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2017 Wisconsin Act 178: Increasing Competitive Integrated Employment Outcomes

Department of Workforce Development | Division of Vocational Rehabilitation

Department of Health Services

Department of Public Instruction

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Executive Summary

Purpose

The purpose of this report is to satisfy reporting requirements outlined in 2017 Wisconsin Act 178, including the responsibility of the Departments of Workforce Development (DWD), Health Services (DHS), and Public Instruction (DPI) to report on the implementation of a collaborative competitive integrated employment (CIE) plan and CIE outcomes to date. Published concurrently with the CIE plan, this second report indicates what progress the three agencies have made in implementing the CIE plan and provides the most recent CIE data available.

Performance Improvement

Cross Agency Achievements to Date

The following information highlights achievements in State Fiscal Year (SFY) 2020, July 2019 through June 2020.

The target population in this report relates to working-age individuals with disabilities who have Individualized Educational Programs (IEPs) with DPI or are receiving services through DHS long-term care (LTC) programs for adults, DHS Children's Long-Term Support (CLTS), DHS Mental Health, Individual Placement and Supports (IPS), DVR, or Youth Apprenticeship (YA).

Additionally, this report details work the three Departments have initiated for the implementation of the CIE plan, as outlined below.

1. Increase awareness that work is possible for people with disabilities by promoting CIE opportunities using targeted outreach and education.

- a) DWD-DVR assigned counselors to each high school to provide outreach on employment possibilities and collaborative transition services.
- b) Schools, DVR, long-term care, and other local partners collaborate to provide transition fairs to outreach at a local level. The County Communities on Transition (CCoTs) are continuing to meet and provide opportunities for collaboration and sharing of best practice around providing transition services to students.
- c) DWD-DVR has produced three videos highlighting the CIE for people with disabilities in Wisconsin. The videos were created for specific audiences; DVR 101 for individuals considering applying for DVR and their families, Transition Services for students with disabilities and their families, and Finding Career Success for individuals with the most significant disabilities seeking CIE. Links to these videos can be found on the CIE website at https://dwd.wisconsin.gov/dvr/partners/cie/.

The video series, which also includes an instructional video related to DVR Eligibility, is shared with potential DVR consumers at orientation as well as in outreach efforts. They are distributed to a statewide audience crossing stakeholders in all three Departments via conference presentations, training events, and Department-specific listservs.

- d) DHS has continued to share the four-part, online employment training series designed to help service coordinators working with children and their families in DHS children's programs develop and achieve the goal of competitive integrated employment. At the end of 2019, over 100 new County Waiver Agency staff completed the training series, which can be found at https://www.dhs.wisconsin.gov/children/think-possible.htm.
- e) DHS completed the 2019 Pay for Performance (P4P) initiative with the Managed Care Organizations. The 2020 CIE P4P initiative was cancelled due to COVID-19's impact on members' ability to maintain and gain employment.
- f) DWD-DVR revised its referral form to provide an opportunity for individuals to include a support person to assist them through the DVR referral and application process. This change has been communicated to Managed Care Organization (MCOs), IRIS Consulting Agencies (ICAs), and County Waiver Agencies (CWAs) to educate members and participants on this update. DWD-DVR will be conducting a quality assurance review in the fall of 2020 to analyze the impact of these changes to the DVR referral form.
- g) DPI discretionary grant project, Transition Improvement Grant (TIG), hosted the annual Transition Academy which featured presentations on engaging students in CIE opportunities through Career and Technical Education, career discovery activities, transition fairs, and more. Additionally, WDPI and TIG staff participated in joint presentations highlighting CIE for youth with disabilities. Some of the presentations included events such as the CESA 11 Statewide Transition Conference, the Wisconsin Board for People with Developmental Disabilities (BPDD) Employment First Conference,

and the Tommy G. Thompson Center on Public Leadership's series *Growing Leaders Among Persons with Disabilities*.

2. Align service delivery systems and strengthen coordination to increase CIE opportunities for people with disabilities.

