



Sheltered Workshop Closures and Client Use of Services

An Analysis of Use of Services by I/DD
Clients after Closure of a Sheltered Workshop

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Introduction

Individuals with intellectual and/or developmental disabilities (I/DD) sometimes work in sheltered workshops to gain skills that will allow them to be successful in employment in the community. However, with changes in the law, in part brought on by the settlement agreement in *Lane v. Brown*, the census of individuals with I/DD in workshops has steadily decreased. According to the September 2016 Employment First report,¹ the number of individuals with I/DD working in a sheltered workshop with supports from Oregon's Office of Developmental Disabilities Services (ODDS) has gone down from a high of 2,806 in March 2013 to 1,405 in March 2016.

This drop in sheltered worker counts raises questions as to what happens to those workers once they exit the workshop. Looking at recent closures of several sheltered workshops in Oregon, this report details how leaving a sheltered workshop influences the mix of services individuals receive from ODDS.²

Methodology

This report analyzes services used by individuals who worked in a sheltered workshop that either closed or transformed to another business model. In other words, the individual did not have a choice to stay in that workshop they worked in or exited voluntarily before the workshop closed.

The providers studied, that have closed one or more sheltered work settings, include: Co-Opportunity Inc., Community Services Inc., Opportunity Foundation of Central Oregon, Star of Hope, and Sunrise Enterprises of Roseburg. While there have been a few more providers that fit this criteria, they were not included in this analysis since their closure/transformation date was too close to publication date of this report, and no data could be collected to look at services post-sheltered employment. Some also closed before 2015 and were not included because reliable billing data is not available before September 2014.

The data used for this report comes from employment and day services billing data from ODDS and case management data from VR. The criteria for a sheltered worker to be included in this report is that they must have exited one of the sheltered workshops named

¹ <http://www.oregon.gov/DHS/EMPLOYMENT/EMPLOYMENT-FIRST/DataReports/Data%20Report%20Executive%20Order%20September%202016.pdf>

² This report is not a requirement of the settlement agreement in *Lane v. Brown*, but is part of the continuing effort of the Oregon Department of Human Services to monitor trends in the use of employment and other services by ODDS clients.

above between December 2014 and June 2016, and received ODDS services during that time.

The dates for the data pulled for ODDS billing vary from client to client. Billing data was pulled for each client 90 days prior to exit month and 90 days after the exit month.³ The criteria of exit dates is between December 2014 and June 2016, therefore billing data spans between September 2014 and September 2016.

Income data was not available for all individuals in the given months and is excluded from this analysis.

There were 292 individuals' services analyzed within five providers. Of those providers, Opportunity Foundation was the largest, with two-thirds of the total population.

| Provider Name | Count of ODDS Clients |
|---|-----------------------|
| CO OPPORTUNITY INC FKA CENTER ENTERPRISES INC | 16 |
| COMMUNITY SERVICES INC | 19 |
| OPPORTUNITY FOUNDATION CENTRAL OREGON | 192 |
| STAR OF HOPE | 41 |
| SUNRISE ENTERPRISES OF ROSEBURG INC | 24 |
| Grand Total | 292 |

Table 1

Definitions

Before this report delves into the data, a general description of ODDS day and employment services may be helpful. Those services include:⁴

- **Attendant Care:**⁵ a one-to-one service provided in the community usually provided for daily living needs at a competitive integrated job or volunteering position.
- **Discovery:** an outcomes-based service that includes individualized employment experiences in the community and gathering of information and employment themes. This service results in a Discovery profile and usually a referral to VR.
- **Day Support Activities (DSA) – Community:** a group-based service to develop skills and achieve goals related to integration, independence, and participation in the greater community.

³ Since the exit date is rounded down to the beginning of the month, the exit month is excluded from analysis to not include sheltered employment with post-sheltered employment services.

⁴ More information can be found at: <http://www.oregon.gov/DHS/SENIORS-DISABILITIES/DD/Pages/Supported-Employment.aspx>

⁵ Only attendant care billed under the day and employment waiver (SE54) was used.

- **Day Support Activities (DSA) – Facility:** a group-based service at a provider facility to develop skills and achieve goals related to integration, independence, and participation in the greater community.
- **Employment Path Services – Community:** a time-limited paid or unpaid employment/volunteer experience in the community.
- **Employment Path Services – Facility:** a time-limited paid or unpaid employment/skills building experience in the provider facility where there are few or no opportunities to interact with the broader community. If a wage is paid, this is considered sheltered employment.
- **Individual Supported Employment:** individual employment in the community at or above minimum wage with job coaching supports.⁶
- **Small Group Supported Employment:** group employment in the community at or above minimum wage.

Three Months Prior Exit from Sheltered Workshop

Chart 1 depicts how day and employment services were utilized three months prior to exit. ODDS clients used an average of 67.5 hours per month when all services are included. 49.1 of those 67.5 hours (73%) were used in employment path facility (sheltered work or skills building classes) with 11.3 hours (17%) used in DSA facility and

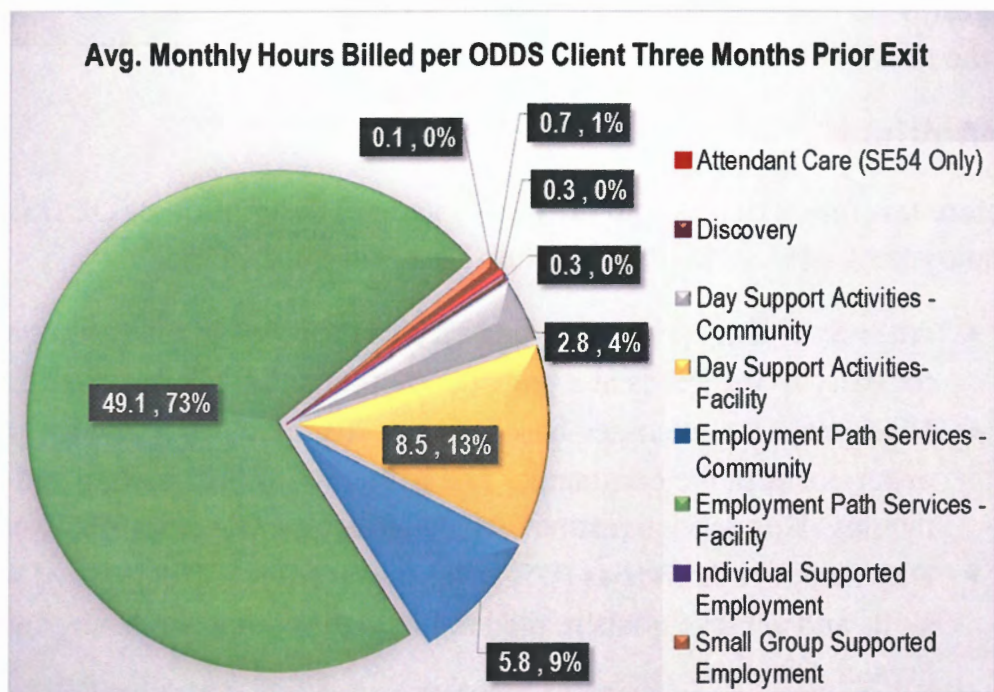


Chart 1

(sheltered work or skills building classes) with 11.3 hours (17%) used in DSA facility and

