Indiana Family and Social Services Administration

Bureau of Rehabilitation Services

Employment Services Model Evaluation - Quarterly Findings Report

May 2017

PCG | **Human Services**
Public Focus. Proven Results.™

TABLE OF CONTENTS

I.   PURPOSE

The overall purpose of this effort is to provide the Indiana Bureau of Rehabilitation Services (BRS) an examination and analysis of the state's Vocational Rehabilitation (VR) Employment Services Model (ESM). Specifically, BRS seeks to understand whether ESM, which was only recently implemented on July 1, 2015, is having a positive impact on service delivery and if it is achieving key programmatic goals.

This report is one installment in a series of program evaluation reports to be produced quarterly by Public Consulting Group in partnership with BRS. Each report will analyze elements of ESM and address programmatic questions such as:

- What elements of service delivery lead to positive employment outcomes?
- Are there differences across certain populations that can be identified in order to better inform policy and practice?
- Are services being individualized to best suit the needs and strengths of each consumer?

The purpose of these Quarterly Reports is to measure and analyze a broad range of VR statistics, including hourly wages, weekly hours worked, and successful case closure rate, among others. Also included in this analysis is baseline information related to the Results-Based Funding model, ESM's predecessor. Although few conclusions can be drawn at this time due to the fact that ESM is still in its infancy, the data results presented in the following sections provide BRS with a foundation of knowledge on which to build upon in the coming months and years.

II.   BACKGROUND

As of 2010, nearly 19% of Americans live with a disability[1]. At 11.1%, individuals with disabilities have disproportionately high rates of unemployment relative to their peers without disabilities[2]. In addition, earned wages are 37% less on average, and in some states, even more, with the pay gap widening as educational attainment increases[3]. The differences in earned income impact not only individuals, but their families which often must support them, as well as the state and federal government that provides support in the form of various benefit programs. Workers with disabilities are more likely to be employed part-time, and largely in the service industries, as well as transportation and production. Individuals with disabilities are likelier to face persistent poverty compared to those without disabilities. Individuals with a disability often face barriers to employment, including mismatches between skill and their job, discrimination, and lack of job readiness. As of July 2016, approximately 20.4% of the workforce are individuals with disabilities[4].

The goal of vocational rehabilitation services is to assist individuals with disabilities in gaining meaningful employment. Vocational rehabilitation programs are funded by federal dollars as well as state dollars through the Rehabilitation Act of 1973. Vocational Rehabilitation works directly with individuals with physical or mental impairments to address the challenges they may face in the modern workplace, through authorizing a wide range of services and supports[5]. These services include job coaching, vocational assessment, training, assessing worksite accommodations, assistive technology, among other services. State vocational rehabilitation programs also assist in job placement of individuals with disabilities by developing relationships with local businesses.

The passage of the Workforce Innovation and Opportunity Act (WIOA) introduced new requirements to how services are offered and how success is measured in vocational rehabilitation services administration and programming. In an effort to create accountability to job seekers and tax payers, WIOA emphasizes performance measures and stresses that agencies make data informed decisions. WIOA creates common performance measures, requires the establishment of primary indicators on attaining skills and credentials, and establishes annual reporting measures[6].

With this context in mind, Indiana BRS is taking the lead in using programmatic data in order to drive policy and promote positive employment outcomes for individuals with disabilities. The recently implemented **Employment Services Model**, described in the following section, was designed based on an in-depth analysis of consumer needs and service delivery gaps. Moving forward, BRS will further leverage data and information to improve services and programs.

TRANSITION TO EMPLOYMENT SERVICES MODEL

In order to understand the full impact that ESM is intended to achieve, it is important to briefly outline the evolution that the BRS Vocational Rehabilitation program has undergone.

Beginning in 2006, BRS shifted away from hourly-units of service to a structured milestone-based system, known as the Results-Based Funding model (RBF). The idea was simple and rooted in the ever-changing VR landscape: tie provider reimbursements to specific "milestones", or consumer accomplishments, in order to promote comprehensive and effective service delivery. This in turn would lead to positive employment outcomes for

---

[1] https://www.census.gov/newsroom/releases/archives/miscellaneous/cb12-134.html

[2] https://www.dol.gov/odep/

[3] http://www.air.org/news/press-release/those-disabilities-earn-37-less-average-gap-even-wider-some-states

[4] https://www.dol.gov/odep/

[5] https://www2.ed.gov/policy/speced/reg/narrative.html

[6] http://www2.ed.gov/about/offices/list/osers/rsa/wioa-meetings-on-final-regs.html

individuals with a disability. Additionally, BRS separated the RBF model into two tiers: one intended for individuals with high needs and multiple barriers to employment (Tier 1), and one intended for individuals that would require less intensive services than those in Tier 1 (Tier 2).

While the implementation of the RBF model was a positive step for Indiana's Vocational Rehabilitation program, it did not entirely accomplish BRS' service delivery goals. For instance, an analysis performed by BRS revealed that providers were spending less time with consumers during the initial intake stages. This upfront work allows providers to identify consumer strengths, skillsets, barriers to employment, and career goals, and thus lead to positive employment outcomes.

In July 2015, BRS implemented a new service delivery model for its Vocational Rehabilitation program known as the Employment Services Model (ESM). Commonly referred to as a "hybrid service model" because it contains elements of both the RBF model and hourly units of service, ESM intends to find the balance between service structure and provider flexibility, as well as emphasis on both achievements of outcomes and individualized, high quality services. Furthermore, ESM eliminates the "one size fits all" approach that unintentionally resulted from the milestone-based service structure by allowing providers to tailor their service hours to each individual consumer, based on the unique needs of each individual.

Overall, the purpose of ESM is to:

- Inject flexibility into the service structure;
- Eliminate barriers for individuals with the most significant disabilities to receive appropriate services and supports; and
- Ensure that employment plans are tailored to the unique needs of each consumer served.[7]

The goal of BRS' new model is to re-emphasizes the work at the start of the consumer's journey to employment, referred to in ESM as the "Discovery" phase. There are a number of Discovery services that providers can leverage to better serve their consumers, including Situational Assessment, Work Experiences, and Job Shadowing. Another important goal is to increase access to supported employment services for individuals with the most significant disabilities. Over the coming months and years, BRS will analyze the impact of ESM in order to better inform future policy and practice.

ANALYSIS FRAMEWORK

For clarity, the components outlined below frame the following analysis:

- Consumers are designated as "RBF" or "ESM" based on date of earliest authorization. Consumers whose earliest authorization occurs between July 1, 2006 and June 30, 2016 received the RBF designation. Consumers whose earliest authorization occurs June 30, 2016 received the ESM designation.

- All results are reported based on the number of cases rather than the unique number of consumers. This is a more accurate representation of the RBF model because it captures consumers that have had multiple cases with BRS with different determination attributes. For example, a consumer might have a severity determination of "non-significant disability" for one case, while another case for the same consumer might reflect a severity determination of "significantly disabled".

- In some cases, a consumer might receive multiple job placements before case closure. To ensure accuracy, only the most recent hourly wages and weekly hours received by a consumer are included.

---

[7] BRS "Indiana Vocational Rehabilitation Services Manual of Employment Services"http://www.in.gov/fssa/files/VR_Manual_of_Employment_Services_June_2015_FINAL.pdf

- Population distributions are categorized based on the primary impairment identified by the VR counselor. The primary impairment categories are as follows: Sensory-Vision, Sensory–Hearing, Physical, Developmental, Mental Illness, and Other. The "Other" category includes individuals who are deaf-blind or with communication barriers.

- Severity determination distributions are based on determinations required for federal reporting purposes. The severity determination categories are as follows:

  - **Non-Significant Disability (NSD)**: Consumer has a physical or mental impairment that results in a substantial impediment to employment.

  - **Significant Disability (SD)**: Consumer has a severe physical or mental impairment that will substantially limit one or two functional capacities (communication, interpersonal skills, mobility, self-care, self-direction, work skills, and work tolerance) in terms of employment outcome and who can be expected to require multiple VR services over an extended period.

  - **Most Significant Disability (MSD)**: Consumer has a severe physical or mental impairment that substantially limits three or more functional capacities and who can be expected to require multiple VR services over an extended period.

- Case closure rates are determined using three different case closure codes. Each code is associated with a specific reason for case closure. Cases can be closed for a variety of reasons, including a consumer leaving the program before completion. The case closure categories are as follows:

  - **Case Closure – IPE Not Implemented:** Consumer receives a comprehensive Individualized Plan for Employment (IPE) but leaves the system prior to receiving VR services.

  - **Case Closure – Not Rehabilitated:** Consumer receives a comprehensive Individualized Plan for Employment but leaves the system prior to achieving employment placement and stabilization.

  - **Successful Case Closure:** Consumer is successfully placed in competitive and integrated employment, has achieved stabilization, and has retained employment for at least 90 days.

- Outliers greater than two standard deviations from the mean were removed from the average hourly wage and average weekly hours worked analyses.

