

MILWAUKEE COUNTY
Inter-Office Memorandum

DATE: November 13, 2017

TO: Theodore Lipscomb, Chairman - Milwaukee County Board of Supervisors

FROM: Jeanne Dorff, Interim Director, and Department of Health and Human Services
Prepared by Geri L. Lyday, Administrator, Disabilities Services Division

SUBJECT: **Report from the Interim Director, Department of Health and Human Services, requesting authorization to enter into 2018 Disabilities Services Division purchase of service contracts for adult and children's programs from January 1, 2018 through December 31, 2018**

Issue

The Interim Director, Department of Health and Human Services (DHHS), is requesting authorization for DHHS to execute Disability Resource Center, Children's Programs and Adults with Disabilities purchase of service contracts for 2018.

Background and Rationale

Recommended contract allocations described in this report will allow DSD to provide rehabilitation, treatment and support services to adults and children with disabilities in Milwaukee County during 2018. The Disabilities Services Division (DSD) always utilizes the Family Care option prior to accessing purchase of service contracts for individuals requesting services when they are eligible for that program.

The DSD contracts will be used to purchase services that are identified as having a high priority in assisting persons with disabilities to achieve their maximum independence. Services will also be utilized to augment the long-term support system with services that are not typically funded through the managed care organizations such as recreational programming that allows for true community integration.

The following is a detailed description of the allocations being recommended for the adult and children's POS contracts in 2018. DSD continues to maintain the integrity of the existing service delivery system to ensure that a safety net for those who need community-based supports can continue to live independently and not be forced to utilize crisis or institutional-based services.

The information that follows includes highlights of 2018 POS contract recommendations and program changes for DSD by disability and program areas.

Children's Programs

Birth to 3/Early Intervention

The Birth to 3 Early Intervention program is a Special Education Program federally regulated by the U.S. Department of Education under IDEA. Birth to 3 is invaluable to families with young children who have a suspected or diagnosed developmental delay of 25 percent or more. Children and families in the Milwaukee County Birth to 3 Special Education Program receive Service Coordination, Occupational Therapy, Speech Therapy, Parent Education, Physical Therapy and Social Emotional supportive services through subcontracts to enhance a child's opportunity to close the gap in their development compared to their typically developing same aged peers.

The Milwaukee County Birth to 3 Program will move from the planning stages of implementation of the State of Wisconsin Department of Health Services (DHS) 2010 requirement to implement the Primary Coach Approach to Teaming (PCATT) service delivery approach to active implementation during calendar year 2018. The primary coach approach encompasses evidence-based practices that include "primary coaching strategies" that can assist families in understanding how to help their child reach their maximum developmental potential through a primary relationship with their Birth to 3 Special Education Provider. The primary coach service delivery approach includes modeling of therapeutic activities for parents to implement with their child during their daily routines, maximizing a parent's ability to support their child's development many times throughout the day.

Birth to 3 Special Education sessions are time limited while primary coaching ensures that parents are engaged in an interactive relationship with their child in therapeutic activities in an ongoing way. There is also an expectation that implementation of primary coaching strategies will result in a reduction in cost over-runs in the Milwaukee County Birth to 3 program. As Milwaukee County Birth to 3 Special Education is governed by the U.S. Department of Education's Office of Special Education under the Individuals with Disabilities Education Act (IDEA) and its federal regulations, Milwaukee County is required to serve every eligible child who applies for Birth to 3 Special Education, eliminating the county's authority and ability to implement a waitlist.

DSD is actively implementing a number of strategies to reach fidelity to Primary Coach Approach to Teaming (PCATT) during 2018 within its contracted partnerships. This is the method of service delivery that DHS requires of all Special Education Birth to 3 Programs. Milwaukee County will review contract performance, program structure as well as annual costs to implement special education early intervention services and plans for children that are: effective, encompass the needs of the child and family, timely, and culturally relevant as required by the U.S. Department of Education Office of Special Education Programs Performance Measures.

