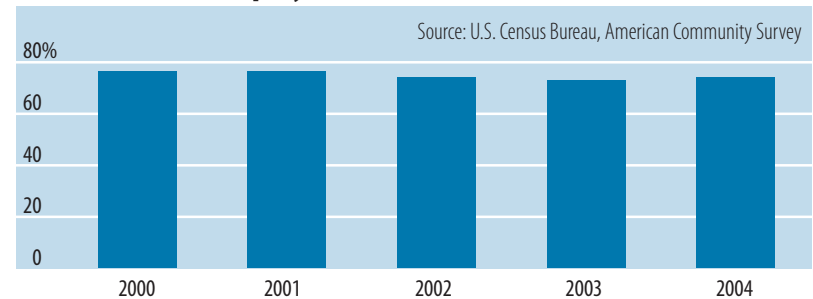
Massachusetts Unemployment Rate



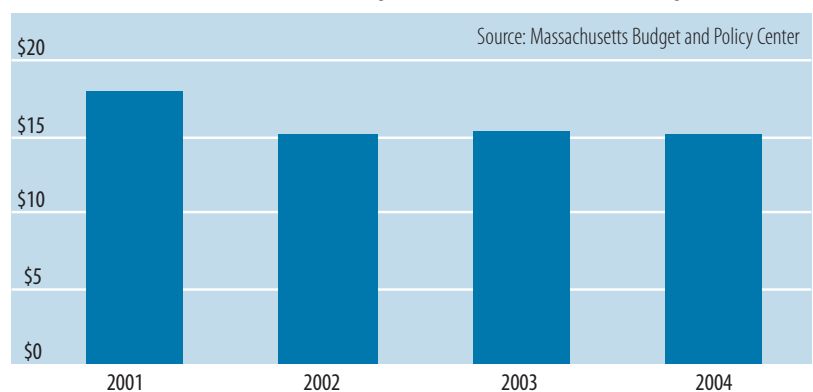
National Unemployment Rate



Massachusetts Employment Rate



Massachusetts Tax Revenue (billions in 2004 dollars)



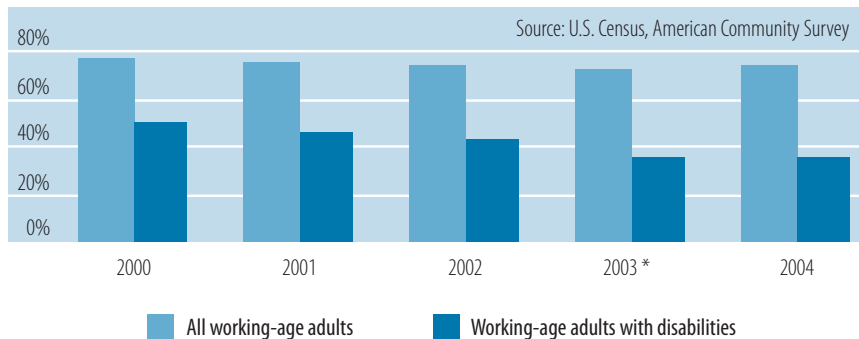
EMPLOYMENT PARTICIPATION OF PEOPLE WITH DISABILITIES

The employment rate for people with disabilities is considerably lower than that for the general population. In 2004, 35% of people with disabilities in Massachusetts were employed, compared to 74% of all working-age adults. Moreover, “employment” in the Census refers to working for pay in any capacity, so the figure for people with disabilities may include non-competitive employment settings. It is particularly important to consider employment rate (rather than the unemployment rate) for people with disabilities, because many people with disabilities are “out of the workforce” and therefore not included in the unemployment calculation.

People with disabilities were also more likely to be living in poverty. In 2004, 23% of working-age adults with disabilities had incomes at or below the poverty level, compared to 7% of working-age adults without disabilities.

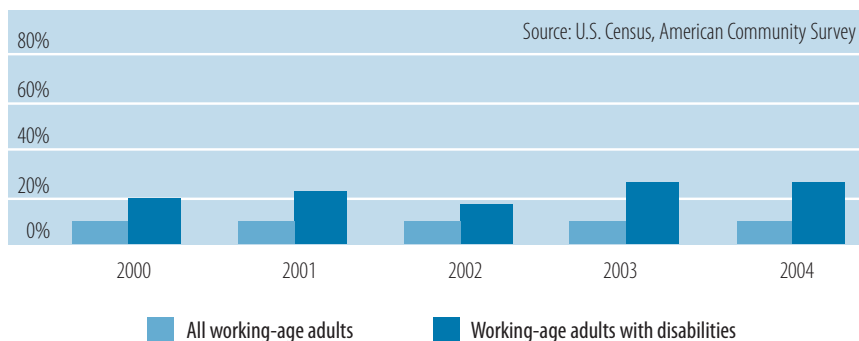
The employment rate differed by type of disability as well. Adults with physical or mental disabilities had lower employment rates than those with sensory disabilities. Those with disabilities affecting their ability to go outside the home or with employment disabilities had the lowest employment rates, at 20% and below.

Massachusetts Employment Rate

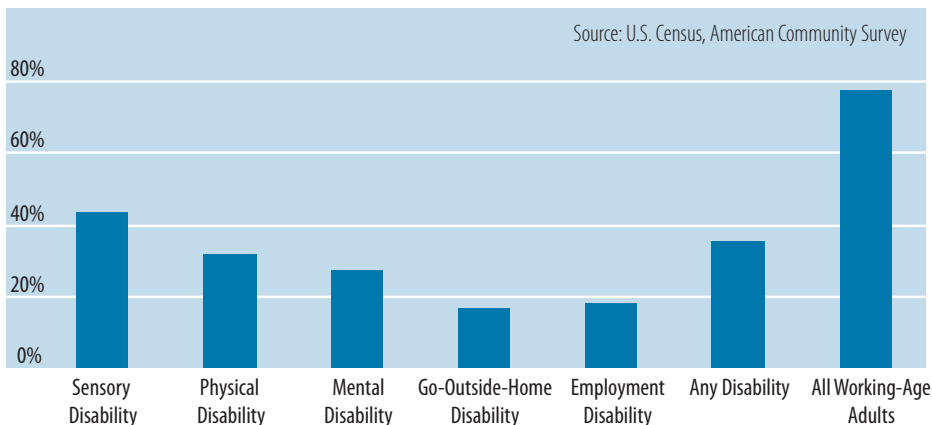


Note: Part of the drop in employment rate of people with disabilities from 2002-2003 was due to a change in survey wording. The 2003 version of the survey is considered more accurate; employment participation may have been overestimated in 2000-2002.

