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# Employment First Report

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Bettering Employment Outcomes for Oregonians  
with Intellectual and Developmental Disabilities

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January 2015

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## Background

The Employment First team within the Department of Human Services (DHS) produces a semi-annual report to the Statewide Employment First Coordinator which provides data concerning Oregonians with intellectual and/or developmental disabilities (I/DD). This report outlines the employment statistics for Oregonians with I/DD found eligible for services through the Office of Developmental Disability Services (ODDS) and provides a detailed breakdown of their employment settings.

Executive Order 13-04<sup>1</sup> directs DHS to produce this document semi-annually. The Executive Order mandates the report to estimate the number of individuals receiving employment services and the number of individuals working in sheltered employment, self-employment, group employment or an individual integrated employment setting. The Executive Order also requires the report to detail the number of hours worked per week and hourly wages paid to those people; the choices made by individuals between integrated work, sheltered work, not working; and any complaints and grievances.

The general report process, the publication of this report (this document), and technical aspects of conducting the data analysis for the report are managed by the Employment First Data Analyst within DHS. Technical assistance and data come from: Vocational Rehabilitation (VR), Office of Developmental Disability Services (ODDS), Oregon Department of Education (ODE), and the Oregon Employment Department (OED).

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<sup>1</sup> [http://www.oregon.gov/gov/docs/executive\\_orders/eo\\_13-04.pdf](http://www.oregon.gov/gov/docs/executive_orders/eo_13-04.pdf)

## Introduction

*Oregon is a leader in providing supported employment services to individuals with intellectual and developmental disabilities. Oregon adopted an Employment First Policy in 2008, making it one of the first states to do so. The Employment First Policy makes integrated employment the goal for all Oregonians with intellectual and developmental disabilities.*

*While the state cannot guarantee a job to any Oregonian, the state can and should consistently work to continue to improve its provision of employment services to provide the best possible opportunities for success and choice for individuals receiving those services. This requires new approaches and partnerships with government, the non-profit services sector, and potential employers in the business community.*

*Improving Oregon's delivery of employment services, with the goal of achieving integrated employment for individuals with intellectual and developmental disabilities, consistent with their abilities and choices, will benefit individuals with disabilities, their families, our communities, the economy, and the state.*

**Governor John A. Kitzhaber, MD**

Executive Order 13-04

The Governor's Executive Order recognizes the strategic importance of improving the work and economic opportunities of all Oregonians including those with I/DD. More specifically, the Order sets forth strategies to be followed by the DHS and the Oregon Department of Education (ODE) to further improve Oregon's systems of designing and providing employment services to individuals with I/DD, including a significant reduction over time of state support of sheltered work and an increased investment in employment services. The strategies and planned actions are targeted to increase and improve the delivery of employment services to individuals with I/DD with the goal of increasing integrated employment. The Executive Order calls for regular monitoring of the progress through "data collection, data analysis and quality improvement activities." This report serves as one step in continuing to implement the Order.

## Definitions

**CDDP:** A Community Developmental Disability Program (CDDP) is an entity that is responsible for planning and delivery of services for individuals with intellectual or developmental disabilities in a specific geographic service area of the state. CDDPs operate under an agreement with the Department of Human Services.

**Comprehensive Services Waiver:** The Comprehensive Services Waiver is a federally-approved 1915(c) Home and Community-Based service Medicaid waiver. Comprehensive services are provided to individuals with intellectual and/or developmental disabilities and include case management, employment or other day services.

**Day Services:** Other day services referenced throughout this report includes support (attendant care, skills training, relief care, etc.) to meet Activities of Daily Living/Instrumental Activities of Daily Living needs, including socialization, that is provided in a group setting by a certified provider organization.

**Employment Services (EO Definition):** Services provided by ODDS or VR that are intended to assist a person with I/DD to choose, get, learn, and keep work in an integrated employment setting. Employment services shall be “individualized,” meaning that services shall be individually planned, based on person-centered planning principles and evidence-based practices, where applicable.

**EOS:** The Employment Outcomes System (EOS) is a system for collecting semi-annual data on the outcomes of adults with I/DD, enrolled in the Comprehensive Services Waiver, who are receiving employment services or other day services. Data is provided by certified service provider entities. This is a web-based system with data reported for services provided in the months of March and September.