For the 2018 funding year, DSD will continue to:

- Analyze contracted provider performance on federal indicators

- Develop additional performance measures to determine fidelity to primary coach to teaming practices
- Continue analysis of performance on quality outcome measures:
 - Percentage of children served in a child and family's natural environment (home)
 - Child outcome measures as outlined by U.S. Department of Education demonstrating that a child has made progress in their development by the time they exit the Birth to 3 Program.
 - Work with all Birth to 3 programs with additional training and consultation to fully implement the primary coach model.

Federal performance indicators under IDEA continue to be baseline measures of performance of Milwaukee County Birth to 3 Special Education. In addition, Primary Coach Approach to Teaming (PCATT) performance is also being analyzed by DHS within its State Supported Improvement Plan submitted to the Office of Special Education Programs. Individual contracted agency results, as demonstrated through the State Program Audit Review, Independent Onsite Fidelity Review Audits, Surveys, and Program Compliance data including DSD, identified corrections of non-compliance and completion of program improvement plans (clarifying day-to-day adherence to county requirements and service guidelines).

While the severity of a child's diagnosed disability has some impact on how much improvement a child can make, the ultimate goal of services and intervention is to provide the best opportunity for children to make gains. These gains would occur from the time of entry into the program when development is below age expectations to the time of exiting the program when a child may be functioning within age expectations.

Again in 2017, DHS has indicated that its funding is not intended to be sum sufficient for all children referred to Milwaukee County Birth to 3. Consequently, there are no increases in state funding for the program despite the requirement to serve all eligible children and meet additional program benchmarks. Given this reality, along with the requirement to fully implement the Primary Coach Approach to Teaming (PCATT), it is necessary that funding levels for Milwaukee County's Birth to 3 Program remain the same in 2018.

Our fiscal analysis and contracted providers report each year that the costs to provide services are increasing. Although state revenues continue to be unchanged, DSD continues to work with providers and community stakeholders through various initiatives focused on early identification of children who have developmental delays to increase developmental screening within the community.

In addition to identifying other services and supports for children who have some delay in development; but are not eligible for Birth to 3 Special Education, DSD is investing in developing additional early intervention supports within the Birth to 3 program to include newborn observational assessments, specialized education and training in infant mental health and increased knowledge and skill in relational assessments to address social emotional needs of children within the Birth to 3 primary coach to teaming service delivery model. While the division

has worked in previous years to redirect funding, including an additional \$300,000 allocated to help reduce the 2016 funding gap, there continues to be significant rising costs for service provision in the Birth to 3 program. In response to continued rising costs and implementation of the Primary Coach Approach to Teaming (PCATT), DSD initiated a project team to review service delivery costs and structure to address the sustainability of the program. It is expected that the project team, during calendar year 2018, will have identified recommendations to changes in service delivery in the Milwaukee County Birth to 3 Program. Consequently, 2018 is a transitional year in many respects.

The following providers are recommended for contracts in 2018 based on the results of the 2018 request for proposal process. In 2018, DSD will focus on the Primary Coach Approach to Teaming (PCATT) as well as reviewing additional fiscal and structural analysis.

- Center for Communication, Hearing and Deafness
- Curative Care Network
- Curative Care Network (Screening and Evaluation)
- Easter Seals
- Lutheran Social Services
- Milwaukee Center for Independence
- Penfield Children's Center
- St. Francis Children's Center
- Vision Forward

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
Birth to 3 Early Intervention	Center for Communication, Hearing, & Deafness, Inc.	\$91,588	\$91,588	\$0
Birth to 3 Early Intervention	Curative Care Network	\$1,267,346	\$1,267,346	\$0
Birth to 3 Early Intervention	Curative Care Network, Inc. (Screening & Evaluation)	\$157,779	\$157,779	\$0
Birth to 3 Early Intervention	Easter Seals Southeast Wisconsin, Inc.	\$555,402	\$555,402	\$0
Birth to 3 Early Intervention	Lutheran Social Services of Wis. & Upper Michigan, Inc.	\$246,532	\$246,532	\$0

Birth to 3 Early Intervention	Milwaukee Center for Independence	\$418,970	\$418,970	\$0
Birth to 3 Early Intervention	Penfield Children's Center	\$1,205,598	\$1,205,598	\$0
Birth to 3 Early Intervention	St. Francis Children's Center	\$489,170	\$489,170	\$0
Birth to 3 Early Intervention	Vision Forward Association, Inc.	\$92,720	\$92,720	\$0

As noted, there are no fiscal changes from 2017 to 2018 because DSD is in a significant planning year toward the primary coaching model. Also, each agency is at a different level of implementation, 2018 would provide an opportunity to review each agency's progress and provide technical assistance where needed. In 2019, DSD should be in a different phase and allocations may look different.

