



Washington State
Department of Social
& Health Services

Report to the Legislature

**PROPOSED POLICY:
COUNTY EMPLOYMENT PROGRAM**
2008 Legislative Proviso Report

Chapter 522, Laws of 2007, Section 205(1)(f) RCW Uncodified

November 1, 2008

Department of Social & Health Services
Aging and Disability Services Administration
Division of Developmental Disabilities
P.O. Box 45310
Olympia, WA 98504-5310
(360) 725-3452
Fax: (360) 407-0955

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	1
DDD MISSION STATEMENT	2
EXECUTIVE SUMMARY	3
PURPOSE OF REPORT	7
INTRODUCTION	8
EMPLOYMENT SERVICES	10
Overview	10
Assessing Individual Employment Service Needs	12
Employment: Cost Benefit – Dollars Spent	12
PROGRAM STRUCTURE	13
DDD Budget	13
County Contractual Obligations and Requirements	15
Partnership with Division of Vocational Rehabilitation	15
Current State Plan Option for Services	16
Transition for Graduating Students	16
Waiver Overview	16
WORKING AGE ADULT POLICY	19
Historical Overview	19
Evolution of the Working Age Adult Policy	19
Pre- and Post-Working Age Adult Policy Implementation	20
COUNTY EMPLOYMENT SERVICES DATA ANALYSIS	22
RECOMMENDATION FOR CONSISTENT PROPOSED POLICY	26
Estimated Fiscal Impacts / Budget Neutral Option	28
CONCLUSION	30
APPENDICES	31
Appendix A: Summary of Adult Day Program Service Categories	32
Appendix B: Available Employment Services	34
Appendix C: County Services Authorization Diagram	36
Appendix D: Additional Resources	37
Appendix E: Unit Type and Rate Descriptions	38
Appendix F: Excerpt from County Guidelines	39
Appendix G: Detailed Chart of Data for People with a CSA in 2007	40
Appendix H: Jobs by 21 Partnership Pilot Project in Counties	43
Appendix I: Summary of Fiscal Impacts by Option	45
Appendix J: Overview of Fiscal Calculation	46
Appendix K: Themes Identified by Employment Workgroup	48
Appendix L: Input from County Day Program Coordinators	49
Appendix M: Glossary of Terms	50

ACKNOWLEDGEMENTS

The Division of Developmental Disabilities wishes to thank the following individuals for their participation in the employment workgroup and their contributions to this report.

George Adams	Self Advocate
Randy Burge	Division of Developmental Disabilities
Tamara Cardwell	Chelan/Douglas County staff
Susan Chriest	Snohomish County staff
Sally Coomer	Parent & Provider of Home Care Services
Cesilee Coulson	W.I.S.E.
Sue Elliott	The ARC of Washington State
Anita Goin	Parent
Ray Jensen	King County staff
James Kettel	Aging & Disability Administration
Lance Morehouse	Statewide Parent Coalitions/The ARC of Spokane
Brian Nichols	Spokane County staff
Cindy O'Neill	Provider of Home Care Services
Donna Patrick	DDC
Ron Ralph	Parent
David Schlesinger	Eastside Employment
Mary Strehlow	Clark County staff
Susy Stremel	Pierce County staff
Bruce Tabb	Kittitas County staff
Margaret-Lee Thompson	The ARC of King County
Linda White	Career Path Services
Mary Jo Wilcox	Parent

Supporting Resources:

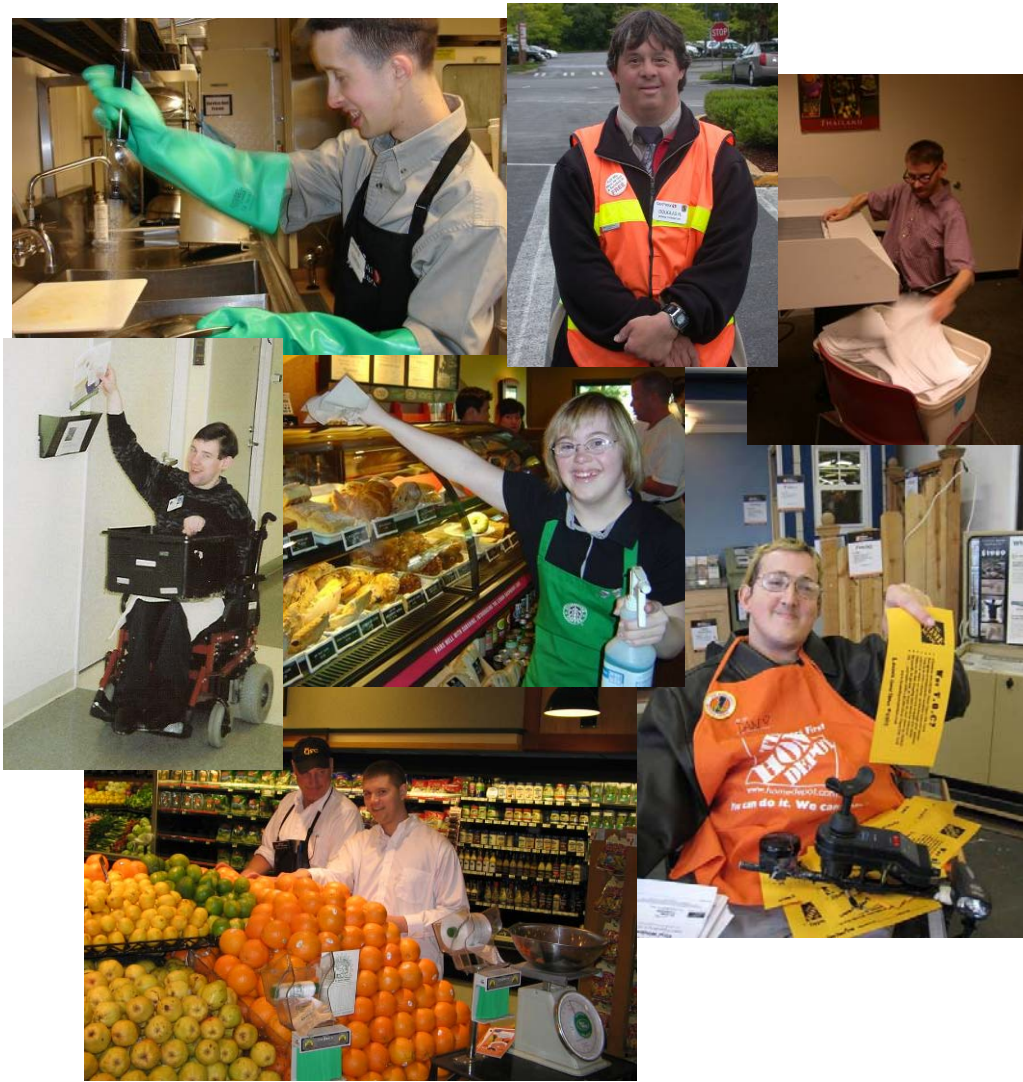
Kindra Benavidez	Rhodes Consulting Services, Inc.
Jane Beyer	House of Representatives
Chelsea Buchanan	Senate
Paul Dziedzic	Independent Contractor
Gaye Jensen	Division of Developmental Disabilities
David Hanig	Senate
Branda Matson	Division of Developmental Disabilities
Linda Merelle	House of Representatives
John Rhodes	Rhodes Consulting Services, Inc.
Kelci Karl-Robinson	House of Representatives
Linda Rolfe	Division of Developmental Disabilities
Doug Washburn	Division of Developmental Disabilities

DDD MISSION STATEMENT

The mission of the Division of Developmental Disabilities (DDD) is to endeavor to make a positive difference in the lives of people eligible for services, through offering quality supports and services that are:

- Individual/family driven;
- Stable and flexible;
- Satisfying to the person and their family; and
- Able to meet individual needs.

Supports and services shall be offered in ways that ensure people have the necessary information to make decisions about their options and provide optimum opportunities for success.



EXECUTIVE SUMMARY

“Washington is a leader in employment of individuals with developmental disabilities.¹ When employed, individuals benefit from increased income, opportunities for friendship, a sense of belonging, and the ability to pursue personal goals. Washington’s employers benefit from what Howard Schultz of Starbucks terms a reliable, enthusiastic and skilled workforce.² Washington’s economy benefits from wages people with developmental disabilities earn (\$38 million in FY07 according to the Employment Security Department) and taxpayers benefit when people have jobs.

The 2008 Supplemental Budget, Section 205, page 103 states:

“The legislature finds that some waiver clients are not receiving employment services that are authorized under their waivers. Within the amounts appropriated in this section, waiver clients must receive services waiting for paid employment to be developed. The department shall work with the counties to establish a consistent proposed policy for minimum direct service hours for clients, minimum hours of support, timeframes for seeking paid employment, and services provided under pathway to employment while paid employment is sought. The department shall report to the office of financial management and the appropriate committees of the legislature on this proposal by November 1, 2008 including estimated fiscal impacts and an option for making the policy budget neutral for the current level of clients served.”

In response to the 2008 Legislative proviso, the Department of Social and Health Services, Aging and Disability Services Administration, Division of Developmental Disabilities (DDD) convened a workgroup consisting of a representative cross-section of stakeholders, to assist in developing a recommended consistent proposed policy. This ‘employment workgroup’ agreed that community employment is a meaningful and important goal for individuals with developmental disabilities. They also provided input leading up to the recommendations in this report, *Proposed Policy: County Employment Program*.

Here is a summary of the recommendations made in response to the proviso questions:

1. **What services should be provided as “pathways” to employment while paid employment is being sought?**

Employment services are customized **assistance and support** activities provided to eligible clients *to find and maintain a job*. A “pathway to employment” means progress toward a typical job in a typical workplace. Employment activities include intake/orientation, discovery, job prep/exploration, marketing/job development, skill development, and job coaching/job support. Categories of employment services include:

¹ See details on page 8.

² “Great Hires” <http://www.metrokc.gov/dchs/ddd/employment/video2007.aspx>

- **Individual Employment:** Job coaching and other services including activities needed to sustain minimum wage pay or higher in a community setting. Typically clients in this category need less support over time.
- **Person to Person:** Services include activities for clients who may need a greater variety of ways to determine job interests and aptitudes, and occur in a community setting. They may receive higher than average levels of supports and need a higher ratio of hours of service relative to hours worked.
- **Group Supported Employment:** Provided in group of no more than eight workers with disabilities. Typically for individuals who demonstrate an ongoing need for supervision and support to maintain employment.
- **Pre-Vocational / Sheltered Workshops:** Services occur in a segregated facility-based setting and are designed to prepare the individual for gainful employment in an integrated setting through skill development.

2. **What should the minimum client direct service hours and hours of support be for a DDD client seeking employment?**

The time needed to find employment of at least 20 hours per week can vary from individual to individual. A focus on employment means that people shift from being served to being employed. For all current participants, the average service hours available within the Division's *current allocation* is 6.1 hours per week. This investment yields an average of 10.4 hours of work per week for individuals. Within these averages:

- The **minimum** number of service hours an individual can expect is 2.0 hours per week, unless fewer hours are identified as the need.
- Some individuals receive significantly more than 2.0 hours of support per week to achieve employment.

One of the program's objectives is 20+ hours of work per week for all individuals. Achieving this objective on average would require an increase from 6.1 to **9.2 average service hours per week** across all individuals.

Families may have other needs that may not be met if the person does not have a job that offers the same time away from home as school once offered. Additional service hours beyond the time spent seeking employment or being employed should be delivered in programs such as respite, to capitalize on established individual assessment and service delivery options. The Division will explore the option of adding services to the waiver (within yearly aggregate service limits) that are currently delivered in the Individual and Family Services Program.

3. **Are DDD clients receiving the employment services that are authorized under their waivers?**

As of March 2008, there are 6,809 working age clients on the waivers. Of this number, there are 2,695 individuals who do not have a service authorization for employment services. Employment is just one service offered under a waiver; waiver participants are able to opt-out of county

employment services if they are not interested. Case managers are trained to understand that a needed service may not be denied to a waiver participant. Waiver clients are reassessed at least annually, and may reconsider this decision and change their service plan.

4. **What should timeframe(s) be for seeking paid employment?**

Data on employment services indicates the following:

For **Individual Employment**, 58 percent of the clients had earned wages after 1 month of service. Sixty-nine percent of clients had earned wages after 5 months of service, and another 3 percent of clients secured a job during the time period of 6 to 11 months of service.

