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REPORT OF THE HUMAN SERVICES COUNCIL
TASK FORCE ON A
STATE HUMAN SERVICES POLICY

FEBRUARY 1975

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STATE OF MINNESOTA

THE PREPARATION OF THIS REPORT WAS FINANCED
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DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

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TO: MEMBERS OF THE HUMAN SERVICES COUNCIL

The material presented in this report is only a small part of the material that was reviewed by the task force. Most of the OPD files on Human Resources research in other states was studied by task force members.

The annual reports of the Minnesota Division of Vocational Rehabilitation Department of Education, the Biennial Report to the Legislature by the Department of Health, the Comprehensive Plan of the Department of Public Welfare, the Minnesota Department of Corrections Mission Statement, and the Annual Report of the Minnesota Department of Employment Services were all reviewed and discussed at task force meetings. Various county and municipal goal and priorities statements were also reviewed.

This material is available to HSC members; however, much of it is material you already have on hand and it is not being included as part of the written report.

STAFF OF HSC

TASK FORCE MISSION

Since the Minnesota legislature and state agencies should base their human services policies and programs on comprehensive, sound, and humane principles; and

Since an essential component of an integrated human services system is a basic statement addressing the needs of the people of the state; and

Since a statement of the basic human goals of the people of Minnesota should be developed in a way that ensures broadly based input, including that of service agencies, interest groups, and the public;

Therefore, be it resolved:

1. that the Human Services Council establish a task force to begin the development of a human services policy statement addressing the needs of the people of the state;
2. that all the members of the Human Services Council be represented on the task force;
3. that the task force be called to order no later than July 15, 1974, and have completed the initial development of the human policy statement and made a final presentation to the Council no later than December 15, 1974;
4. that the task force establish means of providing broadly based input into its deliberations;
5. that the Human Services Council staff provide to the Council interim reports on the work of the task force.

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RATIONALE FOR THE ESTABLISHMENT
OF A STATE HUMAN SERVICES POLICY

- A. to list the essential values which Minnesotans believe necessary to human development
- B. to provide a comprehensive, rational basis for the development and administration of Minnesota's human services system
- C. to make the state's human services system accountable to the citizens of Minnesota
- D. to enable the coordination of state human services policy with local and regional human services growth
- E. to improve the ability of state and local government to efficiently administer human services functions
- F. to provide a sound basis for the establishment of an integrated human services system at the state level

TASK FORCE ROLE

- 1. catalog existing human services departmental goals
- 2. prepare a human services policy statement for the entire state human services system
- 3. obtain the input of public citizen and governmental groups interested in the policy statement
- 4. make a final report to the Human Services Council by December 15, 1974

STATE HUMAN RESOURCES POLICY

PURPOSE

The purpose of this act is to establish a state policy for coordinating the planning, administration, and delivery of human services to promote the achievement of maximum human growth and development. This policy will:

- (a) provide public goals, derived from basic human and social values, to guide the activities of policymakers at all levels of government,
- (b) provide elected officials at all levels of government with a framework for assessing the need for and effectiveness of publicly supported human resource and social development programs, and
- (c) provide a framework for coordinating the activities of human resource and social development agencies at the state, regional and local levels.

DEFINITIONS

Human services are those services, including public, private and voluntary, which enable all people to attain

maximum individual physical, mental, educational, economic, social and vocational development, including services aimed at prevention, remediation or correction of problems which arise in those areas.

Social development is defined as a process of planned institutional change designed to bring about correspondence between human needs and social policies and programs. It is a process which involves individual citizen participation at the community level as well as governmental and non-governmental activity at all levels.

GOALS

The State of Minnesota is committed to working toward the following goals:

1. All citizens shall have access to the food, clothing and shelter necessary to maintain individual growth and well being.
2. All citizens are entitled to the opportunity to engage in work which provides self-fulfillment and economic reward.
3. All citizens are entitled to the highest level of physical and mental health and social well being in order to participate optimally in the community.

4. All citizens are entitled to adequate physical and mental health care and services to minimize the impact of disability and assist in restoration and rehabilitation.

5. All citizens are entitled to live in a community which provides adequate personal safety and security.

6. All citizens are entitled to live in a community which fosters self-reliance within a context of interdependence and provides an opportunity for self-fulfillment.

7. All citizens shall have access to a life-long process of education and training which provides the means for achieving the above goals and which is provided in a manner conducive to the development of self-esteem and mutual respect.

8. All citizens are entitled to live in a pluralistic society which recognizes and respects diversity and non-conformity as long as the rights of others are not infringed.

9. The thrust of these goals is to foster self-sufficiency and independence; therefore, the State will guarantee maximum security against unnecessary government interference in private and personal affairs. Each person shall maintain himself and his family by his own resources to the extent that his capacity and circumstances permit.

The achievement of these goals requires a comprehensive range of services delivered in a coordinated and integrated manner. This statement does not presume to specify what organizational structure is most appropriate to deliver human services; however, the State of Minnesota must study and develop viable options and alternatives for this delivery.

POLICIES

The legislature recognizes that the role of government in Minnesota shall be limited to reducing and removing barriers to individual human development, so that all citizens can enjoy their rights and meet their responsibilities.

1. The role of the elected official at all levels of government shall be strengthened in order to ensure that public policy formulation takes place within an open, democratic framework. The State shall guarantee that human services are accessible to all persons on an equal basis, without regard to place of residence, race, color, sex, age, language, religion, nationality, ethnic origin, disability, family, social, or economic status, or political or other conviction.

2. In order that elected officials at all levels can assume the primary role in policy development, it is necessary that appropriate processes and structures be

developed to ensure coordinated intergovernmental planning, subordinating specific functional planning in social development programs to the comprehensive responsibilities of elected officials. All levels of decision-making in a partnership must recognize the different responsibilities of state, regional, and local efforts and ensure that these different perspectives are reconciled. Human resource development planning must be related to comprehensive growth and development policies and planning in both public and private sectors at the national, state, regional, and local levels; and to functional planning efforts such as economic development, transportation planning, environmental planning and physical planning as well as to appropriately related activities in the private sector of the economy.

3. The public and private sectors each have an opportunity to develop a working partnership within their own constituency and with each other in planning and developing human service programs which ensure that the individual has a range of choices in the selection of resources needed to achieve or maintain individual growth and development.

4. Government must assure both internal and independent evaluation of public agencies, programs, policies, rules and regulations. It has the responsibility for assessing

the long-term consequences of major social programs and policies as well as evaluating more immediate results. It has a further responsibility to ensure that human impact assessments are made of existing and proposed programs, policies, rules and regulations.

5. A responsibility of government is to ensure a more equal balance of power between the individual who encounters the human service delivery system and the system itself. This responsibility requires establishment of methods within the public delivery systems for ensuring the individual citizen a more effective voice in determining its policies and programs.

IMPLEMENTATION

In order to best attain the goals outlined in the sections above, the human services systems shall be restructured in such a manner that the following characteristics are prevalent:

1. Mobility of employees across agency lines, between levels of the governmental system and between the public and private sectors.

2. Provision of community-based services as alternatives to institutionalization.

3. Decentralization and regionalization of administrative functions and responsibility located at the level of government closest to the point of service delivery.

4. Maximum development of service program linkages between both public and private agencies, through joint planning and contracts for service.

5. Provision of outreach, advocacy and ombudsman programs to enhance availability of services to all citizens.

6. Expanded efforts to provide preventive and developmental services.

7. Integration of human service planning and funding at the State level to facilitate similar integration at the regional and local levels and to encourage efforts to make services available to all citizens on a coordinated basis. This would not preclude the direction of funds to specified target populations when necessary for their health, safety and well being.

The State of Minnesota hereby assures responsibility to ensure that the development of human resources and social development programs are made in the manner described above and that the choice of priorities on application of public funds shall be made on the basis of contribution to the goals stated above.

S E C T I O N I



STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55155

WENDELL R. ANDERSON
GOVERNOR

November 20, 1974

Dear Friend:

At its July meeting, the Governor's Human Services Council unanimously adopted a charge to create a task force that will begin to develop a human services policy statement for Minnesota. The Council stated that this should be a statement of the basic human service policies and goals of the people in Minnesota and should be developed in a way that ensures broadly based input, including that of service agencies, interest groups, and the public.

The task force is composed of assistant commissioners and other top-echelon staff of the agencies represented on the Human Services Council, including the Department of Public Welfare, the Department of Health, the Department of Employment Services, Vocational Rehabilitation Division of the Department of Education, the Department of Corrections, the State Planning Agency, and the Department of Administration. The Council, as you may know, is chaired by Lieutenant Governor Rudy Perpich and is staffed by the Governor's Office of Program Development. The task force chairman is Mr. Robert Hiller, Assistant Commissioner for Development, State Health Department, and is staffed by Mr. Stanley Breen, Governor's Office of Program Development.

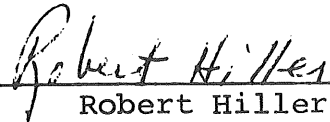
After many hours of work the task force has developed a very tentative draft, and it has been decided that it be sent to a variety of people, agencies, and organizations who have an interest in human services. We would very much like your reactions to the draft, your criticisms, and your recommendations for change.

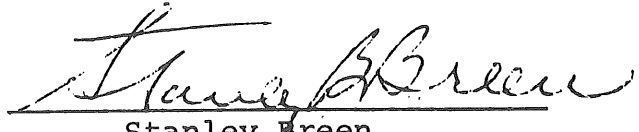
We wish to make it very clear that we are not asking for a rubber stamp approval but hope to have a very deliberate process where you and/or your organization spend some time looking at the draft and then send us your reaction. The final draft will have to go to the Human Services Council and to the legislature, and citizens will have opportunity for input throughout the process. We are especially interested in your critique of the sections on goals and guidelines.

As you may know, Senator John Milton who has been on various human services committees in the legislature has released a draft statement on human services policy and is presently holding hearings on that statement throughout Minnesota. We are in no way in competition with each other. In fact, we have met with the Senator and mutually recognized that we are coming from different vantage points in order to reach the same goal, a human services policy statement that makes sense for Minnesota.

We would appreciate having your reaction back to the task force by December 11, 1974, since we do have timelines established. Please send all material to:

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Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155


Robert Hiller
Task Force Chairman


Stanley Breen
Task Force Coordinator

DRAFT--November 15, 1974

HSC TASK FORCE
ON HUMAN SERVICES POLICY STATEMENT

Preamble

The Task Force finds that the present structure of human services in Minnesota operates without a single coherent statement of goals and policy and without treating the needs of its citizens in a comprehensive manner. The absence of coordination and direction produces a disarray of programs that confuses citizens and limits accessibility to human services.

The State of Minnesota declares in its Constitution that its government exists for the security, benefit, and protection of the people. Accordingly, the State recognizes both the inherent dignity, freedom, and right to opportunity of every citizen and the essential interdependence of its citizens. Furthermore, the State guarantees the provision of human services to fulfill its constitutional responsibility to protect every citizen's right to self-development.

The purpose of this statement is to establish a state policy of rights and responsibilities which will enhance opportunities for individual and community development. It is also the purpose of this statement to request the Minnesota State Legislature to develop new laws in line with the following definition and goals.

Definition

Human services are those services, including public, private, and voluntary, which enable all people to attain maximum individual physical, mental, educational, economic, social and vocational development, including services aimed at prevention, remediation, or correction of problems which arise in these areas.

Goals

1. All citizens shall have access to food, clothing, warmth, and shelter in order to maintain adequate health and well being.

2. All citizens are entitled to live in a community and environment which ensures adequate general physical and mental health and personal safety.

3. All citizens are entitled to adequate physical and mental health care and services to minimize the impact of disability and assist in restoration and rehabilitation.

4. All citizens are entitled to live in a community which provides for development of independence, affiliation, participation in meaningful activity, including employment, and assumption of personal responsibility in the life of that community.

5. All citizens shall have access to a life-long process of education and training which provides the means for achieving the above goals and which is provided in a manner which is conducive to the development of self-esteem and mutual respect.

6. All citizens should be assured that personal variation from that which is typical will be accepted and that those who are atypical in some respect will not be caused to suffer, to the extent that the rights of others are not infringed.

7. The thrust of these goals is to foster self-sufficiency and independence; therefore, the State will guarantee maximum security against unnecessary government interference in private and personal affairs. Each person shall maintain himself and his family by his own resources to the extent that his capacity and circumstances permit.

