Aligning Community Practices with Trends in Rehabilitation: Researching and Validating the Pathways to Careers Initiative

Presenters
Brian DeAtley, SourceAmerica
Therese Fimian, SourceAmerica
Gina Livermore, Mathematica Policy Research

Discussant
Christopher Button, Office of Disability Employment Policy

Washington, DC
February 25, 2016
Welcome

Moderator
David Stapleton
Mathematica Policy Research
The Center for Studying Disability Policy (CSDP) was established by Mathematica in 2007 to provide the nation’s leaders with the data they need to shape disability policy and programs that fully meet the needs of all Americans with disabilities.
Today’s Speakers

Brian DeAtley
SourceAmerica

Gina Livermore
Mathematica

Therese Fimian
SourceAmerica

Christopher Button
Office of Disability Employment Policy, U.S. Department of Labor
ALIGNING COMMUNITY PRACTICES WITH TRENDS IN REHABILITATION: RESEARCHING AND VALIDATING THE PATHWAYS TO CAREERS INITIATIVE

Brian DeAtley, Therese Fimian
Alignment with Trends in Rehabilitation

Service Provider (CRP) Capacity

Pathways to Careers
(Ensuring Informed Choice)

WIOA
Employment First
CMS Rules
DOJ Settlements
Pathways to Careers Goals and Objectives

• **Goal:** All youth and adults with significant disabilities will have an informed choice of competitive, integrated and full wage employment options

• **Objectives:**
  • Eliminate existing barriers and disincentives to full participation in the workplace for individuals receiving SSI and/or SSDI benefits and related Medicaid and Medicare benefits;
  • Create an incentive for private, nonprofit and public employers to hire and retain individuals with significant disabilities; and
  • Achieve the Pathways goal with net costs below the estimated Treasury savings for all Pathways-related costs, including the EPTA.
Why Pathways?

• There continues to be a deeply held doubt that community employment is possible for all individuals.

• Staff need to not only be exposed to cutting edge, effective strategies but they will need to be mentored through the implementation of those strategies.

• In order to align with the demands resulting from Employment First in most states, CMS rules, Rhode Island consent decree, Oregon consent decree and WIOA, models are needed that can address the larger numbers of individuals to be served.
Pathways to Careers Core Strategies

1. Discovery
2. Paid Internships and expanded Discovery
3. Employment and the EPTA
4. Post-employment career support
Discovery

• An alternative to comparative assessment
• Competency-based, qualitative look at job seeker
• Translates life skills to contributions to employers
• A way to identify the unique contributions offered by those who might not compete as well as others

• Not a plan, but the foundation of employment planning, that seeks to individualize outcomes
The Value of Paid Internships

• Provides a more reliable context for Expanded Discovery
• Connects the value of contribution with wages earned, for both individuals and employers
• Offers stronger leverage to develop employer “ownership” of supports
• Allows individuals to better establish their interests, identify their conditions for success and develop skills to be offered to employers
Employer Engagement Strategies

- Development of strategic employer partnerships
- Employer Agreements
  - Partnership, Internship and Employment
- Paid Internships
- Internship/employment supports facilitated by Pathways team (using systematic instruction approach) and transitioned to employer
- Employer Payroll Tax Adjustment (EPTA) as a resource to offset any ongoing employment supports
Examples of Additional Features of Pathways

- Flexible “model”
- Zero exclusion/zero failure
- Presumed readiness
- All get initial Discovery
- Multiple opportunities for benefits counseling throughout Discovery, Internships and Employment

- Paid internships are matched, not general
- Diversity of internships and jobs
- Looking for “goodness of fit” for all participants (and employers)
Pathways Demonstration Sites

CRPs:
- PARC, Davis County, UT
- WORK, Inc., Boston, MA
- JVS, Detroit, MI
- ServiceSource, Northern VA

Participants:
- Individuals with intellectual/developmental disabilities and autism spectrum disorders
- Approximately 100 individuals participating across the four sites (to date)
Using Discovery to Inform Planning
Using Discovery to Inform Planning
An Expanded Discovery Approach
An Expanded Discovery Approach
An Expanded Discovery Approach
An Expanded Discovery Approach
The Impact of the EPTA
The Impact of the EPTA
Findings from the Utah Pathways Evaluation

Gina Livermore

Presented at the Mathematica CSDP Forum on Aligning Community Practices with Trends in Rehabilitation: Researching and Validating the Pathways to Careers Initiative

