



# **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

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## 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 first report indicates where the three agencies are starting from at the beginning of CIE plan implementation and provides the most recent baseline CIE data available.

# Performance Improvement

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## Cross Agency Achievements to Date

The following information highlights achievements in State Fiscal Year (SFY) 2019, which includes July 2018 through June 2019. The first annual CIE report is due the same day as the first annual CIE plan. Given that, this CIE report was written using baseline data prior to implementation of the CIE plan.

Information 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 already begun to initiate 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.
- c) DVR contracted with UW-Whitewater to interview individuals working in subminimum wage employment. These interviews explain how CIE is an option for everyone, providing informed choice to each interviewee.
- d) DVR produced a video promoting CIE for people with disabilities in Wisconsin, to be available to the public by Spring of 2020. The video will be housed on the CIE website and distributed to a statewide audience crossing stakeholders in all three Departments via conference presentations, training events, and Department-specific listservs.
- e) Through *Wisconsin PROMISE*, the PROMISE Executive Committee asked for an inter-agency plan by August 2019 on how the Departments will continue to outreach to youth receiving Supplemental Security Income (SSI) and their families, to provide information on available transition services.
- f) DHS launched a four-part, online employment training series designed to help service coordinators working with children and their families in children's programs through DHS develop and achieve the goal of competitive integrated employment <https://www.dhs.wisconsin.gov/children/think-possible.htm>.
- g) DHS launched the 2019 Pay for Performance (P4P) Initiative for Managed Care Organizations (MCOs) on January 1, 2019. Over calendar year 2019, MCOs will engage in employment conversations with Family Care and Family Care Partnership members ages 18-45 regarding their interest in employment. DHS will issue and withhold incentive payments based on achieved DHS benchmarks in calendar year 2020.
- h) DWD-DVR revised the referral form to create 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 MCOs, IRIS Consulting Agencies (ICAs), and County Waiver Agencies (CWAs) to educate members and participants on this update.

## 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:
- Departments identified staff from each agency to participate in a CIE Data Workgroup to develop a data sharing agreement between the Departments.
  - CIE Data Workgroup meetings began in February 2019. The group is working together to develop and finalize a plan for a cross-departmental data sharing system by December 31, 2019.
- 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:

- Promptly implemented Pre-Employment Transition Services as required by Workforce Innovation and Opportunity Act (WIOA), including developing Skills to Pay the Bills, Soft Skills, and Self-Advocacy trainings.
- DVR improved services in the areas of Work Incentive Benefits counseling and Financial Literacy training.
- Improved youth engagement in service delivery including youth-friendly technology, improved relationships with schools and improved engagement strategies such as: rapid engagement; motivational interviewing; and trauma informed care.

### DHS:

- Developed and shared DHS Guiding Principles for CIE with transition-aged youth, their families, and other stakeholders.
- Developed the *Think Possible!* employment training for service providers.
- Created a Program and Policy Analyst position focused on transition and employment.

### DPI:

- Invested in Transition Readiness and Transition Incentive grants to assist schools in creating best practices for providing employment services to students and increasing the number of *Post School Outcomes* surveys completed.

- Informed the work of Transition Improvement Grant (TIG) staff in providing training and technical assistance to schools around 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 Understanding (MOUs) were updated, or are in the process of being updated, and are being routed between the three Departments for signatures.
    - Interagency Agreement on Transition (DPI/DVR/DHS): In Review
    - MOU between DWD/DVR and DHS Division of Medicaid Services: In Review
    - Interagency Agreement between DPI and DVR--WIOA Roles Serving Students: Completed and Signed 2018
    - MCO/DVR funding Roles Guidance: <https://dwd.wisconsin.gov/dvr/policy-guidance/supported-employment/transportation-funding-roles.pdf>
  - Assigned committed staff from each Department to the CIE Workgroup and CIE Leadership meetings to ensure collaborative work on CIE is 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 invited DVR and DPI to the External Employment Managed Care Organization (MCO) and IRIS Consultant Agency (ICA) meetings held on a quarterly basis.
  - Each Department encouraged staff to participate in local County Communities on Transition (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) are in the process of being updated by a group including representatives from each Department. The TAGs will provide agency collaboration techniques, and practical guidance on preparing students, and adults, for CIE.
- b) A workgroup was created to develop joint trainings 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. CIE Leadership will review and approve the training plan developed by this workgroup by October 2019.
- c) DWD-DVR is currently providing training to service providers on Customized Employment and Trauma Informed Care. These trainings will be completed by September 30, 2019.
- d) The CIE website was created to share the CIE plan, CIE annual report, and supplemental information with stakeholders: <https://dwd.wisconsin.gov/dvr/cie/>.
- e) Staff from each Department have been identified to 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 the Wisconsin Board for People with Developmental Disabilities (BPDD).