8. The role of government in providing human services is primarily not to control and regulate but rather to facilitate and enable citizens of this State to achieve independence and self-sufficiency.

The achievement of these goals requires a comprehensive range of services delivered in a coordinated and integrated manner. This statement does not presume to specify what organizational structure is most appropriate to deliver human services; however, the State of Minnesota must develop and study viable options and alternatives for this delivery.

Guidelines

The consideration of options and alternatives must address the following:

1. Responsibility in general governmental operations must be fixed in line with the goals identified above.

2. The establishment of administrative capacity at state and local levels to provide an effective and efficient human services system which will assure:

- a. mobility of public employees across agency and state and local lines;
- b. maximum possible provision of community-based services as opposed to institutionalization;
- c. maximum possible decentralization and regionalization of administrative functions;
- d. maximum possible development of service program linkages between agencies;

- e. maximum possible provision of universal and accessible services;
- f. maximum possible provision of outreach and advocacy and ombudsman programs for the users of human services;
- g. maximum possible use of preventive and developmental services.

3. Integration of human services funding at the federal level must be encouraged and maximum possible funding authority and responsibility fixed at the state, regional, and local levels to insure similar integration within the State. This statement is not intended to violate the integrity of funds dedicated to specific target populations.

4. Public policy formulation must take place within an open, democratic framework. The State shall guarantee that human services are accessible to all persons on an equal basis, without regard to

place of residence, race, color, sex, age, language, religion, nationality, ethnic origin, disability, family or social status, or political or other conviction.

5. Government has the responsibility to develop a working partnership with the non-governmental community in developing human services programs which ensure that the individual has the maximum possible choice in his or her selections of public and private resources needed to achieve individual growth and development goals.

6. Government should design and implement an intergovernmental planning and delivery process which accomplishes the following:

- a. links all levels of decision making in a partnership which recognizes the different responsibilities of state, regional, and local efforts and which ensures that these different perspectives are reconciled;

b. that each level of government is carrying out those human resources development programs and activities which are most appropriate to that level of government and its capacities. When possible responsibility will be located at the level closest to actual service delivery.

c. that human resource development planning is related to comprehensive growth and development policies and planning at the national, state, regional, and local levels; and to functional planning efforts such as economic development, transportation planning, environmental planning and physical planning as well as to appropriately related activities in the private sector of services and the economy.

7. Establishment of methods within human services delivery systems for ensuring the individual consumer a voice in determining

the policies and programs of the delivery system and simplification of access to and use of available services.

8. Utilization of existing delivery systems, both public and private, through a system of purchase of services.

9. The development and implementation of evaluation systems at all levels. Activities and programs must be evaluated to:

- a. determine the extent to which activities in the delivery of human services and programs are, in fact, moving toward state and locally defined policies and goals;
- b. determine the extent to which such services and programs are having an impact in reducing, preventing, and controlling major problems of community concern;
- c. determine, from the point of view of the consumer or client, the extent to which the human services programs are meeting his or her problems and needs via a continuing process of needs assessment;

- d. determine the extent to which the human services delivery system is operating in an efficient and cost-effective manner.

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St. Paul, Minnesota 55110

Jay Bamberry
Bureau of Comprehensive Programs
Dept. Public Welfare
1st floor Centennial Building
St. Paul, Minnesota 55155

Wally Swan
Comprehensive Programs Bureau
Dept. of Public Welfare
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Educational Service Center
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Windom, Minnesota 56101

Bob Tuttle
c/o SPARC
529 Jackson Street
St. Paul, Minnesota 55101

Bill Coppland
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Minneapolis, Minnesota 55401

Mrs. Valerie Lies, Staff Associate
Otto Bremer Foundation
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St. Paul, Minnesota 55102

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St. Paul Dispatch
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St. Paul, Minnesota 55101

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Mr. Autman
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Joanne Dickenson
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Mary Sullivan
Scott-Carver Economic Council
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Carver, Minnesota 55315

Bob Schilberg
Residential Services Bureau
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Vic Arnold, Director
Commission on Minnesota's Future
1st floor Capitol Square
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Cliff Miller, Executive Director
Minnesota Commission for the
Handicapped
492 Metro Square
St. Paul, Minnesota 55101

Connie Price, Director
Community Services Division
Department of Human Rights
200 Capitol Square
St. Paul, Minnesota 55101

John R. Merthan, Deputy Adjutant
Disabled American Veterans
3rd floor Veterans Service Bldg.
St. Paul, Minnesota 55101

Charles Copenhaver, President
County Probation Officers Association
Hennepin County Court House
110 South Fourth Street
Minneapolis, Minnesota 55404

Diane Aherns, Executive Director
Minnesota Social Service Association
614 Portland Avenue
St. Paul, Minnesota 55102

Jerome Turnquist, President
County Welfare Directors Association
Carlton County Welfare Department
Carlton, Minnesota 55718

John Doman, ACSW, President
Minnesota Association of Residential
Treatment Centers
St. Cloud Children's Home
St. Cloud, Minnesota 56301

Joint Religious Legislative Committee
122 West Franklin Avenue
Minneapolis, Minnesota 55404

Rudy Esala, Executive Director
Arrowhead Regional Development Comm.
900 Alworth Building
Duluth, Minnesota 55802

Dean Doyscher, Executive Director
Region 9 Regional Development Comm.
Manpower Services Building
709 North Front Street
Mankato, Minnesota 56001

Rolf Middleton, Executive Director
Southeastern Regional Develop. Comm.
741 Marquette Bank Building
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Rochester, Minnesota 55901

Mark Atchison, Executive Director
Southwest Regional Development Comm.
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Slayton, Minnesota 56172

Otto Schmid, Executive Director
Central Minnesota Regional
Development Commission
1139 Franklin Avenue
Sauk Rapids, Minnesota 56379

John Hill, Executive Director
East Central Regional Development
Commission
Kanabec County Courthouse
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Dennis Dahlem, Executive Director
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128 West Sorenson
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Eugene Hippe, Executive Director
Six East Regional Development Comm.
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John Sem, Executive Director
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Fergus Falls Community College
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Richard A. Pearson, Executive Director
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Box 584
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Eugene Abbott, Executive Director
Northwest Regional Development Comm.
114 West Second Street
Crookston, Minnesota 56716

Dr. John F. Jones, Director
School of Social Work
University of Minnesota, Duluth
2627 East 7th Street
Duluth, Minnesota 55812

Robert Bruininks, Director
Developmental Disabilities Program
State Planning Agency
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St. Paul, Minnesota 55101

Rita Kaplan
National Association of Social Workers
614 Portland Avenue
St. Paul, Minnesota 55102

James Glazer, Chairman
Minnesota Recipients Alliance
116 East 32nd Street
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James Sova, President
Minnesota State Medical Association
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Gaylord Bridge, Executive Director
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Bruce Briggs, Executive Director
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Paul Brye, Executive Director
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Mankato, Minnesota 56001

Roger Whiting, Executive Director
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Rochester, Minnesota 55901

David Koster, President
Southwestern Minnesota Health
Planning Council
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Slayton, Minnesota 56172

The draft policy statement
was also distributed to 175
conference participants at the
Conference on Human Services
Integration on December 2, 1974.



UNIVERSITY OF MINNESOTA
DULUTH

The School of Social Work
Classroom Lab Bldg. Rm 295
Duluth, Minnesota 55812

December 3, 1974

Mr. Stanley B. Breen
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Stan:

This is in reply to your letter of November 20, asking for comments on the statement regarding human services policy.

There are in the statement many points in common with the draft proposal of Senator John Milton. I was happy to note that the goals of both proposals are not in conflict with each other.

The Preamble states the need for an overall policy in a brief but adequate manner.

The section on Goals is good, but I wonder if the State can deliver on no. 5, i.e., "access to a life-long process of education and training".

The Guidelines mix social policy and administrative concerns in a fashion that is quite legitimate under the title "Guidelines". There is more attention to administration than the Milton proposal contains. This is fine, though it has the hallmark of an administration rather than a legislative proposal.

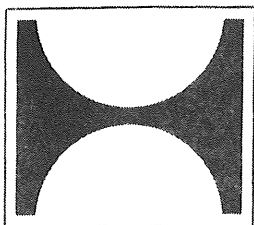
In general, the proposal is a sound one.

Sincerely,

A handwritten signature in cursive script, appearing to read 'John F. Jones'.

John F. Jones
Director

JFJ:jt



HENNEPIN COUNTY

December 18, 1974

Mr. Stanley B. Breen, ACSW
Coordinator, Office of
Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Mr. Breen:

I have reviewed the November 15 draft of the Human Services Policy Statement of the Human Services Task Force and appreciate the opportunity to comment on it. My overall impression is that the development of these goals and policy statements is a significant step toward promoting and implementing the coordination and integration of human services on a state-wide basis. It is obvious that there is a need for a policy plan to guide and direct planning, development and delivery of human service programs. Also, such a plan would help bring about a better understanding of the operational philosophy of human services among the agencies involved in their planning and delivery. Finally, the policy statements provide the framework for precisely and clearly establishing the responsibility of various levels of government in determining priorities and allocating resources for human service programs. We feel that the proposed goals and policy statements represent positive and constructive efforts to facilitate human service planning and integration. Also, we are very supportive of your process to seek the review and comment of local government in development of these policy statements.

As you requested, we do have some suggestions that we hope will be helpful in making modifications and revisions. Some of the questions and issues are general in nature, while others are more specific.

First, a couple of comments regarding the definitions. While the overall thrust of the definition of human services identifies broad and comprehensive service areas, some consideration may be appropriate at this point for including the components of the continuum of care -- diagnosis, treatment, and rehabilitation. Because the definition of terms generally set a context and framework in which to consider specific goals and objectives, we suggest that consideration be given to setting forth additional definitions in areas such as local government, service delivery planning, coordination and integration.

Second, we feel that the goal statements as presented are desirable ends to achieve. In presenting the goal statements, however, one suggestion that might strengthen certain statements would be to advance the positive aspects before drawing the distinction or contrast with the more negative feature. For example, Goal No. 8 first reflects the more negative control and regulation aspects rather than emphasizing the positive features of enabling and facilitating state-wide programs in human service delivery. Also, in this particular statement, we suggest emphasizing the responsibility of government to assure its citizens of achieving independence and self-sufficiency.

Third, the guidelines for delivery of human services would be especially valuable to local governments in setting priorities and determining allocation of resources. While we support the basic thrust and direction of the seven points identified in Guideline No. 2, we suggest that you may wish to examine the underlying assumptions and concepts that are being promoted. Considering, for example, the concepts of "community-based services and institutionalization", it is recognized that these concepts are related to each other; however, each method of delivery represents a distinct, separate issue. As we know, community-based services are not, in all cases, satisfactory, desirable alternatives to institutionalization for meeting the needs of certain individuals. Nevertheless, for certain population groups and types of problems, community-based services are an appropriate mode of service delivery. Similarly, the concepts of "decentralization and regionalization" contain separate, but related components that need to be articulated, as well as "outreach advocacy and ombudsman." In this section, we raise a question regarding what is meant by "maximum possible provision of universal and acceptable services."

Relating to Guideline No. 3, it appears to us that there is a contradiction between the two statements. On one hand, integration of funding at the federal, state, regional and local levels is being promoted, and then on the other hand, categorical programs for specific target populations are being given equal priority. While we recognize the intent is to relate the two concepts and give emphasis to a coordinated, integrated approach to funding the administration and delivery of human services, the present language does not reflect this direction.

Guideline No. 4 presents two significant concepts and we suggest consideration be given to making each into a separate guideline. Specifically, the methods involved in public policy formation are one set of issues and the state guaranteeing accessible human services on an equal basis are yet other concerns.

In Guideline No. 5, one suggestion that might create the same effect would be to identify the responsibility for developing a working partnership as relating not only to public and private agencies, but also a responsibility to be assumed between public agencies as a group and

December 18, 1974

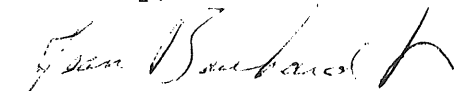
private agencies as a group. Such working relationships should take place at all levels of geographical jurisdictions -- state, regional and local.

We suggest that Item B. in Guideline No. 6 give acknowledgement to the cultural differences between governmental units in rural and metropolitan areas. Also, greater emphasis should be placed on the policy development and decision-making capacities of these governmental agencies.

