

# Revitalizing Integrated Employment:



A Study of Nationwide Best Practices for Increasing  
Integrated Employment Outcomes among People with  
Developmental Disabilities

**Lisa A. Mills, PhD**

**December, 2006**

**Revitalizing Integrated Employment:  
A Study of Nationwide Best Practices for Increasing  
Integrated Employment Outcomes among People with  
Developmental Disabilities**

\

Lisa A. Mills, PhD  
Moving to a Different Drum  
2707 Mason Street  
Madison, WI 53705

December, 2006

---

The opinions represented here are those of the author and do not necessarily reflect those of the Wisconsin Department of Health and Family Services/Pathways to Independence or the Centers for Medicare and Medicaid Services.



Funded by the Centers for Medicare and Medicaid Services, Medicaid Infrastructure Grant (MIG) - CFDA No. 93.768, Wisconsin Department of Health and Family Services/Pathways to Independence.

---

# Table of Contents

Executive Summary .....	2
Introduction.....	6
Trends in Integrated Employment for People with Developmental Disabilities .....	10
Does Supported Employment Cost Too Much? .....	15
Do We Need to Spend More on Supported Employment to Improve Outcomes? .....	17
Learning from Other States.....	20
State Agency Policies & Related Strategies .....	21
Financial Incentives and Disincentives.....	36
Rate Setting and Match Allocation Discussion .....	44
Definitions of Supported Employment .....	45
The Debate Over When to Restrict What Counts as Supported Employment .....	47
State Agency Staffing .....	49
Investment in Training & Technical Assistance.....	50
Supporting Organizational Change Among Facility-Based Providers .....	52
Utilization of Comprehensive Data Tracking System .....	54
Understanding the Wisconsin Context.....	55
Recommendations.....	57
References.....	67

## Executive Summary

The Department of Health and Family Services is the state agency responsible for overseeing services and supports for people with developmental disabilities. The Department has inclusion as part of its mission. The Department defines inclusion as *“people living, working, learning, and playing in communities of their choice.”*

Today, according to three separate and reliable sources, it appears that only 15% of adults with developmental disabilities are working in integrated community settings in Wisconsin. (Braddock, 2005; ICI, 2004; Wisconsin DHFS, 2005)

Changes in state law recently passed have further defined inclusion for people with developmental disabilities. “Most integrated setting” is now defined as:

*“...a setting that enables an individual to **interact** with persons without developmental disabilities to the fullest extent possible.” (§46.279(1)(bm) Wisconsin Statutes; emphasis added.)*

“Least restrictive environment” is now defined as:

*“...that which places the least restriction on personal liberty and the exercise of rights and that promotes the greatest possible integration of an individual into his or her community that is consistent with meeting his or her essential requirements for health, safety, habilitation, treatment and recovery, and protecting him or her from abuse, exploitation and neglect.” (§54.1 Wisconsin Statutes)*

As a result of these recent statutory changes, courts and guardians are now required to ensure that individuals with developmental disabilities are receiving services in settings that 1) “enable an individual to interact with persons without developmental disabilities to the fullest extent possible”, and 2) that “promote the greatest possible integration of an individual into his or her community.”

Wisconsin has led the country in developing community services which offer creative alternatives to segregation and congregation. And while Wisconsin has recently taken great strides to dramatically reduce reliance on residential institutions, including passage of the above statutory language, a look back over the last twenty-five years shows that Wisconsin has struggled to assist adults with developmental disabilities in how they spend their time and how they work. Available data from multiple sources suggest that 85% of adults with developmental disabilities in Wisconsin do not work in integrated community settings. This data further suggests that the number of people participating, and the financial investment being made, in integrated community employment is on a downward trend in Wisconsin. (Braddock, 2005)

The Department’s Developmental Disabilities Services Section recognized the growing disparity between its progress on residential services and supports, and its loss of ground in the area of

vocational services and supports. It also recognized that the planned expansion of a Managed Care service delivery system for long-term care makes this an opportune time for implementing changes to increase integrated employment outcomes. Consequently, the Section commissioned this study to explore best practices in other states that are achieving impressive results in the area of integrated employment. The study involved research of twenty-five states and a detailed investigation of over a dozen states which report integrated employment outcomes well above the national average. This report summarizes the findings of the research and offers recommendations for the Department of Health & Family Services/Developmental Disabilities Services Section as it considers initiatives that will make systemic improvements to increase integrated employment outcomes in the context of Managed Care expansion.

## **Summary of Findings**

There are a number of states that are achieving impressive outcomes in integrated employment. Most do not appear to be spending dramatically more on a per-person basis than Wisconsin; in fact, some appear to be spending less. These states' average hourly cost for supported employment services appears comparable to that of Wisconsin. The states are spread around the country, achieving positive results in different economic regions, and with different political parties in power. Seven factors were determined to explain the impressive integrated employment outcomes achieved by these states:

1. Existence of strong, clear and unambiguous state developmental disabilities agency policies, rules and programmatic requirements intended to support a clearly articulated agency preference for, and commitment to, integrated employment for people with developmental disabilities.
2. Use of funding incentives to encourage the expansion of integrated employment opportunities and/or funding disincentives to discourage the use of facility-based employment and non-work services.
3. Liberal definition for the kinds of employment arrangements which qualify for supported employment funding.
4. Adequate state agency staffing dedicated to employment.
5. Investment in on-going training and technical assistance.
6. Commitment to supporting organizational change among facility-based providers.
7. Use of a comprehensive data tracking system focused on integrated employment outcomes.

In developing a series of recommendations which together constitute potential building blocks for a collaborative improvement plan, attention was paid to the features that distinguish Wisconsin from other states and which have a significant bearing on how the strategies used in

other states can be most effectively imported to Wisconsin. What the research demonstrated most clearly is that there is a wealth of strategies which the state can use to increase integrated employment for people with developmental disabilities. Although this work focused on consumers with developmental disabilities, the promising practices and recommendations seem to have implications for all disability groups.

## **Summary of Recommendations**

- 1. Conduct a consumer survey to determine preferences and satisfaction with current services.**
- 2. Undertake a formal values clarification process within Wisconsin's Department of Health and Family Services.**
- 3. Convene a purchasers' consortium to establish consensus on the goals and objectives for purchasing day and vocational services on behalf of people with developmental disabilities.**
- 4. Develop a clear written state agency policy on employment.**
- 5. Create a core leadership team dedicated to implementation of the new policy and the systems change necessary to translate that policy into practice.**
- 6. Develop an effective data collection system designed to track progress on implementation of the new policy and to measure the on-going cost-effectiveness, quality and community impact of supported employment.**
- 7. Build the case for integrated employment and day services as the best investments on behalf of people with developmental disabilities.**
- 8. Participate actively in the DHFS cross-disability integrated employment team.**
- 9. Develop a collaborative agreement with the Division of Vocational Rehabilitation for individuals with disabilities who are deemed eligible for supported employment services from both agencies.**
- 10. Develop and implement specific rules, regulations and statutory language changes to support increasing integrated employment outcomes for people with developmental disabilities.**
- 11. Develop an on-going, collaborative partnership with provider organizations which actively encourages organizational transformation and reallocation of human, fiscal and capital resources to programs and services that emphasize integration and employment.**

- 12. Support the development of new models for providing pre-vocational services which effectively prepare people for, and transition people to, integrated employment.**
- 13. Explore how to stimulate the development of a wider array of providers for supported employment services and new organizational sponsors for supported employment programs.**
- 14. Explore new ways to fund supported employment services.**
- 15. Develop a method for providing an on-going program of technical assistance, training and support for purchasers and providers of day and vocational services in Wisconsin.**

## Introduction

The challenge of increasing integrated employment outcomes among adults with developmental disabilities is gaining attention across the country. Like Wisconsin, many states are prioritizing *consumer choice* as a key value in the expansion and reform of their community-based long-term support systems. The focus on meaningful consumer choice is a value shared by many highly respected and long-standing advocacy organizations representing people with developmental disabilities. With this focus however, has come an awareness that low participation in integrated employment, and community life in general, is evidence of a lack of choice that needs to be addressed.

The majority of our constituents are either unemployed or underemployed, despite their ability, desire, and willingness to engage in meaningful work in the community. Of those employed, many have had no choice but to work in sheltered, segregated programs that separate people from their communities. Whatever the setting, few have had the opportunity to earn much money, acquire benefits, advance their careers, or plan for retirement. (ARC USA, 2004)

As a result of many states' strong commitment to consumer choice and community integration, there is much happening across the country regarding integrated employment for people with developmental disabilities. For states that have been doing well for some time, it's becoming increasingly clear why this is the case. Among states achieving less robust employment outcomes or experiencing a downturn in recent years, many have chosen to conduct formal reviews of their employment and day service delivery systems, and some have conducted consumer satisfaction surveys with regard to these services. As a result, developmental disabilities state agencies in a number of states are identifying the need to concentrate efforts on improving integrated employment outcomes.

Policy, funding and overall systems change initiatives are plentiful among states that recognize the need to increase integrated employment and reduce reliance on facility-based employment and non-work services, which typically segregate and congregate people in ways not intended by the proponents of deinstitutionalization and community-based services.

“The conclusion from the [deinstitutionalization] data is that no matter how challenging the disability, there is growth when people are moved to the community in small groups and [when they] have new and varied experiences. Why, then, have we spent millions moving people to the community to return them to segregated centers during the day, where up to 100 people or more are congregated? During the majority of their wakeful hours of the week, we return them to conditions similar to those they left when they exited the institutions.” (Wilson, 1997)

The initiatives to improve integrated employment outcomes range from statutory language changes, to the adoption of new policies and rules, to the implementation of various financial incentives to support integrated employment, often times coupled with corresponding financial disincentives that discourage the continued use and expansion of facility-based employment and non-work services. In addition, most state initiatives include expansion of training and technical assistance to support systems change to integration and employment, and proactive efforts to solve transportation barriers and encourage more widespread commitment to employing people with disabilities among community employers.

For most states, leadership from the state developmental disabilities agency has been critical in ensuring the focus on, and success of, systems change efforts designed to make community-based vocational and day services truly community-based. Through values clarification and values alignment activities, state developmental disabilities agencies have been able to articulate their values and goals, and then partner with stakeholders to implement a plan to achieve those goals.

It is clear that Wisconsin is viewed as a national leader in developing community-based services. Although Wisconsin continued to maintain its residential institutions until very recently, the state demonstrated leadership in developing community services and institutional diversion programs in the early nineteen eighties. The State Developmental Disabilities Services Section remains clearly committed to community inclusion.

“The common goal is *inclusion*; that is, people living, working, learning, and playing in communities of their choice.” (Wisconsin DHFS, 2007)

Almost as early as Wisconsin initiated its waiver program, it also committed to developing opportunities for integrated employment for people with developmental disabilities, recognizing at that time what some are only realizing now: that community employment is one of the key ways that people with developmental disabilities can experience real community inclusion.

“If people with disabilities are to fully access and be part of their communities, they must have the opportunity to work.” (US DHSS, 2001)

Twenty years later however, Wisconsin has not reached a desirable level of integrated employment for many people with developmental disabilities.

Between 1994 and 2002, of the total increase in the number of people utilizing day and vocational services under the CIP waivers in Wisconsin, only 3% of the increase was in the area of supported employment while 97% of the increase was in the areas of facility-based employment and non-work programs. (ICI, 2004)

Most recently, Wisconsin has experienced a significant reduction in integrated employment.

Between 2000 and 2004, Wisconsin experienced a 33% reduction in the number of people with developmental disabilities in supported employment. During this same period, Wisconsin reduced its spending on supported employment services for people with developmental disabilities by 28%. (Braddock, 2005)

This current reality, coupled with the opportunity for making positive changes within the context of the expansion, prompted the State Developmental Disabilities Services Section to commission a study to research and explore the factors which have contributed to other states' success in expanding integrated employment and reducing reliance on segregated facilities and programs. This report details the study's findings and makes a series of recommendations for how Wisconsin might pursue a collaborative plan for improvement of its integrated employment outcomes for Wisconsinites with developmental disabilities.

The development of alternatives to traditional day services is one of the greatest challenges facing organizations that support people with severe developmental disabilities today. (Hulgin and Searl, 1996)

## **A Note on Data Sources Consulted**

Three Wisconsin data sources and two well-respected national data sources were used to obtain and validate the data presented in this report. Data obtained directly from the Department of Health and Family Services came from the following sources:

1. Human Services Reporting System (HSRS) data reports for the waiver programs overseen by Wisconsin's Department of Health and Family Services, including locally matched as well as state matched slots.
2. Encounter data reports for Family Care members with developmental disabilities.
3. A Developmental Disabilities Services Section statewide data collection system for supported employment, to which counties and Managed Care organizations report on a monthly basis.

Data was also obtained from the following nationally respected data sources:

1. The Institute for Community Inclusion at the University of Massachusetts-Boston (ICI).
2. The Department of Psychiatry and Coleman Institute for Cognitive Disabilities at the University of Colorado.

ICI's twenty year data tracking initiative is funded by the Administration on Developmental Disabilities (ADD) and the National Institute for Disability Rehabilitation and Research (NIDRR). The University of Colorado data tracking initiative results in the annual publication of

*The State of the States in Developmental Disabilities* report, also funded in part by ADD and distributed in collaboration with the American Association on Intellectual and Developmental Disabilities (formerly the American Association on Mental Retardation). Both of these national data tracking sources get their Wisconsin data directly from the Department's Developmental Disabilities Services Section, which provides data generated by HSRS for the CIP 1 and Brain Injury waivers, including locally matched slots. ICI also gets data from the Rehabilitation Services Administration (RSA) 911 database, which contains Division of Vocational Rehabilitation data for clients with developmental disabilities.

While all data collection systems have some weaknesses, the most commonly relied upon and most highly trusted data sources were consulted for this study. And while the data available provides valuable insights into the current situation, this report also includes a recommendation to develop a data tracking system specifically designed to track integrated employment outcomes, and to do so in a way that maximizes reliability and validity. It is acknowledged that the data sources consulted and referenced in this study do not represent the optimum sources that the Department might hope to have, but the data certainly suggests some clear trends and outcomes that seem to justify greater investment in the tracking of data on integrated employment.

## Trends in Integrated Employment for People with Developmental Disabilities

The first efforts to assist people with developmental disabilities to achieve integrated employment have their roots in the late 1970's. Wisconsin was one of the first states in the nation to explore supported employment when the Council on Developmental Disabilities funded a pilot project in Green Bay in 1978. In that project, people with disabilities were employed doing weatherization for elderly homeowners. Then in 1980, Wisconsin had a Taskforce on Employment coordinated by the first vocational specialist employed at what was then the Bureau of Developmental Disabilities Services. Others involved at the time, who were interviewed for this study, recall the vocational specialist as a person who framed community and supported employment as a civil rights issue. Lou Brown was also involved, sharing his vision of "workshops without walls." Meanwhile, other states were also beginning to develop supported employment. In 1984, the Developmental Disabilities Act Amendments established employment services for adults with developmental disabilities as a national priority. (Rusch & Hughes, 1990)

In the mid nineteen eighties, Wisconsin's Bureau of Developmental Disabilities Services began receiving state general purpose revenue (GPR) to promote supported employment. This funding continues to this day, although the amount has been reduced substantially. In the late eighties, Wisconsin, as well as a number of other states, received a federal systems change grant focused on community-based and supported employment. The Bureau hired two new staff to work on supported employment. At the same time, Wisconsin's Division of Vocational Rehabilitation (DVR) assembled a team of five staff to provide training and technical assistance. Many in the field were being exposed to the Career and Vocational Exploration (CAVE) curriculum. The Council on Developmental Disabilities provided match funding of nearly \$300,000 a year to support the systems change effort.

Between 1988 and 1990, Wisconsin made positive strides and *exceeded the national mean* in terms of the percentage of people with developmental disabilities receiving vocational or day services that were in integrated employment.