For **Person-to-Person**, 13 percent of clients had earned wages after 1 month of service. Another 6 percent of clients secured a job during the time period of 2 to 11 months of service. Eighteen percent of clients had earned wages after 4 months of service. Another 1 percent of clients earned wages during the time period of 6 to 11 months of service.

After six months of seeking paid employment, if a job has not been obtained, additional strategies will be developed. If a job has not been found after 12 months of seeking paid employment, the person will be notified that he or she may request to participate in Community Access activities. For persons with severe disabilities who have not had job development assistance in a school setting, 18 months may be necessary to find a job. Currently, when an individual has not become employed after 12 months, additional strategies are explored and job search continues.

Recommendations:

The long term goal of County Employment Services is to increase the number of hours worked up to a typical work week and decrease the number of service hours needed to sustain the person at work.

1. DDD will use the DDD Assessment and resulting Individual Support Plan (ISP) to determine the **actual service hours and hours of support** that it takes to achieve community employment of 20 hours per week for each person. **Actual service hours and hours of support** will vary as the needs of individual clients vary based on acuity and assessed need, and natural supports.
 - a. For all individuals to achieve 10.4+ hours of work per week, DDD recommends continuing to provide an average of 6.1 **service hours per week** across all individuals with a **minimum of 2.0 service hours per week** (unless fewer hours are identified as the need). Some individuals receive significantly more than 2.0 hours of support per week to achieve employment.
 - b. If additional funding is available, DDD would recommend an increase in the **average service hours from 6.1 to 9.2** across all individuals to

achieve an average of 20+ hours of work per week in twelve months for all participants.

2. Washington State has a reliable record of obtaining employment for people with mild and moderate levels of disability. Washington's employment record for people with more severe disabilities (combined cognitive and physical challenges) is not as well developed. Current data show, in general, employment agencies have the most success in finding employment during the first six months.

After **six months** of seeking paid employment under Individual Employment or Person to Person Services, if a job has not been obtained, **additional strategies** will be developed with the client, with county staff, employment support staff and the case manager. In addition to consulting with the family/client, strategies may include providing technical assistance, changing to a new provider, and/or providing additional resources as needed to support the individual's pursuit of employment.

3. If, after **twelve months** of seeking paid employment including individualized strategies and additional resources as necessary, county services are unsuccessful in helping the person find paid employment, the person will be notified that he or she may request to participate in Community Access activities. Clients and families may make this request before 12 months if severe life threatening medical and/or dementia conditions are present.

To support the recommendations above and recognize the input of the Employment Workgroup, the division has identified action steps it plans to take. Please see [Recommendations for Consistent Proposed Policy](#) section for details.

PURPOSE OF REPORT

The purpose of this report is for the Department of Social and Health Services, Aging and Disability Services Administration, Division of Developmental Disabilities (DDD) to establish a consistent proposed policy for addressing specific elements of employment services for people with developmental disabilities.

The 2008 Supplemental Budget required the Department of Social and Health Services (DSHS) to establish a consistent proposed policy for employment services for individuals with developmental disabilities. Specifically, the proviso language from the 2008 Supplemental Budget Section 205, page 103³ required the following:

“The legislature finds that some waiver clients are not receiving employment services that are authorized under their waivers. Within the amounts appropriated in this section, waiver clients must receive services as authorized by their waiver, such as pathway to employment, while waiting for paid employment to be developed. The department shall work with the counties to establish a consistent proposed policy for minimum direct service hours for clients, minimum hours of support, timeframes for seeking paid employment, and services provided under pathway to employment while paid employment is sought. The department shall report to the office of financial management and the appropriate committees of the legislature on this proposal by November 1, 2008 including estimated fiscal impacts and an option for making the policy budget neutral for the current level of clients served.”

The Proviso addresses the following questions:

1. *What services should be provided as “pathways” to employment while paid employment is being sought?*
2. *What should the minimum client direct service hours and hours of support be for a DDD client seeking employment?*
3. *Are DDD clients receiving the employment services that are authorized under their waivers?*
4. *What should timeframe(s) be for seeking paid employment?*

To accomplish the proviso, DDD gathered together a group of experienced and knowledgeable professionals, advocates, and family members to review current practices and recommend strategies for improving process and outcomes. (See [Acknowledgements](#) for a list of names of the Employment Workgroup members.)

The Employment Workgroup held three meetings, reviewed substantial background materials, charts and data, and made specific suggestions and recommendations to DDD. This report presents background and recommendations for a consistent proposed policy. A glossary of terms and acronyms found in this report are defined in [Appendix M](#).

³ Full text available at <http://leap.leg.wa.gov/leap/budget/detail/2008/co2008p.asp> Section 205, page 103.

INTRODUCTION

In the 2008 legislative session bills were introduced to provide lifelong learning opportunities. During the discussion of the bills, families testified that they wanted employment and were interested in a standard number of hours of service and predictable hours away from home in meaningful activities. This report reflects concerns identified by families and legislators about consistency and predictability of experience with employment services and provides the information requested in the proviso.

Washington is a leader in employment of individuals with developmental disabilities. For example, Washington State has been recognized:

- For achieving twice the national average for participation in integrated employment and community-based non-work services for individuals supported by state disability agencies (reaching 46% compared to the national average of 23%);⁴
- For specific successful practices used to obtain Integrated Employment. Intellectual and Developmental Disabilities;⁵ and
- As a case study for realizing success with integrated employment for individuals with developmental disabilities.⁶

According to the University of Massachusetts at Boston, Institute for Community Inclusion, Washington State has consistently ranked in the top three states nationwide with regard to success in integrated employment.⁷ And, Washington has served as “an early laboratory for innovation in employment opportunities” and has demonstrated a “twenty-year commitment to the growth of integrated employment services”.⁸

Managers are expected to make prudent, well-reasoned decisions regarding the expenditure of public funds. In the early eighties, the key question that DDD posed when deciding how and what to invest in for day programs was, “What are meaningful activities for typical adults of working age?” Meaningful activity for most people after high school is employment or additional schooling. The decision was made to invest limited service dollars in employment.

⁴ Winsor, J. & Butterworth, J. (2008). Participation in integrated employment and community-based non work services for individuals supported by state disability agencies. *Intellectual and Developmental Disabilities*, 46(2), 166-168.

⁵ Hall, A.C., Butterworth, J., Winsor, J., Gilmore, D.S., & Metzler, D. (2007). Pushing the Employment Agenda: Case Study Research of High Performing States in Integrated Employment. *Intellectual and Developmental Disabilities* 45(3) 182-198.

⁶ Winsor, J., Hall, A., Butterworth, J., & Gilmore, D.S. (2006). Pushing the Integrated Employment Agenda: Case Study Research in Washington State. Case Studies of High Performing States Brief, Institute for Community Inclusion, Boston MA June, 15.

⁷ Institute for Community Inclusion (n.d.)/StateData.info/. Retrieved from <http://statdata.info> December 7, 2007.

⁸ Butterworth, John and Cohen, Allison. Research to Practice: “Innovations in Employment Supports: Washington State’s Division of Developmental Disabilities.” August 2003.

The return on investment for employment is increased income for the person and their household, opportunities for friendship and a sense of belonging, the means to pursue personal goals, and movement toward self-sufficiency. Employment is a meaningful activity and self-advocates and their families appear to want employment. If Washington can reliably achieve employment for people with mild or moderate disabilities (as shown by comparative employment acuity data on current participants), the question becomes, *can employment be achieved reliably for people with significant disabilities and if so, what does it take?*

Expanding the expectations of providing employment opportunities for people with significant or severe challenges has been a learning experience for everyone. Providers are learning, too, what works best as they get to know each person individually. Given that there are not abundant resources for other day program options to be chosen as an alternative to employment, some family members are frustrated.

EMPLOYMENT SERVICES

Overview

Employment services are customized **assistance and support** activities provided to find and maintain a job for individuals with developmental disabilities. Through a network of local providers/agencies, county governments are responsible for coordinating and managing the delivery of an array of specialized employment services to enable eligible clients of the Division of Developmental Disabilities (DDD), Department of Social and Health Services (DSHS) to become employed.

Jobs offer individuals many benefits, including a wage, new friends and relationships, and a feeling of purpose and belonging. In FY 2007, Employment Security reported that over 5,600 individuals with developmental disabilities supported by DSHS/DDD earned over \$38 million in wages. DDD spent approximately \$31.5 million in employment programs to support those earnings.

Proviso Question 1: What services should be provided as “pathways” to employment while paid employment is being sought?

“Pathway to employment” is not a service category, but a concept that recognizes that there are many “paths” that individuals may take toward employment that will improve their financial lives and give them access to relationships. Individual paths vary in length and in the elements that make them successful, but the destination is always employment when on a vocational pathway. Essentially, a “pathway to employment” means progress toward a typical job in a typical workplace.

Employment activities typically include intake/orientation, discovery, job prep/exploration, marketing/job development, and job coaching/job support. Depending on how much time has elapsed since the person has been in school or some other organized activity; the individual may need exposure to new situations, stamina building activities, or other experiences which lead to a good job match. Any activity which ultimately leads to employment and is acceptable to the client and their family could be considered by the employment provider as part of that person's pathway to employment. See [Appendix A](#) for more complete descriptions of program service categories, and [Appendix B](#) for details about available employment services.

For the purposes of billing and payment, there are four categories of employment services:

- **Individual Employment:** Job coaching and other services including activities needed to sustain minimum wage pay or higher in a community setting. Typically clients in this category need less support over time.
- **Person to Person:** Services include activities for clients who may need a greater variety of ways to determine job interests and aptitudes, and occur in a community setting. They may receive higher than average

levels of supports and need a higher ratio of hours of service relative to hours worked.

- **Group Supported Employment:** Provided in group of no more than eight workers with disabilities. Typically for individuals who demonstrate an ongoing need for supervision and support to maintain employment.
- **Pre-Vocational / Sheltered Workshops:** Services occur in a segregated facility-based setting and are designed to prepare the individual for gainful employment in an integrated setting through skill development.

Proviso Question 2: What should the minimum client direct service hours and hours of support be for a DDD client seeking employment?

The time needed to find employment of at least 20 hours per week can vary from individual to individual and is not solely based on individual needs or capacities.

One of the challenges of focusing on employment is that a job is not a “program”. Obtaining a job does not mean specified hours of services because it depends on individual abilities and interests. Once a job is obtained, it does mean consistency of activities and of time away from the home. Making the shift from being served to having a job can be difficult.

Families may have other needs (e.g., daycare) that may not be met if the person does not have a job that means the same time away from home as school once offered. Additional service hours beyond the time spent seeking employment or being employed should be delivered in programs such as respite, to capitalize on established individual assessment and service delivery options. The Division will explore the option of adding the services to the waiver (within yearly aggregate service limits) that are currently delivered in the Individual and Family Services Program.

The DDD Assessment (a comprehensive review of individual need) asks questions about employment. For anyone who needs paid employment supports, as demonstrated in the DDD Assessment, the average service hours available within the Division’s *current allocation* is 6.1 hours per week. This investment yields an average of 10.4 hours of work per week for individuals. **Actual service hours and hours of support** vary as the needs of individual clients vary based on acuity and assessed need, and natural support. (The use of average hours is due to the range of disabilities that people have.)

Within these averages:

- The **minimum number of service hours** an individual can expect is 2.0 hours per week, unless fewer hours are identified as the need.
- Some individuals receive significantly more than 2.0 hours of support per week to achieve employment.

One of the program’s current objectives is to increase the average hours of work to 20 or more hours per week. Achieving this objective would require an increase from 6.1 to **9.2 average service hours per week**. Additional service

hours will be primarily distributed to individuals who (1) do not currently have a job, or (2) present above average support needs to be successful on the job.

Assessing Individual Employment Service Needs

In June 2007 the DDD Assessment (a comprehensive review of individual need) was implemented. The assessment asks questions about employment and the answers result in a high / medium / low acuity rating for employment support. Employment support is calculated using seven factors: behavior, medical, interpersonal support, activities of daily living, mobility, employment activities, and environment. The case manager conducts the assessment and makes the referral to the County with a County Services Authorization (CSA). See [Appendix C](#) for a diagram of CSA process.