Our final comment is regarding Guideline No. 8, where we feel consideration might be given to emphasizing development of a range of high quality human services to allow for a choice by the consumer rather than solely on purchase of service. Purchase of service is, however, one policy option local government may choose to plan and implement.

Again, we are in agreement and support the primary intent of these goals and guidelines. We would be very glad to meet with you to discuss any of the points we have made in this letter. We look forward to continued interaction with your office and other state, metropolitan and local agencies in the development and integration of human services.

Sincerely,



Jean M. Burhardt
Director of Planning
and Development

ajh

cc: James Wiechers
Associate County Administrator



Minnesota Association for Children with Learning Disabilities
Home—School—Community

Griggs-Midway Bldg. S-277
1821 University Ave.
St. Paul, Minnesota 55104
Phone 612-646-6136

January 6, 1975

Mr. Stanley Breen
Task Force Coordinator
Office of the Governor
St. Paul, MN 55155

Dear Mr. Breen:

MACLD appreciates the opportunity to review the draft of the human services policy statement.

We agree that there is an absence of coordination between and among those agencies providing human services. This coordination, it is assumed, is the responsibility of and the reason for the appointment of the Governor's Human Services Council.

It is further assumed that before this draft statement was developed, each representative of the agencies enumerated on page one of your covering letter definitively explained its responsibilities for human services; that areas of overlap and areas where greater cooperation would be beneficial were clarified; and that the rationale for the draft policy statement is firmly based on an explicit and definitive needs assessment rather than on subjective judgment.

It would have been helpful to have had a copy of Senator Milton's proposal so that a comparison could have been made between his and the Council's policy statements. Philosophy, goal, objective and policy statements are primarily the function of legislative bodies; administrative bodies then develop the procedure to implement those policies.

Mr. Stanley Breen
Page 2
January 6, 1975

The goals section of the draft statement should be referred to as a philosophy. Nobody, no organization or group could quarrel with the stated goals. The attainment of those goals is dependent upon factors which are non-governmental unless, of course, violation is done to your stated goal 7 - which contains an internal dichotomy, "the State will guarantee maximum security against unnecessary government interference".

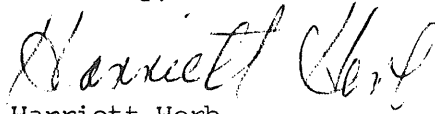
Goal 5 contains the word "shall" which, in political jargon, translates to "must"; a better word would be "should". Goal 8, by the inclusion of the word "primarily" also presents a dichotomy with goal 7; it should be deleted. Perhaps the Council would consider adding a Goal 9, "The government will not interfere in private and personal affairs," and rewriting goals 7 and 8 accordingly.

In the guidelines, is it necessary to state "maximum possible" in 2 b, c, d, e, f, g, 3 and 5? What is the meaning of "universal" in 2 e? Is it necessary that "different perspectives are reconciled" (guidelines 6, a)? Isn't some dissent constructive and needed for improvement?

We appreciate your attempt to coordinate the provision of human services. We trust that, unlike many laws presently on the books but unimplemented or inadequately funded thus impeding implementation, coordination comes in to being.

MACLD would like to be kept informed of the Council's progress.

Sincerely,


Harriett Herb
President *hm*

HH:jc

MINNESOTA

Administrators Of Special Education

December 31, 1974

Mr. Stanley B. Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Mr. Breen,

Thank you for your letter regarding the creation of a task force to develop a human service policy statement for Minnesota. Our organization, M.A.S.E., is late with our reply due to a change in Presidents, addresses and the like. Ms. Amacher was President in 1973, I am currently President and Ed Moore of St. Peter will be President in June of 1975. It is difficult for organizations to keep up with all these changes.

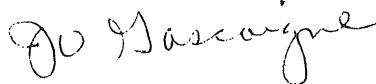
I would certainly support the idea of having time to review this document with the members of M.A.S.E. Any reactions I could give to it at this time would be my own. Our next meeting will be March 7, so if there is an opportunity to review it then, please advise.

My only concern is that there would be some statement in the document to protect confidentiality of individuals records between agencies. There are some statements that deal with due process, etc., which is excellent.

I feel that I could support such a document but would feel more comfortable after MASE has a chance to review the next one.

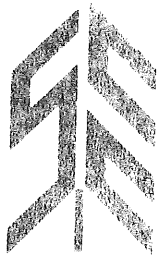
Thank you.

Yours truly,



Jo Gascoigne
President

JG/gep



**SENIOR
CITIZEN
CENTERS**

of Greater
Minneapolis Inc.

**Administration and
Social Services**

1627 S. 6th St.
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Senior Center
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President
Mr. Rob R. McCannell

Vice Presidents
Mr. Burton K. Keen
Mrs. Wm. C. Kelly
Mr. Eugene Larson

Secretary
Mrs. Janice Cooper

Treasurer
Mr. Carl Richard Johnson

Past President
Mrs. Jessamine Scott

Executive Director
Mr. Karl Dansky, AIA

December 24, 1974

Mr. Stanley B. Breen
Coordinator, Office of
Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Stan:

Please pardon the delay in my response to your November 15, draft of the H.S.C. Task Force.

I believe in general that my reaction to the paper is very favorable. The Task Force has spelled out clearly and succinctly the essence of a comprehensive State Plan for Human Services.

I would however, suggest that in your paragraph on Definition you insert "emotional" development; and "rehabilitation" may be a better substitute for "remediation." In this respect I feel very strongly that in order to allow senior citizens a wide range of choices for the creative use of their time, new roles must be found to help them overcome the losses and deprivations that usually accompany retirement. The maximum level of well-being must be maintained with support for those facing regression and rehabilitation for those whose emotional and physical capacity has been impaired.

On page seven, paragraph five, I support your statement about government responsibility to develop a working partnership with the non-governmental community. I assume one of the means is via Purchase of Service agreements, and I would urge you to consider that in paragraph eight, you insert the words "equitably established" at the end of the sentence.



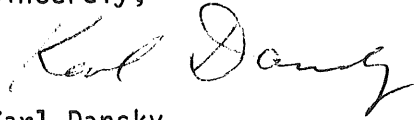
Mr. S. B. Breen
Page II

Finally, paragraph nine, section "D", I urge you to include - "Social and emotional cost - effectiveness."

Again I believe you did a very good job, and I hope you will find the above remarks useful.

Best regards for a Happy New Year!

Sincerely,

A handwritten signature in cursive script, appearing to read "Karl Dansky".

Karl Dansky
Executive Director

KD:bh



UNIVERSITY OF MINNESOTA
TWIN CITIES

Industrial Relations Center
537 Business Administration Building
Minneapolis, Minnesota 55455



December 23, 1974

Don M. Buckner
Assistant Commissioner
Minnesota Department of Employment Services
390 North Robert Street
Saint Paul, Minnesota 55101

Dear Don:

Thank you for giving me the opportunity of reading the Department's Human Services Policy Statement (draft). I happen to personally agree with the notion that an umbrella organization or coordination mechanism is needed to tie-together all of the human services programs existing (and/or needed) at the state, regional, and local levels of government. Your draft statement goes far in establishing this principle, and in setting forth a state policy for human services; however, I do not think that it gives enough direction to the Minnesota State Legislature as to the type of laws needed and/or suggested by the policy's goals. Such direction may not be appropriate in a statement such as this, yet it is mentioned in the second sentence at the top of page 2.

As to the "goals" section of the policy statement, I am sure that item #6, page 3, will raise many questions, such as: (1) what kinds of variations?; (2) how much variation?; and (3) what kinds of suffering? Don, I'm wondering whether or not item #7, page 4, might not serve as an adequate substitute for the concept expressed in item #6, page 3. I particularly like item f, page 6.

You will have to do a little more work on the points listed under item #9, page 9. What activities and programs? To what extent do points (a), (b) and (c) overlap? The criteria against which the human services programs are to be evaluated can and should be more sharply defined than they currently are.

Please keep me up to date in this matter. Merry Christmas and continued best wishes.

Sincerely,

Mario F. Bognanno
Associate Professor
and Director



STATE OF MINNESOTA
COMMISSION FOR THE HANDICAPPED

Metro Square, 7th & Robert St., Suite 492 • St. Paul, Minnesota 55101 • Telephone (612) 296-6785

Wendell R. Anderson
Governor

John H. Myers
Chairman

Clifford B. Miller
Executive Director

December 20, 1974

Mr. Stan Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Mr. Breen:

I have reviewed the Human Services Council Task Force on Human Services Policy Statement and apologize for not getting our reaction to you at the suggested date.

The policy statement is well laid out, and, from our point of view, extremely comprehensive. The one area that is not addressed and may be an inherent topic within the general framework of accomplishing the goals is the composition of that body of persons responsible for implementing this document.

It would be advisable, I suggest, to delineate the membership of any advisory or evaluative group to the end that citizen involvement and/or client/consumer representation is stated at the onset.

Beyond the above comment we find the document to be complete in view of the needs of handicapped persons in our state and commend you and the task force for your deliberations and the excellent product of that activity.

Cordially,

Clifford B. Miller
Executive Director

CBM:km

M.A.V.S.S.A.

MINNESOTA ASSOCIATION OF VOLUNTARY SOCIAL SERVICE AGENCIES

355 Marshall Avenue • St. Paul, Minnesota 55102 • Phone (612) 224-7741

December 18, 1974

PRESIDENT
Roger Toogood
Children's Home Society of Minn.

VICE PRESIDENT
Clifford J. Fox
Lutheran Social Service of Minn.

SECRETARY
John Doman
St. Cloud Children's Home

TREASURER
Darrell Torrence
Episcopal Community Services, Inc.

EXECUTIVE DIRECTOR
Kay Bonner Nee

Mr. Stanley Breen, ACSW
Coordinator, Office of Program
Development
Office of the Governor
130 State Capitol
Saint Paul, Minnesota 55155

Dear Stan:

I know you have already talked in person with Kay Bonner Nee of our staff and that some of our members have responded individually to the Governor's Human Services Council Task Force Statement on Human Services Policy. This note is just to let you know that MAVSSA is in full support of the concept. We will continue to study your policy statement and hopefully have more definitive recommendations to make in the near future.

Some questions that occur to us at the moment include:


- * implementation - how do you make it work?
- * what would the cost be?

We also feel that it is necessary to first identify and evaluate presently existing policies and determine if some could be integrated into the formulation of one policy.

We are appreciative of your efforts in keeping us informed concerning this possible legislation as well as other bills that have an effect on human services.

Kay has told me how helpful you have been in our attempt to clarify the Cost of Care legislation for the residential treatment centers and in other matters of concern to us. We are grateful, Stan, and feel fortunate to have a friend such as you in the Governor's Office. Let's continue to keep in touch.

Sincerely,


Roger Toogood
President, MAVSSA, Inc.



WASHBURN CHILD GUIDANCE CENTER

2430 Nicollet Avenue South ● Minneapolis, Minnesota 55404 ●

December 16, 1974^{Phone: (612) 871-1454}

Mr. Stanley B. Breen, A.C.S.W.
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Mr. Breen:


I am responding to your letter of 11-20-74 enclosing a human services policy statement. I have discussed the statement with the staff of Washburn Center and we endorse it.

I myself would have only one additional comment: I do not see anything in the statement to the effect that fallacies, inadequacies and other deficiencies in society's systems are the causes, oftentimes, of mental and physical breakdown in individuals. Therefore, because the above is so, it is a responsibility of government not only to treat the unwell but to change the social systems that cause individuals to be unwell. The concept of prevention is alluded to in the November 15th draft but I do not think this sufficiently spells out the idea that I have outlined above.

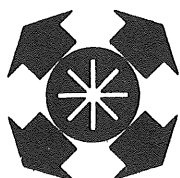
I think it is admirable that there is a task force working on a human services policy statement for Minnesota. Thank you for sending us a copy of the November 15th draft.

