

MILWAUKEE COUNTY
Inter-Office Memorandum

DATE: November 26, 2012

TO: Supervisor Marina Dimitrijevic, Chairwoman, Milwaukee County Board of Supervisors

FROM: Héctor Colón, Director, Department of Health and Human Services
Prepared by Geri L. Lyday, Administrator, Disabilities Services Division

SUBJECT: **Report from the Director, Department of Health and Human Services, requesting authorization to enter into 2013 Disabilities Services Division purchase of service contracts for the Disability Resource Center, Children's Programs and Adults with Disabilities**

Issue

Section 46.09 of the Milwaukee County Code of General Ordinances requires County Board approval for the purchase of human services from non-governmental vendors. Per Section 46.09, the Director of the Department of Health and Human Services (DHHS) is requesting authorization to enter into 2013 purchase of service (POS) contracts for the Disabilities Services Division (DSD).

Background and Rationale

Each year, DSD submits requests to the County Board to purchase community-based services from non-governmental vendors. The contract amounts shown on Attachment 1 reflect 2013 proposed DSD contracts. Approval of the recommended contract allocations will allow DSD to provide a broad range of rehabilitation, treatment and support services to adults and children with disabilities in Milwaukee County during 2013.

DSD reviews all new proposals that are submitted to the department by utilizing a five to seven-member panel, as outlined in the procedures contained in the DHHS technical assistance Request for Proposal document. This process is used in every service area where a competitive proposal is submitted. DHHS Contract Administration/Quality Assurance staff assists DSD by facilitating panel reviews when necessary.

Effective November 1, 2012, DSD **has successfully eliminated the long-standing waiting list for services**. This very notable change in the service delivery system for persons under age 60 with disabilities in Milwaukee County has made a fundamental difference for those who need long-term support services. At the time of this report, individuals who contact DSD through the disability Resource Center no longer need to wait for services and are able to receive an

entitlement benefit for the first time in over 35 years. While this change in the availability of services is an enormous milestone for those eligible for long-term support, there continues to be certain individuals with disabilities who are not eligible for publicly-funded long term care services that require support and services.

DSD is therefore recommending continued funding for certain POS contracts in CY 2013 to support individuals who are not eligible for Family Care due to their financial or functional status. The remaining POS funding in DSD contracted programs 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.

It should be noted that in addition to supports being provided to individuals who do not meet the eligibility criteria for Family Care, DSD intends to provide crisis intervention/prevention and emergency support services to individuals relocating from the Behavioral Health Division's (BHD) Hilltop units, who may be experiencing difficulties with adjusting to community living. An integral part of the overall plan to downsize the Hilltop program includes several program initiatives designed to help prevent the need for BHD emergency or inpatient services and provide a community-based alternative. This alternative is more cost-effective and focused on helping to maintain community living options for individuals who need more supports than are available in their chosen living arrangements.

The following is a detailed description of the allocations being recommended for the adult and children's POS contracts in 2013. DSD has made it a high priority 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 institutional based services including nursing homes.

The following information highlights the 2013 POS contract recommendations and program changes for DSD by disability and program areas.

Children's Programs

Birth-To-Three/Early Intervention

Milwaukee County DSD will receive \$2.7 million in State Birth-To-Three funding for 2013, which is the same as 2012. Contracted agencies that provide these critical services, continue to report increased cost while available State revenues have remained unchanged. The Division will continue to work with State and Federal agencies that fund Birth-To-Three to examine ways of increasing revenue for this critical program. The County has recognized this need in 2013 and allocated additional funding to help with their fiscal challenges.

Birth-To-Three services continue to be invaluable to families who have a child with a developmental delay. These programs are critical to the identification of early intervention strategies that can assist children to reach their maximum potential and actively participate in their communities. Wisconsin has a long-standing history and commitment to quality services for young children and their families. Provider agencies are key partners in the process through the delivery of effective early intervention services in partnership with families and Milwaukee County.

The Division has been working and moving toward performance based contracting focused on Federal indicators, review of unit rates and provision of services in the natural environment. The Division has worked collaboratively with contract agencies and has performed a review of program and fiscal data during 2012. Many Birth To Three agencies are projected to exceed their 2012 contract in number of children served and units of service delivered, however, there continue to be significant differences in unit rates and the volume and type of services reported by providers.