⁶ Job coaching supports provided by VR are not included. Only job coaching paid by ODDS is included.

community services, and 7.1 hours (10%) used in other community/integrated employment settings.

The mixture of services vary by provider (before and after) and a detailed breakout of the data is provided in tables in the appendix of this report.

Three Months After Exit from Sheltered Workshop

Chart 2 directly compares services three months before and three months after. **Chart 3** depicts how day and employment services were utilized three months after exit. ODDS clients used an average of 68.1 hours per month when all day and employment services are included. This is an average increase of .5 hours per month.⁷

Out of the 68.1 hours billed, 8.2 of those hours (12%) continued to be used in employment path facility, a decrease of 40.9 hours per month. Those who continued in this service with the same provider were not in sheltered employment, rather they were largely using employment-related skills building classes that did not include a wage. Some continued in sheltered employment with other providers.

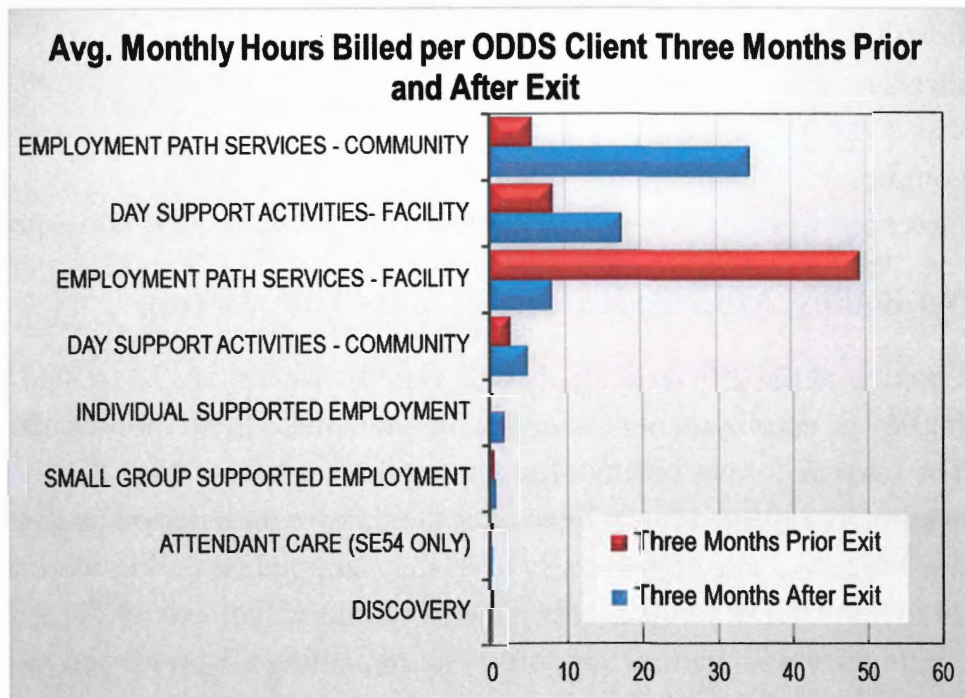


Chart 2

⁷ Providers have a year to bill for services and not all billing data has been captured due to this lag. Data for average hours after exit can still come in thus increasing the total monthly hours billed.

There were 22.5 hours (33%) used in DSA services; an increase of 11.1 hours per month on average per client. Time used in non-facility-based employment services increased 30.2 hours from 7.1 hours to 37.3 hours (55% of total hours) on average per month. The largest increase of services was employment path community, which

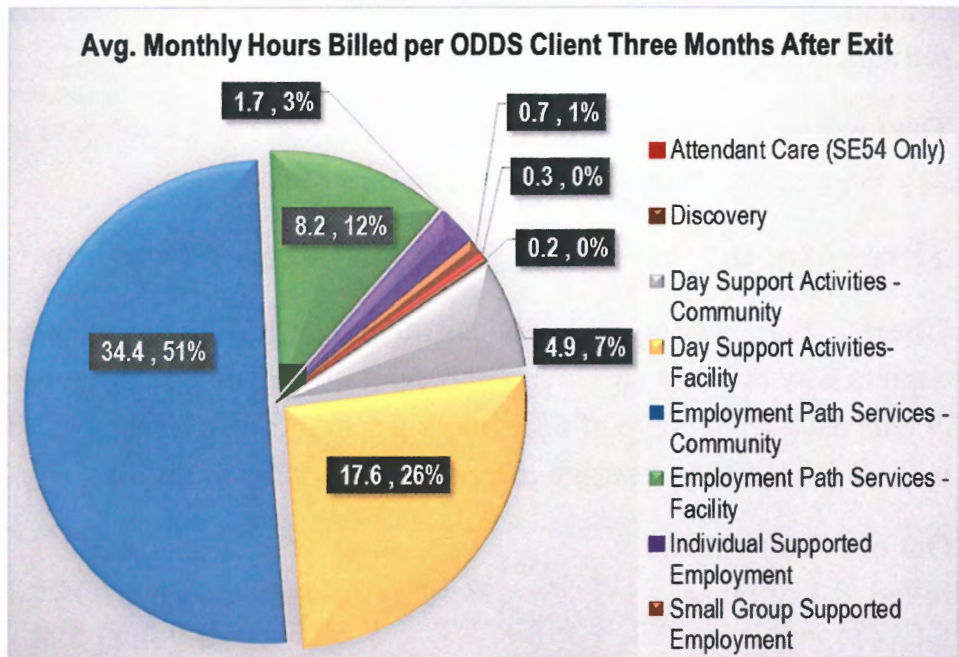


Chart 3

increased from an average of 5.8 hours per month to 34.4 hours per month.