Cordially,

WASHBURN CHILD GUIDANCE CENTER


Leo J. Hanvik, Ph.D.
Director

LJH/ljs



**MINNESOTA
RESOURCE
CENTER FOR
SOCIAL WORK
EDUCATION**

*Mailing Address—731 21st Avenue South, Minneapolis, Minnesota 55404
Located At—2201 South 7th Street.*

(612) 332-5181 Ext. 219

December 12, 1974

Mr. Stanley B. Breen, Coordinator
Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Mr. Breen:

In further response to the policy statement sent to the Minnesota Resource Center for comment, I would like to indicate the following:

Agreement with the general definition as well as the goals. Concern, however, with the administrative capacity at the state and local level to respond to service systems in such a way that such a program can be effectively implemented. For example, it appears to me that the mobility of public employees across agency and state and local zones, and the further implementation of b, c and d, will require carefully refined mechanisms. The discrepancy, in our view, appears to be between the intent of the overall policy and the implementation of such policy in a meaningful way at the local level. We would assume, therefore, that those persons charged with the development of these policies will continue to be concerned with the need to develop effective mechanisms for implementation.

Sincerely,

Miriam Cohn
Director

MC:pln

VOLUNTEERS OF AMERICA CARE FACILITIES



6550 YORK AVENUE SOUTH, MINNEAPOLIS, MINNESOTA 55435
TELEPHONE (612) 920-4041

December 11, 1974

Mr. Stanley B. Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Re: Human Services Policy
Statement

Dear Stan:

As a social worker, and also as a member of the staff of the Volunteers of America Care Facilities, a Minnesota non-profit social service and health care corporation, I appreciate the opportunity to respond to the draft copy of the human services policy statement.

Basically, the Volunteers of America, and also myself, have conceptualized the rights of individuals and the responsibility of government to parallel the philosophy of this document. All parts of the draft, including the guidelines seems to be focused on one objective, that of the maximum growth of each individual.

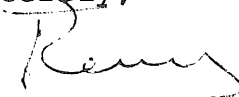
I would respectfully suggest the following additions to the draft:

- A. Page 3, Item 4: "All citizens....which provides for development (or maintenance) of" Working with the elderly has made me keenly aware that maintenance of past developments is often times denied our citizens.
- B. Page 4, Item 8: "The role of government....not to control and regulate but rather....to achieve (or maintain) independence and self-sufficiency." Again, achievement and maintenance can be separate problems.
- C. Under Goals - It would seem fitting and proper in this section to make some mention of the State's role in helping an individual or community meet the demands of major health problems or acts of God, which could not be foreseen, prepared for in any better manner or reasonably insured against, which threaten to totally devastate the individuals involved, either financially or emotionally.

- D. Page 5, Item 2d: "Maximum....linkages between agencies (both public and private). This addition would seem to again strengthen the interrelationship of the public and private sector.
- E. Page 7, Item 5: "Government has....in developing human service programs....to achieve (or maintain) individual growth and development goals." This follows logic espoused in both A and B above.

Thanks again for the opportunity to respond, and I look forward to receiving copies of the draft as it may be revised.

Sincerely,



Gerald C. Rekow, ACSW
Director of Social Work Services

GCR/fn

cc: Robert E. Nolte, Jr.

December 11, 1974

Stanley B. Breen, ASCW
Coordinator, Office of Program Development
Office of the Governor
103 State Capitol
St. Paul, MN 55155

Dear Mr. Breen:

Following are some reactions concerning the HSC Task Force on Human Services Policy Statement:

1. Page 4, point 7 - Unnecessary government interference should be spelled out. Also, the statement - "each person shall maintain himself and his family by his own resources to the extent that his capacity and circumstances permit" doesn't take into consideration those segments of society that no longer hold to this value and the consequences this has for other parts of society. Also, it doesn't speak to the mother-children, grandmother-children family units becoming common in many areas.

There should be some equation between rights and responsibilities and how it is decided if the natural parents defect. Could more be said about prevention in these areas, such as more research to determine what makes for a successful family unit and provision in society to make success more possible and failure less likely? For example, the family living in a small town and can't afford to move to a larger town where they may or may not find work, and a family who rejects charity, are under employed, and can't make ends meet.

2. Page 5, Guidelines, 2 b. If services are to be community-based, there must be provision for adequate facilities and sufficiently trained personnel. At present, retarded persons are being discharged to nursing homes where most of the staff has had little previous experience and/or training in dealing with persons of this type. 2 c. Administrative functions should be accompanied by sufficient consultation of experienced persons with the community groups expected to take over these functions, ^{plus this -} or we may be in danger of losing ground rather than gaining. Better funds should be available so staffing patterns could include persons trained in these areas.

3. Page 6, e. We hear people say, "how can we be all things to all people when we cannot even come up with funds for programs already in the hopper such as Food Stamps, S.E.I., etc.", "how long do we continue to spend fictitious money without going broke nationally?" Are these legitimate questions? More needs to be said about how revenue will be generated and who will decide priorities before professionals' and vested interests will give whole hearted support.

Stanley B. Breen, ASCW
December 11, 1974
Page 2

4. Page 7, point 5. The private sector needs a vehicle whereby they can respond, and ample time limits are needed so they can discuss it within their groups before taking a position.

5. Page 7, point 6 a. Advantages inherent to each level could be explained to remove fears.

6. Page 8, point 6 b. There is some fear that local boards are unnecessarily prejudiced against certain segments of the population - how would these groups or individuals be protected?

7. Page 8, point 6 c. This points up the complexity of the Human Services concept and is a stumbling block for most groups. How can the planning be broken into steps or parts so that it seems like a possible task? Does there have to be centralization before there can be decentralization?

8. Page 8, point 7. Consumers may at times want "heaven on earth" as long as somebody else is paying for it. Those demanding services need help in understanding what is entailed in what they are asking. Raising people's expectations beyond the possible is to invite hostility and alienation. Our day of fast living, instant foods, instant communication and all the rest may lead people to expect instant answers to complex problems without any effort on their part. Average people working long hours for low pay take a dim view of paying taxes to provide services for clients who can't bear to wait their turn at the welfare department and complain about the hard chairs.

9. Page 9, point 9 a. What are the ultimate goals - will this lead to a totally different kind of system? If not, what can be said to allay fears? If so, have the systems of other countries been studied so people can decide if that is the direction they want to go? Are we already on a one-way course?

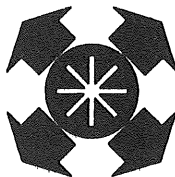
10. Page 9, point c. This should be done by some kind of contact and valid feedback from all clients rather than from a few representatives on boards, at public meetings, etc. We need definite answers as to why the family couldn't make it in our system.

11. Page 10, point 9 d. Research and evaluation should be based mostly on how well needs are being met and on future implications. Although cost and efficiency may be limiting factors, they shouldn't be the major points considered.

Respectfully,

Ilene M. Naley

Ilene M. Naley
R. 1
Staples, MN



**MINNESOTA
RESOURCE
CENTER FOR
SOCIAL WORK
EDUCATION**

Mailing Address—731 21st Avenue South, Minneapolis, Minnesota 55404
Located At—2201 South 7th Street. (612) 332-5181 Ext. 219

December 11, 1974

Mr. Stanley B. Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Mr. Breen:

The policy statement sent to our Center concerning the integration of human services has been read by my staff, and I would like to briefly respond.

The purpose and goals are clearly stated and we endorse them. The only question or reservations we hold is that there is no description of it's implementation.

Exactly who will be responsible to "guarantee", "ensure", "assure", etc., the "maximum possible" benefits? If this were made more clear at the policy level, the actual integration might be more feasible.

I genuinely hope your policy statement can be made more specific and that it can be passed into law.

Sincerely,

Kathryn Ackland, M.S.W.

KA:pln

December 10, 1974
Wykoff, Minnesota

Stanley B. Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minn. 55155

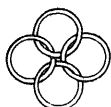
Dear Mr. Breen:

After reading the "Human Services Policy Statement" I felt it was very good and covered many areas. I encourage you to pursue this statement.

Sincerely,

Mrs. Richard Thompson

Mrs. Richard Thompson, President SE Branch Cystic Fibrosis
Wykoff, Minnesota



CENTRAL MINNESOTA REGIONAL DEVELOPMENT COMMISSION

1139 FRANKLIN AVENUE • SAUK RAPIDS, MINNESOTA 56379 • (612) 253-7870

December 5, 1974

Mr. Stanley B. Breen, ACSW
Coordinator, Office of
Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

RE: Proposed Human Services Policy Statement

Dear Mr. Breen:

The proposed human services policy statement seems to stress human rights and self-sufficiency, rather than needs and individual self-actualization, which would be even higher goals to achieve. The State's recognizance in the preamble of the "...inherent dignity, freedom, and right to opportunity of every citizen. ..." perhaps should be restated, in order to give greater impetus, as the State recognizing these entities as self-evident. Furthermore, it is felt that it should be stated that human welfare (here, to be defined as economic, social, and emotional well-being) must be developed and promoted. This leads to the conclusion that the State has a responsibility to protect every citizen's need, as well as his right, of self-actualization, which is a step beyond self-development.

It is a fact that only when basic needs are met can the individual strive to actualize his full potential. It would be beneficial if this fact were emphasized as being the *raison d'être* behind Minnesota's human services policy. Human welfare, as defined above, should be stressed rather than the social services themselves. As an example, goal number 7 states that, "The thrust of these goals is to foster self-sufficiency and independence." Instead, it might be stated that the thrust is to promote self-actualization which can only be achieved by first meeting basic needs. It is also necessary to promote the concept of community to go hand-in-hand with self-sufficiency, although at first glance one appears to be the antithesis of the other. What is actually meant is that individuals must be made aware of the needs of others, and also recognize that self-sufficiency, while being a desirable goal, does not imply a release from certain responsibilities towards the welfare of other individuals.

Still another suggestion concerns guideline number 9 of the policy statement. In order to tie this guideline in with the aforementioned concept of self-actualization, perhaps it is necessary to state that activities, programs, and maybe institutions themselves, must be evaluated to determine the extent of their contribution to the development



of individual self-actualization. If the existing programs and services are not fulfilling this function, they may be only residual in nature, and therefore doing nothing to promote the social and emotional aspects of human welfare.

All in all, the proposed human services policy statement is good; however, it is felt that human services and human welfare cannot exist as two separate entities, but must be directly linked to each other. A human services program cannot be truly useful unless the concept of human welfare, and along with it self-actualization, is a part of its goals and guidelines. In other words, a program must have an end result of contributing to the achievement of welfare and thus self-actualization for the individual.

I thank you for the opportunity to comment on the proposed human services policy statement, and look forward to hearing of further developments concerning the efforts of the task force.

Sincerely,

A handwritten signature in cursive script that reads "Kris Brandt".

Kris Brandt
Staff Member
Central Minnesota
Regional Development Commission

VETERANS ADMINISTRATION
CENTER

FEDERAL BUILDING, FORT SNELLING

ST. PAUL, MINNESOTA 55111



Date: December 4, 1974
In Reply Refer to: 335/27

Mr. Stanley B. Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, MN 55155

Dear Mr. Breen:

I have reviewed the HSC Task Force on Human Services Policy Statement
and have no comments or additions.

C. F. McDonald

C. F. McDONALD
Veterans Services Officer



December 2, 1974

1900 Chicago Ave., Minneapolis, Minn. 55404
Tel. (612) 333-2335

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Dear Stan:

I sincerely hope that your meeting in Atlanta was as profitable as mine. It looks like the Service Delivery System Prime Study Group of RSA's Institute on Rehabilitation Issues will be theming on the service delivery concept material which I shared with you last spring. Since meeting with you at that time I have further refined portions of the visual display which make it more understandable.

When I returned I found a copy of your letter of November 20 and the proposed "Human Services Policy Statement". As I reviewed these guidelines, I found that they closely paralleled the visual conceptual material which I shared with you.

Should this policy be adopted, the biggest barrier I would see to its implementation is the established categorical oriented service units which have been organized, thinking, and planning solely within a one dimensional functional speciality line such as: health, or welfare, or corrections, or education. This approach was okay when the Department of Health, Education and Welfare had 100 categorical classifications (1960) but today HEW has over 1,000 categorical classifications. To make manageable snese out of this chaotic array of categorical services we have to place them on a continuum of service flow under each functional area; most human service managers are reluctant to think in continuums of services, unfortunately.

In goal statements 7 and 8 you seem to stress self-sufficiency and independence as an outcome or result. In the summary statement of the goals you indicate "the achievement of these goals requires a comprehensive range of services delivered in a coordinated and integrated manner." I presume from this then that the effectiveness of the total human service system would be measured on the basis

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Mr. Breen
Page Two
December 2, 1974

of its helping a citizen to achieve "self-sufficiency and independence"; that said components of the system would also be required to individually be measured on the respective contribution which each made within this system toward helping the citizen achieve self-sufficiency and independence. I would imagine that guideline 9 on page 9 regarding evaluation would encompass this goal concept.

