

**JEFFERSON COUNTY
DEVELOPMENTAL DISABILITIES
COMPREHENSIVE
PLAN**

DRAFT

**JEFFERSON COUNTY
HEALTH & HUMAN SERVICES**
Castle Hill Center - 615 Sheridan
Port Townsend WA 98368

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ACKNOWLEDGMENTS

The limited resources available to small county agencies sometimes make it difficult to take the time away from day-to-day activities and undertake planning and resource projects. We are fortunate that other, larger county agencies are supportive and so willing to share the products of their planning efforts. Much of the background information in this plan was derived from previous work by the Snohomish County Human Services Developmental Disabilities Division and the Walla Walla Human Services Developmental Disabilities program. We thank them for allowing us to learn from their insights and experience.

Appreciation is also extended to Jim Goers, of the Washington Initiative for Supported Employment, who helped guide us through a period of significant transition.

A special thanks is extended to the consumer members of our "Ad Hoc Committee".

We are also deeply appreciative of the support and commitment from our service providers. In particular, we appreciate Skookum's vision and leadership in our collective search for new ideas and new ways to improve the quality of life for people with developmental disabilities in our community.

Finally, thanks to Murray Anderson, who is moving on to other challenges. You helped make a difference in Jefferson County and we appreciated your efforts.



INTRODUCTION

JEFFERSON COUNTY DEVELOPMENTAL DISABILITIES COMPREHENSIVE PLAN

I. INTRODUCTION

A. Scope and Purpose of the Plan

The 1995-97 Developmental Disabilities Plan has been developed by the Developmental Disabilities Section of Jefferson County Health & Human Services, in conjunction with the Jefferson County Developmental Disabilities Advisory Board.

The Advisory Board's authority for planning for developmental disabilities services in Jefferson County is derived from the Revised Code of Washington (RCW) 71A, which describes the leadership role assigned to county government in conjunction with county advisory boards comprised of local concerned citizens. RCW 71A authorizes county government, with the advice of community boards to:

- plan services for the developmentally disabled;
- provide a continuum of care and services for developmentally disabled persons and their families;
- coordinate all of the local developmental disabilities services within the county served by such community boards;
- serve as an informational and referral agency for the community; and
- prepare comprehensive plans for present and future development of services.

In order for Jefferson County to be a community that is supportive to persons with developmental disabilities, we need to have a clear understanding of their individual needs and the barriers to meeting those needs. We also need to know what resources currently exist, any gaps in services, and the forces that will shape the availability of resources in the future. This plan sets forth goals and objectives aimed at improvement of community life for people with developmental disabilities in Jefferson County. The key players in meeting the challenges include governmental agencies that are responsible for a wide variety of contracting services and policies, private community agencies providing direct support, employers and other members of the community, and individuals and their families. It is intended that this plan will provide direction and leadership for these key players.

B. Overview of the Planning Process

Development of the 1995-97 Jefferson County Developmental Disabilities Plan occurred over a seven-month period, from November 1993 through May 1994. The planning process was overseen by the Jefferson County Developmental Disabilities Advisory Board, which met monthly to review information and recommendations compiled by the staff. Other key participants in the planning process who provided information, review and comment on the draft Plan included:

- ♦ **Jefferson County DD Providers Committee:** The DD Providers Committee meets on a bimonthly basis and includes representation from state and county agencies, residential providers and day service providers. The Committee assisted in identifying the existing resources and services gaps, and reviewed the draft Plan.
- ♦ **Ad Hoc Advisory Committee:** A committee of persons with developmental disabilities who are current recipients of services in Jefferson County was convened and met on three occasions to provide information regarding individual needs and issues of concern.
- ♦ **State Division of Developmental Disabilities:** Representatives of the regional and local DDD offices provided much of the information regarding services and costs contained in this Plan. The DDD case manager, in particular, was instrumental in providing valuable

information and attended both the Advisory Board meetings and Provider Committee meetings.

- ◆ **Interagency Coordinating Council/Family Resource Coordinator:** The Jefferson County ICC Coordinator and FRC provided review and comment on the draft Plan, particularly with respect to childrens' services.

Because of time and staff constraints in the planning process, we elected not to conduct community surveys or solicit review and comment from the general public on this plan prior to its adoption by the Advisory Board. One of the goals set forth in this plan is to increase community awareness and community involvement in planning and delivery of services for persons with developmental disabilities in Jefferson County. The Board views this planning process as ongoing, and looks forward to opportunities in the future to more fully engage the general public in review and comment on the goals, objectives, and strategies set forth in this plan.

The Jefferson County 1995-97 Developmental Disabilities Plan was approved by the Jefferson County Developmental Disabilities Advisory Board at a meeting of its membership on June 9, 1994.

C. Mission Statement and Governing Principles

The following mission statement has been adopted by the Jefferson County Developmental Disabilities Advisory Board:

The mission of the Developmental Disabilities Advisory Board and staff is to assure that citizens with developmental disabilities in Jefferson County have the choice, opportunity and support to achieve full, active, and productive participation in community life. The primary responsibilities of the Advisory Board and staff are to provide advocacy and leadership in the development and implementation of locally relevant policies, plans, and services to achieve this mission.