# Potential Barriers to Plan Implementation

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Act 178 requires the Departments to set targeted outcomes to increase CIE. The previous section highlighted different ways the Departments are already working together to create best practices to provide a continuum of services for working-age individuals with disabilities jointly served by the Departments. Several potential barriers to implementation have been identified as the Departments have worked together to draft the plan.

## 1. Programmatic Differences

- a) Defining disability
- b) Serving different populations
- c) Referral process
- d) Eligibility criteria

## 2. System Challenges on Data Integration

- a) Obtaining a joint data sharing agreement and integration of said agreement under existing governance and common practice
- b) Access to required data, as data collection processes across Departments do not exactly align with Act 178 reporting requirements

## 3. Service Provider Capacity Issues

- a) Shared providers use different service definitions and payment structures
- b) A lack of service provider capacity, workforce training, and quality
- c) Service implementation at the state level (DVR) vs. locally controlled (MCO/ICA)

## 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, ADRC staff, and school staff holding varied expectations and misconceptions about work



# CIE Outcome Data

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## Outcomes by Agency

**Disclaimer:** This initial 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 for 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 Agency	Number in CIE	Average Hours Worked per Week (if available)	Average Wages per Hour (if available)
<b>Department of Health Services (DHS) Long Term Care (LTC) Services:</b> DHS LTC Services is in the process of implementing a new wage collection system in CY 2019.				
DHS - LTC				
DHS - CLTS				
<b>Department of Health Services (DHS) Mental Health (MH) Services:</b> Overall numbers are calculated from Wisconsin's 2017 Mental Health national Outcome Measures: Substance Abuse and Mental Health Services Administration (SAMHSA) Uniform Reporting System report <sup>1</sup> , and Wisconsin's Individual Placement and Support (IPS) program numbers for 2017.				
DHS - MH	51,283	13,128		
IPS	1,094	621 <sup>2</sup>		
<b>Department of Workforce Development (DWD) Division of Vocational Rehabilitation (DVR):</b> Numbers are pulled from DVR's case management system, Integrated Rehabilitation Information System (IRIS). Number of individuals served by DVR include the 17,509 DVR consumers in active status during SFY 2018 (does not include applicants, those recorded as potentially eligible, or those on the waitlist). Of those 17,509 consumers in active status, 15,716 had an Individualized Plan for Employment (IPE), with 9,101 new IPEs written in SFY 2018. The 'Number in CIE' figure includes the 4,143 with a successful DVR case closure during SFY 2018, as DVR only records employment outcomes at case closure. <b>Note:</b> 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	17,509	4,143	26	\$13.37
<b>Department of Workforce Development (DWD) Youth Apprenticeship (YA):</b> 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 06/17/2019 for FY 2018-19. Of the 5,088 youth with a YA, 262 self-identified as having an Individual Education Program (IEP). Average wages for all YAs was \$10.18 per hour, and \$9.81 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. 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	262	262	16 (school year); 30 (summer)	\$9.81
<b>Department of Public Instruction (DPI):</b> Wisconsin students statewide with Individual Education Programs (IEPs), ages 14 to 21. 2017 Indicator 14, Outcomes of 2015-16 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. <sup>3</sup>				
DPI	37,821	22,581	29	\$10.75

<sup>1</sup> <https://www.samhsa.gov/data/sites/default/files/cbhsq-reports/Wisconsin-2017.pdf>

<sup>2</sup> Number of individuals working in IPS is based on job starts counts. A single individual can have more than one job start.

<sup>3</sup> [https://www.indicator14wi.org/documents/2018/WI\\_Ind14\\_2018\\_StatewideReport\\_23April2019.pdf](https://www.indicator14wi.org/documents/2018/WI_Ind14_2018_StatewideReport_23April2019.pdf)

# Outcomes by Agency Region

Competitive Integrated Employment (CIE) for DVR Consumers in SFY 2018.

DVR Workforce Development Area (WDA)	Number of Consumers with an Active Case	Number with a Successful Closure	Average Hours Worked per Week	Average Wages per Hour
WDA 1	1,481	374	27	\$13.10
WDA 2	3,490	553	26	\$15.23
WDA 3	1,942	484	28	\$14.31
WDA 4	1,803	411	25	\$12.32
WDA 5	1,518	410	26	\$12.61
WDA 6	1,281	287	27	\$12.35
WDA 7	564	123	24	\$13.31
WDA 8	990	323	24	\$11.31
WDA 9	1,087	254	26	\$14.75
WDA 10	2,541	672	24	\$13.31
WDA 11	812	252	26	\$13.01

# Appendix

## Definitions

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### **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 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 program 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.