- a) Develop, refine, and use a system to collect and analyze common participant CIE data:
 - CIE Data Workgroup meetings began in February 2019. The IBM Identity insight
 matching tool will be used to build the joint data system. DHS and DWD-DVR are
 currently building the data system and creating data sharing agreements.
 - DHS has received approval from Centers for Medicare and Medicaid Services (CMS) for an Implementation Advance Planning Document (IAPD) and secured 90/10 funding to execute this CIE data collection and reporting project.
 - Departments continue to work toward developing a data sharing agreement between the Departments. The goal is to have the agreement signed in 2020.
- b) Identify and use promising evidence-based employment practices for systems change and collaboration in partner service delivery systems. To align systems and strengthen coordination to increase CIE opportunities for people with disabilities, the Departments are building on past projects like *Let's Get to Work* and *Wisconsin PROMISE*, which have been implemented successfully through interagency collaboration and have increased CIE for program participants. These evidence-based practices have been incorporated into processes at each agency, as listed below.

DWD-DVR:

- Further data analysis of Wisconsin PROMISE data demonstrated interagency collaboration in employment planning and services between schools, vocational rehabilitation, and long-term care increased employment outcomes for transition age youth receiving long term care services. Employment rates were higher when school staff, vocational rehabilitation counselor, and long-term care manager were all part of a youth's resource team.
 - Hartman, E., Schlegelmich, A., Roskowski, M., Anderson, C.A., & Tansey, T.N. (2019). Early findings from the Wisconsin PROMISE project: Implications for policy and practice. Journal of Vocational Rehabilitation, 51, 167-181.
 - Hartman, E. & Graves, K. (August 2019). Lessons learned from PROMISE:
 Promoting the readiness of youth on SSI for work. Presentation at the Home and Community Based Services (HCBS) Conference, Baltimore, MD.

- DVR received a Visionary Opportunities to Increase Competitive Employment
 (VOICE) technical assistance grant as a capacity building state from the U.S.
 Department of Labor (DOL) Office of Disability Employment Policy (ODEP). The
 purpose of the technical assistance is to improve and implement evidence-based
 practices to improve capacity building efforts to provide CIE services for youth with
 persistent mental illness with a focus on Individual Placement and Support (IPS). This
 technical assistance includes input from subject matter experts and monthly
 webinars. Both share evidence-based research and practices that the Wisconsin CIE
 Capacity Building workgroup is incorporating into capacity building efforts.
 - Swanson, S. J., Becker, D. R., Bond, G. R., Reeder, K.E., & Ellison, M. L.
 (2020). IPS supported employment for transition age youth: Helping youth with serious mental health conditions to access jobs, education, and careers.
 Worcester, MA: University of Massachusetts Medical School, Department of Psychiatry, Transitions to Adulthood Center for Research.

DHS:

- In the process of developing Medicaid waiver service definitions related to employment and community integration for future submission and approval to the Center of Medicaid Services (CMS).
- Continuing to implement the Home and Community Based Services (HCBS) review of non-residential service settings.

DPI:

- Continued investment in the Transition Readiness Grant program which supported 39 schools with a total of \$1.5 million toward improving transition services and outcomes for students with IEPs. Additionally, the Department continued to support the Indicator 14 Post School Survey to gain more knowledge of student outcomes one year after high school. The 2019 survey had a 66 percent response rate and the Transition Incentive Grant funds provided more than \$3.3 million in categorical aid payments to local school districts.
- Informed the work of Transition Improvement Grant (TIG) staff in providing training and technical assistance to schools around the Workforce Innovation and Opportunity Act (WIOA), Self-Advocacy, and family transition events.
- c) Create an organization framework that strengthens and sustains the partnership between the three Departments to ensure long-term impact:
 - Memorandums of Agreement (MOAs) are updated, or are in the process of being updated, and are being routed between the three Departments for signatures.

