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2016

Research to Practice: The 2014–2015 National Survey of Community Rehabilitation Providers Report 1: Overview of Services, Trends, and Provider Characteristics

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Recommended Citation

Domin, Daria and Butterworth, John, "Research to Practice: The 2014–2015 National Survey of Community Rehabilitation Providers Report 1: Overview of Services, Trends, and Provider Characteristics" (2016). *Research to Practice Series, Institute for Community Inclusion*. 46.
https://scholarworks.umb.edu/ici_researchtopractice/46

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The 2014–2015 National Survey of Community Rehabilitation Providers Report 1: Overview of Services, Trends, and Provider Characteristics

Daria Domin and John Butterworth

Introduction

This brief is based on the 2014–2015 National Survey of Community Rehabilitation Providers (CRPs) funded by the Administration on Intellectual and Developmental Disabilities. This brief presents findings on people with all disabilities and people with intellectual and developmental disabilities (IDD) who receive employment and non-work services from community rehabilitation providers (CRPs).

Previous national surveys of CRPs were conducted by the Institute for Community Inclusion in 2002–2003 and 2010–2011, and also gathered data on provider services for individuals with disabilities (Metzel et al., 2007; Domin & Butterworth, 2012). This brief will incorporate some of those findings and compare them against the 2014–2015 survey to assess the state of integrated employment outcomes of people with disabilities.

Overview of Services

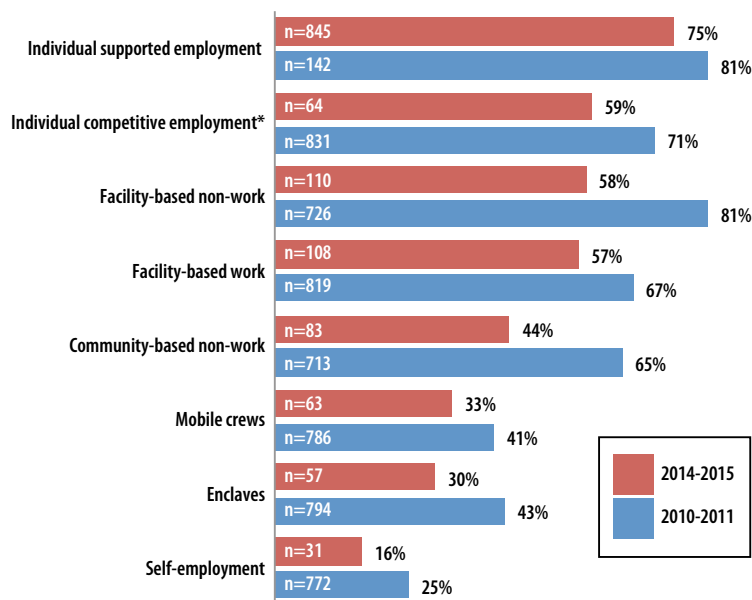
Of the 190 CRPs that responded to the survey questionnaire, 85% described their organization as private non-profit. The remaining CRPs fell into the following categories: public-state or tribal government (7%), private for-profit entities (6%), and other (2%). Public local CRPs were not represented in this sample. Just over half of CRPs reported the geographical scope of their programs as being county or regional within a state, 36% had local programs, 8% were statewide, and 5% had programs in multiple states.

The average total operations budget reported for employment and day services was \$3,029,521 (n=128), a 22% decline from what CRPs reported in the 2010–2011 survey. Organization budgets varied widely, ranging from a median budget for the lowest quartile of \$246,500.00 and a median budget for the highest quartile of \$6,000,000.00.

Overall, individual supported employment was the most frequently reported employment service, offered by as many as 75% of CRPs (n=142) followed by competitive employment (59%). Facility-based non-work was the most commonly offered non-work service (Fig. 1). These rankings are in line with the 2010–2011 CRP survey findings.

