

**MILWAUKEE COUNTY**  
**Inter-Office Memorandum**

**DATE:** November 18, 2016

**TO:** Sup. Theodore Lipscomb, Sr., Chairman, Milwaukee County Board of Supervisors

**FROM:** Héctor Colón, Director, and 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 2017 Disabilities Services Division purchase of service contracts for adult and children's programs**

**Issue**

The 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 2017.

**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 2017. 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 2017. 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 2017 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% 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 to enhance a child's opportunity to close the gap in their development compared to their typically developing same aged peers.

The State of Wisconsin Department of Health Services Birth to 3 service delivery approach encompasses evidence based practice "Primary Coaching Strategies" that can assist families in understanding how to help their child reach their maximum 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.

Milwaukee has a long-standing history and commitment to quality services for young children and their families. To that end the Disability Services Division has developed partnerships with service providers to ensure comprehensive service delivery and support is available to families and children through the Milwaukee County Birth to 3 Program. Milwaukee County Birth to 3 contracts with therapeutic service delivery providers who develop and implement special education early intervention services and plans for children that are: effective, encompass the needs of the child and family, are timely, and culturally relevant as required by the U.S. Department of Education Office of Special Education Programs Performance Measures.

For the 2017 funding year, the Division will continue to analyze provider performance to inform performance based contracting. The areas of analysis include quality outcome measures requiring service provision in a child and family's natural environment (home), and child outcome measures as outlined by U.S. Department of Education Federal Performance Indicators under the Individuals with Disabilities Education Act.

### Program Performance Data:

While the FFY2015-2016 performance data is currently being compiled by the State of Wisconsin Department of Health Services. Below are Milwaukee Birth to 3 Early Intervention Special Education program data for the areas of quality outcome measures and the child and family's Natural Environment for the FFY2015-2016 program year.

Child Outcomes Data includes identification of whether children exiting Birth to 3 services have achieved changes in functioning in:

- 1) Positive Social Emotional Skills
- 2) Acquisition and use of knowledge and skills (Early Language & Communication)
- 3) Use of appropriate behaviors to meet their needs

**Milwaukee County FFY2015-2016 Child Outcome PRELIMINARY Results (Data not finalized)**

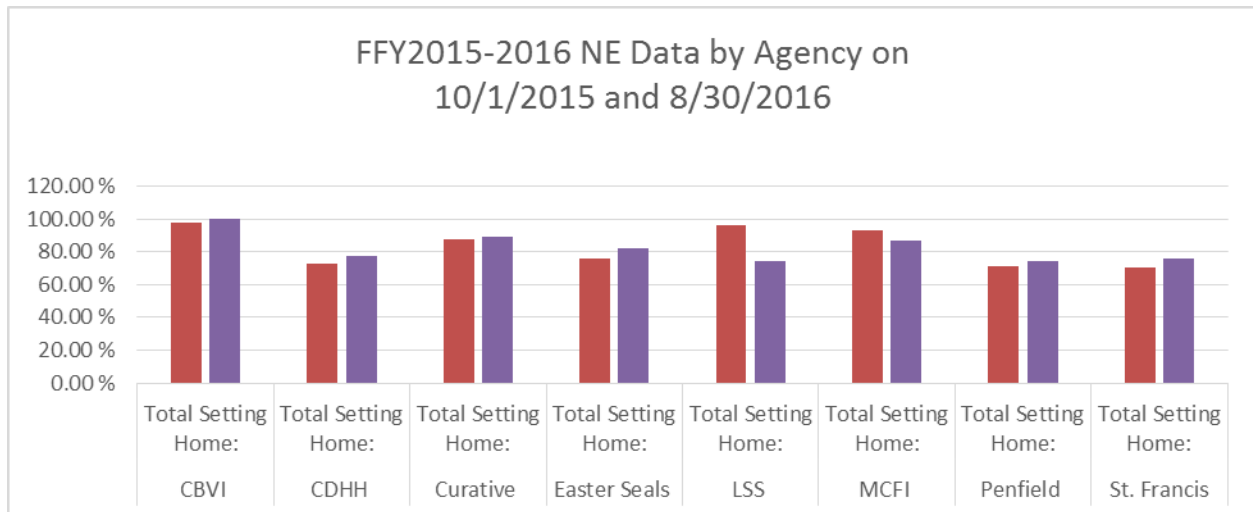
<b>SUMMARY STATEMENTS</b>	<b>Outcome 1</b>	<b>Outcome 2</b>	<b>Outcome 3</b>
<b>1. Of those children who entered the program below age expectations in [outcome], the percent that substantially increased their rate of growth in [outcome] by the time they exited.</b>	<b>66.4%</b>	<b>71.3%</b>	<b>75.7%</b>
<b>2. Percent of children who were functioning within age expectations in [outcome], by the time they exited.</b>	<b>60.4%</b>	<b>44.5%</b>	<b>59.0%</b>

