

**The Florida Senate**  
**COMMITTEE MEETING EXPANDED AGENDA**  
**APPROPRIATIONS SUBCOMMITTEE ON EDUCATION**  
**Senator Gaetz, Chair**  
**Senator Montford, Vice Chair**

**MEETING DATE:** Wednesday, October 7, 2015  
**TIME:** 10:00 a.m.—12:00 noon  
**PLACE:** *Pat Thomas Committee Room, 412 Knott Building*

**MEMBERS:** Senator Gaetz, Chair; Senator Montford, Vice Chair; Senators Bullard, Galvano, Legg, Ring, Simmons, and Stargel

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TAB	BILL NO. and INTRODUCER	BILL DESCRIPTION and SENATE COMMITTEE ACTIONS	COMMITTEE ACTION
1	Update and Discussion on the Florida Vocational Rehabilitation Program:		Discussed
	- Presentation by the Office of Program Policy Analysis Government Accountability (OPPAGA) - Presentation by the Division of Vocational Rehabilitation		
Other Related Meeting Documents			

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# Vocational Rehabilitation

Senate Education Appropriations Committee  
October 7, 2015

Emily Sikes, Chief Legislative Analyst, OPPAGA



# Overview

**1 Background on Vocational Rehabilitation**

**2 Vocational Rehabilitation in Florida**

**3 Comparison to Other States**

# Background on Vocational Rehabilitation

# Background

## What is Vocational Rehabilitation?

### Vocational Rehabilitation (VR)

A federal-state program that works with people with disabilities so they can prepare for, gain, or retain employment in meaningful careers

#### Federal

- The U.S. Department of Education's Rehabilitation Services Administration (RSA) oversees and administers the program
- RSA provides funds to state VR agencies to provide services for individuals with disabilities

#### State

- The Florida Department of Education's Division of Vocational Rehabilitation and the Division of Blind Services are the designated state agencies
- The Legislature appropriates the state funding portion of this program

# Background

## Federal Changes to VR From Workforce Innovation and Opportunity Act (WIOA) of 2014

### Unified State Plan

- Starting March 2016, states will submit a unified plan to the U.S. Departments of Education & Labor with selected performance measures and benchmarks
- Florida's unified plan will cover the Division of Career and Adult Education (DOE), Division of Vocational Rehabilitation (including Division of Blind Services)(DOE), and CareerSource Florida

### Youth Programs

- Requires VR agencies to set aside 15% of their federal allocation for youth in high school
- Florida VR counselors will begin taking applications from youth in high school starting at age 15
- Florida Division of Vocational Rehabilitation will provide additional pre-employment transition services to students in high school

# Background

## Accountability Measures

VR accountability requirements are directed by both federal and state law

### Federal

U.S. Department of Education's Rehabilitation Services Administration (RSA) provides information on several metrics, including

- Change in employment outcomes
- Closed cases with employment
- Closed cases with competitive employment
- Individuals with significant disabilities who are employed
- Comparison of earnings to all employed individuals
- Use of income to self-support

### State

Ch. 2015-232, *Laws of Florida*, requires the Division of Vocational Rehabilitation to provide a report on the following measures

- Average wait list time
- Number of persons receiving services (active cases)
- Number and percentage of customers receiving postsecondary education
- Number and percentage of customers receiving Career and Professional Education (CAPE) industry certifications
- Number and percentage of customers gainfully employed
- Average earnings of customers at placement
- Number of students receiving preemployment transition services

# Vocational Rehabilitation in Florida



# Vocational Rehabilitation in Florida

## Overview of the Division of Vocational Rehabilitation

### Designated State Agency

- In Florida, the Department of Education, [Division of Vocational Rehabilitation](#) is the designated state agency for vocational rehabilitation services (except for services to blind individuals)
- There are **6** Vocational Rehabilitation regions, with **89** field locations throughout the state
- The Division has **931** FTE (State FY 2015-16) and includes administrative staff, counselors, and other staff (also includes vacancies)

# Vocational Rehabilitation in Florida

## Overview of Services

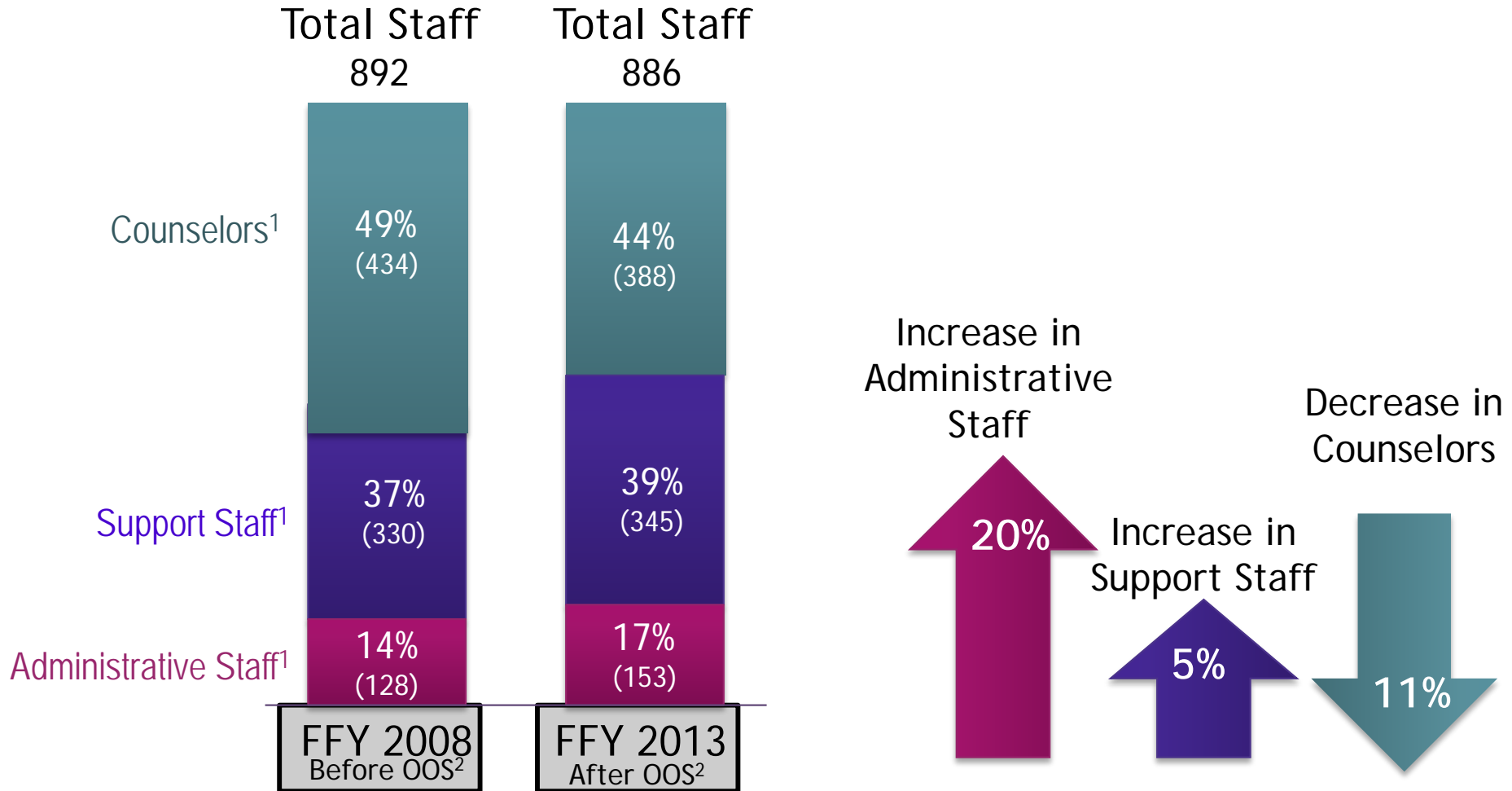
### Types of Services Provided by the Division

The Division provides individually tailored services and job training to people with disabilities who want to work; these include



# Vocational Rehabilitation in Florida

## Changes in Staffing From Federal Fiscal Year (FFY) 2008-2013



<sup>1</sup>Based on the federal classifications of staff for vocational rehabilitation  
<sup>2</sup>OOS is order of selection, which is a prioritization methodology to serve individuals with the most significant disabilities