In addition to this mission statement, the Advisory Board has adopted the following governing principles to serve as guides in the delivery of direct services by county staff, the development of subcontracts, planning and evaluation of services:

1. **Integration:** Communities are enhanced by full participation of individuals with disabilities and their families. People with disabilities are entitled to equal opportunities for natural interactions and participation with non-disabled community members. This should occur in all aspects of life, including school, work, and recreation.
2. **Choice:** All people deserve to make informed choices in pursuit of the activities of their lives, including employment, residential situations, leisure activities, and personal relationships.
3. **Access:** Community services and activities should be available to all person with disabilities regardless of the significance of their disabilities or place of residence. These services should happen in natural, typical environments that promote independence, productivity, dignity, and self-respect.
4. **Individualized Services:** The services which are available for persons with developmental disabilities should be developed and designed to meet the specific needs of the individuals utilizing a particular service, enabling each individual to reach their fullest potential as participants in the community.

5. Quality/Cost-Effectiveness: Limited public resources require that there be a balance between service quality and service quantity. It is the responsibility of the County Developmental Disabilities Advisory Board and county staff to assure that public funding promotes high quality, accountable, cost-effective services consistent with these governing principles and mission.

6. Transitions: Movement from one phase of service to another should be "seamless" for persons with disabilities. Whether entering the school system, exiting as an adult, or moving from a program that does not meet the individual's needs to a more appropriate service, the system should emphasize smooth transitions in order to not put the individual at risk of losing skills and opportunities. Effective transitions require good communication between the various agencies involved in the individual's support systems.

7. Prevention and Early Intervention: A significant portion of the incidence of children born with developmental disabilities can be attributed to preventable circumstances, such as substance abuse during pregnancy, inadequate prenatal health care and nutrition, teenage pregnancy, and environmental toxins. In addition, the severity of disability and developmental delay can often be mitigated through early intervention with children and families living "at risk". Early intervention includes services such as assessment and screening to identify risk factors and delay, physical therapy, speech therapy, occupational therapy, nursing and counseling for families and children at risk from birth to age six. It is in the best interest of society in general and our community in particular that high priority be given to prevention and early intervention strategies.

D. Emerging Trends

The Jefferson County Comprehensive Developmental Disabilities Plan represents a snapshot perspective within a dynamic system. The service system as a whole and the agencies providing direct services are involved in a process of change. Parents of children with developmental disabilities are becoming better informed and are challenging the service system to be more responsive to their needs and rights. Young adults are graduating from high school with high expectations for themselves in terms of employment and living options. Private agencies are searching for means of re-focusing away from shelter programs and towards the community at large and individualized services. Schools are recognizing their responsibility to prepare students to fully participate in society. County developmental disability advisory boards and staff are assuming a primary leadership and advocacy role at the local level.

There are some distinct trends that emerge from the array of developments noted above. These trends have already begun to shape systems and services in other counties throughout the state and are coming increasingly apparent and significant in Jefferson County as well. Along with the Mission Statement and Governing Principles, these trends serve as the backdrop to the goals and objectives presented in this plan.

The Individual Traditionally, persons with developmental disabilities were "fit" into an array of existing programs, matching the individual with the best available option. More recently, it has been recognized that this approach does not meet a person's needs nor assist them in becoming more independent. The emphasis is turning toward individualized services and away from "programs." Individuals are actively participating in the decisions regarding services and supports to be provided based on personal preferences and individualized goals. This trend involves re-thinking the way supports are developed and the way service providers do business. It is a substantial change for the service delivery system, but is essential to meeting the needs of individuals.

The Family One of the most effective means of meeting the needs of a child or dependent adult with disabilities is through direct support to the family or primary caregiver. It makes more sense and is more cost-effective to support and enable a family to meet a person's needs up front, than to provide costly services later when the family is in crisis. If families are stabilized by receiving the support they need, the individual with disabilities is more likely to end up well-connected with their community. This can be a path to securing employment and having other life needs met later, when the person is an adult.

Family support may take the form of providing information so that good choices can be made. Frequently, however, information can be confusing, eligibility requirements can be ambiguous, and simply providing information without additional assistance may be inadequate to assure that informed and reasoned decisions can be made. In recent years, there has been a growing recognition that active resource coordination, or "case management", is an effective way to assist families and individuals in identifying and accessing appropriate services. Case management is presently a function of the state DDD field offices. In Jefferson County, as in other counties, the case manager has too large of a caseload to be active and effective at resource coordination. It is anticipated that alternative, community-based models for case management will emerge in the next few years. It is also possible that case management of the developmentally disabled ultimately will be folded into managed care under health care reform.

The Community Although the service system has gradually been moving in the direction of community-based services for several years, implementation of the Americans with Disabilities Act (ADA) has created a new sense of timeliness and a heightened community awareness and appreciation for quality of life issues for persons with disabilities of all kinds. It is increasingly being recognized and accepted that people with developmental disabilities have a right to take their place in their communities. This includes their living situations as well as their employment and social activities. The trend toward community oriented activities is reflected in supported employment services, community access services, new approaches to "transition" from school special education programs to community life, and various community-based residential activities taking place.