While the severity of a child’s diagnosed disability has some impact on how much improvement a child can make, it is expected that children receiving Birth to 3 Early Intervention Special Education will have demonstrated outcomes that show minimally consistent and substantial improvement in their rate of growth. However, the ultimate goal of services and intervention is to provide the best opportunity for children to make gains from the time of entry into the program with development that is below age expectations to exiting the program functioning within age expectations. Given that statewide county results in this area are in need of improvement, the measure of child outcomes is identified as an initial performance measure that should inform contract allocations.

The Division’s focus on child outcome indicators correspond with the State’s implementation of a U.S. Department of Education Wisconsin Performance Improvement Plan that outlines the requirement to fully implement a Primary Coach Approach service delivery model as a pathway to improve child outcomes. While Milwaukee County Birth to 3 is required to adhere to Performance Indicators with 100 percent compliance; results indicators like the child outcomes indicators provide an opportunity to consider the effectiveness of interventions.

The U.S. Department of Education natural environments indicator is one of eight performance indicators that require 100% compliance. The goals of providing Birth to 3 supports and services within natural environments are to ensure that 1) a child with disabilities or developmental delays has the same opportunities as children without disabilities and 2) that families can work with their child during activities they enjoy every day to enhance the child’s development. The optimum place for this is a child’s home. In some cases environments that are inclusive of children of all abilities may also be appropriate, when the child’s activities are transferable to the child’s home

**Milwaukee County FFY2015-2016 Natural Environments PRELIMINARY Results (Data not finalized)**



The analysis of agency performance related to child outcomes and natural environments results for children and families, and the implementation of the Wisconsin Department of Health Services statewide improvement plan in no way increases state funding for the Milwaukee County Disabilities Division's Birth to 3 Early Intervention Special Education program. The state has indicated there will be no increases in funding despite the additional program requirement to fully implement the Primary Coach Approach necessitating that funding levels for Milwaukee County's Birth to 3 program remain the same in FY2017.

Partner providers report that the costs to provide services increase each year. Although state revenues continue to be unchanged, DSD continues to work with providers and community stakeholders to assess the need for increased developmental screening and resulting services for children and families in response to demand. While the division has worked in previous years to redirect funding, there continues to be a funding gap corresponding to the rising costs of services.

The following providers are recommended for contracts in 2017 to support the continued analysis and establishment of a baseline for performance data:

- 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

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
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

**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 are only for individuals who are not financially and/or functionally eligible for Family Care or for services that the Managed Care Organizations typically do not fund. We have seen a gradual reduction in the number of individuals served in our 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 and recommendations from the HSRI report

**Work Services**

Goodwill Industries is recommended for a new contract in 2017 at the same amount as 2016 based on our 2016 experience on the number of consumers being served. The MCFI dollars will be reallocated to other Disabilities Services Division programs. Their funds will be allocated to the employment initiative within the agencies focusing on employment for youth in transition for 2017.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
Work Services	Goodwill Industries	\$60,000	\$60,000	\$0
	Milwaukee Center for Independence	\$15,000	\$0	(\$15,000)

**Respite**

Broadscope Disability Services is recommended for a new contract in 2017 at the same funding level compared to 2016. 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 RFP'd in 2016, 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. 2017 will be a baseline year for the performance based measures. 2018 will be the year actual year for incentivizing the measures.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
Respite	Broadscope Disability Services	\$211,095	\$211,095	\$0

Advocacy/Outreach

DSD is recommending six agencies for funding in 2017 at the same level as 2016 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
- Epilepsy Foundation of SE Wisconsin

These agencies will work in conjunction with the DSD Disability Resource Center 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.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
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	\$20,000	\$0

Employment Options

Three agencies are recommended for new 2017 contracts at the same level as in 2016. 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 in 2017 which 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 will be allocated in this program area next month to enhance the initiative.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
Employment	Goodwill Industries	\$23,000	\$23,000	\$0
	Milwaukee Center for Independence	\$30,000	\$30,000	\$0
	Broadscope Disability Services	\$14,235	\$14,235	\$0

*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. Objectives included, determine key issue to be addressed by disability community and identify a small steering committee dedicated to moving identified issues forward. As determined by collaborative key identified issues included public awareness and workforce outcomes.

