

# **Imagine! Boulder County Mill Levy Report**For Period July 1, 2015 – June 30, 2016

# History

The Colorado Legislature created the Community Centered Board (CCB) system in 1964 to provide, coordinate and oversee locally based services for people with developmental disabilities. Imagine! was established in 1963 as a private, not-for-profit organization and was the first CCB in Colorado when legislation was enacted in 1964. A CCB is a local area's single point of entry into local, state, and federally funded programs for people with developmental disabilities in a community. Imagine! is currently one of 20 CCBs in Colorado and serves Boulder and Broomfield counties. The mission of Imagine! is to create a world of opportunity for all abilities.

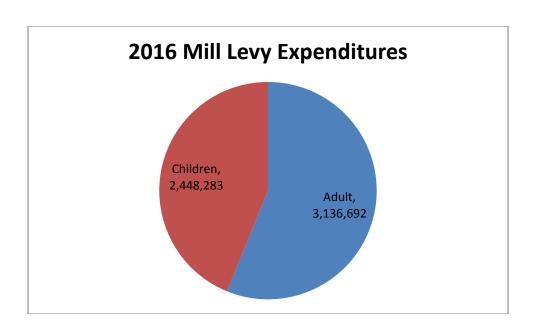
In addition to serving as a CCB, Imagine! is also designated by the State as a Program Approved Service Agency to provide services designed to incorporate people of all ages with developmental, cognitive and physical challenges into the fabric of their communities. Services include educational and therapeutic services, job training and placement, therapeutic recreation and leisure activities, opportunities for community living including residential services, behavioral health services, technology solutions, and support for families. In addition, Imagine! was licensed as a Child Placement Agency for out-of-home community services for children ages 5 through 21, as well as a Single Entry Point for the Children's Home and Community Based Services Waiver. Imagine! has since stopped providing Child Placement services due to fiscal and staffing issues.

When it first opened its doors, Imagine! served 100 individuals. During fiscal year 2016, Imagine! served approximately 3,400 people and their families.

The enabling CCB legislation encouraged local fiscal support for people with developmental disabilities, and Boulder County has been historically generous with their support of Imagine! and their services for people with developmental disabilities. With the passage of tax initiative 1A in November, 2002, additional local dollars were made available to provide assistance to a great many Boulder County residents with developmental disabilities who had either been on a waiting list for services, or who have had their supports reduced due to the State of Colorado's financial difficulties or current Medicaid Waivers rules and restrictions. The total amount of local support made available to Imagine! to support these residents was \$5,584,975 in fiscal year 2016,

The allocation of these Boulder County funds is approved by the Imagine! Board of Directors through the annual operating budget process and approved in public Board meetings. The Imagine! Board of Directors is made up of caring and extremely knowledgeable business and civic leaders, some of whom have family members who receive services.

The following report provides a breakdown of the scope and costs of services provided by Imagine! to Boulder County residents for the period of July 1, 2015 through June 30, 2016. Section I of the report presents the detail of expenditures and services for adults.



# I. Adult Services (Mill Levy Expenditures of \$3,136,692)

Adult services include Comprehensive and Supported Living Services. This includes residential services, adult day services, transportation activities, behavioral services, and other supports needed for people with disabilities so they may live successfully in the community. The total cost to serve this population for Imagine! in the last fiscal year was approximately \$19.2 million. Of this cost, \$16.1 million was generated through Imagine!'s contract with the State for both Medicaid and State General Funds, as well as fundraising and other revenue. Mill Levy funding provided \$3.1 million for adult services, which constitutes approximately 16% of the overall funding for the period. Table 1 summarizes the average cost for the year to serve individuals in the adult population.

Table 1. Mean Cost of Adult Services: Annual average per individual

Source	Cost	Percentage
All Sources	\$19,896	100%
All Source without County	\$16,635	84%
County Mill Levy	\$ 3,261	16%

Adults who receive services and supports from Imagine! through mill levy funding are required to be residents of Boulder County. They must meet the Colorado eligibility criteria for developmental disability services as defined in statute and rule. A developmental disability is a disability that is manifested before the person reaches twenty-two (22) years of age, which constitutes a substantial disability to the affected individual, and is attributable to intellectual or developmental disabilities or related conditions which include cerebral palsy, epilepsy, autism or other neurological conditions when such conditions result in impairment of general intellectual functioning or adaptive

behavior similar to that of a person with intellectual or developmental disabilities. An impairment of general intellectual functioning means that the person has been determined to have an intellectual quotient equivalent which is two or more standard deviations below the mean (70 or less assuming a scale with a mean of 100 and a standard deviation of 15), as measured by an instrument which is standardized, appropriate to the nature of the person's disability, and administered by a qualified professional.

