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THE EFFECTS OF A SOLID INFRASTRUCTURE WITHIN THE DIVISION OF REHABILITATION

Hannah Boswell
hannah.boswell@siu.edu

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THE EFFECTS OF A SOLID INFRASTRUCTURE WITHIN THE DIVISION OF
REHABILITATION

by

Hannah Boswell

B.S., Governors State University, 2012

A Research Paper
Submitted in Partial Fulfillment of the Requirements for the
Master of Science

Department of Rehabilitation Administration and Services
in the Graduate School
Southern Illinois University Carbondale
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RESEARCH PAPER APPROVAL

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A Research Paper Submitted in Partial

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for the Degree of

Master of Science

in the field of Rehabilitation Administration and Services

Approved by:

Dr. Jane Nichols, Chair

Graduate School
Southern Illinois University Carbondale
December 11, 2020

AN ABSTRACT OF THE RESEARCH PAPER OF

Hannah Boswell, for the Master of Science degree in Rehabilitation Administration and Services, presented on December 11, 2020, at Southern Illinois University Carbondale.

TITLE: THE EFFECTS OF A SOLID INFRASTRUCTURE WITHIN THE DIVISION OF REHABILITATION

MAJOR PROFESSOR: Dr. Thomas Upton

The Illinois Department of Human Services, Division of Rehabilitation is leading agency in Illinois that assists individuals with disabilities obtain employment in the community. The infrastructure at the Division of Rehabilitation is separated into three major components including the legal structure, organizational structure, and the financial structure. The legal structure is comprised of funding, laws, regulations, rules, and standards. Organizational structure includes organization business model, business practices and service quality and Board of Directors. Lastly, the financial structure focuses on income and revenue, budget, internal controls, and audits. Together, these structures create the infrastructure within the Division of Rehabilitation, allowing them to provide services with a strong foundation. Illinois has made many strides over the years; however, they are still ranked 44th among all states in disability services (“Illinois Ranks 44th Among All States in Efforts to Serve Individuals with Intellectual and Developmental Disabilities,” 2019). According to the Case for Inclusion press release, one of the critical areas noted was a downward trend of the number of individuals with disabilities working in competitive employment Illinois. IDHS is providing quality services and programs but could learn from other states to improve their disability structure.

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CHAPTER 1

INTRODUCTION

This paper explores the infrastructure within the Department of Human Services, Division of Rehabilitation which provides adults disabilities the opportunity to gain employment in the community. The Division of Rehabilitation is one of five divisions at the Illinois Department of Humans Services. The research in this paper will reveal how the Division of Rehabilitation has created a solid foundation within their organization over the years. It will also shed light on the successes of individuals with disabilities in the employment world.

BACKGROUND OF THE TOPIC

This paper is an investigation into the infrastructure and components that create the foundation for the Division of Rehabilitation Services to provide employment services to adults with disabilities. The infrastructure is divided into three main components including the legal structure, organizational structure, and the financial structure.

For most of the population, being employed brings a sense of accomplishment and self-worth. People with disabilities desire the same feelings in their lives. According to the US Census Bureau in 2019, the population of adults under the age of 65 with disability in Illinois was 7.1% of 12,671,821 ("U.S. Census Bureau QuickFacts: Illinois," n.d.). The Illinois Department of Human Services shows that the Disability Employment Statistics unemployment rate in September 2019 was 6.1% (Illinois Department of Human Services, n.d.). The need for the Division of Rehabilitation Services is higher than ever which is why it is imperative they have a solid foundation and infrastructure within their organization.

SIGNIFICANCE OF THE TOPIC

The infrastructure of an organization can easily be overlooked. When investigating a new organization, a person typically explores what the organization's cause, who they support, the

mission and the goals. Rarely does a person take the time to think about how an organization is structured. A consistent and solid structure is important to the successes or failures of an organization. This paper focuses on the infrastructure at the Division of Rehabilitation and how it has impacted adults with disabilities.