However, there was a notable decline in the percentage of surveyed CRPs that offered facility-based work, facility-based non-work, and community-based non-work. In 2010–2011, 81% of CRPs reported providing facility-based non-work, 67% facility-based work, and 65% community-based non-work, a drop between 10% and 23% between the three services when compared to the 2014–2015 survey. CRPs offering individual supported employment and competitive employment decreased by 6% and 11%, respectively.

Figure 1: Percentage of CRPs Providing a Service



*Based on a sub-sample of 114 CRPs

Individuals with IDD represented an overwhelming majority of people supported by CRPs.

In FY 2014–2015, CRPs reported serving a total of 41,577 individuals across employment and day services. Eighty-one percent (n=33,874) of those reported were individuals with IDD, an increase of 6% from the 2010–2011 CRP survey. The average number of individuals supported per CRP was 219, an increase from 198 in 2010–2011.

CRPs were asked to report the number of individuals with any disability and the number of individuals with IDD for six employment and two non-work settings. The majority of

individuals in both disability categories were supported in facility-based and non-work settings—62% of individuals with any disability (61% in 2010–2011), and 64% of people with IDD (70% in 2010–2011). Individuals supported to participate in integrated employment settings comprised the remaining people served by CRPs.

Employment Services

34% of individuals with any disability and 31% of individuals with IDD received individual integrated employment supports.

The overall distribution of services by disability type can be found in Table 1. This section presents findings on employment services for both groups.

Forty-one percent of individuals with any disability were supported to obtain or maintain employment in integrated employment settings (group and individual), with the highest number of individuals (21.1%) receiving individual supported employment services, followed by 11.5% in competitive employment with time-limited supports. Overall, 34% of individuals were reported as participating in individual integrated employment services (individual supported and individual competitive employment).

The percentage receiving integrated employment services was slightly lower for individuals with IDD compared to individuals with any disability, at 38%. Individual supported employment was the most common integrated employment service at 20.2% serving almost three times as many individuals as competitive employment (see Table 1). Thirty-one percent of individuals with IDD received individual integrated employment services.

The data suggest rebalancing toward integrated employment compared to the 2002-2003 and 2010-2011 surveys. Overall, the percent reported in integrated employment grew from 36% to 41% for individuals with any disability, and 28% to 38% for individuals with IDD since 2010-2011. Growth occurred particularly in individual supported employment, moving from 13% to 21% for all disabilities and 12% to 20% for individuals with IDD.

Overall, 34% of individuals with all disabilities were reported as participating in individual integrated employment services (individual supported and individual competitive employment) compared to 24% reported in the 2002–2003 survey (Metzel et al., 2007), and 28% in the 2010–2011 CRP survey. Similarly, for individuals with IDD the number in individual integrated employment services grew from 18% in 2002-2003 to 31%.

The individual integrated employment rate has increased substantially between 2002-2003 and 2014-2015, growing from 24% to 34% for individuals with all disabilities and

Table 1: Total Individuals Currently Served in Work and Non-Work Services

Type of setting	Any disability		With IDD	
	Number receiving service	% receiving service	Number receiving service	% receiving service
Facility-based non-work**	10,262	24.7%	9,062	26.8%
Facility-based work**	10,804	26.0%	8,270	24.4%
Individual supported employment	8,759	21.1%	6,841	20.2%
Community-based non-work**	4,809	11.6%	4,272	12.6%
Competitive employment with time-limited supports*	3,377	11.5%	2,496	9.6%
Enclaves	1,995	4.8%	1,577	4.7%
Mobile crews	1,121	2.7%	929	2.7%
Self-employment (entrepreneurism)	450	1.1%	427	1.3%
Total reported***	41,577	103%	33,874	102%

* Based on a sub-sample of 114 CRPs

** Denotes facility-based and non-work service settings.

*** Total reported will include duplication of services in cases where a respondent records an individual in more than one category.

18% to 31% for individuals with IDD. Although a positive outcome, it brings into question whether the characteristics of the respondent CRPs differed in the two surveys. Please refer to the Limitations section for additional information about individual supported employment.