III.   RESULTS-BASED FUNDING MODEL

The following infographic summarizes the data results for consumers served under the Results-Based Funding model. Consumers that received their first service authorization after July 1, 2006 and before June 30, 2015 are included in these results.
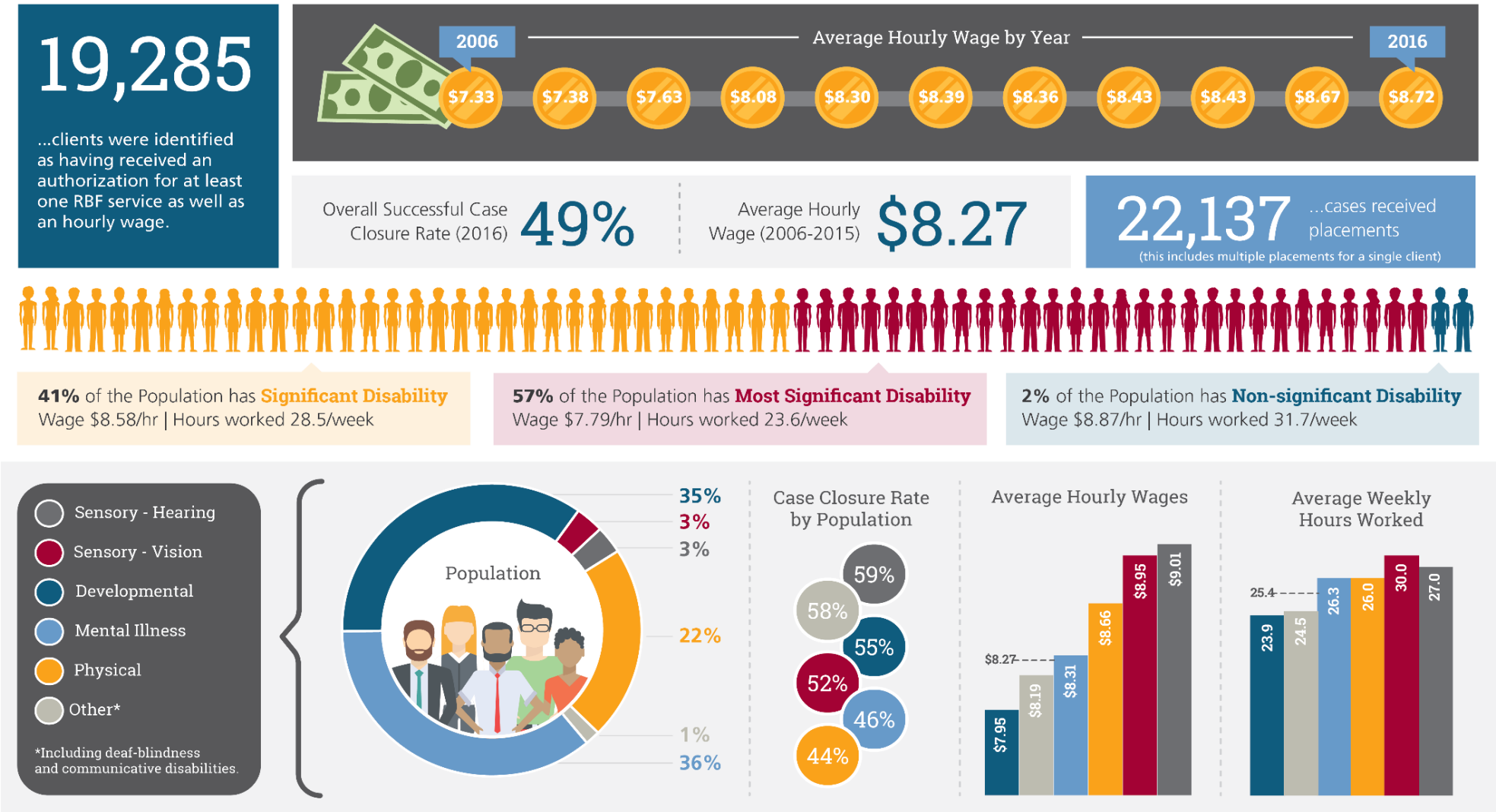
19,285

...clients were identified as having received an authorization for at least one RBF service as well as an hourly wage.

Average Hourly Wage by Year

2006 $7.33 $7.38 $7.63 $8.08 $8.30 $8.39 $8.36 $8.43 $8.43 $8.67 $8.72 **2016**

Overall Successful Case Closure Rate (2016) **49%**

Average Hourly Wage (2006-2015) **$8.27**

22,137 ...cases received placements
(this includes multiple placements for a single client)

41% of the Population has **Significant Disability**
Wage $8.58/hr | Hours worked 28.5/week

57% of the Population has **Most Significant Disability**
Wage $7.79/hr | Hours worked 23.6/week

2% of the Population has **Non-significant Disability**
Wage $8.87/hr | Hours worked 31.7/week

Sensory - Hearing
Sensory - Vision
Developmental
Mental Illness
Physical
Other*

*Including deaf-blindness and communicative disabilities.

Population

35%
3%
3%
22%
1%
36%

Case Closure Rate by Population

59%
58%
55%
52%
46%
44%

Average Hourly Wages

$8.27
$7.95
$8.19
$8.31
$8.66
$8.95
$9.01

Average Weekly Hours Worked

25.4
23.9
24.5
26.3
26.0
30.0
27.0

FIGURE 1

The infographic in Figure 1 summarizes outcomes from the ten years in which consumers received service authorizations under the Results-Based Funding Model, beginning in July 2006 through June 30, 2015, and parts of 2016 during the transition into the new ESM model. The information is disaggregated in detail in the paragraphs below.

POPULATION DISTRIBUTION

An identified total of 36,670 cases received at least one RBF authorization from 2006 - 2015. The majority of consumers are those with a mental illness, and the second largest category are those with a developmental disability. The least number of consumers are those with a Sensory-Hearing or Sensory-Vision impairment, with the least number of consumers have a disability that is categorized as Other. The population is further broken down by severity of disability, showing most of the consumers had a disability categorized as most significant, while the least number of consumers had a disability that is categorized as not significant.

AVERAGE HOURLY WAGES AND WEEKLY HOURS WORKED

The infographic captures the average hourly wage a consumer receives upon achieving employment placement. In some cases, consumers may receive multiple placements within the same case, or with another case. This could be due to a variety of reasons, including that the original placement did not meet their desired employment goals or match their skillset. Consumers that experience this path to stabilization are also captured in this metric. The population with the highest average wage is Sensory-Hearing, and the population with the lowest average hourly wage is Developmental.

 The infographic also captures the average weekly hours worked upon achieving employment placement for RBF consumers. The consumers with a Sensory-Hearing disability had the highest average weekly hours worked, while consumers with a Developmental disability had the lowest. Average hourly wages and weekly hours worked are further broken down by severity of consumer disability.

LENGTH OF TIME FROM FIRST AUTHORIZATION TO EMPLOYMENT PLACEMENT

An additional metric analyzed in the RBF model data and not included in the infographic measures number of weeks of time between a consumer's first authorization for an RBF service to the time they achieved employment placement. As most consumers receive multiple service authorizations during their cases, the date of the earliest authorization was used. The query identified 22,137 cases that achieved placement with at least one RBF service authorization. The overall average length of time from the first authorization date to successful placement is 38.3 weeks. The population with the shortest number of weeks to placement is Mental Illness and the population with the longest number of weeks to placement is Sensory-Vision.

SUCCESSFUL CASE CLOSURE RATE

The successful case closure rate metrics measures the number of cases in the RBF model that received an employment placement and 90-day stabilization. The case closure rates reflect the proportion of closed cases that received "Successful Case Closure" designation compared to the other non-successful case closure designations. Consumers with a Sensory-Hearing disability had the highest successful case closure rate, while those with Physical disabilities had the lowest.

IV.   EMPLOYMENT SERVICES MODEL

On July 1, 2015 BRS fully implemented the Employment Services Model. The following data results are for individuals that received their first service authorization on or after the date of July 1, 2015. Therefore, any unique cases that have an authorization that is on or before June 30, 2015, are not included in the data used to perform the analysis in this section.

POPULATION DISTRIBUTION

Figure 2 displays the distribution of consumers by primary impairment. There are 5,957 unique consumer cases served under ESM. Most Consumers are individuals with developmental disabilities, at 36%, with Mental Illness close behind at 35% of the population. The least number of cases, at 1% are for consumers with a disability that is categorized as "Other".
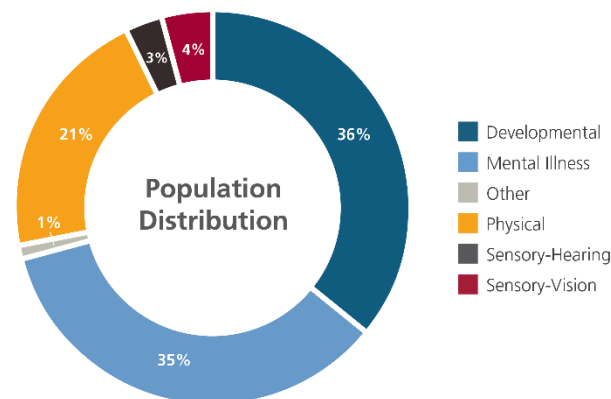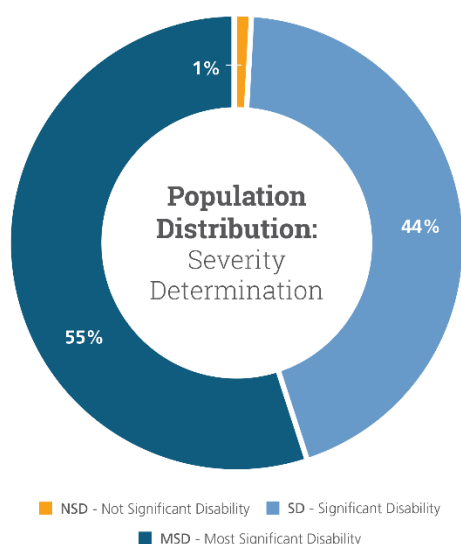

FIGURE 2

Figure 3 displays the consumer population by Severity of Disability. The largest number of unique cases are from consumers with the most significant disabilities. The least number of unique cases are of consumes with a disability categorized as not significant.

FIGURE 3

Population Distribution – Quarterly Results: January- March

Figure 4 to the right displays the population distribution by primary impairment, using only the data from our last quarter (January, February, March).