According to the Rehabilitation Services Annual Report (2018) the Division of Rehabilitation vocational rehabilitation program assisted 5,169 people with disabilities to obtain employment and meet their desired goals. This report shows that there was a 3.6 percent increase from the 2017 report. The 2018 annual report also states that youth who are transitioning from school represent 61.2 percent of consumers in the 2018 report. The main goal of the Division of Rehabilitation is to assist people with a diagnosed disability to secure community employment and to live life to the fullest potential. This data shows how vital the Division of Rehabilitation is in many people's lives.

PURPOSE AND OBJECTIVE OF THE PAPER

As stated previously, the purpose of this paper is to examine the infrastructure within the Division of Rehabilitation services by separating the structures into categories including the following:

1. Legal structure including funding, laws, regulations, rules, and standards.
2. Organizational structure including organization business model, business practices and service quality and Board of Directors.
3. Financial structure including income and revenue, budget, internal controls, and audits.

DEFINITION OF TERMS

Throughout this paper, there are terms that are related to the infrastructure of an organization. Defining these terms will assist the reader to easily navigate and understand the meaning and context of the paper. For the purposes of this project, terms are defined as follows:

Audit – An investigation of an organizations finances by an outside source.

Infrastructure – The structure and services that create the foundation for a business.

Internal Control – Rules and procedures that are developed by an organization to ensure the integrity of financial information.

Regulation – A rule that is created and enforced by a federal entity.

Standard – Guidelines that determine how an organization is going to operate their services.

LIMITATIONS OF THIS STUDY

The scope of this project is to review the current information as it relates to the infrastructure of the Division of Rehabilitation and how it directly impacts the opportunity for people with disabilities to obtain employment in the community. It is to be acknowledged that this project does not include all internal structures of the Division of Rehabilitation and is not intended to be used as a guideline for other organizations.

CHAPTER 2

OVERVIEW

This chapter provides an overview of research related to the infrastructure of the Illinois Department of Human Services Division of Rehabilitation and the impact on service delivery. The goal of this research is to provide the reader an opportunity to understand the legal, organizational, and financial structures within the Division of Rehabilitation.

LEGAL STRUCTURE

The legal structure is one of the most concrete structures of an organization. In this section, the significance of the operational requirements of the funding, laws, regulations, and rules for the Division of Rehabilitation will be explained.

To understand how the Division of Rehabilitation is structured, one must first understand how they receive their funding. Without funding, DRS would be inoperable leaving no resources for thousands of individuals disabilities seeking employment in Illinois. That said, the Department of Health and Human Services (HHS) is the federal entity responsible for overseeing the Illinois Department of Human Services and all divisions. Within HHS, the Office of Community Services oversees the social services grants (“Social Services Block Grant Program,” n.d.). The XX Social Services Block Grant is a grant created by the United States of America in 1981 as part of the Omnibus Budget Reconciliation Act which lowered the income tax rate and decreased domestic discretionary spending (“IDHS: Introduction,” n.d.). This federal block grant is dispersed between 23 different categories for the purpose of social services including individuals with developmental disabilities (“IDHS: Program Narrative,” n.d.). According to the Illinois Department of Human Services, included within the block grant is Illinois Donated Funds Initiative. This collaborative social service delivery effort between the state, public, private, and faith-based agencies allow for the expansion of service funding without

an additional commitment of state and federal funds through a local match requirement (“IDHS: Program Narrative,” n.d.). There is currently \$22.3 million allocated from the Block Grant for the Donated Funds Initiative (“IDHS: Program Narrative,” n.d.). The US Department of Education’s Rehabilitation Services Administration department plays a vital role to Illinois by overseeing and dispersing the vocational rehabilitation block grant to the Illinois Division of Rehabilitation (“Vocational rehabilitation state grants,” 2017).