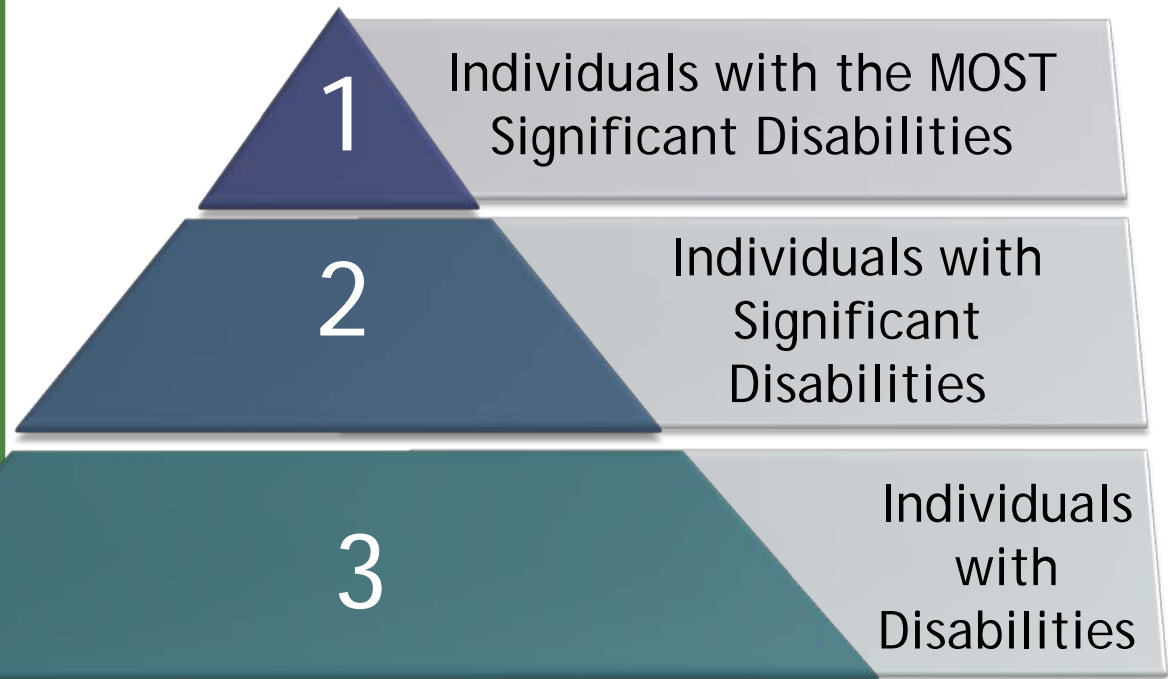
Source: OPPAGA analysis of RSA Annual Review Report data, FFYs 2008 and 2013.

# Vocational Rehabilitation in Florida

## Order of Selection: Overview

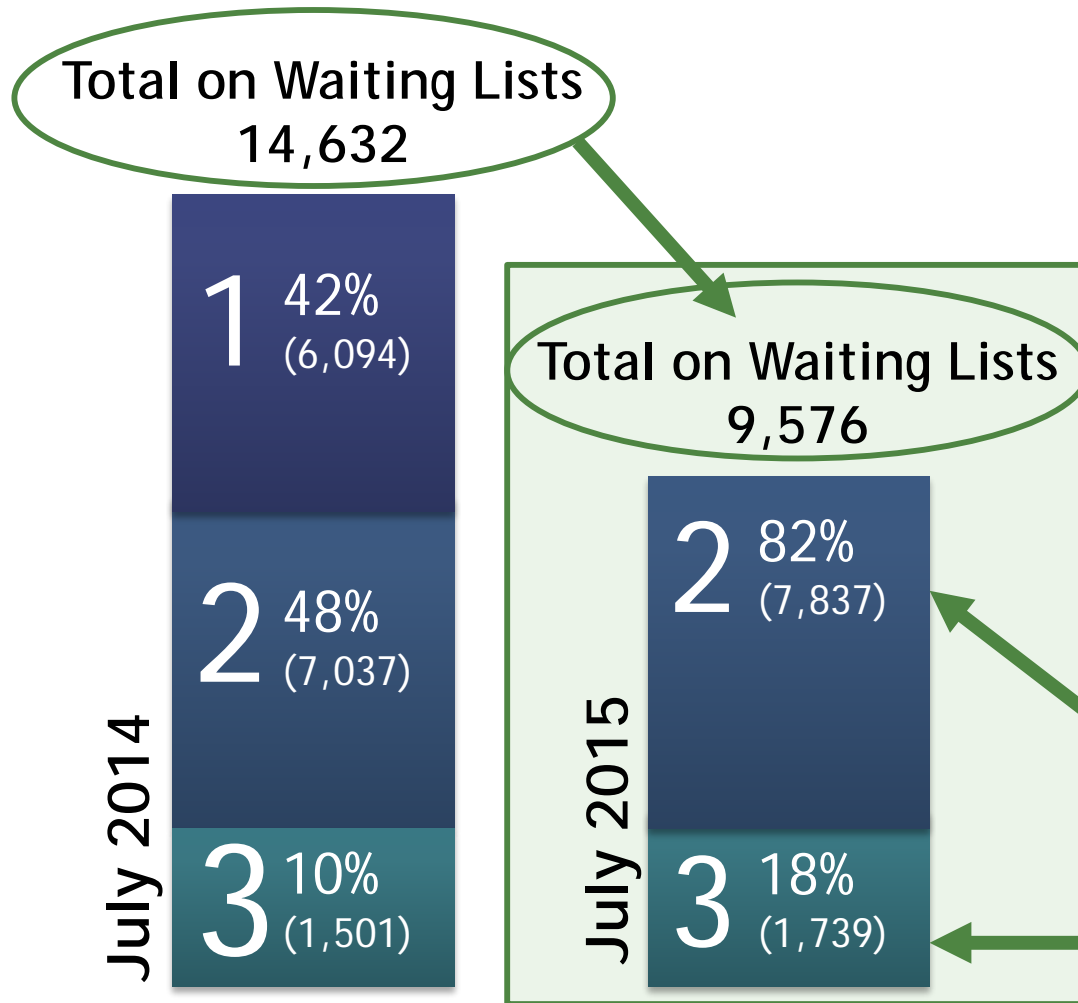
- The Division of Vocational Rehabilitation operates under a prioritization methodology called the Order of Selection (OOS) (2008)
- Federal law requires that individuals with the most significant disabilities be served first
- All eligible individuals who are in a closed category are placed on a prioritized waiting list

### Order of Selection Categories in Florida



# Vocational Rehabilitation in Florida

## Order of Selection: Waiting Lists



Source: Florida Division of Vocational Rehabilitation

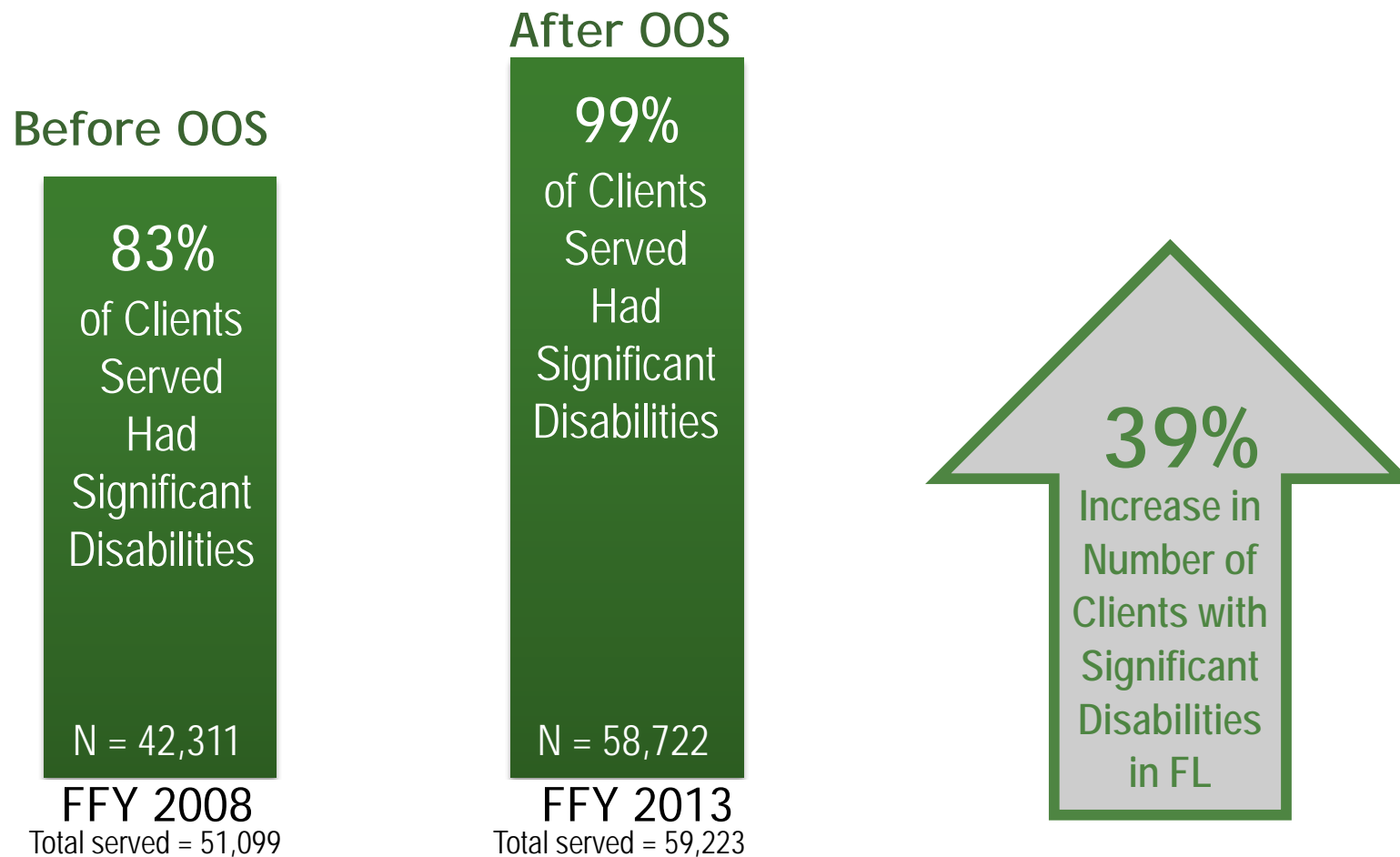
### Florida's Waiting Lists for Vocational Rehabilitation

