

**THE MINNESOTA DIVISION OF  
VOCATIONAL REHABILITATION**

A REVIEW AND RECOMMENDATIONS

**SEPTEMBER 1969**

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## INTRODUCTION

The purpose of this document is to further improve the capabilities of what may well be the most effective state operated rehabilitation agency in the nation, the Minnesota Division of Vocational Rehabilitation (DVR).

Regardless of DVR's current skills in providing manpower services, this document will propose changes in the current system in four areas: Resource Allocation, Delivery System, Change Mechanisms, and Organizational Structure. These recommendations will hopefully improve their already good service structure.

It is not our intention to provide a detailed analysis of DVR's total system or to recommend a series of highly specific suggestions concerning the modifications of areas such as client services, personnel, records, physical plant, etc. Problems of this kind have already been discussed in the comprehensive statewide planning project just completed. Instead, this document views the system from a broad perspective of major objectives and functions and based on this large overview it presents four attainable courses of action for the future which should substantially strengthen DVR.

## SECTION ONE - STRENGTHS AND WEAKNESSES OF THE PRESENT SYSTEM

The task of writing this document is essentially a matter of (1) accurately assessing DVR's strengths; (2) determining its areas of weakness; and (3) making recommendations which can realistically be achieved that will capitalize on DVR's strengths and eliminate its weaknesses.

The initial step in approaching this task is to assess the strengths and weaknesses of DVR. This assessment is based in part on a comparative evaluation of other existing manpower systems, the nature of state-federal relationships, new trends in federal legislation, and the realities involved in changing institutional patterns.

### Strengths:

1. DVR is comparatively adept in producing quality results with the severely unemployed having medical, psychiatric, and intellectual problems which have required institutionalization.
2. DVR's purchasing capabilities enable it to use most accredited service resources in the State of Minnesota and other states far in excess of any other manpower system.
3. DVR has a well-defined, time-tested system of administrative procedures to guide and direct the services which are provided.
4. DVR's well trained and experienced staff is skilled in working with public and private institutions of a variety of kinds. They can - and do - provide extensive services to people while they are in institutional settings.
5. DVR can if necessary provide services to clients over extended periods of time.
6. DVR is committed to long range planning and is now developing an administrative format which will facilitate the planning done within their system.

In summary, when compared to other manpower systems currently operating in the State of Minnesota, DVR probably obtains better results in relationship to the difficulty level of clients; it functions effectively within institutional settings; it can provide more services over longer periods of time| it has the best trained staff; and it is the best managed manpower system in the state manpower complex.

Weaknesses:

1. DVR has not efficiently allocated their resources to a specific target population, and they have thereby limited control over the types of individuals who receive services. For example, some clients are served who do not need intensive services and others who should be served are not served at all.
2. DVR can only serve a small number of the unemployed. In fiscal year 1969 DVR reported less than 4,000 clients closed as employed.
3. DVR has very limited information on current employment opportunities (job openings).
4. DVR makes minimal use of the available programs in other manpower systems, particularly those of the Minnesota State Employment Service (MSES).
5. DVR's information system on client benefits or outcomes is not of sufficient quality to provide useful feedback.
6. DVR provides services to clients too long after they have become disabled or unemployed.
7. DVR does not have adequate mechanisms for introducing change within its system.
8. DVR is not optimally located within the organizational chart of other units of state government.

In summary, DVR is viewed as a small capacity system which has limited control and direction over the type of individuals who are accepted for services; it lacks an effective linkage with other manpower systems; and does not have the kind of structure needed to maintain a highly responsive posture.

The remaining section of this document will be directed to the changes necessary to improve DVR's service system.

SECTION TWO - PROBLEM AREAS AND RECOMMENDATIONS 1.

RESOURCE ALLOCATION

Strengths; DVR's stable and well-trained staff.

DVR's skill in dealing with public and private institutions and an institutional population.

Weaknesses: DVR's limited capacity to serve large numbers of clients.

DVR's limited control over the type of clients served.

DVR's lag between onset of disablement or unemployment and the provision of services.

At the present time DVR's 167 counselors attempt to geographically cover the entire State of Minnesota through its four area offices and 14 field offices. The counselors can be assigned to a regular caseload, a school district vocational rehabilitation program (VAC), a state institution vocational rehabilitation program (CVRP), federal grant programs (e.g., Social Security, etc.) and six special grant programs (Alcoholism, Pilot Center, etc.).