The Steering Committee developed in 2013 consisting of five lead organizations working to improve the quality of life for individuals with disabilities. In 2016 there are seven non-profit agencies involved. The goal of the Steering Committee is to increase the visibility of "disability" to 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, 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 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.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>Variance</b>
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 2017 contract with DSC (Easter Seals is the Collaborative representative) at the same level as 2016. 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. We are anticipating

increased utilization and perhaps new funding in this area during 2017. Dollars will be re-directed from other DSD programs in this area in 2017 and with other agencies partnering with our existing employment agencies.

### Recreation

Easter Seals is recommended for a new contract in 2017 at the same 2016 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 RFP'd in 2016, 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. 2017 will be a baseline year for the performance based measures. 2018 will be the year actual year for incentivizing the measures.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
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 their 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 2017 for supported living option services. This funding will enhance the SLO program at Dungarvin to continue expanding on crisis intervention services to persons with intellectual disabilities and co-occurring conditions. The SLO other agency currently provides daily living skills training and community living assistance to individuals with disabilities. The reduction of Broadscope funding will allow the division to reinvest our funds on new initiatives i.e. employment and on the implementation of the HSRI recommendations. These services provide a critical support to certain individuals with significant disabilities who live independently in the community. The agencies recommended for 2017 contracts are as follows:

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
Supported Living Options	Dungarvin-Wisconsin	\$96,338	\$96,338	\$0
	Milwaukee Center for Independence	\$50,000	\$50,000	\$0
	Broadscope	\$20,000	\$0	(\$20,000)

**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 2017 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 2017. Given Life Navigator’s experience and past history of providing quality services and assisting with these functions, DSD is recommending a 2017 contract with Life Navigators to provide these critical consulting services at a funding level projected to meet the continued DRC needs.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
DRC Implementation	Life Navigators, Inc.	\$200,000	\$200,000	\$0

**Other Support Services**

**Milwaukee Area Time Exchange**

The Milwaukee Area Time Exchange provides the opportunity for individuals to exchange services provided by its members including individuals with disabilities. This 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. This provides a unique opportunity for individuals to establish new friends, relationships and share their talents with others.

DSD is recommending termination of the contract for 2017 due to ongoing compliance concerns that were not rectified in 2016. The Division has worked closely with the staff at Milwaukee Time Exchange to try to come up with a plan for ensuring all staff, informal and formal providers of services to the population undergo a Caregiver Background Screen, The agency was charged with obtaining and maintaining space for services as well as a stable staff pool. The agency was also encourage to make community partnerships to help support the stability of the program. To date Milwaukee Time Exchange has not been able to provide a clear plan that ensures caregiver background checks are completed in effort to support the safety of the population. The Milwaukee Time Exchange also had a termination in the relationship with WCS which resulted in them not having a physical space for staff and services. The Milwaukee Time Exchange did secure staff during the summer 2016 but other staff have since decided to leave the agency due to inconsistency in the operations. While the Division supports the concept of the Time Exchange, we cannot continue to fund them without program staff and clear operational procedures including adequate physical working space.

*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 2017 at the same level as 2016 to fund this innovative program and enhance the services being offered to individuals who contact DSD and are in need of support.

<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>2016/2017 Variance</b>
Other Support	Milwaukee Time Exchange	\$20,000	\$0	(\$20,000)
	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 2017, DSD is recommending a six-month contract with Community Advocates in the amount of \$45,560 to continue to assist Supplemental Security Income applicants applying for or currently receiving IDAP. DSD will be analyzing whether to bring this service back into the Division. There are many intersections with the Disability Benefit Specialists and staff that may be more efficient to operate within DSD. This will be re-evaluated during the first six months of 2017. A recommendation for the continuation of this service with Community Advocates or operating within DSD will be made by June 2017.

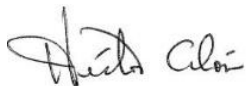
<b>Service</b>	<b>Provider</b>	<b>2016 Allocation</b>	<b>2017 Allocation</b>	<b>Variance</b>
IDAP	Community Advocates, Inc.	\$91,120	\$45,560	(\$45,560)

Recommendation

It is recommended that the County Board of Supervisors authorize the Director, DHHS, or his designee, to enter into 2017 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 \$5,669,626 which are included in the DHHS 2017 Budget. A fiscal note form is attached.



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Héctor Colón, 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 Kreklow, Director, Office of Performance, Strategy & Budget  
Steve Cady, Research Director, Comptroller's Office  
Lisa Wozny, Budget Analyst - DAS  
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