- DVR has reduced the waiting list by 5,056 individuals between July 2014 and July 2015
- As of July 2015, there was no waiting list for Category 1 (Most Significant Disabilities)
- DVR expects all individuals on the waiting list in Category 2 to be served by January 2016
- Average wait time for individuals to receive services in Category 2 was more than 200 days; Category 3 was more than 500 days

# Vocational Rehabilitation in Florida

## Clients Served That Had Significant Disabilities

The percentage of clients served that had significant disabilities has increased in the last 5 years



Source: OPPAGA analysis of RSA 113 Quarterly Cumulative Caseload Report data, FFYs 2008 and 2013.

# Vocational Rehabilitation in Florida

## Individuals Served by Florida Vocational Rehabilitation

### The Types of Individuals Served in Florida Has Changed in the Last 10 Years

In FFY 2013, DVR served more individuals with cognitive and psychosocial disabilities

Cognitive  
+54%

Psycho-social  
+27%

-46%

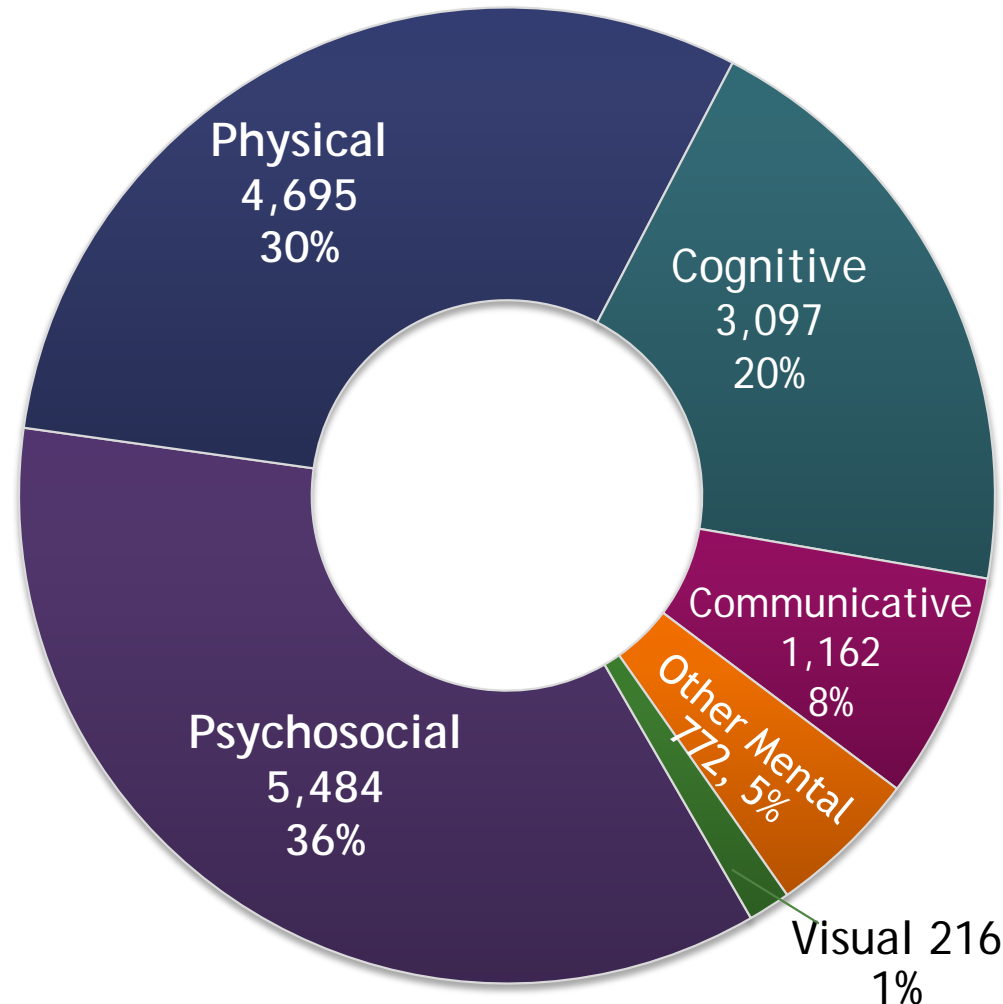
Communi-cative

-29%

Physical

In FFY 2013, DVR served fewer individuals with communicative and physical disabilities

### Types of Disabilities Served by Florida Vocational Rehabilitation in FFY 2013



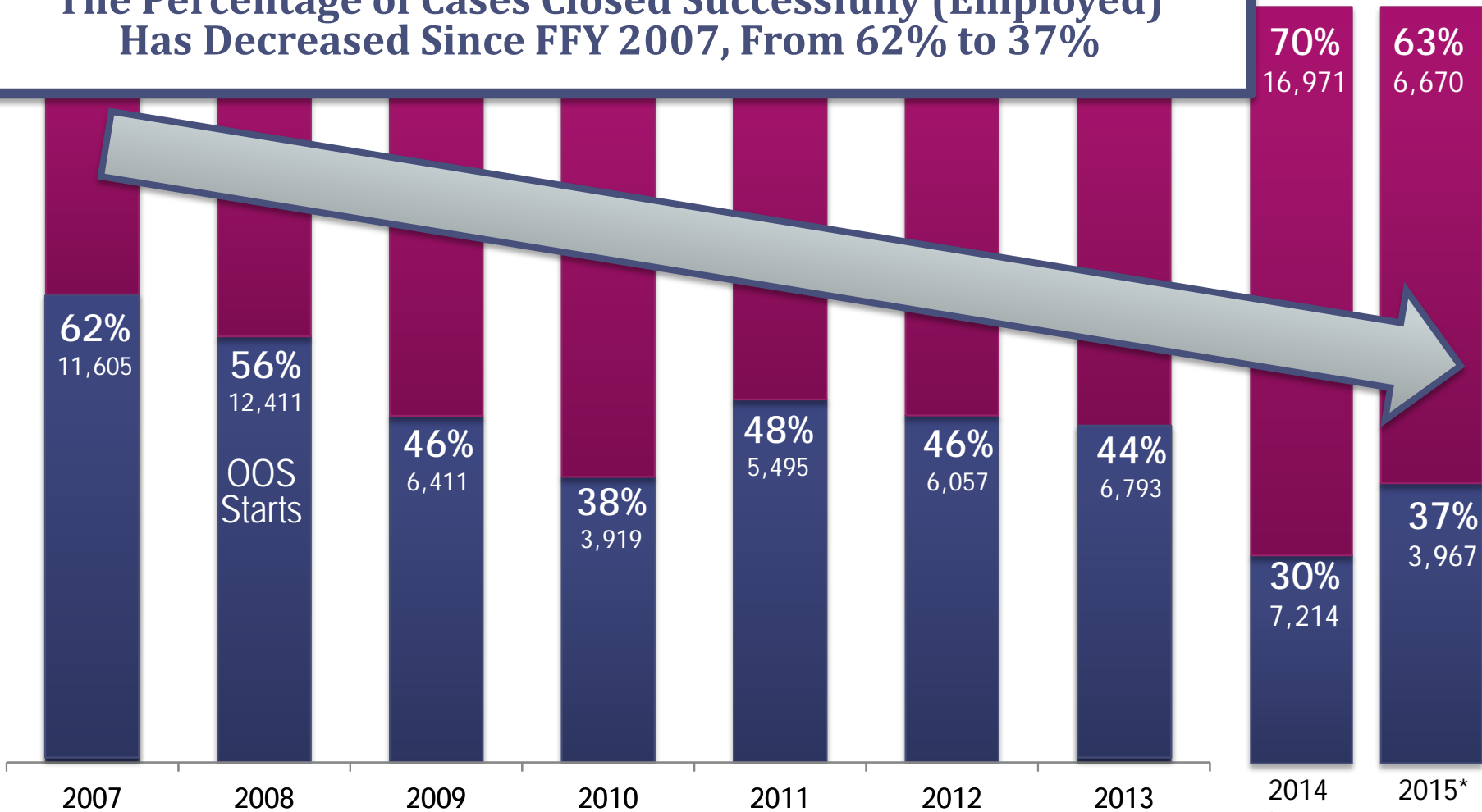
Source: OPPAGA analysis of RSA 911 Case Service Record Report data, FFY 2004-2013.