967 cases had their first service authorization during the quarter. The population distribution is similar to what we see in the cumulative data since its July 1, 2015 start date (above). Most new cases are for consumers that have a disability that is categorized as either Developmental or Mental Illness, while the fewest new cases are of consumers that have a disability that is categorized as Other, Sensory-Hearing, or Sensory-Vision.
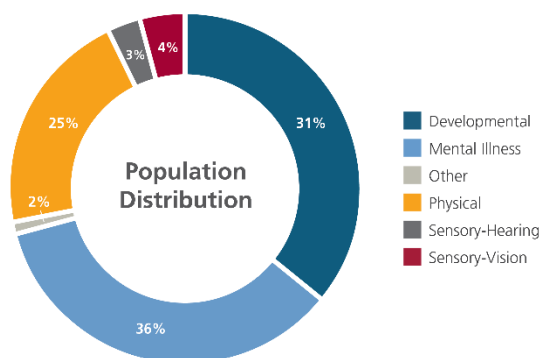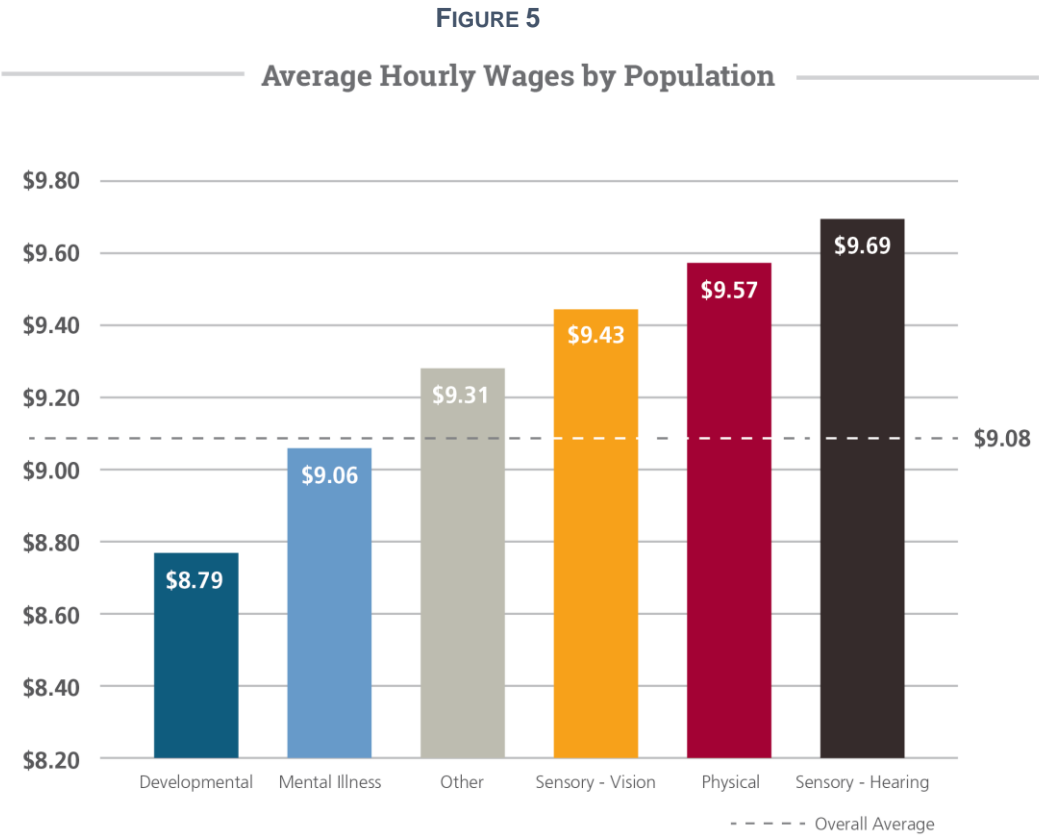

FIGURE 4

HOURLY WAGES

Figure 5 measures the average hourly wages ESM consumers received upon achieving employment. 1,779 unique consumers were identified as receiving an hourly wage, and the overall average wage is $9.08. This is an increase of about $0.03 since the last report. The population that received the highest wages is Sensory-Hearing, at $9.69, which went up by $0.14 and was also the highest wage earner in the last report. Consumers with Physical disabilities have the next highest wages, $9.57. The population with the lowest average hourly wages is Developmental. All populations had an increase in average hourly wages, except Other, Sensory-Hearing, and Sensory-Vision. Sensory-Vision went down by $0.17, the most notable decrease in average hourly wages since the last quarterly report.

FIGURE 5

Average Hourly Wages by Population

Average hourly wages are further categorized by severity of disability below in **Figure 6**. Consumers with non-significant disabilities receive the highest wages, while those with the most significant disabilities have the least. The average hourly wages for consumers who had a disability categorized as not significant went down by $0.13 since the last quarterly report.

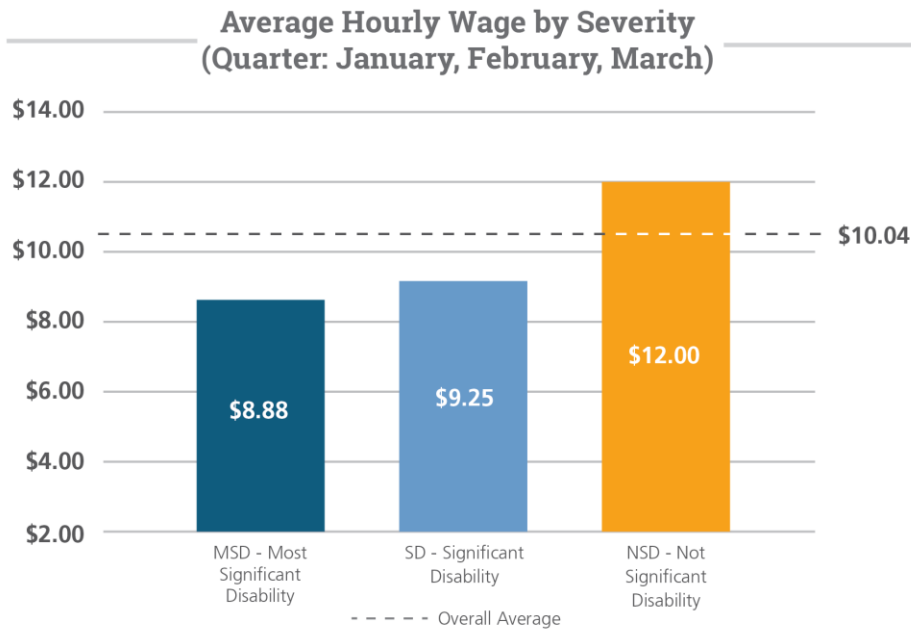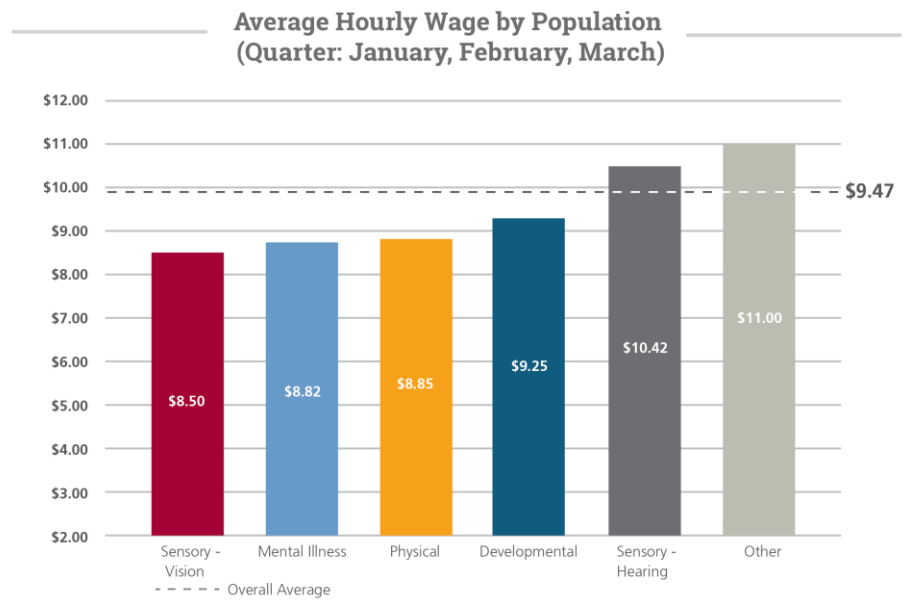| Severity of Disability	Average Hourly Wages
Non-Significant Disability	$ 9.68
Significant Disability	$ 9.47
Most Significant Disability	$ 8.75

FIGURE 6

Hourly Wages – Quarterly Results: January- March

FIGURE 7

Figure 7 displays the hourly wage data by population and severity for the quarter only. Sensory-Vision hourly wages are almost a full dollar less than the overall average wage for all populations, and are typically one of the highest hourly wages as seen in prior reports.

The overall average was $0.39 higher at $9.47, likely due to the high wages for Sensory-Hearing and Other, at $10.42 and $11.00 respectively. Past quarterly reports show Sensory-Vision and Physical as achieving the highest average hourly wages, and Mental Illness achieving the lowest. These data results demonstrate an inverse in outcomes.

Average Hourly Wage by Population
(Quarter: January, February, March)

Average Hourly Wage by Severity
(Quarter: January, February, March)

Figure 8 to the left displays this data by severity of disability. The outcomes are similar to that of the cumulative data, consumers with non-significant disabilities have the highest wages, and those with the most significant disabilities have the lowest.

FIGURE 8

WEEKLY HOURS WORKED

Figure 9 below displays the average weekly hours worked by population. The number of unique ESM cases with weekly hours worked is 1,815, with consumers in the Sensory-Hearing Population having the highest weekly hours worked at 27.6 hours per week. The population with the least average weekly hours worked is Other, followed by Developmental. These rankings are the same as the previous report.