As I read guideline item 6 on page 7, I was reminded of a speculative paper which I had developed for in-house planning use in 1968. It was titled "Employment Systems Planning for 1975". In essence it focused on the mobilization of the human service delivery system to achieve "self-sufficiency and independence" on a cost/effective basis. I am enclosing a copy of this paper, for I believe it is still valid today and the first part might express some of the frustrations you might currently be experiencing. The second part may express some of the objectives you are intending to achieve as well.

Page 11 starts to describe the "1975 System"; this might fit within your secretariat concept. Page 21 concerns planning issues. Page 23 concerns systems characteristics. Page 26 concerns activities.

This paper was written in 1968 but there seems to be continued validity today for the remarks made at that time. The regions which are referred to can equate to the area human service boards and the problems they will be facing.

Good luck Stan, on your effort to get a human service policy statement policy statement adopted.

Sincerely,



R. W. Will
Executive Director

:cm
Enclosure

Family Court Services

G. L. DOSLAND
JUDGE
HOMER A. SAETRE
JUDGE

COUNTY COURT OF CLAY COUNTY
COURTHOUSE

Moorhead, Minnesota 56560

CHAS. M. COPENHAVER
EXECUTIVE DIRECTOR

JAMES P. SLETTE
CLERK OF COURT

December 2, 1974

Mr. Stanley B. Breen, ACSW
Coordinator, Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, MN 55155

Dear Sir:

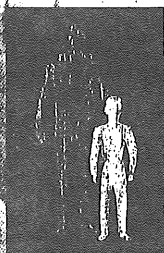
Your correspondence, dated Nov. 20, 1974 and pertaining to goals and guidelines has been read and discussed.

It is our opinion that the Human Services Policy Statement is beautifully written and is written in such manner that it is impossible to disagree with because this should be the goal of all people, regardless of residence.

We have but one question. How does the State of Minnesota propose implimenting this program?

Yours very truly,

Charles M. Copenhaver
Charles M. Copenhaver
Executive Director



Woodland Hills

3100 WENDELL AVENUE • DULUTH, MINNESOTA 55803

PHONE 822-7243

November 26, 1974

Mr. Stanley B. Breen, A.C.S.W., Coordinator
Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minn. 55155

Re: Human Services Policy Statement - Minnesota Council of
Residential Treatment Legislative Issues

Dear Stan:

Have briefly reviewed the material you sent out to me dated November 20th on the above-named item. I have also reviewed Senator Milton's bill and have just finished reading Senator Mondale's bill on the new social service regulations. Senator Milton's paper compares favorably with the one you sent me. Senator Mondale's bill has much of the philosophy that is expressed in the Task Force's statement on Human Services. I realize that it is much more limited in scope, but the fact that it will be implemented, hopefully, at the federal level, gives good credence to what you are attempting to do.

At first observation, it does not appear that the voluntary agencies are represented on the task force. I am assuming there is some reason for that, but I am calling your attention to it.

As you are well aware, every social welfare agency in the State of Minnesota kind of operates on a hit-or-miss basis, not knowing really how it hooks in with other agencies. As a residential treatment center, we pick up where another agency couldn't "hack it." After we turn the young person around, hopefully, we turn them back to that system and have no responsibility and/or we infringe on the rights of another system, and thereby produce conflict.

We definitely need state guidelines in social welfare policy that relate to working across systems and getting the services to the people who need them. I agree that the state has to be an active participant in this area, and it probably lies with the Governor and/or the legislature.

Once the guidelines are approved, the next bug-a-boo remains how to educate the public in using the appropriate and/or existing systems. There needs to be a good information referral system which



Mr. Stanley B. Breen

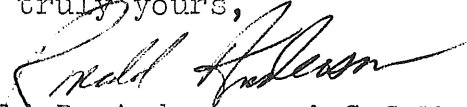
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November 26, 1974

is a part of the masses knowledge. I am assuming that this could be done by spot announcements over TV, radio and the newspapers. After while it could become part of the fabric of the culture.

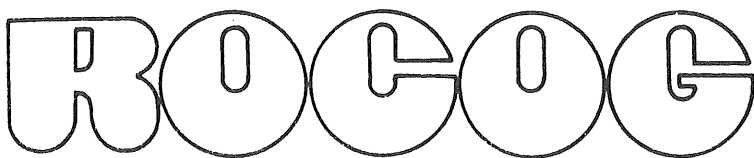
The system of purchase of services, hopefully, will allow for duplication of service and, therefore, some competition. There should be a move to provide good service at the cheapest buck. This should be done in a spirit of cooperation and helping each other, instead of put-downs. We are attempting to establish a "Child Care Continuum" in St. Louis County. This continuum addresses itself to agencies who take care of kids who are placed outside their own homes. It cuts across public and private agencies and across the various lines therein. It has tremendous potential in assessment of needs, cooperative planning, communication and, hopefully, some checks and balances on practice.

Very truly yours,



Ronald D. Anderson, A.C.S.W.
Director

RDA:vo



ROCHESTER-OLMSTED COUNCIL OF GOVERNMENTS

November 26, 1974

Mr. Stanley Breen
Office of Program Development
130 State Capitol
St. Paul, Minnesota 55155

Dear Stan

I appreciate receiving a copy of your November 15 draft of the Human Services Policy Statement. It's good to see that the draft is as close to John Milton's draft as it is. Below are my comments regarding your draft:

1. Two statements (line 12 of page 1, line 7 of page 4) lean rather toward state provision of service, rather than the preferable position of the state ensuring their availability and providing only as a last resort.
2. A more clear indication of the State-Local partnership would be in order. My own bias is that the starting point be State definition of minimum results to be achieved, with determination of methods of their achievement at the local (i.e. county and city of first class) level. This would provide for policy setting at the legislative level, and would charge state staff with setting standards for results to be achieved rather than processes to be used. State staff would monitor achievement of these results, and would mandate methods of delivery or provide delivery only in the absence of result achievement by the local level.

Scope of service delivery (re. population base, area served, number of counties, etc.) should be the option of service delivers on the assumption that limitation of funding combined with prior determination of results to be achieved, will force efficiency in the delivery system. To offset the "keep-it-at home" philosophy (offsetting decreased efficiency with increased solidifying of current boundaries), a financial incentive formula could be built in to urge cooperation as Senator Milton has done.

Mr. Stanley Breen
November 26, 1974
Page 2

3. Page 6, line 12, speaks of maintaining the integrity of existing allocations. I assume this does not imply strict continuance of categorical appropriations. The intent would seem to be maintained by demanding that the results to be achieved include "adequate" or "proportional" service to all client groups.
4. The responsibility for developing a public-private partnership (page 7, line 4) is equally shared by the public and private sectors. It is not only a governmental responsibility.
5. Page 8, line 4, seems to imply that service delivery can be separated from responsibility. The partnership should be that all responsibility, for planning and delivery, be done at the lowest effective level, with some allowance for lowest efficient level. (see #2 above) Basically, I am saying that initially, responsibility be presumed to be best placed at the local level, and that this presumption be maintained until proven incorrect.
6. The provision for evaluation is terrific.

If any of the above comments are unclear, I'd be happy to expand on them by letter or phone.

Sincerely



Michael W. Weber, Human Resources Planner
Rochester-Olmsted Council of Government

jh

cc: Senator John Milton



NORTHWOOD

714 COLLEGE STREET
DULUTH, MINNESOTA 55811

A Residential Treatment Center for Emotionally Disturbed Children

November 26, 1974

Mr. Stanley Breen
Coordinator's Office of Program Development
Office of the Governor
130 State Capitol
St. Paul, Minnesota 55155

Dear Stan:

I would like to congratulate you and your staff for an excellent policy statement on Human Services. I believe that we have needed this kind of ideological underpinning of human services for a long time.

I wonder if point (b) in your guidelines could not be changed to avoid the strong negative connotation regarding institutions. I would propose to either leave out the "as opposed to institution-alization" or recognize our types of programs by having the sentence read, "maximum possible provision of community-based services and effective residential facilities whenever community-based services are insufficient or ineffective."

I hope that things are going well with you and I wish you a good holiday season.

Sincerely yours,

Franz X. Kamps, ACSW
Executive Director

FXK:jas



THE
MINNESOTA
EASTER SEAL SOCIETY INC.

November 22, 1974

Stanley Breen
Office of Program Development
Office of the Governor
130 State Capital
St. Paul, MN 55155

Dear Mr. Breen:

Thank you for forwarding to me a draft copy of the task forces statement on Human Service policy for my review.

I find the statement comprehensive and quite well done.

On page three, item number three, I might suggest that you re-state goal three by making two complete sentences or statements for that goal: i.e. all citizens are entitled to adequate physical and mental health care. All citizens needing rehabilitation services to minimize the impact of disability and assist in restoration and rehabilitation etc.

Or, the statement might be amended by inserting the word "including" in place of the word "and" following health care on line two, page three. I plan to share your draft statement with other members of our staff for their review.

Thank you for your consideration.

Best wishes,

Richard Helgeson
Program Director

RH/jr

S E C T I O N I I

MINNESOTA SOCIAL DEVELOPMENT POLICY ACT

PREAMBLE:

The purpose of this Act is to establish a state policy which will encourage the development of a society whose common resources are devoted to assuring to each of its members the opportunity for full human growth; the ability to satisfy those economic needs which the level of productivity in the society permits either directly or through mutual aid in which social interdependence is a basic factor; a share in advancing and benefiting from the cumulative human heritage of knowledge, culture, and social organization; and full participation in democratic social relationships. In order to achieve these objectives it is recognized that each member of the society has an obligation to respect the dignity and rights of other members; to maintain himself and his dependents by his own resources to the extent that his capacity and circumstances permit; and to contribute his fair share to the common welfare, both financially and otherwise.

WHEREAS:

The State of Minnesota has a responsibility to ensure that each of its citizens is afforded the opportunity to achieve his or her maximum potential for human growth and development, and

WHEREAS:

There does not now exist social development policy statement for the State of Minnesota, and

WHEREAS:

The absence of such a policy statement leads to the following conditions which work against the achievement of the above-stated goals of human growth and development:

- A) Policy makers and elected officials at all levels of government lack a clear framework for determining the need for and evaluating the effectiveness of publicly supported human resource development programs;
- B) The major human service agencies of state and local government have no coherent framework for designing, developing, coordinating, implementing, and evaluating programs designed to achieve the goals of human growth and development;
- C) The human services delivery system is characterized by duplication, fragmentation, inequities, and conflict at the state level, at the local level, and between levels of government;
- D) Human resource planning at the federal, state, and local levels has been performed in narrow functional areas and categories which have often worked at cross-purposes with each other; the task of relating human resource planning to other planning activities such as those for economic development, environmental protection, transportation and physical development;
- E) It has been difficult to assess the impact of legislation, policies, rules, regulations, and procedures by governmental agencies in terms of their impact on clients and others whom the governmental human service agencies are intended to serve.

Too many attempts to improve the system have emphasized structure and procedure at the expense of service and outcomes.

POLICY RATIONALE:

Now therefore be it resolved that the legislature of the State of Minnesota declares and enacts the following statement to serve as public policy for social development in Minnesota for the following reasons:

- A) To provide public goals, in terms of basic human and social values, to guide the activities of policymakers at all levels of government, and
- B) To provide elected officials with a framework for assessing the need for, and effectiveness of publicly supported human resource and social development programs, and
- C) To provide a framework for coordinating the activities of human resource and social development agencies at the state, regional and local levels.

SOCIAL DEVELOPMENT:

Social Development is defined as a process of planned institutional change designed to bring about correspondence between human needs and social policies and programs. It is a process which involves individual citizen participation at the community level as well as governmental and non-governmental activity at all levels.

POLICIES:

The legislature recognizes that the role of government in Minnesota shall be limited to reducing and removing barriers to individual development, so that each person can enjoy his rights and meet his responsibilities as a member of this society.

A. Individual Rights and Responsibilities

1. Each member of society has an obligation to maintain himself and his dependents by his own resources to the extent that his capacity and circumstances permit.
2. No individual shall be deprived of those basic food, clothing, and housing needs which are required to maintain adequate health, well-being and safety.
3. Each individual shall have access to continuing education and training on a life-long basis which will enable achievement of maximum possible growth and development potential.
4. Each individual shall be entitled to services and programs which will help reduce, prevent, and control behavioral and developmental disabilities.
5. Each person shall have the opportunity to participate in community and government and to contribute to the society consistent with individual abilities.
6. Each individual shall have the widest possible choice in selection of resources needed to achieve growth and development; such choice shall not be limited because of financial reasons.
7. The individual shall be afforded maximum possible security against violations of privacy by government and others.