Besides funding, the laws are the second most important structure to the Division of Rehabilitation. The vocational rehabilitation federal laws that are required to be upheld include Public Law 113-128 Workforce Innovation and Opportunity Act, 20 USC 107 Operation of Vending Facilities and the 42 USC 7 Social Security Act (“IDHS: Rehabilitation services CSA attachment F,” n.d.). State statutes include 20 ILCS 2405/ Rehabilitation of Persons with Disabilities Act, 20 ILCS 2407/ Disabilities Services Act of 2003, 20 ILCS 2410/ Bureau for the Blind Act, 20 ILCS 2421/ Blind Vendors Act (“IDHS: Rehabilitation services CSA attachment F,” n.d.).

In addition, the Workforce Innovation and Opportunity Act (WIOA) is in place to increase employment, education, training, and support services for individuals with disabilities and barriers (“Public Law 113-128,” 2014). It is a requirement that each state governor submit a four-year state plan outlining the states workforce development system to the Department of Labor (“WIOA State Plan for the State of Illinois FY-18,” n.d.). WIOA is in place to ensure that people with disabilities gain a chance to work in the community and earn money on their own. WIOA is interested in self-sufficiency and integration. The Rehabilitation Service Administration is responsible for the oversight of WIOA by implementing the regulations across the states (“Vocational rehabilitation state grants,” 2017).

The intended purpose of 20 USC 107 Operation of Vending Facilities is to provide

employment to blind individuals to increase economic opportunities and allows them to strive towards self-sufficiency and independence (“Public Law 113-128,” 2014).

The 42 USC 7 Social Security Act. Chapter 7 of the US Code Public Health and Welfare, Title 47, oversees social security in relation to disability insurance benefits, grants to states for the blind, grants to the states for aid to the permanently and totally disabled, health insurance for the disabled, grants to states for medical assistance programs, block grants for social services programs and supplemental security income for the aged, disabled and blind (“42 U.S. code Chapter 7 – Social Security,” n.d.).

The 20 ILCS 2405/ Rehabilitation of Persons with Disabilities Act provides rehabilitation, habilitation, and other services that an individual with a disability or their family may need. This act also requires that vocational opportunities be presented to and available for individuals with disabilities (“Rehabilitation services CSA attachment F,” n.d.).

The 20 ILCS 2407/ Disabilities Services Act of 2003 requires that an advisory committee be created and execute a disabilities service implementation plan in accordance with the Americans with Disabilities Act (“Rehabilitation services CSA attachment F,” n.d.).

The 20 ILCS 2410/ Bureau for the Blind Act ensures that the Bureau of the Blind develops a plan to assist people who are blind in Illinois by providing a variety of services including education, advocacy, and outreach (“Rehabilitation services CSA attachment F,” n.d.).

Lastly, the 20 ILCS 2421/ Blind Vendors Act requires that employment be provided to individuals who are blind and to increase their self-sufficiently and independence by earning money through meaningful employment (“Rehabilitation services CSA attachment F,” n.d.).

The regulations that the Division of Rehabilitation Services is required to follow is listed in the Code of Federal Regulations (CFR) written by the Federal Government. The Code of Federal Regulations that are associated with the vocational rehabilitation program through the

Division of Rehabilitation include Title 34, Subtitle B, Chapter III, Part 361, Section 361.1 to Section 361.89 (State Vocational Rehabilitation Services Program), Title 34, Part 363, Section 363.1 to Section 363.56 (The State Supported Employment Services Program) and Title 34, Part 395, Section 395.1 to Section 395.38 (Vending Facility Program for the Blind on Federal and Other Property) (“Rehabilitation services CSA attachment F,” n.d.).

The rules and standards that apply to the vocational rehabilitation program include the state statutes, federal law, and general division rules. Some of the general division rules include confidentiality of information, appeals and hearing, grant and grant funds recovery, advisory councils, authorizations, grants and contracts, recovery of misspent funds, ratemaking and public use of Department of Human Services facilities (“Rehabilitation services CSA attachment F,” n.d.). Some of the state rules found in the administrative code includes program definitions, criteria for the evaluation of programs, referral for vocational rehabilitation services, assessment for determining eligibility, application, customer financial participation, comparable benefits, individualized plan for employment, services, closure of rehabilitation case, projects with industry, vending facility program for the blind, Illinois center for rehabilitation and education and telecommunication devices for the hearing impaired (“Rehabilitation services CSA attachment F,” n.d.).