A positive trend in communities is the increased participation of the private sector in supporting persons with developmental disabilities. Examples include the increase in co-worker support in supported employment settings, support for seniors in senior centers, and support from neighborhood associations for persons residing in the community. These "natural" supports lead to more stable situations for persons with developmental disabilities and reduce the amount of paid professional staff time required, essentially reducing public costs for supporting persons in the community.

The System The present service delivery system is confusing and the participants often have ambiguous or conflicting roles. Counties are responsible for managing children's services, adult "day services", planning, coordination, and for overseeing community capacity and infrastructure. In Jefferson County, some services are provided directly by the county (children's services, supported employment and community access services) and other services (specialized industries and supported employment services) are provided by community-based entities under contract with the county. The State Division of Developmental Disabilities, through its regional and local offices, is responsible for managing the flow of clients receiving services through referral and case management services, and for managing residential services and family support services. The Department of Vocational Rehabilitation (DVR) provides funding for job development under contract with the county and uses the funds to purchase services back from the county. Service providers, such as Skookum, provide services to some individuals who are "funded" and to others who are not.

At times, services are interrupted when communications break down between the four parties involved in this system: the individual receiving the service; the service provider; the county; and the state agencies. Contributing to the confusion inherent in this system is the fact that no clear leadership was established within the design of the service system. The lack of identified leadership was partially addressed in July, 1992 when the State Division of Developmental Disabilities issued

"County Guidelines". Although not required by law, it was expected that counties would incorporate the prescribed values and principles of the Guidelines into their operations. These guidelines reflect a growing appreciation of the value of shifting more responsibility to the counties, in support of the broader notion of "local control" of community services. In addition, recent legislative sessions have seen efforts at "system reform" which, although not adopted, suggested a clear direction toward increased local participation in the management of services.

Concurrent with this shift of control and leadership to the local level is a trend toward diminished funding for county programs. In the current biennium, county programs suffered funding reductions, some of which involved shifting funds from county budgets to state (DVR) programs. We expect this trend of reduced funding to continue, making it all the more important that the county focus its efforts on cultivating natural support systems in the community that are not dependent upon public funds to support people with developmental disabilities.

The next decade may also see decategorization of funding of services for people with developmental disabilities. For the past several decades, developmental disabilities programs have enjoyed generous categorical funding compared to per-client funding levels of other health and human services. In a decategorized environment, people with developmental disabilities will access services such as residential support, employment, health care and other social services from the same "generic" resources and in the same manner as persons without disabilities. While such reform efforts in health care, education, and welfare programs may help break down barriers against integration of the developmentally disabled into community life, they will no doubt also result in net funding losses for DD programs. Counties and other local advocacy groups will need to provide the leadership to assure that persons with developmental disabilities do not get "lost" in these reformed systems.

Quality Many individuals are considered to be "underserved" because they are in a "program" that does not meet their needs. While it is important Jefferson County to increase the *number* of persons with developmental disabilities receiving support services, the *quality* of those supports and the associated *outcomes* are also important. It is no longer enough to provide more services to more individuals; there is a growing demand for quality in the services provided to persons with developmental disabilities. For example, employment supports should focus on the integration of the individual in the community work place, not just on maximizing wages and benefits. It is no longer sufficient that an individual merely have residential support -- the location of their home, their choice of roommates and how many persons they live with are factors that make up the *quality* of the individual's life. Community access services must be more than just recreation; they must be directed at achieving specific, individualized goals and objectives in order to considered quality services. The County Guidelines recognized this trend toward quality by including "Quality Indicators" for each area of service and activity addressed in the Guidelines. To date, the Jefferson County Developmental Disabilities Advisory Board has adopted "Employment Quality Indicators", based on the County Guidelines, to use in planning, contracting, and evaluation of employment services in Jefferson County. In the future, the Board will adopt local quality indicators for additional services.



COMMUNITY PROFILE

II. COMMUNITY PROFILE

A. Description of Jefferson County

Jefferson County is a rural community encompassing approximately 1,809 square miles, located on the North Olympic Peninsula. The county is relatively isolated, approximately one hour's drive to larger metropolitan communities, regional shopping centers, regional and tertiary health care. The county is bordered by Clallam County and the Olympic Mountains to the west, Kitsap County to the southeast, and Mason County to the south. Island County lies to the north of Jefferson County, separated by the Strait of Juan de Fuca.

The population of Jefferson County has grown at rates varying from steady to spectacular. The county population in 1970 was 10,661; in 1980, it was 15,965; and 1990, it had grown to 20,406, representing growth rates of 10.6%, 49.75%, and 27.82% respectively. Jefferson County presently is one of the fastest growing counties in Washington State. The combination of the rural small town lifestyle, recreational opportunities of the Olympia Peninsula, as well as access to urban centers and a growing small business sector have encouraged many people to move to the community. Despite both state and national recessions, the population growth in Jefferson County has remained relatively stable, averaging 4.82% per year since 1990, compared to a growth rate of 2.5% per year for Washington State. According to the State Office of Financial Management estimates, the 1993 population of Jefferson County was 23,500 persons. Jefferson County Planning staff have projected that the county's population will reach a level of 29,367 by the year 2000.