Table 2. Trends in Service Participation

Type of Setting	Any disability			With IDD		
	2002 - 2003	2010- 2011	2014- 2015	2002 - 2003	2010- 2011	2014- 2015
Integrated employment	32%	36%	41%	26%	28%	38%
Individual integrated employment	24%	28%	34%	18%	19%	31%
Facility-based work	34%	21%	26%	41%	25%	24%
Community-based non-work	8%	14%	12%	10%	16%	13%
Facility-based non-work	20%	23%	25%	21%	26%	27%

The most common employment service for individuals with IDD was facility-based work, supporting almost a quarter of individuals.

Out of all the work and non-work service settings that CRPs reported offering in FY 2014–2015, facility-based non-work was the highest service category for individuals with IDD, followed closely by facility-based work at 24.4%. In the 2002–2003 survey, CRPs reported serving 41% of people with IDD in sheltered work (Metzel et al., 2007), demonstrating a significant decrease in twelve years and a slight decrease from the 2010–2011 survey. Seventy-seven percent of those served in sheltered employment were individuals with IDD. Please refer to Tables 1 and 2 for more information on total served by service category.

Group supported employment continues to play a role in employment supports.

While individuals are more likely to be in individual supported or competitive employment services, enclaves and mobile work crews continue to play a significant role in employment supports, particularly for individuals with IDD. Almost 7.4% of individuals with IDD in this sample participated in group supported employment, or about one fifth of those in integrated employment. Eighty percent of those served in group supported employment were individuals with IDD.

63% of individuals with all disabilities and 64% of individuals with IDD worked for pay in either individual supported or individual competitive jobs.

Data on the number of individuals who received a service and were working for pay was collected for individual supported employment services, individual competitive employment services, and self-employment services. Of those receiving individual supported employment services, only 68% of individuals with all disabilities and 69% of individuals with IDD were working for pay at the time of the survey. For individual competitive employment services, only 52% of individuals with all disabilities and 51% of individuals with IDD were working for pay.

This finding reflects the difference between receiving a service and working for pay. It is expected that a high percentage of individuals receiving these services will be in the career planning or job development phase of the employment process, and that the percent working for pay will be lower for individuals receiving individual competitive employment services because of the time-limited nature of the service. Put another way, 20.2% of individuals with IDD received individual supported employment services, but only 13.8% of individuals worked for pay in individual supported jobs. Similarly, 9.6% of individuals with IDD received individual competitive employment services, but only 3.7% worked for pay in individual jobs.

People in self-employment services were the least likely to receive compensation (11%). Table 3 displays a breakdown of percentage paid in each individual integrated employment setting. The data suggest that almost half of those receiving competitive employment services and 30% of those receiving individual integrated employment were in process and had not yet acquired a job.

Table 3. Percentage Paid in Employment Service

Type of setting	Number paid with any disability	% paid with any disability	Number paid with IDD	% paid with IDD
Competitive employment with time-limited supports	1,743	52%	1,265	51%
Individual supported employment	5,947	68%	4,698	69%
Self-employment (entrepreneurism)	51	11%	47	11%

Relatively few individuals were served by set-aside contracts.

CRPs reported that out of the people they served in employment services, 968 were on a state set-aside contract, 687 were on a federal set-aside contract, and only 12 worked on a National Industries for the Blind contract, representing about 6% of those receiving an employment service.

Medicaid waiver funds were the largest funding source for employment and non-work services.

CRPs were asked to report what percentage of their budget for employment and non-work services was funded by various federal, state, and other funding sources. Ten percent of CRPs reported being funded 100% by Medicaid, and 33% received anywhere between 51% and 99% of their budget from Medicaid. Thirty-eight percent of CRPs reported that state vocational rehabilitation (VR) agencies funded anywhere between 1% and 50% of their budgets, while 51% reported not getting any funding at all from VR.