Individual provider data analysis by DSD has determined that the methodology for reporting service data needs to be revised so that data comparisons can be made to more accurately measure service volumes and other critical information. DSD intends to modify the reporting requirements beginning January 2013 to allow for more detailed service information that can be utilized to compare agency performance and service volume. Based upon the current methodology of reporting, it is not easy to measure the same outcomes across agencies.

Due to the need for consistent financial performance data to be obtained from the agencies during the first several months of 2013, DSD is recommending six-month contracts with the Birth To Three agencies at the 2012 level. This will allow DSD time to gather meaningful information that can be used to allocate the additional funding for 2013 and the remaining 2012 allocation. DSD will return in six months to request authorization for contract allocation for the last six months of 2013.

An RFP was issued for Birth To Three for 2013 contracts and all existing agencies submitted applications. While there were variations among the review panel scoring of agency applications, the review panel scores did not support any changes to the provider network for 2013. It should be noted that DSD was able to identify additional local funding resources due to restructuring of other POS contracted services in the Division. DSD has budgeted an additional \$150,000 in the 2013 budget to support the Birth To Three program.

The following providers are recommended for new contracts in 2013:

- Center for Communication Hearing and Deafness
- Curative Care Network
- Easter Seals
- Lutheran Social Services
- Milwaukee Center for Independence

- Next Door Foundation
- Penfield Children's Center
- St Francis Children's Center
- Vision Forward Association, Inc.

Adult Programs

As indicated above, effective November 1, 2012, DSD is providing immediate enrollment for eligible individuals with disabilities under age 60 who are seeking long-term support services. In prior years, all individuals eligible for publicly-funded long term care were transferred to Family Care from POS contract funded services. The dollars recommended for allocation to the following agencies are only for individuals who are not financially and functionally eligible for Family Care or for services that the Care Management Organizations typically do not fund. Many of these agencies are long standing providers who have worked to provide high quality services to consumers. Contracts are either in a two or three year funding cycle as specified below. DSD is therefore recommending continued contracts for many services to ensure that support is available to individuals with disabilities in this community. DSD is also recommending several new contracts that will enhance the services and support to persons with disabilities.

New referrals for POS contracted services remained partially on hold during 2012 while DSD completed moving to entitlement for Family Care. Several agencies did not receive referrals at the same level during 2012 as a result of this policy to hold on new referrals. This allowed the Division to examine the need for the existing POS contracts and to ensure that we were maximizing the Family Care benefit for those who were eligible.

Work Services

Two agencies are recommended for contracts in 2013 with allocations that reflect the anticipated number of consumers who will not be eligible for Family Care. Work Services was included in the 2013 RFP and no new agencies applied. New contracts are therefore recommended for the existing agencies as follows:

- Goodwill Industries
- Milwaukee Center for Independence

It should be noted that while these agencies have experienced under spending of allocated funds due to a decrease in referrals, DSD is recommending a contract at the 2012 level to help support individuals who may be leaving the Hilltop program and would be able to begin utilizing services from the community agency to assist in the transition to community living.

Employment Options and Day Services

Three agencies are recommended for 2013 contracts with allocations that reflect the anticipated number of consumers who will require services. Employment Options was included in the 2013 RFP and no new agencies applied. DSD is combining this allocation to allow for funding of Day Services. New contracts are therefore recommended for the existing agencies, which include funding for both Employment Options and Day Services as follows:

- Milwaukee Center for Independence
- Goodwill Industries, Inc.
- United Cerebral Palsy

It should also be noted in this service area that while these agencies have under spending of allocated funds in 2012, DSD is recommending a contract at the 2012 level to support individuals who may be leaving Hilltop and would be able to begin utilizing services to assist in the transition to community living. Many of the individuals leaving Hilltop may participate in Employment or Day Services as part of several transition activities available to them.

Community Support Living Services

This program area addresses services that complement families as they maintain adult members with disabilities in their homes and communities with emphasis on quality of life through recreational activities, personal safety and support to caregivers from respite services. Also in this area, it is anticipated that continued services for individuals ineligible for Family Care will be needed. This service area is in the third year of a three-year RFP approval cycle.