No Billing After Exit from Sheltered Workshop

Looking at the 292 individuals who exited a workshop, 20 (6.8%) did not have any billing for day or employment services in the immediate three months after exiting the workshop. The reasons for not billing after exiting the workshop vary. Six of those 20 individuals eventually returned to services after the three-month period analyzed in this report. Five of the 20 individuals passed away after they stopped receiving workshop services. Two of the 20 exited ODDS services altogether. One individual exited VR with a job in the community with natural supports. The remaining six continued to be ODDS clients but did not continue receiving any day or employment services.

Vocational Rehabilitation Utilization

When the 292 individuals looked at in this report are matched to Vocational Rehabilitation (VR), 78 individuals (27%) have applied to VR since State Fiscal Year (SFY) 2014. **Table 2** breaks out applications by provider.

In addition, 27 individuals from these five workshops have exited VR with community jobs since SFY 2014.⁸

| Applications to VR Since SFY 2014 | | |
|---|-----------------------|-------------------------|
| Provider Name | Count of ODDS Clients | Percent of ODDS Clients |
| CO OPPORTUNITY INC FKA CENTER ENTERPRISES | 3 | 19% |
| COMMUNITY SERVICES INC | 6 | 32% |
| OPPORTUNITY FOUNDATION CENTRAL OREGON | 57 | 30% |
| STAR OF HOPE | 12 | 29% |
| SUNRISE ENTERPRISES OF ROSEBURG INC | 0 | 0% |
| Grand Total | 78 | 27% |

Table 2

Changes by Provider

Co-Opportunity Inc.

Co-Opportunity served ODDS clients in Albany and surrounding Linn and Benton counties. The provider closed its workshop in May 2016. This provider did not transform, rather it shut down all services (including

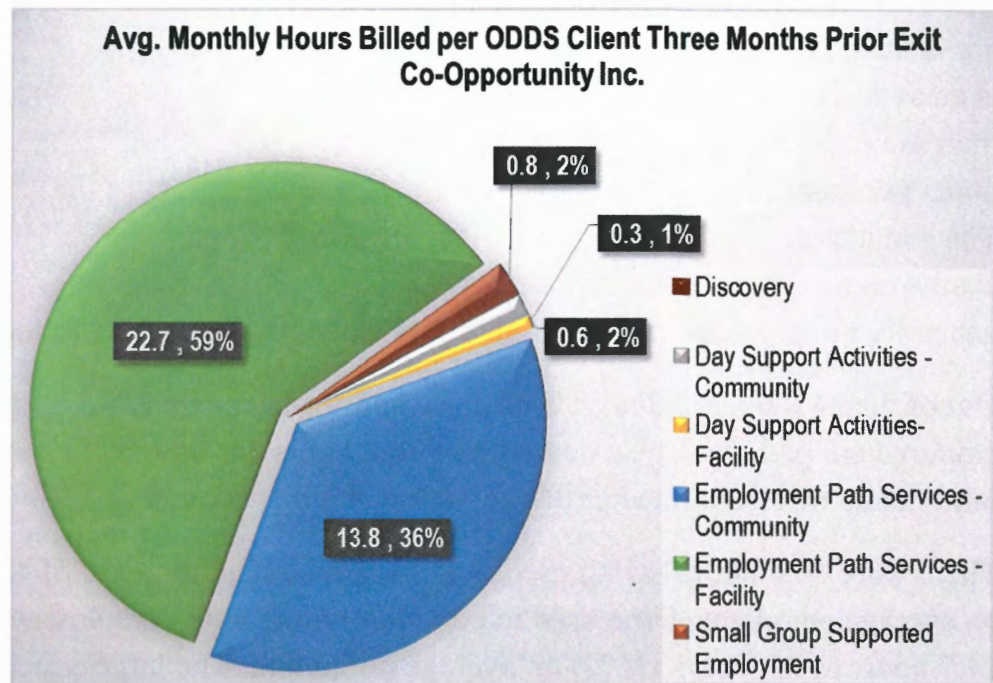


Chart 4

⁸ VR Data pulled up to January 2017. VR applications and closures can continue as more individuals explore community employment. VR data does not look solely at three months prior and after exit of a sheltered workshop, rather it looks at available data since SFY 2014.

sheltered workshops).

Chart 4 depicts how day and employment services were utilized three months prior to exit.⁹ ODDS clients used an average of 38.3 hours per month when all services are included, 22.7 of those hours (59%) were used in employment path facility (sheltered work or skills building classes) with .9 hours (3%) used in DSA services, and 14.7 hours (38%) used in other community/integrated employment settings.

Chart 5 depicts how day and employment services were utilized three months after exit. ODDS clients used an average of 54.8 hours per month when all services are included. This is an average increase of 16.5 hours per month. The services in chart 4 were

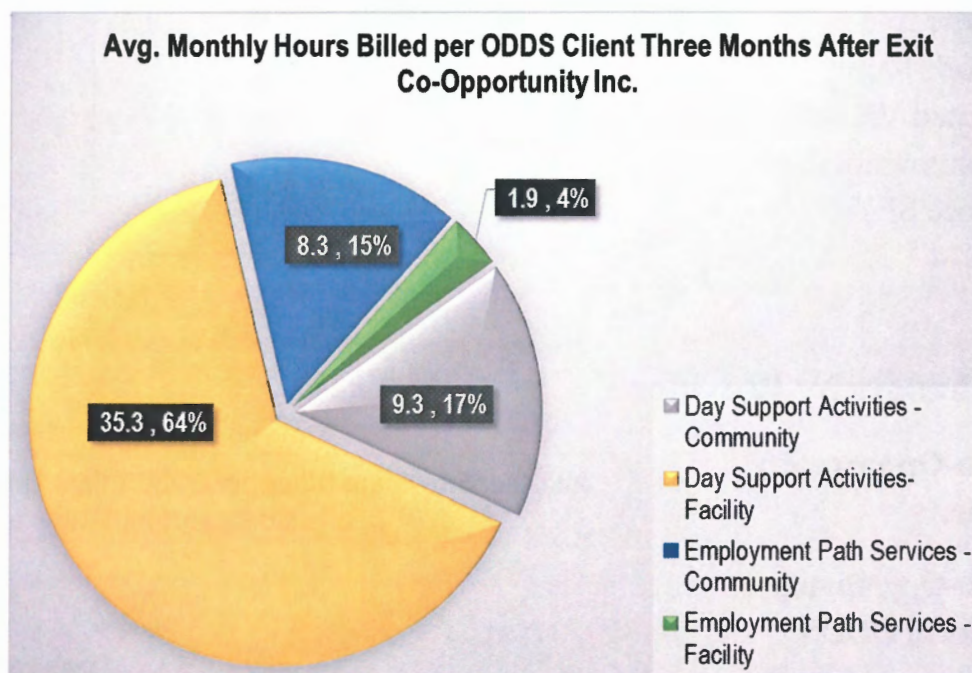


Chart 5

generally not provided by Co-Opportunity since its clients transferred to other providers.