Note: The numbers reflect an individual's primary disability.

# Vocational Rehabilitation in Florida

## Percentage of Cases Closed with Employment

The Percentage of Cases Closed Successfully (Employed) Has Decreased Since FFY 2007, From 62% to 37%



Source: OPPAGA Analysis of RSA 113 Data File, FFY 2007-2013

\*October 2014-June 30, 2015  
Source: Florida Division of Vocational Rehabilitation



# Comparison to Other States

# Comparison to Other States

## Background

### Data Source

- Used data from the Rehabilitation Services Administration at U.S. Department of Education (USDOE)
- Most recent available is Federal Fiscal Year (FFY) 2013 (October 2012-September 2013)

### Comparison Points

- Order of Selection Status
- Percentage of Clients With Significant Disabilities
- Types of Services Provided
- Percentage of Clients Served That Were Closed With Employment
- Percentage of Staff That Were Administrative and Counselors
- Percentage of Client Services Funding Spent on Purchased Services

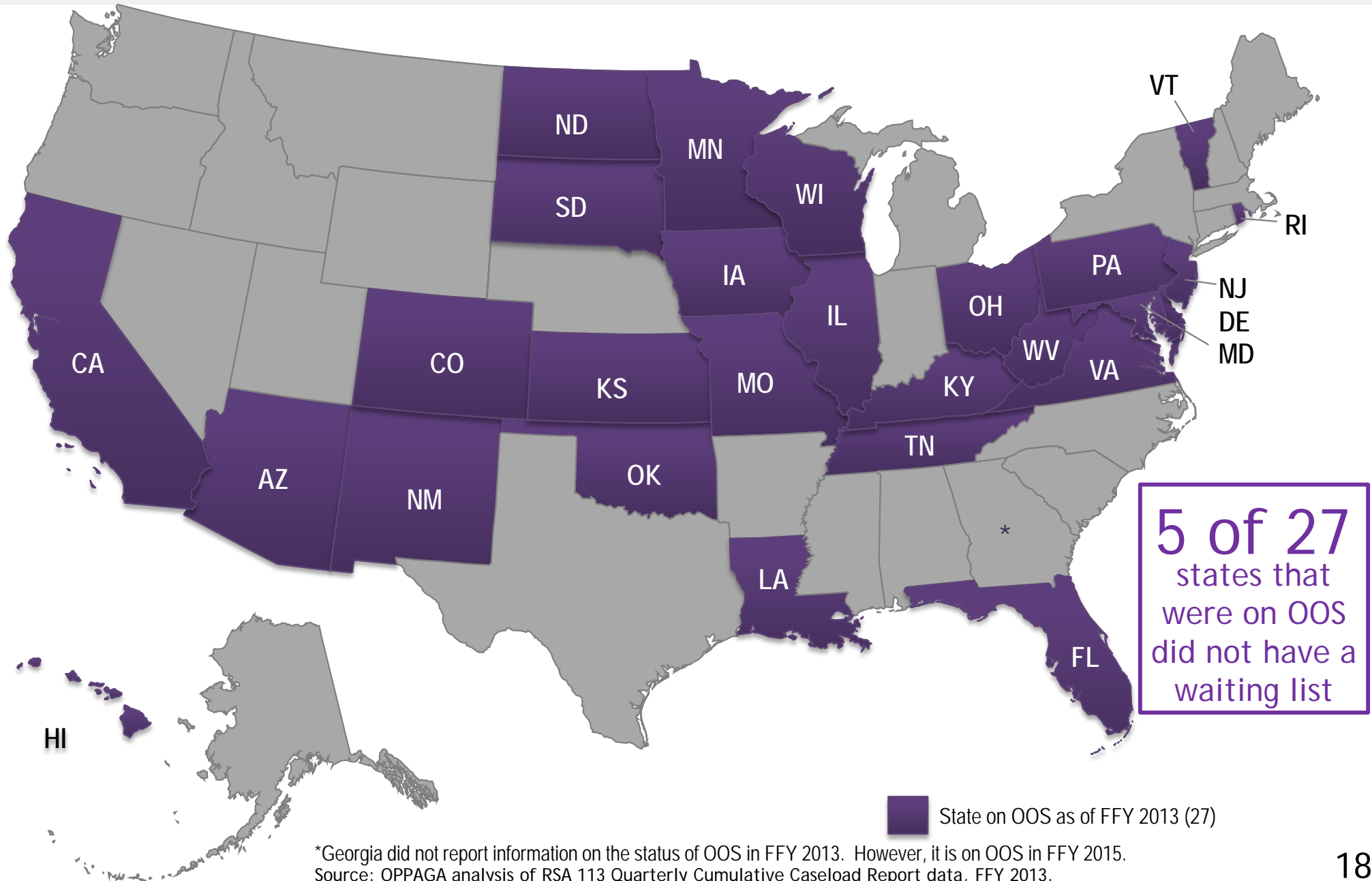
### Peer States

Peer states were selected based on population (U.S. Census)

- California
- Texas
- New York
- Illinois
- Michigan
- Pennsylvania
- Ohio
- Georgia
- North Carolina