As such, DVR has spread its small staff thinly over a wide geographic area, a multiplicity of institutional settings, and tens of thousands of potential clients. The typical DVR counselor has an almost unlimited number of clients to choose from; some of which could be adequately served by other manpower systems while others need the unique services of DVR. A basic problem involved in the issue of "who is to be served" is the pressure from federal officials, the State Legislature and others to obtain an acceptable quota of employment closures. In order to satisfy these pressure points, counselors in DVR are highly inclined to work with a segment of clients who are likely to become employed with minimum effort. This strategy produces more closures per year but also results in DVR's spending too much of its resources on those clients who would need a relatively inexpensive system (such as MSES) in order to return to the labor market. As a consequence groups of severely unemployed are not given adequate coverage or must be served by other manpower systems which cannot realistically provide the comprehensive services the client needs to become employed. In addition, a good portion of clients are referred to DVR by community agencies and individuals who are often rather insistent that DVR provide services. DVR must often accept the referral even though the client may be better suited to another system.

In effect, regardless of DVR's efforts to serve the severely unemployed, external pressures create a situation which results in services being provided to clients who can obtain employment with minimal aid.

A second problem related to the allocation issue is the time lag between disablement and entry into the DVR system. Much of DVR's "input" system relies on the client's seeking services on his own, or on referrals by a community agency or individual. In a sense this results in others determining for DVR the time when a client should be served. This rather capricious system prevents a number of clients from receiving services until it is too late for the services to have maximum effectiveness.

Because of these outside pressures DVR frequently works with some clients who may need only minimal services while assistance to the more severely unemployed individuals is delayed considerably beyond the time when the individual is first ready to use vocational assistance. Such an arrangement not only makes the task of rehabilitation more difficult but also can result in the state having to assume an economic burden in the form of welfare payments during the frequently lengthy periods of unemployment.

#### RECOMMENDATIONS;

During the next few years it is estimated that DVR will have the yearly potential to move somewhere between four and five thousand unemployed people into the labor market. Since it is the most effective, complex, and expensive manpower system, it should allocate its service resources to those unemployed who cannot effectively be served through other manpower systems. At the same time it needs to reduce the lag between the onset of dependency and the provision of services. Based upon DVR's strengths the following recommendations are offered to correct the problem:

1. DVR needs to serve those clients who require complex services at an earlier point in time. This problem can be substantially resolved by having DVR reach out to serve the following groups:
  - (a) Dischargees from state institutions serving the mentally ill and mentally retarded. There are approximately 10,000 persons in residence within these two types of state institutions. In 1969 10 CVRP programs serving this population produced 881 rehabilitants.

- (b) Those individuals in the process of applying for certain types of public assistance and those who are actually receiving public assistance. In May of 1969 the five federally aided public assistance programs spent over \$15 million in payments. The recipients included over 6,000 persons receiving maintenance or direct relief and 18,000 families receiving AFDC support payments. In addition, approximately 800 new persons applied for and received general relief each month of the last fiscal year. There were 25,000 persons with an income so low as to be eligible for the food stamp program even though they were not eligible for any other form of aid. The welfare population group not only represents an economic burden to the state, but also represents a group of severely unemployed which will require the state's most effective and complex manpower system. Last year DVR closures involved with welfare represented approximately one third of the clients closed as employed.
- (c) Those students who are categorized under Special Education Programs and who will soon be leaving the school system. This program covers school age children who are mentally retarded, have speech or visual handicaps, are seriously emotionally disturbed, physically handicapped, homebound, or hospitalized and the health and hearing impaired. During 1966-67 over 40,000 students were served by the school system in these categories and it is estimated almost 100,000 additional students need services. It is expected that approximately three to four thousand students with some type of vocational handicap leave school each year who might require vocational rehabilitation services. Last year DVR assigned 57 counselors (VAC's) to Special Education programs and the results show 804 rehabilitants. Again, many of these students represent a group who, upon graduation, will need a complex and comprehensive service to obtain employment. Aggressive outreach, early selection and intervention would help reduce the number of those who might otherwise enter state institutions, apply for welfare benefits or remain at home as an economic and social burden to their families.
- (d) Those patients who are discharged from the over 200 public, non-profit and proprietary licensed, general and special hospitals throughout the entire state. Last year over 600,000 patients were admitted to these hospitals. Although the overwhelming majority were not discharged with a residual impairment or with the need for special help in obtaining employment, it is probable that many would need services from DVR. Determining the need for services at the time of disablement would enable many clients to receive early services.