% in Integrated Employment	Wisconsin	National Mean
1988	17%	14%
1990	23%	21%

(ICI, 2004)

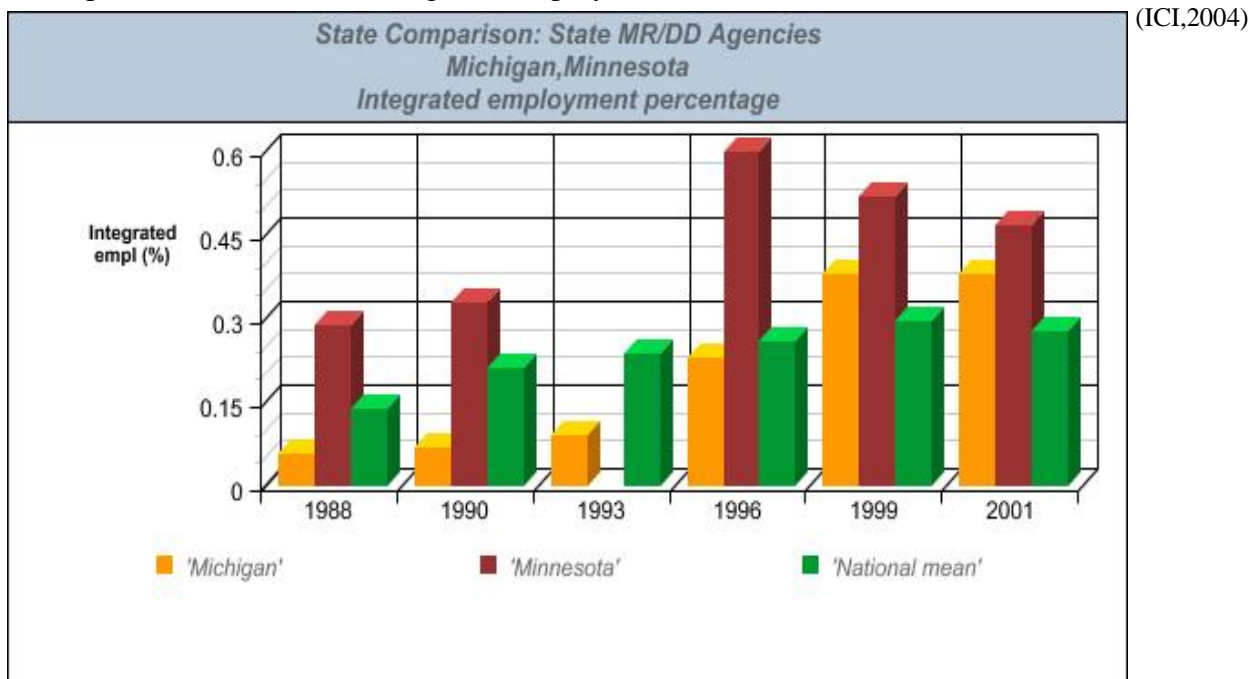
Beyond 1990 however, the trend upward did not continue. While a few informants to this report remember the systems change grant as intended to add supported employment services as an option in all counties, most interviewed remember the grant as intended to reduce use of sheltered workshops by transitioning people out and into community employment.

*“We thought the facilities would go away, but by the time the grant ended in 1992, supported employment became just another program option...in the end, Wisconsin didn’t really make a systems change, as the grant intended.” (Quote from Wisconsin professional interviewed regarding the first systems change grant.)*

The people interviewed who were involved at this time recall that the civil rights underpinnings of supported employment began to fade in Wisconsin after the systems change grant ended. When Wisconsin received a federal corporate initiatives grant in 1992, designed to revitalize the systems change efforts, informants recall that many lost hope that systems change in Wisconsin could ever be achieved because the sheltered workshops were too entrenched. The Council on Developmental Disabilities withdrew a state plan objective designed to promote integrated employment. After drafting a state plan that set a target of 20% of people with developmental disabilities achieving integrated employment, the Council removed this target, believing it was too prescriptive and did not allow for individual choice. By 1995, the employment systems change grants had come to an end.

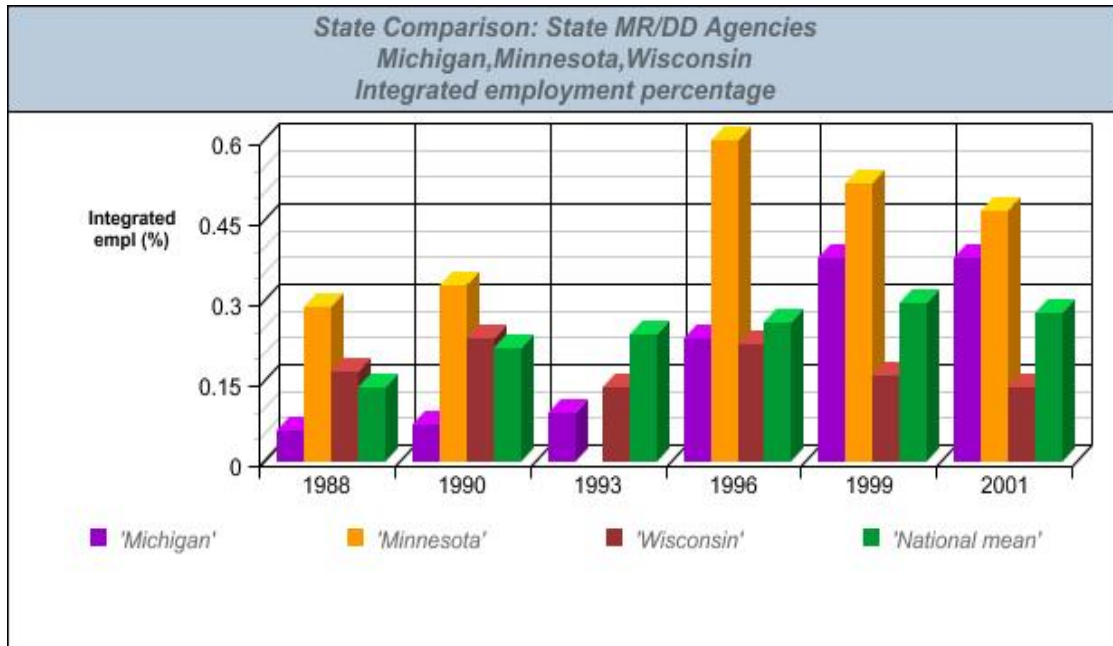
In contrast, during this same decade, a number of other states made significant positive strides in increasing integrated employment for people with developmental disabilities. Thirteen states collectively achieved an average increase of 131% in the number of individuals with developmental disabilities in integrated employment between 1990 and 1999. (Cohen, Butterworth, Gilmore & Metzel, 2003)

During this period, our immediate neighbors in particular did well in terms of expanding the percentage of individuals with developmental disabilities in integrated employment. By 1999, Minnesota and Michigan had achieved a combined average of 40% of individuals with developmental disabilities in integrated employment, well above the national mean.



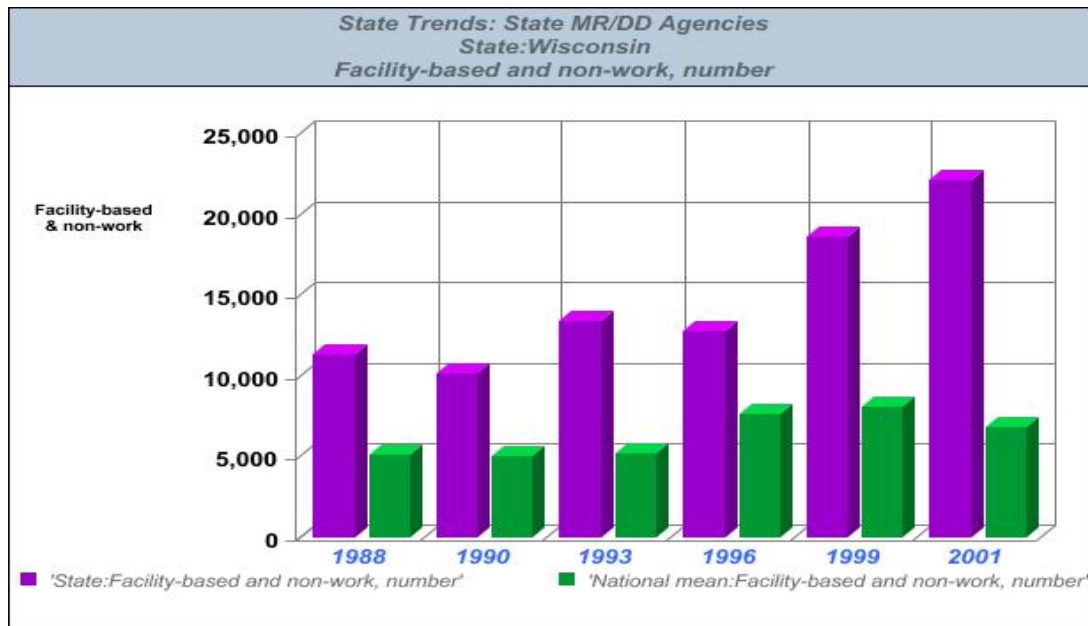
While Wisconsin was among the states that pioneered the expansion of integrated employment opportunities for people with developmental disabilities, history shows that *Wisconsin peaked in 1990* with 23% in integrated employment.

Between 1996 and 2001, Wisconsin experienced a steady decline in the percentage of people with developmental disabilities in integrated employment. By 2001, Wisconsin's integrated employment percentage fell to 14%, *half the national mean* of 28%, and far below the performance of its neighbors, Michigan and Minnesota, who, in 2001, were together averaging 42% in integrated employment.



(ICI, 2004)

Meanwhile, data from 2001 showed that Wisconsin had *more than three times the national mean* number of individuals with developmental disabilities in segregated work and non-work programs.

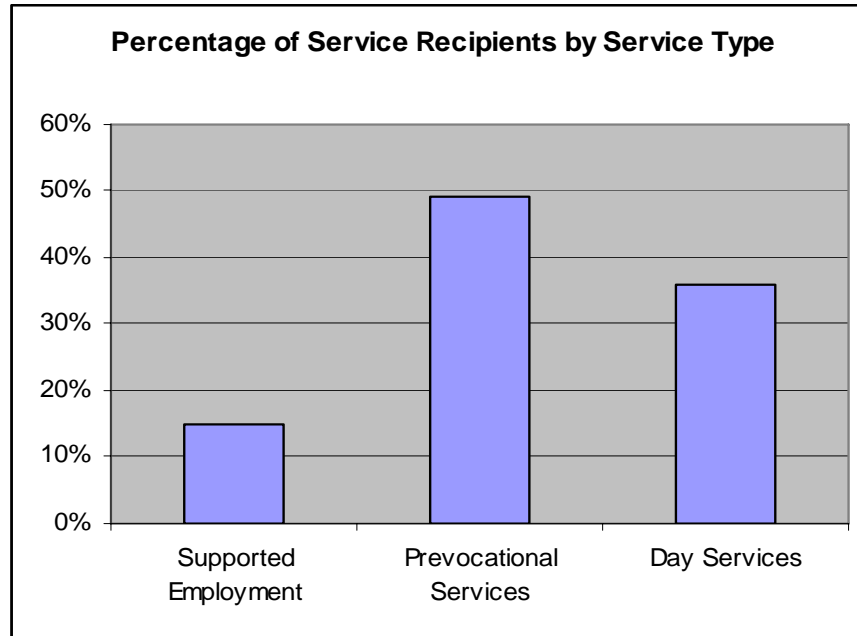


(ICI, 2004)

While the period of 1996 through 2001 saw Wisconsin steadily declining in the area of integrated employment, at the same time our state was also undertaking a substantial expansion of facility-based work and non-work programs. The above chart demonstrates that between 1996 and 2001, numbers in facility-based work and non-work programs **grew by 74%**.

Data from The State of the States in Developmental Disabilities (Braddock, 2005) show that between 2000 and 2004, Wisconsin experienced *a 33% reduction* in the number of people with developmental disabilities receiving supported employment services. During this same period, Wisconsin's spending on supported employment services was *reduced by 28%*. In particular, Braddock and associates' research found that while seven states increased supported employment spending by 50% or more during the period 2002 to 2004, Wisconsin reduced its spending on supported employment during this period by 15%.

Never has the gap between the number of people in supported employment and the number of people in non-work or segregated work services been higher than it is currently. In 2004, Wisconsin reported only 2,800 people in supported employment, while over 15,000 were reported to be in segregated work or non-work services. (Braddock, 2005; ICI, 2004; Wisconsin DHFS, 2005) When averaged, data from multiple sources confirm Wisconsin has just 15% of adults with developmental disabilities in integrated employment, while the national average is 24%. (Braddock, 2005) State agency HSRS data (2005) also show that Wisconsin continues to rely heavily on segregated work and non-work programs, with 49% in pre-vocational services and 36% in non-work day services.



(Wisconsin DHFS, 2005)

As of 2004, data show that Wisconsin still had *nearly three times the national mean* number of people with developmental disabilities in facility-based work and non-work programs. (ICI, 2004) These data clearly demonstrate that Wisconsin is no longer leading the way in the area of integrated employment, as it continues to invest heavily in facility-based services.

## Conclusion

What explains why many other states appear to be achieving substantially better outcomes? What can Wisconsin learn from these states and from states that, while having integrated employment outcomes similar to Wisconsin, have recently implemented targeted initiatives to improve those outcomes? These key questions are addressed in the remainder of this report. First however, this report addresses two common assumptions frequently reported by those interviewed as reasons for Wisconsin's low integrated employment outcomes:

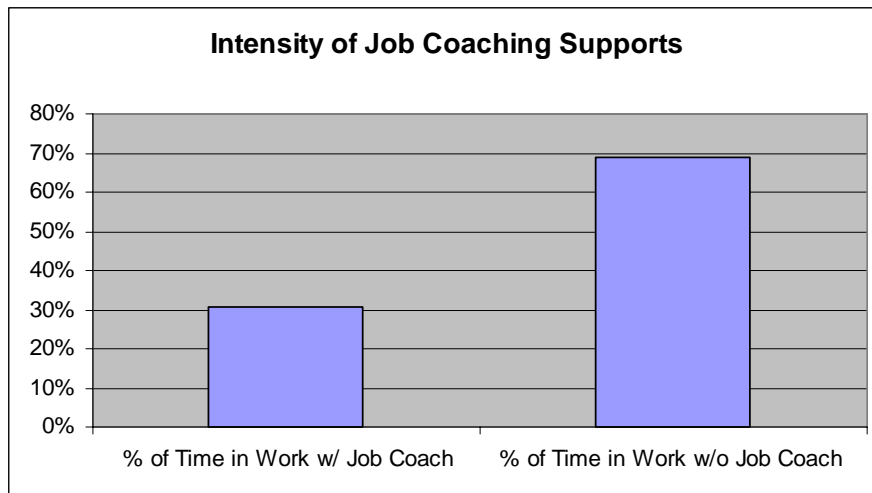
1. ***Supported employment costs too much in Wisconsin.*** Other states are achieving better outcomes because supported employment costs less in those states.
2. ***We need to spend more on supported employment if we want better outcomes.*** Other states are achieving better outcomes because they are spending more per person on supported employment.

## Does Supported Employment Cost Too Much in Wisconsin?

One suggested explanation is that Wisconsin is not achieving desired employment outcomes largely because supported employment costs too much. To address this assumption, data were reviewed for those people currently receiving supported employment services in Wisconsin.

No single data set was available which looked at all of the variables necessary to fully evaluate the status of people with developmental disabilities in relation to integrated employment. In using multiple data sets to draw conclusions, it is important to point out that these data sets covered different time frames, surveyed different sample groups and utilized different source information. However, an analysis of the most recent available data was conducted and it is noteworthy that this analysis did not produce evidence that supported employment services are too expensive to contemplate expanding these services to more individuals. A summary of the data collected by the state's Developmental Disabilities Services Section, both through HSRS (2005) and a new Section-initiated data collection system (Sample month analyzed: February, 2006) follows.

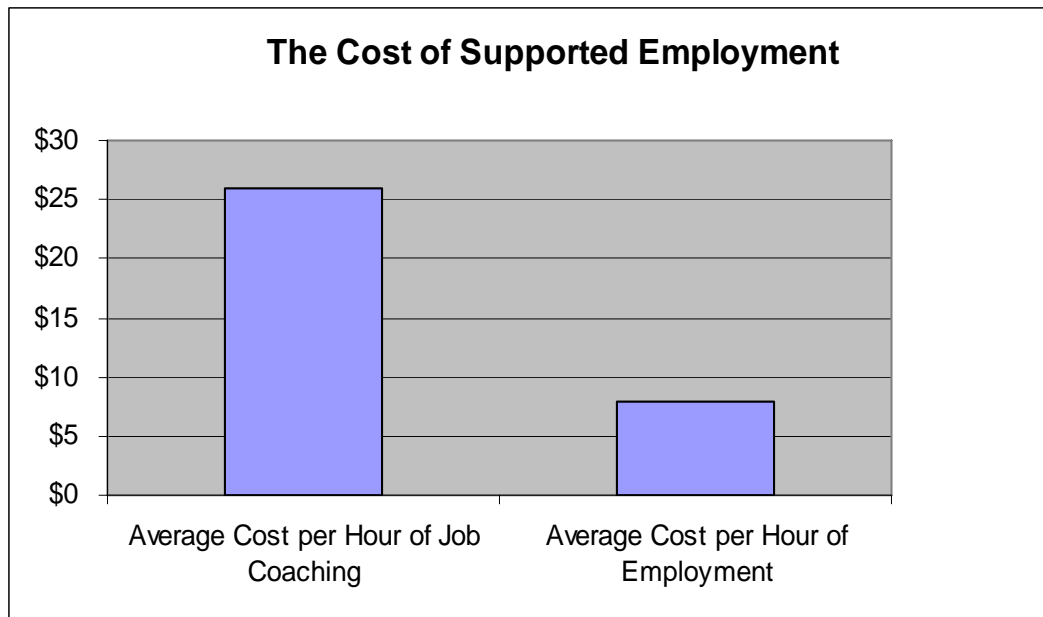
People receiving supported employment services in Wisconsin are working an average of thirteen hours a week. While 90% or more have job coaching support, the average weekly job coach hours provided is four.



(Wisconsin DHFS, 2006)

The average cost of job coaching is \$26.00 an hour. In consulting national experts and a number of other state developmental disabilities agencies, this hourly cost is considered to be well within national norms. Other states consulted do not view this hourly cost as unacceptable in part because some states calculate the real cost of job coaching on the basis of total hours worked. States utilizing this method calculate the hourly cost of support for integrated employment by dividing the total hours worked by the cost of service hours. This calculation gives a more accurate comparison of cost between integrated employment supports and supports for the

alternatives such as day services and sheltered workshops. When the cost of job coaching in Wisconsin is calculated on this basis, the actual average cost of job coaching is \$8 an hour.