Percentage Below Poverty Level, Massachusetts



Employment Rate by Disability Type, Massachusetts (2004)

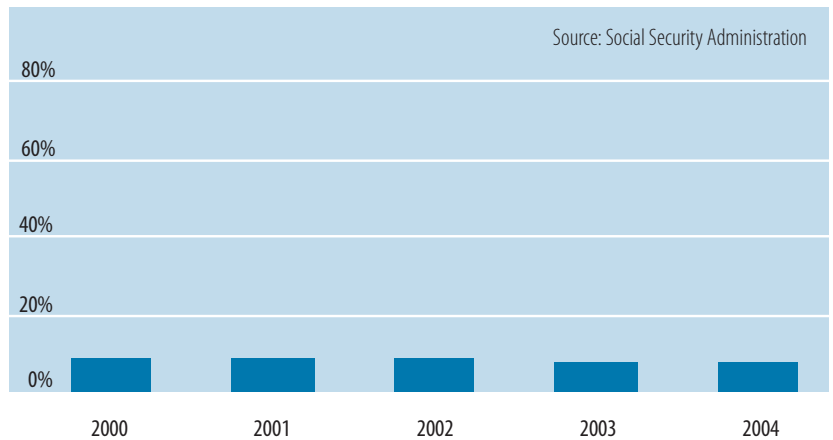


The Social Security Administration operates two cash assistance programs for people with disabilities. Social Security Disability Insurance (SSDI) is an insurance program that pays benefits to workers with disabilities who have paid Social Security taxes. Eligibility is based on having a disability and having worked long enough (and recently enough) and paid enough into the system to be considered eligible for Social Security payments. Supplemental Security Income (SSI) is available to adults and children with disabilities and is paid from general funds, so no payment into the Social Security system is required. To be eligible for SSI, an individual must fall within certain income and asset limits in addition to having a disability.

The data presented here focus primarily on SSI recipients, since the Social Security Administration collects fewer data on work habits and work incentive use among SSDI recipients than among SSI recipients.

In 2004, 7.5% of SSI recipients in Massachusetts were working, continuing the trend of very low work participation among SSI recipients. The percentage of SSI recipients working dropped from 9.2% in 2000 to 7.5% in 2004. Like the Census data, Social Security data do not distinguish among types of employment, so some of the people in that figure may be in sheltered or group settings.

Employment Rate of Massachusetts SSI Recipients

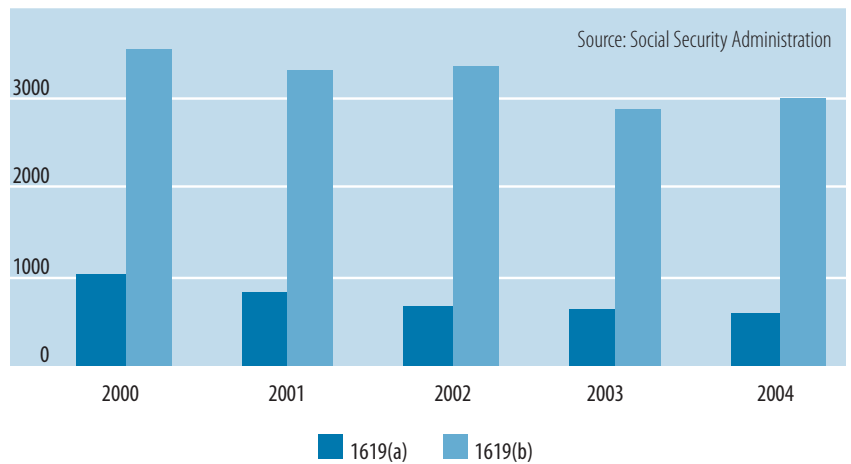


Several work incentive provisions are in place to encourage employment among SSI recipients. These work incentives allow individuals to continue to receive cash benefits and/or Medicaid even if their earned income exceeds the Substantial Gainful Activity (SGA) level. Without these work incentives, anyone with earnings exceeding SGA would become ineligible for SSI.

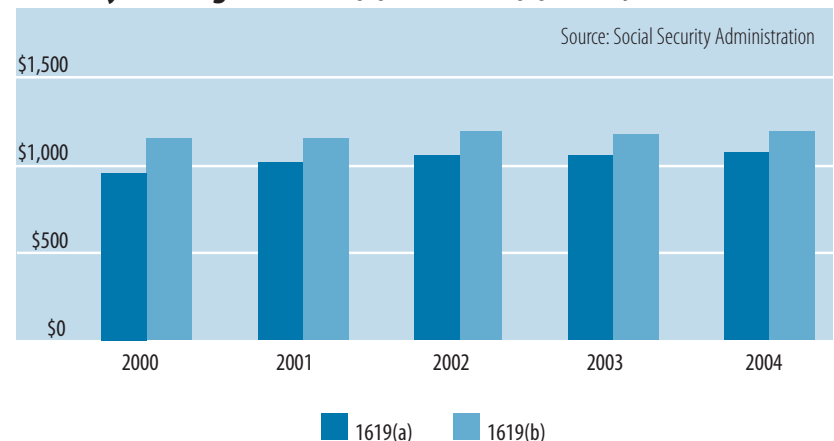
Under Section 1619(a) of the Social Security Act, individuals with disabilities whose earnings exceed SGA can retain their eligibility for SSI as long as they continue to have a disability and meet other eligibility requirements. Section 1619(b) allows individuals who no longer receive cash benefits due to their earnings to continue receiving Medicaid if their earnings do not exceed a certain threshold. In 2004, that threshold was \$30,452 for Massachusetts residents.

