



Iowa Department of Human Services

Terry E. Branstad
Governor

Kim Reynolds
Lt. Governor

Charles M. Palmer
Director

December 15, 2014

Michael Marshall
Secretary of the Senate
State Capitol Building
LOCAL

Carmine Boal
Chief Clerk of the House
State Capitol Building
LOCAL

Dear Mr. Marshall and Ms. Boal:

Please find enclosed the "Report of Joint Protocols and Program Models for Employment-Related Services and Supports Provided to Persons with Disabilities".

This report was prepared pursuant to 2014 Iowa Acts House File 2463, Section 70.

This report is also available on the Department of Human Services website at <http://www.dhs.iowa.gov/Partners/Reports/LegislativeReports/LegisReports.html>.

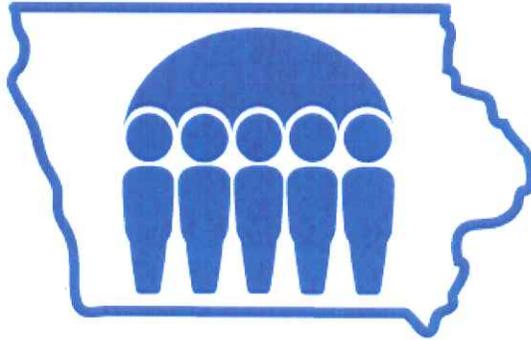
Sincerely,

Jennifer Davis Harbison
Policy Advisor

Enclosure

cc: Governor Terry E. Branstad
Senator Jack Hatch
Senator David Johnson
Representative David Heaton
Representative Lisa Heddens
Legislative Services Agency
Aaron Todd, Senate Majority Staff
Josh Bronsink, Senate Minority Staff
Carrie Malone, House Majority Staff
Zeke Furlong, House Minority Staff

Iowa Department of Human Services



and

Iowa Vocational Rehabilitation Services



Iowa
Vocational
Rehabilitation
Services

Finding solutions. Generating success.

Report of Joint Protocols and Program Models for Employment-Related Services and Supports Provided to Persons with Disabilities

December 15, 2014

***Report of Joint Protocols and Program Models for
Employment-Related Services and Supports Provided to
Persons with Disabilities***

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Introduction

House File (HF) 2463 requires Iowa Vocational Rehabilitation Services (IVRS) and the Department of Human Services (DHS) to jointly develop protocols and program models to integrate employment services and supports for individuals with disabilities.

The text of HF 2463, Section 70, reads as follows:

“VOCATIONALREHABILITATIONSERVICES—EMPLOYMENT. The department of human services and the division of vocational rehabilitation services of the department of education shall jointly develop protocols and program models to integrate the employment-related services and other supports provided to persons with disabilities through federal match funding administered by the department and the division. The protocols and program models shall not include provisions that would interfere with the ability of any mental health and disability services region approved under section331.389 operating as an employment network for the federal social security administration’s ticket to work program for persons with disabilities to collect any milestone or outcome payments. The department and the division shall report on or before December 15, 2014, to the individuals identified in this Act for submission of reports and to the chairpersons and ranking members of the joint appropriations subcommittee on education on the expenditure of such funding in the previous fiscal year along with findings and recommendations.”

In response to this charge, we respectfully present you with this Report.

Working Together

The IVRS and the DHS have worked collaboratively at developing a Memorandum of Agreement (MOA) identifying a shared referral process, common employment outcomes, and a method to leverage financial resources from both programs to positively impact employment outcomes for those Iowans with the most significant disabilities. A specific focus of these collaborative efforts have been to create a seamless system for job candidate participants, from the point of transition at the secondary school level, through adult service delivery.

IVRS and DHS are key collaborators in the Employment First State Leadership Mentoring Program (EFSLMP), which is a cooperative agreement between the U.S. Department of Labor’s Office of Disability Employment Policy (ODEP) and IVRS. IVRS is the lead agency, but DHS has committed staff and management resources and time to collaborate jointly in Iowa efforts. IVRS and DHS have also partnered with the Iowa Coalition for Integrated Employment (ICIE--Iowa’s Project of National Significance Employment Systems Change Grant awarded to Iowa’s Developmental Disabilities Council), and the Disability Employment Initiative (DEI, awarded to Iowa Workforce

Development) to increase the impact of our efforts. These concurrent initiatives involve many of the same individuals from multiple departments on each of the leadership teams.

Iowa has a grassroots Employment First (E1st) initiative that influences the state's employment service delivery system and involves a broad range of collaborators.

Iowa's E1st Vision is that "Iowans with disabilities are employed at the same rate as other Iowans and receiving equal benefits." The Mission of E1st is to "Change beliefs, practices, systems and funding so that employment in the general workforce is the first and preferred outcome in the provision of publicly funded services for all working age Iowans with disabilities, regardless of level of disability."