- o Interagency Agreement on Transition (DPI/DVR/DHS): In Review
- Interagency Agreement between DPI and DVR, WIOA Roles Serving Students: Completed and Signed 2018 – update in progress to include revisions per the RSA Monitoring of DVR in 2019.
- MOA between DWD-DVR and DHS Division of Medicaid Services: Completed 11/05/2019.
- MCO/DVR Transportation Funding Roles Guidance is under revision at <u>https://dwd.wisconsin.gov/dvr/policy-guidance/supported-employment/transportation-funding-roles.pdf.</u>
- Staff from each Department participate in the CIE Workgroup and CIE Leadership meet regularly ensuring collaborative work on CIE continues to be a priority for the three Departments.
- d) Formalize cross-agency relationships and communication methods between state and local entities to allow consistent implementation of policy and practice.
 - DHS continues to invite DVR and DPI representatives to the External Employment MCO and IRIS Consultant Agency (ICA) meetings held on a quarterly basis. DVR and DPI have been attending these meetings regularly.
 - Each Department continues to encourage staff to participate in local CCoT activities to create relationships on the local level, and improve transition services to students.
 - DVR's Statewide Transition Action and Resource Team (START) continues dissemination of best practices at the local level to promote collaboration between DVR, local school districts, MCOs, and ICAs.

3. Prepare students for CIE through their educational experience, connecting them to vital services during and after high school.

- a) The Statewide Youth and Adult Transition Action Guides (TAGs) continue to be updated by a group of representatives from each Department. The TAGs offer practical guidance on preparing students and adults for CIE and provide agency collaboration techniques.
- b) The Service Provider Capacity and Quality Workgroup continues to address issues including service provider capacity and best practices in providing employment services to individuals with disabilities. The workgroup includes representatives from each Department and service providers.
- c) DWD-DVR provided training to service providers on Customized Employment and Trauma Informed Care in September 2019.

- d) The CIE website, https://dwd.wisconsin.gov/dvr/partners/cie/, is updated regularly and includes the CIE plan, CIE annual report, and supplemental information for stakeholders. The look of the website is currently being updated to make it more user friendly.
- e) Staff from each Department have been identified and now participate in the Wisconsin Community on Transition (WiCoT), an existing Statewide forum to engage stakeholders and share resources between the Departments and key partners. The WiCoT partnership includes technical colleges, the Wisconsin Statewide Parent-Educator Initiative (WSPEI), the Wisconsin Family Assistance Center for Education, Training, and Support (FACETS), and BPDD. The WiCoT had planned and Employment/CCoT Summit for April of 2020, however this event has been rescheduled to Fall 2020 due to COVID-19.

Barriers to Implementation

2017 Wisconsin Act 178 requires the Departments to set targeted outcomes to increase CIE. The previous section highlighted different ways the Departments are working together to create best practices to provide CIE services for working-age individuals with disabilities jointly served by the Departments. As the Departments worked together over the first year of plan implementation, the following barriers have been identified.

1. COVID-19

- a) CIE outreach efforts to consumers and members have been postponed, canceled, or were completed virtually during the pandemic emergency.
- b) Initiatives focused on increasing employment outcomes for individuals in our programs have been negatively impacted by high rates of unemployment.
- c) A priority during this time is to support schools and agencies to continue to maintain the health, safety, and well-being of the individuals they serve.
- d) State staff focus on other initiatives during COVID-19 has delayed the timeline on some CIE efforts.
- e) DVR and DHS offered the option to shift services from face-to-face or traditional supports to virtual services and supports for individual consumers. DPI supported schools to continue instruction if possible through alternative learning opportunities.

2. System Challenges on Data Integration

- a) The building of a joint data system and obtaining data sharing agreements is currently in process. Differences in departments' data sharing permission requirements have limited our ability to provide data on CIE common customers and have further delayed common customer data collection. Given this, the system will look different than envisioned.
- b) Due to data sharing agreement negotiation complications, it has taken longer for DHS to obtain their Long Term Support (LTS) employment data than anticipated.

3. Service Provider Capacity Issues

- a) Shared providers use different service definitions and payment structures.
- b) There are gaps in service provider capacity, workforce training, and quality.
- c) Service implementation at the state (DVR) vs. locally (MCO/ICA) level is challenging.
- d) COVID-19 has closed or decreased the capacity of many service providers.
- e) Service providers who are attempting to provide services during COVID-19 are experiencing a remote technology learning curve.