**Group Supported Employment:** Support to work in a regular business, industry, or community setting. May be provided to a group of two to eight individuals with I/DD working within the same employment setting. This service must be provided in a manner that promotes integration into the work place and allows interaction with people without disabilities in those work places. This does not include support in a facility-based work setting.

**Integrated Employment Setting:** This is an employment setting that allows an individual with I/DD to interact with non-disabled individuals in the employment setting. An integrated employment setting cannot be facility-based work in a sheltered workshop or other non-work day services. An integrated employment setting is a typical work environment, including self-employment or small business models, in the community. An integrated employment setting can include a group enclave or mobile crew but must allow for interaction with non-disabled individuals in the employment setting.

**ODDS:** The Office of Developmental Disability Services (ODDS or DD) is a program operating unit within the DHS. ODDS provides supports and services to children and adults with I/DD that meet eligibility criteria for services. Eligible individuals and their families can access generic and specialized services to provide the support, based on the individual needs of the person, to be able to live in his or her own community with as much independence as possible. Services and supports may range from information and referral, to case management, or hourly services, to assist an individual to live in their own home, access employment or other day services.

**ODDS Service Recipient:** An individual with I/DD found eligible for services may access ODDS services through CDDP, Support Services Brokerages, or other services. This designation constitutes the universe of individuals receiving services through ODDS. Individuals with I/DD in this report refer only to those who are receiving ODDS services.

**Plan of Care (POC):** Plan of Care is the fiscal representation of an Individual Support Plan (ISP) that is entered into the eXPRS payments system for the purpose of authorizing, claiming, and paying for services approved in the plan.

**Sheltered Workshop:** A “sheltered workshop” is a facility-based service that congregates more than eight adults with intellectual or developmental disabilities (“I/DD”). Sheltered workshops are operated by service provider entities. In general, a sheltered workshop employs only individuals with I/DD or other disabilities except for service support staff. However, assessments, instruction, and activities that typically occur in public schools and that are provided either directly or by contract by the public school districts, by public charter schools, by an

educational service district, or ODE in a school setting, are not considered sheltered workshops.

**Sheltered Workshop Worker:** An individual with an intellectual or developmental disability paid for producing goods or services in a sheltered workshop setting.

**Support Service Waiver:** The Support Services Waiver is a federally-approved 1915(c) Home and Community-Based service Medicaid waiver. Support services allow individuals with I/DD to fully participate in community life, including work. Support services are planned and monitored through entities known as Support Service Brokerages.

**Support Services Brokerage (Brokerage):** A Brokerage is an entity, or distinct operating unit within an existing entity, that uses the principles of self-determination to perform the functions associated with planning and implementation of support services for individuals with intellectual or developmental disabilities.

**VR:** Vocational Rehabilitation (VR), (formerly OVRS) is a program within the Department of Human Services (DHS). It is a state and federally-funded program which assists individuals with disabilities, to secure, maintain and advance in employment. VR is an eligibility-based program. An individual's services are dictated by his/her particular situation and vocational goal. VR is a voluntary program and may be accessed more than once.

Many individuals with I/DD will utilize supported employment services to secure and maintain competitive employment in integrated settings. Vocational Rehabilitation provides services that assist in identifying, securing and maintaining employment while ODDS provides ongoing supports needed to retain and maintain employment.

The record of services of an individual who has achieved an employment outcome may be closed (rehabilitated) when employment outcome is achieved at or above minimum wage in an individual integrated employment setting which has been maintained for a minimum of 90 days.

## Executive Order Report

*Note: Historically, ODDS conducted semi-annual surveys under the Employment Outcomes System (EOS). In order to improve both services and data, and to better carry out the directives of Executive Order 13-04, Oregon is transitioning its data collection system to Plan of Care (POC) and an updated EOS survey. Due to this implementation in September 2014, this report and future ones will be based on billing data from POC with additional wage information supplemented by the EOS survey instead of the historical method for counting services. Because definitions and methodologies have changed due to POC and new waiver definitions, previous EOS counts will not be directly comparable to new data.*