(Wisconsin DHFS, 2006)

In Wisconsin, the average, annual per-person cost of supported employment services was \$5,402 in 2005. The average annual per-person cost for day services in the same year was nearly double, at \$10,661, while Wisconsin spent an average of \$7,613 per-person for facility-based pre-vocational services. Both the hourly and annual cost data do not seem to support the contention that supported employment is the most expensive of Wisconsin's day and vocational service options. However, without hours of participation for consumers involved in day services and pre-vocational services, it is impossible to determine if \$8 per hour of participation in supported employment is comparable to the cost per hour of participation for day and pre-vocational services.

In terms of the return on investment in day and vocational services, data collected by the Developmental Disabilities Services Section demonstrate that people involved in supported employment earned an average of \$6.65 per hour or \$349 per month. These figures are also supported by data from Wisconsin's Division of Vocational Rehabilitation. On average, people earned 83% of the cost of their employment support services. Similar data on hourly earnings, as a percentage of hourly support service costs, were not available for facility-based programs. However, given that data from Wisconsin's Bureau of Labor Standards show that in 2005, 9,416 people with disabilities doing facility-based work were being paid sub-minimum wage, and 34% of this group were making less than one dollar per hour, it is likely that people in facility-based work are earning much less than 83% of the cost of their support. And people in facility-based non-work programs are not earning any wage as a result of the services they receive since these services do not give participants the opportunity to earn income.

Given the data, it is difficult to conclude with absolute certainty that supported employment costs too much in Wisconsin.

## Do We Need to Spend More on Supported Employment in Order to Increase Integrated Employment Outcomes?

In looking for an explanation as to why some other states have achieved higher rates of integrated employment, one might conclude that these states must spend more per person on supported employment services than states with lower percentages in integrated employment, and that the spending differentiation is the primary reason why they are achieving better results. To explore this possible explanation, an analysis of individual states' per-person spending as it relates to the percentage of people in integrated employment was undertaken. There were clearly some states where higher spending was accompanied by higher percentages in integrated employment, as evidenced by the table that follows.

State	Average Annual Per Person Spending on SE Services (2004)	% in Integrated Employment (2004)
Connecticut	\$14,175	51%
Maryland	\$13,336	39%
Massachusetts	\$12,503	43%
Alaska	\$12,474	41%
Oregon	\$11,728	35%
<b>Wisconsin</b>	<b>\$5,482</b>	<b>15%</b>

(Braddock, 2005)

However, most states that are achieving integrated employment outcomes above the national average are not spending significantly higher amounts than Wisconsin, and in fact some are spending less, on a per-person basis, than Wisconsin. The table on the next page provides the comparative results for states spending an average per-person amount which is within the same range as the per-person amount spent in Wisconsin.

For the purposes of this report, states spending no more than 150% of Wisconsin's per-person spending, and achieving an integrated employment percentage at least 90% higher than what Wisconsin is achieving were included for comparison. Since the data demonstrate that high performance in the area of integrated employment is not always accompanied by higher levels of spending, another approach to evaluating performance in relation to spending was used. A "return on investment" evaluation was done to determine which states were achieving the greatest return (% in integrated employment) given their level of investment (average annual per-person spending on supported employment services). The percentage in integrated employment was divided by the average annual per-person spending. This yielded the numerical scores in the right-hand column of the table on the next page. The scoring compares states in terms of the relative return each state is getting on its investment of long-term support dollars in supported employment services.

State	Average Annual Per Person Spending on SE Services (2004)	% in Integrated Employment (2004)	Return on Investment
Nevada	\$1,500	33%	220
Indiana	\$2,858	47%	164
Iowa	\$3,202	29%	91
Pennsylvania	\$3,340	40%	120
<b>Wisconsin</b>	<b>\$5,482</b>	<b>15%</b>	<b>27</b>
Washington	\$5,669	55%	97
S. Dakota	\$5,797	34%	59
Georgia	\$6,029	38%	63
Utah	\$6,381	34%	53
Nebraska	\$6,665	29%	44
Oklahoma	\$7,210	71%	98
New Mexico	\$7,456	36%	48
Vermont	\$7,884	43%	55
<b>National Average</b>	<b>\$6,109</b>	<b>24%</b>	<b>39</b>

(Braddock, 2005)

As the above table illustrates, states with relatively low per-person spending and relatively high integrated employment percentages score the highest, while states with relatively high per-person spending and relatively low integrated employment percentages score the lowest. The scoring technique ensures that neither per-person spending nor the percentage in integrated employment is considered as an isolated variable in determining which states are performing well in the area of integrated employment. High-performance is based on an evaluation that considers spending and integrated employment participation as inter-related variables. Unfortunately, using this methodology shows that Wisconsin's return on investment score is twelve points below the national average.

Given other states' comparative spending and performance in the area of integrated employment, it does not appear that increasing per-person spending on supported employment services is a necessary prerequisite for increasing integrated employment outcomes in Wisconsin.

If Wisconsin wants to determine how to increase integrated employment outcomes by using strategies other than increasing spending on a per-person basis, then it appears there are many states that Wisconsin could look to for guidance. While there are likely to be variations in the way different states report per-person spending figures, the fact that the data cited in the tables above is collected by a single data collection source (which is using a consistent definition and method) gives some validity to the numbers presented.

## **Conclusion**

If Wisconsin's hourly supported employment costs and average annual per-person spending levels are similar to many other states that have much higher percentages of people with developmental disabilities in integrated employment, what might be the explanation? What can Wisconsin learn from states performing relatively well in the area of integrated employment? In particular, what factors appear to have contributed to the expansion of integrated employment in other states, resulting in less reliance on facility-based programs? Addressing these three questions was a major component of the research effort leading to this report. The next section presents the findings in this regard.

## Learning from Other States

In determining which other states to investigate, two well-respected national data sources were consulted to determine a short-list of states reporting high percentages of people with developmental disabilities in integrated employment. The national data sources are the Institute for Community Inclusion at the University of Massachusetts – Boston and The State of the States in Developmental Disabilities report produced by David Braddock and associates at the University of Colorado. In addition, states that had recently initiated targeted efforts to increase integrated employment outcomes were also identified for investigation.

Research was done by in-person visit, phone interviews, document collection and analysis and reviews of published data. A broad investigation of possible explanations for high integrated employment outcomes was undertaken, which eventually yielded seven specific and consistent variables that appeared to contribute most to the positive integrated employment outcomes in the states being investigated:

1. Existence of strong, clear and unambiguous state developmental disabilities agency policies, rules and programmatic requirements intended to support a clearly articulated agency preference for, and commitment to integrated employment for people with developmental disabilities.
2. Use of funding incentives to encourage the expansion of integrated employment opportunities and funding disincentives to discourage the use of facility-based employment and non-work services.
3. Liberal definition for the kinds of employment arrangements which qualified for supported employment funding.
4. Adequate state agency staffing dedicated to employment.
5. Investment in on-going training and technical assistance.
6. Commitment to supporting organizational change among facility-based providers.
7. Use of a comprehensive data tracking system focused on integrated employment outcomes.

How each of these variables manifested itself in the various states investigated is discussed in detail in the remainder of this section.

## State Agency Policies and Related Strategies

The origin of any policy or practice initiative always has its roots in people. In high-performing states, and states that have recently introduced new initiatives to improve performance around integrated employment, the establishment of clear policy goals and directives came as the result of efforts by strong state developmental disabilities agency leaders who saw their agency's role as establishing the future direction for the service system.

“The State must set the direction. This is an appropriate and essential role for the State. The direction should be clear: real work for real wages. The values should be clear: everyone has the potential to work. And then you get down to the business of making it a reality and you ask everyone involved ‘So what’s it going to take to move 5% a year out of workshops’. We know there are people who want to transition out of the workshops, as was the intent when workshops were created. And more people will want to transition, if they are able to make an informed choice. And if you keep telling the success stories of people who’ve left, you can create a lot of momentum in the right direction.” (Quote from Maine Behavioral and Developmental Services Vocational Specialist who assisted a number of sheltered workshops with their conversions)

In Florida, the state agency director took her case to the Governor and the State Legislature. In Vermont, the state agency director rallied her team of vocational specialists to work tirelessly to make an ambitious and progressive integrated employment policy become reality for Vermonters with developmental disabilities.

More recently appointed state agency leaders listened to the data and the voices of constituents and stakeholders who called on the state developmental disabilities agency to prioritize integrated employment. In Tennessee, the Developmental Disabilities Commissioner held monthly meetings with stakeholders groups to get input, and from this came the recognition of the need to focus efforts on improving integrated employment outcomes. In Colorado, the Director of the Division of Developmental Disabilities embarked upon a statewide tour, meeting with stakeholders and constituents all over the state before concluding that integrated employment needed to be a significant part of the Division's next strategic plan.

While disability advocates have played a significant role in many states, they and those who work in the field of supported employment recognize the critical role that the state developmental disabilities agency can play in facilitating systems change.

“Emphasis on supported employment needs to start with the State Division of Developmental Disabilities.” (Colorado Ad Hoc Committee on Employment and Community Participation , 2005)

In states which are already performing at relatively high levels, it was the same strong agency leadership which then ensured that the commitment to the policy goals was sustained over time, and policy directives were implemented at a practice level. Following are the stories of how a number of state developmental disabilities agencies approached the need to improve integrated employment outcomes.

## Washington

“Employment Services need to complete the transition from separate and segregated services to supporting people in regular jobs. Counties should establish a philosophy and mission statement that reflects the perspective that people with disabilities have a right to integrated community jobs.” ( Washington State Guidelines, 2004)

In 1992, Washington’s Division of Developmental Disabilities produced a document entitled “County Guidelines”. These Guidelines called for a significant shift in the philosophical underpinnings driving the community-based service system. This shift was considered essential in order to address the fact that many people with developmental disabilities who were receiving community services were not experiencing real inclusion, and to address the growing demand for community services among people with developmental disabilities. Washington’s Division of Developmental Disabilities saw the challenge as “a community issue requiring community solutions.” In providing guidance to counties regarding how they design and purchase services, the County Guidelines were clear:

*“Any supports counties offer must be based on the premise that segregation, isolation and poverty are unacceptable, and that the role of services is to support the inclusion of people with disabilities in their communities.” (Page 5)*

On the subject of vocational and day services, the County Guidelines set clear expectations for how counties should seek to evolve these services in future years by specifying that “Employment Services need to complete the transition from separate and segregated services to supporting people in regular jobs” (p. 19). It was expected that choice would be offered to the consumer in a number of ways, including: the type of work they do; who provides the support; the location of the community job; and the hours they work (p. 20). Consistent with the state’s philosophical approach to residential services, both the readiness model and the appropriateness test were abandoned in favor of a clear policy goal stating that “...everyone that wants a job will have a job” (p. 20). Washington’s Division of Developmental Disabilities called on counties to “...establish a philosophy and mission statement that reflects the perspective that people with disabilities have a right to integrated community jobs” and to “...make consistent investments that support your mission, use new money to support the mission, and transition employment services and resources to supporting people in individual jobs” (p. 20).

Both state and county personnel from Washington credit the County Guidelines for creating the momentum to move the community services system to a point where integrated employment and integrated day services would become the norm, rather than unique “add-on” services for a

limited group of individuals. In 2004, the Division of Developmental Disabilities took another step toward ensuring that integrated employment would become the rule, rather than the exception. The Division amended its policy manual and added a “Working Age Adult Policy.” This policy originated from a stakeholder workgroup, assembled to make recommendations on vocational and day services as part of a Division effort to develop a long-range strategic plan. The stakeholder workgroup recommended that persons of working age should be supported to pursue their own unique path to work, a career, or participation in and contribution to community life. The workgroup further recommended that all individuals, regardless of the challenge of their disability, should be afforded the opportunity to pursue competitive employment.

The “Working Age Adult Policy” translates these recommendations into state policy which establishes employment supports as the primary use of vocational and day services funding for working age adults.

Supports to pursue and maintain gainful employment in integrated settings in the community shall be the primary service option for working age adults with disabilities. (Excerpt from Washington’s Working Age Adult Policy)

Washington’s policy emphasis is on services that support individuals to pursue and maintain employment, in integrated settings in the community, and that facilitate the achievement of, or progress towards, a living wage. Most importantly, the Policy states that “services for persons under the age of 62 that do not emphasize the pursuit or maintenance of employment in integrated settings can be authorized only by exception to policy.” Washington now has over 50% of individuals with developmental disabilities in integrated employment.

### **Oklahoma**

The Oklahoma Developmental Disabilities Services Division (DDSD) adopted its employment policy in 1995. It has undergone three revisions since then. Notably, the DDSD does not offer non-work day services, except for an adult day care service started in 2005 for elderly individuals. (Providers of the adult day care service must also have a contract with aging services, so the providers of these services are generic providers of day care services to elderly citizens.) For working age adults with developmental disabilities, Oklahoma offers employment services through sheltered workshops or community-based programs. Employment services include the following:

1. Individualized, community-based employment
2. Group community-based employment (2-8 individuals)
3. Sheltered employment
4. Community-based pre-vocational services
5. Facility-based pre-vocational services

The current DDS employment policy states a clear preference for individualized and integrated employment, rather than describing the variety of different employment services as a continuum of equally valued options.

In the past, people receiving services were usually either fully employed, idle, or involved in nonproductive activities. There are many employment service options available. The options given in this subsection are not a continuum, but are prioritized as *most desirable* by people with and without disabilities [emphasis added]. Provider agencies assess each service recipient in maximizing employment options.

1. The optimum goal is full-time employment at prevailing wage in business or industry at an occupation of the service recipient's choice with natural supports. If prevailing wage is not available, then employment is at minimum wage with or without paid supports.
2. If a service recipient cannot secure enough work hours through a single job of the service recipient's choice, then two part-time jobs or a job that is not the service recipient's first preference may need to be sought to equal a full-time job.
3. If a fully integrated placement is not currently available, employment of the service recipient's choice in an enclave in a business or industry, with or without paid supports, is an option.
4. If there are no paid jobs to be found, temporary unpaid training or volunteer service in accordance with United States Department of Labor regulations, with or without paid supports, may be an option for the purpose of resume building or job exploration, or temporary participation in real work in a center-based setting can be obtained.

The provider agency makes available those supports needed, within the scope of the contract for services, for the service recipient to achieve employment. (State of Oklahoma, 2007)

According to Oklahoma state agency staff, the policy expectation is that everyone served will have thirty hours a week of employment services. This is considered full-time. The above policy makes it clear that the state permits various options, with the following priority order:

1. A single, full-time job at prevailing wage.
2. A single, full-time job at minimum wage.
3. Two part-time jobs at prevailing wage.
4. Two part-time jobs at minimum wage.
5. If an individual job is not available, then employment in an enclave is permitted. The enclave can pay commensurate wage (sub-minimum) or prevailing wage, but prevailing wage is preferred. Enclaves can be up to 8 individuals. Smaller enclaves are preferred over larger ones.

6. If the person cannot secure any of the above, temporary unpaid training or volunteer service in the community is preferred.
7. The last preference is temporary participation in real work in a sheltered workshop. (Note that there is no stated preference for permanent employment in a sheltered workshop.)

If an individual does not have thirty hours a week of employment services, she/he will need to have an exception approved. In order to achieve thirty hours per week of employment services, state agency staff report that each individual may participate in a mix of available employment services. However, state agency staff also say that they strongly encourage community based pre-vocational services (as opposed to work in a sheltered facility) because they believe that being in the community is an essential first step to securing community employment, and community participation enhances a person's ability to secure community employment.

Oklahoma's waiver regulations also set restrictions on who can participate in sheltered employment. If a person is able to earn 50% or more than minimum wage in a sheltered workshop, he or she *must* transition to community employment. If the workshop does not transition the person, it's considered a rule violation and there are penalties. Oklahoma also has restrictions on how non-work time in sheltered workshops can be used.

During periods in which no paid work is available for service recipients, despite the good faith efforts of the provider to secure such work, the employment provider agency ensures that each service recipient participates in training activities which are age appropriate, work related, and consistent with the IP. Such activities may include, but are not limited to:

1. resume development and application writing;
2. work attire selection;
3. job interview training and practice;
4. job safety and evacuation training;
5. personal or social skills training; and
6. stamina and wellness classes.

Activities that do not contribute to the service recipient's work experience, skills, or knowledge are not appropriate services. (State of Oklahoma, 2007)

Oklahoma's waiver regulations require that sheltered workshops comply with all applicable OSHA and Department of Labor regulations, and that the physical facilities are accessible to service recipients and comply with the requirements of the Architectural Barriers Act of 1968, the Uniform Accessibility Standards and their implementing regulations in Subpart 101-19 of Part 101 of Title 41 of the Code of Federal Regulations, the Americans with Disabilities Act of 1990, and Section 504 of the Rehabilitation Act of 1973.