Twenty-nine percent of surveyed CRPs stated that state IDD agencies funded between 1% and 50% of their budgets, while 53% received no funding. Forty-nine percent of CRPs received other types of funding, with the most frequently cited sources being foundations/donations/grants (n=24), county-level funding (n=15), and private pay (n=13). State mental health agencies and schools provided very little funding to CRPs (see Table 4).

These data also illustrate that CRPs serve very different roles in their communities. While Medicaid was the most common funding source, 5% of CRPs reported receiving all of their funding from VR, a short-term funding source with an explicit goal of placement into integrated community

jobs. Two organizations reported receiving 100% of funding from the state mental health agency.

Table 4: Percentage of CRPs and their Overall Budget Distributions by Funding Source

Funding Source	0% of budget	1-50% of budget	51-99% of budget	100% of budget
Medicaid (n=156)	36%	20%	33%	10%
State IDD Agency (n=154)	53%	29%	14%	3%
State Mental Health Agency (n=154)	88%	8%	2%	1%
State VR Agency (n=155)	51%	38%	6%	5%
School or Local Education Agency (n=155)	88%	12%	0%	0%
Other (n=156)	51%	35%	7%	7%

Non-Work Services

The percentage of individuals reported to be receiving non-work services declined slightly compared to the 2010–2011 survey.

Despite a reported increase in integrated employment by CRPs in past surveys, a substantial number of people were being served in non-work services by CRPs nationwide. Facility-based non-work was the second most common service for people with any disability (24.7% served), and the most common for people with IDD (26.8%). There were twice as many individuals in both disability groups served in facility-based non-work than in community-based non-work.

Compared to the 2010–2011 survey, these data suggest that there has been only a slight decline in non-work service participation for individuals with IDD. In 2010–2011, 43% of individuals with IDD were reported to be in non-work services, compared to 39% in the current survey. This decline was confined to community-based non-work services. For individuals with any disability, the difference from 2010–2011 to 2014–2015 was a negligible 0.9% decline.

Trends

One noticeable trend when looking at Table 2 is the shift from facility-based work to integrated employment in the 12-year period of reported CRP service provision to individuals with IDD. During this period, individuals were moved from facility-based work to integrated work and

non-work settings. The 17% decrease in facility-based work between 2002 and 2015 was most likely offset by a 12% increase in integrated employment, and a 9% increase in non-work (6% increase in facility-based non-work and 3% increase in community-based non-work).

Rather than interpreting this data in isolation, it may help to better understand these trends and put them into context by examining data from the Intellectual and Developmental Disabilities Agency National Survey of Day and Employment Services Survey (IDD Survey). Both the IDD and CRP surveys collect data on participation in services, not on employment outcomes. Because of this, individuals reported to be in integrated employment may be searching for a job or between jobs. While we expect the data to be consistent, state IDD agencies rely on billing data to describe service participation, and CRPs report program participation.

A similar, though less drastic, trend has been observed from data collected from the IDD Survey during comparable dates that data is available (2001–2013). Similar to the CRP survey, there was an 8% decrease in facility-based work. Increases in facility-based non-work and community-based non-work were also observed. However, they were higher than what CRPs reported: 15% and 13% increases, respectively (Butterworth et al., 2014; Butterworth et al., 2015).

Table 5: Percent served by IDD Agencies

Service	2001	2013
Facility-based non-work	38%	53%
Facility-based work	30.5%	22%
Community-based non-work	33%	46%
Integrated employment	25%	19%

Source: Intellectual and Developmental Disabilities Agency National Survey of Day and Employment Services

While trends for facility-based and non-work service categories moved in the same direction, the increase in participation in integrated employment services is not reflected in data from state IDD agencies. The percent in integrated employment reported by IDD agencies has remained relatively level at 19% since 2010 (Butterworth et al., 2014; Butterworth et al., 2015).