ORGANIZATIONAL STRUCTURE

In this section, the organizational structure will be highlighted including organization business model, business practices and service quality. The Division of Rehabilitation is organized and designed to provide effective and quality services to individuals with disabilities.

The business model that best reflects the Division of Rehabilitation Services is the divisional structure. As seen in image 1 below, the divisional structure best fits because the Department of Human Services has five divisions that are run by different directors. Image 1

below demonstrates how a divisional structure is organized. This structure allows for the free flow of communication to the appropriate channels. This design creates structure in the workplace which enhances the effectiveness of service and program operations.

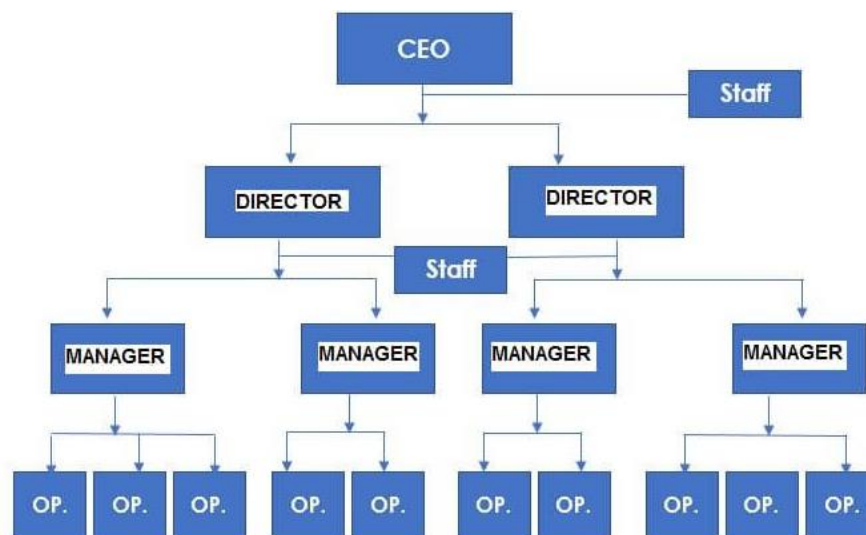


Figure 1. Divisional Structure (Lewis, 2019).

The Division of Rehabilitation has always used the person-centered approach when providing services to people with disabilities. The business practices focus on ensuring all the leaders within the Division of Rehabilitation are all focused on sharing a clear sense of the businesses vision, mission, and goals. Being a part of the team and creating cultural cohesiveness are also included in the business practices at the Division of Rehabilitation. Having these business practices in place helps ensure that quality services are being delivered.

The Department of Human Services and all divisions state that they provide quality services to people with disabilities across all programs. They provide quality services by promoting personal growth, self-respect, and dignity ("Providing quality services to individuals with developmental disabilities - DHS 4314," n.d.). The Office of Inspector General as well as the Illinois Department of Public Health monitor programs through DHS to ensure quality services are being provided ("Providing quality services to individuals with developmental

disabilities - DHS 4314," n.d.). DHS provides oversight by checking proper licensing and certificates, observing staff in action, interviewing individuals and guardians, reviewing cases of abuse and neglect, and ensuring services are available across the state ("Providing quality services to individuals with developmental disabilities - DHS 4314," n.d.). DHS and the divisions are continually gathering input from stakeholders to ensure quality services. In addition, IDHS has a quality care board that oversees the quality of services throughout all divisions. IDHS has an innovation, strategy, and performance (ISP) office that oversees the states development and performance management process.

