

**A STUDY OF THE
THE COMMISSION ON HUMAN RESOURCES PRIORITIES**

**REPORTED TO
THE GOVERNOR
AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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**COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply**

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COMMONWEALTH of VIRGINIA

COMMISSION ON HUMAN RESOURCES PRIORITIES
LIFE OF VIRGINIA BUILDING, FIRST FLOOR
910 CAPITOL STREET
RICHMOND, VIRGINIA 23219
(804) 786-8922

MEMBERS:

Herbert C. Mosley, Chairman
Leslie A. Ballard
Mrs. John C. Doud
Harvey N. Johnson, Jr.
Pauline F. Maloney
Giles H. Miller, Jr.
Harold I. Nemuth, M.D.
George W. Passage
T. Preston Turner

November 1, 1976

STAFF:

William L. Crunk
Consultant-Director
Beverly M. Coleman
Staff Assistant

TO: The Honorable Mills E. Godwin, Jr.
Governor of Virginia
and
Members of the General Assembly

Pursuant to Senate Joint Resolution 88 of the 1974 General Assembly
and Senate Joint Resolution 122 of the 1975 General Assembly, the Commission
on Human Resources Priorities respectfully submits its report.

Sincerely,


Herbert C. Mosley,
Chairman

MEMBERS OF THE VIRGINIA COMMISSION ON HUMAN RESOURCES PRIORITIES

Herbert C. Moseley
Chairman
Richmond, Virginia

Mrs. John C. Doud
Vice-Chairman
Alexandria, Virginia

Leslie A. Ballard
Richlands, Virginia

Harvey N. Johnson, Jr.
Portsmouth, Virginia

Pauline F. Maloney
Lynchburg, Virginia

Giles H. Miller, Jr.
Culpeper, Virginia

Harold I. Nemuth, M.D.
Richmond, Virginia

George W. Passage
Newport News, Virginia

T. Preston Turner
Richmond, Virginia

STAFF: William L. Crunk, Consultant/Director

Beverly M. Coleman

Janet E. Palmer

R. Brooks Traweek

Table of Contents

Statement of Authorization	4
Commentary	6
Introduction	8
Significant Findings	9
Recommendations of the Commission.	11
Priorities	14
Commission Studies	16
Addendum I - Human Resources Budget.	33
Addendum II - Related Legislative Studies.	36
Addendum III - A Case Study.	39
Addendum IV - Some Recommendations: Governor's Management Study (1969).	50
Addendum V - Executive Order Number 15 (1972).	54
Addendum VI - Executive Order Number 37 (1976)	57

Statement of Authorization

The Virginia Commission on Human Resources Priorities was authorized by the 1974 Session of the General Assembly with passage of Senate Joint Resolution 88. Fluctuating policies at the Federal level and rapidly changing economic conditions, nationally and within Virginia, delayed the establishment of the Commission. Therefore, SJR 122 was adopted by the 1975 General Assembly authorizing the continuance of the Commission.

The charge to the Commission as set forth in SJR 88 is as follows:

Whereas, the welfare rolls of the Commonwealth have escalated during the past decade at a rate inconsistent with the prosperity and high level of employment in Virginia; and

Whereas, the cost of other social services to a growing segment of Virginia's citizenry also has increased significantly; and

Whereas, the programs of public welfare, public health, mental health and related social services cannot be treated independently of each other if Virginia is to respond efficiently and effectively to the true needs of her people; and

Whereas, it is imperative that Virginia define its goals in terms of priorities over the full range of human services which should be met from public funds, taking into account the basic objectives of serving actual needs and encouraging the individual to meet his own requirements insofar as possible; and

Whereas, the General Assembly and the Governor need reliable data and advice on whether the total of such assistance can be reasonably borne from the resources of the Commonwealth and to what extent federal participation is desirable or necessary; now, therefore, be it

Resolved by the Senate, the House of Delegates concurring, That there is hereby created a Virginia Commission on Human Resources Priorities which shall consist of nine members to be appointed by the Governor from the State at large. The Chairman of the Commission shall be designated by the Governor.

The Commission shall make a comprehensive survey of State and federal laws and regulations relating to public welfare and other social services provided or administered by the State or its political subdivisions; review present methods of determining eligibility for public assistance and other social services and also the method of distribution of such assistance by the federal, State and local governments; establish and recommend priorities for the distribution of public assistance and other social services throughout Virginia; establish and recommend criteria and standards governing eligibility for, and distribution of, public assistance or other social services funded or administered by the State or its political subdivisions; and study the existing relationship between various State agencies administering public assistance and other social service programs in Virginia and similar or related agencies of the federal government and make recommendations to the General Assembly and to the Governor for determining future relationships between such agencies.

The members of the Commission shall be paid their necessary expenses incurred in the performance of their duties but shall receive no other compensation. The Commission may employ a director and such professional, technical, legal or financial counsel as may be necessary to complete its study, including secretarial, clerical or other assistance.

The Commission may accept and expend gifts, grants, and donations from any or all sources or persons for the purpose of carrying out its study, including such appropriations as may be made to it by law.

All agencies of the State and the governing bodies and agencies of all political subdivisions of the State shall cooperate with and assist the Commission in its study.

The Commission shall make a progress report to the Governor and the General Assembly by January one, nineteen hundred seventy-five, and a final report and recommendations not later than November fifteen, nineteen hundred seventy-five.

Commentary

A careful analysis of SJR 88 has convinced the Commission that limitations of staff, funding, and legal counsel would make it impossible to accomplish within the allotted time, the total objective embraced in the resolution as explained below:

1. "The Commission shall make a comprehensive survey of State and federal laws and regulations relating to public welfare and other social services provided or administered by the State or its political subdivisions."

The Commission believes that the complexity of federal and State laws and regulations is such that a separate study is needed, limited to this subject.

2. "The Commission shall review present methods of determining eligibility for public assistance and other social services."

Because of the limitations mentioned above, we were unable to make such a review. However, the Virginia Advisory Legislative Council (VALC) studies of Public Welfare programs has addressed the determination of eligibility for public assistance.

3. ". . . and also the method of distribution of such assistance by the federal, state and local governments."

The distribution of public assistance is also within the purview of the VALC study.

4. "Establish and recommend criteria and standards governing eligibility for, and distribution of, public assistance or other social services funded or administered by the State or its political subdivisions."

This subject was dealt with in the VALC study already mentioned.

5. " . . . and study the existing relationship between various State agencies administering public assistance and other social service programs in Virginia and similar or related agencies of the federal government. . ."

The Commission did study the existing relationship between various State agencies, but not their relationships to similar or related agencies of the Federal government because of the limitations noted above.

Introduction

The Commission on Human Resources Priorities was appointed in April, 1975, and met for the first time the following month. We have met twenty-one times, and held hearings in Norfolk, Roanoke, Richmond, and Falls Church. Every local governing body in the Commonwealth was sent information about the Commission's charge. Numerous public and voluntary agencies were solicited for their comments. A toll-free line, well publicized through newspapers, TV, and radio stations and the Title XX hearings, was established to encourage citizens to assist the Commission in its deliberations.