FIGURE 9

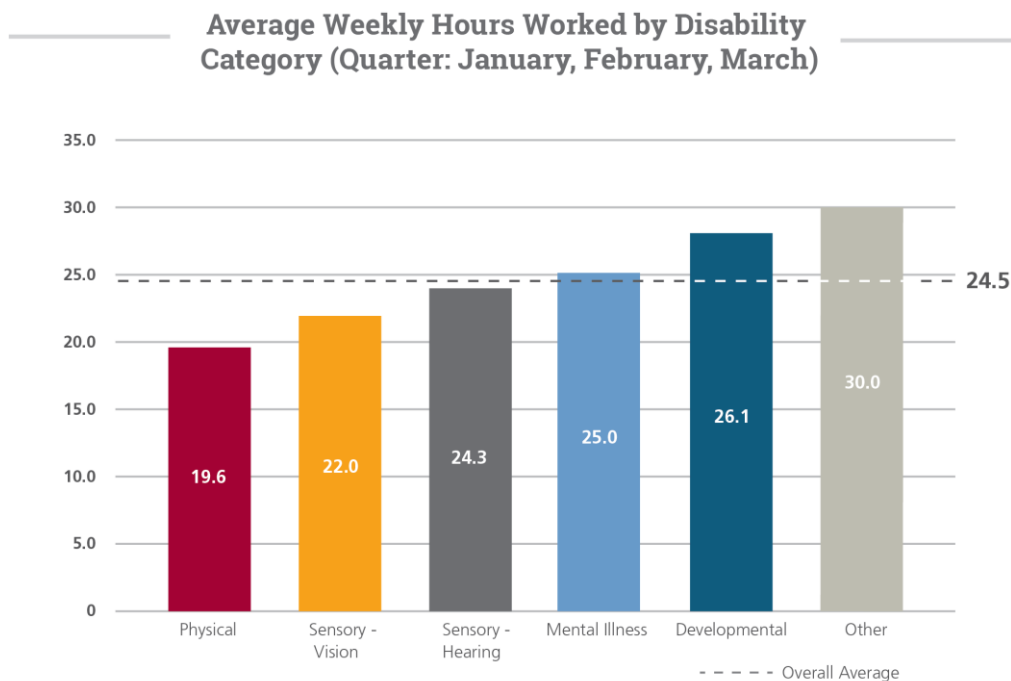Average Weekly Hours Worked by Population
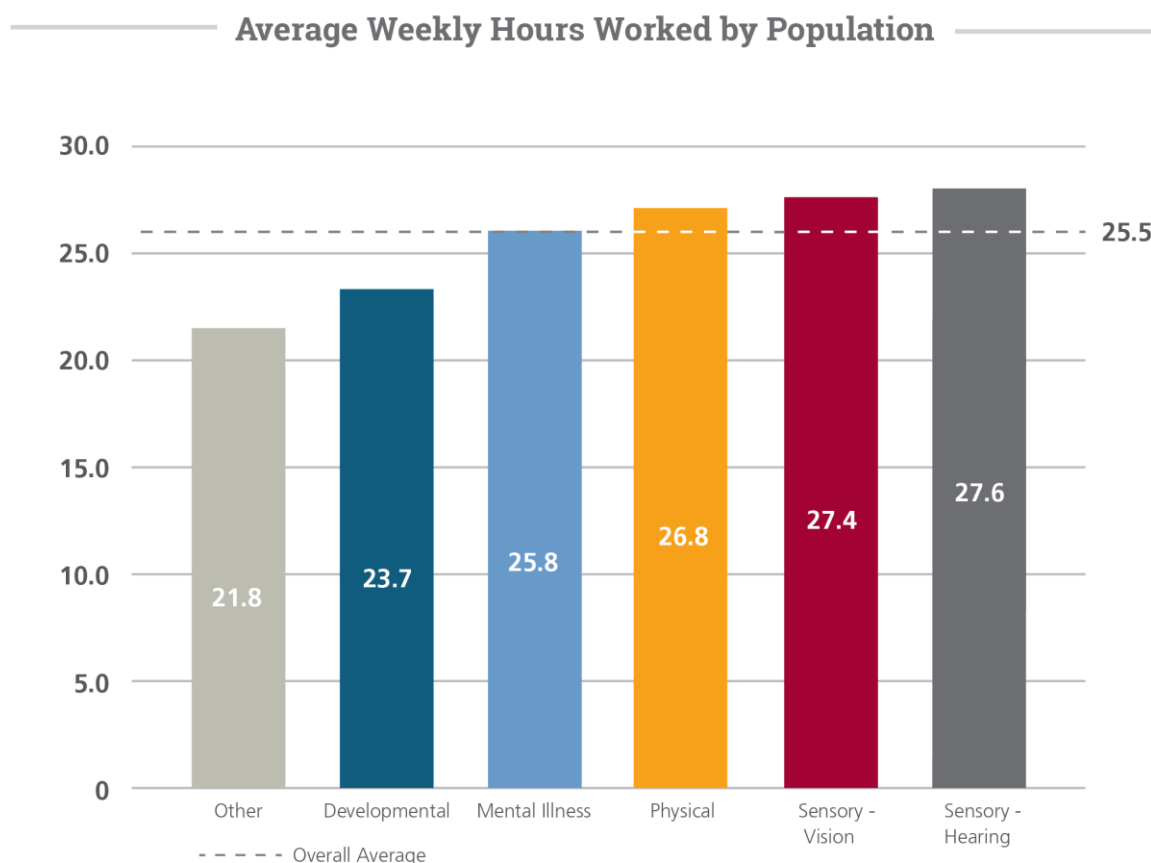
The average weekly hours worked went down by 0.7 for each population, except Other, which increased by 0.1 hours, and Sensory-Hearing, which went up by 0.3. Developmental did not change at all.

Weekly Hours Worked – Quarterly Results: January- March

Figure 10 displays the weekly hours worked on average for the quarter only. The overall average is similar at 24.5 weekly hours. The population with the highest weekly hours is Other, with 30 weekly hours, and the one with the least is Physical, at 19.6 weekly hours. A notable data point is consumers with a Developmental disability had the second highest average weekly hours worked, at 26.1. In past quarterly reports, consumers with a developmental disability had some of the least average weekly hours worked.

FIGURE 10

Average Weekly Hours Worked by Disability Category (Quarter: January, February, March)

The data is further analyzed in **figure 11** below, through severity indicator. Consumers with a significant disability have the highest average weekly hours worked at 27.5 hours per week, while those with a disability categorized as not significant have the lowest weekly hours, 20.
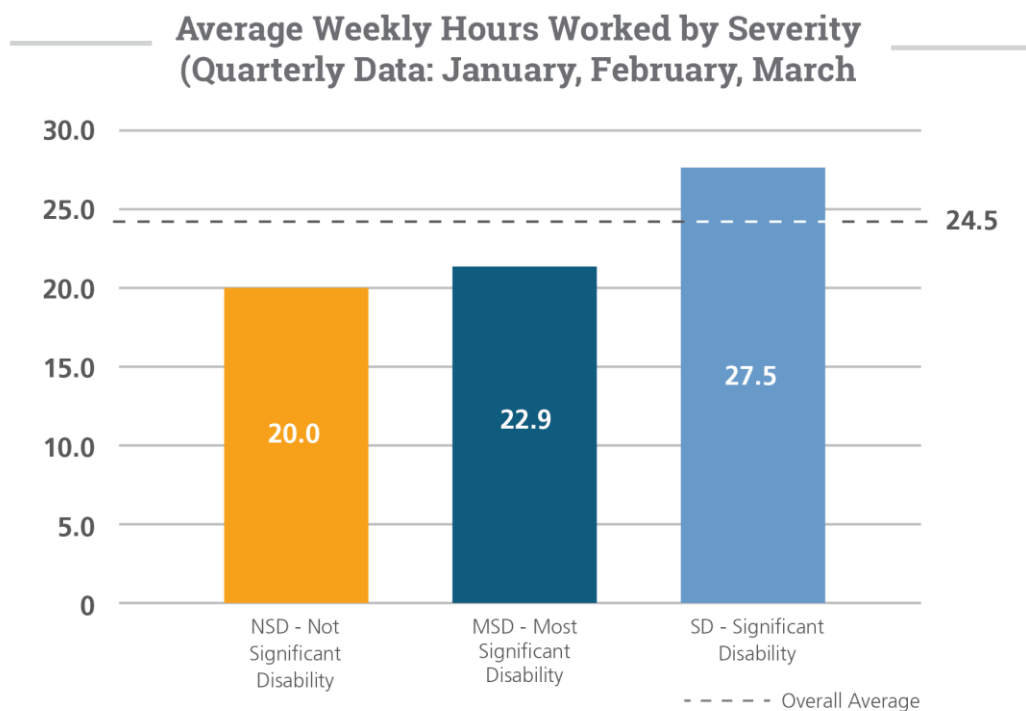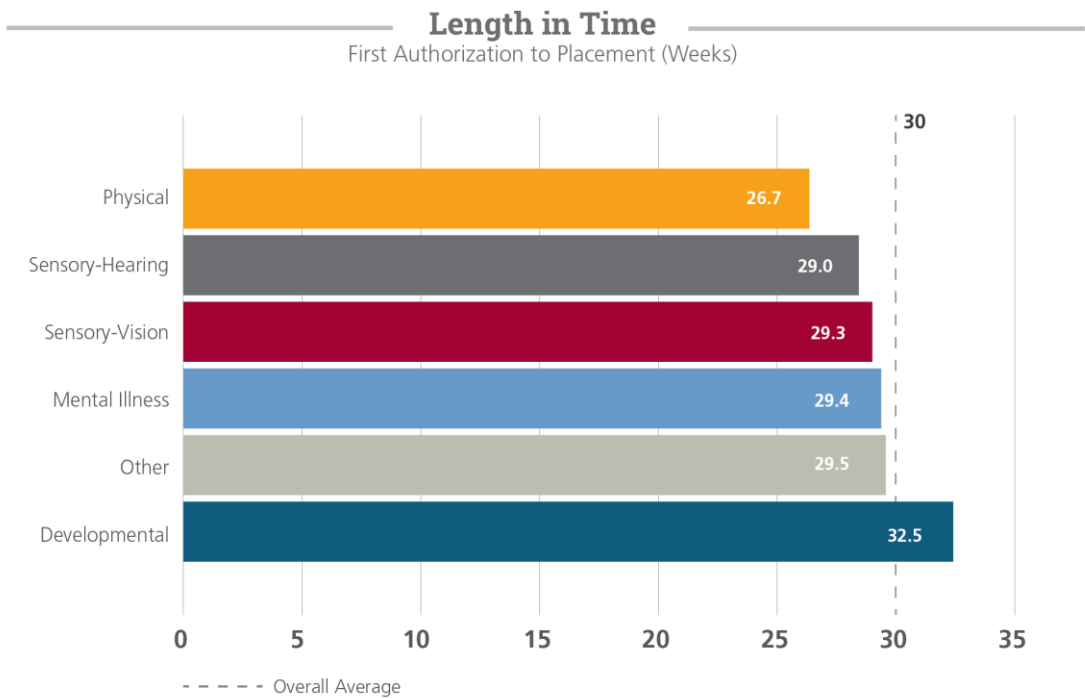

Average Weekly Hours Worked by Severity (Quarterly Data: January, February, March)

FIGURE 11

LENGTH OF TIME FROM FIRST AUTHORIZATION TO EMPLOYMENT PLACEMENT

Figure 12 displays the average length in time from a consumer's first authorization to the date of employment placement, in weeks, by disability.