Adult Programs

Family Care entitlement provides for immediate enrollment for eligible individuals with disabilities under age 60 who are seeking long-term support services in Milwaukee County. The funding recommended for allocation to the following agencies is only for individuals who are not financially and/or functionally eligible for Family Care or for services that the Managed Care Organizations (MCOs) typically do not fund. DSD has seen a gradual reduction in the number of individuals served in its contracts since the division reached entitlement status. This was a trend that was predicted. Those dollars are being re-directed to fund new initiatives in the division as well as recommendations from the HSRI report.

Respite

Broadscope Disability Services is recommended for a new contract in 2018 at the same funding level compared to 2017. Respite continues to be a highly-demanded service by families. These services support both adults and families with children who have disabilities. This service was bid out under a Request for Proposals (RFP) process in 2017. The incumbent will continue to provide the services under the contract. Performance-based measures are being established for this service. The current service provider and consumers served in the program have an opportunity to give input in the process of determining these measures. Calendar year 2018 will be a baseline year for the performance based measures and will be the actual year for incentivizing measures.

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
Respite	Broadscope Disability Services	\$211,095	\$211,095	\$0

Advocacy/Outreach

DSD is recommending five agencies for funding in 2018 at the same level as 2017 for the provision of advocacy services. The agencies are:

- Alianza Latina Aplicando Soluciones
- Easter Seals Southeast Wisconsin, Inc.
- Hmong American Friendship Association, Inc.
- Life Navigators, Inc.
- WI FACETS

These agencies will work in conjunction with the DSD Disability Resource Center (DRC) to identify individuals eligible for Family Care and refer them to the DRC for assistance including Family Care enrollment when requested. This continued function will help support the DRC's outreach and marketing efforts to the community and help to provide access to long-term care services for individuals with disabilities in the various ethnic communities.

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
Advocacy	Alianza Latina Aplicando Soluciones	\$30,000	\$30,000	\$0
	Easter Seals Southeast Wisconsin, Inc.	\$10,000	\$10,000	\$0
	Hmong American Friendship Association	\$25,000	\$25,000	\$0
	Life Navigators	\$136,043	\$136,043	\$0
	WI Facets	\$30,000	\$30,000	\$0
	Epilepsy Foundation S.E.W.	\$20,000	\$0	\$20,000

Employment Options

Three agencies are recommended for new 2018 contracts. These agencies have been participating in the division's Employment Initiative. They are as follows:

- Goodwill Industries, Inc.
- Milwaukee Center for Independence
- Broadscope Disability Services (aka United Cerebral Palsy)

The Division has made employment for individuals with disabilities a high priority the last couple of years. This is consistent with new rules being implemented by the Federal Centers for Medicare and Medicaid Services (CMS) and a new initiative in DSD with an increased emphasis on employment for young adults transitioning from high school seeking employment. Additional dollars have been allocated in this program area to enhance the initiative. Additionally, the work

service category for Goodwill has been eliminated and the dollars reallocated to the employment initiative.

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
Employment	Goodwill Industries	\$23,000	\$53,000	\$30,000
	Milwaukee Center for Independence	\$30,000	\$55,000	\$25,000
	Broadscope Disability Services	\$14,235	\$64,235	\$50,000

Disabilities Solutions Collaborative – Employment Initiative

DSD has partnered with the Disabilities Solutions Collaborative for the last two years to promote employment for individuals with disabilities in Milwaukee. This program unites a coordinated collaborative of key disability agencies in Milwaukee for the sole purpose of increasing options for employment by engaging the business community.

History of Collaborative - Northwestern Mutual Foundation and United Way of Greater Milwaukee brought together disability providers and advocates to improve access and address service issues for persons with disabilities. The objectives of this group included determining the key issues to be addressed by the disability community and identifying a small steering committee dedicated to moving identified issues forward. Key identified issues included public awareness and workforce outcomes.