4. Expectations and Misconceptions about CIE

- a) Individuals with disabilities and their families have varied expectations and misconceptions about work and its impact on benefits.
- b) Employers, long-term support staff, Aging & Disability Resource Center (ADRC) staff, and school staff holding varied expectations and misconceptions about work.

CIE Outcome Data

Outcomes by Agency

Disclaimer: This report is based on the most recent data available from each Department. Given the evolution in data collection and sharing, there may be limitations in comparing the data between this report and future reports.

Note: Individuals can be served across state systems. For example, a youth may be a student, a DVR consumer, and a participant in long-term care or mental health services at the same time. For this reason, one individual may be counted in multiple programs in the data below.

The following table provides data by state agency, and includes:

- 1. The number of working age individuals with disabilities who received publicly funded services outside the home by the state agency for the period specified.
- 2. The number of working age individuals with disabilities who received publicly funded services outside the home and were working in Competitive Integrated Employment (CIE) for the period specified.
- 3. The average number of hours worked per week for individuals working in CIE who are served by the state agency.
- 4. Average wages per hour for individuals working in CIE who are served by the state agency.

Agency	Number of Working Age Individuals Served in the Community by Program	Number in CIE	Average Hours Worked per Week (if available)	Average Wages per Hour (if available)	
Department of Health Services (DHS) Long Term Care (LTC) and Children's Long Term Support (CLTS) Services: DHS LTC Services developed and deployed a new wage collection system. DHS currently has data sharing agreements with DWD signed and we are working on integrating the data with Unemployment Insurance (UI) data. The UI data will be used to validate the wages earned, hours worked, and employer data received from the MCOs and ICAs. Due to this delay, DHS is unable to report data for FY 2020. DHS will be sharing the data with the public as soon as it is available.					
DHS – LTC	Pending	Pending	Pending	Pending	
DHS - CLTS	Pending	Pending	Pending	Pending	
Department of Health Services (DHS) Mental Health (MH) Services : Overall numbers are calculated from Wisconsin's 2018 Mental Health national Outcome Measures: Substance Abuse and Mental Health Services Administration (SAMHSA) Uniform Reporting System report ¹ , and Wisconsin's Individual Placement and Support (IPS) program numbers for 2019.					
DHS - MH	53,111	15,339	N/A	N/A	
IPS	1,373	893 ²	N/A	N/A	
from DVR's case management system, Integrated Rehabilitation Information System (IRIS). Number of individuals served by DVR include the 17,046 DVR consumers in active status during SFY 2019 (does not include applicants, those recorded as potentially eligible, or those on the waitlist). Of those 17,046 consumers in active status, 15,193 had an Individualized Plan for Employment (IPE), with 8,616 new IPEs written in SFY 2019. The 'Number in CIE' figure includes the 3,590 with a successful DVR case closure during SFY 2019, as DVR only records employment outcomes at case closure. Note : DVR consumers are determined to have a successful closure only if they have been employed in the job for at least 90 calendar days and no longer require DVR services to maintain employment, therefore not all individuals served by DVR working in CIE are included in this figure.					
DWD-DVR	17,046	3,590	25	\$13.63	
Department of Workforce Development (DWD) Youth Apprenticeship (YA): Numbers are pulled from Youth Online Data Application (YODA), a database maintained by DWD to track participation in all grant-funded youth programs administered by DWD. Report "YA-07 Year-End Report", data pulled as of 04/16/2020 for FY 2019-2020. Of the 6,094 youth with a YA, 339 self-identified as having an Individual Education Program (IEP). Average wages for all YAs was \$10.61 per hour, and \$10.02 per hour for students who self-identified with an IEP. Hours worked data are from a survey of YA Employers conducted by DWD. The survey was conducted between 08/31/2018 and 09/30/2018. Out of 2,397 survey invitations sent, 391 responses were received, for an overall response rate of 16 percent (this survey wasn't conducted in 2019). All students work a minimum of 450 hours. Hours worked are averages for all YAs as these data cannot be broken out for students who self-identified as having an IEP.					
DWD-Youth Apprenticeship	339	339	16 (school year); 30 (summer)	\$10.02	
Department of Public Instruction (DPI): Wisconsin students statewide with Individual Education Programs (IEPs), ages 14 to 21. 2019 Indicator 14, Outcomes of 2017-18 Exiters with Disabilities. Percent in CIE is based on the Post School Outcomes Survey which is completed one year after leaving high school. Detailed data from this survey is provided below.					
DPI	43,333	59%	see below	see below	