In 2012, 2013, and 2014 Iowa's Governor made a Proclamation each October supporting Iowa's E1st goals.

Achieving a Common Understanding of the Problem

State Demographic, Regulatory, and Service Landscape

The collaborative work of our employment services system is important, and this section provides a more complete picture of the employment issues in Iowa.

Today in Iowa, approximately 11% of our 3 million citizens (or, around 335,000 individuals) experience some type of disability. Of that, approximately 30,000 are under 18 years of age, while 169,000 are between 18 and 64. The median income for Iowans age 16 and over who experienced a disability in 2011 was \$16,135, while the median income for Iowans without disabilities during that same time was \$29,533. The employment rate for Iowans with a disability was 41% while the employment rate for those without disabilities was 89.4% for that same time period (State Data Center of Iowa, 2013).

Service data from DHS's Mental Health and Disabilities Services (MHDS) show that in SFY13, there were 4,771 individuals in some type of community based work services, while 5,299 were served in prevocational services based in facilities. This data also shows that 9,900 individuals received day habilitation services in SFY13. This service data for individuals served is not unduplicated as individuals may receive more than one service.

We must continue working to create more opportunities for Iowans with disabilities to discover and obtain the work that matches their talents, interests, and abilities. We must continue working to help people with disabilities get the equal opportunities, training, and accommodations that they need to work. These results also show a positive return on investment with our state dollars. Putting people to work is cost effective and a positive qualitative factor for the individuals served.

These efforts are also effected by compliance issues outlined by the Americans with Disabilities Act (ADA), Section 504 of the Rehabilitation Act, and the Supreme Court's *Olmstead* decision. Iowa is required to ensure that services are provided in integrated settings that are appropriate to individual needs.

The federal Centers for Medicare and Medicaid Services (CMS) specified in September 2011 that Home and Community Based waiver funding cannot be used for vocational services in facility based or sheltered work settings where individuals with disabilities are supervised for the primary purpose of producing goods or performing services. The federal Fair Labor Standards Act regulates how individuals with disabilities must be paid for work performed in sheltered workshops.

Community employment at minimum wage or better is a reasonable outcome for the majority of Iowans with disabilities. Work is a key part of having a valued community role and a key part of self-identity. It is part of the obligation of state agencies to help people with disabilities get out of poverty and ultimately rely less on public resources.

IVRS' mission is to work for and with individuals who have disabilities to achieve their employment, independence and economic goals. IVRS seeks to seize opportunities to continue shaping future service delivery systems related to employment services, disability determination and independent living with innovative practices, leadership from all staff, and a focus on service. Today's economic climate presents a number of challenges, but IVRS is positioned to be a valued resource in collaborating with business and industry as well as our community partners in providing services to enhance the lives of individuals with disabilities.

MHDS Redesign included employment supports as a core service, and supported employment as an evidence based practice.

IVRS and DHS Employment Service Alignment

Since July 1, 2014, IVRS and DHS have been actively collaborating and identifying action steps to effectively move service delivery forward. We anticipate growth in all of these areas, but it takes some time for implementation, planning and communication across service systems to effectively implement these types of changes.

The \$750,000 of state appropriated dollars has directly contributed to the following collaborative efforts of IVRS and DHS:

- IVRS was able to assist in reducing IVRS eligible post-secondary student's financial obligations through raising the percentage of post-secondary financial assistance that we can provide.
- IVRS increased employment service options for our community providers by expanding a Discovery and Customized Employment service code, used to identify elements that help people with disabilities to obtain employment that most closely matches their interests, skills, abilities and needs.

- IVRS has eliminated use of the “denial” letter” which has provided improvements to how an individual accesses waiver and county case management services. This occurred due to improved partnering efforts of our two lead state programs.
- IVRS can now contract for transition services outside of the summer months and outside of the school day.
- IVRS has developed a Request for Proposal focused on a transition project designed to increase the employment experiences for eligible secondary school students with disabilities. A trial project of 10 schools are targeted and the RFP is being reviewed by the Department of Management.
- IVRS has infused Customized Employment into Supported Employment as of October 1, 2014.
- DHS has continued to work on mental health and disabilities redesign including how to develop best practices in employment.
- DHS has continued to work on Medicaid employment service improvements.
- DHS employment vision is “employment in the general workforce is the first priority and expected and preferred outcome in the provision of publically funded services.”
- An MOA outlining sharing of safe and secure data among eight state entities with agreement to support competitive, integrated employment opportunities was agreed upon. These eight entities are:
 - Department on Aging
 - Department for the Blind
 - Department of Education
 - IVRS
 - Department of Human Rights
 - DHS
 - Governor’s Developmental Disabilities Council
 - Workforce Development.
- An MOA between IVRS and DHS has clarified services for individuals 23 years of age or younger.