In Massachusetts, the number of SSI recipients qualifying for benefits under the 1619(a) and (b) provisions has dropped over the past four years. 1619(a) recipients have decreased from over 1000 to 582 while 1619(b) recipients have dropped from about 3500 to 3000. Average monthly earnings for these populations have remained steady, at about \$1000 for 1619(a) recipients and \$1200 for 1619(b) recipients.

Massachusetts 1619(a) and 1619(b) Users



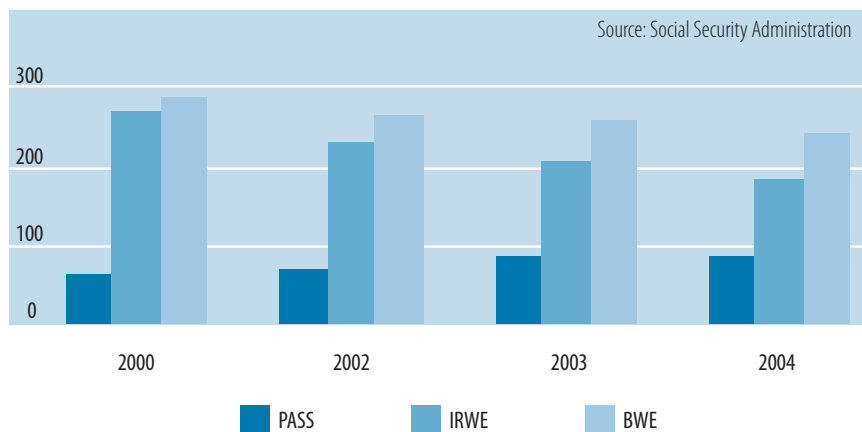
Monthly Earnings for 1619(a) and 1619(b) Users, Massachusetts



A PASS (Plan for Achieving Self Support) allows an individual with a disability to set aside income or resources to get a specific type of job or to start a business. The income and resources that are set aside are not counted under the SSI income and resource tests. The cost of certain impairment-related services or items needed to earn that income can also be excluded as IRWE (Impairment Related Work Expenses) or BWE (Blind Work Expenses).

The use of PASS and IRWE is very low, with only a few hundred people each year utilizing these options. While remaining low (below 100 people), the use of PASS has grown somewhat over the past four years. Use of IRWE and BWE has decreased.

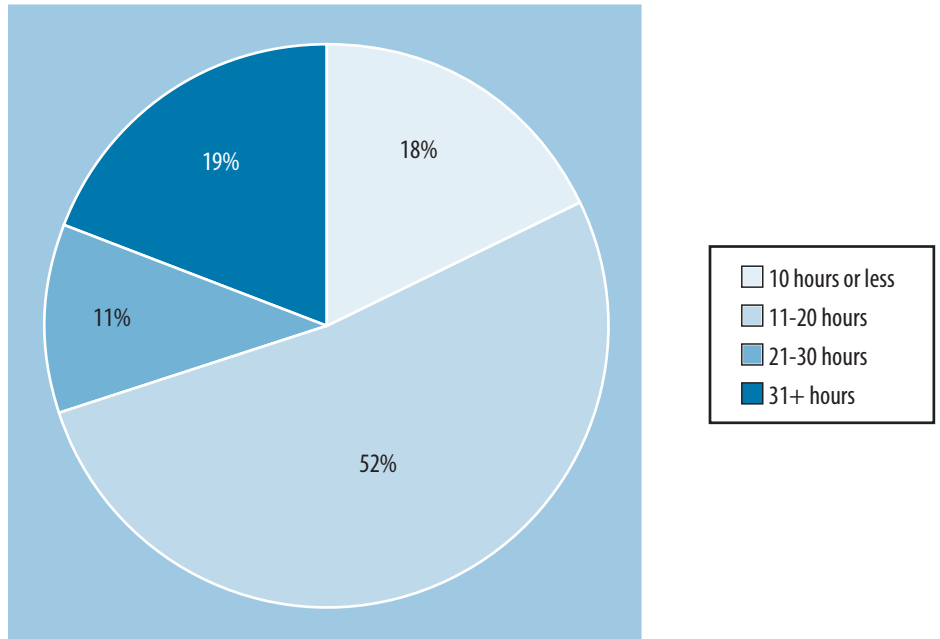
Work Incentive Users, Massachusetts



MassHealth, the Massachusetts Medicaid program, offers a broad range of health care services by paying for all or part of members' health insurance or paying medical providers for services given to MassHealth members. MassHealth is available to Massachusetts residents who qualify based on income. Many members are individuals with disabilities.

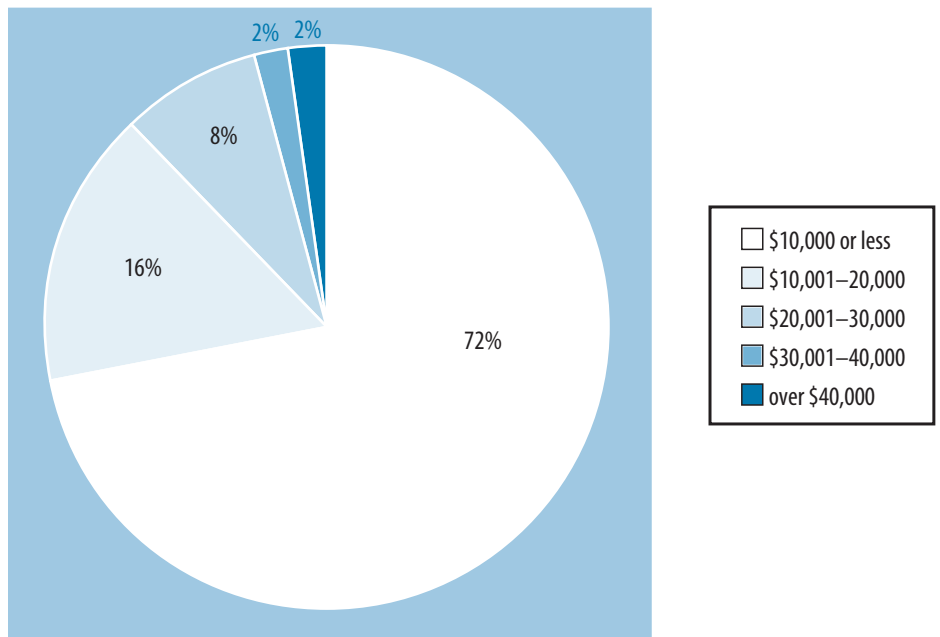
In 2003, approximately 17% of MassHealth members with disabilities were employed. Since the survey from which these data were taken did not distinguish among types of employment, it is unknown what proportion of these individuals was in competitive rather than sheltered or group-based employment. Even among those MassHealth members who worked, the majority worked part-time and earned less than \$20,000 per year.