Out of the 54.8 hours billed, 1.3 of those hours on average (2%) continued to be used in employment path facility, a decrease of 20.8 hours per month. This is due to some individuals who continued in this service with other providers.

There were 44.6 hours (81%) used in DSA services, an increase of 43.7 hours per month on average per client. Time used in community/integrated employment decreased from 14.7 hours to 8.3 hours (15%) on average per month. The largest increase of services was DSA facility, which increased to an average of 35 hours per month. There was no billing

⁹ Not all services are billed by the provider analyzed. ODDS Clients can use multiple day and employment providers

for integrated employment (small group or individual supported) for any client three months after exit from the workshop.

Of the 16 individuals Co-Opportunity Inc. served before they exited the workshop, five individuals (21%) did not continue with any day or employment services provided by ODDS in the three months directly after exiting the workshop. One of those five individuals has since returned to services.

Community Services Inc. (CSI)

CSI is located in Hillsboro and serves ODDS clients in the Washington County area. It participated in Oregon's transformation grants starting in 2015 and last served an individual in a sheltered workshop in December 2015.

Chart 6 depicts how day and employment services were utilized three months prior to exit.¹⁰ ODDS clients used an average of 83.5 hours per month when all services are included. Of those 83.5 hours, 64.3 (77%) were used in employment path facility

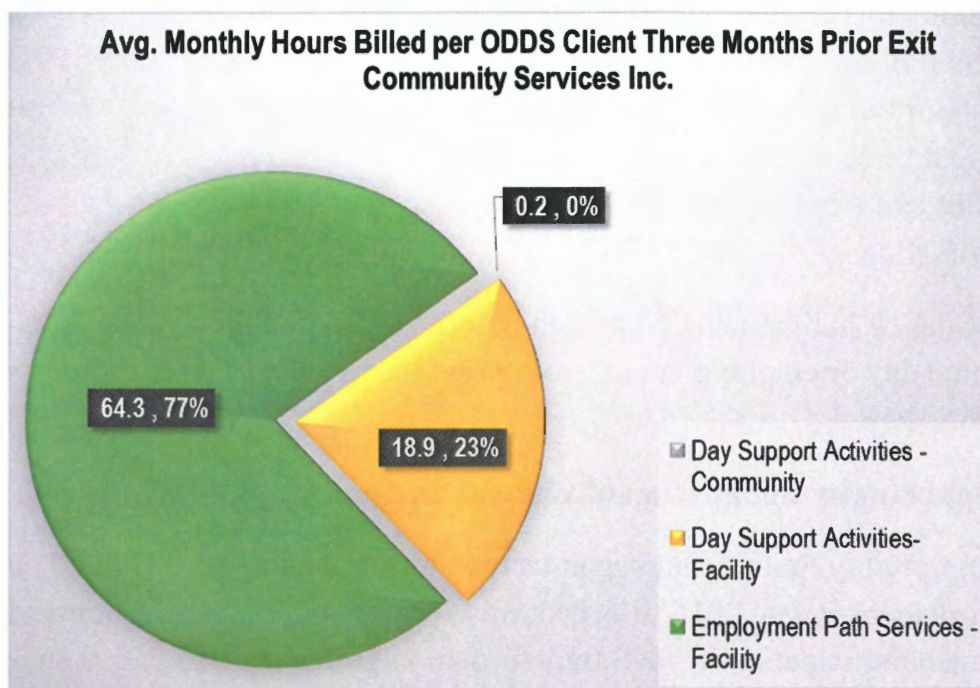


Chart 6

(sheltered work or skills building classes) with 18.9 hours (23%) used in DSA services in its facility.

Chart 7 depicts how day and employment services were utilized three months after exit. ODDS clients used an average 84.9 hours per month when all services are included. This an increase of 1.4 hours on average per month.

¹⁰ Not all services are billed by the provider analyzed. ODDS Clients can use multiple day and employment providers

Out of the 84.9 hours billed on average, 46 of those hours (54%) continued to be used in employment path facility (non-paid skills building classes), a decrease of 18.3 hours per month. This service was given by CSI and not by other providers. There was no billing for integrated employment (small group or individual supported) for any client three months after exit from the workshop.

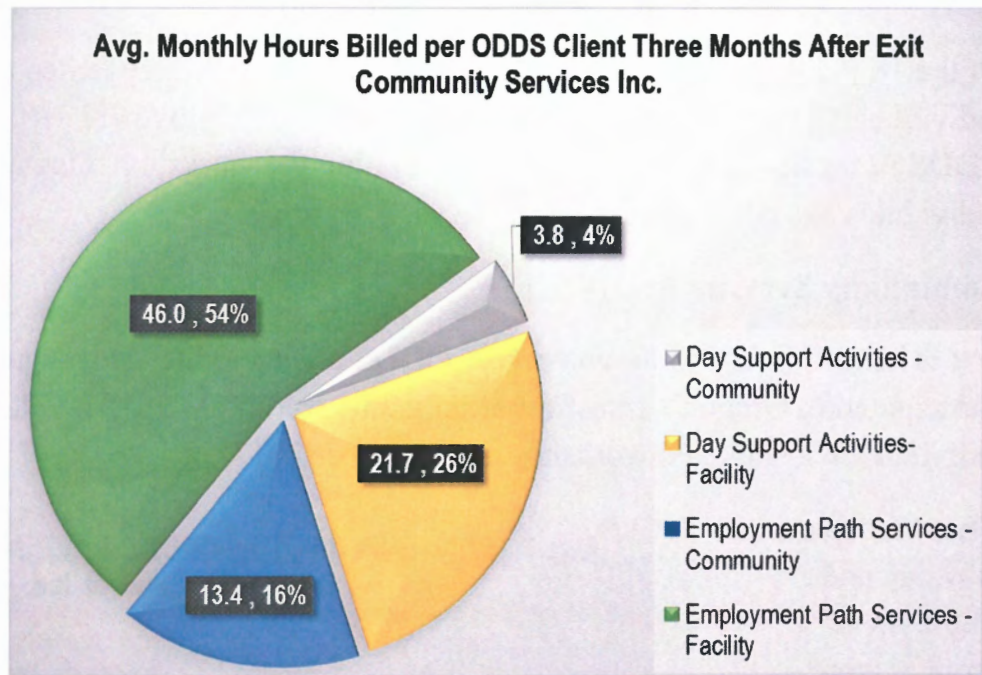


Chart 7

Of the 19 individuals CSI served before they exited the workshop, all 19 continued with some day or employment services provided by ODDS three months after exiting the workshop.