Employment: Cost Benefit – Dollars Spent

The cost benefit information below compares wage outcomes for individual employment, group supported employment, and pre-vocational. Over time, for every dollar invested in Individual Employment, the client earns \$1.17. Comparable detailed data for Person-to-Person was not collected during this time period. With the implementation (April 2008) of the Case Management Information System, comparative wage outcome data for PTP is now collected. Annual data will be available in mid-2009.

Table 1: Cost Benefit Analysis and Wage Data for all people in Individual Employment, Group Supported Employment and Prevocational / Sheltered Workshops January 2007 to December 2007

	Individual Employment	Group Supported Employment	Pre-vocational (Sheltered Workshops)
Total # Receiving Services	3,730	1407	934
Total # Earning Wages	3,055	1337	914
Total Wages	\$20,566,043	\$4,077,850	\$1,281,270
Total Hours Worked	2,148,233	849,202	619,868
Avg. Monthly Wage	\$721	\$316	\$138
Avg. Hours/Month	75.3	65.63	66.75
Avg. Hourly Wage	\$9.57	\$4.80	\$2.07
Cost Benefit Ratio	1.17	0.53	0.25
Avg. DDD Cost/Month	\$614.78	\$598.48	\$557.37

PROGRAM STRUCTURE

DDD Budget

DDD is authorized under [RCW 71A.10.015](#) to provide a “uniform, coordinated system of services.” In general, DDD provides eligible adults Case Management, Individual and Family Services, Personal Care, Residential Services, including operating five 24-hour institutions, and Employment and Day Programs (including individual employment, person-to-person, group supported employment, pre-vocational/sheltered workshops, child development, community access and information and education services). The total annual DDD expenditure for FY07 is \$766,595,287 (illustrated right).

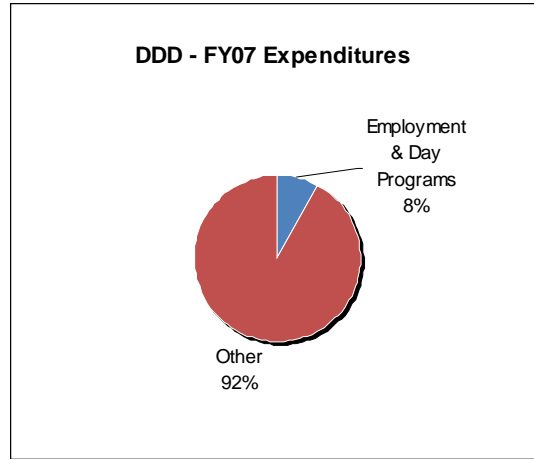


Figure 1: DDD Expenditure - FY07

Employment and Day programs constitute 8 percent of the DDD budget expenditure (\$61,399,404 in FY07). The chart below illustrates how that 8 percent breaks out by specific employment and day programs.

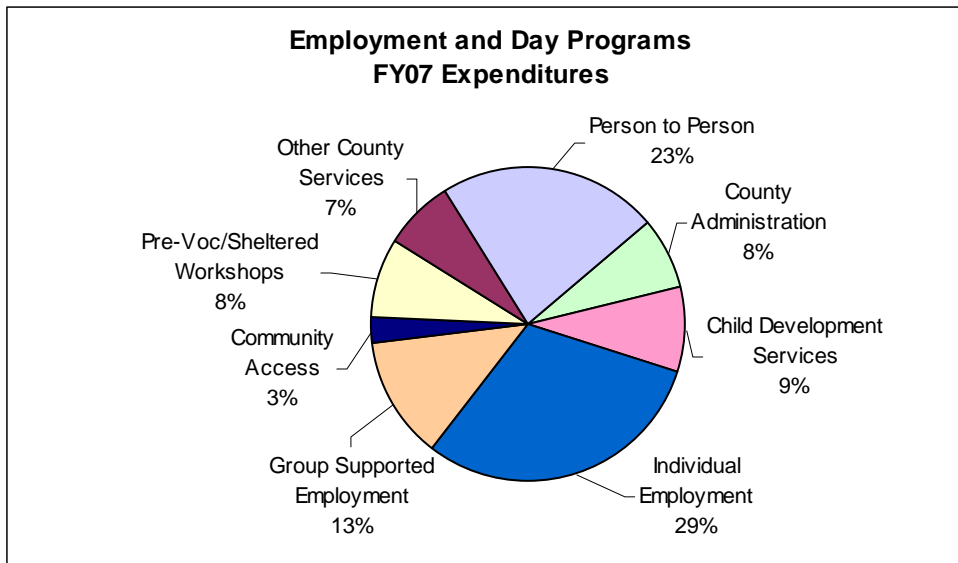


Figure 2: Percent of Employment & Day Programs Expenditures for FY 2007

Funds for day programs; e.g., child development services (birth to three), employment and community access are contracted through local county governments. The number served in each program for FY07 is:

Table 2: Number and Percent Served in Employment & Day Programs for FY 2007

Program	Individual Employment	Person-to-Person	Group Supported Employment	Pre-Voc (Sheltered Workshops)	Community Access	Child Development Services
# Served in FY07	3,551	2,809	1,406	960	354	4,460
%	26.22%	20.74%	10.38%	7.09%	2.61%	32.94%

As noted in the *Report to the Legislature: Individual Employment Support Services for Persons with Developmental Disabilities, December 31, 2007*, Washington State has consistently been in the top three states nationwide with regard to success in employment even though the amount of funding in our state is much lower than funding provided by other states for similar services.⁹

The following table from that report illustrates integrated employment (Individual and Group Supported Employment) outcomes per 100,000 in population for Washington compared to national rates and total funding. It does not include Person-to-Person or Pre-Vocational / Sheltered Workshops.

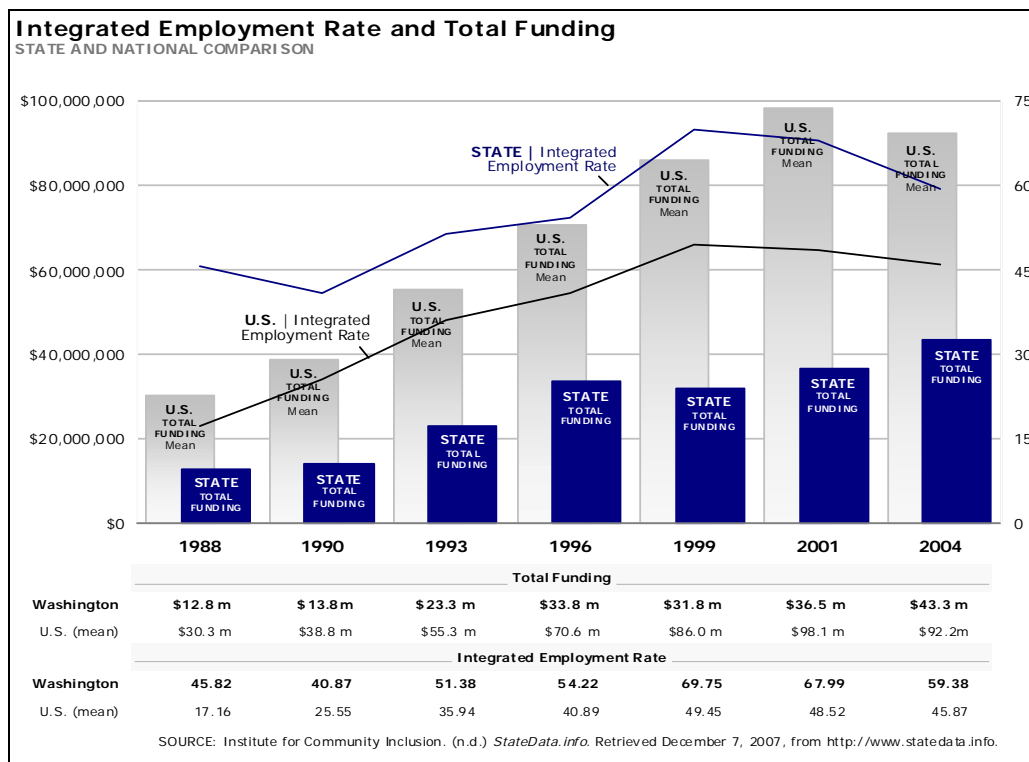


Figure 3: State and National Comparison of Integrated Employment Rate & Total Funding

⁹ Report to the Legislature: Individual Employment Support Services for Persons with Developmental Disabilities <http://www.dshs.wa.gov/rda/research/5/33.shtm>, December 2007.

Individual Supported Employment is defined as earning minimum wage or better for the hours worked by an individual in a job in an integrated setting in the community. Group Supported Employment and Pre-Vocational (sheltered workshop) programs use Department of Labor minimum wage exemption certificates in order to pay individuals less than minimum wage or less than commensurate wage for the job. The pay scale is based on the gauged percentage of productivity of the worker with disabilities. Individual Supported Employment jobs in the private or public sector do not conduct time studies to gauge productivity percentages, but pay the employee with developmental disabilities the going wage for the job.

County Contractual Obligations and Requirements

The contract is an agreement entered into between DDD and the County in accordance with [Chapter 71A.14 RCW](#) for the purpose of providing “a coordinated and comprehensive state and local program of services.” Client eligibility and service referral are the responsibility of DDD and only persons referred by DDD are eligible for services under this contract.

Counties may provide the following services: Child Development Services, Group Supported Employment, Pre-Vocational Services, Person-to-Person, Individual Supported Employment, Community Access, Training, and Special Projects. Counties are required to:

- Submit a Biennial Spending Plan
- Submit service information forms and estimate the number of people to be served with targeted outcomes for each program area
- Comply with the Budget Accounting Reporting System (see [Appendix D](#)) and Disability Rights of Washington (DRW) agreements
- Perform onsite reviews of subcontractors
- Incorporate the Criteria for an Evaluation System into subcontracts (See [Appendix D](#))
- Adhere to the County Guidelines
- Comply with basic contractual requirements of DSHS
- Identify the rate reimbursement structure that best meets the needs of their community and employment conditions (see [Appendix E](#))
- Electronically submit (on a monthly basis) individual client billing for any state authorized service, and outcome information for people in Individual Employment or Person to Person programs.

Partnership with Division of Vocational Rehabilitation

When the Division of Vocational Rehabilitation (DVR) funding is available and the person is accepted for DVR services, it pays for assessment, assistive technology, training and job placement. DDD partners with DVR to support mutual clients as many of the people that exit DVR with a job will need some level ongoing support which is provided through DDD Employment and Day programs. Services are not duplicated.

Current State Plan Option for Services

Medicaid Personal Care (MPC) and Waiver Personal Care (WPC) provide, depending on need, daily personal care assistance to Medicaid eligible persons with a functional disability. This service is usually provided in the person's own home, but may happen in the workplace, by an individual or homecare agency provider, or in licensed and contracted adult family homes and boarding homes.

For persons with severe disabilities, such as combined intellectual and physical impairments, a range of 240 hours to 280 hours per month may be delivered. For persons who are largely immobile and need complex treatment interventions and as much as 420 hours per month may be delivered. The amount of MPC hours are determined by an individualized assessment.

Transition for Graduating Students

For six years DDD has received funding for up to 56 percent of graduates for employment services. The division partners with school districts and counties to encourage practices that lead to students having jobs prior to or upon finishing high school (see [Appendix H.](#))

Waiver Overview

The Medicaid Home and Community-Based Services (HCBS) waiver program is authorized in §1915(c) of the Social Security Act. The program permits a state to furnish an array of home and community-based services that assist Medicaid beneficiaries to live in the community and avoid institutionalization. The state has broad discretion to design its waiver program to address the needs of the waiver's target population.

Waiver services complement and/or supplement the services that are available to participants through the Medicaid State plan and other federal, state and local public programs as well as the supports that families and communities provide.

To minimize overall cost increases and risk, the division has:

- Redesigned the Comprehensive Waiver into four separate waivers: Basic, Basic Plus, Core, and Community Protection. The redesign of the waivers ensures individuals are placed on a waiver that meets, but does not exceed their needs.
- Not filled the attrition of participants on the waivers as per cap limits (cost of service) have increased (see Table 3).

Table 3: Waiver Participation and Per Cap Limit Comparisons 2004 & 2008

Waiver ¹⁰	Participants		Per Cap Limits	
	April 2004	April 2008	April 2004 ¹¹	April 2008
Basic	3,125	2,762	\$1,064	\$1,659
Basic Plus	2,104	2,064	\$1,719	\$2,159
Core	4,107	3,988	\$5,046	\$6,075
Community Protection	377	444	\$9,315	\$9,766

- Additionally, the Basic and Basic Plus waivers limit the average amount that can be spent for an individual in Employment/Day Program Services to \$6,737 and \$9,846 respectively.