Hours Worked per Week (MassHealth members who were working, 2003)



Source: Center for Health Policy Research

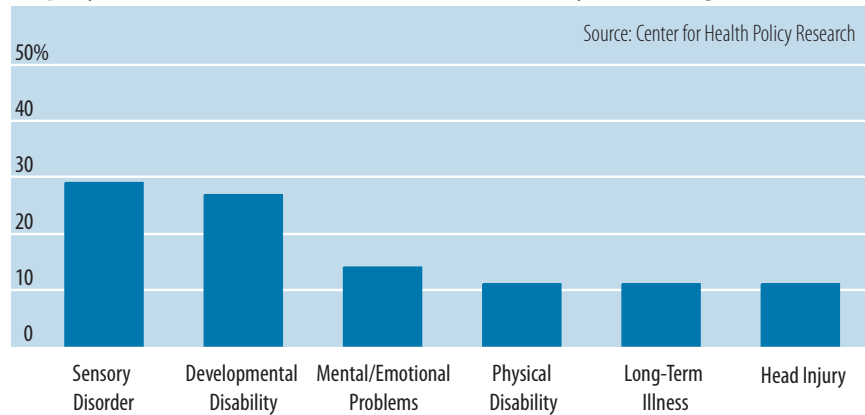
Yearly Earnings (MassHealth members who were working, 2003)



Source: Center for Health Policy Research

Consistent with the Census data on the overall population of people with disabilities, MassHealth members with sensory disabilities had a higher employment rate than those with physical or mental disabilities. People with developmental disabilities had one of the highest employment rates, but that is probably due to the large number of people with developmental disabilities in sheltered or group employment settings.

Employment Rate of MassHealth Members by Disabling Condition (2003)

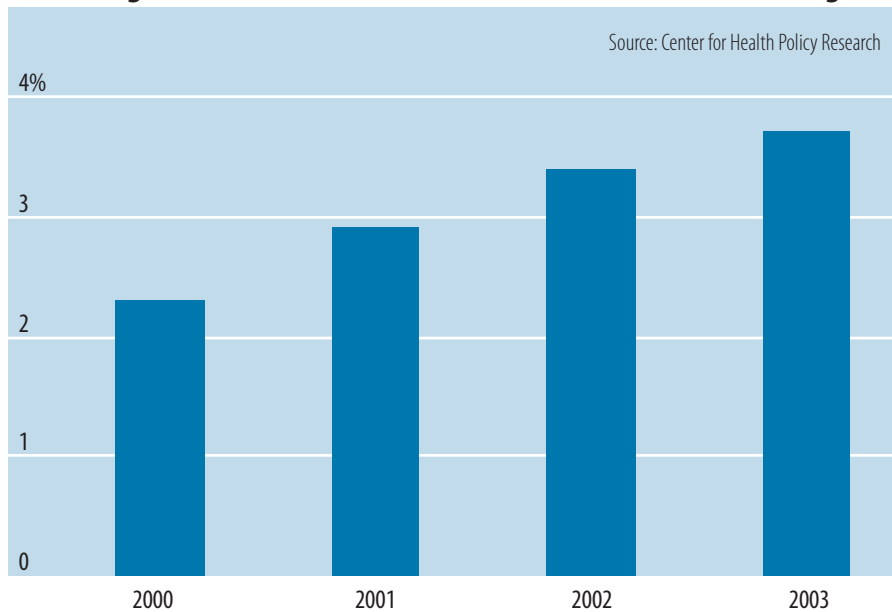


Since 1988, the MassHealth CommonHealth program has provided comprehensive health insurance for working adults with disabilities who are ineligible for other MassHealth coverage due to income. Individuals in the CommonHealth Working program work at least 10 hours per week or 40 hours per month, and pay a premium based on their earnings. CommonHealth ensures that individuals with disabilities can retain their MassHealth coverage when they return to work.

As might be expected, the employment rate of CommonHealth members was far greater than that of MassHealth members: 88% of CommonHealth members were employed in 2003, compared to 17% of MassHealth members.

The proportion of working-age members enrolled in CommonHealth Working is an indicator of employment among MassHealth members. The percentage of members in this program has grown rapidly in recent years but remains small. During FY2003, 6615 adults were enrolled in CommonHealth Working.

Percentage of MassHealth Members in CommonHealth "Working"



The Department of Workforce Development (DWD) is responsible for overseeing the Commonwealth's workforce development system; protecting the health and safety of Massachusetts's workers; ensuring the efficient delivery of workers' compensation services; supervising the unemployment insurance program; and providing dispute resolution services in various arenas.

Most of the direct employment services provided by DWD are delivered through the One-Stop Career Center system, which provides employment placement assistance to people with and without disabilities. While One-Stop Career Centers are not disability-specific, all services are open to people with disabilities. One-Stop Career Centers reported serving about 9300 people with disabilities in FY05, comprising about 5% of all One-Stop customers. This figure includes only those who self-reported a disability, so the actual number may be higher.