It would also aid in reducing the long periods of dependency associated with chronic disablement that often leads to widespread social and economic problems. An additional benefit from serving disabled individuals early is that the task of rehabilitation often becomes easier. DVR now sees many post hospitalized patients but only after they reach a certain crisis stage and have been identified by others as needing service. Only one hospital is currently provided with systematic coverage by DVR.

This recommended concentration of DVR's resources on the four mentioned groups will create a problem with the service demands of three types of unemployed people now being served by DVR: the addictive disorders (drugs and alcoholics), public offenders and minority groups. In analyzing the service needs of these three groups it appears they have one characteristic in common: they require a rapid response from the service agency and they do not tolerate long lags between the first contact and the provision of employability services. In appraising DVR's capabilities for serving these groups it should be pointed out that the DVR program relies on a well systematized service pattern. Typically, it requires an application blank be filled out, a medical or psychiatric report with a review by a consultant, collection of community and personal background information, administration of aptitude and interest tests and development of a service plan. Such a system is a sound one for many clients who need such a well structured service. Unfortunately, this pattern is viewed as too lengthy for selected types of clients such as addicts, public offenders and minority groups who have a real need for immediate services. The Minnesota State Employment Services and poverty programs do have this quick response capability and it is recommended that the majority of services be assumed by those systems. This recommendation does not mean that DVR would not work with these unique groups. Some clients would be admitted through institutional programs as well as through selected cross referrals from MSES.

The resource allocation problem of DVR can be summarized in this way: too little coverage for people needing comprehensive manpower services and, secondly, too large a number are not seen until they have been unemployed for too long a period of time. Furthermore, the state's most effective and costly manpower system is not being fully extended to those clients who represent the most difficult and expensive population group of unemployed in the State of Minnesota. Assigning counselors to concentrate much of their efforts to serve these four target groups would reduce the temptation now facing counselors of being able to select their clients from a mixed group of easy and hard-to-serve candidates. Finally, by devoting most of its resources to these groups DVR would redirect its efforts into a completely new arena: the prevention of long term dependency.

## 2. DELIVERY SYSTEM:

Strengths; DVR's extensive purchasing capabilities.

DVR's ability to provide services over long periods of time.

Weaknesses; DVR's lack of information on current employment opportunities.

DVR's failure to make use of other manpower systems.

As noted in a preceding section - DVR does have a system which has the capability of purchasing a wide variety of services needed in the vocational restoration of unemployed people. These capabilities are far in excess of any other manpower system. DVR's purchasing capabilities are especially strong in the medical area, occupational skill training, and in a variety of vocational rehabilitation facilities and sheltered workshops. However, regardless of the fact that DVR's program objective is employment, it lacks a critical ingredient in any employment program - knowledge of current employment opportunities. Many jobs that clients obtain are a result of placement activities of the agencies which are under contract with DVR to provide services (e.g., school, rehabilitation facilities), or located through use of want ads and limited job development by the more aggressive counselors.

Secondly, DVR does not effectively utilize the manpower services of the Minnesota State Employment Service. Few DVR counselors have been able to develop a satisfactory working relationship with the MSES at the operational level for using job information and "slots" in a surprisingly wide variety of manpower programs.

For example, few counselors, or even DVR administrators, would be able to name more than a few of the 12 employability development programs, (e.g., MDTA), the 24 employer relations and placement programs (e.g., Apprenticeship Information), and the 8 administrative and technical support programs (e.g., Test Development) which are offered by the MSES. In spite of written agreements between the two agencies most line personnel freely admit that a useful relationship has never really developed, and that whatever reciprocations have occurred have been the result of personal rather than system relationships.

This weak link with the state's largest manpower system not only results in poor utilization of MSES services by DVR but probably contributes to some undesirable overlap in function as well. However, the most serious problem is that it limits the transfer of clients from one system to another. In effect, there are many

clients who enter manpower programs either through DVR or MSES. Some of these clients should clearly be transferred to the other system but are not because of the physical and psychological distance between the two agencies. The consequence is that in some cases DVR provides complex and expensive services to clients who should be served by MSES while at the same time MSES finds itself in a position of providing minimal services to clients who should have received DVR's complex and sophisticated service program.

The problem can be summarized by stating that the two primary manpower systems in the state without realizing it have developed and are continuing to develop a parallel system with a weak linkage between the two. Since neither system has an exclusive selection criteria the allocation of clients to each system merely depends on whose door they walk in first.