*The new EOS survey will continue to calculate wages, but due to the transition to POC, there was no EOS survey in September 2014. Instead, an interim survey of sheltered workshop workers was conducted for September 2014. The new EOS survey will roll out in May-June 2015 to capture the period of March 2015 and the new data will be included in the July 2015 report. Therefore, certain sections of this report have not been updated since the July 2014 report while the new data collection system remains in transition.*

*In addition, POC billing data is not yet complete for the month of September 2014. As of December 31, 2014, 81 percent of individuals that had an authorization for billing day or employment services have had services billed for one or more of those services. Therefore, the data presented in this report undercounts the number of individuals with I/DD who are in fact receiving services. When billing data becomes more complete, future reports will reflect the updated numbers.*

This section provides a summary of data reporting required in Oregon Executive Order 13-04, Section XIII.

### **A. The Number of Individuals Receiving Employment Services**

The funding for delivery of employment services comes through two primary and distinct sources: ODDS and VR.

**ODDS:** For September 2014, providers billed ODDS for employment and other day services provided to 5,620 ODDS service recipients in the POC billing system. Table 1 breaks out the different services ODDS provided to service recipients with I/DD. Out of 5,620 service recipients, 1,258 (22.4%) unique individuals were working in an integrated supported employment setting<sup>2</sup> and 2,692 unique individuals participated in a path to employment. A total of 3,693 unique individuals received an employment or employment path service in ODDS in September 2014.

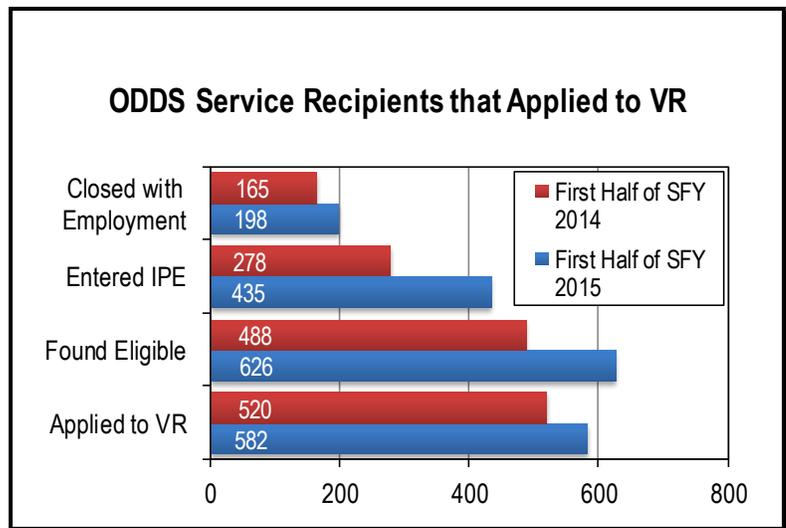
| Date   | Integrated Employment |                 | Job Placement               |                             | Path to Integrated Employment |                             |                   | Other Day Supports |                 |                | Total          |              |
|--------|-----------------------|-----------------|-----------------------------|-----------------------------|-------------------------------|-----------------------------|-------------------|--------------------|-----------------|----------------|----------------|--------------|
|        | Individual Supported  | Group Supported | Job Development (placement) | Job Development (Retention) | Employment Path -Facility     | Employment Path - Community | Discovery Profile | Day - Facility     | Day - Community | Attendant Care | Total Services | Total Served |
| Sep-14 | 573                   | 751             | 3                           | 0                           | 2,307                         | 764                         | 0                 | 2,452              | 2,013           | 1              | 8,864          | 5,620        |

Source: POC billing data from eXPRS

**Table 1**

**VR:** According to data provided by VR, in the first half of State Fiscal Year (SFY) 2015 (July 1, 2014-December 31, 2014), 582 ODDS service recipients applied for VR services, 626<sup>3</sup> were found eligible, 435 entered an Individual Plan for Employment (IPE) and 198 closed with integrated employment.

By comparison, in the first half of SFY 2014 (July 1, 2013-December 31, 2013), 520 ODDS service recipients applied for VR services, 488 were found eligible, 278 entered into an IPE and 165 closed with integrated employment (see Graph 1). This is a 12 percent increase in ODDS service recipients applying for VR; 28 percent increase in ODDS



**Graph 1**

<sup>2</sup> It should be noted that, unlike in the July EO 2014 report, POC billing data reflects only supported employment figures. Individuals with natural supports are not included. As a result, the total number of unique individuals with I/DD who are in fact working in integrated employment is higher than 1,258. This is discussed further in the “Data Calculations, Limitations and Caveats” section below.