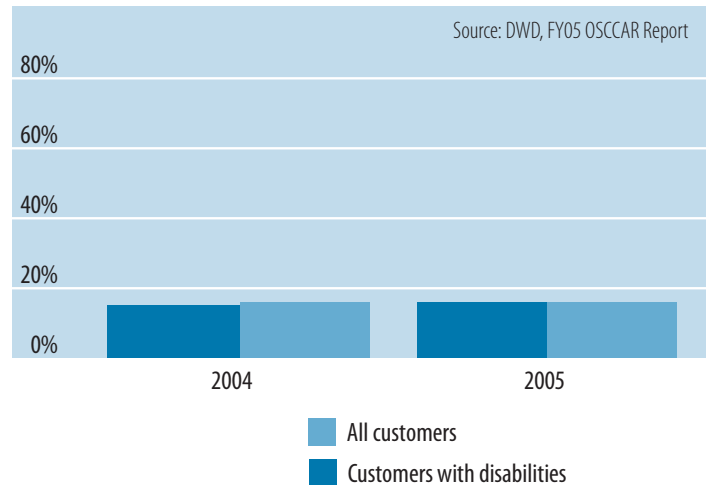
The "entered employment rate" (percentage earning wages within one quarter of exiting the One-Stop system) was comparable for people with and without disabilities: About 16% of One-Stop customers with and without disabilities entered employment.

In addition to providing generic services accessible to all, DWD has two disability grants from the U.S. Department of Labor: the Disability Program Navigator grant and the Youth with Disabilities grant. Disability program navigators work at One-Stop Career Centers and help people with disabilities "navigate" the workforce and disability systems as they make decisions about and plans for employment. This grant funds 16 navigators in One-Stop Career Centers across the state. The Youth with Disabilities grant is a larger grant that has subgrants at four local Career Centers to enhance their work with students with disabilities.

Customer Demographics



Percentage Entering Employment



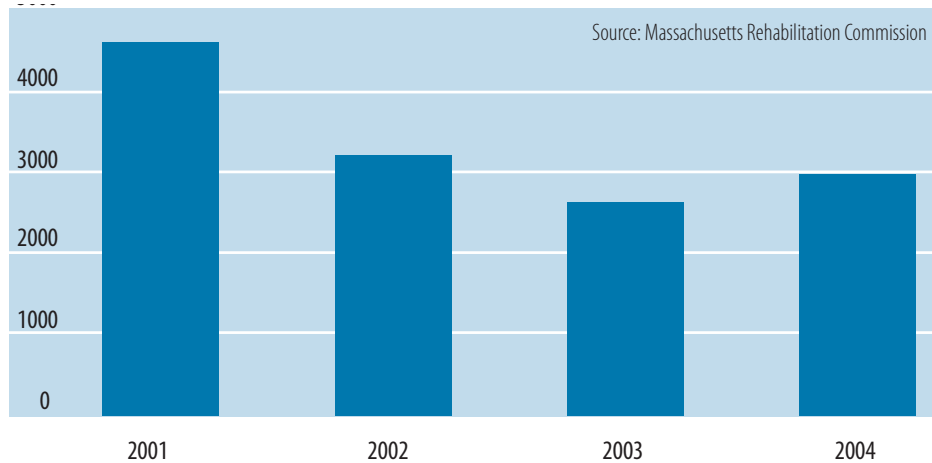
The Massachusetts Rehabilitation Commission (MRC) promotes the equality, empowerment, and productive independence of individuals with disabilities. MRC provides comprehensive services to people with disabilities to maximize their quality of life and economic self-sufficiency in the community.

MRC has two program areas that provide employment services: (1) the public Vocational Rehabilitation (VR) program, which is partly federally funded and includes both placement assistance and some federally funded supported employment; and (2) Statewide Employment Services, which are state-funded and include ongoing supports, some sheltered and group-based employment, and the Project IMPACT benefits planning assistance project. All MRC programs serve people with severe disabilities.

Public Vocational Rehabilitation program

In FY2004, approximately 3000 people with severe disabilities entered competitive employment and stayed employed for a minimum of 90 days (“successful rehabilitation”) after receiving services from the MRC under the public VR program, which provides training and placement to enable people with disabilities to obtain competitive employment in the community.

Number Entering Competitive Employment



The rehabilitation rate for VR agencies is the percentage of individuals receiving services who achieve a successful rehabilitation. It is calculated as the number of successful rehabilitations divided by that number plus the number of unsuccessful rehabilitations of people with an Individual Plan for Employment. Successful closures include competitive employment (including supported employment), self-employment, state-agency-managed business enterprise, homemaker, and unpaid family worker. MRC’s rehabilitation rate in FY2004 was 61%, down from 70% in FY2000.

Number Rehabilitated and Rehabilitation Rate

	FY2000	FY2001	FY2002	FY2003	FY2004
Number rehabilitated	4294	4768	3353	2710	3093
Number not rehabilitated (28)	2104	2218	2515	2490	1992
Rehabilitation Rate	70%	68%	57%	52%	61%

Source: RSA-911 database

On average, people who obtained competitive employment with public VR assistance in 2004 worked 29 hours per week and earned \$336 per week. Hours worked remained fairly steady from 2000 to 2004, while earnings peaked in FY02 and then fell somewhat in FY03 and FY04.

Hours and Earnings

	FY2000	FY2001	FY2002	FY2003	FY2004
Hours per week	30	30	31	29	29
Weekly earnings	\$294	317	408	340	336

Source: RSA-911 database

As in the Census and MassHealth figures, people with sensory (hearing) impairments fared better with MRC services in FY04, having both a higher rehabilitation rate and higher hours and earnings than people with physical or mental disabilities. People with sensory impairments were, however, a small proportion of successful closures. The highest closure numbers were for people with mental health, orthopedic, and learning disabilities. People with visual impairments are not included in these figures, as they are primarily served by the Massachusetts Commission for the Blind.