The Commissioners of Health, Welfare, Mental Health and Mental Retardation, and Vocational Rehabilitation appeared before the Commission, as did the staff and/or members of various State bodies, such as the Commission for the Visually Handicapped, Council for the Deaf, Office on Aging, Commission Children and Youth, Developmental Disabilities Council, and the Council on Drug Abuse Control.

Due to the limitations of time and funds, we were able to engage in only limited original research, and necessarily relied heavily on previous reports prepared by Task Forces and Commissions. We have collected nearly two hundred pieces of information from Human Affairs agencies and from other sources. Commission members interviewed agency Directors in their own areas and visited an Integrated Services Project. Our staff studied the Human Affairs agencies in considerable depth.

We wish to express our appreciation to the Secretary of Human Resources, Mr. Otis L. Brown, for his assistance.

The Commissioners of the various Human Resources agencies were generous in their cooperation. We thank all those who either appeared before the Commission or sent statements.

Significant Findings

In considering its recommendations, the Commission took into account the following relevant findings.

1. Programs in Human Resources use approximately 25% of the State Budget, employ about 25,000 persons and serve 1 and 1/2 million citizens each year.

2. There are approximately 40 Boards and Commissions determining policy and setting priorities.

3. In 1974-75, \$196,000,000 was spent on Medicaid. This served only 8% of the population, although 30% of Virginia's population is eligible. The difference is due to a "welfare link" required for participation.

4. A data retrieval system for the Welfare Department has been funded but has not been fully implemented.

5. A \$5 million plan exists to combine the resources of Mental Health and Mental Retardation, Health and Education to handle handicapping conditions, but the plan has not been funded.

6. Team screening (between Health and Mental Health) of children has been mandated but no funds appropriated. There are 68,000 children born in Virginia each year.

7. There are insufficient community mental health programs for the young and the elderly. Eighty-seven percent of the budget of the Department of Mental Health and Mental Retardation is spent on institutional costs - 87% of \$225,000,000 or \$195,750,000.

8. Sixty percent of the budget of Aid to the Visually Handicapped is supplied by the Federal Government.

9. It has been estimated that 300 group homes and 50-60 halfway houses are needed by the Department of Mental Health and Mental Retardation.

10. There is a little flexibility in local Welfare programs because of federal and State regulations.

11. Under Title XX, about 45 needed services were identified. However, the Commission has been unable to find on what data these "needs" were based.

12. There does not seem to be any cross-information from Health and Welfare to the Council on Developmental Disabilities, Office of the Aging and Council for the Deaf. Neither do the last 3 mentioned seem to have figures on need. A lack of definitions of operational responsibility exists.

13. All but \$4 million of \$23 million for Vocational Rehabilitation (1974-75) is federal money.

14. Apparent increases in the rolls of those dependent on Human Resources agencies is due primarily to more "outreach" efforts rather than to an increase in new programs.

15. The Commissioners of the various Human Resources departments are in agreement that the programs of their departments could not be carried out without federal funding.

16. There is no way, at present, for determining the total amount of federal funding coming into the State, going to local jurisdictions, and to the various non-governmental agencies.

Recommendations of the Commission

1. From the study of the Commission it is apparent that the authority of the Secretary of Human Resources needs to be substantially strengthened. This would be necessary:

- to promote efficiency, effectiveness and economy in state agency procedures and practices,
- to insure cooperation, communication, and good relationships among agencies,
- to eliminate any type of empire building,
- to eliminate overlapping,
- to reduce "red tape,"
- to reduce the number of forms,
- to ascertain the source of funding of the various services, and
- to further enable the Secretary to approve projects.

All of which would result in an increase in employee utilization and a decrease in administrative cost.

The Commission is aware of the Governor's Executive Order #37 dated July 9, 1976 which delegates additional powers to the Secretary of Human Resources. Additional legislation may be necessary.

2. Integration of Human Resources programs should be started on the local level, with integration of staff and flexibility of funding.

3. All so-called "regions" should be based on the Planning Districts in accordance with Executive Order #15 dated January 17, 1972. The great variety of regions is wasteful of staff and funds.

4. Local, integrated services should have a locally appointed advisory board, representative of the community and of those served by the various Human Resources services. The Northern Virginia Planning District Commission, in a presentation made at a public hearing of this Commission, said: "The current method of assessing need only by surveying the opinions of professionals in the field is grossly inadequate. The method should be expanded to include a rigorous analysis of client based data."

5. More flexibility should be granted localities in the expenditure of Welfare funds. A percentage of the total allocated a local jurisdiction should be set aside to be used when necessary as a discretionary fund to help those who "fall through the cracks."

6. Consideration be given to implementation with proper safeguards of the Aid to Families of Dependent Children program (AFDC) rather than the Aid to Dependent Children program (ADC) currently being administered by the State. Aid to Dependent Children (ADC) tends to encourage the breakup of families.

7. The purpose of any new program in the field of Human Resources must be defined before funding is requested. Further, any regulations to implement such program should be subject to review by the Secretary of Human Resources before going into effect.

8. No new program, whatever its purpose, should be funded until it is determined by the Secretary of Human Resources that such program is not needlessly duplicative of one in another department.

9. A review of the forms used by Human Resources departments should be undertaken forthwith. How many times is each used? Why? How many different forms are used for eligibility? Why? How many different forms are used for physical exams? Why?

10. The State should strongly encourage reform by the Federal government and those federal agencies responsible for the administration of the Foodstamp program, in order to: insure that higher income families do not use food stamps; simplify eligibility requirements to reduce error and misrepresentation; and reduce the use of food stamps by students, strikers, and the voluntarily unemployed. The original purpose of the Foodstamp program was to help the very poor obtain an adequate diet. The program now serves, instead, as a kind of income support for others who are not truly in need.

11. The Commission fully agrees with SJR 122 that ". . . the General Assembly and the Governor need reliable data . . .". The Commission urges immediate expansion of the data retrieval system for the use of all Human Resources agencies.

12. The Commission recognizes the importance of Welfare reform and encourages its continued study by the Virginia Advisory Legislative Council (VALC).

13. A fee, however small, should be charged for tax-supported services, based on income. Paying for services adds dignity to the user. This system has been in use for many years in the Mental Health Centers, with fees as low as \$.25, on the theory that something obtained for nothing is often worth just what it costs the receiver.

The Commission emphasizes that the above recommendations do not require significant appropriations. What they do require is a restructuring of the responsibility of the Office of the Secretary of Human Resources and a cooperative relationship among the departments, commissions and boards under that Office for the benefit of the citizens of the Commonwealth.

The Commission is not forecasting any reduction in the cost of social services, but implementation of the philosophy expressed in this report should result in a deceleration of cost increases. It looks for a higher percentage of each social service dollar to be used for service and less for administration.