Washington, DC

February 25, 2016
Overview of Pathways Evaluation

- Implementation, participation, costs, and outcomes analyses
- Based on data from several sources (as of October 2015)
  - Program administrative data on service delivery
  - Application data
  - Surveys conducted 6, 12, and 24 months after intake
  - Interviews with staff, participants, and employers
- Utah program only
  - N = 67 in first four participant cohorts during first three years
- No control/comparison group
  - Pre-post comparison of participant outcomes
- This is a pilot!
Overview of Presentation

- Eligibility, referral sources, and participant characteristics
- Service delivery outcomes
- Participant outcomes
Eligibility, Referrals, and Participant Characteristics
Eligibility and Referral Sources

● Eligibility
  – Diagnosis of autism spectrum disorder or intellectual or developmental disability
  – Ages 18 and over
  – Reside in Davis County, Utah

● Three referral sources
  – Facility-based employment program at the Pioneer Adult Rehabilitation Center (PARC)
  – Davis County School District’s (DSD’s) transition programs
    ▪ Students Transitioning for Educational and Personal Success (STEPS)
    ▪ Students Transitioning to Adult Responsibilities (STAR)
  – Medicaid waiver program waiting list
    ▪ Community supports waiver for people with intellectual disabilities or related conditions
<table>
<thead>
<tr>
<th>Source, First Four Cohorts</th>
<th>Solicited</th>
<th>Submitted application (%)</th>
<th>Randomly selected</th>
<th>Declined offer of services</th>
<th>Net acceptances</th>
<th>Dropped out after intake (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>All</td>
<td>547</td>
<td>133 (24%)</td>
<td>72</td>
<td>5</td>
<td>67</td>
<td>9 (13%)</td>
</tr>
<tr>
<td>PARC</td>
<td>213</td>
<td>50 (23%)</td>
<td>24</td>
<td>1</td>
<td>23</td>
<td>3 (13%)</td>
</tr>
<tr>
<td>Medicaid waiver waiting list</td>
<td>209</td>
<td>38 (18%)</td>
<td>23</td>
<td>2</td>
<td>21</td>
<td>4 (19%)</td>
</tr>
<tr>
<td>DSD transition programs</td>
<td>125</td>
<td>45 (36%)</td>
<td>25</td>
<td>2</td>
<td>23</td>
<td>2 (9%)</td>
</tr>
</tbody>
</table>

Source: Pathways management information system (MIS).
Participant Characteristics (1)

- Nearly all were white, non-Hispanic, never married, and receiving federal disability benefits (SSI or SSDI)\(^1\)
- Average age of 29
- 60% male
- Most (72%) had a high school certificate or diploma; few (3%) had education beyond high school
- Most (73%) lived with a parent or guardian
- All had significant disabilities since childhood

\(^1\) Supplemental Security Income or Social Security Disability Insurance.
## Participant Characteristics (2)

<table>
<thead>
<tr>
<th>Characteristics at application</th>
<th>All</th>
<th>PARC</th>
<th>Medicaid waiver waiting list</th>
<th>DSD transition programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attending school (%)</td>
<td>37</td>
<td>0</td>
<td>19</td>
<td>91</td>
</tr>
<tr>
<td>Working for pay (%)</td>
<td>34</td>
<td>74</td>
<td>24</td>
<td>4</td>
</tr>
<tr>
<td>Ever held a job for pay (%)</td>
<td>57</td>
<td>91</td>
<td>62</td>
<td>17</td>
</tr>
<tr>
<td>Receiving state VR services (%)</td>
<td>22</td>
<td>13</td>
<td>19</td>
<td>35</td>
</tr>
</tbody>
</table>

Source: Pathways application form.

VR = vocational rehabilitation.
Service Delivery
Service Delivery Outcomes

**Initial Discovery**
- 17 activities
- 1.4 hours in duration
- 14 weeks

**Internships**
- (Averages)
  - 17-week wait to first internship
  - 1.9 internships per participant
  - 157 hours per internship
  - 9 weeks per internship
  - 31% on-site staff support

**Employment/EPTA**
- 55 employers
- 76 completed internships
- 25 employment offers
- 15 acceptances
- $9.78 per hour (average)
- $1,161 per month (average)
- EPTA payments for 7 participants
- $45K in EPTA payments

EPTA = Employer payroll tax adjustment.
## Employers and Internship Opportunities