Outcomes by Disability Type

Disability type	Number of closures into competitive employment	Rehabilitation rate	Hours per week	Weekly earnings
Hearing	253	76%	32	\$383
Orthopedic	523	59%	30	\$375
Mental retardation	244	71%	23	\$197
Substance abuse	350	55%	33	\$428
Mental health	751	55%	26	\$290
Learning disability	436	70%	32	\$353
Traumatic brain injury	57	61%	23	\$262
Other	298	57%	27	\$309
Total	2912	61%	29	\$333

Source: RSA-911 database

Statewide Employment Services

Statewide Employment Services (MRC's state-funded services) include the Extended Employment Program (EEP), Community-Based Employment Services (CBES), and Project IMPACT.

EEP, which includes sheltered and group employment, served 817 individuals in FY04. CBES, which provides assessment, placement, and support services for community employment, served 623 individuals in FY04, 185 of whom were placed in community employment. Another 190 individuals received long-term employment supports under CBES. Individuals placed through CBES worked an average of 25 hours per week and earned \$8.35 per hour at the time of placement; those receiving extended supports had slightly lower hours per week and earnings per hour.

Outcomes: Statewide Employment Services (FY2004)

	Placements	Extended Supports
Hours per week (FY2004)	25	22
Hourly earnings (FY2004)	\$8.35	8.03

Source: MRC

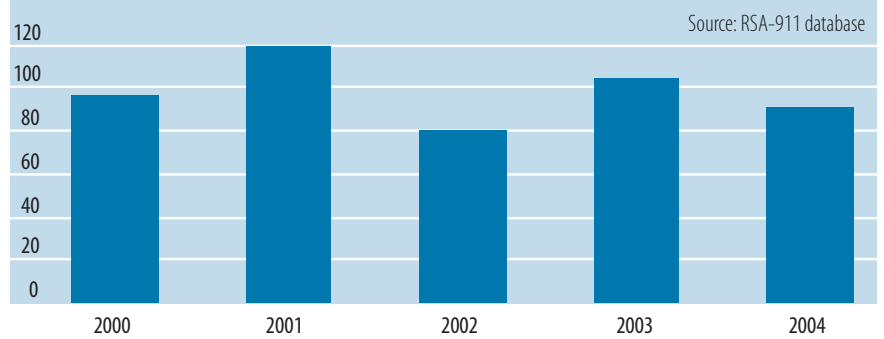
The Massachusetts Commission for the Blind (MCB) works in partnership with legally blind individuals to provide an array of specialized services to help consumers reach their goals of independence and full community participation. MCB administers Vocational Rehabilitation, social services for elders and children, and a state medical assistance program. MCB assesses each consumer to determine their functional impact of vision loss, and designs an individualized program of rehabilitation services to restore skills and confidence.

MCB provides public vocational rehabilitation services to people who are legally blind and supported employment services. The commission also operates Ferguson Industries for the Blind, a sheltered workshop. MCB placed 91 individuals in community jobs in FY04. Competitive employment closures fluctuated from 80-120 between 2000 and 2004.

As for MRC, the rehabilitation rate for MCB is calculated as the number of successful closures divided by that number plus the number of unsuccessful closures among people who had an Individualized Plan for Employment. In FY2003, MCB's rehabilitation rate was 82%. Although this was an increase from the 2000 rate of 69%, the rehabilitation rate fluctuated over the four-year period.

On average, people who obtained competitive employment with MCB assistance in 2004 worked 30 hours per week and earned \$515 per week. Both hours worked and earnings increased considerably from 2000 to 2004.

Number of Competitive Employment Closures

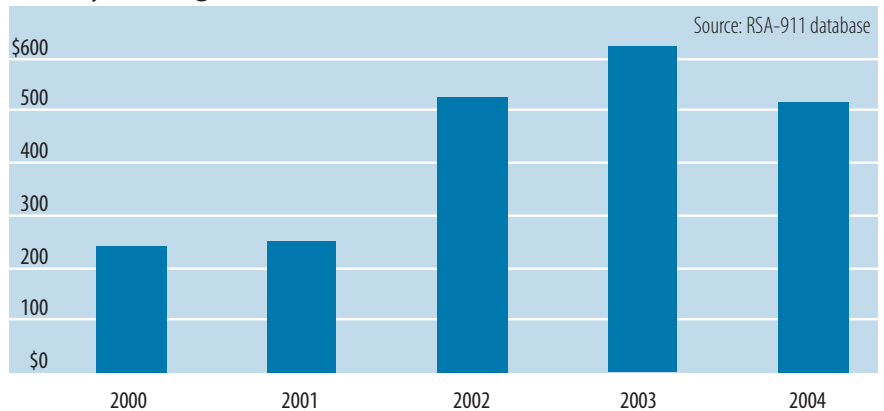


Number Rehabilitated and Rehabilitation Rate

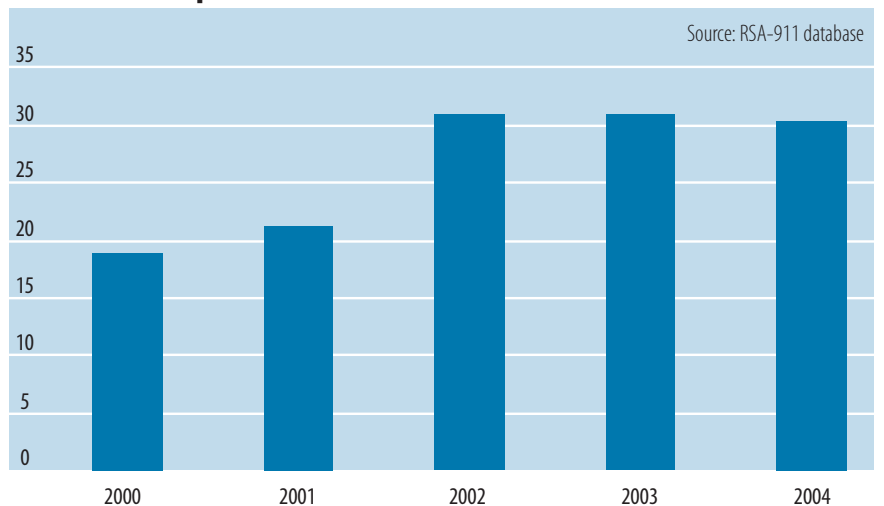
	FY2000	FY2001	FY2002	FY2003	FY2004
# Rehabilitated	186	222	185	190	193
# Not rehabilitated (28)	85	68	64	41	66
Rehabilitation Rate	69%	77%	74%	82%	75%