The Steering Committee was developed in 2013 and consists of five lead organizations working to improve the quality of life for individuals with disabilities. In 2018, there are seven non-profit agencies involved. The goal of the Steering Committee is to increase the visibility of "disability" to the greater Milwaukee Community and promote positive workforce outcomes. Efforts will improve the quality of lives for those who live with a disability and the community at large. In an effort to demonstrate positive outcomes, the committee has worked to leverage and facilitate existing relationships with boards, donors and business community. This effort will develop new opportunities to expand the role and presence of individuals with disabilities in our community and workforce. Moving away from internal disability community networking, the collaborative will focus on the following goals:

- Raise awareness on the impact persons with disabilities have as contributors to our community
- Results driven initiative leading to sustainability efforts among disability organizations
- Expansion outside of the traditional disability community targeting outreach to business, foundation and civic thought leaders
- Advance disability thought leaders participation in community boards, initiatives and planning efforts
- Increase visibility with business and civic sector by serving as a resource to facilitate

efforts to expand inclusion of disability

Mission - Collaborating as a community to improve the quality of life for individuals with disabilities and promote the positive impact persons have when they live, work and contribute.

Vision - Utilizing the wealth of knowledge and experience of the Steering Committee, develop a universal message in order for persons with disabilities to be recognized as respected, contributing members of our community through workforce participation.

Service	Provider	2017 Allocation	2018 Allocation	Variance
Employment Initiative	Easterseals	\$31,000	\$31,000	\$0

Key Initiatives

Public Awareness- Defining our Collective Voice

Developing a unified message to raise awareness on the positive impact persons with disabilities have on the community and workforce.

- Messaging focused on positive outcomes
- Highlight consumers living, working and contributing in our community
- Mixed media approach, multiple disability organization can promote with their stakeholders

Workforce - Expanding our Presence

Promoting workplaces, market places and supply chains for persons with disabilities.

- Focus on larger issues related to employment beyond specific job placement
- Facilitate Business Leaders Network to incorporate disability community
- Serve as resource to business community to expand formation of Disability Affinity Networks
- Collaborate with Society of Human Resource Management (SHRM)

DSD will continue to fund a key position to assist the collaborative in creating those relationships with the business community that are necessary to help facilitate the goal of increasing employment options for individuals with disabilities. The Division is therefore recommending a new 2018 contract with DSC (Easter Seals is the Collaborative representative) at the same level as 2017. The Division continues to be excited about this partnership and the opportunities for expanded employment initiatives especially given the new expanded focus on employment and opportunities for young adults transitioning from schools to the adult system. DSD is anticipating increased utilization and perhaps new funding in this area during 2018. Funding has been re-

directed from other DSD programs in this area in 2018 and with other agencies partnering with existing employment agencies.

Recreation

Easter Seals is recommended for a new contract in 2018 at the same 2017 funding level. This agency provides recreational services to more than 500 children and adults with disabilities at the Wil-O-Way sites in conjunction with the Office of Persons with Disabilities and at integrated community events and outings. This program area is recommended for funding at the same level. The funding will provide these important services which have been invaluable to families who depend on it as respite and consumers who enjoy the opportunity for fun and relaxation with their friends.

In addition, because it currently is not a covered service under the Family Care benefit, DSD will continue to explore how recreation services can be covered for consumers who desire to continue participation in recreation activities. This service was bid out under an RFP in 2016, and the incumbent will continue to provide the services under the contract. Performance-based measures are being established for this service. The current service provider and consumers served in the program have an opportunity to give input in the process of determining these measures. Calendar year 2018 will be a baseline year for the performance-based measures and will be the actual year for incentivizing the measures.

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
Recreation	Easterseals of Southeastern Wisconsin	\$102,250	\$102,250	\$0

Supported Living Options

There were three agencies providing Supported Living Options (SLO) services in 2016. Broadscope voluntarily opted out of its contract in the fall of 2016 due to continued low enrollment and transition of clients to Family Care. Two agencies are recommended for contracts in 2018 for supported living option services. The SLO agencies currently provide daily living skills training and community living assistance to individuals with disabilities.