See [Appendix B](#) for additional resources on wavier services.

A county representative can contact DDD to request authorization to exceed spending limits to meet the needs of an individual when there is concern that a client on the waiver needs more support than is allowed within the waiver limits. Waiver clients must receive services available under the waiver in which they participate and which the assessment indicates they need.

The following table and chart illustrate how many waiver and state only clients are authorized employment services as of March 2008 (source: CARE reporting database).

Table 4: Number of Working Age Adults by Waiver Status

Status	Working Age				Total
	21-30	31-40	41-50	51-61	
On Waiver	1783	1839	1793	1394	6809
On waiver, w/ employment services	918	1186	1139	871	4114
On waiver, No employment services	865	653	654	523	2695
State Only	4576	2285	1981	1429	10271
State only, w/ employment services	1098	536	379	224	2237
State only, no employment services	3478	1749	1602	1205	8034
Total Working Age	6359	4124	3774	2823	17080

Over half of working age clients are not on the waiver and dependent on state-only dollars for services. One option may be to consider moving some clients to

¹⁰ Based on the Executive Management Information System

¹¹ Dollars adjusted for inflation. <http://data.bls.gov/cgi-bin/cpicalc.pl>

the basic waiver which would increase the federal match that could be available. This would increase funding to improve services, and/or expand the number of people receiving employment services.

The following pie chart illustrates their relationship to one another.

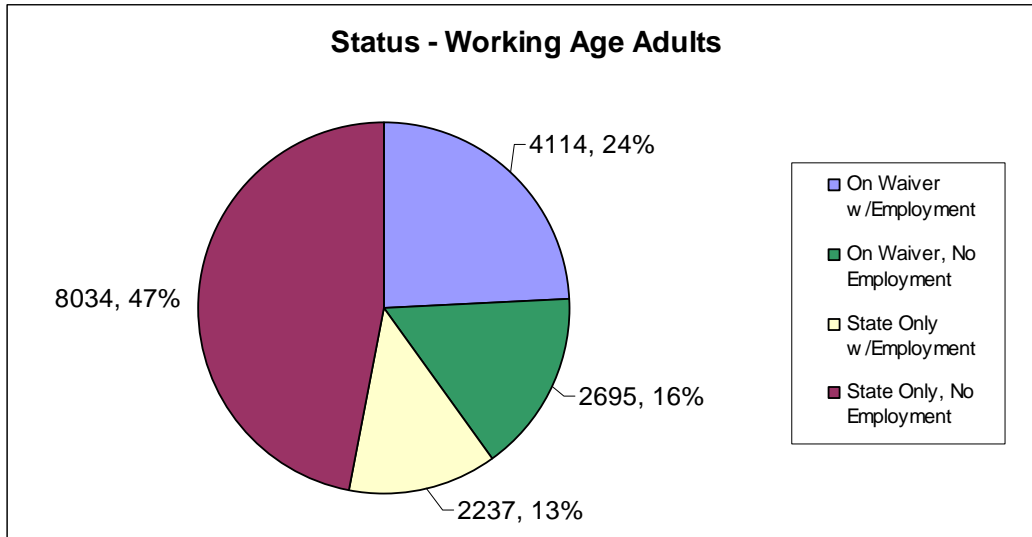


Figure 4: Percent of Working Age Adults by Waiver Status

Proviso Question 3: Are DDD clients receiving the employment services that are authorized under their waivers?

These data confirm there are waiver participants who do not receive employment services in their current Individual Support Plan (ISP). Waiver participants are able to opt-out of county services. Once the ISP is developed with the waiver participants and the kind and level of services to be delivered are identified, the participant or his/her representative must agree in writing before the plan is implemented. Case managers are trained to understand that a needed service may not be denied to a waiver participant. Waiver clients are reassessed at least annually, and may reconsider this decision and change their service plan.

WORKING AGE ADULT POLICY

Historical Overview

In the **1950s**, as all state services were still concentrated at the institutions, parent-run “guilds” were developing to provide services for children who lived in the community and were not accepted into the public schools at the time. Services ranged from serving infants to offering a variety of activities during day time hours. During the 1960s, when de-institutionalization began (i.e., moving large numbers of former institution residents into group homes and later supported living) funds were appropriated to contract for day services through counties.

Day programs in the **1960s** initially included sheltered workshops (piece work for people with mild disabilities) and developmental centers (socialization, crafts, and prevocational activities for people with more significant disabilities.) In the seventies, when precision training methods became available for teaching individuals with severe disabilities to perform complex tasks, employment at real wages became an option. By the 1980s and 1990s, individual employment became more and more “doable” and more and more states began to focus on individual supported employment as a primary service option.

In keeping with this trend, in **2003** the federal Individuals with Disabilities Education Act (IDEA), Part B required that the Office of Special Education report annually on each state’s performance on 20 indicators of services to transition age students. Indicator 14 is the percent of special education youth who are no longer in secondary school and who have been competitively employed, enrolled in some type of post-secondary school, or both, within one year of leaving high school.¹²

One of the challenges of focusing on employment is that a job is not a “program”. Obtaining a job does not mean specified hours of services because it depends on individual abilities and interests. Once a job is obtained, it does mean consistency of activities and of time away from the home. Making this conceptual shift can be difficult, especially when families have other needs (e.g., daycare) that may not be met if the person does not have a job that means the same time away from home as school offered.

Evolution of the Working Age Adult Policy

In **1981**, DDD and the counties developed the County Human Resource Information System (CHRIS) to track wages and benefits, hours worked, and the work environment. In **1992**, the County Guidelines were revised to include quality measures and strategies for promoting community inclusion and employment for adults (see [Appendix F](#)).

¹² Part B Indicators, <http://www.nichcy.org/InformationResources/Pages/PartBIndicators.aspx> (viewed 8/25/08).

In **1998**, the Strategies For the Future Workgroup was formed and funded by the legislature to achieve policy consensus on the future of developmental disabilities services published the *Strategies For The Future Workgroup Long Range Plan Report Two*. This report, among other things, proposed pathways to employment as the future for working age people in county services. (See [Appendix D](#) for a link to the report).

In **2001** and **2002**, the Center for Medicare and Medicaid Services Review of the Community Alternatives Program (CAP) Waiver found that a waiver participant could not be denied access to a needed service that was available in waiver because of lack of funds. In the CAP Waiver, some clients were offered Community Access in conjunction with employment. Because of funding limitations, not all waiver participants were given access to both programs. After the **2002** audit, the Legislature directed DDD to redesign the waiver to meet the CMS (Centers for Medicare and Medicaid Services) requirements and be budget neutral.

In order for implementation of the new waivers to be budget neutral, it was determined that participants would be limited to receiving one day program service based on working age. Community Access, which had been a recreation/community activities program open to eligible adults, became a retirement service for persons age 62 and older. Employment services were expanded to include a new category called "Person-to-Person", an intensive service geared to people with more significant disabilities.

Counties requested a statewide policy to provide clear direction and intent for use of DDD funding administered by the counties. "Policy 4.11, County Services for Working Age Adults", published in **2004**, states that "All individuals, of working age, regardless of the challenge of their disability, will be afforded an opportunity to pursue competitive employment." Essentially, the Working Age Adult Policy (WAAP) established that employment supports would be the primary means for delivering day program services to adults of working age. Counties were given two years given to plan and prepare; and the policy was implemented in July **2006**.

In June **2007** the DDD Assessment was implemented in response to audit recommendations by the Joint Legislative Audit and Review Committee. The DDD assessment and resulting Individual Support Plan (ISP) is used by DDD to consistently determine the individual needs of people before making a decision about services and service hours.

Pre- and Post-Working Age Adult Policy Implementation

Between FY04 and FY06, the number of individuals authorized for Individual Employment (IE) increased by 23 percent, from 3,087 to 3,810. Add to this a total increase of 33 percent total for Person to Person (PTP), Group Supported Employment (GSE) and Pre-Vocational Services (Sheltered Workshops) and the overall result is an increase of 29 percent in the number of individuals authorized for service.

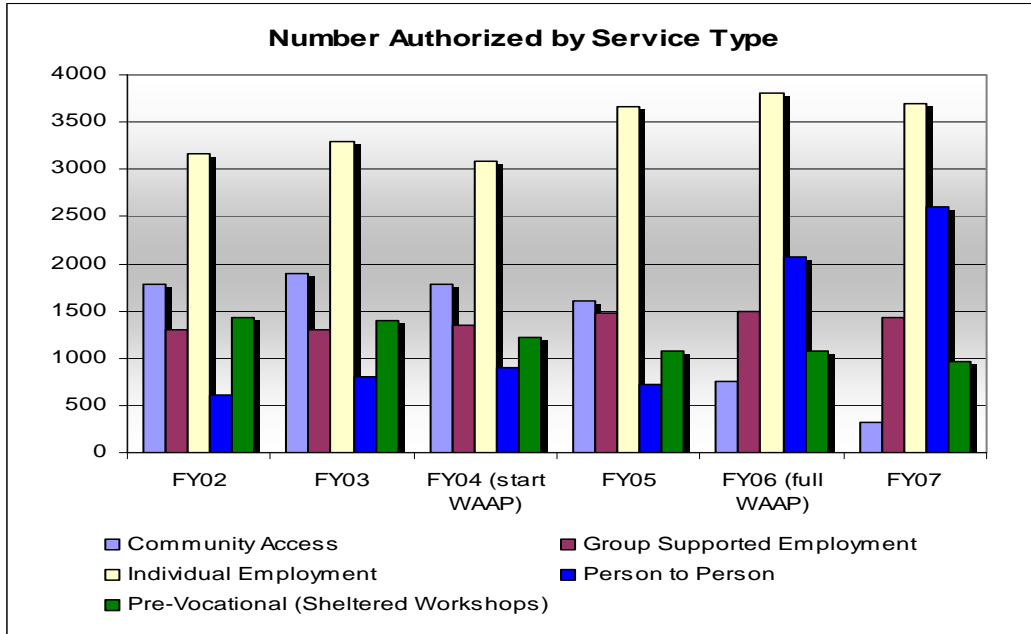


Figure 5: Number of Authorizations by Service Type

The data for Individual Employment show an increase in the number of individuals authorized for service and an increase in the number earning wages. There has been an overall increase in the percentage of individuals earning wages from 67 percent in FY04 to 75 percent in FY06 and 80 percent in FY07.

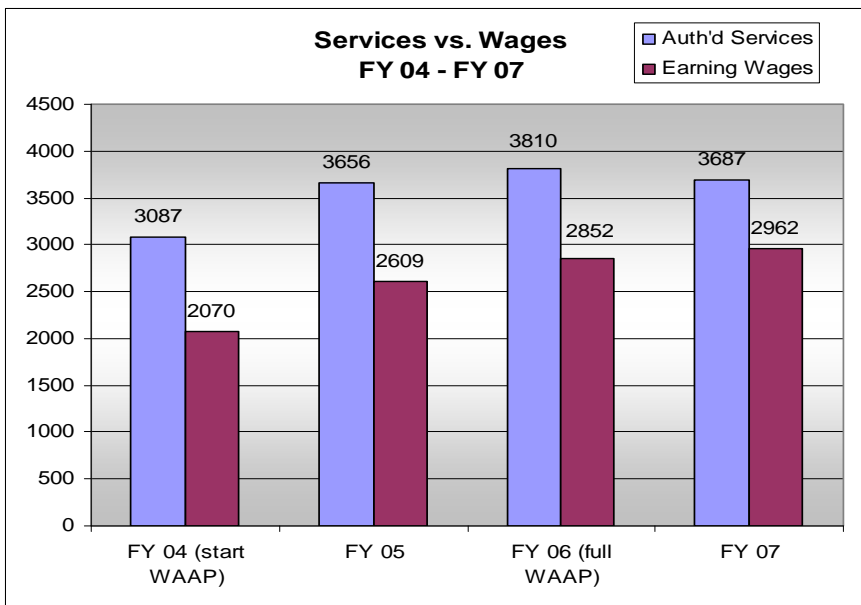


Figure 6: Number of Service Authorizations vs. Number Earning Wages

Despite achieving these outcomes, there is yet much to be learned about employment for persons with more significant disabilities who have not typically been part of the community workforce and what it will take to successfully support them.