Data from 2004 shows Oklahoma has 71% of people with developmental disabilities spending at least part of their week in integrated employment. (Braddock, 2005)

## **Vermont**

In 1982, Vermont adopted a clear policy making community integration and participation the preferred outcomes for individuals with developmental disabilities. A long-time vocational specialist at Vermont's developmental disabilities state agency recalls the values which were behind the now twenty-five year old policy:

*“We recognized that people with developmental disabilities really had no choice other than to go to the workshops. And once they were there, they had no choice but to do the work that was offered. It didn't matter if the work was work they really didn't want to do or work they really weren't good at. Our state agency decided at that point that we should be about helping people get real jobs. We didn't want to perpetuate a two-tiered civil rights system. We all acknowledged that Vermonters without disabilities get to choose what work they will do. We also adopted a belief that anyone can work in regular jobs. This wasn't a belief adopted out of idealism. We knew that there were people with really significant disabilities who were getting regular jobs, despite the fact that most everyone might have assumed they couldn't possibly work in the community. Most importantly, we gave up the old thinking that said people need pre-employment and pre-vocational services. We knew these services really didn't increase people's likelihood of getting a regular job. And we didn't want to perpetuate a system where people had to prove something before they could get help to get a real job. The readiness model didn't hold true for residential institutions, so we pretty much knew it wasn't going to hold true when it came to sheltered workshops.”*

In 1984, Vermont got a large systems change grant. Adding these financial resources to support the clear policy, which Vermont's state developmental disabilities agency had already adopted, led to the closure of a number of Vermont's sheltered workshops. Average wages went from 30 cents an hour to minimum wage or higher. Then, in the 1990's, with continued support from the state agency staff and the University of Vermont, which had established a training and technical assistance center to support systems change, fourteen agencies started to transition everyone in sheltered workshops to community work. In addition, the state provided general purpose revenue to support the transition phase. This commitment of funding was obtained through the work of the state developmental disabilities agency staff, which produced detailed analyses of how investment in supported employment would come back to the state in the form of savings on Social Security entitlement and contributions to the tax base.

Today, Vermont's System of Care Plan for services to individuals with developmental disabilities adopts the principles outlined in the Developmental Disabilities Act of 1996. The System of Care Plan states that services provided to people with developmental disabilities shall foster and adhere to a comprehensive set of principles, including the following:

*“Adults, regardless of the severity of their disability, can contribute as citizens to the communities where they live...When people with disabilities are segregated from community life, all Vermonters are diminished...Effective services and supports foster full community participation and personal relationships with other members of the community...**The goal of job support is to obtain and maintain paid employment in regular employment settings** (emphasis added).”*

By defining vocational services as a vehicle for assisting individuals with developmental disabilities to achieve paid, integrated employment, Vermont established a clear expectation that employment in sheltered workshops should be phased out in favor of integrated employment opportunities.

*“We just asked ourselves: how should Vermont be spending the money it has available to support people with developmental disabilities? We decided we wanted to spend it on community, and within that, we were clear we wanted to invest in community employment. We don’t say it’s okay if you don’t want to work. We expect employment, because it’s expected of every other Vermonter. People with developmental disabilities don’t ask us to have low expectations of them. Most of them want to be like everyone else, and we also want that for them.”* (Veteran Vermont Developmental Disabilities State Agency Vocational Specialist)

As of 2005, 43% of working-age people with developmental disabilities receiving services were employed in individualized community jobs. In part, the percentage is so high because Vermont no longer has any facility-based work programs. In 2005, Vermonters with developmental disabilities who worked in community jobs earned an average of \$7.74 per hour and worked an average of 12 hours per week. In 2005 alone, they saved an estimated \$1.1 million in SSI benefits. Although the balance of individuals with developmental disabilities served by the state are being supported to participate in community-based non-work programs, Vermont state agency staff report that 58% of these individuals say they would like a community job. Consequently, Vermont is now implementing incentives to shift people from community-based non-work to community employment.

## **Colorado**

Among the list of core values established to guide the policies and practices of the state Division of Developmental Disabilities is the following:

*“Programs and services are based on inclusive practices that support person-centered planning, **community employment** (emphasis added) and full participation in society.”*

Since the late eighties, Colorado has had an Employment First policy stating: “Integrated employment should be considered as the primary option for all persons receiving day habilitation services and supports.” (Rule Section 16.626.A.2 of the Division of Developmental Disabilities Rules and Regulations.) In 1997, Colorado data showed 46% in community employment. By 2000, that number had dropped to 39% but was still far above the national average of 23%. By

2004, Colorado had dropped to 27% in community employment. While there was no change in policy, a funding incentive for supported employment and disincentives with regard to sheltered employment were simultaneously eliminated in 1997. These are discussed in more detail in a subsequent section of this report. What is important is what Colorado has since done to address the sharp decline in integrated employment outcomes.

The challenges facing Coloradans with developmental disabilities did not go unnoticed by Colorado's responsible state agency. The Division of Developmental Disabilities' 2003-2008 five-year strategic plan includes the following vision statement: "By 2008, every Coloradan with a developmental disability will be provided with the opportunity to be gainfully employed." As part of implementing this strategic plan, the Division has appointed an Ad Hoc Committee to develop strategies to reverse the trend away from community employment. This Committee has developed a number of rule-related recommendations designed to ensure that the Division's policy that "integrated employment should be the primary option for individuals receiving day habilitation services and supports" becomes practice across the state. The recommendations include:

1. Revised rule regarding day and vocational services, including:

- Goal of services changed from "community access" to "community employment" and "interaction with non-disabled persons in the community."
- Separation of facility-based employment services from community-based employment services, and within community-based employment services, separation of individual and group employment options.
- A change from community employment (either individual or group) being described as "the primary option" to an expectation that community employment is individual and it will be pursued for all persons, while other options (including community-based group employment) can only be considered when certain circumstances exist (e.g. the person makes an informed choice not to take part in community employment, after receiving sufficient information and having sufficient community experience, or barriers exist to the person taking part in community employment and after all efforts, the barriers cannot be eliminated.)
- Individualized planning meetings conducted by staff to be accountable for discussion and planning to successfully place individuals in paid community employment.
- If barriers are preventing community employment, the individualized plan must outline the action steps that the team will take to overcome the barriers. (A universal template has been developed for attachment to all individualized plans.)
- If any option other than community employment is pursued, the process taken to obtain informed choice must be documented in the person's individualized plan. (Guidelines for ensuring informed choice have been created.)
- Separation of facility-based day services from community-based day services, and within community-based day services, separation between individual and small group day service options. The individual community-based day services option (called Supported Community Connection services) was newly created.

- Clear statement that “sheltered/segregated or other congregate groups or organizations shall not be considered the typical community organizations” to which community-based day services are designed to connect people.

2. Additional recommendations include:

- The developmental disabilities state agency should establish a target of a 5% annual increase in the percentage of people in integrated employment.
- The developmental disabilities state agency should require CCB’s (county and Managed Care equivalents) to create a multi-year plan for increasing the number of consumers in integrated employment by 5% per year, and the plan should include identification of the assistance and resources needed from the state agency.
- The state developmental disabilities agency and the state vocational rehabilitation agency should develop a way that both agencies’ funding can be blended to cover the up-front costs of career planning, job development and initial job coaching (including systematic instruction and development of natural supports).

## Maine

Despite our best intentions, some of the specially designed programs have isolated many people with disabilities from their communities. Therefore, full integration has, for many, not been realized. In this culture, work is often the vehicle for such integration to occur: jobs bring opportunities to make friends; money earned brings opportunities for choices regarding where to live and play and with what supports. (Excerpt from Maine’s Behavioral and Developmental Services Division Vocational Policy, 2000)

In October of 2000, the Behavioral and Developmental Services Division (BDS) of the Department of Health and Human Services added a vocational policy to its policy manual. This came as a result of a Departmental audit of vocational services in 1999, which concluded there was a need for a clear departmental policy on employment. Prior to this, supported employment was on the menu as a waiver service but there was no clear policy about moving the system toward supported employment and away from sheltered workshops. The audit was part of the activities of a five-year systems change grant that began in the mid-nineties and focused on expanding supported employment. The vocational policy adopted in 2000 includes a clear and unambiguous policy goal:

*“It is the intent of the Division of Behavioral and Developmental Services (BDS) to have work and career as a focus of services that lead to the desired integration of the people it serves. Exploring employment as a goal with each client it serves is paramount to comprehensive planning and service provision.”*

Beyond adopting this clear “employment first” goal, the vocational policy also assumes employability for everyone by including the following as its first guiding principle: “persons

who express a desire to work will be presumed able to work”. The policy also includes a list of service provision elements necessary to translate the policy into practice. Included in these elements is an expectation that service providers will facilitate job searches for integrated employment opportunities with variety in both industry type and types of jobs. The policy specifically clarifies that sheltered employment does not meet the standard for this service provision element. Finally, the policy requires providers who do not meet the service provision elements to submit strategic plans that provide evidence of movement in these directions.

In a statement describing this policy, the Acting Deputy Commissioner stated, “BDS adopted a vocational policy that sets the direction for the development of new vocational services and encourages the conversion of segregated employment settings to integrated, competitive settings.” In addition, the Acting Deputy Commissioner acknowledged that whenever possible BDS is “positioning its resources to fully support this policy”.

Since the policy was implemented, Maine BDS staff report that a number of sheltered workshops and other segregated day services have closed and these agency-sponsored programs have converted to integrated, community-based supports. Workshop staff were involved in setting minimum standards for transition, which included:

- *Everyone needs to make the same amount of money or more as they leave sheltered work.*
- *No one should have to leave a workshop just to go to another workshop.*
- *No one should make a choice until they try at least three jobs.*

As of 2001, Maine had 31% of people with developmental disabilities in integrated employment. (ICI, 2004) However, 2004 data shows that this figure has dropped to 22%. State staff believes many providers are using day services entitlement funds to pay for sheltered work services, which is a violation of state policy. Also, state staff believes that because the state did not establish measurable benchmarks for transitions out of sheltered workshops and non-work day programs, they have failed to maintain the early momentum shifting the system to integrated employment, despite the adoption of the vocational policy. BDS has been monitoring the trends and reporting to the State Legislature regarding the decline in the percentage of individuals in integrated employment. As a result, Public Law 570 recently passed the State Legislature, and includes a requirement that the Department of Labor jointly with the Department of Health and Human Services shall submit a report regarding employment opportunities for individuals with developmental disabilities, not later than January 1, 2007, to the joint standing committee of the Legislature having jurisdiction over labor matters. Among the issues that the report must address are the following:

- Ways to enhance access to employment opportunities for adults with developmental disabilities and **a strategy to make supportive employment services the primary form of support services available to adults with developmental disabilities** (emphasis added), especially when they graduate from high school;

- Data on the number of individuals who receive day services funding versus supportive employment funding and the amount of funding involved;
- The possibility of using currently earmarked day services funds for supportive employment, including the possibility of converting the state match for the current day services to a new jobs program under a new Medicaid waiver;
- The reasons for and against implementing a new state policy modeled after the State of Washington policy that mandates supportive employment services for the class of 2007 high school graduates; and
- The resources that need to be available to existing providers of day services in order to successfully shift their emphasis to job development for adults with developmental disabilities.

## Tennessee

Whereas, the Division of Mental Retardation Services believes that every person who wants a job in his or her community should be able to have one and that everyone, regardless of his or her disability, can work in the community if provided the necessary and appropriate supports, the reality is that most adults with mental retardation do not work or work for low wages in segregated settings. (Excerpt from the Tennessee Division of Mental Retardation's Employment First Initiative Statement of Support, 2003)

While the state of Tennessee is not among the list of states generally accepted as performing well in the area of integrated employment, it is a state that recognized it was not achieving the level of integrated employment expected and therefore sought ways to improve these outcomes. At the behest of advocates like the Tennessee Arc and the Tennessee Council on Developmental Disabilities, the Division of Mental Retardation Services (DMRS) supported the creation of the Tennessee Employment Consortium (TEC) in 2000. Out of the work of this Consortium came a recommendation that Tennessee's Division of Mental Retardation Services should launch an *Employment First!* Initiative. The DMRS embraced the recommendation in part because of the agency's pre-established commitment to choice and in part because of the results of a DMRS consumer survey that showed people with developmental disabilities in Tennessee wanted the choice to work in the community. In 2002, the *Employment First!* policy was formally adopted.

The policy states that *employment should be the first option explored* when developing individual service plans with adults with developmental disabilities. The policy makes clear that employment is the appropriate outcome for adults with developmental disabilities, and that employment supports are viewed as the most appropriate service for these adults, unless there is a compelling reason and documented justification for recommending another day service. Similar to Washington, Tennessee has established a policy which states that services other than supported employment services need special justification for approval. As well, the state set a target to achieve 25% of people with developmental disabilities in integrated employment.

“What is a meaningful day? It’s different for every person. But what we are saying is that employment should be the first day service considered for people. Unless they make an informed choice and say no, employment will be part of the meaningful day.” (Bob Nicholas, Chair of Tennessee Employment Consortium)

As part of Tennessee’s *Employment First!* initiative, coordinators of support services for individuals with developmental disabilities are responsible for ensuring that at least every three years, individuals who are not in integrated employment participate in a community-based work assessment. The goal of the mandated assessment is to provide an opportunity for hesitant individuals to try, without fear of failure, integrated community employment. The Tennessee Employment Consortium has just begun developing guidelines for support coordinators responsible for implementing this rule. In addition, quality assurance staff who conduct regular provider agency reviews have recently started flagging the domain on employment and giving the agency a citation if someone being served by the agency says they want to work in the community but the agency is not offering that option. Since 2002, the number of adults in day services who are employed in competitive jobs in the community has increased by nearly forty percent (Winsor, 2006).

## Florida

In July of 2004, Florida’s Agency for Persons with Disabilities (APD) launched a five-year employment initiative for people with developmental disabilities which established two goals to be achieved by July, 2009:

- Enable 50% of working age adults (18-55) currently receiving some form of day and vocational services to achieve community employment.
- Enable 25% of those in facility-based day or vocational services to obtain community employment.

Florida’s APD developed the employment initiative in response to three things. First were the results of a statewide survey of the employment needs and goals of individuals with developmental disabilities which came out in 2002. The survey, sponsored by the Florida Developmental Disabilities Council, found that 75% of individuals with developmental disabilities who were not working in community jobs said they would like such jobs. In looking at the experiences of individuals who did have community jobs, the survey found that these individuals earned, on average, ten times more than their peers in day programs and workshops. Second, the APD became aware of compelling national data that showed that people with developmental disabilities who work have better personal outcomes than those who do not. Third, the APD recognized that the data on successful transitions from sheltered workshops to community employment contradicted a long-held belief that workshops prepared people for successful community employment. In fact, the APD found that people with developmental

disabilities were less likely to get a community job if they attended a sheltered workshop. In Florida, the transition rate to community employment was just 2%.

In order to ensure the greatest widespread support for the five-year employment initiative and related initiatives aimed at enabling full community integration for Floridians with developmental disabilities, Florida's APD worked with the governor and state legislators to pass statutory language calling for systems change away from sheltered workshops and toward integrated employment.

Excerpt from Florida State Statutes:

393.13 Treatment of persons with developmental disabilities.

- 1 SHORT TITLE.--This section shall be known as "The Bill of Rights of Persons with Developmental Disabilities."
- 2 LEGISLATIVE INTENT.--
  - a. The Legislature finds and declares that the system of care provided to individuals with developmental disabilities must be designed to meet the needs of the clients as well as protect the integrity of their legal and human rights.
  - b. The Legislature further finds and declares that the design and delivery of treatment and services to persons with developmental disabilities should be directed by the principles of self-determination and therefore should:
    - i. Abate the use of large institutions.
    - ii. Continue the development of community-based services that provide reasonable alternatives to institutionalization in settings that are least restrictive to the client and that provide opportunities for inclusion in the community.
    - iii. Provide training and education that will increase their potential to lead independent and productive lives and that will afford opportunities for outward mobility from institutions.
    - iv. ***Reduce the use of sheltered workshops and other noncompetitive employment day activities and promote opportunities for those who choose to seek [competitive] employment.*** (Emphasis added.)

As part of the five-year employment initiative, Florida's APD required each region to develop an Area Employment Plan to delineate how each region would achieve the goals of the initiative. These plans are updated on a yearly basis. Florida's APD also worked with its vocational rehabilitation agency to modify how employment evaluations were done for people with developmental disabilities and traumatic brain injuries. This effort was in response to a realization that many people with DD and TBI were turned down for VR services because the evaluation process was deficit-oriented and carried out in a way that did not ensure the potential for successful community employment would be fully recognized. In addition, Florida established Business Leadership Networks, not only to create job opportunities but also to encourage businesses to do job carving, training and long-term support. As well, Florida negotiated two waivers with the federal government: One with the Social Security Administration that allows individuals to disregard the first \$280 of earned income, when normally only the first \$65 is disregarded; and a second with the Center for Medicare and Medicaid Services which allows for Individual Developmental Accounts (IDA's) that permit a person to save up to \$10,000 a year in earned income for specific asset-development goals.

Florida has 11,685 individuals with developmental disabilities receiving some type of day or vocational services. To reach the 50% goal by 2009, they need to have 5,842 individuals in community employment. When the initiative began, Florida had 2,428 individuals in community employment. In other words, 41% of their goal was already met. With a goal of adding 3,414 new people with developmental disabilities to the ranks of those with community jobs, Florida set a target of adding 683 new people in each year of the five-year initiative. By July, 2006, two years into the initiative, Florida had 4,662 individuals with developmental disabilities in community jobs. Impressively, in just two years, they achieved a 92% increase in the number of Floridians with developmental disabilities working in the community. They exceeded their annual targets by 63%.