The reduction of Broadscope funding will allow the division to reinvest its funds on new initiatives such as employment. These services provide a critical support to certain individuals with significant disabilities who live independently in the community. The agencies recommended for 2018 contracts are as follows:

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
Supported Living Options	Dungarvin-Wisconsin	\$96,338	\$50,000	\$46,338
	Milwaukee Center for Independence	\$50,000	\$50,000	\$0

Disability Resource Center (DRC)

The DRC provides Information and Assistance, Options/Enrollment Counseling to individuals with disabilities including Disability Benefits Specialist services. The DRC also acts as the front door to all publicly-funded long-term care program options, i.e., Family Care, in Milwaukee County for individuals under age 60.

DSD is recommending continued support for professional services to be provided by Life Navigators to help to provide youth transition services, Disability Resource Room management and enrollment system support. Youth Transition services are critical in assisting young adults graduating from high school to explore employment options available in the adult system. This initiative is a high priority for 2018 and other components will be added to enhance this initiative.

The Division has agreements with all 14 school districts in the county and will be working with them closer in 2018. Given Life Navigator’s experience and past history of providing quality services and assisting with these functions, DSD is recommending a 2018 contract with Life Navigators to provide these critical consulting services at a funding level projected to meet the continued DRC needs. This contract was reduced for 2018 based on our experience and funding was redirected.

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
DRC Implementation	Life Navigators, Inc.	\$200,000	\$100,000	\$100,000

Other Support Services

Best Buddies International - Wisconsin Program

Best Buddies Wisconsin (BBWI) enhances the lives of people with intellectual and developmental disabilities (IDD) by fostering social inclusion by facilitating friendships between those with disabilities and their typical peers. The programs enhance the quality of life for everyone by integrating people with IDD into the community, thereby meeting a currently unmet human need.

The Best Buddies Citizens program pairs adults with IDD with typical adult peer volunteers in Milwaukee County for mutually enriching, one-to-one friendships. Citizen pairs include a buddy, a person with IDD who volunteers to be a friend; a citizen buddy, a person without a disability who volunteers to be a friend; and a sponsor, someone who knows the buddy and supports the friendship. BBWI matches individuals in one-to-one friendships based on common interest and geographic proximity to ensure that members of each match have relative ease of access to one another.

DSD is recommending a new contract for 2018 at the same level as 2017 to fund this innovative program and enhance the services being offered to individuals who contact DSD and are in need of support.

Service	Provider	2017 Allocation	2018 Allocation	2017/2018 Variance
	Best Buddies	\$30,000	\$30,000	\$0

Interim Disability Assistance Program (IDAP)

The Interim Disability Assistance Program provides financial assistance to individuals with disabilities while their SSI application is pending with the Social Security Administration. DSD has overseen the program since 2012 following the State of Wisconsin Department of Health Services decision to discontinue its support for this programmatic service.

For 2018, DSD is recommending a contract with Community Advocates in the amount of \$91,120 to continue to assist Supplemental Security Income applicants applying for or currently receiving IDAP. DSD will be working with Community Advocates to shorten the length of time individuals can receive IDAP funds to 18 months. This is a budget initiative for 2018.

Service	Provider	2017 Allocation	2018 Allocation	Variance
IDAP	Community Advocates, Inc.	\$91,120	\$91,120	\$0

Recommendation

It is recommended that the Milwaukee County Board of Supervisors authorize the Interim Director, DHHS, or her designee, to enter into 2018 purchase of service contracts with community-based provider agencies per the narrative above and in the amounts specified in Attachment 1 and the accompanying resolution.

Fiscal Effect

The contracts reflect total expenditures of \$5,593,848 which are included in the DHHS 2018 Budget. A fiscal note form is attached.



Jeanne Dorff, Interim Director
Department of Health and Human Services

Attachment

cc: County Executive Chris Abele
Raisa Koltun, County Executive's Office
Kelly Bablitch, County Board
County Supervisor Peggy West
Teig Whaley-Smith, Director, DAS
Steve Cady, Research Director, Comptroller's Office
Lisa Wozny, Budget Analyst - DAS
Erica Hayden, Research & Policy Analyst – Comptroller's Office