The population with the longest length in time is Developmental, at 32.5 weeks from the date of first authorization to employment placement. Other had the second highest, at 29.5 weeks between first authorization to placement. The population with the shortest length in time between these two dates are Physical at 26.7 weeks, and Sensory-Hearing at 29.

FIGURE 12

Length in Time
First Authorization to Placement (Weeks)

Disability	Weeks
Physical	26.7
Sensory-Hearing	29.0
Sensory-Vision	29.3
Mental Illness	29.4
Other	29.5
Developmental	32.5

- - - - - Overall Average

Consumers with Developmental disabilities took longer to achieve status 22, while consumers with Physical disabilities took the least number of weeks to achieve employment placement, similar to the last quarterly report. Overall, consumers in each population saw an increase in the length of weeks form first authorization to employment placement, except Other, which reduced by 0.6 days. The largest increase was for Developmental, which had an increase of 4.4 weeks on average. This has a positive implication in that it could indicate an increased focus on Discovery and/or an increased provision of supported employment services prior to stabilization, which were two key goals BRS hoped to accomplish with the Employment Service Model.

SUCCESSFUL CASE CLOSURE RATE

Figure 13 displays the rate of the number of cases that received both an employment placement and 90-day stabilization. The case closure rates reflect the proportion of closed cases that received a "Successful Case Closure" designation, compared to other closure designations. 2,413 of the unique cases received a case closure. Consumers with Physical disabilities have the lowest case closure rate, and those that have a disability categorized as Other had the highest. It is important to note here that the total number of cases that received a case closure code in this category is significantly (almost 20%) lower than that of the other populations, leading to a higher overall rate.

FIGURE 13

This data is similar to what we saw in the last report, where Other had the highest case closure rate, followed by Developmental, and Sensory-Vision and Physical tied for the lowest at 34%. The overall case closure rate stayed about the same at 39%.
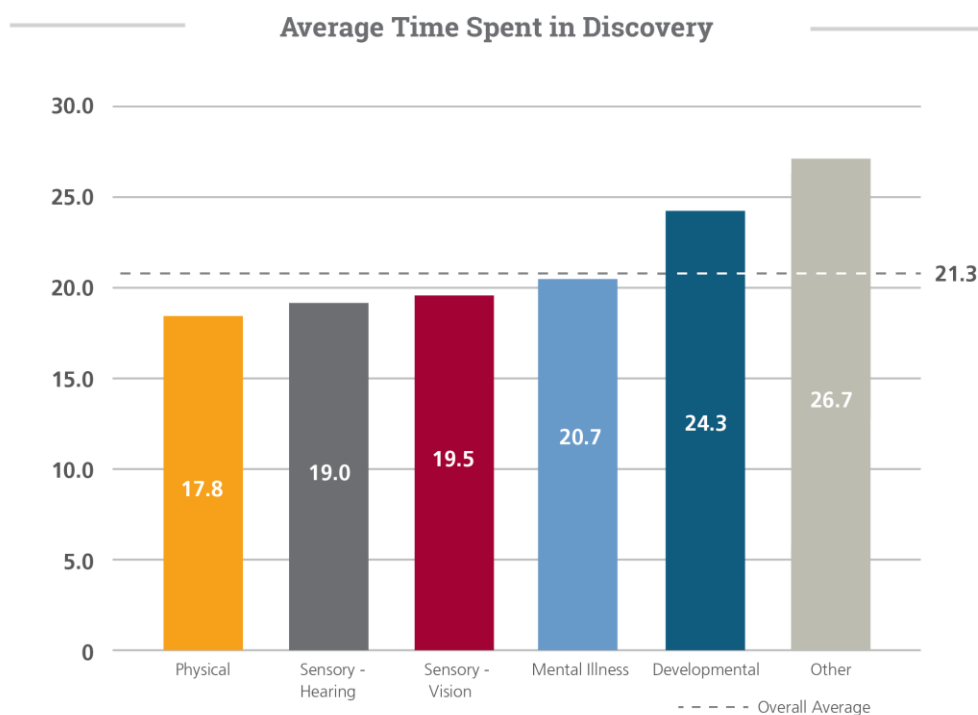
Case Closure Rate by Population

	Sensory - Hearing	36%
	Other	37%
	Developmental	37%
	Sensory - Vision	38%
	Mental Illness	41%
	Physical	60%
	Overall Average	**39%**

DISCOVERY HOURS COMPARISON

Figure 14 represents the average number of hours an ESM consumers spends in the discovery phase by population. The population with the highest number of discovery service hours are those categorized as Other, at 26.7 hours. The population with the lowest number of discovery hours is Physical, at 17.8 hours. This trend is exactly what we saw in the last report, with the hours figures being .1-.3 hours apart between our last quarterly report and the most updated data. The overall average went up by 0.4, to 21.3.

FIGURE 14

Average Time Spent in Discovery

Physical: 17.8, Sensory - Hearing: 19.0, Sensory - Vision: 19.5, Mental Illness: 20.7, Developmental: 24.3, Other: 26.7, Overall Average: 21.3

INDUSTRY PLACEMENT

Industry Placement by Job Function

BRS uses O*NET federal job codes to designate a consumer's employment placement. These job codes correspond to a "Job Family" category. A Job Family is composed of different occupations that require similar skills and expertise. In other words, a Job Family is grouped by job functions. Categorizing consumer employment placements by job functions allows for an easy analysis across multiple industries. For the sake of clarity, any reference to "category" in the remainder of this section will refer directly to the Job Families found in O*NET.

#	Job Family by Function	Percentage of BRS Placements
1	Production	23.8%
2	Office and Administrative Support	15.6%
3	Food Preparation and Serving Related	15.0%
4	Transportation and Material Moving	11.7%
5	Building and Grounds Cleaning and Maintenance	10.3%
6	Sales and Related	6.5%
7	Personal Care and Service	5.1%
8	Healthcare Support;	2.2%
9	Community and Social Service	1.8%
10	Installation, Maintenance, and Repair	1.6%

FIGURE 15

The table above displays the industry placements as a percentage of the total consumer placements. 1,800 unique cases were identified with a federal job code, which correlates to a Job Family Categorization based on their employment placement. The categories with the largest percentage of consumer placements in ESM are as follows:

- **Production**
- **Office and Administrative Support**
- **Food Preparation and Serving Related**

These findings are consistent with our previous reports, with the top ten job placement categories remaining unchanged.

In 2015, the estimated number of employment opportunities for Production-related jobs occupations in Indiana was 377,510. Similarly, the number of employment opportunities for Office and Administrative Support was 406,130, and 277,960 for Food Preparation and Serving jobs[8].

---

[8] OES Dashboard

Since July 1, 2015, 357 consumers have been placed in occupations designated in the "Production" category. Many of these consumers achieved the job title of "Helpers-Production Workers". Production workers perform activities such as supplying or holding materials or tools, cleaning work area or equipment, examining products for quality assurance, and starting equipment[9]. The skills required are minimal, although some occupations may require knowledge of mechanical concepts (maintenance, machines, tools), or some technology. Educational requirements for occupations in this Job Family typically require a high school diploma [10]. Nationally, the average wage for Production Worker occupations is $13.44 hourly, and in the state of Indiana, the average is slightly higher at $16.65. The ESM data reflected an average wage of $9.22 for this category. Projected growth (2014-2024) for Production Worker occupations is expected to see a 4% decline nationally, but is expected to increase in the state of Indiana by 8%.[11]

The second largest Job Family, with 237 consumer placements, is "Office and Administrative support". An example of a job title received by a consumer is "Office and Administrative Support Workers, All Other". Other consumers in this job category find employment in occupations such as Stock Clerks, Customer Service Representatives, Receptionists and Information Clerks, and Hotel, Motel, and Resort Desk Clerks. The skills required for these jobs include clerical and administrative duties, and often require moderate on-the-job training [12]. Educational expectations are high school diploma, though some college education is required for certain job titles. The average wage nationally is $15.67, and $14.45 in the state of Indiana[13]. The ESM data reflected an average wage of $10.71 for this category. Projected growth for Office and Administrative Support occupations is expected to be at 7% nationally and 8% in Indiana[14].

The third largest category that consumers were placed in is "Food Preparation and Serving Related" Job Family, with 218 consumer placements. Most consumers received a "Food Server, Non-restaurant" job title. Activities that are typically performed under this Job Family include serving food to individuals outside of a restaurant environment, such as hotels and residential care facilities, and often have occupations such as "Dietary Assistant", "Food Service Worker" and "Room Service Server". [15] The skills required include active listening, speaking, service orientation and monitoring/assessing to make improvements or take corrective action[16]. The educational requirements to obtain a job in this category include less than high school diploma to some college[17]. The average wage nationally for occupations in this Job Family is $9.80 hourly, and $8.85 in Indiana[18]. The ESM data reflected an average wage of $8.35 for this category. Furthermore, career growth is expected to be at 13% nationally, and 16% in Indiana between 2014 and 2024. [19]

Figure 16 below displays two data points, the top 10 Job Family Placements and the average weekly hours worked for each. Food Preparation and Serving Related, our third highest Job Family, had the lowest weekly hours worked on average, at 20.6. The highest weekly hours worked was for consumers that were placed in jobs categorized as Installation, Maintenance, and Repair, at 33.6 weekly hours worked. However, only 2% of consumers found a job placement in this Job Family. Production, our first highest Job Family, decreased by 0.2, staying largely the same at 26.6 weekly hours worked. The second highest Job Family, Office and Administrative Support, has an average of 25.4 hours per week, and is unchanged from the last quarterly report. Industry placement data remains largely unchanged from the last quarterly report.