An important distinction between data from IDD agencies and CRPs is the focus on long-term supports. IDD agencies primarily fund supported employment services that provide ongoing supports in individual and small group jobs for individuals who need supports after job placement and stabilization to maintain employment. In addition to these services, CRPs provide job development and placement supports under contract to VR and other funding sources. Not all of the individuals receiving these services from CRPs will require ongoing support to maintain employment, and individuals may or may not be eligible for services from their state IDD agency.

Data Collection and Methods

The study surveyed a nationally representative sample of CRPs that serve individuals with disabilities. A list of 3,551 eligible organizations was developed for ICI's 2010–2011 CRP survey, from which a national sample of CRPs was drawn using a random sampling strategy. Initially, 541 CRPs were included in the sample from the list of 3,551 CRPs. However, a closer look revealed that only 414 CRPs were eligible for the survey. The other CRPs were deemed non-eligible because they were duplicates, out of business, or provided non-CRP type services.

This study surveyed 414 eligible CRPs nationwide, and a total of 190 CRPs completed the survey questionnaire, yielding a 45.8% response rate. Findings for this brief are based on the 190 responses to the 2014–2015 National Survey of Community Rehabilitation Providers.

Calculation of percent in each service.

The sum of all individuals across each service was used as the denominator for calculating the percent in each service. While this approach introduces some duplication in the denominator for individuals who were counted in more than one service, it matches the approach used in prior surveys in this series and allows comparison of the percent in each service with the findings from those surveys. The unduplicated total served of 39,688 is 4.5% less than the duplicated count of 41,577. Using the unduplicated count would increase the percent reported in each service by a small amount, between 0.1% and 1.2%.

Limitations

Competitive employment question

A survey question asking about the number receiving individual competitive employment services with time-limited supports was omitted from the survey when it launched. By the time the competitive employment question was added on February 2, 2015, there were 157 completed surveys out of a final sample of 190. Researchers reached out to survey respondents who completed the survey and provided contact information. During follow-up, respondents were asked to provide the total receiving individual competitive employment services and to review the number receiving individual supported employment services.

Out of the 157 who did not get the competitive employment question when the survey launched, 81 respondents confirmed their responses or updated their response. In calculating the percentage served in competitive employment, we are including the 33 cases that received the competitive employment question after it was added on February 2, 2015, and the 81 respondents

who were followed up with, resulting in a final N of 114 for the competitive employment calculation.

A concern was that respondents may have been entering competitive employment data into the supported employment fields, since the competitive employment question was not initially available. This could possibly have inflated the supported employment total served. However, exploration of different scenarios reveals that the supported employment rate remained unchanged. For example, when looking at the 76 cases that did not get follow-up, the supported employment rate was 21%. For the 114 cases that responded to the competitive employment question, the supported employment rate was 20%. When looking at the entire sample of 190, the rate was still 20%. For the purposes of this brief, the supported employment rate will be calculated based on the entire sample of 190.

The 20% supported employment percentage rate is considerably higher than the 12% reported for individuals with IDD in the 2010–2011 CRP Survey. Although a positive outcome, it brings into question whether the characteristics of the respondent CRPs differed in the two surveys. The 2010–2011 survey had a much larger sample size compared to the considerably smaller sample of the 2014–2015 survey. Furthermore, 75% of CRPs in 2014–2015 offered supported employment as a service, the most offered of all the service settings. Competitive employment was offered by 59% of CRPs, followed very closely by 58% and 57% of CRPs providing facility-based non-work and facility-based work, respectively. As mentioned previously, the percentage of surveyed CRPs that offered facility-based non-work and facility-based work decreased substantially from 2010–2011 to 2014–2015, potentially impacting the integrated employment rate.

Conclusion

There has been some change in the reported participation in integrated employment since the 2002–2003 survey, and more recently the 2010–2011 survey, for individuals with any disability and individuals with IDD. The data suggest a shift from facility-based work to integrated employment in the 12-year period of reported CRP service provision to individuals with IDD. During this period, individuals were moved from facility-based work to integrated work and non-work settings. There was also a notable drop in the percentage of surveyed CRPs that offered facility-based work and facility-based non-work as a service compared to 2010–2011. Even though CRPs were more likely to report a decrease in facility-based work than other service models, it remains the second most common employment outcome for individuals with IDD (24.4%) after facility-based non-work (26.8%).