The Delegate Board of Directors plays a large role in the oversight of the organization structure. The responsibilities of the Delegate Board of Directors at the Department of Human Services includes, but is not limited to, legal and financial responsibilities, federal funding oversight, ensuring compliance with federal and state laws and regulations, approving policies and procedures, ensuring good practices for governance, and monitoring the Executive Director ("Delegate board of directors §hspps-1301.2," 2001). Although all previously stated tasks are important, financial oversight is the main responsibility of the Board of Directors. At IDHS, the board meets monthly to review and approve explanation of budget variances, statement of revenue and expenses, balance sheet, cash flows and proposed large purchases. In addition, they approve annual wage comparability analysis, approve procedures for internal controls, review internal audits and take corrective action if needed ("Delegate board of directors §hspps-1301.2," 2001).

FINANCIAL STRUCTURE

In this section, the financial structure will be reviewed including the income and revenue, budget, internal controls, and audits. To keep the Division of Rehabilitation operating efficiently, there is a financial structure in place overseen by the operations department at IDHS. There are

many staff in place to ensure that the fiduciary responsibilities are upheld.

As stated previously, the Division of Rehabilitation is receiving grant funding to support their programs. However, there is also a source of income and revenue associated with the programs. There are numerous sources of revenue within all divisions of IDHS. There are many sources of general revenue within IDHS. As shown in Table 1 below, the employability development services are creating a portion of the organization's revenue for the Division of Rehabilitation.

Table 1. FY20 Line Item Change- General Revenue (n.d.).

FY20 Line Item Change - General Revenue						
Object/Approp. Name	CY Approp.	CY Adj.	CY Est. Exp.	BY Adj.	BY Request	% Change from Est.
1120 Personal Services	\$733,532.5	\$0.0	\$733,532.5	\$0.0	\$733,532.5	0.0%
1140 Student Member/Inmate Compensation	\$34.6	\$0.0	\$34.6	\$0.0	\$34.6	0.0%
1170 Social Security	\$56,531.2	\$0.0	\$56,531.2	\$0.0	\$56,531.2	0.0%
1200 CMS Facility Management	\$42,259.3	\$0.0	\$42,259.3	\$0.0	\$42,259.3	0.0%
1200 Contractual Services	\$78,843.2	\$0.0	\$78,843.2	\$0.0	\$78,843.2	0.0%
1200 EBT Contractual	\$10,800.0	\$0.0	\$10,800.0	\$0.0	\$10,800.0	0.0%
1200 Press Information Officers Management	\$206.0	\$0.0	\$206.0	\$0.0	\$206.0	0.0%
1290 Travel	\$1,333.6	\$0.0	\$1,333.6	\$0.0	\$1,333.6	0.0%
1300 Commodities	\$26,556.2	\$0.0	\$26,556.2	\$0.0	\$26,556.2	0.0%
1302 Printing	\$1,536.7	\$0.0	\$1,536.7	\$0.0	\$1,536.7	0.0%
1500 Equipment	\$2,453.0	\$0.0	\$2,453.0	\$0.0	\$2,453.0	0.0%
1600 DoIT Services	\$55,009.7	\$0.0	\$55,009.7	\$19,895.0	\$74,904.7	36.2%
1600 Intergrated Eligibility System Support	\$16,000.0	\$0.0	\$16,000.0	\$0.0	\$16,000.0	0.0%
1700 Telecommunications	\$6,645.2	\$0.0	\$6,645.2	\$0.0	\$6,645.2	0.0%
1800 Operation Of Auto Equipment	\$1,055.6	\$0.0	\$1,055.6	\$0.0	\$1,055.6	0.0%
1900 CMS Fleet Management	\$2,026.8	\$0.0	\$2,026.8	\$0.0	\$2,026.8	0.0%
1900 CMS Graphic Design Management	\$56.7	\$0.0	\$56.7	\$0.0	\$56.7	0.0%
1900 DHS Operations	\$0.0	\$0.0	\$0.0	\$61,572.9	\$61,572.9	100.0%
1900 Indirect Cost Principles	\$0.1	\$0.0	\$0.1	\$0.0	\$0.1	0.0%
1900 Prescription Monitoring Program	\$0.0	\$0.0	\$0.0	\$2,000.0	\$2,000.0	100.0%

The budget is overseen by the budget operations department at IDHS. This group of staff members works together to develop the budget through all programs at IDHS including the Division of Rehabilitation. Table 2 below demonstrate the budget for the Division of Rehabilitation Services (top) and the overall budget comparison through the Department of Human Services as a whole (bottom). IDHS is responsible for budgeting millions of dollars to ensure services for people with disabilities are carried out.