---

[9] Details Report for: Helpers- Production Workers
[10] Summary Report for: Helpers-Production Workers
[11] Salary Finder: Production Workers, All Other
[12] U.S. Department of Labor
[13] Salary Finder: Office and Administrative Support Workers, All Other
[14] Occupational Profile: Office and Administrative Support Workers, All Other
[15] Summary Report for: Food Servers, Non-restaurant
[16] Skills Summary
[17] Summary Report for: Food Servers, Non-restaurant
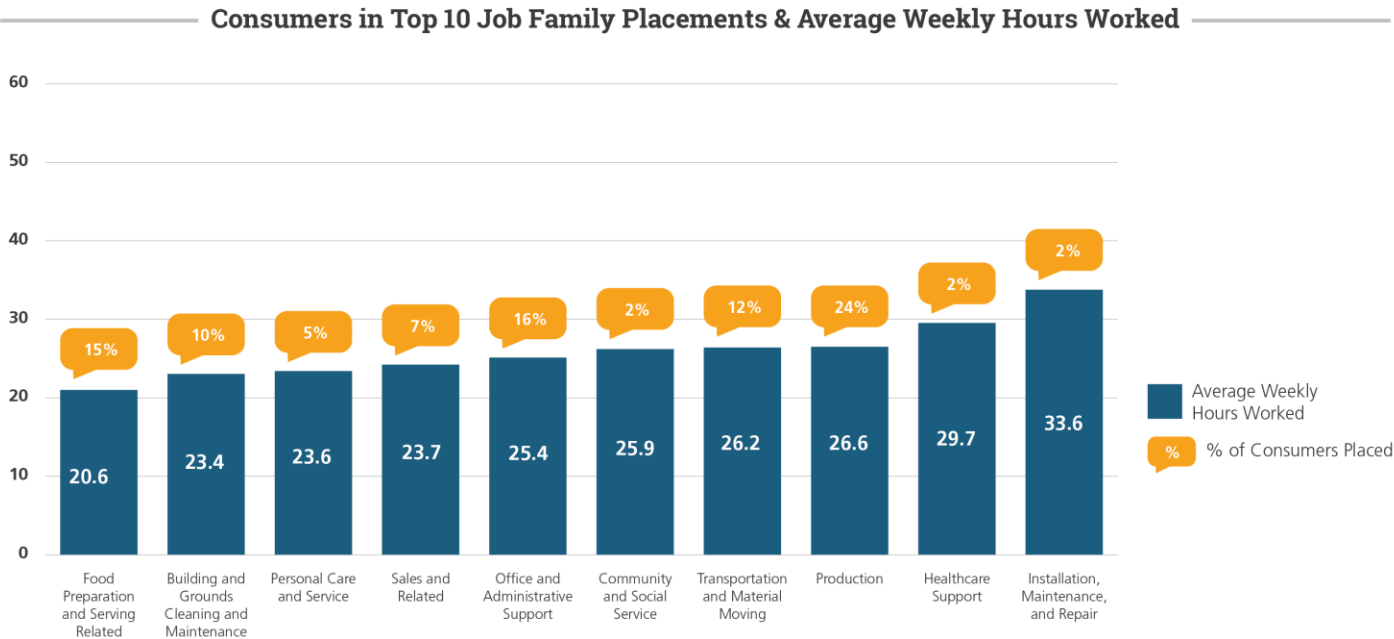[18] Salary Finder
[19] Occupation Profile

Consumers in Top 10 Job Family Placements & Average Weekly Hours Worked

FIGURE 16

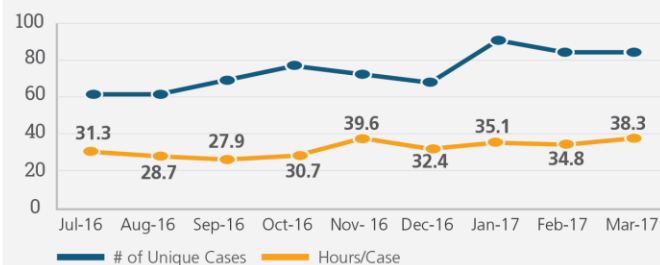## SUPPORTED EMPLOYMENT

Utilization Dashboard[i]

Overall Data July 2016 through Mach 2017

Average Hours Per Utilization by Popuation, per Month

Population	Jul-16	Aug-16	Sep-16	Oct-16	Nov-16	Dec-16	Jan-17	Feb-17	Mar-17
Developmental	28.7	30.8	10	29.3	39.6	30.4	35	34.2	42.3
Mental Illness	31.6	16.4	22	17.6	31.1	25	25.5	35.9	31.1
Other	23.4	8.5	21.8	14	60	112	35	0	0
Physical	29.8	13.6	4.5	17.8	17.7	40	26.4	27.5	31.4
Sensory - Hearing	25	27.3	3.3	0	0	31.6	60	20	45
Sensory - Vision	0	20.5	10	35	0	10	8.5	15	18

Average Supported Employment Hours Utilized Per Case & Number of Unique Cases, by Month

Hours/Case values: 31.3, 28.7, 27.9, 30.7, 39.6, 32.4, 35.1, 34.8, 38.3

Legend: — # of Unique Cases — Hours/Case

Quarter Snapshot (January, February, March)

Average Hours Per Case by Population (Quarter: January, February, March 2017)

Average of Sum SE Hours

Supported Employment Utilization by Population

Legend:
- Developmental — 57%
- Mental Illness — 31%
- Physical — 6%
- Other* — 2%
- Sensory - Vision — 2%
- Sensory - Hearing — 2%

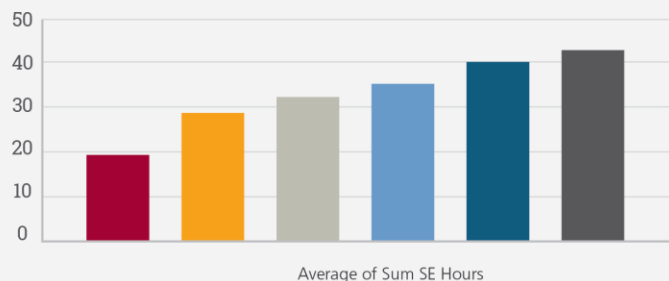*Including deaf-blindness and communicative disabilities.

Highlights

1.4 months of Supported Employment services is the average length of time per case.

Developmental and Mental Illness, the two largest popuations, had the highest hours utilized per month.
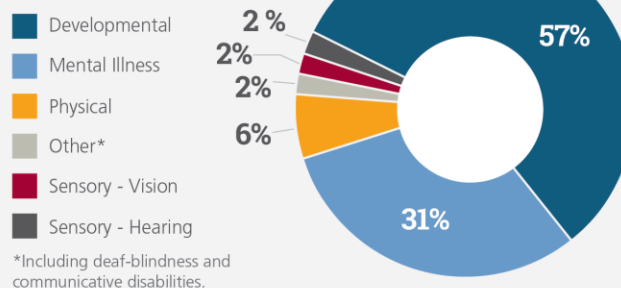
The overall number of unique cases utilizing Supported Employment is increasing.

Sensory- Vision and Physical had the lowest average hours of utilization per month.

FIGURE 17

[i]See Appendix B for Data

Supported Employment is a support service intended to support an individual with a most significant disability achieve employment stabilization. Supported Employment is authorized for consumers with the most significant disabilities and is authorized on an hourly basis to offer additional support in order to reach stabilization and job retention[20]. Many of these consumers have either had past employment opportunities interrupted by their disability, or traditional employment has not occurred at all.

In recent years, there was nothing in place to deter providers from quickly closing a case after placement in order to receive the final milestone payments. The new ESM helps limit the desire to close a case quickly by providing financial support to providers serving individuals with highest needs that might need longer to stabilize at their place of employment.

Supported Employment authorizations are compensated on an hourly basis, in order to ensure that employment is stable and meets the needs of consumers. This hourly service gives consumers adequate support in their employment journey, and also incentivizes counselors to work with consumers as long as they need. This service allows consumers to receive support after achieving employment placement, for up to 24 months. Supported Employment services may be provided on-site or off-site, or a combination[21], and are expected to "fade", or lessen, as consumers work towards stabilization.

Even while BRS continues to allocate funds specifically for Supported Employment, the service has been historically underutilized. VR counselors have been encouraged to routinely authorize Supported Employment as soon as a consumer with a significant disability obtains employment. In addition, BRS has provided multiple training opportunities for providers, through webinars and various other methods, to encourage the use of Supported Employment.

The following paragraphs explore trends in the utilization of Supported Employment services, through the period beginning in July 2016 through March 2017.

Supported Employment Hours Authorized Per Unique Case

FIGURE 18

---
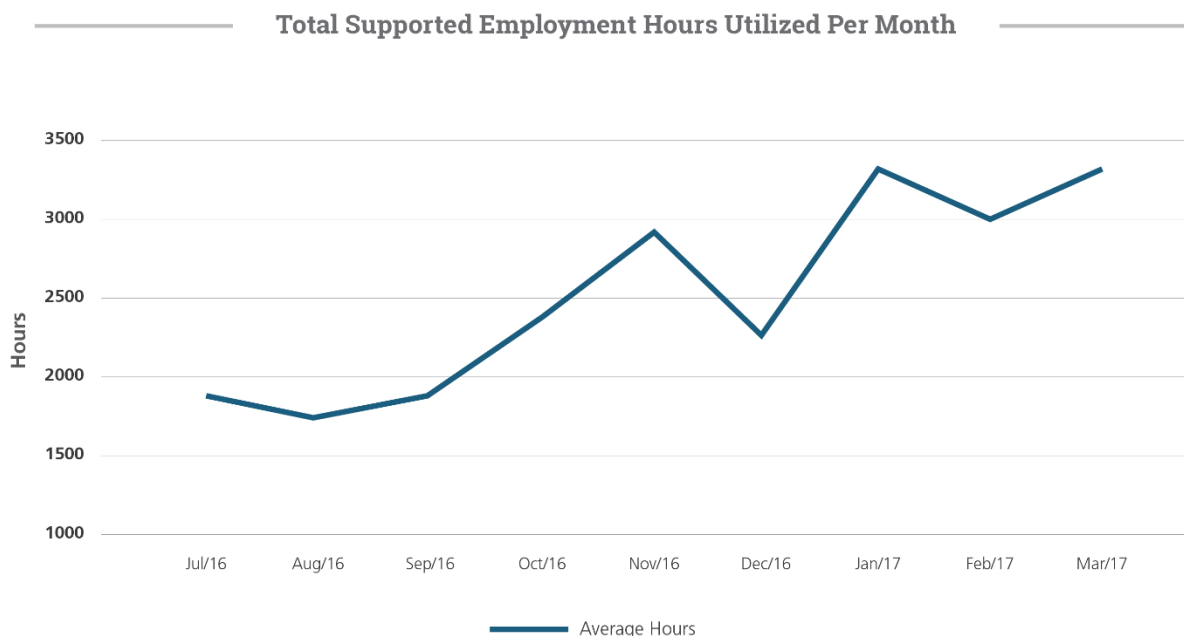
[20] http://www.in.gov/fssa/files/VRS-Manual%20of%20Employment%20Services%20Revised%20September%202016.pdf
[21] http://www.in.gov/fssa/files/ES_Round_2_training.pdf

Figure 18 above displays the total number of Supported Employment hour utilizations by month. March 2017 had the highest number of total hours utilized, at 3,298 hours total. August 2016 had the least number of Supported Employment hours utilized, at 1,780.3 hours. BRS expects Supported Employment hours to increase as it continues to work with providers on leveraging this service, which is reflected in the data on consumer utilization.