Priorities

The Commission does not believe that the Commonwealth can go back and start over again. In other words, we must start from where we are. We do not think that a service to a handicapped child can take priority over the care of the elderly, abandoned, or ill. Nor can the converse be the case. We believe that:

1. The Commonwealth has a responsibility to care for those who, by reason of infirmity, disability, or handicapping conditions, cannot care for themselves.

2. The Commonwealth's responsibility is secondary and supplementary to the responsibility of the family members to care for each other.

3. The Commonwealth should make greater use of alternative delivery systems, particularly community based facilities, to provide human resource services to its citizens.

4. The priority, the focus of all programs in Virginia, should be Prevention. Starting now, services should be realigned so that the prevention of disabling conditions is the aim of every Human Resources agency. For example, but not limited to:

Education in nutrition, "parenting", good pre-natal care to assist in the prevention of the causes of birth defects.

Day care for children whose mothers receive Aid to Dependent Children (ADC) payments.

Home-based health care for the elderly.

Transportation to needed preventative services.

Close cooperation among schools, mental health centers, and juvenile centers to assist in the prevention of mental illness.

Planning, with the clients of Welfare, for a positive program aimed at self-sufficiency.

"Day care" and home services for the elderly to enable them to stay with their families.

C O M M I S S I O N S T U D I E S

Pre-natal and Neo-natal Care

The period of development that precedes and immediately follows birth is a critical one in the life of a child. The child's vulnerability to developmental problems is such that good health care and nutrition is essential. Pre-natal and neo-natal care, with appropriate treatment at this critical time, can prevent long-term dependency and institutionalization.

The report of the Committee to Study Preventable Causes of Mental Retardation noted Department of Health, Education and Welfare studies indicating that 60% of the chronically disabled between 18 and 65 years of age who receive welfare subsistence and Medicaid are disabled by conditions preventable in childhood. The committee calculated that the cost to Virginia taxpayers as a result of lack of child health services amounted to \$69,380,200 per year, not including loss of earnings.

The VALC study of "Needs of Young Children" calls attention to many of the problems affecting youth and adults which could have been prevented. And many of these problems result not only in human tragedies, but in non-productive citizens and anti-social and destructive persons as well.

Aid to Dependent Children

Virginia should review its policy on Aid to Dependent Children (ADC) in an effort to establish financial assistance to dependent children and their families which does not require that one parent - usually the father - be absent from the home before the children are eligible for assistance.

The Chairman and Vice-Chairman of the VALC Public Welfare Study Committee, in testimony before this Commission, voiced concern for our financial aid system which facilitates the deterioration of the family structure. The Secretary of Human Resources also supported efforts which would enhance the stability of the family unit.

The short-sightedness of our ADC policy encourages the breakdown of the family structure. We can't reasonably expect a parent who attempts to meet the basic needs of his family, and is unable to do so, to remain with his family when he knows his absence will allow the family to get welfare support.

When a parent leaves or abandons the family in order to secure ADC benefits, the parent should be located and be required to provide support for the family. The Commission commends the State's efforts in support enforcement and believes the program should be strengthened across the State.

Family assistance should encourage stability and provide support for the family when it is unable to provide for itself.

Day Care for Children

The present types of day care programs operating in Virginia take three forms:

1. Day Care Center - structured programs for 12 or more children, subgrouped on the basis of age and special need, with staff ratio as required by the Department of Welfare regulations.

2. Group Day Care Home - family-like care, usually to school age children in a family residence, with staff ratio as required by the Department of Welfare regulations.

3. Family Day Care Home - private home, neighborhood based, fewer than four children.

The Commission recognizes that each type of day care affords certain advantages to the family in need of this service. However, the need for day care far outweighs the availability of services. In 1971, the Virginia Commission on the Status of Women reported there were approximately 125,000 children under 5 years of age whose mothers were in the labor force. As of March 1975, there were 32,500 spaces for children in licensed child care centers and homes, with an unknown number of spaces in private homes. With an increasing number of women with young children entering the labor market and the mothers who must already work to support their families, a need for additional day care spaces is indicated.

Establishment of additional day care facilities, whether privately or publicly operated, would allow additional numbers of mothers with limited skills and limited education to engage in work-training programs and at the same time secure a setting for the educational and social adjustment of their children. Although the family is recognized as the basic unit in fostering

the development of young children, society has become so complex and the demands so great that specialized services for children have increased.

In low income families and ADC families the mental stress of economic depression often overrides the family's ability and desire or willingness to provide the social and educational stimulus critical to the child's development. While the State does not want to over-regulate the day care field to the extent that costs will rise beyond the public's ability or willingness to pay, the State does have the responsibility to avoid serious abuse and neglect of children by requiring certain standards through licensing and supervision.

The State would be better served to divert a larger portion of its resources to structured day care programs with well-trained, knowledgeable staffs, and proper equipment, rather than sustaining marginally adequate day care facilities. With day care in such critical need, funds should not be wasted on substandard programs.

Transportation

The State should make provisions for transportation as an integral part of human resource programs and should facilitate the integration of transportation services at the local level.

It is not enough that the State offer services to its citizens. Many individuals will never be able to utilize services unless some type of transportation is available to them.

Many client groups have critical transportation requirements. Disabled individuals often cannot make use of public facilities and may not be able to pay for specially adapted personal vehicles. Steps should be taken to open up more transportation for the handicapped. Similarly, the elderly are limited in their utilization of public transportation. Many live in rural areas, where public transportation is inadequate. Others are physically restricted. Immobility quickly becomes a handicap and a cause of isolation for the elderly. As the Commission on the Needs of Elderly Virginians noted in its 1974 report: "Mobility helps to keep the elderly from looking to costly institutions to meet their needs." The State should recognize that there is considerable demand for transportation for the elderly, and for other service groups, as well.

Recent legislation has permitted the use of school buses to meet the demand for special transportation needs. Other vehicles are needed, as well, which can transport smaller numbers of passengers more economically. Because there is such a pressing need for transportation, every alternative should be explored.

The demand for transportation services encompasses a variety of client groups: elderly, children, handicapped, mentally and emotionally disabled, and others; the numbers are large and the individuals diverse.

All have in common a need for transportation services. More often than not, transportation is provided by separate agencies, each possessing vehicles which are operated independently. Integration of services should be arranged to save costs and to pool equipment and resources.

Integration of transportation services is an innovation that has been suggested for many years. Only recently has this State been able to obtain some practical experience. Senate Bill 517 (1974) made provisions for several experimental programs, one of which led to the establishment of the Unified Human Services Transportation System, Incorporated. Twenty-five public and private agencies in the City of Roanoke pooled their funds, resources, and vehicles for the project. Results, though stated tentatively, are positive. Cost savings have resulted, as well as a clear decrease in the unit cost of transporting clients. The service has improved and is being delivered more efficiently. The experience of this project clearly supports the concept of transportation service integration.