Approximately 95% of the county's population is located in East Jefferson County. Port Townsend is the incorporated county seat, with a population of approximately 7,530. The unincorporated communities of Port Hadlock, Irondale, and Chimacum (known locally as the "Tri-Area") are located approximately ten miles southeast of Port Townsend and have an aggregate population of approximately 4,400. With populations of approximately 1,100 each, the communities of Port Ludlow and Quilcene are located approximately 20 miles from Port Townsend to the southeast and south, respectively, and represent the other significant concentrations of population in the county. The balance of the population in East Jefferson County is located in unincorporated rural areas.

JEFFERSON COUNTY COMMUNITY	POPULATION
Port Townsend	7,740
Brinnon	1,268
Cape George	2,610
Chimacum	1,207
Coyle	407
Discovery Bay	940
Hadlock/Irondale	3,822
Marrowstone Island	795
Port Ludlow	1,612
Quilcene	1,258
Shine	882
West End	959
TOTAL	23,500

According to the 1990 census, Jefferson County's population was 94.7% white; 0.4% black; 2.8% Native American; 0.9% Asian; and 0.1% other races. There is one registered Indian tribe within the county, the Hoh tribe, located at the West End, south of Forks. The Hoh tribe had a 1993 population estimated at 74 persons. Also at the West End, portions of the Quinault Reservations, which is home to the Queets tribe, crosses the Jefferson/Grays Harbor County lines. West End residents tend to seek services in Aberdeen and Port Angeles, if they are not available locally. In East Jefferson County, some members of the Jamestown S'Klallam tribe reside in the county and access services in the Port Townsend area.

Jefferson County has a diversified economic base which ranges from fishing and maritime oriented businesses to tourism, government services, and manufacturing. The county is moving away from the dominance of a resource-based economy to a position as a rural refuge, retirement or career, for former urban residents. As of 1992, there was a total of 815 employers in Jefferson County, with a total employment base averaging 5,906 jobs. The unemployment rate in Jefferson County was 4.6% in 1992 vs. 6.9% in Clallam County and 4.2% in Kitsap County. With few employers having 50 or more employees, the vast majority of employers in Jefferson County can be characterized as "small businesses" which have an average of 7.3 employees. Because of this profile, it can be difficult to find job placements for persons with developmental disabilities in businesses where the ratio of non-disabled persons mirrors the general population. Small businesses are also less likely to offer comprehensive benefits and the opportunities for advancement and job variety that are desirable in job placements.

	Number of Employers	Avg. Number Employees
Agriculture, Forestry, Fishing	43	2.8
Construction	152	2.6
Manufacturing	64	13.4
Transportation, Public Utilities	26	3.5
Retail Trade	182	7.8
Finance, Insurance, Real Estate	45	4.3
Services	219	4.7
Government	57	28.7
Other	27	5.8
TOTAL	815	7.3

While Jefferson County's population is small, its housing market is complex and diverse. Overall housing units have increased from 8,254 units in 1980 to 11,014 units in 1990. Seventy-five percent of these units were built in the less accessible unincorporated areas of Jefferson County. Of these new units, 87% have been primarily single family units and mobile homes, and only 13% designated as multi-family dwellings.

Whether people own or rent their residence appears to be more a matter of affordability than preference. Jefferson County renters have increased by 56% compared to an increase of only 15% in ownership during the period 1980 through 1990. With low to non-existent vacancy rates and high development costs, Jefferson County has been experiencing a rental housing crisis in recent years, particularly in the Port Townsend area. The most affordable rental housing is located in South Jefferson County, in areas around Quilcene and Brinnon. Section 8 certificate holders, in particular, are increasingly required to locate in Quilcene and Brinnon in order to find housing with rents within Section 8 limits. As of February 1994, there were 102 people on the waiting list for Section 8 housing.

B. Eligibility for Services

Eligibility for services in the State of Washington is determined by the Division of Developmental Disabilities (DDD) at the Regional VI Office in Port Townsend. Developmental disability is defined under the Washington Administrative Code (WAC) 275-27-026, as follows:

Eligibility for Adults: A developmental disability is a condition which meets all of the following criteria:

- A condition defined as mental retardation, cerebral palsy, epilepsy, autism, or another neurological or other disabling condition;
- The condition originates before the individual reaches age 18;

- The condition is expected to continue indefinitely; and
- The condition results in a substantial handicap.

An individual may be found eligible for services under the "other disabling condition" above through the administration of the "Inventory for Client and Agency Planning" (ICAP) examination. This procedure determines eligibility of individuals who are "functionally" developmentally disabled but display no specific neurological disorder.

Eligibility for Children: The state's eligibility criteria for children is different than for adults and is reviewed at two-year increments.

- Birth to 2 years: The child must display a delay of at least 25% in one of the following areas of development: cognitive, expressive and receptive language skills, fine or gross motor skills, socialization, or self-care skills.
- Age 2 to 4 years: The child must display a delay of 25% in two or more of the areas listed above.
- Age 4 to 6 years: The child must display a delay of 25% in three or more of the areas listed above.

At the age of 6 years, the "adult" criteria is then used to determine the child's eligibility for state-funded services. Because the state's criteria for eligibility are not as comprehensive as the criteria used for determination of special education support in Washington public schools, a child may not meet the state criteria and still be found eligible for special education services.