RECOMMENDATIONS;

Because of the equally disastrous consequences to clients within both systems and the obvious waste of personnel and financial resources, it is recommended that a closer association be formed between the two. This could probably best be accomplished by having DVR counselors housed in the local offices of the MSES. In effect, DVR counselors would be physically located in appropriate offices of the MSES throughout the State of Minnesota, and would operate with administrative autonomy within this setting. Some of the obvious advantages of such a procedure would be as follows!

- (a) It would form the foundation for a manpower center where all unemployed would go to seek work. This concept will almost certainly be established through federal legislation in the future.
- (b) Clients entering this manpower center would be served by DVR only if the client could not effectively use the existing services of MSES. In effect the Minnesota State Employment Service would use DVR as a manpower resource of last resort.
- (c) DVR client's access to all of the manpower services of the MSES would be facilitated because of the ease of referral and the personal relationships which would enhance utilization.
- (d) Clients would rarely or less often get lost when transferring from one system to another.
- (e) This arrangement would facilitate DVR's utilizing MSES' considerable knowledge of occupations and in turn the MSES (essentially a mass production system) would hopefully adopt some of DVR's highly individualized approach.

- (f) By having DVR counselors based in MSES offices, cooperation would be facilitated at the level where it is crucial; where the services are actually delivered.

In effect, this recommendation would strengthen the delivery systems of both organizations since the weaknesses and strengths complement each other in a remarkably clear fashion. This recommendation is also made with some understanding of national trends concerning the consolidation of manpower programs. At the federal level it has become obvious that contemplated legislation such as H.R. 317 and H.R. 10908 will enable some type of merger of manpower systems in order to reduce the confusion, duplication and overlap which now exists. Although parts of this proposed legislation will undoubtedly strengthen existing coordinating committees such as CAMPS (Cooperative Area Manpower Planning System), a physical merger at the operations level may realistically be the only effective way of coordinating services as they affect the clients who use them. This model has been used at Pilot Center in Minneapolis with seemingly good results.

### 3. CHANGE MECHANISMS;

Strengths: DVR's well-defined and time-tested system of administrative procedures which can monitor the services which are provided.

Weaknesses: DVR does not have quality information on client benefits or outcomes which it can use to modify its service systems. DVR has not sufficiently organized and capitalized upon mechanisms which could introduce change within its system.

There is a strong tendency on the part of systems viewers to lose themselves in a series of almost endless recommendations concerning how things should be improved. It would not be a difficult task to state a long list of these recommendations from a variety of documents which have been produced by a number of planning efforts. One such effort, the comprehensive statewide vocational rehabilitation planning project recommends over 80 such changes. The difficulty is that even if these recommendations were sound and practical a new set would be needed within one, two, or three years from now.

By contrast, this document for the most part makes few specific recommendations concerning procedural and system changes for DVR. Instead the third section of recommendations will suggest some mechanisms which can improve DVR's continuing ability to change its service system to make it more effective over a long period of time. In essence, the objective of this section is to improve and maintain DVR's responsiveness.

DVR is not an unresponsive organization. It has made a successful attempt to keep its system sensitive to emerging community problems and in developing more effective techniques. Although DVR is seen as a responsive system, much of its responsiveness is due to the personnel within the system rather than the system itself.

The following recommendations will hopefully provide some guidelines to insure that DVR will create a "structure of responsiveness" as an integral part of their system.

- A. Accountability; Although DVR probably provides the most complex and effective manpower services in the State of Minnesota their measure of client benefits is so gross (e.g., clients who obtain a job and hold it for 30 days) that they cannot use this measure to evaluate and modify their service system. The data currently available fails to help them make many key decisions such as determining the optimum level of education needed for their staff or evaluating whether rehabilitation facilities are being properly used or are producing quality results. They would have for example, difficulty in determining which counselors are most effective in producing good outcomes. This is not to suggest that DVR's information system is profoundly weak. On the contrary, they have an excellent quality information system which by and large produces more information than most manpower systems. However, the kind of information collected and stored fails to identify system defects to the degree needed in a highly responsive program.