<sup>3</sup> Individuals found eligible could have applied before SFY 2015 so the number found eligible can at times be higher than the number of applicants.

service recipients being found eligible; 56 percent increase in VR applicants entering an IPE in the last year; and 20 percent increase in successful closures with integrated employment compared to the first half of SFY 2014.

**B. The Number of Persons Working in the Following Settings:**

**I. Individual Integrated Employment**

According to the POC billing system, in September 2014, 573 unique individuals received supported employment services.

**II. Self-Employment**

VR tracks self-employment information for all individuals that applied to its program. According to VR, there were no ODDS service recipients who entered self-employment in SFY 2014. There is no other method (either in ODDS, OED and EOS data) of tracking this information at present. The March 2015 revised EOS survey is expected to begin capturing this information.

**III. Sheltered Employment**

In the September 2014 survey of ODDS service recipients in sheltered workshops<sup>4</sup>, there were 2,500 (Table 2) ODDS service recipients working in sheltered employment.<sup>5</sup> 1,643 of those individuals were in the Comprehensive Services Waiver (66%) and 857 were in the Support Services Waiver (34%).

When September 2014 data is compared with September 2013 data, there was an overall reduction of 171 sheltered workshop workers (-6.4%). When the data is broken out by waiver, there were 81 fewer (-8.6%) sheltered workers in the

| Date   | Comprehensive        |                 | Supp. Serv. Waiver   |                 | Total                |                 |
|--------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|
|        | Sheltered Employment | Annual % Change | Sheltered Employment | Annual % Change | Sheltered Employment | Annual % Change |
| Sep-14 | 1,643                | -5.2%           | 857                  | -8.6%           | 2,500                | -6.4%           |
| Mar-14 | 1,795                | -1.1%           | 918                  | -7.4%           | 2,713                | -3.3%           |
| Sep-13 | 1,733                | -0.2%           | 938                  | 6.3%            | 2,671                | 2.0%            |
| Mar-13 | 1,815                | 3.2%            | 991                  | 19.1%           | 2,806                | 8.3%            |
| Sep-12 | 1,737                | 5.9%            | 882                  | -2.5%           | 2,619                | 2.9%            |
| Mar-12 | 1,759                |                 | 832                  |                 | 2,591                |                 |
| Sep-11 | 1,641                |                 | 905                  |                 | 2,546                |                 |

**Table 2**

<sup>4</sup> Due to POC and the changing EOS survey format, sheltered workers in brokerages were surveyed by employment providers instead of brokerages.

<sup>5</sup> Appendix A. breaks out sheltered workers by provider derived from the September 2014 survey.

Support Services Waiver (Brokerages) and 90 fewer workers in Comprehensive Waiver (-5.2%).

#### ***IV. Group Employment (2-8)***

According to the POC billing system, in September 2014, 751 unique individuals received group supported employment services.

##### ***C. The Number of Individuals Working in an Integrated Employment Setting***

According to the POC billing system, in September 2014, there were 1,324 employment services given in an integrated employment setting. Because some individuals utilize both group and individual integrated employment services, there were 1,258 unique individuals that received integrated supported employment services in September 2014.

##### ***D. The Number of Hours Worked Per Week & Hourly Wages Paid to Those Persons***

###### **I. Hourly Wages**

In the March 2014 EOS survey, ODDS service recipients in the Comprehensive Services Waiver<sup>6</sup> working in an individual supported employment setting made an average of \$8.58 per hour. Those in group supported employment made an average of \$6.46 per hour. The average for all integrated workers (individual and group supported) was \$6.98 per hour.

Average wages in a non-integrated setting (sheltered workshop workers) in September 2014 was \$4.74 per hour according to the September 2014 sheltered workshop survey.