C. Description of the Target Population

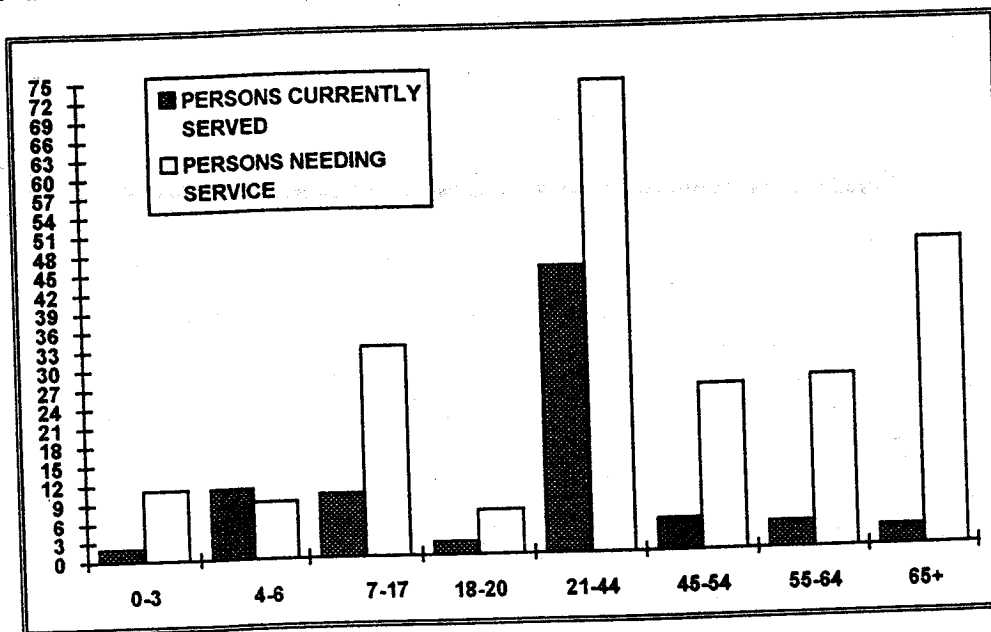
It is difficult to precisely determine how many people in Jefferson County have a developmental disability. A formula used by the federal government estimates that 3% of the general population have some degree of developmental disability. In Washington State, the Division of Developmental Disabilities estimates that 1% of the population has a severe disability that qualifies for services based on the eligibility criteria defined in WAC 275-27-026. Locally, the Port Townsend School District estimates that a minimum of 4% of live births are identified as in need of preschool intervention services due to developmental delay or disability.

For the purposes of this plan, a factor of 1% of the population will be used to estimate the number of persons with developmental disabilities in Jefferson County that are potentially eligible for services pursuant to WAC 275-27-026.

Applying the 1% formula to Jefferson County's 1993 population of 23,500, suggests that there may be approximately 235 persons in the county with significant disabilities and in need of varying degrees of support to live in the community. As summarized below, this projection contrasts sharply with the number of individuals currently receiving support services funded through the Division of Developmental Disabilities in Jefferson County.

Persons projected to be eligible for DDD services based on 1% of the general population	235
Persons currently receiving DDD services in Jefferson County	82
Estimated number of unserved persons with developmental disabilities in Jefferson County	153

The total estimated number of unserved persons with developmental disabilities includes both those individuals who have established natural supports in the community and do not require services, as well as those individuals in need of support services who are unidentified by the service system. The majority of persons who are unidentified could probably benefit from some degree of support services. However, with limited funds already falling short of meeting the needs of identified individuals, outreach efforts aimed at locating unserved persons are minimal. As described in Section III of this Plan, the only formal outreach activities in Jefferson County are conducted by the Family Resource Coordinator and the Interagency Coordinating Council, and are largely directed at "child find" activities for children age birth to six years.



It is important to note that when applying any population-based methodologies to a small area (i.e., under 50,000 persons) there can be a high margin of error. In addition, the above projections have not been age-adjusted to account for Jefferson County's high percentage of persons over age 65. The projections, therefore, should not be interpreted literally. Rather, they should serve as illustrations of general characteristics that suggest potential areas of need or problems to be investigated further. For example, the data above suggests that outreach efforts might be indicated for seniors; the following table suggests that there may be significant unmet needs in south Jefferson County areas and other outlying areas as well.

LOCATION	1993 TOTAL	ESTIMATED NEED	1993	
			SERVED	%
Port Townsend	7,740	77	63	81%
Tri-Area	5,029	50	12	24%
Quilcene/Brinnon	2,526	25	5	20%
West End	959	10	0	0%
Other Jefferson County	7,246	72	2	3%
TOTAL:	23,500	234	82	35%

**DESCRIPTIONS OF
CURRENT SERVICES
AND
SERVICE SYSTEM**

III. DESCRIPTION OF CURRENT SERVICES AND SYSTEM

A. Overview of the Service Delivery System

The "service delivery system" refers to the means by which people with developmental disabilities apply for and receive services and supports that meet their individual needs. The service delivery system in Jefferson County consists of the following government and private agencies:

1. Department of Social and Health Services (DSHS) Division of Developmental Disabilities (DDD)

In order to access state-funded adult and childrens' services, an individual must make an application to determine their eligibility for state funding support. For people living in Jefferson County, the application is made at the DSHS Region VI office at Castle Hill Center in Port Townsend. Once an individual has been declared eligible for the services, a case manager is assigned to the individual and services can be sought.