B. Governmental Role and Responsibilities

Government has the primary role and ultimate responsibility of ensuring the social progress and well being of the people, of planning human resource development measures as part of comprehensive development plans, of encouraging and coordinating or integrating all efforts toward this end and of introducing necessary changes in the social structure. In planning social development measures, the diversity of the needs of urban and rural areas within each region shall be taken into account.

1. The role of the elected official at all levels of government must be strengthened in order to ensure that public policy formulation takes place within an open, democratic framework.
2. In order that elected officials at all levels can assume the primary role in policy development, it is necessary that appropriate processes and structures be developed to ensure coordinated intergovernmental planning and which subordinates specific functional planning in social development programs to the comprehensive responsibilities of elected officials.
3. Government has a responsibility to develop a working partnership with the non-governmental community in developing human service programs which ensure that the individual has the maximum possible choice in his or her selection of public and private resources needed to achieve individual growth and development goals.
4. Government must assure both internal and independent evaluation of public agencies, programs, policies and regulations as well as a responsibility to assess the

long-term consequences of major social programs and policies as well as to evaluate their immediate results. It has a further responsibility to ensure that human impact assessments are made of existing and proposed programs, policies, rules, and regulations. Such responsibility must be implemented with consumer and citizen participation.

5. A responsibility of government is to ensure a more equal balance of power between the individual who encounters the human resource delivery system and the system itself. This responsibility requires establishment of methods within the large public delivery systems for ensuring the individual citizen a more effective voice in determining the policies and programs. It also requires mechanisms outside the delivery system which ensure the following: A more equitable balance of power between the individual and the system; simplification of access to and use of available services; and reduction of delays caused solely by bureaucratic procedures and prerogatives.

PREFACE

"Goals for a Livable Oregon"--a giant step forward toward a responsive state government, a sensibly organized system involving local governments and individual citizens--is contributing to a better Oregon through improved determinations of needs and goals. It has been a process of coordinating planning efforts and converting those efforts into action programs--a successful effort in bringing greater rationality to state decisions and providing a means for holding governments accountable for their levels of accomplishment.

At the start, a structure enabling a consortium of federal, state, local, and private agencies to coordinate planning and cooperate in delivering services did not exist. Accordingly, Governor McCall encouraged local governments to form voluntary associations and to establish citizen committees for the purpose of defining local problems and setting local goals. This concept, in effect, would reverse the customary communications and decision-making processes.

The Governor directed state agencies to join in identification of the problems that will have to be overcome if we are to achieve "Goals for a Livable Oregon". He also asked that they develop definite program objectives; and, in so doing, establish the means of measuring how much contribution these individual program objectives would make toward reaching the larger goals. The result was a working draft of "Goals for a Livable Oregon".

The draft covered seven major program areas: Human Resources, Health, Education, Public Safety, Economic Development and Consumer Services, Transportation, and Natural Resources. Over 1,500 copies were circulated to federal bureaus, councils of government, legislators, local governments, voluntary agencies, special committees, and interested citizens. Recipients were asked to review it carefully, assess agency proposals, recommend additions and deletions, and rank the proposals in what they considered to be the order of relative importance.

Governor McCall further suggested that the local participants could make an even greater contribution by developing objectives, proposed accomplishments, and activity statements covering their own programs. Even though we have no firm intergovernmental structure, the response was encouraging. Hundreds of volunteer hours were invested. And the replies, in all cases, reveal a strong sense of responsibility and a great desire to help improve the impact that these programs will have on the target problems.

Appropriate state agencies were given these accumulated responses. After reviewing the new ideas, many agencies incorporated the material into their own agency programs--sometimes adjusting their proposals and levels of accomplishment.

Governor McCall followed up on this process when he, in his budget instructions to the agencies, stipulated:

"Recommendations from local governments, federal agencies, and statewide advisory committees should be reflected in budget requests. The Governor's Recommended Budget for 1971-73, and the final version of 'Goals for a Livable Oregon', will likewise reflect consideration of the recommendations of these 'outside' resources."

This entire process--resulting in "Goals for a Livable Oregon" and the "Governor's Recommended Budget, 1971-73"--was aimed at improving Oregon through the achievement of better decisions. The effort already has identified both duplications and omissions in state activities; and has, in many cases, produced stronger program evaluation and more rationally established priorities.

Oregon has made an important move forward in the search for its better future. This vastly improved state government delivery system has met the first test; but, much remains to be done.

Most cooperative associations of governments now existing have barely emerged from the organizational process. For that reason alone, this publication includes very little in the way of comparable objectives and activities of local governments. State agencies, as well, too often produced accomplishment statements that were insufficiently result, or output-oriented. Therefore, a comprehensive test of governmental accountability is yet to be passed.

It is the intention of Governor McCall to follow and to monitor the implementation of all programs designed to achieve a more livable Oregon. During this period, accomplishments will be more carefully reviewed and measurement of accomplishment levels will be more specifically stipulated.

The Governor also intends to adjust the traditional budget-oriented decision process. This will allow greater attention to be directed to evaluating existing activities and to the development of more enduring alternatives.

Neither Oregon nor this publication can remain static. Society--and all governments within it--remain constantly in a condition of dynamic change. There will, of course, be new sets of concepts to be called "Goals for a Livable Oregon".

With our combined experiences from the past--joined with our mutual efforts in the months to come--we can further strengthen intergovernmental structures, define problems more clearly, and create more workable solutions.

We must do it together--cooperatively, openly, and in coordination. Your continued support for this idea and your developing participation in realizing it are greatly appreciated. Ours is a mutual mandate, transmitted to us by a vision of the future and by the needs of the people. We must complete the plan to meet that mandate by the realization of:

"Goals for a Livable Oregon: an Action Partnership for the 70's."

DEFINITIONS

The definition and format used is:

Condition: *A statement of the nature of the problem, condition, or situation being addressed. Data reflecting changes in the magnitude of the problem, condition, or situation was used where possible.*

Objective: *A result-oriented statement which describes what public benefit is to be realized.*

Proposed Accomplishment: Statement of how much of the result described in the objective will be realized during 1971-73.

Projected Activities: A terse and summary listing of the activities necessary to attain the proposed accomplishment. Projected activities answer the question: "What is to be done?" The responsible agency or jurisdiction is identified.

Statements within the document may not relate the multiple thrust of some programs--we have followed the rule that programs would appear within the structure according to the major or dominant objective.

HUMAN RESOURCES

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I HUMAN RESOURCES

Improve the level of economic, social, physical, and psychological well-being for Oregonians.

PROTECTION

Assure all persons the means to meet their basic economic and social needs until meaningful self-sufficiency can be restored.

Economically Dependent: Financial Protection

Condition: There is a monthly average of 160,000 Oregonians who are unable to meet their basic financial needs.

Objective: Assure that the financial needs of elderly and disabled individuals, and families with children, are met at a level consistent with health and decency.

1. Proposed Accomplishment: During 1971-73, increase the amount of assistance payments to recipients to more adequately reflect July 1971 minimum living costs.

	1969-71 Level		1971-73 Estimated	
	Ave. Mo. No.	Monthly Amount	Ave. Mo. No.	Monthly Amount
Aid to Families with Dependent Children	82,693	\$ 45	99,621	\$ 49
Old Age Assistance	8,233	57	9,073	66
Aid to the Permanently and Totally Disabled	6,119	82	7,465	92
Aid to the Blind	564	106	680	115
General Assistance	3,106	77	3,348	81
Burials	119	186	131	196
Social Security Disability	900	50	950	--
Unemployment Insurance	6,000	180	6,500	--

Projected Activities:

- 1a. Determine eligibility and periodically redetermine. (Welfare, Employment, Vocational Rehabilitation)
- 1b. Make payments to eligible individuals. (Welfare, Employment)
- 1c. Investigate cases of questionable eligibility. (Welfare, Employment)
- 1d. Recover support from responsible relatives and estates. (Welfare)
- 1e. Recommend payment standards to the Legislature. (Welfare)

Economically Dependent: Food and Health Protection

Condition: There is a monthly average of 140,000 Oregonians who are unable to meet their basic food and medical needs.

Objective: Assure food and medical care to those in need.

2. Proposed Accomplishment: During 1971-73, maintain participation in the abundant food and food stamp programs among the following categories (unless Congress directs activities solely to the Food Stamp Program):

I HUMAN RESOURCES

	<u>1969-71</u> <u>Level</u>	<u>1971-73</u> <u>Estimated</u>
Abundant Food Program	76,065	42,459
Food Stamp Program	44,495	116,120

Projected Activities:

- 2a. Determine eligibility and periodically redetermine. (Welfare)
 - 2b. Simplify procedures of eligibility determination. (Welfare)
 - 2c. Reimburse county governments for 70 percent of their program costs. (Welfare)
 - 2d. Receive and follow up on reports of suspected misuse of food stamps. (Welfare)
 - 2e. Warehouse and distribute foods. (General Services)
 - 2f. Conduct educational programs with 30,000 low-income families on the use of abundant foods and food stamps. (Higher Education-Cooperative Extension)
3. Proposed Accomplishment: During 1971-73, assure essential medical care to those eligible for medical assistance and reasonable reimbursement to medical providers.

Projected Activities:

- 3a. Make reasonable payments for medical care and services following professionally developed guidelines. (Welfare)
- 3b. Plan and administer the medical assistance program for quantity, quality, availability, and adequacy of care by certification of facilities, medical audit, fiscal audit, and utilization review. (Welfare)
- 3c. Maintain liaison with all providers of medical care and services, public, private, governmental, and voluntary agencies. (Welfare)
- 3d. Orient recipients to accessibility and benefits of the medical assistance program. (Welfare)

Socially Distressed: Protection of Physically, Sensory, and Mentally Handicapped

Condition: Approximately 3,100 blind adults, 1,600 deaf adults, 300 blind children, 700 deaf children, and 2,800 trainable mentally retarded in Oregon need social assistance.

Objective: Reduce or minimize the social consequence of loss of vision, hearing, physical handicap, or mental retardation.

4. Proposed Accomplishment: During 1971-73, increase social, educational, and gerontological services for blind persons living in Oregon.

Projected Activities:

- 4a. Provide individualized home teaching in Braille, communications, crafts, and meeting demands of daily living for 150 clients. (Commission for the Blind)
 - 4b. Provide mobility-orientation training, one-fare travel concessions, special devices and white canes for 200 blind and seriously visually handicapped persons. (Commission for the Blind)
 - 4c. Provide volunteer services in all 14 administrative districts of the state for 300 clients. (Commission for the Blind)
5. Proposed Accomplishment: During 1971-73, expand the number of work stations in private workshops; develop private group-living facilities to accommodate certain persons employed in extended sheltered employment, and increase the number of trainable mentally retarded and severely disabled in private workshops.

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	<u>1969-71 Level</u>	<u>1971-73 Estimated</u>
Work Stations	1,100	1,500
Percent of Need Met	11%	15%
Mentally Retarded/ Disabled	55	400
Percent of Need Met	5%	40%

Projected Activities:

- 5a. Determine needed locations. (Vocational Rehabilitation)
- 5b. Determine eligibility for client entrance. (Vocational Rehabilitation)
- 5c. Assist communities to establish workshops. (Vocational Rehabilitation)
- 5d. Develop a marketing organization. (Vocational Rehabilitation)
- 5e. Establish policies and regulations. (Vocational Rehabilitation)

Socially Distressed: Child and Adult Protection

Condition: Approximately 50,000 children and adults in Oregon require some form of assistance in arranging substitute care or protective services in their own homes.

Objective: Assure quality substitute care (temporary, child care, adoptive) for all children who require care outside their own homes and for adults who are not capable of self-care (foster home care, homes for aged, nursing home, institutional care for mentally retarded and mentally ill).

6. Proposed Accomplishment: During 1971-73, assure certification to all day-care facilities which receive federal funds as part of their child-care payment receipts; assure appropriate 24-hour care to children and adults who require it.