# Comparison to Other States

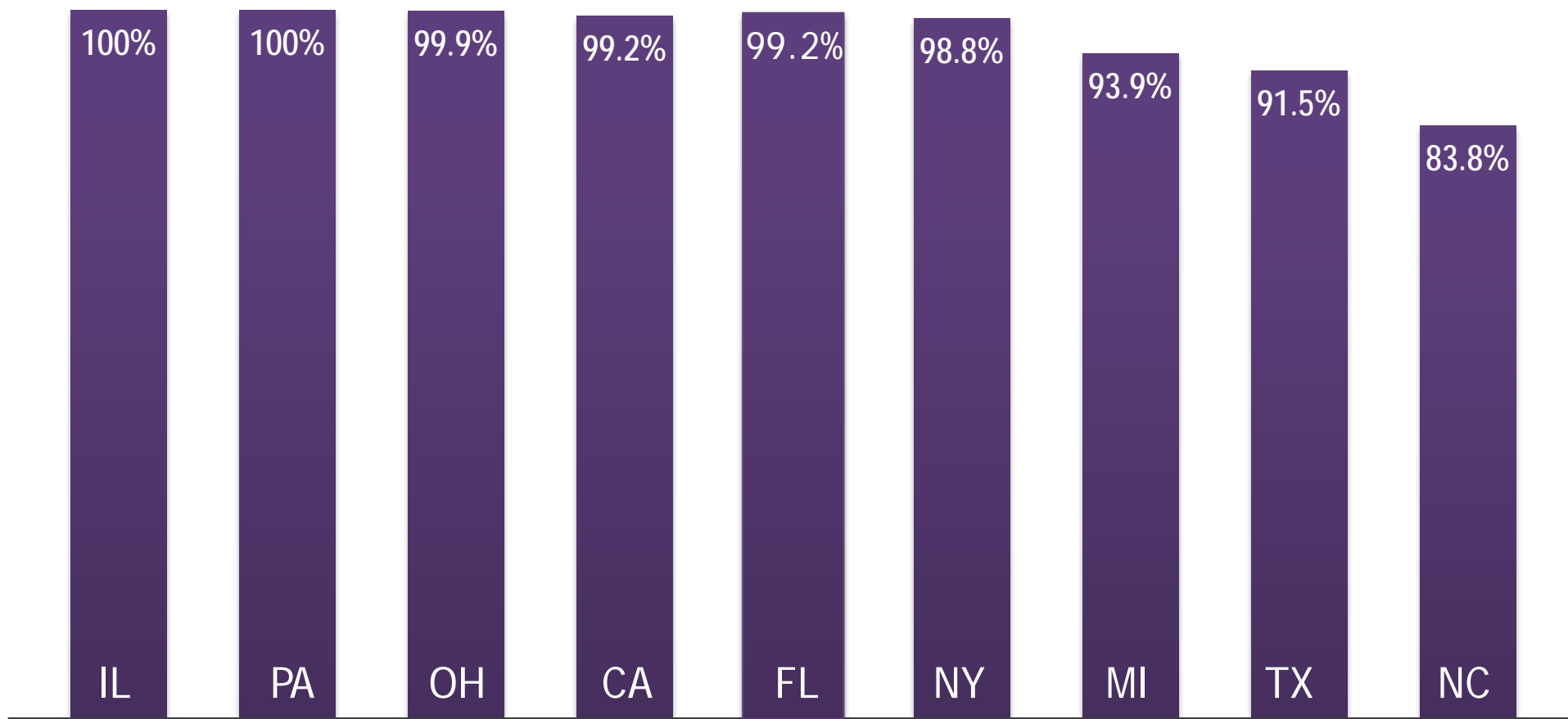
## 27 States Operated Under Order of Selection in FFY 2013



# Comparison to Other States

## Percentage of Clients Served That Had Significant Disabilities

Similar to Florida, in Most Peer States, a High Percentage of Clients Served Had Significant Disabilities



FFY 2013

\*Georgia did not report information on the percentage of clients served with significant disabilities in FFY 2013.

Source: OPPAGA analysis of RSA 113 Quarterly Cumulative Caseload Report data, FFY 2013.

# Comparison to Other States

## Percentage of Clients Served That Had Significant Disabilities

### Other States Also Served a High Percentage of Clients That Had Significant Disabilities

More than half of all states (31) served high (95%+) percentages of clients that had significant disabilities

Specifically, the % of clients served that had significant disabilities was

- 100% for 4 states
- 99% for 12 states (including FL)
- 95%-98% for 15 states

Source: OPPAGA analysis of RSA 113 Quarterly Cumulative Caseload Report data, FFY 2013.

# Comparison to Other States

## Types of Services Provided to VR Clients

Two services that Florida provided to a large percentage of clients were diagnosis and treatment, and transportation;

Peer states varied in the extent to which they provided these services to clients

State Name	Percentage of Clients Receiving Diagnosis and Treatment of Impairments
Florida	88%
North Carolina	60%
Pennsylvania	57%
Texas	56%
Georgia	42%
US average	40%
California	36%
Ohio	28%
Michigan	22%
Illinois	22%
New York	2%

State Name	Percentage of Clients Receiving Transportation Services
California	71%
Florida	51%
Ohio	44%
New York	40%
US average	33%
North Carolina	31%
Michigan	23%
Georgia	22%
Texas	13%
Illinois	10%
Pennsylvania	9%

Source: OPPAGA analysis of RSA 911 Case Service Record Report data, FFY 2013.

# Comparison to Other States

## Types of Services Provided to VR Clients

Peer states varied in the percentage of clients that received educational services (college or university training and occupational/vocational training)

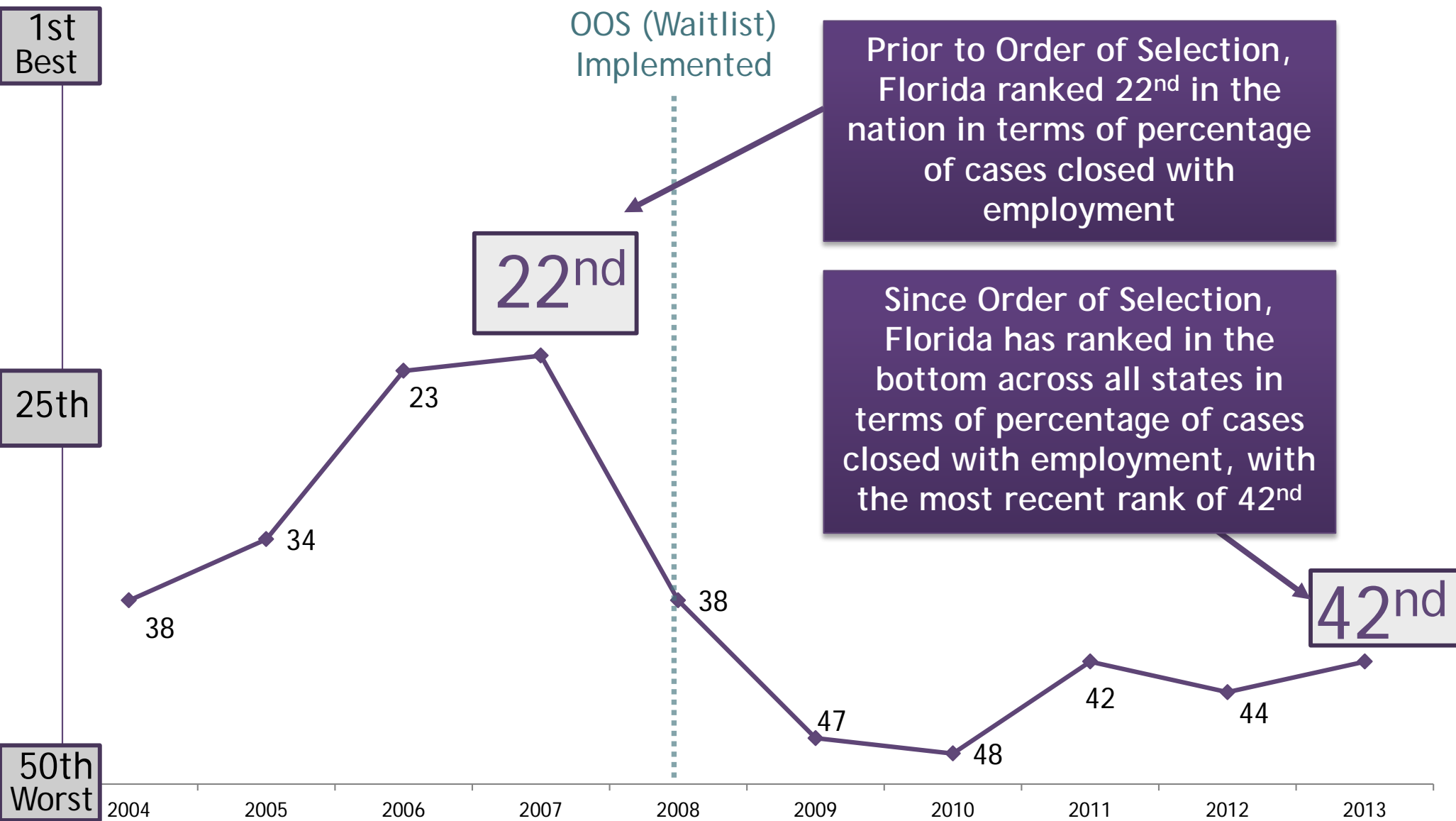
State	Percentage of Clients That Received College or University Training
California	24%
Pennsylvania	14%
US average	14%
New York	13%
Florida	12%
Texas	12%
Georgia	12%
North Carolina	7%
Illinois	6%
Ohio	6%
Michigan	5%

State	Percentage of Clients That Received Occupational/Vocational Training
California	17%
New York	16%
Pennsylvania	13%
US average	11%
Texas	11%
Florida	10%
Illinois	9%
Ohio	9%
Georgia	7%
North Carolina	6%
Michigan	6%

Source: OPPAGA analysis of RSA 911 Case Service Record Report data, FFY 2013.