Source: RSA-911 database

Weekly Earnings



Hours Worked per Week



The Department of Mental Health (DMH), as the State Mental Health Authority, assures and provides access to services and supports to meet the mental health needs of individuals of all ages, enabling them to live, work and participate in their communities. DMH establishes standards to ensure effective and culturally competent care to promote recovery. DMH sets policy, promotes self-determination, protects human rights and supports mental health training and research.

The two major Department of Mental Health (DMH) initiatives related to employment are the Clubhouse program and SEE (Services for Education & Employment). Both the Clubhouse and SEE programs include a variety of services of which employment services are a part.

While the SEE and Clubhouse programs are not the only DMH employment services available, they are two of the largest sources of employment support and are the most well-documented. Consequently, this report focuses primarily on these two programs.

A large number of people receiving DMH-funded employment services are Clubhouse members. Clubhouses supported about 3,000 people in Massachusetts in FY04 by providing peer supports, housing assistance, recreational, social, education, and employment services. Approximately 1,800 of the 3,000 Clubhouse members across the state worked in competitive employment. Since 2000, the total number of people employed who receive Clubhouse services has remained fairly steady, ranging from a low of 1,718 people in 2003 to a high of 1,831 people in 2001.

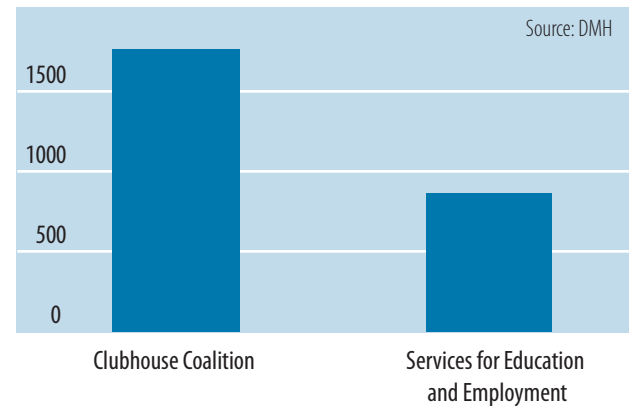
The Clubhouses provide three options for competitive employment depending on the supports needed. All three options involve community jobs paid by the employer at the prevailing wage. Transitional Employment is part-time, temporary, entry level, employment, where the clubhouse guarantees 100% job coverage to the employer. Supported Employment is ongoing employment with supports from the Clubhouse. Independent Employment services help members secure and keep their own independent job but do not include ongoing support.

Transitional Employment is included here as a type of competitive employment because it meets our definition of employment for this report (see p. 2), but stricter definitions used in research on evidence-based employment practices require that the job not be set aside specifically for a person with a disability.* By this stricter definition, Transitional Employment would not be considered competitive employment.

In FY2004, average wages of people receiving employment services from Clubhouses were between \$7.24 (for people in Transitional Employment) and \$8.56 (for those in Independent Employment).

SEE provided services, including vocational assessments, placement assistance, and long-term supports, to 2,474 people pursuing educational and employment goals in FY04; 875 of those 2,474 worked in competitive employment. People in the SEE program earned an average of \$7.41 per hour.

Number in Competitive Employment (FY2004)



Clubhouse Coalition: Number Employed



Average hourly wages of people receiving employment services from Clubhouses

	FY2000	FY2001	FY2002	FY2003	FY2004
Transitional Employment	6.42	6.81	7.01	7.14	7.24
Supported Employment	6.97	7.44	7.42	7.70	7.65
Independent Employment	7.43	8.17	8.28	8.48	8.56

Source: Massachusetts Clubhouse Coalition

* Source for a stricter definition of employment: Cook, J. A., Leff, H. S., Blyler, C. R., Gold, P. B., Goldberg, R. W., Mueser, K. T., Toprac, M. G., et al. (2005). Results of a multi-site randomized trial of supported employment interventions for individuals with severe mental illness. Archives of General Psychiatry, 62, 505-512.

The Department of Mental Retardation (DMR) works closely with individuals, families, provider agencies, and advocacy organizations to provide quality support services to people with mental retardation. It provides an array of services for adults to promote their personal skill development, productivity, and community participation. DMR also provides a range of individualized, comprehensive and long-term employment and related support services. DMR provides assistance with job placement, transportation, housing, or intense levels of treatment, monitoring, and care.

DMR supports several types of employment, including competitive employment, sheltered, and group-based programs. Individual supported employment is competitive employment in the community with ongoing supports from a provider or agency. Group supported employment entails a small group of individuals (typically two to eight) working in the community under the supervision of a DMR provider agency, and most often paid by that agency. Facility-based employment is in settings such as sheltered workshops in which there is little or no contact with workers without disabilities.