COUNTY EMPLOYMENT SERVICES DATA ANALYSIS

To develop a recommended proposed policy required by the proviso, the workgroup looked at data related to employment services. The question, “*When considering those clients who received a new County Services Authorization (CSA) between January 2007 through December 2007, on average, given cost constraints, what appears to be the minimum number of service months during which most people find jobs?*” was examined.

When analyzing service hours vs. hours worked and cost benefit data regarding service hours per month, the data reveal that continuing the same practice after six months of service does not yield a different result with employment outcomes. These data include transition students. Of the total number, 37 percent were transition students who finished high school with a job and were counted as having employment in the first month of service.

See [Appendix A](#) for definitions of each service and [Appendix G](#) for detailed data and charts related to each program.

Proviso Question 4: What should timeframe(s) be for seeking paid employment?

Findings:

- ❖ For **Individual Employment**, 58 percent of the clients had earned wages after 1 month of service. Sixty-nine percent of clients had earned wages after 5 months of service, and another 3 percent of clients secured a job during the time period of 6 to 11 months of service.
- ❖ For **Person-to-Person**, 13 percent of clients had earned wages after 1 month of service. Another 6 percent of clients secured a job during the time period of 2 to 11 months of service. Eighteen percent of clients had earned wages after 4 months of service. Another 1 percent of clients earned wages during the time period of 6 to 11 months of service.
- ❖ Under **Person-to-Person**, clients often start with a volunteer job. The cumulative count with volunteer jobs for Person to Person is 23 percent of the clients had a job after 1 month of services. By 3 months, 29 percent of the clients earned wages, and 32 percent by 6 months.
- ❖ For **Group Supported Employment**, 82 percent of the clients had earned wages after 1 month of service. By 3 months 91 percent of the clients had earned wages, 94 percent by 6 months and 96 percent by 9 months.
- ❖ For **Pre-Vocational/Sheltered Workshops**, 91 percent of the clients had earned wages after 1 month of services. By 3 months, 97 percent of the clients had earned wages, and 98 percent by 9 months.

After six months of seeking paid employment, if a job has not been obtained, additional strategies will be developed. If a job has not been found after twelve months of seeking paid employment, the person will be notified that he or she may request to participate in Community Access activities. For persons with severe disabilities who have not had job development assistance in a school

setting, 18 months may be necessary to finding a job. Ending employment support at 12 months may affect up to 30 percent of the population. The primary affect will be on people with the most severe disabilities.

When evaluating the average earnings and average service expenditures, Individual Employment, even in the first year of service, provides the greatest opportunity for individual income. It is also the lowest service expenditure.

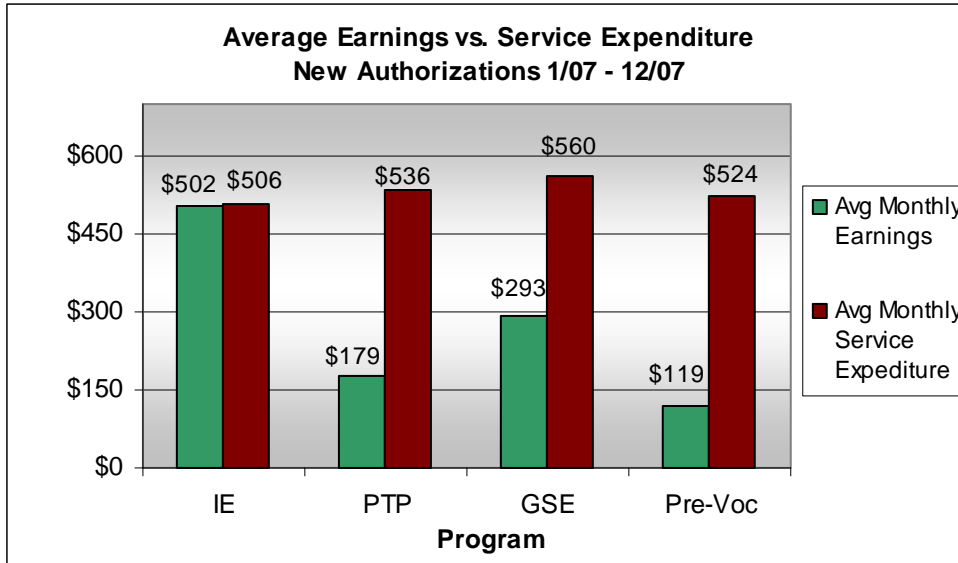


Figure 7: Average Monthly Expenditures vs. Average Monthly Earnings by Service Type in First Twelve Months of Service

Over time, the monthly earnings increase while monthly service hours and cost decrease. (See Figure 8). This directly achieves the long-term goal of County Employment Services, which is to increase the number of hours worked up to a typical work week and decrease the number of service hours needed to sustain the person at work.

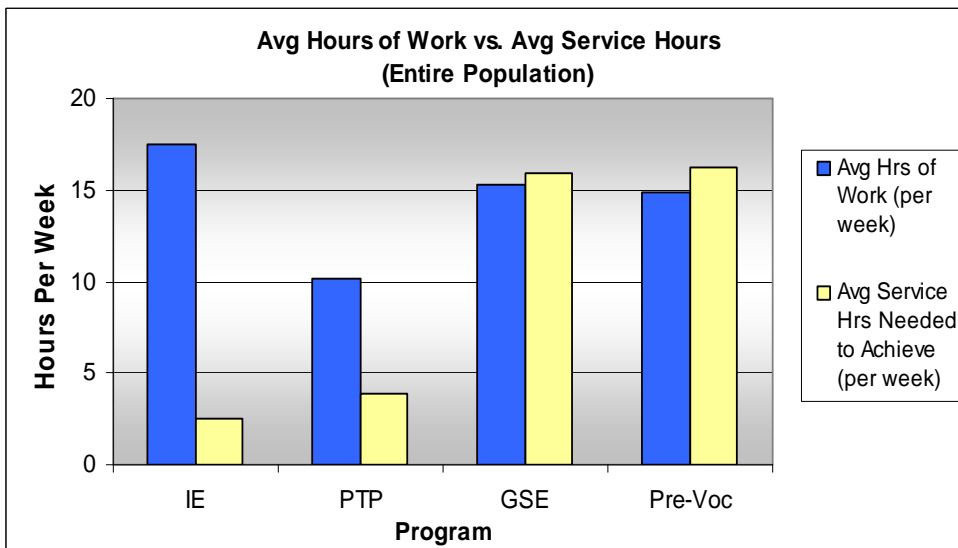


Figure 8: Average Hours of Work per Week by Service Category vs. Average Number of Service Hours Needed to Achieve Work Levels (Over Time)

When looking at the entire population of those employed (not just new County Service Authorizations) over the same period of time, data show:

In calendar year 2007, per week:¹³

- People in Individual Employment required an average of 2.5 individual hours to achieve an average of 17.5 hours of work.
- People in Person to Person required an average of 3.9 individual service hours to achieve an average of 10.2 hours of work.
- People in Group Supported Employment required an average of 15.9 shared service hours to achieve an average of 15.3 hours of work.
- People in Pre-Vocational Services required an average of 16.2 shared service hours to achieve an average of 14.9 hours of work.

From this, we can conclude:

- For Individual Employment – people can work without significant support.
- For Person to Person – people can work without support, but for fewer hours.
- For Group Supported Employment – hours of support needed are very close to hours of work. Pre-vocational is similar to GSE, with more support hours needed.

Overall findings from all the data reviewed for this report:

1. Emphasize the importance of transition students entering into the system with a job or already connected with employment services. Leaving high school with a job or sufficient skills and contacts to get a job quickly (see IDEA, Indicator 14) is the most cost effective measure for containing employment support costs, regardless of level of disability, and is most critical for persons with severe disability.
2. Clarify that continuing to receive the same service (with no additional support, no technical assistance, no plan revision) after a certain point in time, does not increase the chances of securing paid employment;
3. Highlight time periods when a client's service plan may need to be re-evaluated;
4. Accentuate that Individual Employment offers substantially more opportunity for individual earnings than other programs;
5. The cost benefit of providing Individual Employment far exceeds the other programs; and

¹³ For IE, GSE and Pre-Vocational Service, the data covers January – December 2007 and was provided by the CHRIS system and Cost Benefit Analysis Reports. Person-to-person data obtained from County Survey and CMIS February Cost Benefit Analysis report.

6. For Group Supported Employment – hours of support needed are very close to hours of work. Pre-vocational (sheltered workshops) is similar to GSE, with more support hours needed.

For detailed monthly and cumulative data for both groups of clients with a CSA in 2007, see [Appendix G](#).

RECOMMENDATION FOR CONSISTENT PROPOSED POLICY

The long-term goal of County Employment Services is to increase the number of hours worked up to a typical work week and decrease the number of service hours needed to sustain the person at work. The following recommendations and action steps below will be incorporated into Division practice and policy:

1. DDD will use the DDD Assessment and resulting Individual Support Plan (ISP) to determine the **actual service hours and hours of support** that it takes to achieve community employment of 20 hours per week for each person. **Actual service hours and hours of support** will vary as the needs of individual clients vary based on acuity and assessed need, and natural supports.
 - a. For all individuals to achieve 10.4+ hours of work per week, DDD recommends continuing to provide an average of 6.1 **service hours per week** across all individuals with a **minimum of 2.0 service hours per week** (unless fewer hours are identified as the need). Some individuals receive significantly more than 2.0 hours of support per week to achieve employment.
 - b. If additional funding is available, DDD would recommend an increase in the **average service hours from 6.1 to 9.2** across all individuals to achieve an average of 20+ hours of work per week in twelve months for all participants.
2. Washington State has a reliable record of obtaining employment for people with mild and moderate levels of disability. Washington's employment record for people with more severe disabilities (combined cognitive and physical challenges) is not as well developed. Current data show, in general, employment agencies have the most success in finding employment during the first six months.

After **six months** of seeking paid employment under Individual Employment or Person to Person Services, if a job has not been obtained, **additional strategies** will be developed with the client, with county staff, employment support staff and the case manager. In addition to consulting with the family/client, strategies may include providing technical assistance, changing to a new provider, and/or providing additional resources as needed to support the individual's pursuit of employment.

3. If, after **12 months** of seeking paid employment including individualized strategies and additional resources as necessary, county services are unsuccessful in helping the person find paid employment, the person will be notified that he or she may request to participate in Community Access activities. Clients and families may make this request before 12 months if severe life threatening medical and/or dementia conditions are present.

To support the recommendations above and recognize the input of the Employment Workgroup, the division plans to:

- ✓ Revise the state/county contract for next biennium to include:
 - **Consistent service definitions,**
 - **Minimum expected strategies** for achieving employment for all people of working age,
 - **Consistent timelines for offering services,**
 - **Minimum expectations** for client communication and reporting, and
 - **Consistent ways of setting rates** that recognize the range of individual needs.

- ✓ Work with counties to identify opportunities for increasing efficiencies in the delivery of employment services, such as, reviewing outcomes of the “Partnership Project” (See [Appendix H](#)) and requiring all counties to implement best practices.

- ✓ Continue to implement changes to the Case Management Information System (CMIS) that incorporate additional details related to **staff and service activities and standard ranges of service hours** associated with each client. Outcome information will be collected monthly beginning May 2009.

- ✓ Review **service definitions**, WAC and other related materials to ensure **clarity and consistency**.

- ✓ Develop **communication strategies and expectations** related to employment services. This will include establishing a “best practice” standard regarding communication with individuals and families. These best practices will address communication among case managers, providers, county staff, clients and their families. Counties will work with division staff, self-advocates and families to develop a standard.

- ✓ Periodically review the process to apply for Community Access to **ensure clarity of expectation and consistent implementation** statewide.

- ✓ Provide specific training to Case Managers regarding discussion of the Individual Support Plan (ISP) **services, expectations and timeframes** with clients and their representatives.

- ✓ Explore the cost and Medicaid Waiver implications of offering the same individual and family support services in waiver programs that are available for adults in the state only Individual and Family Support Program.

These steps support DDD’s efforts to assist individuals with developmental disabilities to obtain meaningful, gainful employment and ensure people consistently have the information needed to make decisions about their options and provide optimum opportunities for success.

Estimated Fiscal Impacts / Budget Neutral Option

Remaining budget neutral requires tradeoffs in clients served, average service hours per person each week, and expected hours worked per person each week. In general, if the average service hours per person each week rises, then the expected hours worked per person each week should also rise. But, the number of State Only clients receiving services would decrease.