¹ https://www.samhsa.gov/data/sites/default/files/cbhsq-reports/Wisconsin-2018.pdf

² Amount reflects the number of people in CIE in the first quarter of 2018 plus job starts for the subsequent three quarters of 2018. One person can have more than one job start.

2020 DPI Outcome Data

I. Number of Working Age Persons

Number of Students with IEPs Ages 14-21				
Grade 2017-18 Third Friday Certified Enrollment				
8	8,451			
9	8,954			
10	8,290			
11	8,103			
12	9,535			
TOTAL	43,333			

Source: https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp

II. Competitive Integrated Employment Data – 2019 Indicator 14 Survey

- a) 2019 Indicator 14 Survey of 2017-2018 Exiters
 - 4,508 of 6,828 eligible exiters responded to the survey
 - o 66% response rate
- b) 2,663 or 59% of respondents were competitively employed
- c) Average hours worked
 - 2,981 or 66% work 20 hours per week or more
 - 1,129 or 25% work 20-34 hours per week
 - 1,852 or 41% work more than 35 hours per week
- d) Average wages earned per hour
 - 3,364 or 74% earn minimum wage or greater
 - 881 or 19% earn between \$7.25-\$10 per hour
 - 1,567 or 34% earn between \$10-\$15 per hour
 - 442 or 10% earn above \$15 per hour

III.Estimated Competitive Integrated Employment Data

Metrics	2019 Indicator 14 Survey Results	Estimates based on Student Population in 2017-18 School Year				
Number of Individuals in Competitive Integrated Employment	2,663	25,566				
Average Hours Worked						
20 hours per week or greater	2,981	28,599				
20 to 34 hours per week	1,129	10,833				
More than 35 hours per week	1,852	17,776				
Average Wages Earned						
\$7.25 per hour or greater	3,364	32,066				
\$7.25 to \$10 per hour	881	8,233				
\$10 to \$15 per hour	1,567	14,733				
Above \$15 per hour	442	4,333				

DPI Data Definition: Department of Public Instruction (DPI): Wisconsin students statewide with Individual Education Programs (IEPs), ages 14 to 21. 2019 Indicator 14, Outcomes of 2017-18 Exiters with Disabilities. The Indicator 14 Post School Outcomes Survey is completed through an interview one year after students with an IEP exit high school. Interviewers ask students to report on their education and employment since leaving high school. The data above represents 4,508 respondents of 6,828 eligible exiters for a 66% response rate to the 2019 Indicator 14 survey.

Source: https://www.indicator14wi.org/documents/2019/WI%202019%20Statewide%20 Summary%20Report%20All-Inclusive 18Nov2019.pdf

CIE Outcomes by DVR Region, including Supported Employment

WDA	Active Cases Served	Active Cases with IPE	New IPEs Written	Successful Closures	Average Hourly Wage	Average Work Hours per Week	Successful Closures (SE only)	Average Hourly Wage (SE only)	Average Work Hours per Week (SE only)
01	1,480	1,289	861	356	\$15.32	26	9	\$8.57	14
02	3,006	2,696	1,417	468	\$13.67	27	26	\$9.22	17
03	1,972	1,803	852	426	\$16.07	27	43	\$9.90	14
04	1,884	1,681	972	367	\$12.69	24	22	\$9.39	13
05	1,461	1,293	738	314	\$12.53	23	28	\$9.37	15
06	1,172	1,063	662	285	\$11.80	23	34	\$9.31	13
07	609	538	329	109	\$12.66	24	10	\$8.01	10
08	1,027	872	621	287	\$12.48	23	39	\$9.49	12
09	1,039	924	493	211	\$12.18	24	43	\$9.62	15
10	2,541	2,264	1,161	554	\$13.83	24	90	\$9.28	13
11	855	770	510	213	\$13.33	26	9	\$9.64	13
TOTAL	17,046	15,193	8,616	3,590	\$13.63	25	353	\$9.41	14