Recreation

Easter Seals has provided recreation services for DSD and is recommended for a new contract in 2013 at the 2012 funding level. This agency provides recreational services to hundreds of children and adults with disabilities at the Wil-O-Way sites in conjunction with the Milwaukee County Office of Persons with Disabilities and at integrated community events and outings. This program area offers important services for families who depend on it as respite and consumers who enjoy the opportunity for fun and relaxation with their friends.

This service is currently paid for on a limited basis by the Family Care program but continues to be an important service that supports a higher quality of life and provides some respite for families. DSD acknowledges that while services in this area are a covered benefit in the Family Care program, it has been the experience of individuals and their families that these important services are not being included under the Family Care program. DSD is therefore, recommending continued funding to ensure that individuals do not lose this important service.

Respite

United Cerebral Palsy and St. Ann's Intergenerational Center are recommended for new contracts in 2013 at the same funding level as 2012. Respite continues to be a highly demanded service. Respite services support both adults and families with children who have disabilities. St. Ann's Intergenerational Center operates a respite service that allows families the opportunity to take one to three day vacations by having available a secure respite home option. While the referrals for this service were not at anticipated levels resulting in some under spending during 2012, DSD has made procedural changes in the Disability Resource Center to ensure that referrals are identified and provided for individuals and families in need during 2013.

Targeted Case Management

Targeted Case Management has been a service that provided help to individuals who were formerly on the DSD waiting list for long-term care services. With the elimination of the waiting list for services, this program area is not recommended for further funding. All individuals being served by this program have been provided services through the Family Care program.

Assertive Case Management (Intervention)

The Milwaukee Center for Independence is recommended for a contract in 2013 at a higher funding level than 2012. Assertive case management/intervention services provides short and long-term intervention for adults who are experiencing behavioral/mental health challenges in the community. Professional assistance with health care or social programming is available to reduce the risk for an acute admission to the BHD or loss of community living residence due to instability. This service currently assists individuals on a monthly basis and is closely linked to community programs, therapies or counseling services. This service will be an option available to individuals requiring support transitioning from Hilltop. It has proven to be a very successful and effective model to support persons with intellectual disabilities and mental health issues.

Person-Centered Planning Services

Curative Care Network is no longer recommended for a contract in this program area. This service will be absorbed by the Disability Resource Center for 2013 as the Division continues to refine and expand its resource center responsibilities and functions.

Advocacy

Five existing agencies are recommended for 2013 contracts at the same funding level as 2012 for the provision of advocacy service. The agencies include:

- The Epilepsy Foundation of Southeast Wisconsin
- Life Navigators, Inc. (Formerly ARC Milwaukee)
- Easter Seals
- Alianza Latina Aplicando Soluciones

- Hmong/American Friendship Association, Inc.

These agencies will work in conjunction with the DSD Disability Resource Center to identify individuals eligible for Family Care including those individuals from the Spanish and Hmong speaking communities 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.

Supported Living Options

Five agencies are recommended for contracts in 2013 for supported living option services. These agencies currently provide vital daily living skills training and community living assistance to individuals with disabilities. These services provide a critical support to certain individuals with significant disabilities who live independently in the community. The agencies recommended for 2013 contracts are as follows:

- Center for Communication, Hearing & Deafness, Inc.
- Dungarvin-Wisconsin
- Milwaukee Center for Independence (Supported Parenting)
- Phoenix Care Systems (Bell Therapy)
- United Cerebral Palsy

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.

Wait List Initiative

Due to the elimination of the waiting list, this program area is not recommended for a contract in 2013.

Crisis Respite Home

Crisis respite services provide individuals urgent levels of service that exceed the capacity of existing supports available in their current environment. Crisis is defined as a situation requiring the removal of an individual from the current living environment. Examples may include the death of the primary caregiver or the development of physically aggressive behaviors resulting in the individual becoming a danger to self or others. The Crisis Respite Service provides DSD the resources needed to temporarily place an individual in crisis in an environment that is safe, therapeutically appropriate and cost-effective (relative to institutional

placement costs) while DSD staff work to defuse the crisis and arrange for a permanent placement in the least restrictive setting suitable to the individual's long-term needs.