Services are made available through funds allocated by the state legislature on a two-year basis, as part of the state's biennial budget process. Currently the available funding falls short of the demand for services, resulting in "waiting lists". The term "waiting list" is actually a misnomer because there is no priority or order to the waiting list. In reality, the list is a "pool" of persons who have been determined to be eligible for services, but for whom no services are available because of funding limitations. The waiting lists are sometimes mistakenly used to indicate the level of unmet need. However, they understate the actual need because they do not reflect the needs of potentially eligible persons who have not submitted an application to the DDD office.

The Division of Developmental Disabilities provides some services directly, including case management and family support services such as respite care. The state also provides direct support to people through the state's institutional system, referred to Residential Habilitation Centers or RHCs. There are no RHCs in Jefferson County.

2. Jefferson County Health & Human Services Developmental Disabilities Program

All "day services" for people not eligible for school programs, including children birth to three years of age, adult employment support, and adult community access services are provided directly or contracted through the county. Clients are referred to "day services" by their individual DDD case manager upon eligibility determination. The county is responsible for the development of day services based on the needs of the target population and available funding. The needs information required for the development of appropriate services is gathered through a planning process that each county is required to undertake under its contract with the state.

At this juncture, the County Health & Human Services Developmental Disabilities Program provides some services directly and contracts with a private community agency (Skookum Educational Programs) for other services. This dual role of both direct service provider and manager of contract services is unusual compared to other counties, who generally do not engage in direct service delivery. Other counties focus primarily on planning, leadership, advocacy, technical assistance, prevention and education, and program evaluation. Jefferson County has these responsibilities and is also a direct provider of individual supported employment and community access services. Aside from diverting limited resources away from other leadership activities, this involvement in direct services is potentially confusing to private service providers and to the public. For example, the county is sometimes perceived to be "in competition" with community-based programs involved in employment support services. Since the county is in a position to define contractual terms with community programs that do not necessarily apply to its own programs, this competition is sometimes viewed as a conflict of interest. Jefferson County's accounting and cost allocation methodologies also make it difficult to assess its true cost of services. This tends

to make the county programs appear to be more cost-effective than community programs in cost comparisons.

Jefferson County also differs from most other counties in that it has combined its public health and human services functions into a single county department. Consequently, Jefferson County has a much greater involvement in the direct provision of children's services than other county agencies. The Health Department in Jefferson County was instrumental in establishing one of the first comprehensive, multi-disciplinary child development programs for children with developmental delays. Although in recent years we have seen a shift of this program from the public health arena to the educational setting, the county department continues to play an active support role with respect to the Interagency Coordinating Council and Family Resource Coordinator programs, for which it serves as the lead fiscal agency. Through its public health programs, such as Maternity Support Services, WIC, Immunizations, and Well Child Care, the department also plays an important role in prevention, early identification and case finding for children with special needs. The county is also actively involved in directly providing therapeutic intervention services, such as physical therapy and occupational therapy, for children during summer school vacations.

3. DSHS Division of Vocational Rehabilitation (DVR)

The Division of Vocational Rehabilitation assists people with disabilities to prepare to obtain and retain employment. To be eligible for DVR services, an individual must have a physical or mental impairment which results in a substantial impediment to employment. DVR applies a different set of eligibility criteria than DDD, although generally persons who have been determined to be eligible for DDD services also qualify for DVR services. The primary difference with DVR services is that they are more short-term and time-limited services than DDD programs, and are based on individual plans developed in conjunction with the individual by the DVR counselor. The individual plans may include building work skills through a volunteer work experience, on-the-job training, vocational education or classroom training, or might include supporting the client to purchase tools or equipment, books, work clothing, assistance with transportation, job coaching or providing support for independent living. DVR can also purchase medical or assistive technologies needed to obtain a job or increase work potential.

Aside from determining eligibility and developing client plans, DVR does not provide services directly. Direct services, such as job development and job-coach support, are contracted with "certified providers". In Jefferson County, Skookum and the county DD program are certified to provide employment support services.

4. Public Schools

Children receive educational and other intervention services through five distinct school districts in Jefferson County. They must begin providing services to children with developmental disabilities at the age of three years. Although not yet required by law, state funding is also available to school districts to provide services to the birth-to-three population and Port Townsend School District has responded to the need for services by establishing a program. Port Townsend officials anticipate that birth-to-three services will eventually be required and have elected to serve this population. Other school districts have hesitated to initiate birth-to-three programs until mandated to do so because of concern about the financial exposure of initiating a program that cannot be readily discontinued in the event funding is eliminated.

The public school system can provide services to people with developmental disabilities until their 21st birthday if services are warranted, as outlined in the person's Individual Education Plan (IEP). Since time spent sitting at home after graduation results in a quick loss of skills acquired during the school years preparation, the transition from public school to community employment and other services is receiving much attention. School systems' special education programs can focus on preparing individuals for community life by involving them directly in work settings, and emphasizing strong social and community

access skills. However, the transition from schools to post-school life requires collaboration with state, county and private community agencies and a concerted effort to provide a smooth transition from school to post-school employment, residency, and other adult services. Jefferson County Health & Human Services has recently initiated such joint discussions, with the assistance of the University of Washington Center for Change in Transition Services. All school districts were invited to participate, however, only Port Townsend School District representatives attended the organizational meeting. The County Advisory Board and staff will need to further encourage all of the districts to be involved in transition systems planning.