###### **II. Average Hours Worked**

Based on September 2014 POC data, those working in an individual supported employment setting worked an average 37.7 hours in September. Those in group supported settings worked an average 51 hours in September. The average monthly hours spent in either setting (total integrated employment) was 47.7 hours in

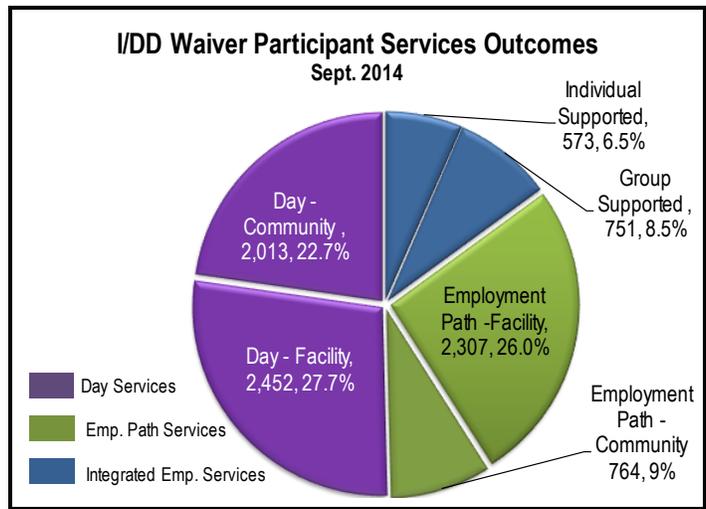
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<sup>6</sup> Service recipients in the Support Services Waiver (Brokerage) do not have data on hours worked or pay. This analysis and data is derived from the March 2014 survey of Comprehensive Services Waiver service recipients.

September 2014. For those working in a non-integrated employment setting (sheltered workers), worked an average 43 hours in September.

***E. The Choices Made Between Integrated Work, Sheltered Work, and Not Working***

When total figures for all waiver participants are broken out by these three categories in the heading above, 50 percent were using other group-based day services, 35 percent were in an employment path setting, and 15 percent were in an integrated setting (Graph 2)<sup>7</sup> according to September 2014 POC billing data.



**Graph 2**

***F. Complaints and Grievances***

No new data has been compiled due to transitions in Employment First Quality Assurance position. This report will be supplemented with complaint information at a later date.

**Data Calculations, Limitations and Caveats**

Changes in services, service definitions and data gathering methods have altered reporting numbers. This section addresses some of those changes.

According to the July 2014 report, 1,486 individuals were in individual integrated employment in March 2014. The January 2015 report calculates the number at 573 individuals in September 2014. The discrepancy between the two numbers can be attributed to three main factors.

First, as mentioned above, the largest factor is the exclusion of individuals who worked with natural supports (ODDS service recipients that do not utilize job coach services) in this report. In March 2014, there were 566 ODDS service recipients (out

<sup>7</sup> Individuals can access multiple day services and therefore this contains a duplicate count of individuals.

of the 1,486) who were in integrated employment. POC billing data does not capture those working with natural supports because they are not a billable service. DHS is currently analyzing methods to capture the population using natural supports and expects to include them in future reports.

Second, as also mentioned above, not all providers have billed yet for services rendered in September 2014 to individuals in supported individual integrated employment. In September 2014, there were 769 individuals that were authorized to bill for individual integrated employment services. So far, about 75 percent have billed for supported employment services. When more providers bill for services, the numbers should reflect closer to the 769 authorized individuals.

Third, ODDS's definition of individual integrated employment has been more narrowly defined and requires a higher threshold for providers to bill under that category. Before POC, providers stated what they believed the service was and billed all employment services under the same moniker. Now in POC providers have to meet certain criteria to bill for this service. One change to the definition of "individual supported employment" is that individuals that are billed for this service must receive minimum wage or better. In March 2014, it was calculated that 22 percent of individuals did not meet this criteria. As the policy for this new definition is implemented, these numbers may decline.

The July 2014 EO report calculated that there were 938 individuals in Discovery employment services. The reason this report has Discovery Profile at zero is that Discovery is now an outcomes-based employment service. Providers are expected to spend approximately 40 hours with the individual and create a Discovery Profile. Because this outcomes-based service began in September 2014, it is not expected that providers will complete and bill for that service in the same month. Therefore, this number is expected to increase in the future.