Figure 19 below shows the total Supported Employment utilized per unique case by month, as well as the overall number of cases utilizing the service.


Total SE Utilized Per Unique Case by Month
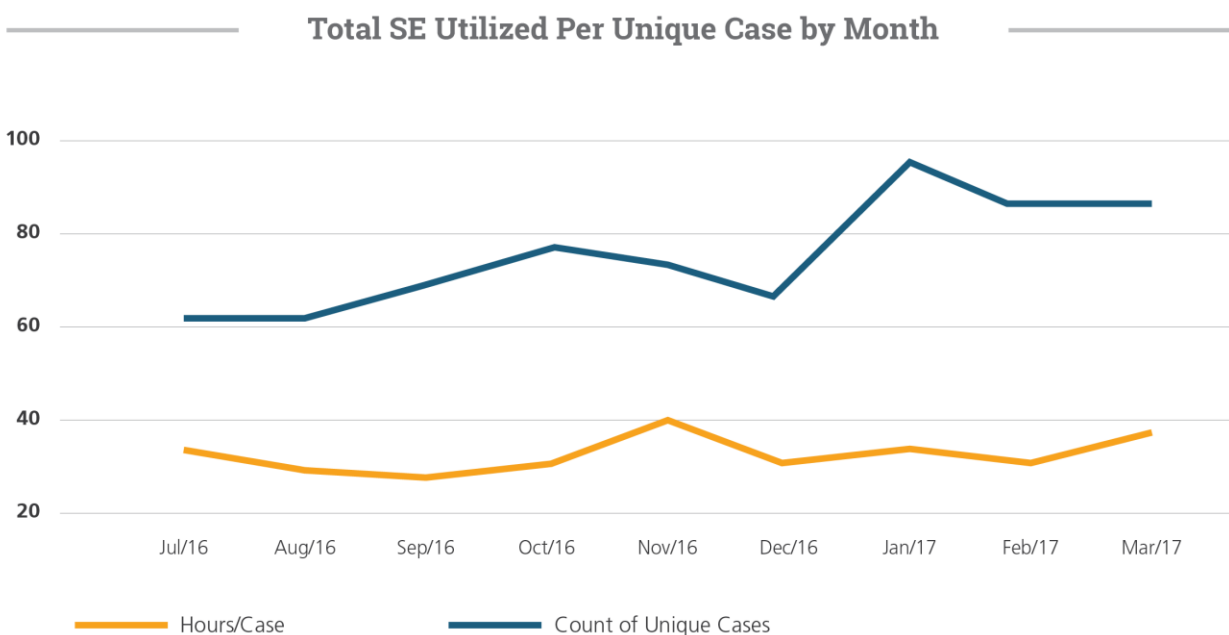
FIGURE 19

The data shows that the overall number of cases utilizing the service is steadily increasing, as well as the Supported Employment hours per case, similar to the utilization per month. These data results are similar to the last report in that the utilization is increasing as the months progress. The total number of hours overall is less than the previous report though, as this is a smaller pool of data (as noted above, we are only examining the data from July 2016 through this quarter).

Total Supported Employment Utilizations by Population

Figure 20 below displays the total utilization of Supported Employment services by population. 473 unique cases utilized Supported Employment hours over the 9-month period we examined. The average number of Supported Employment hours utilized per case is 48.2, and the average length of time a case utilized Supported Employment hours is 1.4 months. Consumers with a disability categorized as Other or Developmental had the highest number of hours utilized per month, at 40.3 and 37.6 respectively. The consumers with the least number of Supported Employment hours utilized are those with a disability categorized as Sensory-Vision or Physical.

FIGURE 20

Average Supported Employment Hours Utilized per Month by Population
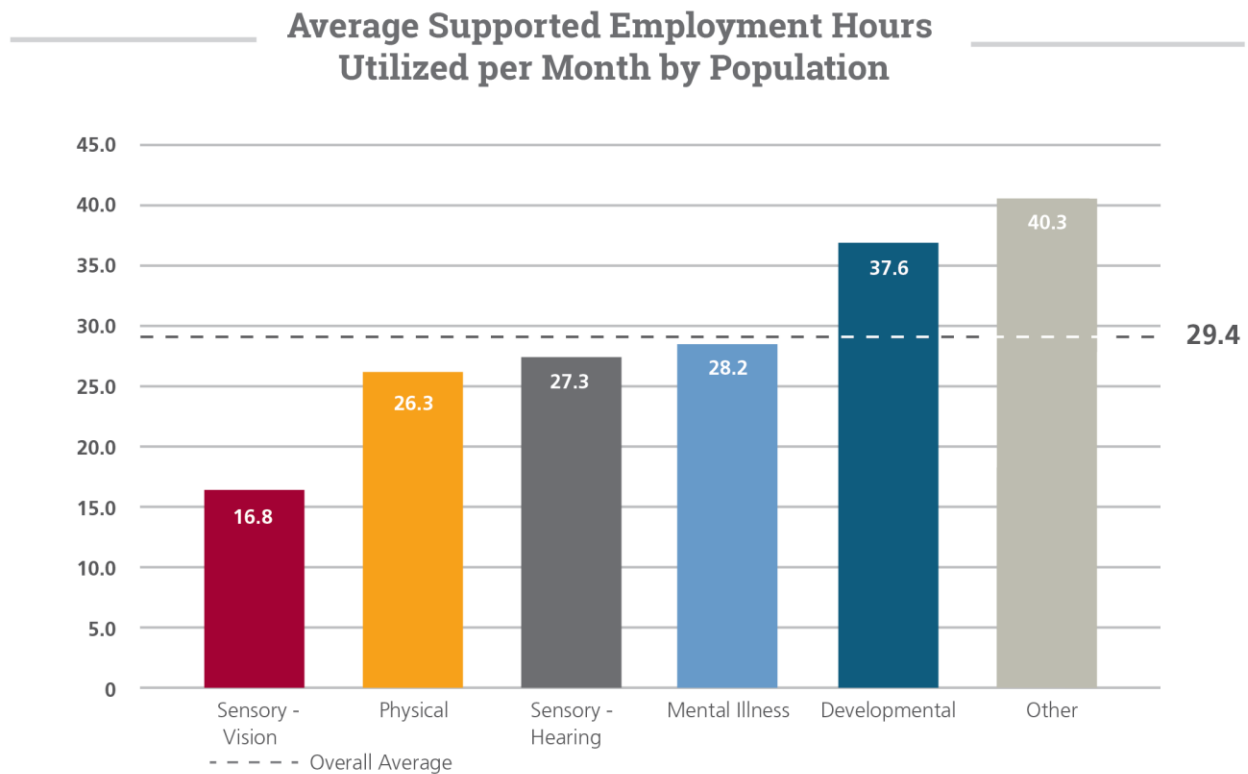
### Total Supported Employment Hours Utilized by Area

The heat map on the following page illustrates the Supported Employment hours by area. Indiana has 22 regional VR offices across four distinct regions. The data analyzes Supported Employment hours utilized in each respective area, in the 9-month period. The data included in the map includes the following, per Area:

- Total number of Supported Employment hours utilized
- Average hours per case
- Percentage of unique cases in the Area, in relation to the overall BRS cases

The hours per case and overall varied across areas. It is important to consider factors such as the number of unique cases in the Area when analyzing the data. Notable data points are Area 10, which had the highest utilization per case on average, six unique cases, and a total of 640 Supported Employment hours utilized. The area with the least number of average hour per case, Area 17, had eight unique cases. The average number of Supported Employment hours utilized per case across all areas is 47.5. A few key takeaways related to Supported Employment utilization throughout Indiana are:

- Highest average Supported Employment hours utilized per case: Area 10 (105 hours per case)
- Highest number of total utilized supported employment hours: Area 4 (2,776 hours, 55 unique cases)
- Highest number of cases utilizing Supported Employment hours: Area 4 (55 unique cases)
- Second highest number of total supported employment hours: Area 15 (2,347.25 hours, 43 unique cases)
- Second highest number of cases utilizing Supported Employment hours: Area 14 (49 unique cases)
- Least number of average hours per case: Area 7 (18.5 hours)