As reported to the County Board Health and Human Needs Committee earlier in 2012, DSD completed an RFP in the area of Crisis Respite Home services in order to accomplish several program objectives. The first program enhancement was that the location to be utilized for the Crisis Respite Home services needed to be fully accessible. The other area included an expansion of capacity from four to eight beds to support the Hilltop downsizing initiative and the Mental Health Redesign Initiative. There is \$250,000 in continued funding for this expansion in the 2013 Budget as part of the Mental Health Redesign.

With approval of the County Board, NRS Services LLC began providing Crisis Respite Home services as of November 1, 2012. This agency has developed two, four-bed homes that provide an accessible location. To continue this important service, DSD is recommending a three-year contract cycle beginning in CY 2013 for NRS Services LLC.

Resource Center Technical and Program Support

With the DRC reaching entitlement, the focus for program development has now turned to include enhancements to certain program requirements that have not been the emphasis of the DRC while efforts were being made to eliminate the waiting list. Additionally, the State of Wisconsin has a number of Medicaid sustainability program components designed to reduce overall expenditures in the current biennial budget. DSD is therefore recommending continued support for professional services to be provided by Life Navigators (formerly ARC Milwaukee) to help implement the State's Medicaid sustainability cost saving initiatives and to help develop needed DRC enhancements including outreach, youth transition planning and support as well as enrollment system support. Additional support will also be utilized to initiate the State's cost reduction initiatives.

DSD continues to work with BHD on the Hilltop Downsizing initiative and will continue to require assistance to provide support for relocation efforts and provider network development.

Given Life Navigator's experience and past history of providing quality services and assisting with these functions, DSD is recommending a 2013 contract with Life Navigators to provide these critical consulting services at the same funding level as 2012.

Disabilities Services Division New Initiatives

Milwaukee Area Time Exchange

The Milwaukee Area Time Exchange was founded in August 2009 to serve communities in and surrounding Milwaukee County. The agency is a not-for-profit under the fiscal agency of the 501(c)3 non-profit Dane County Time Bank and is affiliated with Timebanks USA.

This program provides the opportunity for individuals to exchange services provided by its members including individuals with disabilities. Services may include transportation, help around the home, walking the dog, etc. Members meet monthly for introduction and orientation meetings, followed by a potluck and member meeting. In addition, there are periodic community building events and work projects.

TimeBanks – The Five Core Values

1. TimeBanking turns strangers into friends.
2. Every human being has something to contribute.
3. Reciprocity – Helping works better as a two-way street.
4. Social Networks – We need each other.
5. Respect – Every human being matters.

DSD is recommending a new contract in the amount of \$20,000 to the Milwaukee Time Exchange for 2013 to enhance the program's services for individuals with disabilities and to provide an additional resource to individuals who contact the DRC in need of support.

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.

Established in 2005, BBWI is a state affiliate of Best Buddies International, a 501(c)3 nonprofit organization founded in 1989 by Anthony Kennedy Shriver and dedicated to establishing a global volunteer movement that creates opportunities for one-to-one friendships, integrated employment and leadership development for people with IDD. Best Buddies has programs in all 50 states as well as 50 countries and supports more than 1,500 chapters worldwide.

BBWI currently supports the following statewide programs in Wisconsin:

- **Best Buddies Middle Schools** and **Best Buddies High Schools** operate by matching a student with IDD with a typical peer in the same school for a mutually rewarding, one-to-one friendship.
- **Best Buddies Colleges** matches adults with IDD in a one-to-one friendship with a college student without IDD.
- **Best Buddies Ambassadors** is a self-advocacy program which empowers students and adults with IDD to find and share their own voice through public speaking.
- Our **Corporate Citizens** chapter, currently in partnership with ManpowerGroup, matches employees at local companies with people with IDD from Milwaukee County
- **e-Buddies**® is an e-mail friendship program that allows people with IDD to practice writing and develop valuable computer skills.

BBWI will launch **Best Buddies Citizens** as their new program in 2013. This project will pair 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.