<table>
<thead>
<tr>
<th>Employer</th>
<th>Job titles or responsibilities</th>
<th>Employer</th>
<th>Job titles or responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Harmons Grocery</td>
<td>Sales associate, stocker, baker assistant, produce associate, bagger</td>
<td>Legacy House of Bountiful</td>
<td>Activities assistant</td>
</tr>
<tr>
<td>Davis School District</td>
<td>Maintenance technician’s assistant, beginning computer programmer, receptionist, print technician, library assistant</td>
<td>Legacy Village</td>
<td>Teacher aide, assistant chef</td>
</tr>
<tr>
<td>Futura Industries</td>
<td>T-slot production worker, racker, assembler</td>
<td>Meadowbrook Elementary</td>
<td>PE assistant</td>
</tr>
<tr>
<td>Layton City Government</td>
<td>Park specialist, scanning assistant, office assistant</td>
<td>Natural History Museum of Utah</td>
<td>Classroom assistant/pest management</td>
</tr>
<tr>
<td>North Davis Cabinet</td>
<td>Fabrication, cabinet assembler, planer operator</td>
<td>Newgate Motor Sports</td>
<td>Shipping &amp; receiving clerk</td>
</tr>
<tr>
<td>Head Start</td>
<td>Teacher's assistant, media center assistant</td>
<td>Northridge High School</td>
<td>Teacher assistant</td>
</tr>
<tr>
<td>Levoior Blinds and Shades</td>
<td>Pre-assembly, production worker</td>
<td>Oak Hills Elementary</td>
<td>Tutor</td>
</tr>
<tr>
<td>Symbol Arts</td>
<td>Production finisher</td>
<td>Ogden Regional Hospital</td>
<td>Chef assistant</td>
</tr>
<tr>
<td>Buffalo Point Elementary</td>
<td>Office assistant, mail room clerk</td>
<td>OWCAP (Ogden Head Start)</td>
<td>Office assistant</td>
</tr>
<tr>
<td>Country Niche</td>
<td>Teacher assistant</td>
<td>Planet Fitness</td>
<td>Fitness associate</td>
</tr>
<tr>
<td>Davis Conference Center</td>
<td>Nursing assistant, assistant care attendant</td>
<td>Rocky Mountain Care Center</td>
<td>Chef assistant</td>
</tr>
<tr>
<td>Ogden Hilton Garden Inn</td>
<td>Hostess, chef assistant/host</td>
<td>Self employment</td>
<td>Self-employed craft business</td>
</tr>
<tr>
<td>Orbit (Promark)</td>
<td>Fulfillment clerk, injection moulding operator</td>
<td>Stroops Fitness Club</td>
<td>Seamstress</td>
</tr>
<tr>
<td>Time for Families</td>
<td>Assistant cook</td>
<td>The Buddy Bin Child Care</td>
<td>Child care attendant</td>
</tr>
<tr>
<td>Tony Divino Toyota</td>
<td>Parts technician</td>
<td>Treehouse Museum</td>
<td>Art garden assistant</td>
</tr>
<tr>
<td>Wasatch Elementary</td>
<td>Assistant maintenance engineer</td>
<td>University of Utah</td>
<td>Assistant equipment attendant, events crew</td>
</tr>
<tr>
<td>Zero Manufacturing</td>
<td>Fabricator, can wash operator</td>
<td>Up with Kids</td>
<td>Assistant</td>
</tr>
<tr>
<td>Bountiful LDS Temple</td>
<td>Cafeteria hostess</td>
<td>Utah Museum of Fine Arts</td>
<td>Events crew</td>
</tr>
<tr>
<td>Bravo Arts Academy</td>
<td>Teacher assistant</td>
<td>Vae View Elementary</td>
<td>Teacher assistant</td>
</tr>
<tr>
<td>Clearfield Aquatic Center</td>
<td>Swimming instructor</td>
<td>Vista Center</td>
<td>Teacher assistant</td>
</tr>
<tr>
<td>Clearfield Aquatic Daycare</td>
<td>Day care</td>
<td>Western Governors University</td>
<td>Human resources assistant</td>
</tr>
<tr>
<td>Clearfield City</td>
<td>GPS technician</td>
<td>B2ACPA's</td>
<td></td>
</tr>
<tr>
<td>Davis County Animal Shelter</td>
<td>Office assistant</td>
<td>BurchCreek Homecare</td>
<td></td>
</tr>
<tr>
<td>Davis County Library</td>
<td>Library assistant</td>
<td>Layton Hilton Garden Inn</td>
<td></td>
</tr>
<tr>
<td>Davis Head Start</td>
<td>Teacher assistant</td>
<td>Willie B’s Restaurant</td>
<td></td>
</tr>
<tr>
<td>Fremont Elementary School</td>
<td>Teacher assistant</td>
<td>Zion’s Bank</td>
<td></td>
</tr>
<tr>
<td>Hale Theatre</td>
<td>Usher</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lakeview Hospital</td>
<td>Prep cook</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Employer Views of Pathways