IVRS is prioritizing additional funding for partnering with the HCBS Waivers in providing supported employment services for lowans with the most significant disabilities. IVRS’ Community Rehabilitation Providers play a key component in the delivery of these services for both of our state programs. IVRS data indicates the following:

Table 1: IVRS Supported Employment Services	2012	2013	2014
Persons Served	229	247	409
Cases Successfully Closed (got a job)	148	150	252
Average Hours worked per week	19	18	20
Average Hourly Wage	\$7.79	\$7.85	\$8.12

Table 1 shows sizeable growth in number of persons served, number of cases closed successfully, and modest but noticeable gains in average hours worked per week by persons with disabilities, and their average hourly wages.

Table 2 shows where IVRS dollars have been expended, and demonstrates the fiscal commitment to supporting people with disabilities in the specific Supported Employment services they need to obtain and maintain community based employment.

Table 2: IVRS Supported Employment Expenditures by Federal Fiscal Year

Object	Description	FFY2012	FFY2013	FFY2014
D15	Job Development	\$106,117	\$134,855	\$81,012
D15-1	Job Development: Placement Agreement	\$ --	\$ --	\$79,043
D15-2	Job Development: Written Report	\$ --	\$ --	\$43,853
D15A	Employer Development	\$197,231	\$209,161	\$326,927
D20	Supported Job Coaching: Assessment	\$4,698	\$6,356	\$12,353
D21	Supported Job Coaching: Stabilization	\$152,475	\$162,079	\$262,207
D22	Supported Job Coaching: 45 Day	\$39,196	\$42,941	\$66,250
D23	Supported Job Coaching: 90 Day	\$24,106	\$27,912	\$49,929
450	Supported Employment: Non CRP	\$ --	\$ --	\$727
980	Supported Job Coaching: Non CRP	\$ --	\$350	\$289
Totals		\$523,823	\$583,654	\$922,589

Table 3 illustrates the IVRS expenditures for Job Coaching services.

Table 3: IVRS Selected Job Coaching by Federal Fiscal Year

Object	Description	FFY2012	FFY2013	FFY2014
D18	Selected Job Coaching: Stabilization	\$12,844	\$12,990	\$7,368
D19	Selected Job Coaching: 90 Day	\$2,826	\$4,578	\$2,065
D15	Job Development: Selected	\$3,140	\$6,011	\$1,289
D15A	Employer Development: Selected	\$8,596	\$12,149	\$5,202
	Supported Job Coaching: Non CRP	\$ --	\$ --	\$ --
Totals		\$27,406	\$35,728	\$15,924

Table 4 shows the total amount of money IVRS spent on purchased services through our community partners.

Table 4	2012	2013	2014
Total expended on Community Provider services	\$1,304,259	1,606,571	1,790,242

In 2013 DHS spent \$8,570,407 for community employment services and \$16,852,264 on prevocational services under the HCBS Waiver and Medicaid State Plan programs (Medicaid Claims Data, September, 2013).

Table 5 shows state and federal Medicaid expenditures for community employment services in SFY2013. The “state share” of federal Medicaid participation for SFY2013 was 40.13%.

Table 5

Medicaid Community Based Work Services	Persons	State Medicaid	Federal Medicaid	Total
Group Employment	1,013	\$975,158	\$1,454,840	\$2,429,998
Supported Employment	2,208	\$2,464,146	\$3,676,263	\$6,140,409
<i>Community Employment Total</i>				<i>\$8,570,407</i>

Table 6 shows state and federal Medicaid expenditures for prevocational services delivered in facility settings in SFY2013.

Table 6

Medicaid Facility Based Work Services	Persons	State Medicaid	Federal Medicaid	Total
Prevocational	5,299	\$6,762,814	\$10,089,450	\$16,852,264
<i>Facility Employment Total</i>				<i>\$16,852,264</i>

Table 7 shows state and federal Medicaid expenditures for day habilitation services delivered in community or facility settings in SFY2013.

Table 7

Day Services (may occur in community or facility)	Persons	State Medicaid	Federal Medicaid	Total
Day Habilitation	9,900	\$15,980,448	\$23,841,252	\$39,821,700
<i>Day Services Total</i>				<i>\$39,821,700</i>

Person counts in Tables 5, 6, and 7 are not unduplicated, because persons may receive more than one service simultaneously.

Conclusion

IVRS and DHS are committed to continuing collaborative efforts to improve employment services, opportunities for individuals with disabilities, and efficient use of federal and state funding.