# Comparison to Other States

## Florida's National Ranking of the Percentage of Successful (Employed) Cases Closed Over the Past 10 Years

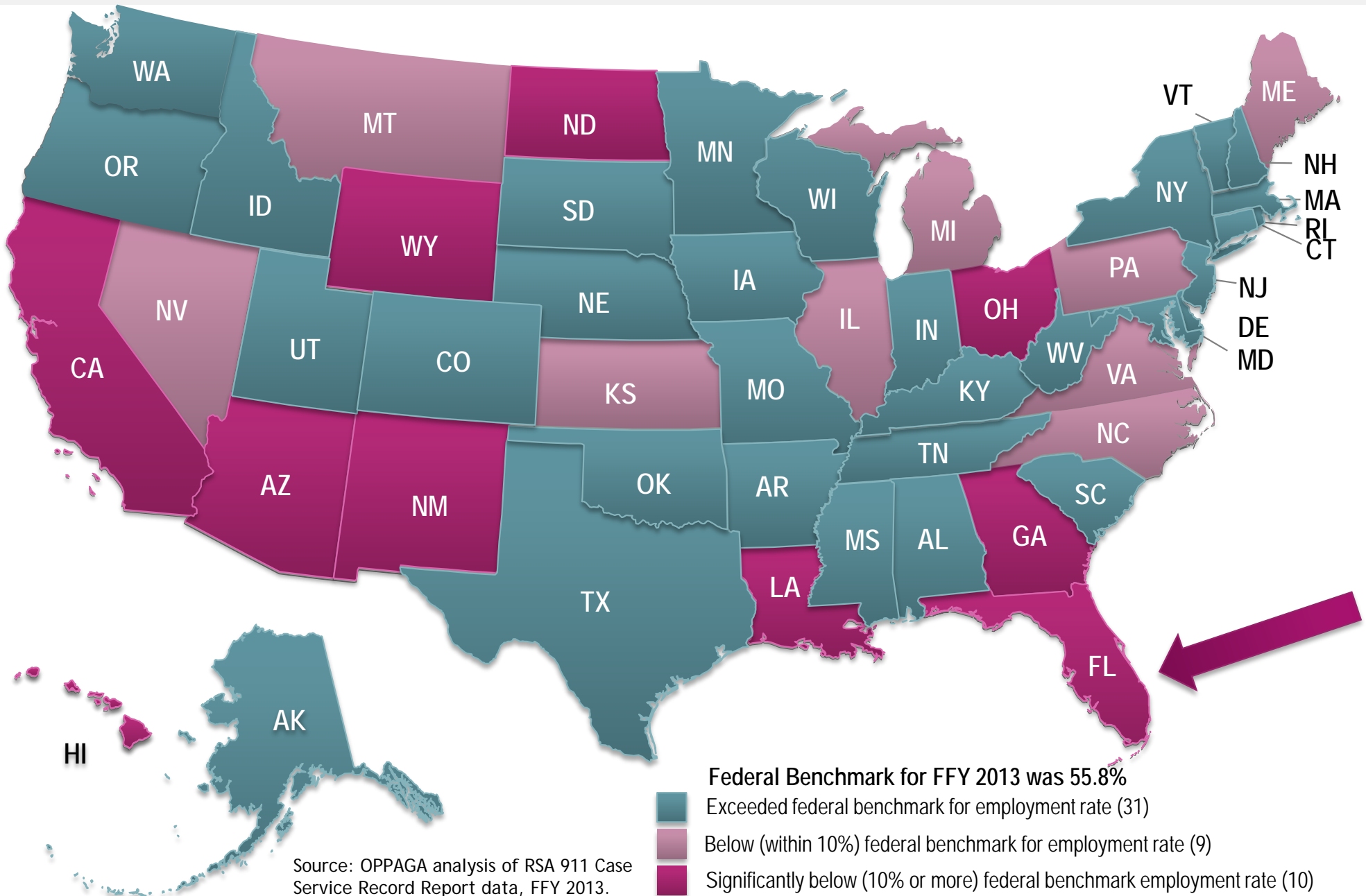


Source: OPPAGA analysis of RSA 911 Case Service Record Report data, FFY 2004-2013.



# Comparison to Other States

## Percentage of Successful Case Closures (Employed) in FFY 2013 by State



# Comparison to Other States

Percentage of Successful Case Closures (Employed) in FFY 2013 Across Peer States

## Percentage of Successful Case Closures Varied by Peer States

State	Employment Rate
NY & TX exceeded federal benchmark	NY 62.4%
	TX 59.4%
PA, IL, MI, NC had rates of 50% employed or higher	PA 55.4%
	IL 53.6%
	MI 51.6%
	NC 50.4%
FL 44.0%	
OH, CA, GA had rates lower than FL	OH 40.3%
	CA 37.1%
	GA 35.0%

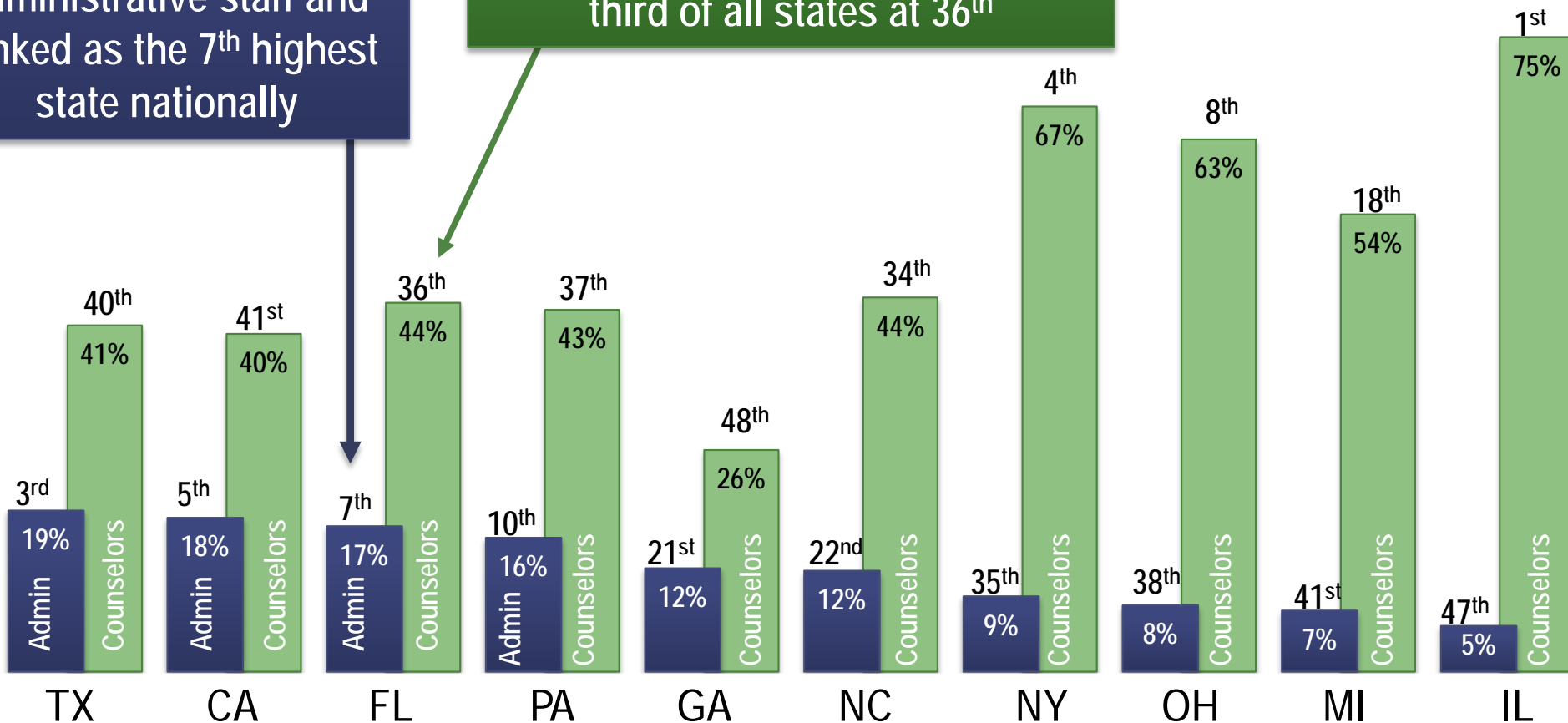
Source OPPAGA analysis of RSA 911 Case Service Record Report data, FFY 2013.