This report explored the likely fiscal impact of (1) baseline - continuing business as usual, (2) expanded service hours option - achieving an average of 20 hours worked per person each week, and (3) state only to waiver - adding state only clients to the waiver to capture additional federal match, which would free enough GF-State to raise the average service hours per person each week.

A summary and description of each scenario has been included in [Appendix I](#). The overview of the calculation methodology is found in [Appendix J](#). Details behind each calculation can be found within the embedded Excel Workbook titled, "*Employment Support – Cost Scenarios (10-1-08b)*".



X:\County Emplmt
Report\Employment F

Baseline (Budget Neutral Option)

On average, over the past four fiscal years, the DDD Employment and Day Programs have closed each fiscal year with a GF-State cumulative balance of (\$127,000), or 0.3 percent above the established allotment. Increasing service hours, or clients (at a rate beyond funded expansion), would result in a larger GF-State deficit. In the 2007-09 Biennium, the Division took steps in the county contracts and in managing referrals of state-only clients to ensure a GF-State deficit does not occur.

GF-State savings under the baseline/ budget neutral option should grow over time, because clients working in stable jobs, on average, will require fewer service hours to maintain employment.

Option: Expanded Service Hours to Attain 20+ Hours of Work per Week

Achieving the goal of averaging 20 hours worked per person each week would require an increase in service hours, and consequently, additional funding. If additional funding is available, this option could be considered. Under this option, average service hours per person each week would increase from 6.1 to 9.2 and in twelve months, the expected average hours worked per person each week would increase from 10.4 to 20.

In FY10, GF-State funding would need to rise from \$51.2 million to \$75.2 million, or an increase of \$23.9 million. GF-State expenditures under this scenario should fall over time, because data show clients working in stable jobs, on average, will require fewer service hours to maintain employment.

Additional Consideration: Move State Only Clients to Waiver

The employment workgroup explored an option of moving adult state only clients into a waiver to capture additional federal match. Preliminary analysis suggests that a move to the Basic Waiver would likely free enough GF-State to increase average service hours per person each week without having to eliminate services for clients. Moves to other waivers would need to be studied more carefully since the service caps are higher.

This analysis predicts that average service hours per person each week could increase from 6.1 to 6.9, and the expected average hours worked per person each week could increase from 10.4 to 13. GF-State expenditures under this scenario should fall over time because clients working in stable jobs, on average, will require fewer service hours to maintain employment.

CONCLUSION

According to DisabilityInfo.gov, “employment is the economic engine of our nation, our communities and our families. For people with disabilities, employment promotes greater independence and productive, fulfilling lives”.¹⁴

Washington State would agree that employment is a meaningful and important goal for individuals with developmental disabilities. State level policy and organizational practices can be a bridge to improving access to work supports, employment retention, and potential career advancement.

The recommendations and action steps above support the Division of Developmental Disabilities’ efforts to assist individuals with developmental disabilities to:

- ❖ Obtain meaningful, gainful employment.
- ❖ Help ensure people consistently have the information needed to make decisions about their options.
- ❖ Provide optimum opportunities for success.



¹⁴ <http://www.disabilityinfo.gov/digov-public/public/DisplayPage.do?parentFolderId=9>
retrieved 9/16/08.

APPENDICES

Appendix A: Summary of Adult Day Program Service Categories

Individual Supported Employment:

Services include activities needed to sustain minimum wage pay or higher. These services are conducted in integrated business environments and include the following: creation of work opportunities through job development; on-the-job training; training for the supervisor and/or peer workers to enable them to serve as natural supports on the job; modification of work site tasks; employment retention and follow along support, and development of career and promotional opportunities.

Person-to-Person:

Services are intended to assist the individual to achieve the outcome of gainful employment in an integrated setting through a combination of services, which may include: development and implementation of self-directed employment services; development of a person centered employment plan; preparation of an individualized budget; and support to work and volunteer in the community, and/or access the generic community resources needed to achieve integration and employment.

As compared to the category of Individual Supported Employment, clients with severe disabilities for whom DDD has funding typically are offered a greater variety of ways to determine job interests and aptitudes. They may receive higher than average levels of supports and need a higher ratio of hours of service relative to hours worked.

Group Supported Employment:

These services are a step on an individual's pathway toward gainful employment in an integrated setting and include: activities outlined in individual supported employment services; daily intense supervision by a qualified employment provider; and groupings of no more than eight workers with disabilities. Individuals demonstrate an ongoing need for supervision and support to maintain employment.

Pre-Vocational / Sheltered Workshops:

Services occur in a segregated setting (workshops) and are designed to prepare the individual for gainful employment in an integrated setting through training and skill development.

Community Access:

Services are provided in the community to enhance or maintain community integration, and/or physical or mental skills. For individuals age sixty-two or older, these services are available to assist clients to participate in activities, events and organizations in the community in ways similar to other of retirement age.

The same employment services are provided to all funded non-waiver clients as to waiver clients. There are not separate categories of services, only separate funding categories (state and federal).

The table below illustrates the major similarities and differences between the service types.

Service Type	Focus	Setting	Level of Support
Individual Employment	Employment	High integration	1:1 ratio
Person-to-Person	Employment / Volunteer	High integration	1:1 ratio
Group Supported Employment	Employment	Medium integration	1:8 ratio
Pre-Voc / Sheltered Workshops	Employment skill-building	Low / No integration	1: many ratio
Community Access	Activities for age 62+	High integration	1:1 ratio

Appendix B: Available Employment Services

EMPLOYMENT PROFESSIONAL

refers to an individual that assists people with disabilities to find and keep a job. This includes job marketing/development; individual planning or discovery of an individual's interests, skills and challenges; job coaching or teaching the skills necessary to do the job; and maintenance or follow along support to help the person retain the job.

Intake / Orientation

Meeting (with) and listening to individual, family and/or other support persons
Provide system overview including services and funding
Complete initial paperwork including intake assessment
Collect and listen to individual's history/information/ records from other sources, including what assistive technology the individual uses, what personal care the individual may need at their job, and/or medical needs that relate to employment
Identify together employment specialist that will be good match for job seeker

Discovery

Listen to individual and family to find out best way to go through

Job Prep / Exploration

Assist the person to connect with agencies in the community.
Travel training
Interview skills
Grooming / hygiene / professional appearance
Teach self advocacy
Assistance obtaining required job items – i.e. food handlers' permit, First Aid card etc.
Sample various work sites – tours
Job shadow – trial work experience
Adaptive technology planning
Develop portfolio / resume
Apprise of job clubs

Marketing / Job Development

Conduct labor market analysis
Network
Target / Research Employer
Informational interviews with or without portfolios
Develop relationship with employer
Educate employer – benefits to employee individual, clarify roles, outline expectation, etc.
Evaluate employment site, provide proposal to employer and secure commitment.
Complete job/task analysis
Identify natural supports
Identify potential obstacles

Job Coaching / Job Support

Assessment – development supports to maintain independence – i.e. jigs, checklist etc.
Coordinate with: transportation and individuals home site schedule
Assisting individual to coordinate personal care staff
Assisting individual to coordinate medical issues related to employment
New hire orientation / testing
Provide intensive onsite instruction / education
To the individual
To the co-workers
To the supervisor
Develop natural supports
Continuous evaluation – modifying job-site, task, and supports as necessary
Advocating / problem solving / crisis management
Identify stabilization
Develop fade schedule
Continuous communication-families, and the employer
Coordinate referrals to community resources and case management
Develop follow-up support plan

Retention / Follow Along

Advancement
Periodic on-site visits
Communication upkeep and relationship

discovery process and to ensure that the person is directing the process as much as possible
Assist individual to develop a team of family and friends to help with developing a career path
Use some form of team planning – Customized employment, Personal Future’s Planning, Path
Listen to individual’s interests, talents, skills and Identify what are job interests
Identify potential job contacts of team members
Identify potential assistive technology that could assist individual- communication, mobility
Identify creative ways to coordinate and assist individual with personal care at their job or medical needs that relate to employment
Conduct an assessment - skills inventory
Spot potential obstacles and probable remedies
Consider current job market compared to individuals desired job(s)
Develop plan including:
Goals
Methods
Strategies
Timelines
On-going use of team as a resource

Negotiate job start
Assist with interview process
Job replacement / change
Customize job / job carving
Match the employment opportunity to the interest, strengths, and skills of the individual.

Record Keeping

Contact notes/logs
Periodic progress reports
Incident reports
Satisfaction surveys
Maintain files/records
Report wage/hour info
Reporting in response to Social Security or Medical Benefit requests (IRWE /subsidy, etc.)

expansion/continuation, including assisting individual to coordinate personal care staff and/or assisting individual to coordinate medical issues related to employment
Quality assurance - monitoring
Problem recognition / resolution
Job modifications – new job tasks – re-training
Business monitoring change – staff/co-worker re-training etc.
Advocating – advancement opportunity, increased benefits, and/or more hours
Update employment plans

Resources

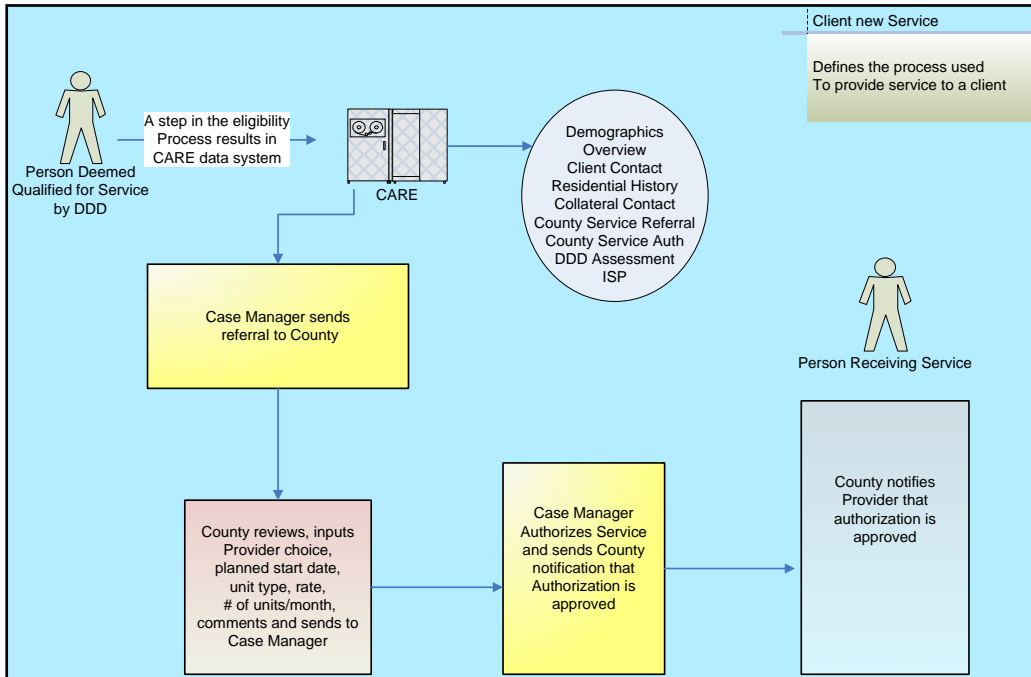
Benefit analysis
Secure funding commitments from:
Division of Vocational Rehabilitation (DVR)
Social Security Work Incentive
Mental Health (MH)

Travel

All travel time spent with or on behalf of the client in that particular month

Appendix C: County Services Authorization Diagram

The following diagram illustrates the county services referral and authorization process.



Appendix D: Additional Resources

The following table contains links to additional information referenced in the body of this report.

Title	Location
Budgeting and Accounting Reporting System (BARS)	http://www.sao.wa.gov/LocalGovernment/BARS/Index.htm
Criteria for Evaluation	http://www1.dshs.wa.gov/pdf/adsa/ddd/CriteriaEvaluationSystem.pdf
Working Age Adult Exception-To-Policy for Community Access (DSHS Form 14-480)	http://www1.dshs.wa.gov/pdf/ms/forms/14_480.pdf
DDD Waiver Plan Fact Sheet	http://www.adsa.dshs.wa.gov/professional/references/factsheets/DDD%20Waiver%20Plan%20Fact%20Sheet.doc
Strategies For The Future Workgroup Long Range Plan Report Two	http://www.dshs.wa.gov/pdf/adsa/ddd/strategy2.pdf
RCW 71A	http://apps.leg.wa.gov/RCW/default.aspx?cite=71A
DisabilityInfo.gov	www.DisabilityInfo.gov
DDD Assessment	http://www1.dshs.wa.gov/ddd/CAP.shtml

Appendix E: Unit Type and Rate Descriptions

Counties choose the service unit to be used with a service type (i.e. IE, GSE, Pre-Voc, PTP). A claim for each individual occurs on the ADSA AWA system by indicating the number of service units delivered to each individual listed and the fee per unit.