In the first year, it is anticipated that the program will pair 25 adults with IDD in one-to-one friendships in the community, and achieving 50% of a two year goal to develop 25, one-to-one matches in the corporate citizens program, for a total of 75 program participants in year one.

DSD is recommending a new contract for 2013, without an RFP process, in the amount of \$30,000 to Best Buddies International to help establish this innovative program and enhance the services being offered to individuals who contact DSD and are in need of support.

DSD System Redesign Analysis Project

Over the past several years, the DSD has been working on the project to expand Family Care in Milwaukee County to individuals with disabilities under age 60. The goal of this initiative was to move thousands of individuals whose services were funded by Medicaid Long-Term Support Waivers to the new Family Care funding model and to eliminate the lengthy waiting lists for services by providing an entitlement benefit for eligible individuals to receive long-term support services immediately without waiting. This shift in the service delivery system signifies the most significant change to long-term support services in Milwaukee County and represents a significant paradigm shift from a program funded primarily as a client-specific funding model to a program funded by a risk-based capitation model utilizing managed care principles to control costs.

In an effort to determine the impact on the changes to the system of services and supports for individuals with disabilities, DSD is recommending a system-wide analysis. The need for such a project is predicated on several factors, including the following:

- Milwaukee County recently completed a revolutionary transformation in its system of long-term care for adults with developmental disabilities from a series of independent services funded with Medicaid waiver monies to a comprehensive entitlement program (Family Care) that delivers a coordinated array of managed long-term care services using a capitated rate-based funding stream provided by the State of Wisconsin. While that transformation has eliminated a longstanding waiting list for services, little analysis has been done to date regarding service levels and access and the service system infrastructure needed to support adults with developmental disabilities. There has also been no analysis on the impact on individuals with developmental disabilities who do not meet Family Care's eligibility requirements.
- BHD has proposed a downsizing initiative for its long-term care facility for persons with developmental disabilities that may strain existing community resources and that likely will create the need for greater community-based capacity in the areas of both crisis and long-term care.
- Community-based providers of services for individuals with developmental disabilities have struggled for years to provide appropriate levels of service in the face of stagnant funding from federal, state and Milwaukee County funding sources.
- Proper coordination of physical and mental health care, vocational, supported living, respite and recreational services, and life-long planning for adults with developmental disabilities between local hospitals, the County, County-funded community-based service providers and family caregivers has been a longstanding challenge for all parties, as has access to such services.

DSD is therefore recommending a new contract from December 1, 2012 through December 31, 2013 with the Public Policy Forum to act as project manager and fiscal agent for this initiative. Given the experience of the County using the Public Policy Forum for previous projects including the BHD Mental Health Redesign, the Forum is highly recommended to provide the best possible outcome and deliver a meaningful product that can be used as a five-year blueprint to help guide the service delivery system in Milwaukee County.

Interim Disability Assistance Program (IDAP)

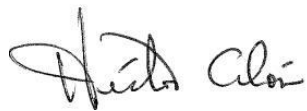
DSD assumed responsibility for the IDAP program during 2012 after the State of Wisconsin Department of Health Services discontinued its support for this function. DSD is recommending a new contract with Community Advocates to continue to assist Supplemental Security Income/Social Security Disability (SSI/SSD) applicants who are applying for or currently receiving IDAP, which provides financial assistance to disabled persons while their SSI application is pending. This contract is being recommended for the same funding in 2013 as in 2012.

Recommendation

It is recommended that the County Board of Supervisors authorize the Director, DHHS, or his designee, to enter into 2013 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

Funding of \$4,194,259 for these POS contracts includes Federal, State and local property tax levy appropriations as approved in the 2013 DHHS Budgets. In addition, \$224,500 in 2012 cost is being funded by prior year revenue as a result of reconciling final costs from the adult waiver programs. Therefore, there is no additional tax levy impact associated with this request. A fiscal note form is attached.



Héctor Colón, Director
Department of Health and Human Services

Attachments

CC: County Executive Chris Abele
Amber Moreen, County Executive's Office
Kelly Bablich, County Board
Patrick Farley, Director, DAS
Craig Kammholtz, Fiscal & Budget Administrator, DAS
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