# Comparison to Other States

## Percentage of Staff Who Were Administrative and Counselors, and Rank Among 50 States

Compared to most peer states, FL had a higher percentage of administrative staff and ranked as the 7<sup>th</sup> highest state nationally

While FL was similar to peer states in the percentage of staff that were counselors, it ranked in the bottom third of all states at 36<sup>th</sup>

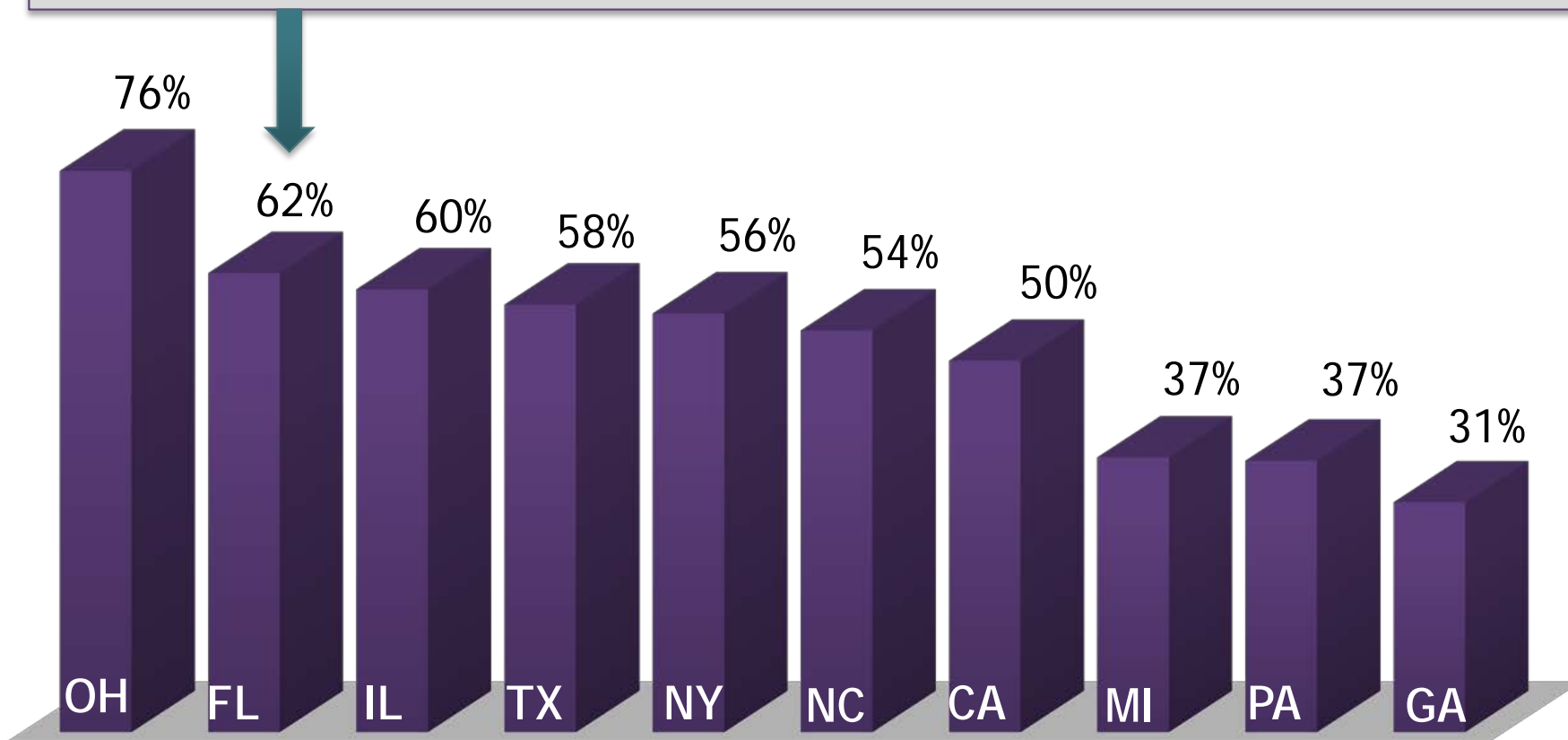


Source OPPAGA analysis of Rehabilitation Services Administration Annual Review Report data, FFY 2013.

# Comparison to Other States

## Percentage of Client Services That Were Spent on Purchased Services

The amount of client services funding spent on purchased services from other providers varied among peer states. In FFY 2013, Florida spent 62% of funds devoted to client services on purchased services, the remainder (38%) of funds were spent on services provided by state employees.



Source: OPPAGA analysis of RSA Annual Review Report data, FFY 2013.

# Contact Information

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## David Summers

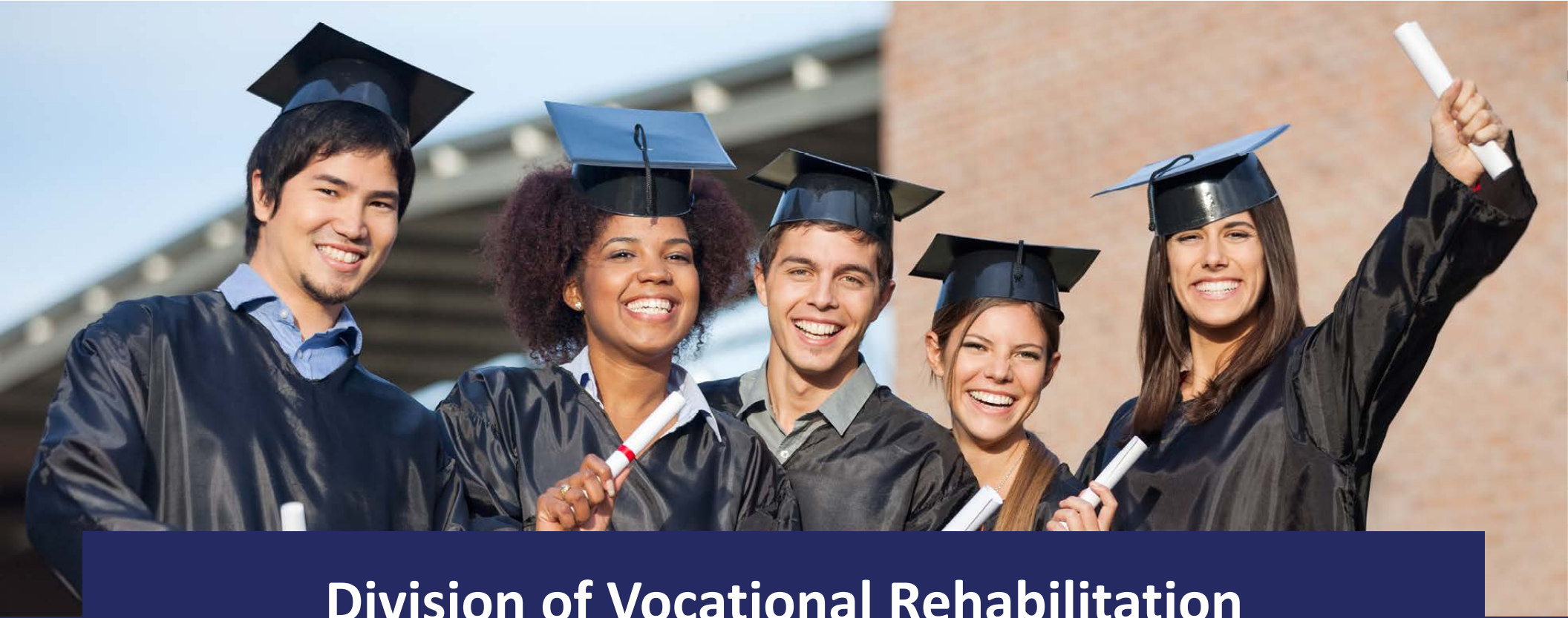
Staff Director  
OPPAGA Education Policy Area  
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THE FLORIDA LEGISLATURE'S  
OFFICE OF PROGRAM POLICY ANALYSIS & GOVERNMENT ACCOUNTABILITY

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OPPAGA supports the Florida Legislature by providing data, evaluative research, and objective analyses that assist legislative budget and policy deliberations.



