

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

**DATE:** November 16, 2018

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

**FROM:** Mary Jo Meyers, Director, and Department of Health and Human Services  
*Prepared by Shakita LaGrant, Associate Director of Integration, Disabilities Services Division*

**SUBJECT:** **Report from the Director, Department of Health and Human Services, requesting authorization to enter into 2019 Disabilities Services Division purchase of service contracts for adult and children's programs from January 1, 2019 through December 31, 2019**

**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 2019.

**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 2019. 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.

The following is a detailed description of the allocations being recommended for the adult and children's POS contracts in 2019. 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 identifies the 2019 POS contract recommendations and program changes for DSD by program area.

## **Children's Programs**

### **Birth to 3/Early Intervention**

The Birth to 3 Program, authorized under Part C of the federal Individuals with Disabilities Education Act (IDEA), supports children with developmental delays or disabilities under the age of three and their families. The program is a federal entitlement which utilizes state, federal, and local funds to enhance the development of children with developmental disabilities, minimizes the need for special education, and decreases rates of institutionalization.

Counties are responsible for administering the program based on state and federal guidelines. Specific county responsibilities include establishing a comprehensive system to identify, locate, and evaluate children who may be eligible for the program.

### ***Milwaukee County's Birth to 3 Network***

Currently, DSD contracts with seven agencies to provide services to families to enhance their child's development. These services may include the following:

- Screening & Evaluation
- Related Health Services
- Family Education Development & Education Services
- Communication Services
- Occupational, Speech & Physical Therapy
- Case Management Services

Collaboration with the Healthier Wisconsin Partnership, Disability Rights Wisconsin, Head Start & Early Head Start Programs, the school system and other partners has increased awareness and access resulting in increased referrals to Birth to 3 each year. As a result, referrals to the program have risen nearly 40 percent since 2014.

Unfortunately, State funding has remained stagnant for the last several years and DSD actually received a reduction of nearly \$200,000 in 2010. Despite the challenging fiscal situation, DHHS must sustain a federal maintenance of effort (MOE) requirement. This means that the total financial commitment in county funds such as tax levy, Potawatomi, and BCA must be maintained to the same level every year.

### ***A New Approach***

The pressure of delivering quality services under an entitlement program coupled with flat revenue streams requires a new approach. As discussed in an informational report to the County Board in July (File No. 18-502), DSD sponsored several listening sessions to gather input from providers and families to improve quality and increase consumer satisfaction. Based on this feedback, DHHS prepared a Request for Proposals (RFP) for 2019 services.

The new approach would fully implement the primary coach service delivery model. This method includes modeling of therapeutic activities for parents to use with their child during their daily routines, maximizing a parent's ability to support their child's development many times throughout the day. The proposed approach would encompass coaching practices along with establishing teams to build the capacity of family members and other important care providers to promote a child's learning and development. Another aspect involves engagement with a primary provider coach who leads a multidisciplinary service team allowing the child to focus on his or her strengths and interests within the context of their natural environment rather than dwelling on weaknesses. The team will support and empower parents as well as address the priorities of the family to promote a child's development.

For the 2019 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.

The following providers are recommended for contracts in 2019 based on the results of the 2018 RFP process. A total of five agencies submitted proposals and the following four agencies are being recommended for contracts. The program serves an average of 1,484 children per month. At least four agencies were needed to meet this service demand.

The benefits of contracting with fewer agencies include:

- Better ability to monitor & reward quality
- Reduced administrative overhead
- Economies of scale and lower incremental cost to serve each additional child
- Less duplication of effort and services
- Ultimately, the ability to serve more children

| <b>Service</b>                      | <b>Provider</b>                      | <b>2018 Allocation</b> | <b>2019 Allocation</b> | <b>2018/2019 Variance</b> |
|-------------------------------------|--------------------------------------|------------------------|------------------------|---------------------------|
| Birth to 3<br>Early<br>Intervention | Curative Care Network                | \$1,585,584            | \$2,079,218            | \$493,634                 |
| Birth to 3<br>Early<br>Intervention | Milwaukee Center for<br>Independence | \$418,970              | \$517,241              | \$98,271                  |
| Birth to 3<br>Early<br>Intervention | Penfield Children's Center           | \$1,205,598            | \$1,382,394            | \$176,796                 |
| Birth to 3<br>Early<br>Intervention | St. Francis Children's Center        | \$489,170              | \$546,253              | \$57,083                  |

### **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 predicted trend.

### **Respite**

Broadscope Disability Services is recommended for a 2019 contract at the same funding level compared to 2018. Respite continues to be a highly-demanded service by families. These services support both adults and families with children who have disabilities. This contract was bid out under a Request for Proposals (RFP) process in 2017 and performance-based measures have been established and will be implemented in 2019. The current service provider and consumers have an opportunity to give input in the process of determining these measures.

| <b>Service</b> | <b>Provider</b>                | <b>2018 Allocation</b> | <b>2019 Allocation</b> | <b>2018/2019 Variance</b> |
|----------------|--------------------------------|------------------------|------------------------|---------------------------|
| Respite        | Broadscope Disability Services | \$211,095              | \$211,095              | \$0                       |

Advocacy/Outreach

DSD is recommending six agencies for funding in 2019 at the same level as 2018 for the provision of advocacy services.