Opportunity Foundation of Central Oregon

Opportunity Foundation began its transformation in mid-2014 and closed its sheltered workshops in late 2015. It is centrally located in Deschutes County. The organization began participation in DHS transformation grants in 2015 and is an ongoing recipient of DHS transformation grants.

Chart 8 depicts how day and employment services were utilized three months prior to exit.¹¹ ODDS client used an average of 65.5 hours per month when all services are included. Employment path facility (sheltered work or skills building classes) was 50.4 of those hours (77%). There were 8.3 hours (13%) used in DSA services, and 6.7 hours (10%) used in other community/integrated employment settings.

¹¹ Not all services are billed by the provider analyzed. ODDS Clients can use multiple day and employment providers

Chart 9 depicts how day and employment services were utilized three months after exit.

The average ODDS client used an average of 64.4 hours per month when all services are included. This an average decrease of 1.1 hours per month.

Out of the 64.4 hours billed, 1.3 of those hours on average (2%) continued to be used in

employment path

facility, a decrease of 49.1 hours per month. This is due to nine individuals who continued in this service with other providers.

Opportunity Foundation has stopped billing for this service altogether.

There were 12.3 hours (19%) used in DSA services, an increase of 4 hours per month on average per client. Time used in

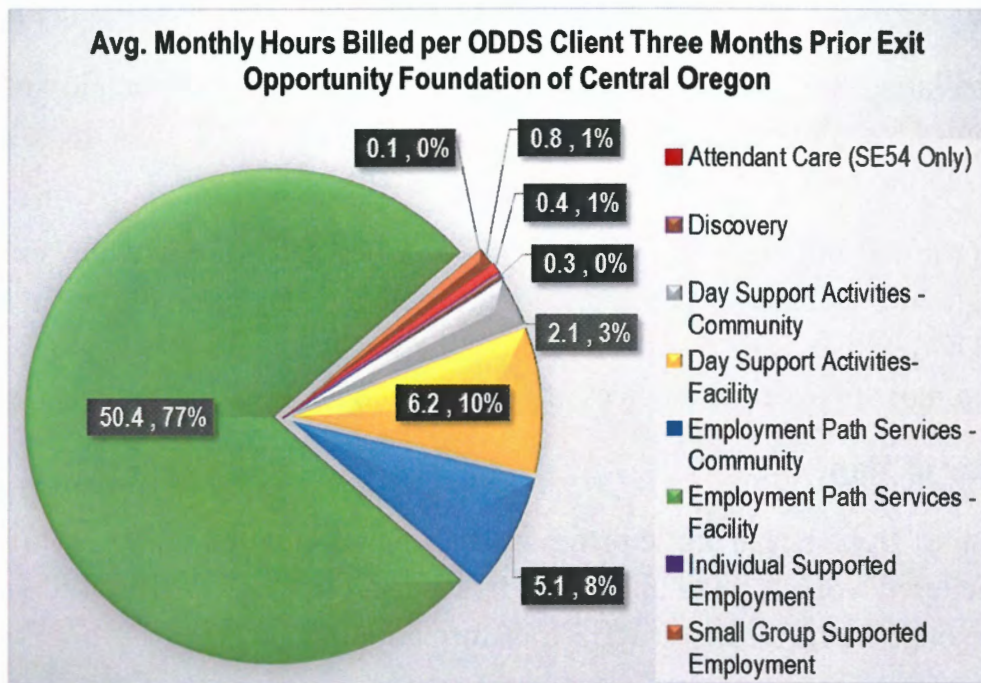


Chart 8

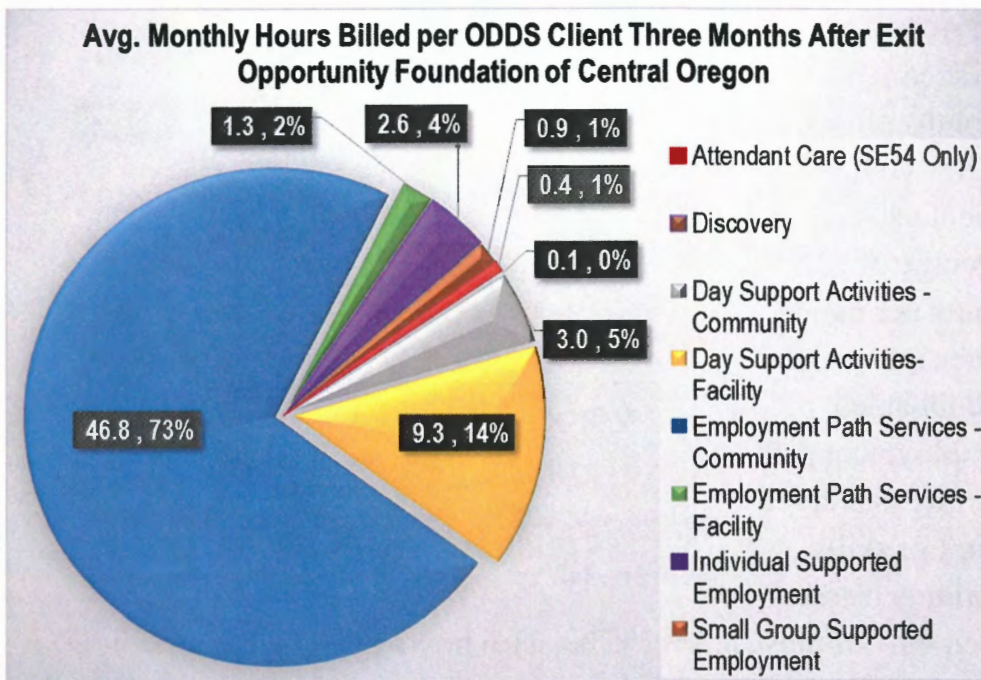


Chart 9

community/integrated employment increased 44.1 hours from 6.7 hours to 50.8 hours on

average per month. The largest increase of services was employment path community, which increased from an average of 5.1 hours per month to 46.8 hours per month.