● Recruitment
  – Want to know the types of disabilities participants have
  – Worried about safety
  – Mixed views about the importance of the EPTA in the participation decision
  – Wanting to give back to the community is a primary motivation for participating

● Internships and employment
  – Appreciate ability to try out participants with little risk
    ▪ Paid internships
    ▪ On-the-job supports
  – Appreciate receiving information about needed employment supports and successful work conditions in hiring process
Participant Outcomes
## Change in Participant Outcomes
### 24 Months After Intake

<table>
<thead>
<tr>
<th></th>
<th>24 months after intake</th>
<th>Change from application</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>27</td>
<td></td>
</tr>
<tr>
<td>Employed</td>
<td>44%</td>
<td>- 3.7</td>
</tr>
<tr>
<td>Average monthly earnings*</td>
<td>$391</td>
<td>+ $235</td>
</tr>
<tr>
<td>Average monthly SSI/SSDI benefits*</td>
<td>$557</td>
<td>- $161</td>
</tr>
</tbody>
</table>

Source: Pathways application form and follow-up survey.

* Average computed among all participants who responded to the survey question.
Summary and Conclusions
Summary

- Significant investment needed to provide a choice-based alternative to sheltered employment for people with significant intellectual disabilities
  - Staff training
  - Employer recruitment
  - Time

- Some evidence of success
  - At 24 months, average earnings had increased by 200% percent, and SSI/SSDI monthly benefits had declined by 22%

- Potential long-run savings?
  - Average cost of lifetime cash benefits for SSI/SSDI beneficiaries with intellectual disabilities is $170K (Riley and Rupp 2014)
  - 22% reduction in cash benefits $39K
Other Concluding Thoughts

- Program is amenable to rigorous evaluation
  - Is a 24-month follow-up long enough?
  - Challenges to measuring success
    - Employment rates
    - Measuring “informed choice”?

- Can the model be replicated and sustained?
  - Staff training/employer recruitment
  - Greater efficiency over time/targeting services
  - Success without the EPTA
  - Long-term funding sources
Contact Information

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Policy Context: Looking Forward

Christopher Button, Ph.D.
Policy Supervisor
U.S. Department of Labor
Office of Disability Employment Policy
Policy Context:

- Workforce Innovation and Opportunity Act (WIOA)
- Advisory Committee on Increasing Competitive Integrated Employment for Individuals with Disabilities (ACICIEID)
- Employment First
WIOA from a Disability Perspective

- Disability amendments throughout
- Financial Literacy authority
- Partnerships, MOAs
- Section 188 Nondiscrimination
- Customized Employment
- Limitations on Use of Subminimum Wage: Section 511

LEAD Center brief: Click Here
Prepare findings, conclusions, and recommendations for the Secretary of Labor on:

- Ways to increase employment opportunities for individuals with intellectual and developmental disabilities or other individuals with significant disabilities in competitive integrated employment;
- Use of the certificate program carried out under Section 14C of FLSA; and
- Ways to improve oversight of the use of such certificate
Employment First
Employment First State Leadership Mentoring Program (EFSLMP)

1 – Connecting the Dots: Using Federal Policy to Promote Employment First Systems Change Efforts

2 - Federal Legal Framework that Supports Competitive, Integrated Employment Outcomes of Youth and Adults with Significant Disabilities

3 – Criteria for Performance Excellence in Employment First Systems Change & Provider Transformation

4 - Federal Resources Available to Support State Employment First Efforts

Briefs are available at: Click Here
“...As men and women unwittingly, and sometimes unwillingly, reveal their character and even their secret motives of actions by the sort of language which they use, so the generations reveal the prevailing ideas of the men who lived in them by the works which they leave behind them...”

Samuel Gridley Howe, 1866
Audience Q&A

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Upcoming Events

Next CSDP Policy Forum – April 21, 2016

Join us for a discussion of strategies to coordinate health and housing services for Medicaid beneficiaries with behavioral health conditions.