A unit is defined as:

- A "Contact" is up to one (1) hour of direct service.
- An "Hour" is at least fifty (50) minutes of direct service.
- A "Day" is at least four (4) hours of direct service or assigned service responsibility.
- A "Month" is at least fifteen (15) days of direct service or assigned service responsibility.
- A "Project" is applicable to new services that don't easily fit into BARS codes. These services may be offered as projects involving an individual or a group of people.

Fee per unit or rates can be defines as:

- Tier Based – Multiple "flat rates" are developed then tied to "milestone outcome based rates" with agreed upon client outcomes.
- Individual Based – Each client is assessed to determine needed services; service plan itemizes the amount of services to be provided; service level is negotiated; only allowable services are reimbursed.
- Milestone Outcome Based – Rates are based upon agreed upon client outcomes; requires a linkage between services and client outcomes.
- One Flat Rate – rates are used to allocate legislative appropriations to providers in a fair and equitable manner; pays the same rate per unit of service to all providers.
- Market Based – Requires good faith negotiation between the state and providers; rates are set by agreement between "a willing buyer and seller in a competitive market".
- Cost Based – Provider is reimbursed for actual allowable and allocable costs; requires definition of allowable and allocable costs.

These multiple service unit options allow the county to provide services in a way that most effectively meets the needs of their community.

Appendix F: Excerpt from County Guidelines

The Division of Developmental Disabilities, individuals with disabilities and their families, counties and vendors recognize the need to offer services and resources to individuals in ways that meet needs and promote activities, routines, and relationships common to most citizens.

The following are the basic interdependent benefits of quality living that form the core of the County Guidelines. These are the same benefits that drive and direct residential services in Washington State.

- Power and Choice – Making our own choices and directing our own lives.
- Relationships – Having people in our lives whom we love and care about and who love and care about us.
- Status/Contribution – Feeling good about ourselves and having others recognize us for what we contribute to others and our community.
- Integration – Being a part of our community, through active involvement. This means doing things we enjoy as well as new and interesting things.
- Competence – Learning to do things on our own or be supported to do things for our self.
- Health and Safety – Feeling safe and secure, and being healthy.

The importance of these basic benefits of community life is not unique to people with developmental disabilities. They are important to all of us in all phases of our lives.

Appendix G: Detailed Chart of Data for People with a CSA in 2007

All Clients - CSA from January 2007 through December 2007 - View by Month

Individual Employment	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	46%	12%	4%	3%	2%	2%	1%	1%
Working or Volunteering	-	-	-	-	-	-	-	-
Not Working	3%	2%	3%	2%	3%	11%	2%	1%

Person to Person	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	9%	4%	1%	2%	1%	1%	0%	0%
Working or Volunteering	15%	8%	3%	3%	2%	2%	0%	0%
Not Working	10%	10%	8%	7%	6%	15%	2%	2%

Pre Vocational	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	62%	29%	3%	3%	0%	0%	1%	1%
Working or Volunteering	-	-	-	-	-	-	-	-
Not Working	1%	0%	0%	1%	0%	0%	0%	0%

Group Supp Employment	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	63%	19%	7%	2%	1%	0%	1%	1%
Working or Volunteering	-	-	-	-	-	-	-	-
Not Working	1%	0%	0%	1%	1%	0%	0%	0%

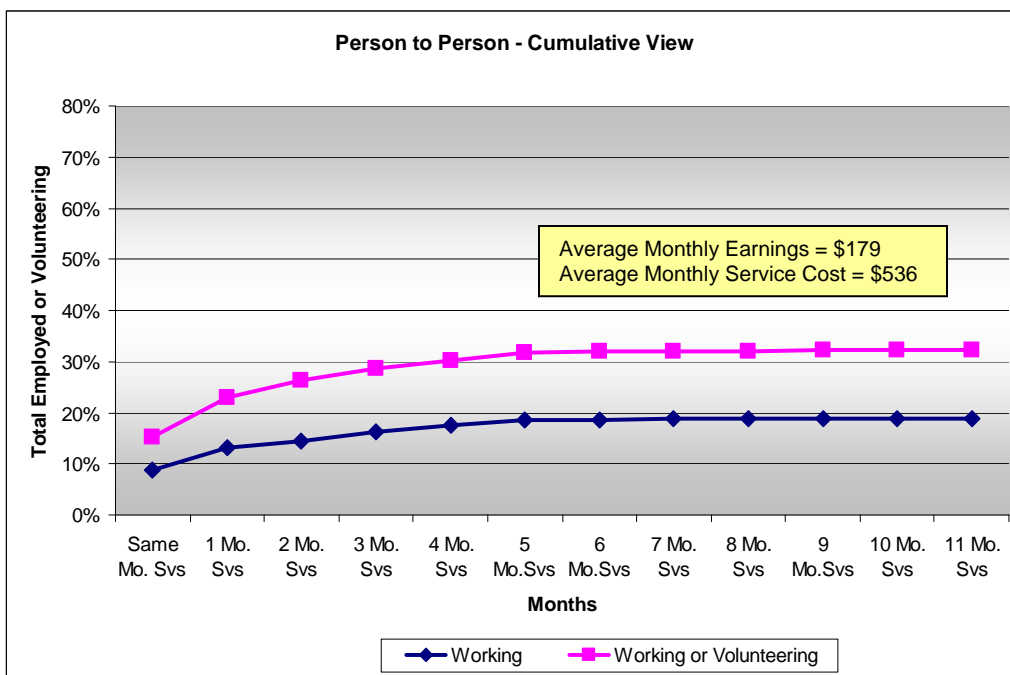
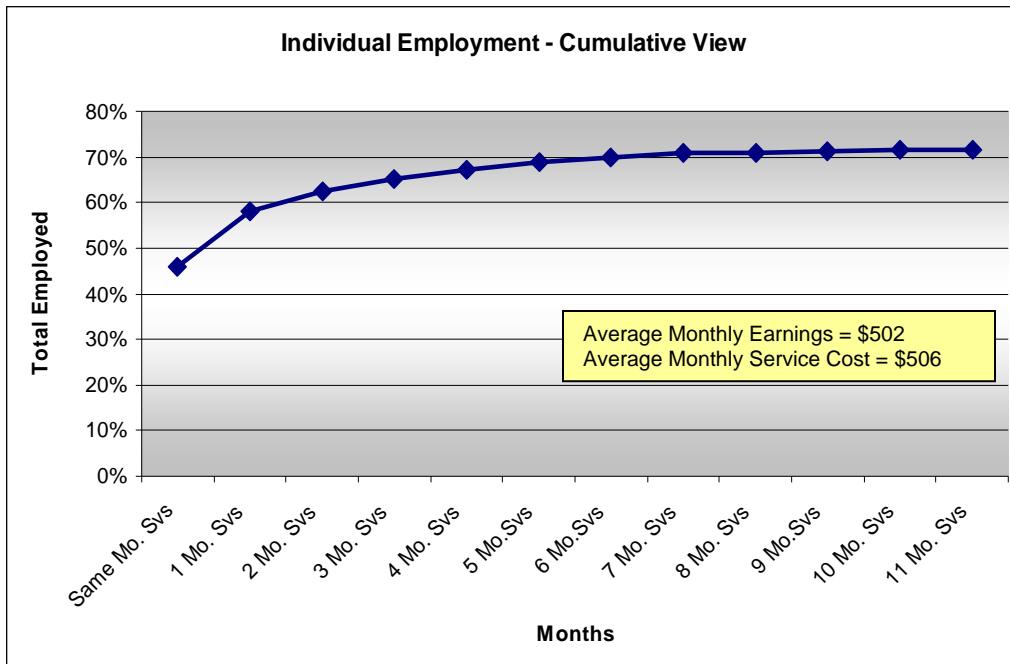
All Clients - CSA from January 2007 through December 2007 - Cumulative View

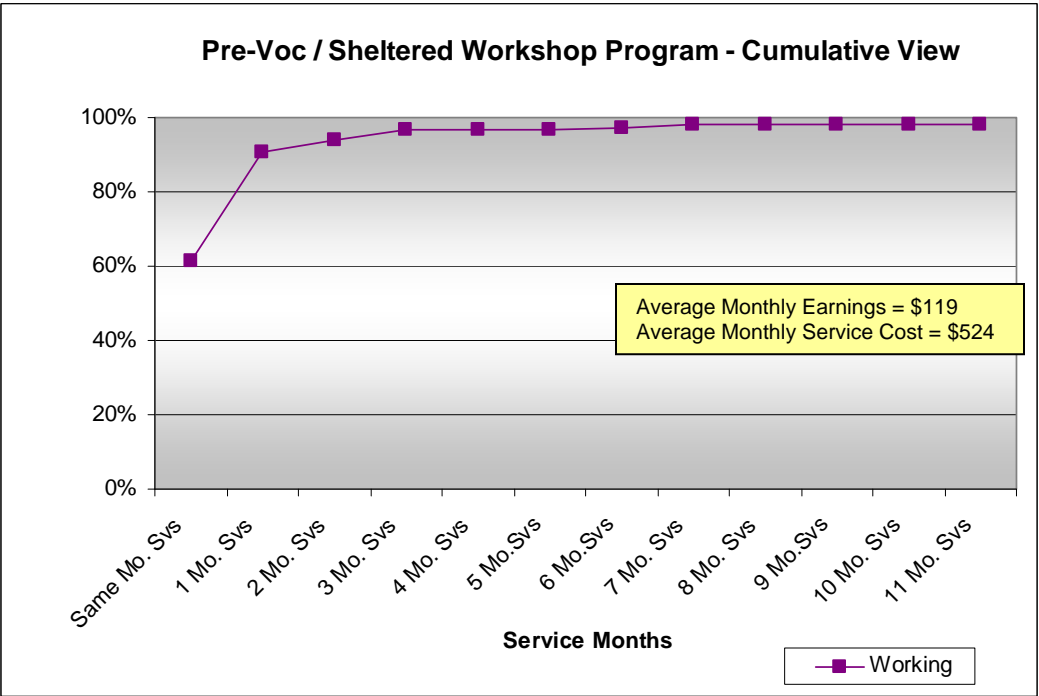
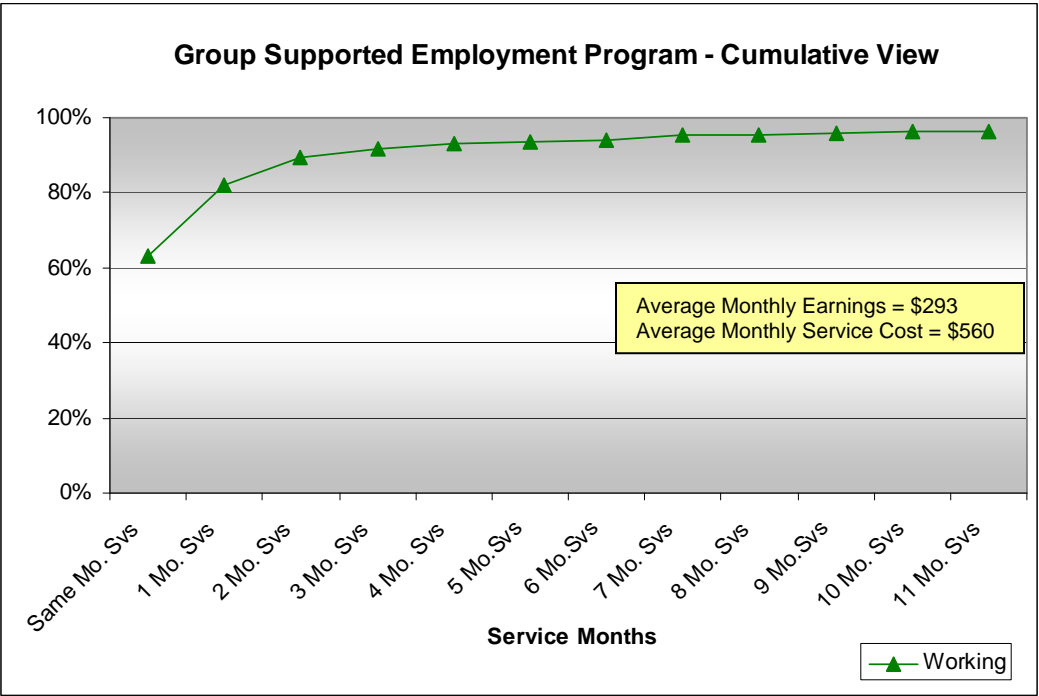
Individual Employment	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	46%	58%	63%	65%	67%	69%	70%	71%
Working or Volunteering	-	-	-	-	-	-	-	-
Not Working	3%	5%	7%	10%	12%	23%	25%	26%