# Division of Vocational Rehabilitation

**Senate Education Appropriations Subcommittee**

**October 7, 2015**

Aleisa C. McKinlay, JD MA  
VR Director



FLORIDA DEPARTMENT OF  
**EDUCATION**  
fldoe.org

[www.FLDOE.org](http://www.FLDOE.org)

## Vocational Rehabilitation Appropriation (Proviso Language SB 2500-A)

### 2015 Budget Allocation

FROM GENERAL REVENUE FUND . . . . . \$31,226,986

FROM FEDERAL REHABILITATION TRUST FUND . . . . . \$97,493,999

## Performance Measures for Vocational Rehabilitation (Proviso Language SB 2500-A)

- (1) Average wait list time;
- (2) Number of persons receiving services (active cases);
- (3) Number and percentage of customers receiving postsecondary education;
- (4) Number and percentage of customers receiving CAPE industry certifications;

- (5) Number and percentage of customers gainfully employed;
- (6) Average earnings of customers at placement;
- (7) Number of students receiving pre-employment transition services



## Proviso Measure 1: Average Waitlist Time

	Average Days on Waitlist (by Category)				
	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	July 1 - Sep 30 (2015)
Category 1 - Most Severe	89	56	36	0	0
Category 2 - Severe	204	257	291	266	126
Category 3 - All other individuals with disabilities	416	469	522	564	624
	Number of Individuals on Waitlist (by Category)				
	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	July 1 - Sep 30 (2015)
Category 1 - Most Severe	4855	2397	104	0	0
Category 2 - Severe	7796	9153	10153	9364	4154
Category 3 - All other individuals with disabilities	1550	1640	1720	1762	1781
<b>Total</b>	<b>14201</b>	<b>13190</b>	<b>11977</b>	<b>11126</b>	<b>5935</b>

## Proviso Measure 2: Number of Persons Receiving Services (Active Cases)

Proviso Measure	Description	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	SFY Totals	July 1 - Sep 30 (2015)
Number of persons receiving services (active cases in assessment)	The number of individuals with disabilities who have applied for services and who have received services to determine eligibility.	10968	13514	15213	14291	23449	16613
Number of persons receiving services (active cases with IPE)	The number of individuals with disabilities who have been determined eligible and who have received services under an Individualized Plan for Employment (IPE).	29871	27670	27601	28451	39126	28407
Number of persons receiving services (All Active Cases)	The Number of individuals with disabilities who applied for, and received services, to either determine eligibility or under an IPE. This is a count of active cases at any point in the period.	40839	41184	42814	42742	62575	45020

IPE = Individualized Plan for Employment

## Proviso Measure 3: Number and percentage of customers receiving postsecondary education

Proviso Measure	Description	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	SFY Totals Note: Unduplicated count for entire year	July 1 - Sep 30 (2015)
(3) Number and percentage of customers receiving postsecondary education	The number of individuals for whom VR made a tuition payment to a college or university (unduplicated count).	2261	1906	2178	2546	5102	1581
	The percentage of individuals receiving services under an IPE for whom VR made a tuition payment to a college or university (unduplicated count).	5.54%	4.63%	5.09%	5.96%	13.04%	5.57%

## Proviso Measure 4: Number and percentage of customers receiving CAPE industry certifications

- New measure for VR. The data originates from reports submitted by the K-12 system and the postsecondary school system.
- Data is reported to DOE and housed in the Division of Accountability, Research, and Measurement (ARM).
- The schools do not currently report data on a quarterly basis, and a specific certification date is not reported. It is likely that VR will only be able to report this metric for the entire year after all data is submitted to DOE / ARM.
- Preliminary data for SFY 14-15 not be available till mid-October. Final data will not be available till February 2016. The report on this measure will be updated and re-submitted when data becomes available.
- Submitted CAPE data will be matched with VR customers for SFY 14-15 SFY to get a count. The percentage will be calculated by dividing the count of customers receiving a CAPE certification during the year by the total number of customers served.

## Proviso Measure 5: Number and percentage of customers gainfully employed

Proviso Measure	Description	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	SFY Totals	July 1 - Sep 30 (2015)
(5) Number and percentage of customers gainfully employed	The number of individuals with disabilities who were successfully rehabilitated (retained employment for 90 or 150 days after hiring).	1793	1298	1267	1402	5760	1070
	This is the rehabilitation rate. It is the percentage of the total number of individuals whose cases were closed under an IPE who were successfully rehabilitated. This number fluctuates based on many factors, including initiatives that inflate the number of case closures (better managing caseloads by closing cases that are no longer active).	44%	40%	37%	36%	39%	37%

## Proviso Measure 6: Average earnings of customers at placement

Proviso Measure	Description	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	SFY Totals	July 1 - Sep 30 (2015)
(6) Average earnings of customers at placement	The average hourly wage earned by individuals with disabilities upon being hired.	\$11.09	\$11.47	\$11.64	\$11.41	\$11.38	\$11.39

## Proviso Measure 7: Number of students receiving pre-employment transition services

Proviso Measure	Description	July 1 - Sept 30 (2014)	Oct 1 - Dec 31 (2014)	Jan 1 - March 31 (2015)	Apr 1 - June 30 (2015)	SFY Totals Note: Unduplicated count for entire year	July 1 - Sep 30 (2015)
(7) Number of students receiving pre-employment transition services	Additional information from VR: The number of students with disabilities (age 15 - 21) receiving services under an IPE.	12175	11584	11791	12534	15766	12611
	The number of students with disabilities (age 15 - 21) receiving specific <u>pre-employment transition services</u> under an IPE (career exploration and assessment, work readiness training, work experience, peer mentoring, self-advocacy training, post-secondary educational counseling).	1	35	45	547	621	837

## Performance Improvement – Implementing Workforce Innovation and Opportunity Act (WIOA)

- Pre-Employment Transition Services (15-21 year olds)
  - Pre-Employment Training
  - Peer Mentoring
  - Expanded Work Experience for youth, increased emphasis on CAPE certifications
- Customized Employment – training and expansion
- Assessing VR Service Category 3 – new ability to serve under WIOA
- Business Relations Program – better understand and meet the needs of Florida’s employers
- Working more closely with core partners - CareerSource, Career and Adult Education, and Blind Services
- Working with Agency for Persons with Disabilities and Department of Children and Families to implement new Section 511 of the Rehabilitation Act



## Performance Improvement – Improving Staff & Contractor Skills

- Performance Transparency with VR Staff
- IMAP – Individualized Mentoring Action Plan
- VR Learning Management System
- Certified Public Manager (CPM) Track
- Succession Planning Project
- Improving the Field Quality Assurance Process
- Training for Employment Contractors on VR Expectations
- Working with Agency for Persons with Disabilities and the DD Council to identify and support best practices, outreach, better coordination
- Revisiting ‘Ready to Work’ customer status and creating / sharing improved tools to use in the case process
- Re-looking Benchmarks and Structure of Employment Services Contracts

## Performance Improvement – Improving the VR Process

- ‘VR Works’ Project
- Vendor Profile Application
- Abilities Work Help Desk / Talent Acquisition Portal (TAP)
- New Customer Satisfaction Contract
- Managing with Performance Data

## Performance Improvement – Improving VR Infrastructure

- Waiting List Tool / Release Schedule Strategy
- Data Validation Team
- Administrative Pool
- Centralized Supply
- Improved Safety
- Improved Budget Projections
- Re-write of Aging Data Systems and Creation of New Systems to Support WIOA Requirements
- Up-to-date Hardware and Software / Security Measures
- Data Warehouse Development

## Contact Information

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THE FLORIDA SENATE

APPEARANCE RECORD

(Deliver BOTH copies of this form to the Senator or Senate Professional Staff conducting the meeting)

10-7-15

Meeting Date

Bill Number (if applicable)

Topic Vocational Rehabilitation

Amendment Barcode (if applicable)

Name Emily Sikes

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Speaking:  For  Against  Information

Waive Speaking:  In Support  Against  
(The Chair will read this information into the record.)

Representing OPPAGA

Appearing at request of Chair:  Yes  No

Lobbyist registered with Legislature:  Yes  No

While it is a Senate tradition to encourage public testimony, time may not permit all persons wishing to speak to be heard at this meeting. Those who do speak may be asked to limit their remarks so that as many persons as possible can be heard.

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**THE FLORIDA SENATE**  
**APPEARANCE RECORD**

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10/07/2015

*Meeting Date*

*Bill Number (if applicable)*

Topic Vocational Rehabilitation

*Amendment Barcode (if applicable)*

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*State*

*Zip*

Speaking:  For  Against  Information

Waive Speaking:  In Support  Against  
*(The Chair will read this information into the record.)*

Representing Florida Department of Education

Appearing at request of Chair:  Yes  No

Lobbyist registered with Legislature:  Yes  No

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