Day Care for the Elderly

A strong case can be made for day care for the elderly. Too often, the elderly requiring "minimum" care are faced with insufficient alternatives to avoid having to enter "maximum" care institutions. The State, which pays for elderly care through Medicaid, often pays far more than is necessary.

Other reasons for day care have been suggested. Because the individual remains in his own community to receive day care, his life is not disrupted by the new, and unfamiliar, environment of a nursing home. Day care can reach more individuals in need than can institutions. And day care can prevent early senility simply by providing a stimulus. More elderly could remain with their families and still receive limited assistance and the fellowship of their peers. In order to utilize existing institutional facilities, some groups have suggested placing day care facilities in nursing homes. These and other alternatives to nursing homes should be explored in order to find the most appropriate setting for day care.

Home Health Care and Home Services

A great demand for home health care for the elderly exists in Virginia. Services currently being offered through local health departments are not meeting the large demand for services. Many of the elderly do not require the around-the-clock care of a nursing home. It is an unnecessary expense and an inappropriate form of treatment for the elderly to receive maximum care away from the home when a more appropriate level of services can be provided in their own communities.

Old age is a time of declining health for many individuals. Increased amounts of money must be put into maintaining good health and finances can quickly be depleted by demands of medical attention. In the case of many illnesses that befall the elderly, a particular type of care is needed. The patient is not in need of acute medical care; rather, he needs limited supervision, household assistance, and therapy. The home is often the best setting for treatment of illnesses. Patients can be cared for without incurring the cost of full services in a hospital or a nursing home. The person is in a familiar environment which allows him to recover more comfortably and securely.

In addition to home health care, a need exists for a wide range of home services that include: Homemaker services, consisting of personal care, home management, household maintenance, and personal hygiene; Chore services, consisting of essential shopping, simple household and home repair, and other light tasks; Shopping assistance; Home repair and maintenance, consisting of outside housing maintenance and yard work; and Reassurance services, consisting of any type of regular communication with individuals who are temporarily or permanently isolated. Performance of, and instruction in such tasks would augment the elderly's ability to maintain themselves.

Review All Federal Funding

A central clearing house needs to be established so that funds for human service delivery that come into the State are tabulated at a central location, preferably at the Secretarial level. This monitoring mechanism would allow the State to better control its fiscal condition and allow for more accurate program planning and evaluation.

The present system of review of Federal funds makes it difficult for the State to determine, at any one time, where and in what quantities money is being spent. Information that gives total dollar amounts spent on a particular concern by all State agencies is not available.

The State's inability to determine Federal spending within its borders stymies efforts to reduce spending because decisions must be made with incomplete financial information.

Data Collection

The Commonwealth lacks a meaningful system for the collection and application of needs data for statewide planning. Most of the human affairs agencies compile data on needs which represent services being delivered, while others project needs data based on statistical interpretation of prevalence and incidence in the client population. All too frequently, the planning and provision of a human resource service has been based more on the availability of given resources, rather than on identified needs.

The State should make provisions for the development of planning and technical expertise at the State level. In order to respond to the demands of federal financial participation and effective State and local service, capabilities should be developed for the ongoing assessment of needs, monitoring of programs and evaluation of results.

It was brought to the attention of the Commission in its public hearings, by members of the Legislature, professionals, and state agency administrators, that the ability of the State to adequately plan for services is greatly lacking. Massive paperwork, financial resource wastage, and inadequate services are often the result.

This Commission is concerned with the level of expertise and sophistication demonstrated in the planning process for Title XX of the Social Security Act, and other programs requiring comprehensive planning. The State and the localities found themselves without the ability to generate information on the number and types of services needed, alternative services offered by private or voluntary agencies, as well as data on the size of client populations. The absence of this information and an inadequate knowledge about the matching formula process prevented the localities and the State from maximizing the service dollar.

Communication and Coordination

Virginia should develop and adhere to a policy which ensures coordination, communication, and a reduction of "red tape" at the State level in all programs providing human resource services.

The provision of human resource services in recent years has required that agencies responsible for the provision of such services must communicate with one another, must be responsive, sensitive, and knowledgeable of the client group and of the services delivered comprehensively.

Experience has shown that there are few individuals whose service needs can be met within a single service subsystem. Individuals within vulnerable categories often require complex combinations of services to assure that their highest potential for functioning independently is achieved. All too often, however, patterns of service delivery put into effect by one agency are counter-productive to the goals of another and have devastating impact on the individual being served. The identification and effective provision of the optimum combination of services for an individual require closer and stronger relationships among service agencies, public and private.

National legislation such as Title XX, the latest amendment to the Social Security Act, and the National Health Planning and Resources Development Act of 1974, as well as funding changes such as revenue sharing and block grant funding require that agencies in the field of human resources coordinate and communicate to get services delivered.

In the VALC Public Welfare Report, several major concerns noted are the lack of communication between service provider agencies, turf protection at the risk of providing nothing to clients, empire building, and guarding agency secrets.

If situations such as these exist at the State level, we can expect to see little more than mirror images at the local level, or at best we may see frustrated human resource professionals attempting to deliver all services to clients on a one-to-one basis, which certainly is not monetarily effective or practical when coordination and communication will remedy the problem.

Coordination must be looked at for what it is not: it is not neutral. It requires a course of deliberate action. Inconsistencies in programs cannot be allowed to occur due to ignorance of other programs.

The State should also explore alternatives which encourage and provide a climate for coordination and communication with the localities. Alternatives which give primary administrative responsibility to the State when localities prefer not to have it, state/local cooperative agreements where there exists a mutual sharing of major and minor responsibilities, and locally directed programs providing greater local autonomy should be considered.

Alternate Systems of Service Delivery

An essential recurring theme from human resources professionals and studies conducted by the General Assembly is the need for alternative delivery systems, particularly community-based service facilities. Community life styles, as well as the culture of the client group, have major implications on the effectiveness of service delivery, and they demand consideration in the planning of service delivery systems. Services which reflect the neighborhood and its residents have the potential for discouraging alienation, and for stopping the service delivery treadmill.

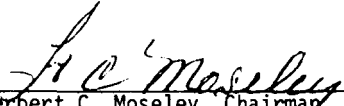
Community-based facilities will allow the individual seeking help to discuss his problem in familiar surroundings with professionals who understand the community life style. The need is identified, the service provided close at hand geographically, responsively, and speedily. Community-based facilities have accessibility and responsiveness that more centralized services cannot provide.

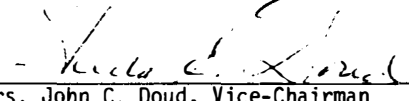
In recent years the thrust of government has been away from centralization. Emphasis is on the neighborhood as the focus of integrated social service systems. In Virginia, our efforts in deinstitutionalization, community health systems, and experiments in service integration foster decentralization in service delivery and provide the means for local initiative and autonomy.


Local service providers have resisted classification of those in need in their service delivery systems. Categorization of clients can result in excessive specialization, leaving too many individuals to fall between the cracks, aggravating the problem and creating new ones.