Data reveals that the average annual cost for supported employment services (\$3,238 in 2004) remained relatively unchanged by 2006, despite the significant increase in individuals participating in supported employment. As well, the average annual cost of sheltered work and facility-based non-work services continued to be roughly two times the average annual cost of supported employment.

## **New Mexico**

In New Mexico, Governor Bill Richardson has recently launched an initiative to increase employment of persons with disabilities within state government. Governor Richardson charged state administrators of disability services with developing a proposal that would facilitate the hiring of employees with disabilities in State of New Mexico Government. The Governor also launched an interagency workgroup to oversee implementation of the initiative, which includes efforts to: enhance recruitment and retention; increase education and awareness training related to hiring and retaining employees with disabilities; modify state statutes for hiring persons with disabilities; and expand on-the-job training, internships and apprenticeship programs. Targets have been set for the goals of increasing both the number of people with disabilities who apply for employment with the State of New Mexico Government, and the number of people with disabilities who are employed with the State of New Mexico Government.

## California

In California, Senate Bill 1270 was recently signed into law. This bill emphasizes the importance of locating jobs and expanding integration opportunities for persons with development disabilities. S.B. 1270 requires the state Department of Developmental Services (DDS) to make available to local regional centers – and post on the Internet – information about employment options for working aged adults with developmental disabilities. The department, in consultation with regional centers, must also develop a plan to train regional center personnel on employment issues facing persons with developmental disabilities. Furthermore, regional centers are obligated to include in all individual service plans information on making informed choices about employment.

The state's 21 regional centers serve as the single point-of entry to all long-term developmental disabilities services furnished by the state. These centers are independent, non-profit entities operating under contract with DDS. Regional centers also are directed, under the provisions of the legislation, to expand opportunities for full and equal participation in the mainstream of community life by: (a) providing outreach to and training of representatives of local community agencies, businesses and provider organizations on involving persons with developmental disabilities in community activities; (b) developing a community resources list; (c) assisting case managers and family members in expanding community integration options in the areas of work, recreation, social, community service, education and public service; (d) developing and facilitating the use of innovative methods of contracting with community members to provide support in natural environments to regional center consumers; and (e) developing and facilitating the use of natural supports to enhance community participation.

## **Financial Incentives and Disincentives**

To further support integrated employment, a number of state developmental disability agencies have created a set of financial incentive to encourage providers in the direction of integrated employment, and in some cases, agencies have also implemented a set of clear financial disincentives for continuing or expanding segregated work and non-work programs. This section discusses the various states that have chosen to use financial incentives and disincentives.

### **Tennessee**

Since 2001, Tennessee has given \$1,500 awards to service providers who help individuals obtain integrated employment, either through accessing and completing the vocational rehabilitation service process, or transitioning people out of facility-based employment or non-work programs. Statewide, there are 60 stipends available each year on a first-come, first-serve basis. The Tennessee Employment Consortium runs the awards program and it is jointly funded by Tennessee's State Developmental Disabilities Agency, the Tennessee Council on Developmental Disabilities and the Tennessee Vocational Rehabilitation Agency.

Beyond this, Tennessee has implemented major changes to its long-term care rate system in order to promote its Employment First! policy initiative and increase integrated employment outcomes. Tennessee revised its rates for various day and vocational services, ensuring that the highest reimbursement rates are paid for supported employment. [See chart of rates on next page.]

Tennessee also implemented fiscal incentives to transition people from facilities to supported employment. Normally, if people receive a mix of services, providers must bill the daily rate for the service that comprises the majority of the day. Now, with the incentive in place, if a service provider assists a person to work in the community at least two hours per day, the provider is able to claim the supported employment daily rate.

Tennessee officials put the cost of rate increases for supported employment in context, pointing out that the federal match (66%) pays for the bulk of the cost of increasing funding for supported employment. In order to further encourage even more transitions from sheltered and day facilities, Tennessee is now implementing program changes which will allow individuals to continue to be eligible for long-term support funding to attend a facility-based program while they are also utilizing vocational rehabilitation funding to obtain community employment.

Tennessee Division of MR Services / Day Services Payment Schedule

<b>Employment-Based Services (not based on ICAP Level)</b>	<b>Daily Rate Per Person</b>
Employment (3 people or fewer at a site, at least 3 contacts a week)	\$77.25
Group Model (4 or more at a site)	\$44.45
Special Rate (1:1 supervision at site)	\$107.60
Special Rate (2:1 supervision at site)	\$128.20
Follow-Along (2 contacts a <i>month</i> - this is a <i>monthly</i> rate)	\$338.80
<b>Facility-Based Services (based on ICAP Level)</b>	
Rate 1: Level 1	\$30.65
Rate 2: Level 2	\$38.45
Rate 3: Level 3	\$51.80
Rate 4: Level 4	\$74.95
Rate 5: Level 6**	\$125.65
<b>Community-Based Services (based on ICAP Level)</b>	
Rate 1: Levels 1-3	\$59.40
Rate 2: Level 4	\$92.40
Rate 3: Level 6**	\$128.20

\*All rates are daily except for follow-along which is a monthly rate

\*\*Please note, Level 6 is Medical Residential which is an inclusive, 24 hour residential service with a nursing component.

As mentioned earlier, since these changes were made, the number of adults in day services who are employed in competitive jobs in the community has increased by nearly forty percent. (Winsor, 2006). Prior to the Employment First! initiative, Tennessee also offered agency incentive grants for conversion of segregated facilities to community-based programs.

### Vermont

The absence of any facility-based work programs in Vermont is the result of a state agency fiscal policy decision which created a five-year sunset on waiver funding for sheltered workshops. Despite a clear and sustained commitment to real work in the community, and substantial investment in supporting workshops to transition people to community employment, the state found that people were still being recommended for sheltered workshops. So in 1995, notice was given to provider agencies that as of the year 2000, funding administered by the state developmental services agency could no longer be used to fund sheltered workshops. State agency staff report that “people squawked” but then they adapted. Since the sunset date, state agency policy now reads as follows:

Division of Developmental Services funds cannot be used to increase the availability of the following services:

- Enclaves (segregated work environments within an employer's worksite).

Division of Developmental Services funds cannot be used at all to fund the following services/settings:

- Sheltered workshops

(Excerpt from Vermont State System of Care Plan for Developmental Services: 2005-2007.)

When the planned change was announced, the state developmental disabilities agency and the state vocational rehabilitation agency together contracted with the University of Vermont to provide intensive technical assistance to sheltered workshop providers so they could convert their services to community-based services. When the effective date arrived, Vermont had only two sheltered workshops remaining and they converted soon after the sunset took effect. Prior to announcing the policy change, state agency staff had prepared impressive data regarding the benefits and cost-effectiveness of supported employment for elected officials, to ensure they would support the change. On an annual basis, Vermont's state developmental disabilities agency continues to provide reports on the benefits of supported employment, including the projected reduction in the amount the state must spend on Social Security. The savings to the state are now over one million dollars annually.

## **Maine**

Soon after the developmental disabilities state agency (BDS) adopted the vocational policy in 2000, the agency director made good on their commitment to "position their resource to fully support the policy." Despite opposition from sheltered workshop advocates, she reduced the reimbursement rate for sheltered workshops and capped funding for that category of service, ensuring that no new funding would be allocated to expand sheltered workshops. State agency staff report that "people squawked" but then they adapted. She increased the rate for supported employment so that it was higher than the rate for sheltered workshops and day services. In Maine however, the only entitlement is to day habilitation services, which does not include supported employment or sheltered workshops. In order to continue the agency's leadership in promoting integrated employment as the preferred outcome, the state agency is looking at ways to shift funds earmarked for day habilitation to the supported employment services budget so supported employment can be expanded to meet the demand (the waiting list would be eliminated) and so people with developmental disabilities can be assisted to maximize their productivity and income, through access to services necessary to obtain paid, community employment.

## **Oklahoma**

For some time now, Oklahoma has paid for services based on the number of hours a person works, rather than the number of hours of service provided to the person in the course of performing that work. This payment system has encouraged providers to pursue full employment for every individual and to fade supports as much as possible. Providers receive the best reimbursement rates when people are working the most hours with the least amount of support.

Because Oklahoma includes enclaves of 4-8 people in its definition of supported employment, this payment system initially created a perverse incentive to do enclaves. In 2005, Oklahoma corrected this by creating separate rates for individualized employment and group employment. The hourly rate for individualized employment (\$16 for each hour worked) was set 33% higher than the rate for group employment (\$12 for each hour worked). Oklahoma's developmental disabilities state agency also implemented a new policy that states if the group employment model is being used, and as a result multiple people are being supported in the same hour by a single job coach, the state will only pay for one hour of job coaching, even though multiple people are being supported during that hour of job coaching. The rate change and this policy change together has helped Oklahoma reverse the incentives to do group rather than individualized employment supports in the community.

In addition, Oklahoma has rates for sheltered workshops, which are much lower, on an hourly basis, than for community integrated employment. The sheltered rates are \$4.20 to \$4.50 per hour. As well, to encourage systems change toward integrated employment, Oklahoma has established separate pots of funding for the different day and vocational service categories. By doing this, state agency staff are able to move sheltered funds to the community integrated employment funding pot whenever these funds are freed up (e.g. if someone dies, moves out of state or transitions out of a sheltered workshop). Once these funds are part of the community integrated employment pot, they stay in that pot and are therefore no longer available to be allocated to sheltered employment.

## **Colorado**

Colorado was one of the first states in the country to adopt significant funding incentives to promote integrated employment for people with developmental disabilities. In 1988, the annual rate for integrated employment services was set at 25% higher than the annual rate for facility – based services. In that same year, a moratorium on new funding for, and new placements into, sheltered workshops was implemented. Between 1988 and 1996, Colorado saw a more than 100% increase in the percentage of people in integrated employment, from 21% to 46%. If anyone questions whether these particular incentives were pivotal, one need only look at what happened after 1996, when the 25% rate incentive and the moratorium on new funding and new placements into sheltered workshops was lifted. Despite the continued existence of a clear and unambiguous employment first policy, Colorado's percentage in integrated employment steadily declined. By 2004, Colorado had just 27% of people with developmental disabilities in integrated employment.

Colorado now faces a new challenge, in addition to the continued possibility of expansion of sheltered workshops. Colorado now has a rate system that reimburses community-based non-work services at a higher rate than community employment services. As a result, this type of service is burgeoning, despite the fact that it clearly is not in keeping with the state agency's employment first policy. Because of the events of the past ten years, the state developmental disabilities agency director has appointed an ad hoc committee to advise him regarding how the state should proceed in order to reverse the trends away from community based employment. In terms of financial incentives, the ad hoc committee has recommended consideration of the Ohio individualized funding approach described in the next section.

## Ohio

In 1998, the Ohio Council on Developmental Disabilities funded an employment outcomes pilot project in Delaware County, Ohio. This county was already operating under a self-determination system. By utilizing individualized budgets, under a self-determination waiver, Delaware County was able to provide people with greater choice regarding who they could pay to help them find and keep a job. No longer were people only able to receive services from traditional employment service agencies. The project allowed for a more flexible range of employment support providers as well as an innovative way to determine reimbursement rates for services.

In 2000, the Ohio Council on Developmental Disabilities proposed to fund the expansion of the project to all counties in Ohio. The Ohio Department of MR/DD provided \$33,000 in state match for the Council's \$100,000 investment of federal funding to support the *Employment Outcomes Challenge Grant*. The goal of the expansion project was to "increase the number of people with developmental disabilities who have a (community) job that pays at least minimum wage, with benefits, by providing alternatives to traditional employment services."

Under this initiative, the range of individuals or organizations that can be paid as *Employment Agents* is widely expanded. While the definition of Employment Agent still includes traditional vocational agencies, it also includes family members, friends, employers, and residential or other community service providers. Employment Agents, working under an individual support agreement, are expected to provide job development and job-related support after the person obtains paid employment.

Employment Agents are paid on a commission basis, based on the earnings of the person with a disability. The more the person earns as a starting wage, the higher the commission that is paid. The payment structure encourages Employment Agents to help people obtain jobs that offer as many hours per week as possible, and that offer the highest hourly wage possible. This strategy was adopted partly in response to the state's awareness that only 8% of people with developmental disabilities in Ohio were working twenty or more hours a week. Paying based on earning also encourages job developers to assist already-employed individuals with career advancement. Micro-enterprise is also strongly encouraged as one route to maximizing earnings. To encourage micro-enterprise, the project allows service dollars to be used for capital start-up costs.

Payments are made similar to the way Wisconsin's DVR makes milestone payments. Payments are only made after the person obtains a job and starts earning money. The commission is not

solely based on the wages earned but also is adjusted for the degree of difficulty expected in finding a job for a particular person. For example, the initial payment when a person gets a job and starts earning money is as follows:

1. For a person who has never been employed, the job developer is paid 50% of the person's first-year earnings.
2. For a person who previously worked in a sheltered workshop, the job developer is paid 40% of the person's first-year earnings.
3. For a person with previous community employment experience, the job developer is paid 30% of the person's first-year earnings.

Each subsequent year, the fee is reduced by 10% until the base rate of 20% is reached. The base rate will continue as long as the individual remains employed. In the initial years, the Employment Agent's fee may not be reduced if a person's hours or wages increase during that time (as may typically be the case where an employer may prefer to start a person out at lower hours and then increase the person's hours after its clear the job is a good match). As well, once the 20% base rate is met, the actual fee paid to the Employment Agent could increase over time, if the person's hourly wage and/or hours increase. Consider this example for a person with no previous employment experience, who starts out working 12 hours a week at \$6.50/hour and then, after one year, moves to 18 hours a week at the same rate, and then continues at 18 hours a week with inflationary raises of 3.5% each year:

Year	Annual Wages	Commission %	Empl. Agent Annual Fee	Empl. Agent Total Fee Earned
1	\$4,200	50%	\$2,100	\$2,100
2	\$6,200	40%	\$2,480	\$4,580
3	\$6,417	30%	\$1,925	\$6,505
4	\$6,642	20%	\$1,328	\$7,833
5	\$6,875	20%	\$1,375	\$9,208

In the first year of the pilot project, 28 individuals were employed in community jobs (goal was 30) with 26 employers. The average wages of these individuals were \$1.88 per hour higher than for those not participating in the pilot. Individuals involved in the pilot earned \$3.30 for every dollar invested in the project. For every dollar of Employment Agent fees paid, individuals earned \$20.37 in wages.

### **New Hampshire**

Policies and practices around funding are the key ways New Hampshire has been able to promote dramatic systems change to community integration and employment.

Since the state began creating a community services system in 1981, after the Laconia State School class action lawsuit resulted in a court order to develop community alternatives to

institutional services, New Hampshire's state agency for people with developmental disabilities has been clear that the primary goal of services is "to help people become more interdependent and valued members of their community". In retrospect, state agency staff credits the clear philosophical position on the value of community inclusion, which was adopted by the state developmental disabilities agency, as the biggest single factor that laid the groundwork for the systemic change in vocational and day services that took place. From very early on, community employment was seen as one of the most powerful vehicles for achieving community inclusion.

*I think a number of people came together and recognized the value and that group of people became the leaders and those leaders really pushed for it. So there wasn't a mandate, it was just sort of a natural thing. This is where we're all going. If you want to keep up, you're going to have to do this. (Winsor, Metzel, Hall, Butterworth & Gilmore, 2005)*

While there was no formal state agency policy explicitly favoring integrated employment, congregate, facility-based programs were discouraged by significantly limiting funding for these programs. Since 1984 for example, New Hampshire has had a policy which prohibits funding to expand or open new sheltered employment programs.

Then, in 1986, New Hampshire received a systems change grant focused on expanding supported employment. The Developmental Disabilities State Agency, the State Vocational Rehabilitation Agency, the Job Training Council, the State Mental Health Agency and the State Developmental Disabilities Council came together and developed a funding policy to support the expansion of supported employment at the local level. The systems change grant also spurred the closure of existing sheltered workshops as one strategy to contribute to the growth and development of supported employment.

As services became more consumer-directed, workshops and segregated, congregate day programs were further phased out. In addition, there was an informal understanding between the Division of Developmental Disabilities and providers: the state allocated additional resources to providers that were more effective at meeting the broad goals of community inclusion and integrated employment. Since the early nineties, a continued focus on individual preferences and outcomes, along with the implementation of individualized funding, led to a gradual but continued reduction in congregate services and supports. For the past seven years, New Hampshire has had no congregate day or employment services. In 2004, 48% of individuals receiving day or vocational services were involved in community employment. Now, New Hampshire is focused on increasing the hours these individuals are working and has applied for a Medicaid Infrastructure Grant to address this specific issue. In addition, they have recently implemented an individualized quality assurance mechanism which requires every individual's annual plan to include a calendar that maps out the person's weekly routine. This helps the individual's planning team and the state agency personnel to assess the quality, meaningfulness and inclusiveness of the person's day-to-day lifestyle.