5. Private Community Agencies

With the exception of the few direct services provided by Jefferson County Health & Human Services, virtually all services for adults beyond school age are provided by private, non-profit or for-profit agencies. In most counties, these community-based services provide the backbone of the service array available to people with developmental disabilities. Prior to 1994, there were two separate agencies, Bayshore Enterprises and Skookum Jump Rope Company, providing employment support services to adults through contracts originating with the county. As a result of a merger between Bayshore and Skookum in mid-1993, the new entity known as Skookum Educational Programs is presently the sole subcontractor with Jefferson County. County staff have recently been contacted by Island Employment Services, a provider of supported employment services on Whidbey Island. Island Employment Services has expressed interest in providing supported employment services in Jefferson County in the future if the opportunity arises.

In addition to the county-contracted services, people with developmental disabilities are served by three residential providers, under contract with the state DDD office and various other "generic" services in the community, including mental health support and a variety of private health providers.

B. Adult Services

1. Vocational Services

Adults with developmental disabilities in Jefferson County may be "independently employed" or receive employment support services provided directly by Jefferson County Health & Human Services or by Skookum Educational Programs, under subcontract with the county. There are presently 38 individuals receiving DDD funded employment support services in Jefferson County. The following are descriptions of the employment support models used in the county:

- Independent Employment: People who are working in the community without ongoing support are considered to be "competitively employed". Typically, these individuals have found work on their own or were originally placed and trained with support from DVR. Often, these persons are not "tracked" by the service system.
- Specialized Industries: What used to be termed "sheltered workshops" have evolved into services called "Specialized Industries". These are businesses providing training and supervision of larger number of adults with severe developmental disabilities who are involved in paid productive employment. Typically, there are non-disable workers present, however, specialized industries are primarily organized or designed to provide employment and training for individuals with disabilities. Persons are placed in specialized industry settings because of their need for higher levels of supervision, when resources, support systems and/or technology are not available or adequate to aid these individuals to obtain competitive employment in the community.

With the merger of Bayshore Enterprises and Skookum Jump Rope Company in mid-1993, Jefferson County presently has a single provider of Specialized Industries services under contract with the county agency. The new entity, Skookum Educational Programs, has three operating divisions providing Specialized Industries services: Port Townsend Bakery which manufactures, packages, and distributes baked goods and food products; Skookum Environmental Services, a recycling program operated under contract with the Jefferson County Public Works Department; and Skookum Jump Rope Company, which is involved in manufacturing and assembly of jump ropes and other products. As a subcontractor, Skookum is responsible for providing and maintaining the business basis and financial capacity to employ individuals through revenue from its business operations. County contract funds are made available to Skookum for the purpose of providing training, job modifications and job-related support needed for its disabled workforce to productively perform the available work. County funds are not to be used to pay or subsidize worker wages, but to pay for trainers and related program costs.

A concern expressed by consumers, county staff and other service providers is that individuals served in Specialized Industries have had reduced employment hours due to lack of contract work. The issue of employment capacity was addressed in revision of the county's subcontract with Skookum in January 1994. The new contract required that the subcontractor guarantee that sufficient paid, productive work will be available to provide at least 20 hours work per week per consumer. County staff will continue to monitor contract performance and provide status reports to the Advisory Board.

A second area of concern has been low wages and lack of productivity gain by consumers as measured by the individual's average wage per hour. Some individuals have been performing the same job for years without improvement in their rate of productivity. This lack of productivity increase may reflect insufficient or inadequate program staffing and support. The new contract addresses these issues in several ways: It requires that services be based on individual plans; it requires the subcontractor to develop and submit a staff training plan; it establishes a minimum average worker wage per month; and it requires an increase in average monthly earnings by consumers from one three-month period to the next. County staff will continue to monitor contract performance and provide routine status reports to the Advisory Board.

- Group Supported Employment: Unlike competitive employment in which a traditional employer/employee relationship exists, group supported employment involves a continued paid staff support presence indefinitely. In this respect, group supported employment is similar to Specialized Industries.

There are two models for group supported employment: the enclave and the mobile crew. Enclaves situate small groups of no more than eight persons with developmental disabilities in host companies or industries. Mobile crews similarly involve small groups of workers with disabilities utilizing a "crew" approach. The crew moves around from job site to job site doing a variety of specialized services, such as landscaping or custodial services. Skookum has recently obtained a contract through the National Institute of the Severely Handicapped (NISH) to fund a work enclave to perform landscaping and janitorial services at the Port Hadlock Detachment Naval Base, Indian Island.

The major criticism of group supported employment is that it is an unnecessary "step" toward competitive employment. While potentially offering more variety in job tasks and higher wages than specialized industries, group supported employment does little to enhance independence and, in the case of night janitorial crews and other isolated activities, may offer even less contact with non-disabled persons than would be the case in workshop settings.