The large shift from billing for employment path facility to employment path community comes from the refocus of employment in Opportunity Foundation’s sheltered workshops to employment in provider-owned thrift shops.

Of the 191 individuals Opportunity Foundation served before they exited the workshop, eight individuals (4%) did not continue with any day or employment services funded by ODDS within three months of exiting the workshop. Two individuals passed away, and two more returned to services after three months. Four individuals stopped services.

Star of Hope

Star of Hope began participation in DHS transformation grants in 2015 and closed its sheltered workshops in mid-2016. It is located in Coos Bay in southwestern Oregon, and are ongoing recipients of DHS transformation grants.

Chart 10 depicts how day and employment services were utilized three months prior to exit.¹² ODDS client used an average of 73.7 hours per month when all services are included. Employment path facility (sheltered work or skills building classes)

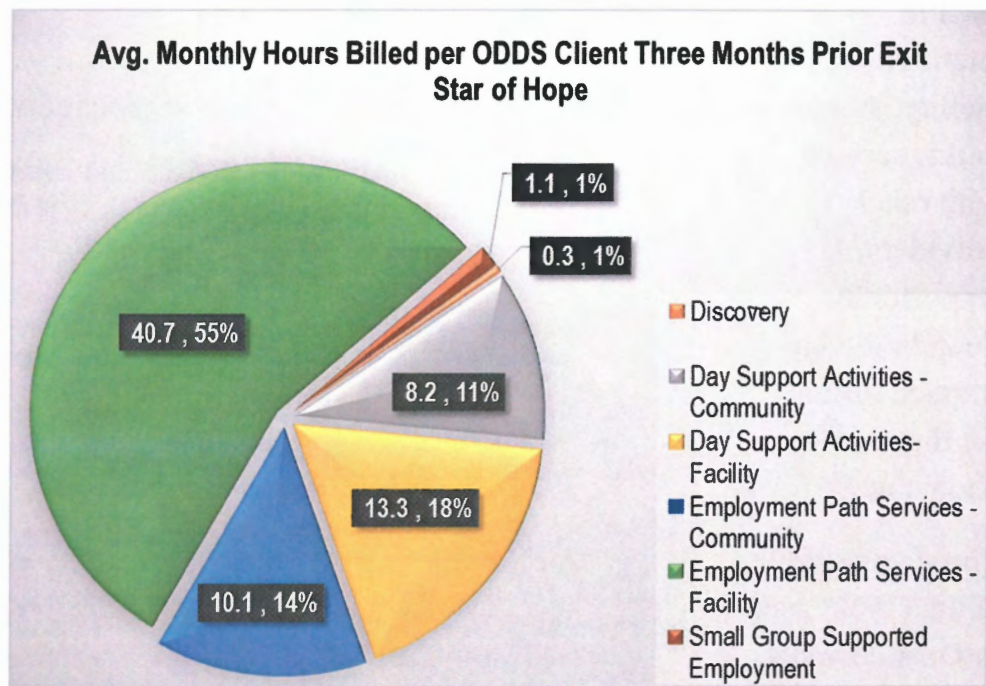


Chart 10

used 40.7 of those hours (55%), 21.6 hours (29%) were used in DSA services, and 11.5 hours (16%) used in other community/integrated employment settings.

¹² Not all services are billed by the provider analyzed. ODDS Clients can use multiple day and employment providers

Chart 11 depicts how day and employment services were utilized three months after exit. The average ODDS client used an average of 72 hours per month when all services are included. This is a decrease of an average of 1.7 hours per month per client.

Out of the 72 hours billed, 28.7 of those hours (40%) continued to be used in employment path facility, a decrease of 12 hours per month. This is due to 19 individuals who continued in this service (non-paid skills building classes) with Star of Hope.

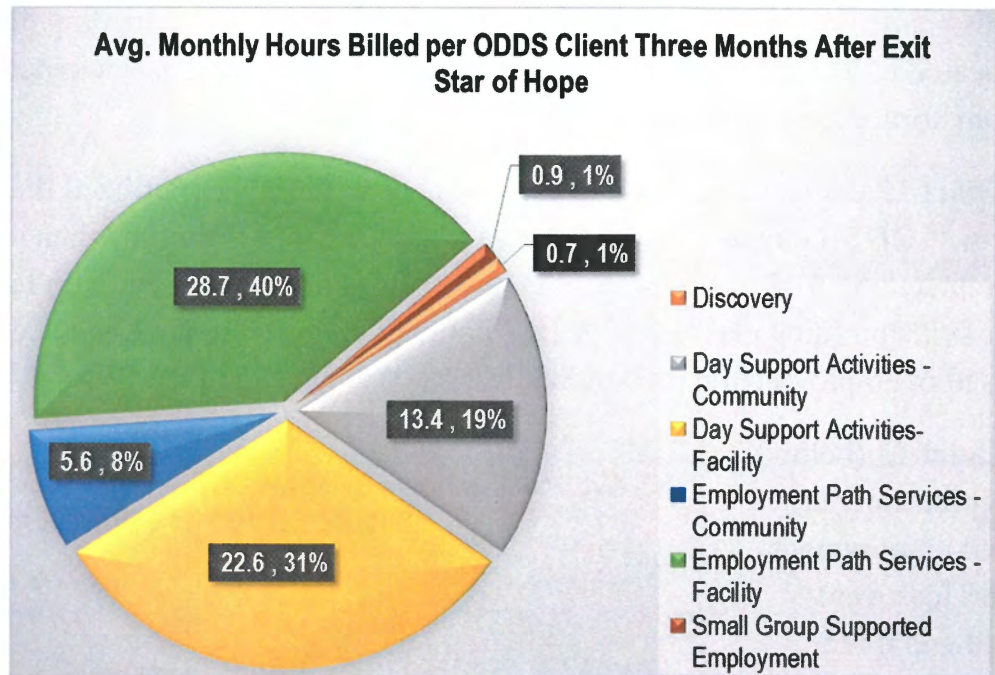


Chart 11

There were 36 hours (50%) used in DSA facility and community services, an increase of 14.5 hours per month on average per client. Time used in employment path community/discovery decreased by 4.3 hours on average per month. There was no billing for integrated employment (small group or individual supported) for any client three months after exit from the workshop.