## **Maryland**

Maryland, like New Hampshire, is approaching their commitment to expanding integrated employment primarily through financial incentives. In July, 2003, the state implemented an incentive payment program for community supported employment providers who assist an individual entering the service system to find and keep a job for six months. The individuals must be employed by a community employer. The incentive payment is 10% of the annual rate paid to the provider for the individual's support.

## **South Carolina**

This year, South Carolina's state legislature has made a commitment to expanding integrated employment, providing funding to the South Carolina Department of Disabilities and Special Needs for an additional 1,500 people to receive family and in-home supports funding. "The major portion of the in-home supports funding will address employment and day services with a priority on supported employment." (Community Services Reporter, 2006) The state also adjusted its capitated payment structure to reflect the increased costs of providing services, and to allow for provider payment rates to be increased.

## Rate Setting and Match Allocation Discussion

In considering what distinguishes states that have consistently done well in the area of integrated employment, or that have experienced recent success with increasing the number of people with developmental disabilities involved in integrated employment, from states that have not, two critical factors related to service funding became evident. First, states (or regional/local purchasers acting on behalf of the state such as counties or regional entities) that establish individual reimbursement rates for the various day and vocational services are better able to encourage providers to shift toward integrated employment than states which do not assign an individual rate to each type of service. A number of states (e.g. Tennessee and Colorado) seeking to improve their integrated employment outcomes have increased rates for integrated employment services, and within this service category, some states (e.g. Florida) have established higher rates for individual employment than for group employment, in order to promote individualized employment as the preferred integrated employment outcome. Some states (e.g. Maine) that have taken this approach have partially funded these increased rates by reducing the rates for segregated employment and day programs, thereby creating further incentives for providers to shift their focus to providing community-based employment services. When rate setting involves only the establishment of a single daily rate for all services, this severely limits a state's ability to use fiscal incentives to promote integrated employment. While a single daily rate may be valued for offering maximum flexibility, it does not allow the state to create any incentives to provide particular types of vocational or day services.

Second, states (or regional/local purchasers acting on behalf of the state) that earmark specific portions of their match dollars for specific day and vocational services are better able to shift their system toward favoring and supporting integrated employment. Maine and Oklahoma are good examples, having been able to shift their system toward integrated employment and day services in part by steadily increasing match allocations for these services, while simultaneously reducing match allocations for segregated work and non-work services whenever possible. Commonly, this means allocating all new match funding to integrated vocational and day services, and permanently shifting existing match funding for segregated vocational and day service to the integrated services budgets when people in segregated services transition, move or pass away. Wisconsin does not divide its match funding among the different day and vocational services, making it impossible to preserve or increase Wisconsin's financial investment in supported employment services, which in recent years, has dropped dramatically. While there has not been a reduction in overall spending on services for people with developmental disabilities in Wisconsin, funds allocated to supported employment are decreasing, while funds allocated to facility-based services are increasing. Again, while avoiding earmarking allows for maximum flexibility, it also does not allow the state to promote particular services within the range of services available under the current system.

States (or regional/local purchasers acting on behalf of the state) that have chosen to use *both* of the above strategies – setting individual rates for each type of service and establishing match allocations for each type of service – appear to have the most success in being able to increase and sustain integrated employment outcomes for people with developmental disabilities.

## Definitions of Supported Employment

This study found that a state's definition as to which community job placements are eligible for supported employment service funding seems to have a bearing on the state's relative success with promoting and expanding integrated employment opportunities for adults with developmental disabilities. Within a state, a lesser degree of restrictiveness in the established definition of what counts as supported employment appears to correlate with higher percentages of individuals with developmental disabilities in integrated employment.

The five factors most commonly used to determine the degree of restrictiveness include:

1. Whether a minimum number of hours per week is required.
2. Whether a minimum wage per hour is required.
3. Whether the person can be employed by the supported employment agency or community rehabilitation provider (CRP), rather than by the community business.
4. Whether the proportion of total workers with disabilities or total supported employees cannot exceed a certain level.
5. Whether more than one supported employee, and if so, how many can be employed:
  - -at the same community business
  - -in the same department of a community business
  - -during the same period of time
  - -sharing a single job and working staggered shifts
  - -sharing a single job and completing the job as a team.

Among states that continue to fund facility-based work and non-work programs, those that adopt the most restrictive definitions for what counts as supported employment tend to report comparatively lower percentages in integrated employment. In contrast, states with more liberal definitions of what counts as supported employment generally report having lower percentages of people with developmental disabilities in facility-based work and non-work programs and higher percentages in integrated employment.

Most states doing well in the area of integrated employment count work crews and enclaves in their definition of integrated employment and allow supported employment funding to be used to support these arrangements. Work crews and enclaves are generally considered to be groups of four to eight people. Within these models, some states only allow work crews or enclaves where the service provider agency (e.g. the CRP) is not the employer. Some states require that work crews and enclaves must pay minimum wage or higher to qualify as supported employment.

Nationally, there is very little discussion of what falls between individualized employment and work crews/enclaves. For the purposes of this report, the term 'team employment' is used to describe arrangements where two or three individuals work together and are employed by a community employer. They may be doing three separate jobs or they may be sharing the tasks involved in a single job. Wisconsin's supported employment service definition, according to the current DHFS website and the January, 2004 BDDS Medicaid Waivers Manual, does not specify that supported employment is limited to individual employment. While the waivers manual

definition does not specifically mention work crews, enclaves or team employment, it also does not state a limit on number of people who could be supported to work together. However, an MA Waiver Update dated October 1999 defines supported employment in detail. An excerpt from the Update makes it clear that supported employment does not include work crews and enclaves, but does include arrangements where 2-3 individuals are employed by a community employer either sharing a job or sharing a job coach.

Different Types of Supported Work Options:

1. Individual Placement: A job placement where one individual is employed in an integrated community job which can be either an existing position, a carved position or a position created specifically for the person.
2. Job Sharing: Job sharing is where an individual is matched with another individual with a disability to do one job. They typically perform the work at different times.
3. Complementary Job Sharing: Two people with disabilities work together to complete a job. Alone, neither individual has the skills necessary to complete the entire task; by working together, they are able to do the work.
4. Cluster Sites: Cluster sites refer to environments where one employer has [hired] two or more supported employees and they may be located in different departments or floors of the building.
5. Dispersed Cluster Sites: A dispersed cluster site involves several supported employees working for employers who are physically located close enough [so that the supported employees are able] to access one job coach.

(Wisconsin DHFS, 1999)

Nationally there is not a consistent way to determine how many people with developmental disabilities in integrated employment fall at each point along the spectrum which includes arrangements where as few as one and as many as eight people may work together. Many states, including Wisconsin, do not track data that would allow determination of the number of people involved in supported employment that are working individually, in pairs, or in “cluster” groups of three or more. However, the Institute for Community Inclusion estimates that on a nationwide basis, the ratio of people with developmental disabilities in individualized jobs to those in work crews and enclaves is about 2:1. What is unknown is whether the numbers in individualized employment include those working in groups of two to three (groups which are not large enough to qualify as work crews or enclaves).

## The Debate over How and When to Restrict What Counts as Supported Employment

When a state pays for facility-based work and non-work programs and also places significant restrictions on what counts as supported employment, it seems this typically creates barriers to increasing participation in integrated employment. This appears to be particularly true for states that invest heavily in facility-based services and offers readily available alternatives to integrated employment. In this situation, more restrictions on what counts as supported employment can lead to a greater number of people who participate in facility-based employment and non-work programs, even if they express a preference for integrated employment. A state that has, over the years, made a heavy investment in facility-based services must give careful consideration to which restrictions on what counts as supported employment are considered essential and which restrictions, while desirable, should be loosened in the short-term to encourage systems change and transitions to integrated work options.

Take for example a state (or county/Managed Care Organization) that is willing to pay for job coaching at a maximum rate of 25% of the hours a coached employee works. In this example, if the state also adopts a policy limiting eligibility for job coach funding to people who work in individual jobs, the state denies an individual who could work with 50% job coaching the opportunity to obtain integrated employment. Whereas if team employment were permitted, a person requiring 50% job coaching support could obtain integrated employment **at no added cost to the state** by working with one other person and combining their job coaching resources. Likewise, if a state also requires that people must be able to earn minimum wage or higher from the first day of employment, an even larger segment of people will be denied the opportunity to work in the community and this impact will be further exacerbated if the state does not apply the same standard to facility-based employment programs.

If restrictions are not universally applied to both segregated and integrated employment support services, people will often be relegated to facility-based employment or non-work, in large part as a result of unintended consequences of the state's well meaning policies. A definition of supported employment that sets the bar for eligibility much higher than the eligibility bar for facility-based work is not likely to promote the expansion of integrated employment. Because Wisconsin is a state heavily dependent on segregated work and non-work programs, in the short-term, it seems it would be beneficial for Wisconsin to give consideration to liberalizing what counts as supported employment in order to help shift the system and enable more people to "qualify" for the opportunity to receive the supported employment services they need to work in the community.

When states permit work crews and enclaves to qualify as supported employment, the numbers who end up in community-based group employment are not however insignificant. 2004 data from Colorado showed 43% of those in integrated work were in group employment services as opposed to individual community jobs. 2005 data from Oklahoma shows 76% of those in integrated work were in group employment services where groups averaged 4-5 workers. However, what is also clear is that these states have *lower numbers in segregated workshops*

*and facility-based day programs* than states which define supported employment to include only individualized community-based employment. The questions a state must grapple with are:

1. What is the range of supported employment options which offer better outcomes than segregated workshop and facility-based day programs?
2. What incentives and restrictions should we implement to ensure that individualized employment continues to be the most desirable and most common community employment outcome?

While permitting a broader definition of what counts as supported employment can clearly expand access to integrated employment for people with developmental disabilities, and consequently promote less reliance on facility-based work and non-work programs, states can encourage the optimal version of integrated employment in a number of ways.

First, Oklahoma and Florida have demonstrated that states can encourage individualized community employment, within the broader definition of supported employment which may be in place, through reimbursement rates that create incentives for supported employment providers to pursue individualized or smaller group employment arrangements (e.g. 2-3 in a group rather than 4-8 in a group).

Second, Ohio has demonstrated that states can encourage supported employment providers to help people achieve higher paying jobs, without mandating a minimum level of pay, by using a payment system that rewards supported employment providers who help people obtain higher paying jobs.

Third, Oklahoma has demonstrated that states can encourage supported employment providers to help people maximize the hours they work, without mandating a minimum number of hours, by paying supported employment providers based on hours worked rather than hours of support.

In Wisconsin, there is an existing incentive to do individualized, integrated employment instead of team integrated employment: that is, the ability to access state VR funded services. Yet with regard to the question of whether Wisconsin's long-term care system should adopt the strictest definition of supported employment (one person – one job and nothing else), it's important to consider what has been learned from efforts to reduce reliance on large, congregate residential facilities. In particular, the question should be asked: if Wisconsin would have applied such a strict definition to community residential services (i.e. people must be able to live alone or they are not eligible for integrated residential services), is it likely that so many people would have been able to move out of state and private intermediate care facilities?

## State Agency Staffing

Another key factor that appears to set states doing well on integrated employment apart from other states is the amount of state developmental disabilities agency staffing devoted to developing, supporting and monitoring day and vocational services throughout the state. Wisconsin's developmental disabilities state agency staff (Community Integration Specialists or CIS workers) are generalists rather than specialists. They provide comprehensive oversight and monitoring for particular counties or regions, rather than specializing in the oversight, monitoring and development of specific types of community-based services. In contrast, Oklahoma has nine state agency staff dedicated to day and employment services for people with developmental disabilities. They each cover a specific region of the state and they work closely with vocational providers on service development, quality improvement and other issues related to expanding integrated employment outcomes. Similar staffing arrangements were found in other states doing well in the area of integrated employment. In addition, states like Colorado, which have experienced backsliding on integrated employment, can point to reductions in state agency staffing dedicated to employment services as one cause of the decline in their performance. Both philosophical commitment and practitioner effectiveness appears to suffer when a state developmental disabilities agency lacks a sufficient number of dedicated personnel to focus on the development and expansion of supported employment and community-based day services.

## Investment in Training and Technical Assistance

States doing well in the area of integrated employment have sustained programs of training and technical assistance over many years. In addition to having sufficient numbers of state agency staff who offer on-going technical assistance, high-performing states have invested in non-profit organizations and university-affiliated programs to provide a range of training opportunities and individualized technical assistance services.

The state of Washington created the Washington Initiative for Supported Employment (W.I.S.E.), an independent non-profit organization dedicated to providing training and technical assistance to promote integrated employment for people with developmental disabilities. (For more information, see <http://www.theinitiative.ws/default.html>) Washington also requires all of its vocational service providers to be accredited by the Commission on Accreditation of Rehabilitation Facilities (CARF). (Note that only a handful of CRP's in Wisconsin are CARF accredited, even though Wisconsin has a number of qualified CARF surveyors.)

In Oklahoma, the state developmental disabilities agency contracts with the University of Oklahoma to deliver the job coach and general employment service training necessary for staff of provider agencies to meet the state's established training requirements. (Note that Wisconsin dropped its training requirements for supported employment staff a number of years ago.) The University also assists Oklahoma APSE to host an annual supported employment conference. Oklahoma also has a program called "Operation Paycheck" which brings together an expert workgroup that is available to all providers and support teams across the state. If providers or support teams are struggling with assisting an individual to obtain paid, community employment, they can bring the situation to the workgroup for expert advice and assistance.

Vermont's developmental disabilities agency and state vocational rehabilitation agency jointly fund the University of Vermont's Center on Disability and Community Inclusion to run a technical assistance project for supported employment providers throughout the state. On an annual basis, four to six supported employment sites are prioritized for intensive support, while the project also maintains a general focus on assisting with capacity building, quality improvement and the development of new strategies and initiatives to increase integrated employment outcomes. At the beginning of each contract term, a training needs survey is conducted with all supported employment providers and this is used to develop an annual training plan which includes both introductory and advanced offerings. Three introductory trainings are provided each year, in addition to four or five specialized trainings. As well, staff coordinate the development of local/regional forums for networking, problem-solving and best practices discussions.

In Maine, the Division of Behavioral and Developmental Services has collaborated with the University of Maine Center for Community Inclusion (CCI) to develop and support the implementation of the Maine Employment Curriculum. Using a leadership model of education (train the trainers) CCI has supported representatives from 15 community rehabilitation agencies to deliver the comprehensive, best practices curriculum across the state. During 2003 (the first year of the project), 327 individuals from 50 agencies completed at least one module. 100 were

certified as job coaches (signifying completion of 8 modules totaling 25 hours of training) and 75 individuals were certified as employment specialists (completion of all 14 modules and more than 45 hours of training). Additional leadership institutes were then conducted to prepare additional teams of instructors to continue to deliver the curriculum across the state.

In New Hampshire, funds from the state's first systems change grant were used to send state agency staff, regional staff and provider staff to attend national conferences as a team. This encouraged multi-level collaboration and ensured exposure to the most innovative and cutting edge employment strategies. Experts and speakers from other states that were recommended by those who had attended national conferences were then brought to New Hampshire to reach wider audiences. All of these efforts greatly enhanced the state's systems change efforts. Additionally, family members of people with disabilities were invited to attend evening meetings with agency staff to discuss ideas for developing more integrated employment opportunities. In-state trainings were developed, at the behest of strongly committed state agency directors. These trainings brought together state vocational rehabilitation and developmental disabilities case managers to learn how their respective funding streams could be used together to fund non-duplicative supported employment services.

Across the board, states that are investing heavily in training mention the critical importance of focusing on values training, including Social Role Valorization in particular. While practice-based issues are also addressed, states that attribute a large part of their success to their investment in training say that the values training must come first. It must be on-going, and it must target people at every level of the service system. As well, many states mentioned a strong emphasis on systematic instruction as one key practice-based training topic which has made a significant difference in terms of their success at being able to expand integrated employment for people with developmental disabilities.

## Supporting Organizational Change among Facility-Based Providers

A number of states that have a significant percentage of individuals with developmental disabilities in integrated employment, or in integrated services generally, didn't start out this way. New Hampshire is an excellent example. In 1988, New Hampshire had 61% of individuals with developmental disabilities in sheltered workshops or facility-based day programs. At that time, New Hampshire began a systems change initiative focused on community integration. By 2001, New Hampshire had 94% of individuals with developmental disabilities receiving work and day services in the community, and of these 54% worked at least part-time in integrated employment (Butterworth and Cohen, 2004).

Many states that have achieved similar shifts have done so in part by making a concerted effort to work with facility-based providers on organizational transformation. Soon after Maine announced its vocational policy and commitment to integrated employment as the preferred outcome, its state agency hosted an organizational change series for provider organizations. The series focused on supporting conversion activities and inclusive practices. As well, Maine's state agency created a position dedicated to assisting facility-based providers to convert to community-based programs. In Vermont, the announcement of the sunset for funding of sheltered workshops was followed by intensive technical assistance, training and support to assist facilities to transform their services prior to the arrival of the sunset date.