Table 2. IDHS: FY 2020 Budget Briefing Presentation. (n.d.)

Budget by Year (\$ Millions)

	FY 17	FY 18	FY 19 (Est)	FY19 (Est w Sup)	FY 20 (Req)
GRF	\$415.5	\$425.3	\$399.5	\$479.5	\$502.7
Fed	\$174.2	\$175.9	\$268.5	\$268.5	\$273.5
Other State	\$238.3	\$231.4	\$252.1	\$252.1	\$252.1
Total	\$828.0	\$832.6	\$920.1	\$1,000.1	\$1,028.3

FY 20 Budget Comparison

Funding Source	Requested FY 20 (\$s in thousands)	FY 2019 Estimate Spending No Supplemental (\$s in thousands)	Change from FY 19 (\$s in thousands)	Chan ge from FY 19 (%)
GRF	\$4,176,644.40	\$3,819,030.50	\$357,613.90	9.4%
Other State	\$795,937.10	\$785,003.30	\$10,933.80	1.4%
Federal	\$1,841,643.10	\$1,804,282.90	\$37,360.20	2.1%
Total	\$6,814,224.60	\$6,408,316.70	\$405,907.90	6.3%

Audits and internal controls ensure credibility within financial reports. IDHS is audited by the Illinois Auditor General, Frank J. Mautino, annual to review financial compliance. The auditor is also responsible for checking that internal controls are being carried out including but not limited to separation of duties, controlling access to accounting information, financial documentation upkeep, ensuring books are balanced, periodic account reconciliations and confirming that staff are using the systems in place to make purchases.

CHAPTER 3

SUMMARY, CONCLUSION, AND RECOMMENDATION

SUMMARY

The infrastructure at the Illinois Department of Human Services, Division of Rehabilitation creates a solid foundation for services to be provided to people with disabilities who are searching for employment in the community. The components that make up the infrastructure include the legal structure, organizational structure, and the financial structure. The legal structure is comprised of funding, laws, regulations, rules, and standards. Organizational structure includes organization business model, business practices and service quality and Board of Directors. Lastly, the financial structure focuses on income and revenue, budget, internal controls, and audits. Together, these structures create the infrastructure within the Division of Rehabilitation, allowing them to provide services with a strong foundation.

CONCLUSION

Without the three structural components, the Division of Rehabilitation would crumble leaving thousands of people with disabilities unemployed. Currently, 7.1% of 12,671,821 people under the age of 65 years old have a disability in Illinois ("U.S. Census Bureau QuickFacts: Illinois," n.d.). There is a substantial need for disability employment services. The Division of Rehabilitation is the front runner providing the opportunity for people with disabilities to find jobs and become an integrated part of society.

RECOMMENDATIONS

The results of this research show that the Illinois Department of Human Services, Division of Rehabilitation has a strong infrastructure. With that said, more research needs to be completed across the states to see how IDHS can make improvements. Illinois has made many strides over the years; however, they are still ranked 44th among all states in disability services

(“Illinois Ranks 44th Among All States in Efforts to Serve Individuals with Intellectual and Developmental Disabilities,” 2019). According to the Case for Inclusion press release, one of the critical areas noted was a downward trend of the number of individuals with disabilities working in competitive employment Illinois. IDHS is providing quality services and programs but could learn from other states to improve their disability structure. It is critical that IDHS moves forward to innovate versus stagnate.

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VITA

Graduate School
Southern Illinois University

Hannah Boswell

Hannah_2112@hotmail.com

Governors State University
Bachelor of Science, Interdisciplinary Studies, 2012

Research Paper Title:

The Effects of a Solid Infrastructure within the Division of Rehabilitation

Major Professor: Thomas Upton