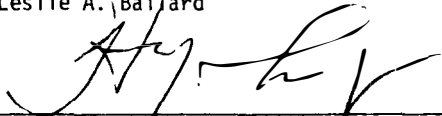
Ultimately Virginia is to be judged at the local level, for it is here at the end of our delivery conduits, that Virginia's citizens judge the effectiveness of government. The local offices are the most visible instruments of government, and the ones that bear the largest responsibility in the delivery of human services.

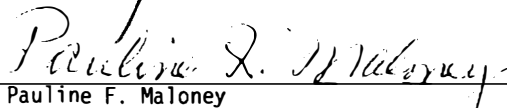
The task assigned the Commission was formidable. We are grateful for the confidence shown in us by our appointment and for the opportunity to serve our fellow Virginians.


Herbert C. Moseley, Chairman

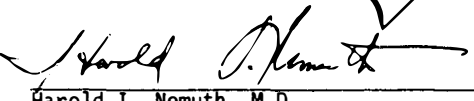

Mrs. John C. Doud, Vice-Chairman


Leslie A. Ballard

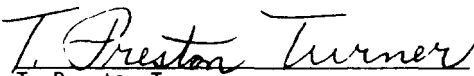

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T. Preston Turner

Appended to this Report are:

1. A breakdown of the State budget as it refers to Human Resource Services.
2. A list of recent studies and reports in the field of Human Resources.
3. A position paper by the State Division of Planning and Community Affairs on integrated services.
4. A section of the report by the Governor's Management Study Commission that pertained to Human Resources.
5. Former Governor Holton's Executive Order, relating to Planning Districts and organization of Human Resources regions.
6. Governor Godwin's Executive Order, relating to the Authority and Responsibility of the Secretary of Human Resources.

ADDENDUM I

B U D G E T - H U M A N R E S O U R C E S

1976-1978 STATE APPROPRIATIONS

(Chapter 799)

STATE BUDGET

TOTAL	\$7,628,615,665	(100.0%)
GENERAL FUND	\$3,721,855,780	(48.8%)
SPECIAL FUND	3,906,759,885	(51.2%)
<u>SPECIAL FUND *</u>	<u>\$3,906,760,000</u>	<u>(100.0%)</u>
Transportation	1,210,717,000	(32.7%)
Higher Education	680,877,000	(18.4%)
ABC	355,202,000	(9.6%)
Sub-Total	<u>2,246,796,000</u>	<u>(60.7%)</u>
Other Special Funds	1,659,964,000	(39.3%)
Misc.	22,000,000	\$1,659,964,000
Capital Outlay	<u>176,685,000</u>	<u>-198,685,000</u>
Total	198,685,000	<u>1,461,279,000</u>
Available for Services	1,461,279,000	(100.0%)
Health & Welfare	<u>885,243,000</u>	<u>(60.5%)</u>
all other services	<u>576,036,000</u>	<u>(39.5%)</u>

* Special Funds are available only for categorical programs.

HEALTH & WELFARE

Special Fund	\$ 885,243,000	(100.0%)
Federal Funds	<u>714,207,000</u>	<u>(79.6%)</u>
Other special fund	\$ 171,036,000	(20.4%)

HEALTH & WELFARE

	<u>General Fund</u>	%	<u>Special Fund</u>	%
Mental Health	174,708,000	4.8	119,135,000	3.2
Health	86,968,000	2.4	71,634,000	1.9
Medicaid	228,848,000	6.3	308,672,000	8.3
Welfare	201,626,000	5.5	314,522,000	8.5
Voc. Rehab.	<u>9,100,000</u>	<u>0.2</u>	<u>71,280,000</u>	<u>1.9</u>
	\$701,250,000	19.2%	\$885,243,000	23.8%
 TOTAL	 \$1,586,494,000	 (20.0% of Total Budget)		

Special Fund - Federal

Aging	\$ 10,766,000
Developmental Disabilities	1,445,000
Drug Abuse Control	4,852,000
Health	333,479,000
Mental Health	
Voc. Rehab.	52,953,000
Welfare	302,345,000
Visually Handicapped	7,204,000
Rehab. Center	<u>1,163,000</u>
	\$714,207,000
*Employment Commission	<u>89,009,405</u>
	\$803,216,405

*Effective 7/1/76

ADDENDUM II

RELATED LEGISLATIVE STUDIES

1970

Senate Document 10
Affiliated Medical School Program to Increase Health Manpower
House Document 26
Services Provided Emotionally Disturbed Children

1972

Senate Document 4
VALC Report on the Needs of the Handicapped
Senate Document 7
Social Work Services Study Committee
Senate Document 14
Cost of Administration of Health Care Services
House Document 4
Status of Women
House Document 23
Commission on Narcotic and Drug Laws

1973

Senate Document 2
Medical Facilities Study Commission
Senate Document 5
School Division Criteria Study Commission

1974

Senate Document 21
Costs and Administration of Health Care Services
Senate Document 23
Report of the Department of Welfare on a study of Laws Relating
to the Support of Children by Their Parents
Senate Document 26
VALC Report on the Treatment of Alcoholism
House Document 4
Status of Women
House Document 9
Report of Department of Welfare on Treatment of Drug Addicts
House Document 16
Report on Services to Youthful Offenders
House Document 25
VALC Report on Mental Retardation Care
House Document 34
VALC Report on Public Welfare Systems
House Document 36
Needs of Elderly Virginians

1975

Senate Document 4
Report of the Office of Housing

Senate Document 16
Public Welfare Programs

Senate Document 20
Drug Abuse Programs

Senate Document 22
Report of the Commission to Study the Costs and Administration
of Health Care Services

Senate Document 26
Services to Youthful Offenders

House Document 8
Essential Nursing Services for Virginia's Public Schools

House Document 19
Report of the Commission on the Needs of Elderly Virginians

House Document 30
Needs of Young Children

1976

Senate Document 6
Report of the Committee to Study the Education of Handicapped
Children in Facilities of the Department of Mental Health and
Mental Retardation and the Virginia School for the Deaf and
Blind at Staunton

Senate Document 8
Report of the Department of Welfare - Cost of Operations of
Homes for Adults

Senate Document 10
Report of the Department of Welfare - Development of a State-
wide Social Services Plan for the Aging

Senate Document 11
Report on the Feasibility Study Conducted by Consultants
Employed by the Department of Welfare

Senate Document 19
Services to Youthful Offenders

House Document 4
Status of Women - Third Report of the Virginia Commission on
the Status of Women

House Document 6
Family Planning Services

House Document 11
Report of the Department of Welfare - General Relief

House Document 15
Report of the Committee to Study Preventable Causes of
Mental Retardation

House Document 24
Needs of Young Children

House Document 32
Needs of Elderly Virginians

Addendum:
1970 - Report of the Commission on Mental, Indigent and Geriatric Patients
1972 - Report of the Commission on Mental, Indigent and Geriatric Patients

ADDENDUM III.