However, there is no need for the state to adopt a clear policy calling for change *before* it begins engaging facilities about transformation. In the southeastern part of the country, the Region IV Rehabilitation Continuing Education Program (RCEP) operates the Southeast Region Organizational Change Network, whose vision is to build community capacity and accelerate change toward integrated employment. The initiative helps create high-performing CRP's that will increase the rate of community integration opportunities for individuals with disabilities. Within this project, Tennessee, Florida, Georgia and North Carolina have statewide organizational change networks. Network members use an organizational change planning process to create a cultural environment within their organizations for supporting people in change. The statewide networks are also sponsored by their respective state funding agencies, including Vocational Rehabilitation, Mental Health and Developmental Disabilities, and their Councils on Developmental Disabilities. The principle behind the project is that *systems change and provider organization change are inter-related and co-dependent processes*.

Across the country, there are a growing number of stories of facilities that have self-selected for transformation. Reasons range from economic pressures, to the decline in the availability of contract work, to a water main break that flooded one facility in North Dakota. Today, evidence suggests there are a growing number of issues which are causing facilities to consider the potential benefits of transformation. Some of the most innovative models for transformation, which are both cost-effective and successful, are present right here in the mid-west. Within Wisconsin, we have Community Industries in Stevens Point and New Horizons North in Ashland. In Illinois, there is the Ray Graham Association for People with Disabilities which developed six dispersed, community-based learning centers out of the transformation of a single, large sheltered workshop. In Minnesota, organizations like Composita, Community Involvement

Programs and Rise, Inc. have dynamic histories of transformation and of sustaining their commitment to community-based services to this day. In Michigan, Alleghen County and Calhoun County offer excellent stories of successful transformations of facilities to integrated services.

Clearly, the state Developmental Disabilities Services Section can start and maintain an on-going dialogue with facilities regarding the benefits and opportunities inherent in transformation. When facilities begin to consider planning for organizational transformation, strong support from the state developmental disabilities agency, backed by the availability of technical assistance from peers who have been through the decision-making process, and the availability of resources for planning and transition, can further encourage facilities to move in the direction of integration and gainful community employment. Systems change, if it is to be successful, must focus as much on how a state will move *away* from what it currently has, as it is focused on how the state will move *toward* the vision it establishes for a changed system.

## **Utilization of a Comprehensive Data Tracking System**

A comprehensive data tracking system can serve many purposes which will aid a state with systems change activities. Other states that have been successful in increasing integrated employment outcomes for people with developmental disabilities have relied on data tracking systems to help them evaluate the system, set goals for change, monitor progress, identify the need for self-correction efforts and track the achievement of established goals over time. An effective data system can also provide the basis for contract monitoring and quality assurance. And most critically, a comprehensive data tracking system can produce the data state developmental disability agencies need to convince state administration leaders, elected officials and advocates to fully support and sustain systems change efforts.

Many states doing well in integrated employment have invested in the development of sophisticated data tracking systems, which minimize the burden on reporters. Most all states, which have developed effective systems, point to the critical need to get data directly from providers. As well, tracking service recipients on an individual basis seems to provide the best baseline data source and to allow greater flexibility and scope for how the data can be analyzed and presented.

A number of states like Maine and Washington track comparative wages of individuals on a longitudinal basis, including wages in facility-based employment and wages in community-based employment. In Vermont, state SSI savings and contributions to the local sales tax base are tracked for advocacy with elected officials. In Washington, they also track the value of employer taxes paid to the state as a result of the community employment of people with developmental disabilities, as well as the value of employer-provided benefits. These types of data collection activities are designed to accurately depict the cost effectiveness of supported employment in relation to alternative day and vocational options. In New Hampshire, the state tracks the number of employers who employ people with developmental disabilities in order to demonstrate the growing commitment to supported employment by the business community, and to quantify the untapped potential that still exists within the state.

## Understanding the Wisconsin Context

There are a set of features that are unique to Wisconsin and that have particular bearing on how best practices from other states, summarized in the previous section, might most usefully be applied here. By way of introduction to the set of recommendations that follows, this section offers a brief assessment of the unique situation in Wisconsin.

As mentioned at the outset of this report, Wisconsin has a long history of commitment to the availability of community services for people with developmental disabilities. As a pioneer of community services, Wisconsin can be proud of the legacy it has created and the leadership it has provided for many other states over the years. Yet coupled with this long-standing commitment to the availability of community services is a cultural disposition which, it seems, has consistently valued the availability of a continuum of services above all else. Wisconsin is a state that is neither hesitant nor apprehensive about adding options to the continuum. Good ideas for new services are typically embraced when they are discovered. Supported employment is one such example, having been added to the continuum in the early eighties. Yet, Wisconsin has struggled with the notion of limiting the continuum; and has particularly struggled with removing pre-existing options from the continuum as progress and experience suggest these options no longer represent the best that is possible for people with developmental disabilities. Only recently did Wisconsin make decisive moves to encourage the downsizing of residential institutions from the continuum of options available to people with developmental disabilities.

On the vocational front, as far back as the beginning of the community integration waiver program, state agency staff was anticipating a systemic shift away from sheltered workshops and the waivers were originally designed to support this. Yet Wisconsin continues to struggle with the perception that phasing out old options from the existing continuum denies an individual access to choice, rather than framing the shifting away from old options as a healthy modernization and improvement of the continuum, based on years of learning and progress. If viewed in this light, efforts to revise or update the continuum of services are a way to prioritize the quality of the options available, rather than the quantity of those options, and to support a dynamic continuum that allows room for new and innovative options to be added over time. Taking this approach, Wisconsin can balance its commitment to consumer choice with its commitments to integration, innovation and quality.

A number of those interviewed from Wisconsin believe that the absence of a clearly articulated state agency preference for integrated employment led to supported employment becoming nothing more than an “add-on” service. Expressing state-level preferences for particular outcomes, and for the services on the continuum that support those outcomes, is also a strategy Wisconsin’s state agency could use to encourage the expansion of integrated employment. Like Oklahoma, Wisconsin could establish clear preferences among the services included on the continuum and support those preferences with funding and policy incentives.

Recent passage of statutory language in Wisconsin clearly defining *most integrated setting* and *least restrictive environment* is perhaps the clearest policy statement in favor of integrated services and outcomes that has been made to date. If such standards are applied to people who

are already receiving community services, it seems the groundwork has been laid for revisiting the question of whether integrated employment and day services should be prioritized and whether Wisconsin's state agency should consider revising and updating the continuum of day and vocational options to ensure that the services included meet the spirit and letter of the statutory definitions of *most integrated setting* and *least restrictive environment*.

Most notably, Wisconsin has always operated a county-based, home and community-based waiver long-term care system, but has recently initiated major reforms to convert to a regionally based managed care system. Neither model involves the Wisconsin Developmental Disabilities Services Section acting as the direct purchaser of services for individuals with developmental disabilities, with an ability to establish rates and allocate funds to particular services. As a result of the local delegation of this role, the state has to approach systems change in what will necessarily be a modified version compared to other states that engage in direct purchasing have done. Washington offers an excellent model for Wisconsin to consider, where, similar to Wisconsin, counties are delegated the responsibility to purchase vocational and day services for people with developmental disabilities. As well, the extent to which Wisconsin no longer provides the bulk of the match funding for the long-term care system further complicates the state agency's ability to orchestrate and direct a systems change. Again, the strategies borrowed from other states will need to be modified for implementation here, and partnerships with Managed Care Organizations and counties will be essential.

In the area of integrated employment, this report has already made clear that Wisconsin peaked in 1990, when 23% of people with developmental disabilities were reported to be working in integrated community settings. Part of the explanation for this appears to be the result of two factors: (1) facility-based employment became an accepted part of the community services system; and (2) supported employment never became more than an add-on program in the state's community service system. Those interviewed who remember Wisconsin's first integrated employment systems change grant remember it as intended to reduce the use of sheltered workshops by transitioning people out and into community employment. They also remember that the grant did not achieve its goal. Wisconsin is now entering its second year of a new integrated employment systems change grant. While the first grant lasted five years, this new grant is likely to last six years. The question before Wisconsin's Department of Health and Family Services, as the responsible state agency, is whether it is seeking the same systems change that they had expected in the late eighties. The following set of recommendations is made with the assumption that this is the case.

## Recommendations

### 1. Conduct a Consumer Survey to Determine Preferences and Satisfaction with Current Services

The preferences of consumers should be a critical driving force in how Wisconsin's Developmental Disabilities Services Section approaches efforts to reform and improve vocational and day services for adults with developmental disabilities. Currently, Wisconsin's Developmental Disabilities Services Section conducts an annual guardian satisfaction survey. However, while a rule exists which requires the DD Services Section to also conduct consumer satisfaction surveys, Services staff acknowledge that these surveys are rarely done. Wisconsin's Developmental Disabilities Services Section could ensure compliance with the existing rule, and could obtain critical information regarding consumer preferences, and consumers' current level of satisfaction with their vocational and day services, by conducting a consumer survey similar to the surveys conducted in Florida and Tennessee.

The survey should determine to what extent the following is true:

1. People with developmental disabilities originally chose the day or vocational services they are currently receiving from a list of options offered to them, which included integrated employment;
2. People with developmental disabilities have sufficient knowledge of the various options necessary to make an informed choice among the day and vocational service options available to them; and
3. People with developmental disabilities are interested in exploring or choosing another option if it were available to them.

Where individuals have guardians, the preferences of individuals with guardians should also be surveyed, as these preferences are still given weight under Wisconsin's current guardianship laws. In considering and analyzing survey results, guardian and consumer responses should be separated. As well, when analyzing guardian responses, a distinction should be made between guardians who provide residential housing and in-home support to their wards, and those who do not.

### 2. Undertake a Formal Values Clarification Process within Wisconsin's Department of Health and Family Services

"The State must set the direction. This is an appropriate and essential role for the State. The direction should be clear..." -Advice from Maine's State Developmental Disabilities Agency Personnel

As Wisconsin state government's unit responsible for the development of sound public policy for people with developmental disabilities, including policy related to the most effective, responsible and beneficial spending of public funds, the Developmental Disabilities Services Section staff should invite a representative group of wider Departmental stakeholders to engage with the

Section in a process that clarifies the Department's values and assumptions in relation to day and vocational services for people with developmental disabilities. Strong leadership from the Developmental Disabilities Services Section staff is needed for any systems change, and the development of that leadership begins with Developmental Disabilities Services personnel reaching consensus on their values and expectations regarding day and vocational services for people with developmental disabilities.

### **3. Convene a Purchasers Consortium to Establish Consensus on the Goals and Objectives for Purchasing Day and Vocational Services on behalf of People with Developmental Disabilities.**

Providers of day and vocational services for people with developmental disabilities are just a reflection of us as purchasers. If we want the providers to do something differently, we – the purchasers – must do something differently. (Paraphrased quote from representative of Family Care CMO.)

The Developmental Disabilities Services Section should engage purchasers, including counties, Managed Care Organizations, the Division of Vocational Rehabilitation and representatives of individuals & families, who will increasingly utilize self-directed supports, in a discussion designed to reach consensus on the goals and objectives for purchasing day and vocational services on behalf of people with developmental disabilities.

On a continuing basis, the consortium should provide on-going opportunities for: sharing of best practices and strategies from Wisconsin and other states for purchasing and contracting; providing technical assistance to purchasers interested in implementing new strategies to encourage providers to focus on different outcomes; and engaging in on-going evaluation of strategies being tested by different purchasers in Wisconsin.

The Developmental Disabilities Services Section should encourage, support and assist intermediary purchasing entities (e.g. counties and Managed Care Organizations) to develop and implement annual or multi-year action plans designed to increase integrated employment outcomes. Florida offers a good example for how this can be done.

### **4. Develop a Clear Written State Agency Policy on Employment**

As a natural follow-up to the values clarification process and the consensus building activities of the purchasers consortium recommended above, the Developmental Disabilities Services Section, in a Department wide effort, should develop a clear written policy articulating its values, and the corresponding goals and purposes of day and vocational services for people with developmental disabilities which flow from these values. The policy should include specific discussion of what the Developmental Disabilities Services Section believes are the priorities and preferred outcomes for people with developmental disabilities within the range of day and vocational services which can be provided under the waivers or through Managed Care. If Wisconsin supports integrated employment, then it should be reflected in a clear, written

*Employment First* policy that promotes maximizing economic self-sufficiency through employment as a goal for all people receiving services. The *Employment First* policy should address three groups: high school graduates; new adults coming off waiting lists; and adults already receiving day or vocational services. Policies from Tennessee, Washington, Maine, Colorado, Oklahoma and Vermont should be considered in designing an *Employment First* policy for Wisconsin. Integral to the overall *Employment First* policy framework should be a policy on promoting informed choice by individuals with developmental disabilities. Colorado has developed a policy on informed choice which could be used as a starting point. As a critical first step, an endorsement of the *Employment First* policy should be secured from the Purchasers Consortium.

#### **5. Create a Core Leadership Team Dedicated to Implementation of the New Policy and the Systems Change Necessary to Translate that Policy into Practice.**

Wisconsin's Developmental Disabilities Services Section should assemble a core leadership team to focus on integrated employment. The allocation of dedicated staff resources should clearly signify the importance placed on this agenda by Departmental leadership. In particular, a total or partial restoration of staff resources previously committed to integrated employment needs to be made if integrated employment is intended to be a priority agenda for the Developmental Disabilities Services Section.

Technical assistance from other states with strong developmental disabilities agency leadership teams should be utilized to maximize this team's on-going cohesiveness and effectiveness.

#### **6. Develop an Effective Data Collection System Designed to Track Progress on Implementation of the New Policy and to Measure the On-Going Cost-Effectiveness, Quality and Community Impact of Supported Employment.**

At present, the state has no comprehensive data tracking system that is focused on day and vocational outcomes for people with developmental disabilities. A number of other states have developed such data tracking systems, which allow comparisons between different day and vocational service in areas such as cost effectiveness, quality, level of integration for participants, and potential for increasing the skills and incomes of participants. As well, some states have developed data tracking systems which allow for longitudinal tracking of individual service recipients in areas such as hours of employment, wages earned, contributions to the local tax base, reduction in dependency on SSI and similar variables.

Once the Developmental Disabilities Services Section establishes a clear policy and related set of goals for day and vocational services, a data collection system can be developed to track those goals. Data collection systems used in Vermont, Washington, Oregon and Massachusetts should be considered for replication here. Technical assistance from the newly formed State Employment Leadership Network (SELN) should be utilized to develop a data collection system that can interface with, or be integrated into the Encounter data collection system being used in the Managed Care expansion. Some important considerations which were identified in the course of completing this research project include:

1. Web-based data entry would be preferable;
2. Data entry by service providers will likely yield the most accurate data;
3. Quarterly or semi-annual reporting could ease the burden on providers;
4. Tying these data collection efforts to the Managed Care Encounter data system will ensure consistent reporting;
5. Tracking working age adults should be the priority;
6. Data tracking of individuals on a longitudinal basis (e.g. wages or hours of employment; hours of support) would be highly valuable for determining long-term outcomes;
7. In order to compare different services, the data system needs to track consistent blocks of time, not just hours of service being provided within those blocks of time;
8. The data system needs to collect data in a way that allows for determining if a person received a mix of services in a given time block, and if so, what the total cost of services was for that particular time block;
9. Different providers should be able to enter data for the same individual, if a person is getting services from more than one provider;
10. For people in supported employment, the data system should collect data on total hours worked, and total hours where the supported employment service provider is the responsible party for the individual;
11. Tracking transportation service and costs separately will likely allow more reliable comparisons between service types;
12. Both employment and day services need to be tracked according to whether they are facility-based or community-based;
13. The data system needs to account for people who are employed in the community but not receiving supported employment services.
14. If people meet the eligibility criteria for supported employment services, but are not receiving supported employment services, the data tracking system needs to be able to track data that can explain why this is the case.

**7. Build the Case for Integrated Employment and Day Services as the Best Investments on behalf of People with Developmental Disabilities.**

It's time for a general, nationwide refocusing on the positive outcomes of supported employment. (Test, 2004)

Wisconsin's Developmental Disabilities Services Section should utilize discretionary resources designed to support integrated employment to leverage match funding from other sources. The total funding should be utilized to support appropriately placed organizations in building a solid case for integrated employment as the best strategy for investing public dollars to benefit people with developmental disabilities and the wider state economy. Key organizations should work collaboratively with the Developmental Disabilities Services Section to educate Department of Health and Family Services leaders, the Governor, the State Legislature, the disability community and the business community, in order to create broad support for systems change and shifting of system resources to services which support integrated employment for people with

developmental disabilities. Initiatives from Florida, North Carolina and California should be considered for replication here.

#### **8. Participate Actively in the Department of Health and Family Services (DHFS) Cross-Disability Integrated Employment Team**

The creation of a cross-disability, integrated employment team within the Department of Health and Family Services is a promising opportunity to garner additional support and build both administrative and political will for systems change, which can promote self-sufficiency through employment as a goal for all people with disabilities. People with developmental disabilities face unique and complicated challenges to achieving integrated employment. Most notably, they have a life-long need for support, which requires a different approach from the rehabilitation and recovery models associated with other disability groups served by DHFS. By far, people with developmental disabilities are the largest single disability group eligible for supported employment, and they are also the largest single disability group currently being served by the facility-based work and non-work programs which do not offer opportunities for paid, integrated employment. Therefore, it is extremely important that the Developmental Disabilities Services Section has a prominent role in the integrated employment team, and shares its values, policies, strategies and service models with this team in order to ensure that any initiatives pursued by this team are highly likely to have a positive impact on people with developmental disabilities.