## Appendix A.

| Provider Name                                   | Count of Sheltered Workers | % of Total |
|---|----------------------------|------------|
| OPPORTUNITY FOUNDATION CENTRAL OR               | 186                        | 7.4%       |
| GOODWILL INDUSTRIES OF THE COLUMBIA WILLAMETTE  | 157                        | 6.3%       |
| GARTEN SERVICES INC                             | 154                        | 6.1%       |
| PEARL BUCK CENTER INC                           | 130                        | 5.2%       |
| ALBERTINA KERR CENTERS                          | 126                        | 5.0%       |
| ROCKWEST TRAINING CO                            | 119                        | 4.7%       |
| EDWARDS CENTER INC                              | 107                        | 4.3%       |
| TVW AKA TUALATIN VALLEY WORKSHOP                | 101                        | 4.0%       |
| REACH INC,                                      | 88                         | 3.5%       |
| SUNRISE ENTERPRISES OF ROSEBURG INC             | 81                         | 3.2%       |
| HORIZON PROJECT INC                             | 71                         | 2.8%       |
| SOUTHERN OREGON ASPIRE                          | 69                         | 2.8%       |
| SHANGRI-LA CORP.                                | 69                         | 2.8%       |
| MID VALLEY REHABILITATION                       | 67                         | 2.7%       |
| EXCEED ENTERPRISES                              | 66                         | 2.6%       |
| TRENDSITIONS                                    | 59                         | 2.4%       |
| EASTCO DIVERSIFIED SERVICES                     | 59                         | 2.4%       |
| ABILITREE                                       | 58                         | 2.3%       |
| WILLAMETTE VALLEY REHABILITATION CENTER INC     | 53                         | 2.1%       |
| ALTERNATIVE SVCS OREGON INC                     | 52                         | 2.1%       |
| SUNSHINE INDUSTRIES UNLIMITED INC.              | 46                         | 1.8%       |
| NEW DAY ENTERPRISES                             | 44                         | 1.8%       |
| STAR OF HOPE                                    | 41                         | 1.6%       |
| HOOD RIVER SHELT WKSHP INC DBA OPPORTUNITY CONN | 37                         | 1.5%       |
| STEP FORWARD INC                                | 36                         | 1.4%       |
| COMMUNITY SERVICES INC                          | 34                         | 1.4%       |
| CORNERSTONE ASSOCIATES INC                      | 34                         | 1.4%       |
| PARTNERSHIPS IN COMMUNITY LIVING INC            | 33                         | 1.3%       |
| CATHOLIC COMMUNITY SERVICES                     | 33                         | 1.3%       |
| DEPAUL INDUSTRIES                               | 33                         | 1.3%       |
| W I T C O /WESTERN IDAHO TRAINING CO INC        | 27                         | 1.1%       |
| GOODWILL INDUSTRIES OF LANE AND SOUTH COAST     | 27                         | 1.1%       |

|  |              |               |
|--|--------------|---------------|
| SOUTHERN OREGON GOODWILL                         | 26           | 1.0%          |
| PORTLAND SUPPORTED EMPLOYMENT INC                | 26           | 1.0%          |
| PORTLAND HABILITATION CENTER, INC.               | 23           | 0.9%          |
| COAST REHAB                                      | 20           | 0.8%          |
| NATIONAL MENTOR SERVICES LLC DBA MENTOR OREGON   | 20           | 0.8%          |
| MARIE MILLS CENTER INC                           | 19           | 0.8%          |
| RIVERSIDE TRAINING CTR INC                       | 18           | 0.7%          |
| ABILITIES AT WORK FKA OREGON EMPLOYMENT SERVICES | 12           | 0.5%          |
| GREENLEAF INDUSTRIES                             | 11           | 0.4%          |
| CO OPPORTUNITY INC                               | 9            | 0.4%          |
| DANVILLE SERVICES OF OREGON LLC                  | 9            | 0.4%          |
| LIVING OPPORTUNITIES INC                         | 7            | 0.3%          |
| ALVORD TAYLOR INC                                | 6            | 0.2%          |
| CO-OPPORTUNITY, INC,                             | 3            | 0.1%          |
| BETHESDA LUTHERAN COMMUNITIES INC                | 3            | 0.1%          |
| <b>Grand Total</b>                               | <b>2,509</b> | <b>100.0%</b> |