A C A S E S T U D Y

A Case Study
Virginia: Example of a "Coordinative Model"
For Human Services Administration

Significant changes have occurred in the Virginia human services system in the past five years. These changes, and those still to come, have been evolutionary in nature rather than the outcome of a single reorganization act. To fully understand their import, the currently existing system must be viewed in the context of total state government changes.

The management of change is an important consideration for public administrators at all levels of government. The Commonwealth's response to the pressures for improvement in services delivery (of all types) and to the demands for an expanded state role in the federal system is perhaps instructive, as it varies in considerable degree from the responses of some other states. Key features of the Virginia approach to the management of change which form the backdrop for what has happened in the human services system, are:

- * Changes in the state system have been instituted slowly and progressively built upon as experiences have indicated the need.
- * Changes have been the result of a perceptibly continuous dialogue between the Executive and the Legislature.
- * There has been rather consistent agreement between the Executive and the Legislature as to the principle purposes to be achieved by instituting such organizational changes as have been made.
- * Key developmental efforts have been authorized (and funded) to determine the impact of locally integrated service delivery.

* Prepared by the Human Affairs Section, Division of State Planning and Community Affairs

systems on the organization and procedures of state government.

Background and Rationale

Virginia does not have an umbrella Department of Human Resources. Instead its existing human service agencies are responsible to a Secretary of Human Affairs whose responsibilities are coordinative and policy setting in nature.

The Office of the Secretary of Human Affairs was one of six secretarial offices created by the 1972 General Assembly in response to recommendations made by the Governor's Management Study Commission in 1971. The Study Commission, composed of businessmen, professionals and concerned citizens had addressed its in-depth look at state government primarily to methods and procedures for improving existing operations rather than to the need for structural organizational change. They did, however, conclude that there was a need for secretarial offices to act as extensions of the Governor in coordinating and setting policy in the six major purpose areas of government. (Administration, Finance, Commerce and Resources, Education, Human Affairs and Transportation and Public Safety).

On July 1, 1972, the Office of Secretary of Human Affairs came into being, with the current incumbent being appointed by then Governor Holton and subsequently reappointed by Governor Godwin. By terms of the 1972 legislation, the Secretary was authorized such power as the Governor might delegate to him. The Secretary was given no staff but was authorized to request temporary assistance from any state agency. Major responsibilities of the Secretary were:

- * to effect program coordination, both intra- and inter-Secretarial office to insure consistent and effective state action
- * to prepare for and recommend to the Governor program proposals for legislative action, including priority recommendations for the office
- * to establish a procedure for each office to

provide for direct, expeditious decision on behalf of the Governor

- * to promote comprehensive planning in state government operations
- * to promote efficiency, effectiveness, and economy in state operations through the improvement of agency procedures and practices.

It is with this rather formidable set of tasks, that the Secretary of Human Affairs has operated since July 1, 1972. Assigned to him are the existing human service agencies:

- Department of Health,
- Department of Welfare,
- Department of Mental Health and Mental Retardation,
- Office on Aging,
- Commission for Children and Youth,
- Council for the Deaf,
- Commission for the Visually Handicapped,
- Commission on the Status of Women,
- Division of Drug Abuse Control,
- Developmental Disabilities Planning and Advisory Council,
- Division of Consolidated Laboratory Services,
- Department of Vocational Rehabilitation.

Evolution: 1972 - 1976

The creation of the Secretarial Offices was viewed with some trepidation by existing agency personnel for it clearly implied a change in the way of doing business with the Governor's Office, the Legislature, other agencies and the general public. Nowhere was this more true than in the Human Affairs area where the possibilities for eliminating duplications and overlap and developing

consistent state policy were very significant.

It is equally important to note, however, that the resistance to change has been blunted by the fact that wholesale organizational consolidation of activities has not occurred. The three and a half year period has been characterized by attempts by the Secretary to identify policy issues and organizational activities most in need of redirection and integration and to work on those first.

During this period, extensive use has been made of the task force management approach to problem resolution, allowing agency personnel to get used to working with one another on specific issues. This has broken down turf problems to some extent and gotten agency personnel into the habit of dealing across agency lines on certain matters.

At the same time, the planning, evaluating, budgeting and service delivery structures of the individual agencies have remained relatively unchanged. Each agency is still responsible for the development and operation of its own programs. Each operates through its own sets of regional offices which have differing responsibilities, authorities, geographical boundaries, and resources. These administrative regions are not in all cases coterminous with the state's planning regions (planning district commissions) although by virtue of executive order, administrative regions may not split up planning regions.

This lack of consistency among administrative regions has posed a major barrier to consistent planning at the state level and, as well, impedes state-sponsored human services integration developmental efforts at the local level. Accordingly, staff from the Division of State Planning and Community Affairs, under the direction of the Secretary of Human Affairs, is currently conducting an impact evaluation of six alternative means for restructuring these existing regions.

During the 1972 - 1976 period, relationships between individual human affairs agencies and their counterparts have remained essentially intact. Recognizing this as the area in which the most improvement could be achieved in human services at the point of actual delivery, the Secretary's Office has worked with state agencies to stimulate pilot efforts in

human services integration. Among these efforts, are pilot projects authorized by legislation passed in 1974. This legislation empowered the Governor, (delegated to the Secretary of Human Affairs), to select localities around the state to experiment with various approaches to human services integration. The legislation also empowered the Governor to waive state rules and regulations (and seek Federal waivers) when it was determined that they impeded local services integration.

Proposals for integrated service systems were then solicited from interested local governments. Nine such projects were selected by the Secretary, upon the advice of his agency heads. Each project is representative of different approaches to service integration as well as of the diversities of the Commonwealth (demographic, political, socio-economic, and governmental). The projects have been operating for almost a year and are beginning to provide the information necessary to plan for major changes in both state level policy and in state-local relationships if services integration at the delivery level is to be an effective reality.

At the State level, it has already been noted that the planning, budgeting, and administrative functions still are performed by units within the existing agencies. The placement of these units within the organizations varies with the agency although generally in the larger departments, they are a part of the director's office. Similarly, the resources and expertise varies with the agency.

Because of the emphasis of the Secretary's Office on long-term planning and the integration of program planning and budgeting, increased attention has been given to the planning and budgeting functions by the agencies with each agency being required to develop "plans of action," identifying interrelationships with other agencies' programs. The movement in this direction toward broader and longer range program planning has, however, been hampered by the necessity to devote extensive planning resources to preparation of mandated state plans incident to securing federal funding. The time-consuming and fragmentary nature of this required planning has diminished the ability of the agencies to respond to the need for more comprehensive planning. Similarly, early emphasis was placed by the Secretary on developing a responsive integrated management information system. Substantial

work has been accomplished on the design and implementation of a human affairs information system, utilizing information systems, personnel from the agencies and staff from the Division of Automated Data Processing.