#### **9. Develop a Collaborative Agreement with the Division of Vocational Rehabilitation (DVR) for Individuals with Disabilities who are Deemed Eligible for Supported Employment Services from Both Agencies**

Wisconsin's Developmental Disabilities Services Section should work closely with the Division of Vocational Rehabilitation (DVR) and other key stakeholders to develop a collaborative agreement between the Department of Health and Family Services (DHFS) and DVR with regard to individuals with disabilities who are eligible for supported employment services through DVR and DHFS. In the process of establishing this agreement, DVR and the Developmental Disabilities Services Section should explore ways to blend funding in order to: (1) support transitions to integrated employment from existing segregated work or non-work services; and (2) support job development for career advancement. In addition, the collaborative agreement should include an explicit policy on how DVR will determine the length of post-placement support it will pay for, and in particular, under what circumstances an individual will be eligible for the full eighteen months of extended support from DVR. Finally, in the process of developing the collaborative agreement, thought should be given to revising the purpose of the vocational evaluation for people with developmental disabilities. If data confirms that a disproportionate number of vocational evaluations for people with developmental disabilities are concluding that these individuals are not 'appropriate' for community employment, thought should be given to reframing the purpose of these evaluations so that the evaluation process is designed to define the characteristics of a community employment arrangement that a particular individual would be likely to succeed in, rather than to definitively determine, in a time and context limited evaluation process, *whether* a person is 'appropriate' for community employment or not.

**10. Develop and Implement Specific Rules, Regulations and Statutory Language Changes to Support Increasing Integrated Employment Outcomes for People with Developmental Disabilities.**

Wisconsin’s Developmental Disabilities Services Section should convene a series of ad hoc workgroups to review best practices from other states and advise the Section on the following subjects:

1. Identify existing statutory language that supports a preference for integrated employment and make recommendations for additional statutory language that could help promote greater access to integration and employment for people with developmental disabilities.
2. Review existing CIP and Managed Care waiver regulations and determine the extent to which these support integration and employment for people with developmental disabilities. Make recommendations for waiver rule changes or additions that would promote greater access to integration and employment for people with developmental disabilities. (In particular, look at the rule revisions done by Colorado’s Ad Hoc Committee on Employment and Community Participation, including the individual service plan attachment developed for use by all case managers.)
3. Review existing definition(s) of supported employment and make recommendations for changes or additions to promote greater access to integrated employment for people with developmental disabilities and to replace readiness-oriented philosophy with opportunity-oriented philosophy.

**11. Develop an On-Going, Collaborative Partnership with Provider Organizations which Actively Encourages Organizational Transformation and Reallocation of Human, Fiscal and Capital Resources to Programs and Services that Emphasize Integration and Employment.**

Systems change requires an intentional partnership between Wisconsin’s Developmental Disabilities Services Section and many other partners, not the least of which is the cadre of existing, facility-based vocational and day service provider organizations. Across the country, there are many examples of provider organizations whose executive leadership and governing boards have recognized the advantages and opportunities inherent in transforming their organizations to provide facility-free services which emphasize integration and employment. Wisconsin’s Developmental Disabilities Services Section can play a vital role in facilitating conversations about organizational change with and among facility-based vocational and day service providers in Wisconsin, and in providing significant technical assistance and support to provider organizations considering and planning for organizational transformation.

“The development of alternatives to traditional day services is one of the greatest challenges facing organizations that support people with severe developmental disabilities today.”  
(Hulgin and Searl, 1996)

Wisconsin's Developmental Disabilities Services Section should consider replicating the national CRP technical assistance program (T-TAP) by providing peer technical assistance consultants to provider organizations interested in receiving assistance to develop organizational transformation plans for their facility-based programs, or transition plans for a specific set of individuals currently being served in facility-based programs. The Section should also collaborate with Rehabilitation for Wisconsin (RFW) on the development of a self-evaluation for its members, which can identify: (1) organizational impediments to increasing the numbers of individuals served in integrated settings; (2) assistance needed to tackle these impediments; and (3) an action plan and timeline to systematically address these impediments.

## **12. Support the Development of New Models for Providing Pre-Vocational Services that Effectively Prepare People for, and Transition People to, Integrated Employment.**

Pre-vocational services are currently described as "...services... occurring over a defined period of time...to teach an individual the skills necessary to succeed in employment...Services include supervision and training...intended to teach an individual concepts necessary to perform a job in the community". (Wisconsin DHFS, 2004) Despite a service definition that clearly suggests the purpose of pre-vocational services is to provide time-limited preparation for successful community employment, it appears that a very small percentage of people in pre-vocational services actually transition to integrated employment. In Wisconsin, the Bureau of Labor Standards reported that, of those receiving facility-based pre-vocational services in 2005 who were also being paid sub-minimum wage, seven thousand or 76% had maintained this status for at least three years. As stated in a previous section, Florida specifically researched this question and found that annually, just 2% of individuals with developmental disabilities were transitioning from sheltered workshops to community employment.

In Wisconsin, the vast majority of individuals receiving pre-vocational services, this means working in a sheltered workshop. This is despite the fact that Developmental Disabilities Services Section staff report that, at the time the Community Integration waivers were developed, there was an exclusion for sheltered employment.

Improving this reality involves more than tightening up the service definition for pre-vocational services. Indeed, tightening up the definition has already been done, but the disproportionately high census in sheltered workshops has not declined. The Developmental Disabilities Services Section should convene a workgroup of experienced supported employment providers and supported employees to review best practices from Wisconsin and other states, and to draft principles that can guide the development of new models for delivering effective pre-vocational services which will, in a time-limited fashion, achieve their intended purpose of successfully preparing people for transition to contemporary community employment. Pre-vocational services should be redefined as services intended to assist a person to obtain community employment, including self-employment or micro-enterprise. Pre-vocational services might include many services typically associated with supported employment or independent living skills training, including career exploration, work experience, career-related skill building through systematic instruction, resume building activities, and transportation planning.

The Developmental Disabilities Services Section should then fund projects to develop new, more inclusion-oriented pre-vocational service models, and to help existing providers of facility-based pre-vocational services to convert their programs to models that adhere to the principles recommended by the workgroup.

If pre-vocational service plans are based on a time-limited path (e.g. five years) to achieving community employment, and a discreet menu of services that supported employment providers identify as helpful in preparing a person for community employment, it is likely there will be a significant provider-level and systems-level shift toward integrated employment. This shift will come about largely because pre-vocational services will be achieving their intended purpose, and as a result, people will routinely transition to integrated employment in a timely manner. If pre-vocational service are redefined as the pre-employment services necessary to facilitate successful community employment, rather than as *an alternative* to community employment, the most common long-term support service will be supported employment. As the Developmental Disabilities Services Section pursues these programmatic changes, collaboration with the Division of Vocational Rehabilitation should be undertaken to clearly establish the relationship and interface between DVR funded services and pre-employment (pre-vocational) services funded under the waivers. As mentioned previously, the two agencies should look closely at how these two funding sources can be blended to provide more intensive up-front supports and services to people with more significant needs. It is likely Colorado can offer helpful insights, where this sort of blending is already being explored.

### **13. Explore how to Stimulate the Development of a Wider Array of Providers for Supported Employment Services and New Organizational Sponsors for Supported Employment Programs.**

As supported employment services become the most common daytime long-term support service for people with developmental disabilities, there will be a need to expand both the range of providers of supported employment services and the range of organizations that can house supported employment programs. At present, there are typically just two models: (1) supported employment agencies which stand alone as independent non-profit organizations; and (2) supported employment programs housed in traditional community rehabilitation provider organizations (CRP's) that also run facility-based day and sheltered work programs. It is also important to note that in some parts of the state, supported employment services are still not available to many people because no supported employment programs exist locally or because local supported employment programs cannot expand their capacity to serve more people, even if funding were available from counties or Managed Care Organizations.

The Developmental Disabilities Services Section leadership team should collaborate with the Managed Care Organizations' provider network developers and key Aging and Disability Resource Center personnel to explore additional models for providing the supported employment services that individuals with developmental disabilities need to find and keep integrated community employment. As part of this work, the group convened should look at whether there is a role for generic community organizations like job centers, employment agencies and community businesses in housing supported employment programs or providing supported

employment services, including the pre-employment services discussed above. The group should also explore how residential agencies, informal support networks and co-workers could be involved in providing supported employment services, including transportation, on-the-job support and job development services. In particular, residential agencies with expertise in community-building and natural supports should be called upon to share their strategies and approaches, which are often transferable to the work of job development and facilitating employment-focused natural supports.

#### **14. Explore New Ways to Fund Supported Employment Services**

In addition to accurately calculating the real cost of supported employment services, and accurately contrasting this cost to the real cost of providing other day and vocational services, it is critical that the Developmental Disabilities Services Section look at new ways to fund supported employment services. First and foremost, the DD Services Section needs to work with stakeholders to develop and test new ways to use public funding to pay for supported employment services so that there are built-in incentives to:

1. Do high-quality, creative and customized job development, which will directly increase the long-term success rate of supported employment;
2. Provide effective systematic instruction to make people as independent as possible in the jobs they obtain;
3. Utilize natural supports for as many aspects of long-term employment support as possible;<sup>4</sup>
4. Fade paid supports so that more people can be served with existing supported employment funding;
5. Maximize each individual's earning potential;
6. Help people reach full employment by maximizing the hours of employment offered to each supported employee;
7. Help people with career advancement at appropriate times.

In addition to considering models from Oklahoma, Ohio and Tennessee, it will also be important for the DD Services Section to research and identify all of the current disincentives to fading paid supports, including the disincentives that may be inadvertently created by the expansion of self-directed supports. Where choice of providers exists, there may be a disincentive for providers to fade supports as there is no guarantee that the reduced funding due to fading will be replaced by new clients. The result is that a provider (and its job coach) is rewarded for fading with a funding cut and in the case of a job coach, the potential loss of employment. ***Until the reality of the financial disincentives to fade is fully understood, acknowledged and addressed, it is unlikely that fading will increase, even with the availability of effective strategies to make fading possible.***

Thirdly, beyond looking at new ways to use public funding to pay for supported employment services, the DD Services Section should also look at ways that public and private resources can be combined to pay for the short and long-term supported employment services, which individuals with developmental disabilities need. Because vocational support services and

tuition are considered a supplemental need under Social Security and Medicaid law, private resources can be used to pay for these services without impacting a person's eligibility for SSI and Medical Assistance. Again, the state of Colorado provides a helpful model for Wisconsin, in determining how private resources, long-term support funding and DVR funding can be effectively blended to fully fund supported employment services for people with developmental disabilities who aren't currently involved in integrated employment.

#### **15. Develop a Method for Providing an On-Going Program of Technical Assistance, Training and Support for Purchasers and Providers of Day and Vocational Services in Wisconsin.**

Research of other states doing well in the area of integrated employment has consistently shown that systems change will not happen if training, technical assistance and on-going support is not available to the system entities and participants which are expected to change. In addition to reestablishing sufficient state-level staff resources to support efforts to move our system to a place where integrated employment is the norm for people with developmental disabilities, it is critical that the Developmental Disabilities Services Section staff and their counterparts responsible for supported employment at the Division of Vocational Rehabilitation, Managed Care Organizations, and counties come together with Pathways to Independence personnel to create a statewide plan for delivering coordinated training, technical assistance and support to move the systems change process forward and to sustain it over time. This plan should be a multi-year plan, which should leverage resources from all partners under the assumption that a coordinated inter-agency effort, with pooled resources, will achieve better outcomes than a fragmented effort where various agencies develop and implement separate plans with limited resources.

Within the larger process of developing a comprehensive and coordinated plan for delivering training, technical assistance and support to facilitate systems change, other states point to the importance of bringing back an emphasis on systematic instruction in order to increase job placement success rates, reduce long-term support costs, and make the expectations for natural supports commensurate with what natural supporters are typically willing and able to do.

## References

- ARC of the United States (2004). *Policy Statement on Employment*. Published in partnership with the American Association on Intellectual and Developmental Disabilities.
- Braddock, D., Hemp, R., Rizzolo, M., Coulter, D., Haffer, L., & Thompson, M. (2005). *The State of the States in Developmental Disabilities 2005*. Colorado: The University of Colorado Department of Psychiatry and Coleman Institute for Cognitive Disabilities.
- Butterworth, J. & Cohen, A. (2004). Innovations in Employment Supports: New Hampshire's State's Division of Developmental Services. *Research into Practice*, May, 2004. Boston, Massachusetts: Institute for Community Inclusion, University of Massachusetts-Boston.
- Cohen, A., Butterworth, J., Gilmore, D., & Metzel, D. (2003). High-Performing States in Integrated Employment. *Research to Practice*, Volume 3, Number 1. Boston, Massachusetts: Institute for Community Inclusion, University of Massachusetts-Boston.
- Colorado Ad Hoc Committee on Employment and Community Participation (2005). *Final Report on Employment and Community Participation Recommendations*. Denver, Colorado: Colorado Division of Developmental Disabilities.
- Colorado Code of Regulations (2007). *Volume of Developmental Disabilities Services (2 CCR 503-1)*. Denver, Colorado: State of Colorado. Text can be found at: [http://stateboard.cdhs.state.co.us:8008/CDHS/rule\\_display\\$.DisplayVolume?p\\_volnum=16](http://stateboard.cdhs.state.co.us:8008/CDHS/rule_display$.DisplayVolume?p_volnum=16).
- Community Services Reporter (2006). *South Carolina Receives Substantial Budget Boost*. Volume 13: Number 11; November, 2006. Alexandria, Virginia: National Association of State Directors of Developmental Disabilities Services.
- Hulgin and Searls (1996). *Job Path: Shifting the Focus Beyond Just Work*. Syracuse: Syracuse University Center on Human Policy.
- ICI (2004). Data cited from this source can be found at [www.StateData.info](http://www.StateData.info). Boston: Institute for Community Inclusion, University of Massachusetts-Boston.
- The Lewin Group (2006). *Review of Minnesota's Vocational and Employment Services for Individuals with Disabilities: Focus on Day Training and Habilitation*.
- Maine Department of Health & Human Services (2000). *Behavioral and Developmental Services Policy Manual: Vocational Policy #01-CS-110*. Augusta, Maine: State of Maine.

- State of Oklahoma (2007). *Oklahoma Administrative Code 340: Chapter 100. Developmental Disabilities Services Division*. Text can be found at the following website: <http://www.okdhs.org/library/policy/oac340/100/> .
- Rusch, F. R., & Hughes, C. (1990). Historical overview of supported employment. In F.R. Rusch (Ed.), *Supported employment: Models, methods and issues*, (pp. 5-14]. Sycamore, IL: Sycamore.
- Tennessee Division of Mental Retardation Services (2003). *Employment First! Initiative Statement of Support*. Nashville, Tennessee: State of Tennessee.
- Test, D.W. (2004). Invited commentary on Rusch and Braddock (2004): One person at a time. *Research & Practice for Persons with Severe Disabilities*, 29(4), p. 248-252.
- U.S. D.H.H.S. (2001). *Report to the President: "Delivering on the Promise: Preliminary Report of Federal Agencies' Actions to Eliminate Barriers and Promote Integration."* Washington, D.C.: U.S. Department of Health and Human Services.
- Vermont State (2004). *Vermont State System of Care Plan for Developmental Services: Three Year Plan (FY 2005-FY 2007)*. Waterbury, Vermont: Vermont Agency of Human Services.
- Washington State (1992). *County Guidelines*. Washington: Department of Social and Health Services, Division of Developmental Disabilities.
- Washington State (2004). *County Services for Working Age Adults – Division of Developmental Disabilities Policy 4.11*. Washington: Department of Social and Health Services, Division of Developmental Disabilities.
- Wilson, L. (1997). Why are we Reinstitutionalizing People during the Day? *TASH Newsletter*: June-July, 1997.
- Winsor, J., Metzel, D., Hall, A., Butterworth, J., & Gilmore, D. (2005). Pushing the Integrated Employment Agenda: Case Study Research in New Hampshire. *Case Studies of High Performing States*. Issue 14. Boston: Institute for Community Inclusion, University of Massachusetts-Boston.
- Winsor, J. (2006). *Employment First!: Making Integrated Employment the Preferred Outcome in Tennessee*. Boston, Massachusetts: Institute for Community Inclusion, University of Massachusetts-Boston.
- Wisconsin DHFS (1999). *Medicaid Community Services Waiver Update #99-1*. A copy of this Waiver Update is available from the Developmental Disabilities Section, Bureau of Long-Term Supports.

Wisconsin DHFS (2004). Bureau of Developmental Disabilities Services Community Integration Program (CIP) Waiver Manual.

Wisconsin DHFS (2005). Data cited from this source was obtained from the Human Services Reporting System (HSRS).

Wisconsin DHFS (2006). Report of calendar year results of statewide data collection on supported employment conducted by the Developmental Disabilities Section of the Bureau of Long-Term Supports.

Wisconsin DHFS (2007). Information cited is taken from the following web page of the Wisconsin DHFS website: <http://dhfs.wisconsin.gov/bdds>.



Funded by the Centers for Medicare and Medicaid Services, Medicaid Infrastructure Grant (MIG) - CFDA No. 93.768, Wisconsin Department of Health and Family Services/Pathways to Independence.