FIGURE 21
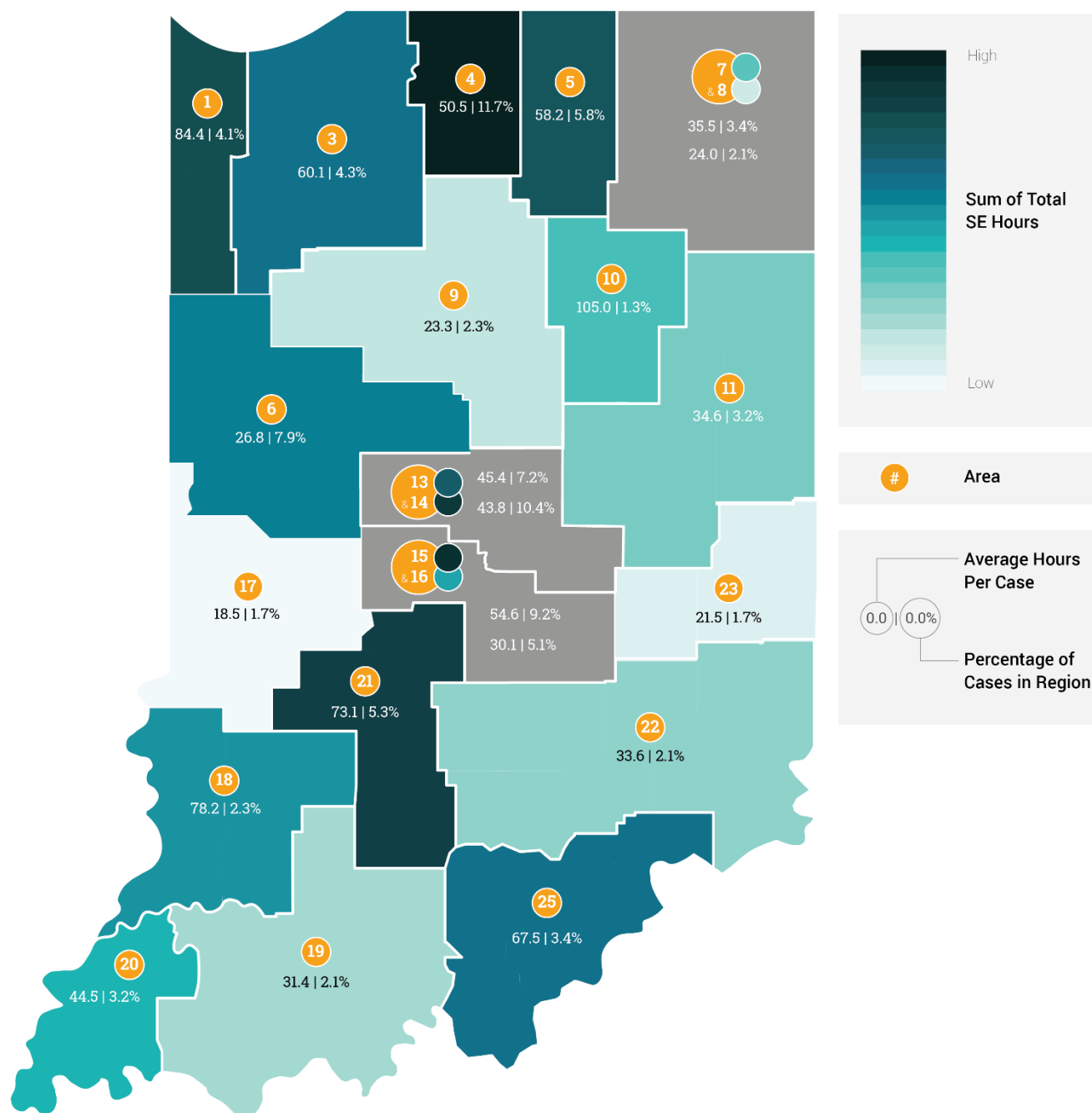
Although some areas appear to have lower Supported Employment utilization than others, a larger sample size and more time is needed to collect reliable measurements. As time passes and more data is collected, the overall number of cases receiving Supported Employment are expected to increase, which should normalize the data results.

V.   KEY OBSERVATIONS

As VR services continue to be authorized under ESM, the data set will grow and reveal broader trends and patterns. For now, key observations will drive future analyses and reveal questions for further consideration.

- **Observation 1: Supported Employment utilization is increasing.**

   This report specifically examined the Supported Employment utilization data after the "ramp-up" period. Supported Employment utilization is steadily increasing in hours per case, hours per month, and other metrics. It is clear that as the months progress, more providers are utilizing Supported Employment services for consumers. Disaggregating the data by Area has provided important insight into the Supported Employment utilization across BRS's regional offices, and highlights a similar positive trend in utilization. As we continue to monitor the data identified as important and update the dashboard, we will be able to deduce more specific insights about Supported Employment utilization.

- **Observation 2: ESM outcomes continue to increase across populations.**

   As noted in the analysis of RBF outcomes in the opening section, average wages across populations were almost a dollar less than the average across populations today, and this is true of the average wages analyzed across severity of disability. ESM outcomes are continuing to reflect higher wages, weekly hours worked, and overall employment placements across populations. Although some populations saw reductions this quarter, they were very small. These trends in outcomes by population and overall metrics will continue to be monitored, and we expect to see them continuing to increase.

- **Observation 3: Job placements remain steady.**

   Consumers are continuing to be placed in the same job families, most notably Production, Office and Administrative Support, and Food Preparation and Serving Related jobs. Although wages are increasing overall for consumers, the job families with the higher average weekly hours are placing the fewest consumers. We will continue to explore features of consumer placements, and we hope to leverage our analysis on quality placements to disaggregate the data in ways to better understand the consumer employment experience.

VI.   FUTURE ANALYSES

This report is one installment in a series of program evaluation reports to be produced quarterly by Public Consulting Group in partnership with BRS. As each report builds off its predecessor, BRS will identify areas for further exploration. Based on the key observations to date, the following areas should be considered for future analyses:

- **Provider Characteristics –** Another key area for future analysis is features of the VR providers. This includes examining data such as the employers that the provider works with, the number of clients that they are serving, and the percentage of case closures that are categorized as "Successful", among many other things. Other characteristics of providers, including location (urban v. rural), access to public transportation, and staff training are all possible areas for analysis that have the potential to inform our understanding of how BRS can better serve consumers. All of these are important in understanding the consumer experience and ultimately how to better serve consumers.

- **Quality of Placement –** Quality of consumer placement is an important outcome to analyze, although it is harder to quantify. As we move forward with the quarterly reports, we would like to identify what the most important indicators of a quality placement are, in order to examine those closely. BRS collects lots of data on consumer's employment placement, and disaggregating that data could help us better understand the various aspects of "quality" and the consumer placements. BRS will continue to monitor and explore the different ways to capture the quality of consumer placements.

APPENDIX A – CITATIONS

Details Report for: Helpers- Production Workers (n.d). In *O*NET OnLine.* Retrieved from
    http://www.onetonline.org/link/details/51-9198.00#Credentials

"Indiana Vocational Rehabilitation Services Manual of Employment Services." (2015): n. pag.
    Http://www.in.gov/fssa/files/VR_Manual_of_Employment_Services_June_2015_FINAL.pdf. Web.

"Indiana Vocational Rehabilitation Services Manual of Employment Services". (2016): n, page.
    http://www.in.gov/fssa/files/VRS-
    Manual%20of%20Employment%20Services%20Revised%20September%202016.pdf. Web.

Occupational Profile: Office and Administrative Support Workers, All Other (n.d). In *Career Onestop.* Retrieved
    from
    https://www.careerinfonet.org/occ_rep.asp?optstatus=001000000&soccode=439199&id=1&nodeid=2&stfi
    ps=18&search=Go#SectionOp3

Occupation Profile (n.d). In *Career Onestop.* Retrieved from https://www.careerinfonet.org/occ_rep.asp?optstatus

OES Dashboard. (2015). *2015 Estimated Employment for Indiana.* Available from
    http://www.hoosierdata.in.gov/infographics/oes-dashboard.asp

Salary Finder (n.d). In *Career Onestop.* Retrieved from https://www.careeronestop.org/toolkit/wages/find-
    salary.aspx?soccode=359099&location=Indiana&dataview=&hourly=true&national=False

Salary Finder: Office and Administrative Support Workers, All Other (n.d). In *Career Onestop.* Retrieved from
    https://www.careeronestop.org/toolkit/wages/find-
    salary.aspx?soccode=439199&location=Indiana&dataview=&hourly=true&national=False

Salary Finder: Production Workers, All Other (n.d): In *Career Onestop.* Retrieved from
    https://www.careeronestop.org/toolkit/wages/find-
    salary.aspx?soccode=519199&location=Indiana#ctl29_pnlTitle

Skills Summary (n.d). In O*NET OnLine. Retrieved from http://www.onetonline.org/link/summary/35-
    3041.00#Skills

Summary Report for: Food Servers, Nonrestaurant (n.d). In *O*NET OnLine.* Retrieved from
    http://www.onetonline.org/link/summary/35-3041.00

Summary Report for: Helpers-Production Workers (n.d). In *O*NET OnLine.* Retrieved from
    http://www.onetonline.org/link/summary/51-9198.00

U.S. Department of Labor, Bureau of Labor Statistics. (2016). Librarians. *Office and Administrative Support
    Occupations.* Retrieved from http://www.bls.gov/ooh/office-and-administrative-support/home.htm

U.S. Department of Labor, Bureau of Labor Statistics. (2016). Librarians. *Bill and Account Collectors.* Retrieved
    from http://www.bls.gov/ooh/office-and-administrative-support/bill-and-account-collectors.htm

APPENDIX B – SUPPORTED EMPLOYMENT UTILIZATION DASHBOARD DATA

OVERALL DATA JULY 2016 THROUGH MARCH 2017

Average Supported Employment Hours Utilized Per Case & Number of Unique Cases, by Month

Month	Count of Unique Cases	Supported Employment Hours/Case
July 2016	62	31.3
August 2016	62	28.7
September 2016	70	27.9
October 2016	77	30.7
November 2016	74	39.6
December 2016	69	32.4
January 2017	94	35.1
February 2017	86	34.8
March 2017	86	38.3

QUARTER SNAPSHOT (JANUARY, FEBRUARY, MARCH 2017)

Average Hours Utilized Per Case, by Population

Population	Average Hours
Sensory - Vision	19.4
Physical	28.9
Mental Illness	32.4
Other	35.0
Developmental	40.3
Sensory - Hearing	42.5
Overall Average	**33.1**

Supported Employment Utilization by Population

Population	Number of Consumers
Developmental	150
Mental Illness	82
Other	5
Physical	16
Sensory - Hearing	4
Sensory - Vision	4
Grand Total	**261**

PUBLIC CONSULTING
GROUP

www.publicconsultinggroup.com