Lessons Learned

Under this coordinative concept of the roles of functional secretaries, a number of achievements have been realized. The Commonwealth believes that the key to improving services delivery in Virginia lies not so much in abolishing the organizational differences in programs at the local and particularly the state level but in establishing a policy consistency to the way in which these programs are managed and delivered. During this period, it has become apparent, though, that, if this concept is to work, certain adjustments are needed in the roles and responsibilities of the Secretary and in the management tools available to him for carrying out his duties.

The conclusions set forth below are ones reached by both the Executive and the Legislature which in 1973 established the Commission on State Governmental Management. That Commission completed its study in late 1975 and made recommendations to the 1976 General Assembly. Among those recommendations were ones designed to clarify and enhance secretarial authority in planning, policy analysis and program development and to streamline the number of state agencies by consolidating departments according to similar purposes.

While strengthening the Secretaries' authority and recommending some consolidation of agencies, the Commission, based on study of other state efforts in reorganization as well as an in-depth analysis of Virginia's needs, did not recommend super-departments. Among the reasons for this approach were:

- (1) Goal-Orientation--Each Secretary will represent a major purpose area of state government, which should incline the state to focus on overall goals and their interaction and interdependence, while counteracting bias, parochialism and interest group dominance.

- (2) Flexibility--It will provide the Governor with a flexible executive team whose perspective will be broader than that of traditional line agency heads or even the heads of superdepartments, and which will be more likely to adapt to change.
- (3) Continuity--The major purpose rationale will provide continuity to the organizational pattern of state government because those purposes are not likely to change significantly.
- (4) Organization logic--Future assignments of new programs, functions and activities will be more rational with a major purpose framework; moreover, the tendency to add agency reporting directly to the Governor will be offset.
- (5) Better coordination--A handful of top managers will find coordination among themselves easier than if they were ten or more in number; thus, the problems in the margins between major purpose areas and those that overlap will be easier to handle and whole problems can more readily be assigned to a single official.
- (6) Empire-building--Creation of super departments invites empire-building, insulation and turf-protection.
- (7) Decentralization--Leaving direct program responsibility with agencies, subject to the Secretary's policy direction, will encourage decentralization, discourage the Secretary from getting caught up in activities and details at the expense of more important matters, and avoid the stultification and suffocation of subordinate levels as is apt to occur in monolithic super-departments.
- (8) Responsiveness--The Secretaries are more likely to be responsive to the Governor and the General Assembly than would the heads of super-departments.

Legislation was introduced and passed during the

1976 General Assembly based on the foregoing rationales. Effective July 1, 1976, the Office of the Secretary of Human Resources (name change) will have substantially increased powers with respect to management of his functional area. He will also have responsibility for manpower programs, with the Virginia Employment Commission being assigned to him. Among his responsibilities will be:

- evaluating proposed program plans, policy guideline and service proposals;
- administering pilot, demonstration, and innovative projects which cannot be assigned to a particular organizational unit;
- evaluating and coordinating existing program plans, policies, guidelines, and services;
- conducting special intrafunctional studies;
- directing intrafunctional task forces;
- developing functional policies and guidelines; and
- participating in interfunctional studies, plans, policies, and task forces established by the Secretary of Administration and Finance.

To assist him will be a small staff of planners and policy and systems analysts. Lack of staff with the broad overview of the Secretary's Office was early identified as a key impediment to more effective operation of the state human services system. It has also prevented the planning process from focussing on any but the most pressing policy issues and from linking the state's evaluation efforts (still mostly programmatic and process based) with the functional planning process.

Among the new roles for the Secretary are to develop and institute in the agencies a system of policy issue analysis which is designed to weigh both organization and procedural alternatives for the delivery of existing or new services in cost/benefit terms. Also set forth is the responsibility of the Secretary, along with the Department of Budget and Planning, for instituting a program-budgeting system within his agencies, with the Secretary providing

policy and priority guidelines for budget and plan development. As a practical matter much of the planning for these systems has occurred in the past several years and is ready for phased implementation in 1976 - 1977.

Recommendations to Other States

The Virginia approach to the question of improved human service delivery is primarily oriented to changing the process by which decisions are made and programs are carried out rather than to changing *per se* the organizational structure. It is too early yet to definitively tell whether it is a "good" approach to the problems facing human services providers.

Certain key points can be made, however, about what will occur if such an approach is used:

- * Resistance, both from client groups and employees will be less strenuous. Similarly, expectations of miraculous changes in the performance of the human service system will not be built up and consequently frustrated when they do not immediately result.
- * Open legislative/executive dialogue is necessary in order that, when inadequacies in the approach are identified, they can be corrected quickly.
- * This approach rather than a once-and-for-all reorganization of the entire system allows for managing the pace of change and assessing its cost before, rather than after the fact, although opportunities may also be missed.

Among the challenges in utilizing this approach is the need for developing procedures and skills which will allow the Secretary's office to readily identify areas where overall policy is needed or where intra-agency plans and programs are the most feasible and effective approach to improved service delivery. This presupposes a unique kind of public administrator in the Secretary's office, one who is:

- * alert to the future consequences, both long and short range, of present actions proposed by the agencies and of their interrelation-

ships with other agencies' actions

- * constantly probing for the future issue that should be planned for today.

ADDENDUM IV

SOME RECOMMENDATIONS: GOVERNOR'S MANAGEMENT

STUDY COMMISSION 1969 - 70

Department of Welfare

Current practices which contribute to ineffective use of public assistance funds are largely organizational in nature. The state tends to emphasize program identity over the needs of the client. This leads to fragmented treatment of symptoms rather than coordinated solution of problems. Even in those instances where there are joint efforts between departments, the working arrangements are made unnecessarily cumbersome by the need to conform to traditional methods, and perceived responsibilities. Representatives from two, three, or even four departments independently serve the same client with or without the knowledge of the others' services. Each department keeps a file on each client for its own exclusive use, even to the point of requiring duplication of medical examinations. Therefore, an integrated effort should be developed that minimizes broad overlap, such as exists in services provided in the home, and maximizes utilization of premium professional skills. An administrative structure must be established to integrate the services provided by health, welfare, and vocational rehabilitation.

This investigation indicates beyond question that the organizations delivering social, health, and financial assistance to individuals must be unified under a single authority. Initially, the new department would include personnel presently in the Divisions of Local Health Services, Dental Services, local welfare departments, mental hygiene clinics, and Field Operations of the Division of Rehabilitation Service Operations. Also included would be those staff personnel from the Divisions of General Welfare, Health, Vocational Rehabilitation, and Mental Hygiene and Hospitals who are providing professional, administrative, and program support for service to individuals residing in their homes.

(p.64)

This organizational change would:

- Achieve improved cooperation in delivery of services.
- Accomplish greater effectiveness in rehabilitating clients to a status of self-sufficiency.
- Provide greater local involvement and influence through advisory boards.
- Reduce cost of service by eliminating duplication of facilities.
- Allow greater flexibility of programmed effort depending on community needs.
- Make it easier for those who need help to obtain it.