Of the 41 individuals Star of Hope served before they exited the workshop that met the criteria for this report, six individuals (14.6%) did not have any billing for day or employment services provided by ODDS three months after exiting the workshop. One of those individuals continued services after the three-month period, and one got a job through VR and works with natural supports. Three individuals passed away and another moved out of state.

Sunrise Enterprises of Roseburg

Sunrise began its transformation from a sheltered workshop in 2015 and closed one of its sheltered workshops in October 2015. Sunrise still has other sheltered workshops open and this analysis only looks at the ODDS clients who left the workshop that closed. It is located in Roseburg in southwestern Oregon. Sunrise also participated in the transformation grants that Oregon offered.

Chart 12 depicts how day and employment services were utilized three months prior to exit.¹³ ODDS clients used an average of 80.1 hours per month when all services are included, 58.5 of those hours (73%) were used in employment path facility (sheltered work or skills building classes) with 18.7 hours (23%) used in DSA services and 2.9 hours (4%) used in employment path community.

Chart 13 (below) depicts how day and employment services were utilized three months after exit. ODDS clients used an average of 83.4 hours per month when all services are included. This an increase of an average of 3.3 hours per month.

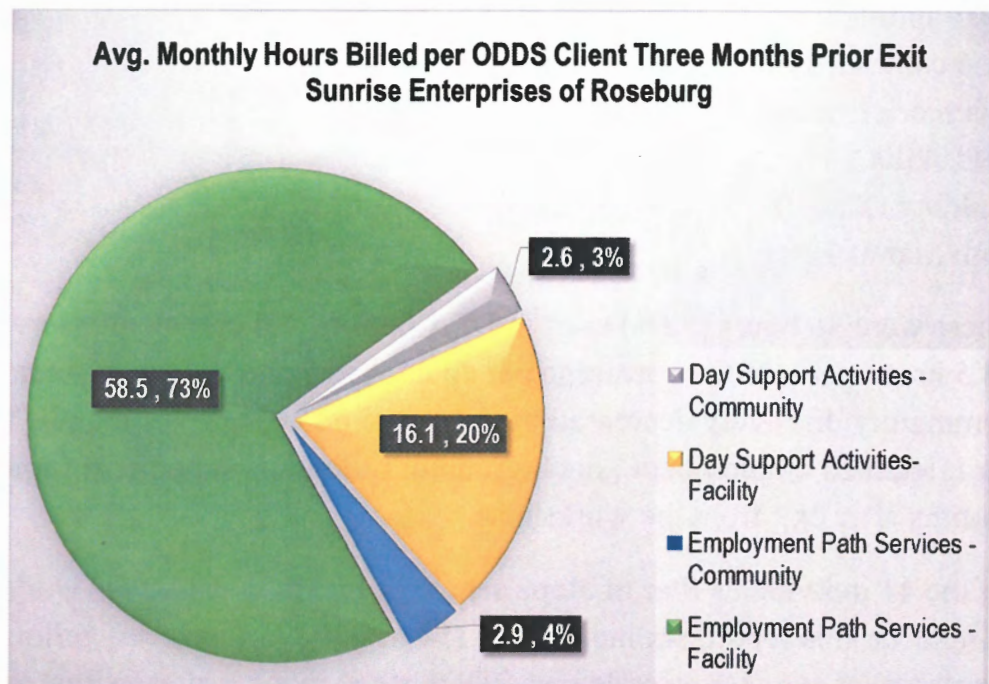


Chart 12

Out of the 83.4 hours billed, 2.3 of those hours on average (3%) continued to be used in employment path facility in other Sunrise facilities. This is a decrease of 56.2 hours per month.

¹³ Not all services are billed by the provider analyzed. ODDS Clients can use multiple day and employment providers

There were 69.2 hours (83%) used in DSA services mainly in its facility. This is an increase of 50.5 hours per month on average per client. Time used in employment path community increased from 2.9 hours to 11.9 hours (14%) on average per month. There was no billing for integrated employment (small group or individual

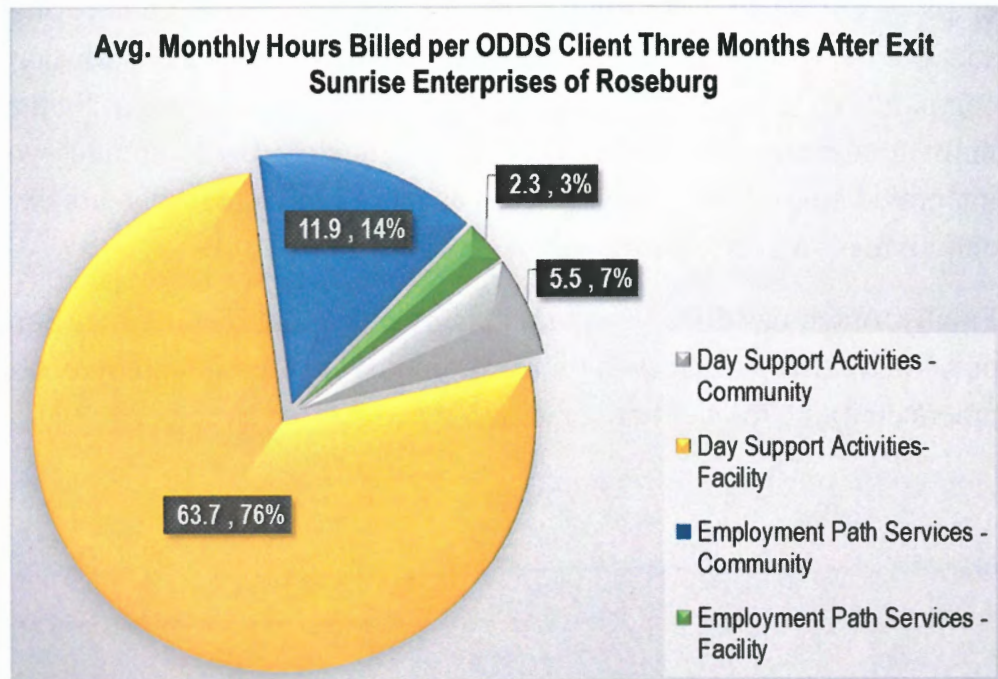


Chart 13

supported) for any client three months after exiting the workshop.