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. The agencies also provide consumer education, self-advocacy as well as systems advocacy support to individuals with disabilities and their families.

| Service  | Provider                               | 2018 Allocation | 2019 Allocation | 2018/2019 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                |
|          | Best Buddies                           | \$30,000        | \$30,000        | \$0                |

Employment Options

For 2019, DSD is revising the employment options program which connects young adults with disabilities to jobs and plans to issue an RFP. For this reason, DSD is currently recommending six-month contracts with the current providers to ensure our youth are being connected to employment and training. The following agencies provided employment services under the 2018 contract: Goodwill, Milwaukee Center for Independence, and Broadscope Disability Services. Goodwill has elected not to renew a contract for 2019.

In 2019, the total budget of \$172,235 will be utilized to fund the program. For 2019, DSD anticipates contracts with two to four agencies once the RFP process is completed.

Disabilities Solutions Collaborative – Employment Initiative

DSD partnered with the Disabilities Workforce Collaborative for the last two years to promote employment for individuals with disabilities in Milwaukee. The Collaborative, operated by Easter Seals, elected not to renew the contract after discussing it with the leadership group. It indicated that the goals of the contract were achieved and any ongoing work would be absorbed by provider agencies.

The following contracts are recommended to connect young adults with disabilities to employment in the community for the period of January 1, 2019 to June 30, 2019:

| Service                  | Provider  | 2018 Allocation  | 2019 Allocation  | 2018/2019 Variance |
|--------------------------|---|------------------|------------------|--------------------|
| Employment               | Goodwill Industries                                 | \$53,000         | \$0              | (\$53,000)         |
| Employment               | Milwaukee Center for Independence                   | \$55,000         | \$27,500         | (\$27,500)         |
| Employment               | Broadscope Disability Services                      | \$64,235         | \$32,118         | (\$32,117)         |
| Employment Collaborative | Easter Seals  | \$31,000         | \$0              | (\$31,000)         |
| Employment               | To be determined by RFP (effective 7/1/19-12/31/19) | 0                | \$112,617        | \$112,617          |
|                          | <b>Subtotal</b>                                     | <b>\$203,235</b> | <b>\$172,235</b> | <b>(\$31,000)</b>  |

#### Recreation

The recreation services provided by Easter Seals are now being funded under the Children's Long-Term Support (CLTS) Program. The consumers served under this funding allocation were found to be eligible for CLTS which, therefore, eliminated the need for this program to be funded by tax levy under a purchase of service contract.

| Service    | Provider                               | 2018 Allocation | 2019 Allocation | 2018/2019 Variance |
|------------|--|-----------------|-----------------|--------------------|
| Recreation | Easter Seals of Southeastern Wisconsin | \$102,250       | \$0             | (\$102,250)        |

#### Supported Living Options

There were two agencies providing Supported Living Options (SLO) services in 2018. Two agencies are recommended for contracts in 2019 for supported living option services. The SLO agencies currently provide 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 2019 contracts are as follows:

| Service                  | Provider                          | 2018 Allocation | 2019 Allocation | 2018/2019 Variance |
|--------------------------|-----------------------------------|-----------------|-----------------|--------------------|
| Supported Living Options | Dungarvin-Wisconsin               | \$50,000        | \$50,000        | \$0                |
|                          | Milwaukee Center for Independence | \$50,000        | \$50,000        | \$0                |

**Other Support Services**

DSD is recommending the following contract with Life Navigators for staff support of the CLTS provider network and ensuring adherence to CLTS programmatic requirements as well as assistance with facilitating the development and execution of key priorities for the Combined Community Services Board (CCSB) and Aging and Disability Resource Center (ADRC).

| <b>Service</b> | <b>Provider</b>       | <b>2018<br/>Allocation</b> | <b>2019<br/>Allocation</b> | <b>2018/2019<br/>Variance</b> |
|----------------|-----------------------|----------------------------|----------------------------|-------------------------------|
| Staff Support  | Life Navigators, Inc. | \$100,000                  | \$100,000                  | \$0                           |

**Interim Disability Assistance Program (IDAP)**

The Interim Disability Assistance Program provides financial assistance to individuals with disabilities while their Supplemental Security Income (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 service. For 2019, DSD is recommending a contract with Community Advocates to assist individuals applying for or currently receiving IDAP.


| <b>Service</b> | <b>Provider</b>           | <b>2018<br/>Allocation</b> | <b>2019<br/>Allocation</b> | <b>2018/2019<br/>Variance</b> |
|----------------|---------------------------|----------------------------|----------------------------|-------------------------------|
| IDAP           | Community Advocates, Inc. | \$91,120                   | \$91,120                   | \$0                           |

**Recommendation**

It is recommended that the Milwaukee County Board of Supervisors authorize the Director, DHHS, or her designee, to enter into 2019 purchase of service contracts with community-based provider agencies per the narrative above and in the amounts specified in the accompanying resolution.

**Fiscal Effect**

A total of \$5,347,982 is included in the DHHS 2019 Budget for these contracts. A fiscal note form is attached.

  
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Mary Jo Meyers, Director  
Department of Health and Human Services

cc: County Executive Chris Abele  
Raisa Koltun, County Executive's Office  
County Supervisor James "Luigi" Schmitt  
County Supervisor Supreme Moore-Omokunde  
Teig Whaley-Smith, Director, DAS  
Joseph Lamers, Director – Office of Performance, Strategy & Budget  
Steve Cady, Research Director, Comptroller's Office  
Lisa Wozny, Fiscal & Management Analyst, DAS  
Lottie Maxwell-Mitchell, Research & Policy Analyst, Comptroller's Office