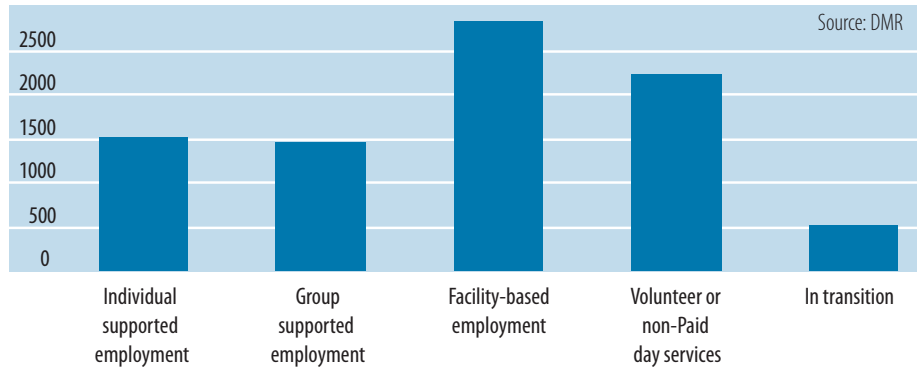
As of April 2004, approximately 5574 individuals received DMR employment services. Of those, 1654 were in competitive (individual integrated) employment; 1459 were in group supported employment; and 3047 were in facility-based (sheltered workshop) employment. In addition, 2218 individuals were in volunteer work or other non-paid day activities and 508 received school-to-work transition services.*

Hourly wages have increased over time for people in individual supported (competitive) employment but remained steady or decreased for group and facility-based employment. People in individual supported (competitive) employment earned over twice as much as those in group supported employment, and four times as much as those in facility-based employment. Consequently, only those people in individual supported employment had average wages above the minimum wage.

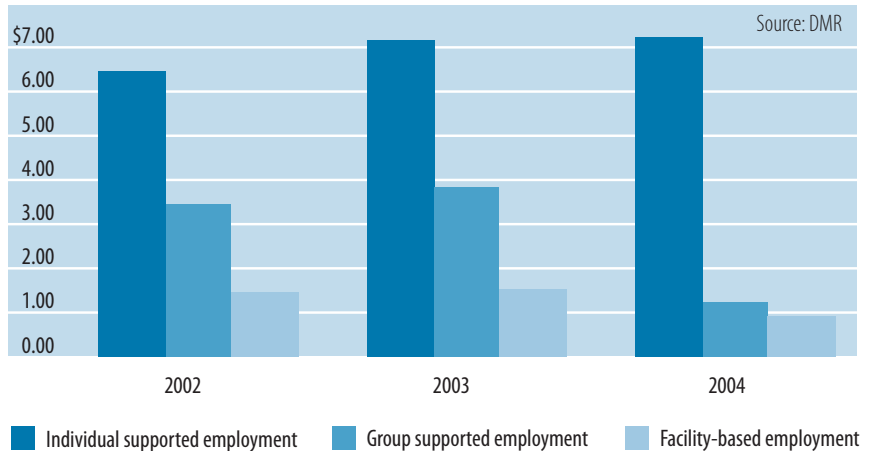
The number of hours worked per month decreased over the past three years in all employment settings. Most employment was clearly part-time, with average monthly hours in FY2004 ranging between 43 (group supported employment) and 53 (individual supported employment).

* The percentages do not add up to 100% because some individuals were served in more than one setting.

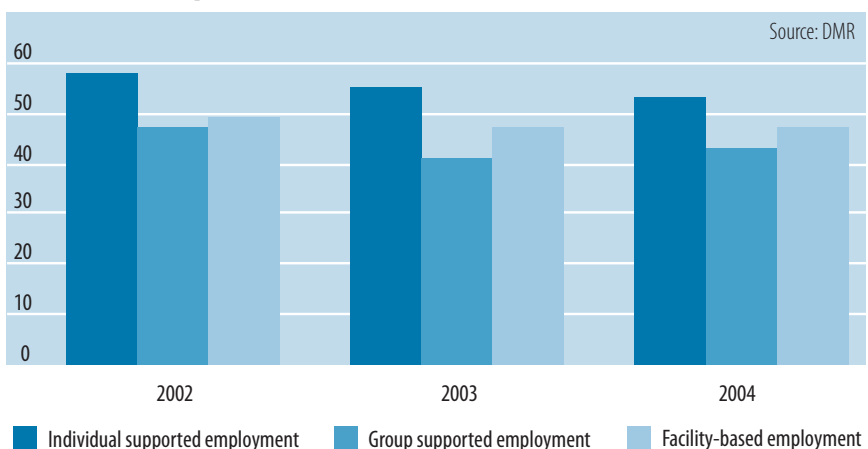
Number Served in Day and Employment Services (FY2004)



Hourly Wages



Hours Worked per Month



Conclusions and Next Steps

The overall employment rate for people with disabilities is far lower than for people without disabilities, both in Massachusetts and across the nation. Increasing employment of people with disabilities is a goal for the state and a range of services and supports are provided by Massachusetts state agencies to assist people with disabilities to obtain and maintain employment. The Massachusetts Employment and Disability Report provides a brief description of each state agency's efforts in this area, and is intended to serve as a basis for discussion of employment services, supports, and outcomes for people with disabilities in the Commonwealth.

One challenge in developing a report of this scope is handling the inconsistencies across state agencies in the definition of competitive employment and the types of information collected on employment services and outcomes. A task force from the Massachusetts Executive Office of Health and Human Services, with support from the Massachusetts Medicaid Infrastructure and Comprehensive Employment Opportunities grant, is working to develop common definitions for employment services and outcomes, which will help to provide more precise and comparable data in future Employment and Disability Reports.

What is the Massachusetts Medicaid Infrastructure and Comprehensive Employment Opportunities (MI-CEO) grant?

The Massachusetts Medicaid Infrastructure and Comprehensive Employment Opportunities Grant (MI-CEO) is a collaborative effort between the Massachusetts Executive Office of Health and Human Services, the Institute for Community Inclusion at UMass Boston, and the Center for Health Policy and Research at UMass Medical School, aimed at improving employment outcomes for people with disabilities. The grant is funded by the Centers for Medicaid and Medicare Services (CFDA #93-768). One of the goals of the project is to increase the availability of useful information to policymakers, advocates, and anyone interested in working to improve employment outcomes for people with disabilities in Massachusetts.

About this report

This report was developed by the Institute for Community Inclusion with input from the Center for Health Policy and Research; an ad hoc advisory group of consumer advocates chaired by Charlie Carr, executive director of the Northeast Independent Living Program; and the MI-CEO leadership team.

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