Of the 24 individuals Sunrise served before they exited the workshop, one individual (4%) did not continue with any day or employment services provided by ODDS within three months of exiting the workshop.

Conclusion

For the five providers examined, when an individual exits from a sheltered workshop that is closing, the total hours of service generally stayed the same. Rather, the decrease in hours of sheltered employment went into other services. The services that increased the most were employment path community and DSA services.

About 7 percent of those analyzed (20 individuals) did not immediately continue with other services while some continued at a later date. Individuals who stopped receiving workshop services did not necessarily stop because of the closure of the workshop. Individuals can leave for multiple reasons (retirement, declining health or other health issues, moving to a different state). After analyzing those 20 individuals, DHS found that six of them are no longer receiving services that have not passed away or exited ODDS.

Of those 292 analyzed, 34 unique individuals (11.6%) worked in competitive integrated employment with natural supports or ODDS job coaching before and after exiting a sheltered workshop. Some of the individuals in a sheltered workshop also worked in competitive integrated employment at the same time. Those individuals continued working in integrated employment after the workshop closed. The number working in competitive integrated employment will increase as more individuals who are exploring community employment exit VR with a job.

Finally, outcomes differ when breaking the data out by provider. Some of the five providers shifted services to more community-centered employment or activities, while others continue to maintain a facility-based service structure.

Appendix

| Total Hours of Service Three Months Prior Exit From a Sheltered Workshop | | | | | | |
|--|---------------------|-------------------------|--|--------------|--------------------------------------|---------------|
| Service | Co-Opportunity Inc. | Community Services Inc. | Opportunity Foundation Of Central Oregon | Star Of Hope | Sunrise Enterprises Of Roseburg Inc. | Grand Total |
| Attendant Care (SE54 Only) | | | 222 | | | 222 |
| Discovery* | 40 | | 160 | 40 | | 240 |
| DSA - Community | 27 | 13 | 1,207 | 1,011 | 187 | 2,444 |
| DSA - Facility | 16 | 1,077 | 3,568 | 1,634 | 1,160 | 7,454 |
| Employment Path Services - Community | 665 | 6 | 2,899 | 1,246 | 208 | 5,023 |
| Employment Path Services - Facility | 1,091 | 3,662 | 28,906 | 5,005 | 4,214 | 42,879 |
| Individual Supported Empl - Initial Job Coaching | | | 81 | | | 81 |
| Individual Supported Empl - Ongoing Job Coaching | | | 467 | 130 | | 597 |
| Small Group Supported Employment | | | 140 | | | 140 |
| Grand Total | 1,837 | 4,758 | 37,648 | 9,066 | 5,769 | 59,078 |

*Outcome payment multiplied by assumed hours it takes to create a Discovery profile

| Total Hours of Service Three Months After Exit From a Sheltered Workshop | | | | | | |
|--|---------------------|-------------------------|--|--------------|--------------------------------------|---------------|
| Service | Co-Opportunity Inc. | Community Services Inc. | Opportunity Foundation Of Central Oregon | Star Of Hope | Sunrise Enterprises Of Roseburg Inc. | Grand Total |
| Attendant Care (SE54 Only) | | | 229 | | | 229 |
| Discovery* | | | 80 | 80 | | 160 |
| DSA - Community | 306 | 218 | 1,668 | 1,488 | 376 | 4,056 |
| DSA - Facility | 1,165 | 1,237 | 5,119 | 2,511 | 4,397 | 14,429 |
| Employment Path Services - Community | 274 | 761 | 25,811 | 624 | 823 | 28,293 |
| Employment Path Services - Facility | 64 | 2,620 | 720 | 3,189 | 160 | 6,753 |
| Individual Supported Empl - Initial Job Coaching | | | 1,428 | | | 1,428 |
| Individual Supported Empl - Ongoing Job Coaching | | | 496 | 96 | | 592 |
| Small Group Supported Employment | | | 1,307 | | | 1,307 |
| Grand Total | 1,809 | 4,837 | 36,856 | 7,987 | 5,757 | 57,245 |

*Outcome payment multiplied by assumed hours it takes to create a Discovery profile

| Total Distinct Count of Individuals Three Months Before Exit From a Sheltered Workshop | | | | | | |
|--|---------------------|-------------------------|--|--------------|--------------------------------------|-------------|
| Service | Co-Opportunity Inc. | Community Services Inc. | Opportunity Foundation Of Central Oregon | Star Of Hope | Sunrise Enterprises Of Roseburg Inc. | Grand Total |
| Attendant Care (SE54 Only) | | | 10 | | | 10 |
| Discovery | 1 | | 4 | 1 | | 6 |
| DSA - Community | 2 | 7 | 61 | 18 | 12 | 100 |
| DSA - Facility | 2 | 19 | 36 | 14 | 18 | 89 |
| Employment Path Services - Community | 15 | 5 | 126 | 27 | 13 | 186 |
| Employment Path Services - Facility | 16 | 17 | 191 | 40 | 24 | 288 |
| Individual Supported Empl - Initial Job Coaching | | | 3 | | | 3 |
| Individual Supported Empl - Ongoing Job Coaching | | | 6 | 2 | | 8 |
| Small Group Supported Employment | | | 5 | | | 5 |
| Grand Total | 16 | 19 | 191 | 41 | 24 | 291 |

| Total Distinct Count of Individuals Three Months After Exit From a Sheltered Workshop | | | | | | |
|---|---------------------|-------------------------|--|--------------|--------------------------------------|-------------|
| Service | Co-Opportunity Inc. | Community Services Inc. | Opportunity Foundation Of Central Oregon | Star Of Hope | Sunrise Enterprises Of Roseburg Inc. | Grand Total |
| Attendant Care (SE54 Only) | | | 8 | | | 8 |
| Discovery | | | 2 | 2 | | 4 |
| DSA - Community | 9 | 6 | 58 | 22 | 18 | 113 |
| DSA - Facility | 9 | 13 | 48 | 18 | 20 | 108 |
| Employment Path Services - Community | 4 | 14 | 159 | 19 | 12 | 208 |
| Employment Path Services - Facility | 3 | 17 | 9 | 19 | 10 | 58 |
| Individual Supported Empl - Initial Job Coaching | | | 10 | | | 10 |
| Individual Supported Empl - Ongoing Job Coaching | | | 10 | 1 | | 11 |
| Small Group Supported Employment | | | 19 | | | 19 |
| Grand Total | 11 | 19 | 184 | 37 | 23 | 274 |