	<u>1969-71 Ave. Mo. No.</u>	<u>1971-73 Estimated Ave. Mo. No.</u>
Foster Care:		
Children		
Foster Home Care	4,066	4,560
Private Agency	553	545
Out of Home Care:		
Adults		
Foster Home Care	200	200
Home for Aged	1,448	1,487
Nursing	5,543	5,853
Institutional Care:		
Aged, Psychiatric, Tubercular	275	190
Mentally Retarded	1,467	1,415
Adoptive Care:		
Agency Adoption Placements	34	34
Independent Adoption Studies	58	58
Protective Services:		
Children		545
Adults		237

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Projected Activities:

- 6a. Provide diagnostic evaluations of children, their parents, and of adults to determine optimum protective treatment plan. (Welfare)
- 6b. Arrange substitute care placements. (Welfare)
- 6c. Make substitute care payments. (Welfare)
- 6d. Certify foster homes and nursing homes; evaluate adoptive applicants, make adoptive placements, and supervise during trial period. (Welfare)
- 6e. Investigate cases of neglect and abuse; make provision for homemaker service. (Welfare)
- 6f. Assist clients to secure better housing through repairs or relocation. (Welfare)
- 6g. Assure that runaway, escaped, and absconded children are appropriately supervised and legally processed. (Welfare)

RESTORATION

Maximize the capacity of the economically dependent or socially distressed to achieve economic independence and social significance.

Economic Independence: Restoration of Physical, Sensory, and Mentally Handicapped

Condition: Approximately 10,000 Oregonians are unable to achieve economic independence because of physical, sensory, or psychological disability.

Objective: Prepare disabled, disadvantaged, public offenders, deaf, blind, and mentally retarded persons for meaningful employment leading to economic self-sufficiency.

- 7. Proposed Accomplishment: During 1971-73, increase the number of physically, mentally, or socially disabled and visually handicapped persons receiving vocational rehabilitation services.

<i>Target Population</i>	<i>1969-71 Level</i>	<i>1971-73 Estimated</i>
Mental Health Clients	196	404
Employment Clients	329	400
Juvenile Delinquents	92	190
Adult Felons	197	205
High School Students	369	635
General Public Clients	1,541	1,519
Welfare Clients	719	1,093
Workmen's Compensation Clients	557	893
Social Security Clients	302	337
Visually Handicapped	124	185

Projected Activities:

- 7a. Provide prevocational medical, psychological, and other diagnostic evaluations, adjustment training services, special programs, and work experience. (Vocational Rehabilitation, Commission for the Blind, Workmen's Compensation Board)

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- 7b. Provide physical restoration services to remove or modify the client's disability. (Vocational Rehabilitation, Commission for the Blind, Workmen's Compensation Board)
- 7c. Provide vocational training in college or university, trade or vocational school, on-the-job, and tutorial training. (Vocational Rehabilitation, Commission for the Blind, Workmen's Compensation Board)
- 7d. Provide placement of the client in professional, commercial, industrial, business enterprise, self-owned business, workshop, and home industry employment. (Vocational Rehabilitation, Commission for the Blind, Workmen's Compensation Board)
- 7e. Increase local support of community anti-poverty projects by 300 percent. (OEO)
- 8. Proposed Accomplishment: During 1971-73, increase occupational training courses for an average of 70 students at the School for the Deaf; provide improved opportunities for 52 recent high school graduates to obtain post-high school education.

Projected Activities:

- 8a. Preview and update the five vocational programs now being taught at the School for the Deaf. (Special Schools)
- 8b. Encourage students to train for jobs other than in manual skills. (Special Schools)
- 8c. Provide scholarship fund. (Special Schools)
- 8d. Provide vocational rehabilitation counseling. (Special Schools)
- 8e. Develop occupational guidance counseling. (Special Schools)
- 8f. Form vocational advisory committee to keep school informed of need, and to advise industry of vocational potentials of deaf persons. (Special Schools)
- 9. Proposed Accomplishment: During 1971-73, increase specialized vocational evaluation and work adjustment services for at least 15 multiple-disabled blind persons.

Projected Activities:

- 9a. Maintain a program at the School for the Blind to provide specialized teaching services, mobility-orientation training, job tryouts, and vocational counseling for approximately 40 students per year. (Special Schools)
- 9b. Develop work stations in the Commission for the Blind Industries Program. (Commission for the Blind)
- 9c. Provide assistance in locating suitable living situations. (Commission for the Blind)
- 9d. Develop screening and training programs at Fairview Hospital and Training Center that will help those who are able to sequentially progress to the School for the Blind, Goodwill Industries, and the Commission for the Blind Industrial Program. (Commission for the Blind)
- 10. Proposed Accomplishment: During 1971-73, increase number of blind persons employed by Oregon Industries for the Blind throughout the state (150 persons estimated in need).

<i>Placements</i>	<i>1969-71 Level</i>	<i>1971-73 Estimated</i>
Workshops	50-70	50-70
Home Industries	12	12
Sales	16	16

Projected Activities:

- 10a. Provide adequate housing, under one roof, for Oregon Industries for the Blind in Portland and Eugene. (Commission for the Blind)
- 10b. Develop employment suitable for use in prime manufacturing and subcontract work. (Commission for the Blind)

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- 10c. Develop adequate sales and contract procurement programs, and provide vocational evaluation, training, and work experience. (Commission for the Blind)
- 10d. Provide a continuation program at Goodwill Industries of Oregon. (Commission for the Blind)

Economic Independence: Restoration of Adult Unemployed and Underemployed

Condition: Approximately 40,000 Oregonians are unable to achieve economic independence because of lack of education and/or marketable skills or local job opportunity.

Objective: Prepare unemployed, underemployed, and disadvantaged persons for meaningful employment leading to economic self-sufficiency.

- 11. Proposed Accomplishment: During 1971-73, increase skill training opportunities for those individuals who are unemployed, underemployed, or who lack marketable skills.

<u>Training Projects</u>	<u>1969-71 No. Enrolled</u>	<u>1971-73 Estimated</u>
Manpower Development Training Act	2,550	1,695
Job Corps	850	2,000
Apprenticeship	1,700	2,500
National Association of Businessmen	722	5,500
On-the-Job Training	1,000	1,005
Inner-City Residential Manpower Center	1,000	1,700
Concentrated Manpower Component of Model Cities	6,027	1,350
Work Incentive Program (WIN)	6,000	12,600
Job Related Training	2,156	2,156
Persons 55 Years of Age and Over	1,200	1,500

Projected Activities

- 11a. Provide aptitude and interest tests, and personal vocational and career counseling to 27,600 persons. (Employment)
- 11b. Develop work experience or skill training situations. (Vocational Rehabilitation, Welfare, Labor, Employment, Aging)
- 11c. Coordinate effective vocational programs for noncollege bound youth. (CAMPS, OEO)
- 11d. Develop annually a Comprehensive Manpower Plan that assures that individual agency plans are complimentary and best meet state and area needs. (CAMPS)
- 11e. Make payments for such costs as child care and transportation to enable welfare recipients to participate in training programs. (Welfare)
- 11f. Assess employability of welfare recipients and refer them to appropriate programs. (Welfare)
- 11g. Conduct home management education work in homes of approximately 3,000 low-income families; train 50 low-income aides to work with other families; provide paid employment for 50-60 low-income people who serve as aides in the programs. (Higher Education-Cooperative Extension)
- 11h. Provide work experience for 2,000 economically disadvantaged youths; provide training and employment for 35 low-income persons as field supervisors. (Higher Education-Cooperative Extension)

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12. Proposed Accomplishment: During 1971-73, provide 180 work training situations in Oregon State Government to prepare disadvantaged adults for careers in public service.

Projected Activities:

Develop training positions in various state agencies through the Work Incentive Program (WIN) administered by Employment. (Welfare)

13. Proposed Accomplishment: During 1971-73, increase the number of quality evaluations of potentially employable persons within an estimated 45,000 persons receiving support.

<i>Work Evaluation Centers</i>	<i>1969-71 Level</i>	<i>1971-73 Estimated</i>
Number of Clients	4,500	6,000
Percent of Need Met	10%	13%

Projected Activities:

Assess all facets of the potential employability and needed family services of disadvantaged persons through the pilot program supported by the U. S. Department of Health, Education and Welfare. (Vocational Rehabilitation, Employment, Welfare)

Social Functioning

Condition: In Oregon, there are many persons whose opportunities to achieve constructive social functioning are impaired because of age, race, education, environment, physical, or mental disabilities. In addition, there are approximately 6,500 public offenders each year who require state aid in resuming a positive role in Oregon's society.

Objective: Assist the sensory handicapped, disadvantaged, aged persons, and public offenders to learn to cope with and to react to social distress constructively.

14. Proposed Accomplishment: During 1971-73, maintain educational and social services which lead to measured academic gains for deaf, blind, and multi-handicapped students at the School for the Deaf, and an average of 79 students who attend the School for the Blind.

Projected Activities:

Continue the three-track educational program at the School for the Deaf -- academic, vocational and on-the-job training programs; and further define and improve the three-track educational program at the School for the Blind. (Special Schools)

15. Proposed Accomplishment: During 1971-73, describe agency services to 70 percent of all new welfare families, and continue to provide homemaker or housekeeper service for approximately 2,900 families; describe agency services to 52 percent of all new elderly and disabled welfare recipients, and provide specific available agency services to all those who wish to use them, including increasing the average monthly number of persons receiving housekeeper service from 955 to 1,299.

Projected Activities:

1. Purchase and arrange for homemaker and housekeeper service. (Welfare)
2. Develop and facilitate rehabilitation plans for recipients of Aid to the Disabled. (Welfare)

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- 15c. Help elderly and disabled welfare recipients, who live in their own homes, secure and use medical care. (Welfare)
- 15d. Provide home economics education to 250 Indian families with emphasis on improved housing, nutrition, clothing, and family finance. (Higher Education-Cooperative Extension)
- 16. Proposed Accomplishment: During 1971-73, increase volunteer service opportunities to clients 60 years of age and over, from 500 in 1969-71 to 1,000-2,000, through the Retired Senior Volunteer Program.

Projected Activities:

- 16a. Provide technical assistance to local projects and local communities. (Aging)
- 16b. Coordinate, plan, and evaluate public and private programs serving the elderly. (Aging)
- 16c. Serve as central resource agency in the state regarding programs and services for the elderly, interpretation of needs, consultation. (Aging)
- 16d. Provide training and manpower development for those serving the elderly. (Aging)
- 17. Proposed Accomplishment: During 1971-73, increase the number of individuals in the state correctional system who achieve or progress toward social restoration, while providing appropriate control measures.

	<u>1969-71</u> <u>Level</u>	<u>1971-73</u> <u>Estimated</u>
Juveniles		
Days spent in community	54%	60%
Days spent on campus or in camps	46%	40%
Adults		
Released to work/education release or parole	50%	55%
Released directly from institution	50%	45%

Projected Activities:

- 17a. Improve assessment and planning capabilities for the individual offender. (Corrections)
- 17b. Provide courts, parole board, and Corrections Division staff with more relevant, timely, and usable reports. (Corrections)
- 17c. Provide the degree of supervision and surveillance of clients necessary to minimize risk. (Corrections)
- 17d. Increase planned involvement of volunteers in institutional and community programs. (Corrections)
- 17e. Expand the educational release programs with universities and colleges. (Corrections)
- 17f. Provide humane living for institutional clients through supply of facilities, food, clothing, sanitation, recreation, and mental and physical health care. (Corrections)
- 17g. Provide for specialized job placement services for those clients who are not placed by other agencies. (Corrections)
- 17h. Expand the work release programs for men and women. (Corrections)

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18. Proposed Accomplishment: During 1971-73, expand and improve the quality of Corrections Division services to communities in the areas of coordination and technical consultation, resources development, subsidy-funding assistance and public education.