Person to Person	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	9%	13%	14%	16%	18%	19%	19%	19%
Working or Volunteering	15%	23%	26%	29%	30%	32%	32%	32%
Not Working	10%	20%	28%	35%	41%	56%	58%	60%

Pre Vocational	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	62%	91%	94%	97%	97%	97%	97%	98%
Working or Volunteering	0%	0%	0%	0%	0%	0%	0%	0%
Not Working	1%	1%	1%	2%	2%	2%	2%	2%

Group Supp Employment	Same Mo. Svs	1 Mo. Svs	2 Mo. Svs	3 Mo. Svs	4 Mo. Svs	5 Mo.Svs	6 Mo.Svs	7 Mo. Svs
Working	63%	82%	89%	91%	93%	93%	94%	95%
Working or Volunteering	0%	0%	0%	0%	0%	0%	0%	0%
Not Working	1%	1%	1%	3%	3%	3%	3%	4%





Appendix H: Jobs by 21 Partnership Pilot Project in Counties

Background: The Jobs by 21 Partnership Project was funded by a legislative proviso for the Washington State 2007-09 Biennium. The purpose of the Partnership Project is to identify, encourage, and demonstrate best practices in collaborative, sustainable partnerships among Washington State's school districts, counties, employers, families, students with disabilities and adult service agencies. The purpose of the project is to obtain "jobs by 21" for young adults with developmental disabilities.

What's expected? Young adults with developmental disabilities will have the opportunity to work as their peer group without disabilities. They will have the support needed to start strong in reaching their career goals and life's aspirations.

In the first year of the project, nine pilot counties (King, Island, Snohomish, Mason, Pierce, Clark, Spokane, Thurston and Kitsap) were awarded Fiscal Year 2008 Partnership Project funding. Two additional counties, Whatcom and Jefferson, joined them on July 1, 2008. Statewide, these 11 counties will collaborate with 75 school districts, local adult agencies and other key community partners and anticipate placing up to 150 students with developmental disabilities into jobs by June of 2009. The intent of the pilot funding awards to counties is to leverage resources and involve community partners in developing and implementing effective strategies leading to successful post-school outcomes for our state's young adults with developmental disabilities.

County Pilot Partnership Project Criteria: Funding was awarded to applicant counties clearly demonstrating a commitment to the vision and intent of the Partnership Project to work effectively to encourage and sustain:

- **Collaboration** with school districts, DVR, WorkSource, adult service providers, employers, families, peer mentors, and other involved community partners.
- **School District commitment** to identify and establish best practices in transition services intended to result in integrated employment in community jobs for students with developmental disabilities.
- **Strategies supporting young adult job seekers with the most significant disabilities:** Projects are expected to develop and implement opportunities for young adult job seekers with the most significant disabilities to participate in integrated community employment.
- **Job placements:** Projects need to result in a significant percentage of the county's cohort of young adults with developmental disabilities attaining employment and other positive post-school outcomes.

- **Effective Information, Training and Education:** including booklets, websites, informational videos, resource, employer recognition, training opportunities for families, teachers, and service providers.
- **Access to Social Security Benefits Planning:** To assist young adults and their families understand the benefits of wage earning employment, counties need to provide direct or referred access to Social Security benefits planning.
- **Sustainability and Leveraging of Resources:** Counties need to work with community partners to develop strategies for improving and sustaining local Partnership Projects into the future, and demonstrate how Partnership Project funds leverage existing community resources to achieve the goals of the project.
- **Effective Budgeting:** Along with demonstrating sustainability and a commitment to best practices in schools and community collaboration, county Partnership Project funding awards are commensurate with the size of the county and the number of students with developmental disabilities.

For more information, contact:

Jane Boone, Washington State DDD Partnership Project Manager,
boonejs@dshs.wa.gov, 206-568-5628

Appendix I: Summary of Fiscal Impacts by Option

	<u>Clients*</u>				Service Hrs ~	Work Hrs -	<u>Balance**</u>	
	Waiver	State Only	Comm Access	CDS			FY10	FY11
Baseline	5,074	3,179	335	3,133	6.1	10.4	\$ 57,000	\$ 327,000
20 Hrs of Work/Wk	5,074	3,179	335	3,133	9.2	20.0	\$ (23,906,000)	\$ (18,708,000)
State Only to Waiver	8,253	-	335	3,133	6.9	13.0	\$ 364,000	\$ 2,040,000

- * Clients = 4,674 waiver clients + funded growth of ~400 clients = estimate of 5,074 waiver clients in FY10
 2,679 adult state only clients as of July 2007 + funded growth of ~500 = estimate of 3,179 adult state only clients in FY10
 Waiver & State Only Client figures come from ADSA Executive Management Information System (EMIS) (updated 8/29/2008)
 Waiver & State Only Client figures vary from p.17 of this report, because clients over age 61 are included within the EMIS report.
 Community Access clients, as of March 2008, come from WA CARE, SSRS Management Reports, DDD Day Program Summary.
 Child Development Services clients, as of March 2008, come from WA CARE, SSRS Management Reports, DDD Day Program Summary.
- ~ Average service hours per person each week (across all services)
 - Anticipated average work hours per person each week (across all services)
- ** Anticipated GF-State balance. The GF-State balance under these scenarios increase over time because (1) more clients become employed every year, and (2) clients require fewer service hours after finding a job.

Appendix J: Overview of Fiscal Calculation

The estimate for FY 2010 flowed in the following manner:

1. Started with a sample of 3,187 clients from FY 2008.
2. Separated sample based on service type – PTP, IE, GSE, or PVS.
3. Segmented each service type as waiver clients with jobs, unemployed waiver clients, state only clients with jobs, and unemployed state only clients.
4. Listed, within each segment, measures of (1) clients, (2) average service hours per client, (3) DDD cost per service hour, and (4) average hours worked per client.
5. The DDD cost per hour per individual for GSE and Pre-Voc assumes the shared nature of those hours.
6. Applied the four measures to the full caseload, 8,253 clients, expected in FY 2010 to calculate the baseline expenditure for PTP, IE, GSE and PVS.
7. Increased average service hours per client for all segments within the full cost calculation. PTP clients received the majority of additional service hours. King County and Snohomish County shared data about successful job placement for clients with significant disabilities, which informed the PTP assumption.
8. The third scenario, state only to waiver, assumes that 20 percent of clients moving to the waiver would qualify for, and choose to receive, personal care services. The personal care assumption is based on the current number of assessed clients that received personal care services and applying that percentage to the number of state only funded clients who have not been assessed and who will likely be additional individuals that choose and utilize personal care services. After considering additional personal care expenditures, as well as expected additional federal match, each segment received an increase to average service hours (to a level that would remain budget neutral). PTP clients also received the majority of additional service hours under the state only to waiver scenario.
9. For each scenario, determined the total expected cost by adding in expenditures for Community Access, Child Development Services, County Administration, and all other expenses. Other expenses include training and education for providers and clients, as well as innovative projects that build evidence based practices.
10. Compared the total expected cost to the carry forward level FY 2010 allotment.

The estimate for FY 2010 flowed in the following manner:

1. For all three scenarios, the assumptions remain in place for average service hours per client, DDD cost per service hour, and average hours worked per client.

2. A portion on unemployed clients should find jobs during FY 2010. It is assumed that the percentage of clients who find jobs is dependent on the service type and the number of service hours. In general, it is assumed that clients with mild to moderate disabilities, within IE, would find jobs at a faster rate than clients with significant disabilities, within PTP. It is further assumed that clients receiving additional service hours, within the full cost and state only to waiver scenarios, would find jobs at a faster rate than clients within the baseline scenario.
3. It is also assumed that some clients would leave the caseload, for any number of reasons every year. It is assumed that two percent of PTP clients would leave the caseload during FY 2010. It is further assumed that all of these clients would receive community access services at \$450 per month.

Appendix K: Themes Identified by Employment Workgroup

The employment workgroup met three times between June and July of 2008. The group reviewed the Working Age Adult Policy, employment definitions and data, criteria for services, the County Guidelines, and other information to establish a framework for a common understanding of the issues.

Three themes emerged from the workgroup meetings:

- Need for clarity in definitions and expectations,
- Need for consistency in experience, and
- Other

The workgroup noted that service definitions varied from document to document and should be reviewed and updated for consistency. The term “pathway” was somewhat confusing as it is often used interchangeably with the service definitions, such as Person-to-Person. Questions like, “How long is someone on a pathway?” and “What is a personal agent/does everyone have one?” were important to understanding the implementation of the service.

The workgroup also expressed inconsistencies in the expectations for communication with the client and their family during the employment seeking. There was confusion about how many direct service / “out of the house” hours a family could expect. They also indicated families need information from DDD throughout the time the children are in school before they graduate from high school.

Ideas for improving consistency included:

- Moving to one type of rate structure across all counties,
- Providing a specific number of hours of service per week for those who want it, and
- Requiring a progress review at certain point in the job search.

The Workgroup agreed that employment is a meaningful and important goal for individuals with developmental disabilities, but noted concerns that individuals with severe disabilities and challenges may wait a long time for the right match, and in the meantime there is a need for a predictable schedule for the family and continuing meaningful activity so that skills are maintained.

Appendix L: Input from County Day Program Coordinators

In a survey in late May 2008, County Coordinators were asked the following:

What impact has the federal requirement for prioritizing waiver clients, in order to meet their assessed needs, had on your county? Responses included:

- ❖ Families are enraged that their children who state-only funding do not have the same opportunity/access to needed employment services as those on the waiver.
- ❖ Waitlists for state-only clients have been created and/or are growing.
- ❖ It is difficult for families to understand why one person is worthy of receiving more funding than another.
- ❖ We've created a system of "have" and "have-nots" even between people with similar needs.

What message would you like legislators to understand about providing employment services? Responses included:

- ❖ This is a great program that needs additional dollars so that the momentum behind Policy 4.11 can be carried forward so each person is no longer defined by their disability but is viewed as a strong productive candidate for employment based on their own individual skill.
- ❖ Services need flexibility and adequate funding for wide range of persons to obtain meaningful employment.
- ❖ Services need to be individualized/tailored based on client needs/interests. There is no one size fits all solution. Provision of employment services is much more complex than it sounds and more involved than the days of sheltered work only.
- ❖ Providing employment services for our citizens with developmental disabilities is a crucial role for counties of WA State. Community employment is a key to inclusion and a way out of poverty for the people we support.

Appendix M: Glossary of Terms

The following terms and acronyms are included in the body of this report:

Acronym	Definition
ADSA	Aging and Disability Services Administration, an administration of DSHS
CA	Community Access; a day program
CAP Waiver	Community Alternatives Program Waiver
CMIS	Case Management Information System; used by DDD to support case management activities
DDD	Division of Developmental Disabilities, a division of the Aging and Disability Services Administration
DSHS	Department of Social and Health Services
Gainful Employment	Employment that reflects achievement of, or progress toward, a living wage
GSE	Group Supported Employment; a category of employment service
HCBS Waiver	Home and Community Based Services Waiver; provides ICF/MR services in a community setting rather than in an institutional setting
IDEA	Individuals with Disabilities Education Act
IE	Individual Employment; a category of employment service
ISP	Individual Support Plan
Living Wage	The amount of earned wages needed to enable an individual to meet or exceed his or living expenses
PTP	Person-to-Person; a category of employment service
PTE	Pathway to Employment; any one of a number of programs and services designed to lead to an individual being employed
Pre-Voc	Pre-Vocational Services, a category of employment service. Also known as sheltered workshops
Waiver	See HCBS Waiver