For these reasons, group supported employment does not generally meet the Employment Quality Indicators adopted by the Jefferson County Advisory Board and is not a service that the county's funding allocation should necessarily encourage. In communities with very few employers having sufficient size or other characteristics required by the Quality Indicators, however, group supported employment might represent a desirable alternative to specialized industries for some individuals. This should be determined on a case-by-case basis, in conjunction with the DDD case manager, with consideration of the goals and preferences defined in the individual's personal future plan.

In the current biennium, the county has not allocated any of its state DDD contract funds for group supported employment. Allocation of some funds for group employment in the 1995-97 biennium may be considered, if it appears that individual community placements cannot be achieved. At this point, it is too early to know whether Skookum will have difficulty placing individuals in community jobs that meet the Employment Quality Indicators. The Developmental Disabilities Advisory Board and county staff should continue to evaluate the available employment market and monitor Skookum's progress at achieving its contract goals for supported employment placements.

- **Individual Supported Employment:** This service provides placement, initial training, and long-term support to individuals who have a need for ongoing support in order to maintain competitive employment in the community. Individual supported employment is for individuals who have not traditionally held competitive jobs or who have had interrupted or intermittent employment as the result of a severe disability. Individual supported employment starts with jobs; it does not prepare the person for a job. These jobs are performed at locations that are typical employment sites for non-disabled persons, i.e., not in businesses or locations where the primary purpose is to provide employment or work training for individuals with disabilities. A "job coach" assists in developing a job of choice with the individual, securing a placement, training the individual on the job site to the employer's satisfaction, training of co-workers, and then provides ongoing support to the individual and the employer in whatever capacity is necessary to maintain employment.

The merger between Bayshore and Skookum in mid-1993 provided an opportunity to take "fresh look" at employment services for persons with developmental disabilities in Jefferson County. With the support and cooperation of Skookum, and a small technical support grant from DDD Region VI, "vocational profiles" were developed for ten individuals identified by Skookum as being strong candidates for community placement. In January, 1994, the county and Skookum entered into a revised contractual agreement providing a goal and time line for Skookum to place nine existing clients in individual jobs in the community. This is a major philosophical shift for Skookum, in sharp contrast to the historical orientation of Bayshore Enterprises. By 1995, Skookum has committed to transitioning 30% of current clients to community-based employment.

2. Community Access

Community Access services provide support that assists an individual in retaining an active, personal involvement in the community. These services target both people whose severity of disability precludes them from employment options and other individuals who may have chosen to retire from work and need these services in order to remain involved in the community. For individuals for whom future employment is considered a viable option, the service focuses on increasing access skills and eliminating problem behaviors that may preclude the individual from employment success. Whether or not employment is a future

goal, the service strives to link individuals with natural support networks in areas of interest chosen by the person.

Community Access services in Jefferson County were initiated in 1989 as a direct service provided by the county agency and have continued under county management to date. The Community Access program emphasis in the current biennium has shifted away from a goal of providing more hours of service to more people and toward a more individualized service approach. Community Access services are based on specific goals and outcomes identified in client plans, developed by the Community Access staff in conjunction with the case manager, family or other support persons and the individual consumer. The service level therefore varies according to each person's interests, goals, medical condition, and stamina. Some people receive supports weekly, while others only once or twice per month.

Jefferson County Health & Human Services currently allocates approximately one half-time staff to Community Access, with a current case load of seven individuals receiving services. It has been a goal to increase the number of persons served by the Community Access program. The county's labor union contract and benefits policies have been an impediment to a gradual increase in program staffing. However, a new labor agreement and benefits structure should reduce that barrier to growth. Another barrier to growth in the program has been the emphasis on allocation of county contract funds to employment services, particularly during the transition from Bayshore Enterprises to Skookum. As more individuals are transitioned from Specialized Industries to competitive employment and develop natural supports, there should be opportunities to shift funding toward expansion of the Community Access program.

An ongoing goal of the Community Access program is to affect full inclusion of persons into their community. This may include membership in clubs and associations, or participation in civic activities. However, there are certain barriers to achieving this type of involvement that should be noted. Many of the persons in Community Access are non-verbal and/or have very limited mental capacity and the actual contributions that they can make to clubs and groups is severely limited. In implementing Community Access programs, it is vital that the community itself have ownership and involvement in the process. There has not been an adequate commitment of Community Access staff resources to community education and awareness. Greater emphasis on this activity could help build a sense of awareness and reduce the barriers that presently exist.

3. Primary Dental Services

For several years, the county health department has been the recipient of a small grant to conduct primary oral hygiene and screening for persons with developmental disabilities in Jefferson and Clallam Counties. This service has been operated in conjunction with the health department's Olympic Peninsula Primary Care Dental Program, which provides primary care dental services to low income individuals with mobile equipment at six sites in the two-county area. The primary focus of the DD dental service is on education and training of residential providers, family members, and individuals located in residential centers. With the consolidation of Jefferson County's public health and human services departments, responsibility for coordination of the DD dental service has been assigned to the developmental disabilities services staff with the goal of broader participation and more comprehensive and individualized service.

C. Children's Services

Services to children with developmental disabilities provide supports to help individual children reach their highest developmental potential. The services include prevention and early detection of developmental delay or disability, as well as an array of therapies targeting specific developmental needs of children and support to parents and families. Services provided to the child and their principal care providers in the first few formative years of life can directly impact the nature of service needs of the individual as they enter school and later in adult life. In this regard, these