Projected Activities:

- 18a. Conduct special studies and provide technical assistance to local officials regarding detention and correctional programs for offenders. (Corrections)
- 18b. Participate in the planning tasks of state and district law enforcement councils. (Corrections)
- 18c. Assist in conducting joint operational and planning conferences and training programs among police, prosecutors, judges, and local and state correctional agencies. (Corrections)
- 18d. Cooperate with local District and state agencies in planning, funding, and implementing local or regional multiservice correctional centers for juveniles and adults, based on statewide feasibility studies conducted during 1971. (Corrections)
- 18e. Participate in statewide efforts to discover, test, and demonstrate effective alternatives to penal-correctional measures in dealing with selected categories of lawbreakers, including younger children, alcohol and drug abusers, and less serious situational offenders. (Corrections)
- 18f. Expand youth care centers, halfway houses, work or educational release centers, and nonresidential intensive care programs. (Corrections)
- 18g. Increase recruitment and more effective utilization of volunteers, private groups, and self-help groups. (Corrections)
- 18h. Assist public and private schools and institutions in developing specialized educational programs and activities for youths and adults with behavioral problems, and provide teacher and student practicums in teaching and counseling of offenders. (Corrections)
- 18i. Expand Corrections Division's support of youth care centers. (Corrections)
- 18j. Expand juvenile court services-subsidy programs. (Corrections)
- 18k. Assist local juvenile court officials in recruiting and training qualified staff. (Corrections)
- 18l. Develop funding assistance for local, public, and privately operated work release centers, halfway houses, and other restorative programs. (Corrections)
- 18m. Assist schools, family courts, law enforcement agencies, and other private and public social agencies in the early identification of delinquency and more appropriate methods of dealing with behavioral problems (Corrections)
- 18n. Maintain communicative liaison with concerned agencies, groups, and private citizens to facilitate the re-establishment of offenders in the community. (Corrections)

PREVENTION

Minimize the causes contributing to unemployment, underemployment, or social distress in Oregonians.

Economic Dependency: Unemployment Prevention for Job-Ready

Condition: *Employment opportunities exist, but often are bypassed through lack of information and coordination.*

Objective: *Develop effective employment information and referral resources.*

19. Proposed Accomplishment: During 1971-73, develop resources leading to increased employment of job-ready.

Projected Activities:

- 19a. Place 125,000 job-ready individuals in nonagricultural employment, 75,000 in agricultural employment, and 327,000 in farm work placements. (Employment)
- 19b. Train 14,500 nonagricultural employers to assess needs and give information. (Employment)

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- 19c. Develop an automated job bank system. (Employment)
- 19d. Maintain system for analyzing employment trends. (Employment)
- 19e. Study solutions for and conditions causing unemployment. (OEO, CAMPS)
- 19f. Extend Foster Grandparent Program to 75 persons. (Aging)

Economic Dependency: Unemployment Prevention for Visually Handicapped

Condition: *An estimated 2,000 potentially employable Oregonians will suffer economic dependency due to vision problems.*

Objective: *Prevent economic dependency due to vision problems.*

20. Proposed Accomplishment: During 1971-73, increase the percentage of blind or partially sighted on the Register of the Blind from 85 percent in 1969-71 to 90 percent.

Projected Activities:

- 20a. Seek eligible clients and offer counseling on vision problems. (Commission for the Blind)
- 20b. Develop Oregon Society for Prevention of Blindness. (Commission for the Blind)
- 20c. Coordinate professional resources and organizations concerned with blindness. (Commission for the Blind)
- 20d. Develop meaningful programs for the prevention of blindness, conservation of vision, and increase number of sight restorations from 30 in 1969-71 to 50. (Commission for the Blind)
- 20e. Expand the Low Vision Aid Clinic to serve 250 persons compared to 160 in 1969-71. (Commission for the Blind)

Information and Referral Services

Condition: *Many Oregon families lack adequate information on social service agencies.*

Objective: *Promote wider understanding of social services.*

21. Proposed accomplishment: During 1971-73, provide information and referral services to 100 percent of persons who inquire about social services or financial help.

Projected Activities:

- Establish an information and referral service. (Welfare)

KENTUCKY

1. Under the present structure, state services tend to "categorize" the recipient and deal only with separate elements of his problem. This often inhibits the full correction of problems that do not lie exclusively within one agency. Effective human services result from the comprehensive range of services delivered in a coordinated and integrated manner.

2. The present mix of government services and regulatory programs is confusing. The citizen is expected to diagnose his own problems, identify the appropriate state agency, and schedule his receipt of services. Coordination of state services is the state's responsibility.
3. Human development services should be provided in a manner that recognizes the family unit and strengthens family ties.
4. A compassionate and realistic determination of need and an accurate assessment of the potential for solving problems should be the basis for determination of eligibility for service.
5. Publically provided services should be accessible to citizens wherever they live in the Commonwealth, and emergency services should be available on an around-the-clock basis.
6. Elected officials, recipients, and the public at large should participate in the planning, policy formulation, and evaluation of the human resource programs and services.
7. All public officials must be accountable for the quality, quantity, and the effectiveness of services provided. Both program audits and fiscal audits must be an integral part of management to assure that all expenditures are proper and that maximum benefit is derived from each tax dollar.
8. The Commonwealth provides only a portion of the total human

Announcement by Governor Wendell H. Ford
Department for Human Resources
August 29, 1973

resource services within Kentucky. Voluntary organizations, nonprofit corporations, private agencies and individuals, local public agencies, and others provide essential elements of the total system. State government programs, therefore, should be organized to cooperate with and encourage the development and utilization of these non-state resources.

Attachment C.

Massachusetts: A New Social Policy

Peter C. Goldmark, Jr.
Secretary
Executive Office of Human
Services
January 1974

The mentally ill, the crippled, the alcoholic, the elderly, the retarded, the criminal. Twentieth century American society has taken a common approach to the problems of these varied groups: ship them to large and impersonal institutions miles from their homes and communities. Under the guise of treatment, we often let these people languish in institutions for years.

The need for reform has been recognized for a long time. Study after study has concluded that many of the people "treated" in our large institutions actually get worse, not better. But what's been done about it? Not much. Scattered efforts here and there.

The major responsibility for reform rests with the federal government, but that responsibility is going unmet. Since 1966--the last three years of the Johnson administration and the entire Nixon administration--the nation has suffered from a lack of leadership by the federal government in domestic affairs. Washington has failed even to recognize that domestic needs exist, let alone act on them.

Instead, the federal government has thrown the ball to the 50 states, leaving the issue of domestic responsibility up to them. But few states have actually picked up the ball and run with it. Massachusetts alone has sought to forge a new social policy designed to alter the way society treats those persons needing special care, whether they be alcoholics, criminals, or any other group.

Instead of shunting them to dreary and debilitating institutions, hundreds of persons suffering from alcoholism, retardation, mental illness or some other affliction are returning to

PAGE 2

community living. Most of them reside in small group homes, going to jobs or other activities during the day and returning to the home at night. After a period of time, many of these people move into their own homes or apartments and lead virtually normal lives; they are indistinguishable from the average citizen of any city or town across the United States.

Special attention is being given to the needs of children. Two years ago the state set up an Office for Children, the first of its kind in the country. Designed as an advocate for children within government, the Office monitors and coordinates all children's services in the state.

In order to strengthen citizen and parent involvement in this process, 39 Councils for Children have been created in local areas throughout Massachusetts. The councils are made up of professionals and non-professionals alike and represent a cross-section of groups and individuals who have an interest in improving the treatment of children with special problems.

The Office and its Councils have been so successful at raising the visibility of the children's issue that, for the first time ever, the Governor this year is proposing a special children's budget as part of the annual submission of the state budget. This innovation will focus even more public attention on the needs of children and will help assure that the state increases its investment in children's services.

What has been accomplished in specific areas, whether for children or adults?

--Alcoholism: Effective July 1, 1973, the crime of public drunkenness was abolished in Massachusetts. What happens to the 60,000 persons formerly arrested each year for public intoxication, most of whom used to receive "treatment" in the city jail? Now they are admitted to one of 24 detoxification centers across the state where they go through a medically supervised withdrawal. After a stay of about four days, they move back into their communities where a wide range of follow-up services are available. For some, this means living in a group home for alcoholics--more than 30 such homes are in existence. For others, it means living at home while undergoing therapy or some related form of treatment. For a few, of course, it means no follow-up treatment at all.

--Retardation: In the past two years, 50 community residences for the retarded have been opened in large and small communities around the state. Each residence houses about eight persons, who take part in a sheltered workshop or special activity program during the day. Many of these retarded persons, some of them children, have lived for years in one of the state's five "schools for the retarded"--institutions which were set up by 19th century reformers but which have long since lost any reforming function.

--Juvenile Corrections: Massachusetts is the only state in the nation to close its training schools for juvenile offenders--schools which traditionally "train" youths how to move up the criminal ladder. The hundreds of youngsters who once populated these schools are now assigned to boarding schools, group homes or foster homes instead. Many youths remain in their own homes

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while receiving various kinds of treatment designed to change their delinquent behavior.

--Adult Corrections: Since the enactment of a correctional reform bill in 1972, Massachusetts has launched a major overhaul of its prison system, making it one of the few states to undertake serious changes in this field since the Attica uprising. Small "pre-release centers" are being established where inmates can serve the final 18 months of their sentences in environments which help them adjust to community living, and test their ability to make that adjustment. Dozens of inmates of all prison facilities are taking part in work and educational programs away from their places of confinement. Perhaps most impressive, during the past year inmates have been given a total of 7,000 furloughs--up to seven days at a time--with a successful return rate of better than 98 per cent.

In these and other areas, Massachusetts is embarking on a new course, with the precise limits of success still undetermined. But one thing is certain: hundreds and perhaps thousands of persons who would have wasted their lives locked in archaic institutions will now have an opportunity to experience the joys and sorrows, successes and failures, of normal living.

SOUTH CAROLINA

GOAL STATEMENT

THE PURPOSE OF THE SOUTH CAROLINA DEPARTMENT OF SOCIAL SERVICES IS TO PROVIDE QUALITY SOCIAL SERVICES TO THE CITIZENS OF SOUTH CAROLINA. INSURE THAT SOCIAL SERVICES ARE DIRECTED TOWARD THOSE PEOPLE WITHIN THE STATE WHOSE POTENTIAL FOR SELF-SUPPORT, SELF-CARE AND SOCIAL AND FAMILY ADJUSTMENT IS STILL TO BE REALIZED; AND TO SERVE PEOPLE WHO AT ANY TIME NEED ASSISTANCE. THIS AGENCY IS COMMITTED TO ACHIEVING ITS OPTIMUM LEVEL OF OPERATIONAL EFFICIENCY IN SERVING PEOPLE IN NEED. FURTHERMORE, THIS AGENCY WILL FULFILL A LEADERSHIP ROLE AT BOTH THE STATE AND LOCAL LEVELS BY ADVOCATING, COORDINATING, AND IMPLEMENTING THE OPERATION OF AN INTEGRATED SOCIAL SERVICE DELIVERY SYSTEM.

Human and monetary resources rendered to individuals or families that help them prevent, eliminate, or minimize situations in their lives that impede their achievement of an improved life style.

A level of functioning in which the individual may be economically dependent on DSS income maintenance, but who is able to manage daily life without benefit of any other DSS social service.

A level of performance emphasizing a minimum of waste and effort in bringing about the results defined in agency goals and objectives.

A level of functioning in which the individual is employed or retired, is not dependent on DSS income maintenance, and is able to manage daily life without the benefit of DSS social services.

A level of functioning in which the individual is able to overcome both internal and external obstacles within his/her environment to the satisfaction of both his biological and social needs.

This term includes information, counseling, referral and the provision of any other social services necessary to ameliorate an individual's problem situation.

A method of organizing service delivery so that two or more programs which have mutually compatible objectives, service elements or client groups are operationally linked by a common information system, intake, outreach, referral support and follow-up as well as some combined services in an attempt to treat an individual's or family's needs in a coordinated and comprehensive manner.

2. Goals of Human Resources Development

In reporting on what the goals of human resources development should be, the groups presented the following:

- GROUP I: Develop the individual to share in the benefits and responsibilities within the community to his/her full potential.
- GROUP II: Opportunities for development of all potential.
- GROUP III: Move beyond narrow limits of mere crisis intervention to development of potentials through forward planning.
- GROUP IV: Development of the individual to maximum potential.
- GROUP V: Reorient the system to maximum the individual's potential development (deal with whole person and not see the individual "in parts").
- GROUP VI: Reorient the systems so professionals see themselves as sources for development of human potential, to enhance the human potential development of others in the "delivery system".
- GROUP VII: Human resources development means "people development", with dignity, through utilization of all levels within the system.
- GROUP VIII: Human resources development involves: (1) economic development (production/consumption) and (2) self-satisfaction (realization of client's own dreams).
- GROUP IX: Narrow interpretation of the rules has prevented flexible adjustment to changing needs.
- GROUP X: Human resources development must permit the individual to set his/her goals as he/she sees his/her potentials.