#### RECOMMENDATIONS;

1. DVR will need to develop more sensitive instruments to evaluate their services of the kind which will provide specific feedback regarding service outcomes, and which would produce the kind of information which administrators need in order to make key intervention decisions.
2. Secondly, DVR needs to develop better controls through their information system concerning who their counselors admit for services. Again, the principle behind this recommendation is that the state's most effective and costly manpower service should be devoted to those clients whose difficulty level and social and economic burdens are high. The controls should result in optimizing the net gain in terms of dollars of service invested. A partial solution to controlling the types of unemployed the counselors serve can be achieved by restricting input to certain client groups as suggested earlier. Also, delivering services from offices of the MSES facilitates

the diversion of less complex clients before they get to DVR. Finally, those clients who entered manpower services through the outreach efforts of DVR and were found to be in need of MSES services such as job placement or MDTA training could then easily be transferred.

- B. Consumerism; During the past few years there has been a great deal of concern shown by the general public concerning how community institutions function. The issue is relatively simple: People who both use and financially support a system want to influence what the system does. The purpose of developing a structure in which consumers can participate is not just a reaction to recent events. Instead, the concept of consumerism can be viewed as an effective source for suggesting changes which would aid in keeping DVR responsive.

DVR at the present time does have a State Advisory Committee consisting of 19 members. However, as important and necessary as the group may be to discuss major and statewide policy questions, most of the members do not function as client advocates for just local problems. Also, although the Committee does have at least one member who is handicapped the involvement of clients is noticeably absent.

#### RECOMMENDATIONS:

Because of the significant contribution that local groups can make to maintaining DVR's responsiveness, it is recommended that local advisory groups be formed, perhaps in each of the 4, regions, which would provide information and opinions to DVR in improving its service system. One source of informed and interested participants might be drawn from those persons who served in the recently completed project of Comprehensive Planning for Vocational Rehabilitation. A second source of members could be present or former clients of DVR.

The advantages of involving local consumers more actively in DVR are several: first, they represent a new source of ideas and opinions which DVR can use in planning. Secondly, members can serve as powerful levers to influence change in other systems (e.g., welfare) which provides services to the same clients served by DVR. Thirdly, involving local groups in rehabilitation can serve to rally the community to lobby for state funds which DVR needs to match with federal dollars. It should be pointed out that DVR is the only manpower service requiring state funds. Its continued growth is dependent almost entirely on decisions made by the State Legislature and the voters that affect those decisions.

C. Long Range Planning; DVR is currently developing an administrative format to facilitate long range planning within their system. A consultant has been employed to help them in this attempt. They are continuing their efforts to develop an information system which will improve their decision making capabilities. They do participate in other planning functions within the state.

Few would argue against the concept and need for planning in the areas of manpower services. Indeed, the demand for such an activity is greater now than ever before and the future will require it even more. However, in order to maintain its posture of responsiveness DVR is in need of a structure for long range planning.

RECOMMENDATIONS:

Since the structure has yet to be determined, this document can only suggest some elements of planning which can create a sound planning mechanism.

1. Objective data concerning the costs and effectiveness of the present system to the degree that service defects can be identified.
2. Opinions from consumers concerning who should be served, what services should be provided and what the results of services should be.
3. An internal structure which centralizes planning responsibilities at a top administrative level with involvement of a variety of personnel within the system.
4. Adequate linkage with other planning and coordinating bodies within manpower and related systems.
5. Employment of an individual who has the technical ability necessary to do planning.
6. Development of an implementation model which can effectively integrate new patterns into the current system.

#### 4. ORGANIZATION STRUCTURE:

Weakness: DVR's place is not optimally located within the state organizational structure.

DVR has always presented systems planners with an awkward problem in terms of its location on an organizational chart. It seemingly can be logically placed almost everywhere. It is related to health systems because DVR gets clients from them and purchases health services. The same can be said for education. It shares to some degree a common caseload with welfare and it uses welfare services such as caseworkers and financial support programs. It is rather like other manpower systems in that it has similar objectives and similar service patterns. In fact, one could make an impressive argument for locating it in any of the systems previously mentioned.

In deciding where DVR should be located in any organizational structure, it is first necessary to discuss the objectives and the possible effects which may result from any change. A key issue involved in the location of a unit of government is the effect that it will have on its goals, operations, etc. There is some evidence to suggest that systems tend to behave in a similar fashion when they are housed together. DVR, for example, is a heavy user of educational programs and provides the school system with comparatively excellent coverage of special education settings. It could be said that DVR has been influenced to some extent by its location in the Department of Education. The Services for the Blind (SSB) has clearly adopted some of the goals and services peculiar to the welfare system and it may be that they too have been influenced by their close association. Another consideration is that the strength of DVR has been acquired from many of the better concepts of health, welfare and manpower. DVR has welded these concepts in a highly unique and effective fashion. If the objective is to retain this uniqueness and flexibility then any recommendation should take this into account.