Providers have made progress on serving more individuals with IDD in the last four years compared to 12 years ago. The 2014–2015 survey reported that people with IDD are the largest customers of CRPs, representing 81% of all those served. This is a 6% increase from what CRPs reported just four years earlier in the 2010–2011 survey. The 8-year time span between the 2002–2003 and 2010–2011 surveys saw a comparable increase of 5%, indicating that CRPs have accelerated serving individuals with IDD.

While federal, state, and Employment First policies have aided in the employment and integration of individuals with IDD into their communities, policy and provider practice changes are necessary for people with IDD to fully participate in the workforce. Recent regulations governing Medicaid Home and Community Based Services (HCBS) are a step in the right direction. HCBS rules governing community settings were issued in 2014, and support “full access of individuals receiving Medicaid HCBS to the greater community, including opportunities to seek employment and work in competitive integrated settings, engage in community life, control personal resources, and receive services in the community, to the same degree of access as individuals not receiving Medicaid HCBS” (Center for Medicare and Medicaid Services, 2014, p. 249). The expectation is that these regulations will trickle down to the provider level, as CRPs are the primary source of employment supports for people with IDD.

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Survey Definitions

EMPLOYMENT SERVICES

These supports or services help people to gain or maintain paid employment. Examples of employment services include job development, on-the-job training, career planning, work supervision, and job coaching.

TYPES OF EMPLOYMENT SERVICE SETTINGS

Individual competitive employment with time-limited supports

A person with a disability works in an individual integrated job in the general labor market, and may receive time-limited job-related supports.

Individual supported employment

A person with a disability works in an individual integrated job in the general labor market, and receives job-related supports on an ongoing basis.

Self-employment

This includes self-employment and small businesses owned by the individual. This category does not include a business that is owned by an organization or provider and is staffed by employees with disabilities.

Enclaves

Groups of up to eight employees with disabilities work together at a job site, where most people do not have disabilities and where they receive ongoing job-related supports. A form of small group supported employment.

Mobile crews

Groups of employees with disabilities who typically move to different work sites, where most people do not have disabilities. A form of small group supported employment.

Facility-based work

This includes sheltered workshops and businesses owned and operated by an organization, where most people have disabilities.

NON-WORK SERVICES

People participating in non-work programs and services are not paid and are not actively seeking paid employment as part of this service.

TYPES OF NON-WORK SERVICE SETTINGS

Community-based non-work

Programs where people with disabilities spend the majority (over 50%) of their day in the community in places where most people do not have disabilities. The primary focus may include general community activities, volunteer experiences, recreation and leisure, improving psychosocial skills, or engaging in activities of daily living.

Facility-based non-work

Including psychosocial skills, activities of daily living, recreation, and/or professional therapies (e.g., occupational therapy, physical therapy) that take place in a program location. Includes day habilitation, medical day care, and day activity programs.

ThinkWork!

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RESEARCH TO PRACTICE, Issue No. 55 • 2016

The 2014–2015 National Survey of Community Rehabilitation Providers was developed and implemented with support from the Administration on Intellectual and Developmental Disabilities, Administration on Community Living, U.S. Department of Health and Human Service (#90DN0295). The opinions contained in this brief are those of the grantee and do not necessarily reflect those of the funders.

The authors acknowledge the work of the survey team, including Alberto Migliore and Stephanie Wallace.

Suggested Citation

Domin, D., & Butterworth, J. (2016). *The 2014–2015 National Survey of Community Rehabilitation Providers Report 1: Overview of services, trends, and provider characteristics*. Research to Practice Brief, Issue No. 55. Boston, MA: University of Massachusetts Boston, Institute for Community Inclusion.



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