Appendix

Definitions

Adult Long-Term Care Waivers

Medicaid programs for adults with disabilities and frail elders that provide long-term care services. Long-Term Care Waivers in Wisconsin include Family Care, Family Care Partnership and Include, Respect, I Self-Direct (IRIS).

Best Practices

A procedure that has been shown by research and experience to produce optimal results, and that is established or proposed as a standard suitable for widespread adoption.

Common Individuals

In this document, people who are simultaneously served by more than one Department are referred to as common individuals.

Competitive Integrated Employment (CIE)

Employment consisting of work performed on a full-time or part-time basis; compensated not less than the applicable state or local minimum wage (or the customary wage), or if self-employment yields income, comparable to person without disabilities doing similar tasks; the worker should be eligible for the level of benefits provided to other employees; the work should be at a location typically found in the community; where the employee with a disability interacts with other people who do not have disabilities, and are not in supervisory roles, and; the job presents opportunities for advancement. The Workforce Innovation and Opportunity Act (WIOA) amended the Rehabilitation Act Title IV in 2014 to include this definition.

County Community on Transition (CCoT)

A regional community that meets regularly to identify issues, barriers, supports, and solutions in assisting students with disabilities in successful transition based on student post-secondary goals related to training or education, employment, and independent living. The keys to CCoT success are: sharing the workload; establishing effective communication; and creating new relationships to better work together.

County Waiver Agency (CWA)

An agency responsible for operating the Children's Long-Term Support (CLTS) Waiver Program. Each county has at least one CWA.

Family Care

A Medicaid long-term care program for frail elders and adults with disabilities. The program provides a wide range of health and long-term care services.

Include, Respect, I Self-Direct (IRIS)

A Medicaid Home and Community-Based Services (HCBS) waiver for adults choosing to self-direct their long-term support needs.

IRIS Consulting Agency (ICA)

An agency that assists participants and legal representatives in identifying immediate and long-term care needs, developing options to meet those needs, and accessing identified supports and services.

Long-Term Care

Any service or support that an individual may need due to a disability, aging, or a chronic illness that limits the person's ability to complete activities that are part of daily life. These activities include bathing, getting dressed, making meals, going to work, and paying bills.

Managed Care Organization (MCO)

An organization that operates the Family Care and Family Care partnership program(s) and provides or coordinates services in the Family Care benefit package. MCOs receive a monthly payment per person to manage care for their members, who may be living in their own homes, in group living situations, or in nursing facilities.

Pay for Performance

Also known as "value-based purchasing", pay for performance (P4P) is a payment model in the healthcare industry that offers financial incentives to physicians, hospitals, medical groups, and other healthcare providers for meeting certain performance measures.

Person-Centered Planning

An ongoing problem-solving process used to help people with disabilities plan for their futures. In person-centered planning, the treatment team focuses on identifying what the individual wants to do and assists the individual in developing skills and managing limitations or barriers.

Statewide Transition Action and Resource Team (START)

A DVR team whose members take the lead on issues related to transition-aged youth in their respective areas. START members are a resource for other staff within their Workforce Development Area (WDA) related to services to transition-aged youth.

Transition-Age Youth

Individuals between the ages of 14 and 21.

Wisconsin Community on Transition (WiCoT)

A group of key stakeholders that meets to share best practices and impact policies/outcomes for youth with disabilities transitioning to adult life.

Work Incentive Benefits Counseling (WIBC)

A process involving an individualized benefits analysis designed to help a member or participant understand the impact of income from employment on their disability benefits, including Medicaid acute/primary and long-term care benefits.