The Management Study's purpose is to improve delivery of service to the needy. We are convinced this requires strong integration at the point of delivery through a community social service center, under a single administrative head. The organization of the department should be structured so that its personnel and other resources directly or indirectly strengthen the ability of the centers to serve the needy. . . The professional staff of the community social service center should work as a team, each member performing to the limit of his professional competence. Prior organizational identities need to be subordinated to changing the lives and life patterns of the needy. . .

(p. 65)

Considerable thought has been given to organization factors which influence cooperative attitudes and working relationships. The intent of this proposal is to create a viable organization and eliminate old . . . organization loyalties and identities. Such loyalties serve no constructive purpose and will constitute barriers to teamwork. Within the area of responsibilities of the proposed department - delivery of assistance to individuals in the community environment - the identification of programs and individuals as health, welfare, and the like should be minimal (p. 66-67)

A system of measurements, data collection and analysis in the existing Division of General Welfare should be instituted to determine effectiveness of the various welfare programs.

A small pilot area and test parameters should be established to embark upon a welfare effectiveness measurement program. With increasing amounts of state funds being channeled into welfare, it is critical that the most effective use of these funds be determined. To date, all funds have been disbursed based on programs which may or may not be effective. No one has been able to establish which are effective and which are not.

A statistical and analytical position on a sophisticated level will be required to implement the pilot program and design methods for expansion of the program to include all welfare expenditures. Potential savings in terms of increased efficiency or results from dollars spent should be substantial in years to come and will offset any costs.

(p. 68)

ADDENDUM V

EXECUTIVE ORDER NUMBER FIFTEEN -

January 27, 1972

EXECUTIVE ORDER NUMBER FIFTEEN

The Virginia Area Development Act of 1968 required the establishment of a statewide system of multi-jurisdictional planning districts for areawide planning and programming. Twenty-two planning districts have been delineated. These twenty-two districts are the Commonwealth's official planning, development and administrative regions. They receive substantial State grants-in-aid to carry out a program of economic, social and physical planning.

The boundaries of many single-purpose planning and development organizations established at the local level for various state and federal programs frequently do not coincide with the boundaries of the Commonwealth's planning districts. In addition, state agencies have delineated more than 350 administrative and field operations districts with different boundaries. These differences in boundaries have caused confusion among public officials and citizens, have caused duplication of technical effort in the development of plans and programs, and have made effective coordination of regional plans and programs difficult to achieve.

Planning districts can become major vehicles for setting multi-jurisdictional development priorities and basic units for governmental coordination. It is my intent to have state agencies' planning, programming, administration and field operation districts coincide with planning district boundaries by July 1, 1972. I am, therefore, directing each agency of state government which uses multi-jurisdictional districts for any purpose to furnish the Division of State Planning and Community Affairs, by May 1, 1972, with a report on its ability to adjust the boundaries of districts to conform with planning district boundaries; however, combinations of planning districts may be acceptable. This report should indicate any compelling reasons which would restrict the agency from making these adjustments by July 1, 1972. During May and June, the agencies and the Division of State Planning and Community Affairs will work to resolve any difficulties. Any exemptions will have to be approved in writing by the Governor.

State agencies which, in the future, propose to adopt a system of multi-jurisdictional districts should submit the proposed boundaries to the Division of State Planning and Community Affairs for review and comment regarding conformance with planning district boundaries.

Given under my hand and the Seal of the Commonwealth of Virginia this twenty-seventh day of January, 1972.

ADDENDUM VI

EXECUTIVE ORDER NUMBER THIRTY-SEVEN

July 9, 1976

EXECUTIVE ORDER NUMBER THIRTY-SEVEN (76)

AUTHORITY AND RESPONSIBILITY OF
SECRETARY OF HUMAN RESOURCES

Pursuant to Section 2.1-39.1, Code of Virginia, and subject always to my continuing, ultimate authority and responsibility to act in such matters and to reserve powers, I hereby delegate to the Secretary of Human Resources the following powers with respect to the State programs and agencies assigned herein:

1. To direct the formulation of a comprehensive program budget encompassing programs and activities, for the human resources function, subject to guidelines established under my direction.
2. To hold assigned agency head(s) accountable for the administrative, fiscal, and program performance of such agency in order to effect the Secretary's responsibility to me.
3. To designate policy priorities and guidelines to effect comprehensive, long-range and coordinated planning and policy formulation involving more than a single agency or for the human resources function.
4. To resolve administrative, jurisdictional, policy, program, or operational conflicts among any of the assigned agencies or officers.
5. To solicit or accept on behalf of the Office of the Secretary of Human Resources any donation, gift or grant, whether or not entailing commitments as to the expenditure or subsequent requests for appropriation or expenditure from the General Fund, subject to approval by the Office of Administration and Finance for planning and budgeting concurrence.

6. To direct the preparation of alternative policies, plans, and budgets for human resources.
7. To receive, review, and forward reports to the Governor from assigned State agencies.
8. To employ such personnel and contract for such consulting services as may be required to execute the statutory and delegated powers subject to the funds available for the operation of the office and to State law and regulations pursuant thereto; further, to require temporary assistance from any assigned agencies and to request such assistance from the Office of Administration and Finance.
9. To sign documents related to delegated powers and duties in the form:

_____, Governor

by _____
Secretary of Human Resources

10. To effect the foregoing actions with respect to the following assigned State programs operating in the Executive Department:

Disease Research, Prevention, and Control

Communicable and Chronic Disease Prevention and Control
Disease Carrier and Vector Control
Health Research, Planning, and Coordination
Health Statistics and Evaluation
Medical Examiner and Anatomical Services

Detection, Diagnosis and Treatment

Community Health Services
Financial Assistance for Detection, Diagnosis and Treatment
Mental Health Services
Mental Retardation Services
Physical Health Services
Public Health Services
Substance Abuse Services

Standards of Living

Continuing Income Assistance Services
Employment Assistance Services
Human Rights Services
Individual Care Services
Medical Assistance Services
Nutritional Services
Protective Services
Rehabilitation Assistance Services
Social Services Research, Planning and Coordination
Temporary Income Supplement Services

Individual and Family Services

Financial Assistance for Individual and Family Services

11. To effect the foregoing actions with respect to the following agencies, but not to appoint the heads (including collegial body members) of the agencies:

Commission on the Status of Women
Department of Health
Department of Mental Health and Mental Retardation
Department of Vocational Rehabilitation
Department of Welfare
Office on Aging
Virginia Commission for Children and Youth
Virginia Commission for the Visually Handicapped
Virginia Council for the Deaf
Virginia Developmental Disabilities Planning and Advisory Council
Virginia Employment Commission

12. To maintain liaison with and among the following collegial bodies and Virginia interstate compact representatives:

Advisory Board on Aging
Advisory Board on Human Resources
Advisory Committee on Emergency Medical Services
Advisory Council on Nursing Training
Advisory Hospital Council
Board of Welfare
Commission on Children and Youth
Commission on the Status of Women
Employment Agency Advisory Board
Governor's Manpower Planning Council