Another consideration involved in organizational structure is the obvious problem of proliferation and lack of coordination of manpower programs. This issue is not just peculiar to Minnesota but it is a national problem as well. One of the obvious points of control over parallel systems - and there are several - involves locating similar agencies together. From a functional standpoint a good case can be made for combining at least three major manpower systems of DVR, MSES and the Services for the Blind. The basic mission of all three is virtually identical employment. Their service staff consists of counselors who are skilled in vocational planning. The related services they use such as education and

medical services have points of similarity and dissimilarity. The major differences are primarily in the characteristics (age, disability, etc.) of the clients that they serve. Even this difference is being modified through federal legislation which has given the Department of Labor and its state affiliate MSES ever expanding and overlapping functions. In summary, if the objectives of the organizational structure are to facilitate a variety of planning functions through combining similar systems then DVR could be grouped together with MSES and SSB under a single administrative structure. This possibility involves some risk since the massiveness of MSES coupled with its minimal service system could conceivably harm the smaller but more extensive systems of DVR and SSB.

Final issue involved in the current organizational structure involves the limited ability of the state's highest elected official to affect manpower services. The three largest state manpower programs are the Division of Vocational Rehabilitation, the Minnesota State Employment Service, and Poverty programs. The last two resources are federally funded while only DVR requires state funds. Apart from the control-loss due to funding mechanisms, poverty programs are essentially managed by local communities with limited involvement by the governor. Although the Commissioner of MSES is appointed by the governor, its operations are federally guided and few decisions are actually controlled by the governor. Currently the governor has little control over DVR. Not only is it housed in the Department of Education and reports to the Commissioner of Education, the governor is unable to even appoint the commissioner.

In effect, the governor is held accountable by voters for the quality of manpower programs but he has little to say about what is done. Providing the state with a proper organizational structure would offer the citizens of Minnesota and their elected representative a more direct voice in manpower programs. This control would then be delegated by the citizens to the highest elected office in the state - the Governor of the State of Minnesota.

The primary issue in any recommendation for organizational structure involves deciding the purpose or objective of such a change. This document provides two objectives to consider: (1) the objective is to retain the uniqueness of DVR as a manpower service; (2) the objective is to promote better planning and coordination of manpower systems. The acceptance of either objective and the recommendation offered would improve the linkage between the governor and manpower services provided within the state.

RECOMMENDATIONS;

1. In order to retain the uniqueness of DVR it is recommended that DVR be removed from the Department of Education and placed directly under the governor.
2. DVR be removed from the Department of Education and along with MSES and SSB be housed under an umbrella agency which can be functionally labeled as Manpower Services. Under this arrangement and in recognition of federal laws, each of these three units would retain their legally required identity. The primary function of the chief administrator would be the planning and coordination of the State Manpower Services.

SECTION THREE

SUMMARY RECOMMENDATIONS:

1. Problem; RESOURCE ALLOCATION - The Division of Vocational Rehabilitation resources are too frequently being expended on clients who are not in need of complex services and in addition the services are often provided at too late a period of time.

Recommendations; The Division of Vocational Rehabilitation should reallocate its resources as follows: It should increase its coverage of institutional settings within state hospitals for the mentally retarded and mentally ill, all county welfare departments throughout the state, all special education programs, and as many public, non-profit, and proprietary licensed general and special hospitals as possible.

2. Problem; DELIVERY SYSTEMS - The Division of Vocational Rehabilitation is not now effectively using the manpower services of the Minnesota State Employment Service to the degree possible.

Recommendations: The Division of Vocational Rehabilitation staff should be housed in the same offices of the Minnesota State Employment Service.

3. Problem: CHANGE MECHANISMS - The Division of Vocational Rehabilitation needs to improve its ability to quickly respond to new community needs and to improve the quality of the services it provides.

Recommendations: The Division of Vocational Rehabilitation needs a better way of measuring quality of services, use of local boards, and to develop a sound structure for long range planning.

4. Problem: ORGANIZATIONAL STRUCTURE - The Division of Vocational Rehabilitation is not organizationally located with other units of state government which have similar missions and services.

Recommendations; Remove it from the Department of Education and place it directly under the Governor.

Recommendations: Remove it from the Department of Education and place it along with the Minnesota State Employment Service and State Services for the Blind under Manpower Services.