"Adaptive behavior similar to that of a person with intellectual or developmental disabilities" means that the person has overall adaptive behavior which is two or more standard deviations below the mean in two or more skill areas (communication, self-care, home living, social skills, community use, self-direction, health and safety, functional academics, leisure, and work), as measured by an instrument which is standardized, appropriate to the person's living environment, and administered and clinically determined by a qualified professional. These adaptive behavior limitations are a direct result of, or are significantly influenced by, the person's substantial intellectual deficits and may not be attributable to only a physical or sensory impairment or mental illness.

"Substantial intellectual deficits" means an intellectual quotient that is between 71 and 75 assuming a scale with a mean of 100 and a standard deviation of 15, as measured by an instrument which is standardized, appropriate to the nature of the person's disability, and administered by a qualified professional.

There were a total of 920 adults eligible in services during the reporting period as summarized in Table 2. Age and ethnicity are further defined in Tables 3A and 3B.

Table 2. Adults by Service type

Service Type	Number
Comprehensive Services	316
Supported Living Services	425
Wait List (unduplicated)	179

Table 3A. Adults by Age

Age	Percentage
18-29	41%
30-39	22%
40-49	14%
50-59	14%
60+	9%

Table 3B. Adults by Ethnicity

Ethnicity	Percentage
American Indian	1%
Asian/Pacific	3%
Black	2%
Hispanic	16%
Caucasian	91%
Other/Undeclared	5%

Table 4 highlights the secondary and other tertiary diagnoses for the individuals receiving adult services in the reporting period. (Totals equal greater than 100% because many individuals have more than one corresponding condition)

**Table 4. Adults by Diagnosis** 

Diagnosis	Percentage
Attention Deficit	15%
Autism	19%
Brain Injury	3%
Cerebral Palsy	15%
Dual Diagnosis/Mental	23%
Illness	
Down Syndrome	9%
Fragile X	1%
Maladaptive Behavior	17%
Non Ambulatory	4%
Non Mobile	1%
Seizure/Epilepsy	22%
Hearing	6%
Speech	24%
Vision	10%

316 adults were enrolled in comprehensive services during the reporting period. "Comprehensive" services refers to residential services, adult day services or supports and transportation activities as specified in the Individualized Plan (IP). Included are services which provide an array of training, learning, experiential and support activities provided in residential living settings designed to meet individual needs. Additionally, adult day services provide opportunities for individuals to experience and actively participate in valued roles in the community. These services and supports enable individuals to access and participate in typical community activities such as work, recreation, volunteering, and senior citizen activities.

Finally, transportation activities refer to "Home to Day Program transportation," services relevant to an individual's work schedule as specified in the Individualized Plan. For these purposes, "work schedule" is defined broadly to include adult and retirement activities such as education, training, community integration, and employment.

The adult Supporting Living Services (SLS) program had an enrollment of 425 individuals. SLS provides assistance and support to meet the daily living and safety needs of persons who are responsible for their own living arrangements in the community. The program is intended to augment already available support for those persons who either can live independently with limited supports or who, if they need extensive support, are getting that support from other sources such as family. The types and amount of support services provided during the reporting period are identified in Table 5. Some individuals may have received more than one type of service.

Table 5. SLS Services

Type of Service	Percentage
Day Habilitation	42%
Homemaker	6%
Personal Care	13%
Respite Care	14%
Supported Employment	3%
Transportation	12%
Other	10%

## Case Management

Imagine! is the "single entry point" for many services in Boulder County for persons with developmental disabilities and their families. The Case Management Department is responsible for intake and eligibility determinations, Medicaid paperwork, client rights protection, contracting (brokering) for services with providers, annual client individualized service planning, service and regulation monitoring, utilization review, quality assurance, and client advocacy. Individuals for whom Imagine! plans for and provides services to using local Boulder County funds also need the above listed case management services. Imagine! uses Boulder County funds for this access to services. During the reporting period, 920 adult individuals received active case management services. In addition to developmental disability services, 11 individuals accessed Homecare allowance, and 46 individuals were enrolled in long term Home Health supports.

Case Managers are responsible for reviewing applications for services and meeting with prospective clients of service. Approximately 195 referrals were received for the reporting period, resulting in 175 intakes for individuals seeking adult services.

A Case Manager is assigned to each person requesting service. Choice of Case Management is welcomed and available on request. The Case Manager's role is to provide assistance as needed to individuals and families to identify desired outcomes

and the resources needed for those outcomes. Case Managers strive to maximize support options in the individual's natural community. Through information, education, and advocacy, Case Management partners with families and individuals to safeguard rights and assure due process.

Individuals and families are also provided the option of receiving their case management services from another case management agency if desired. Case Management affords service providers fair and equitable access to individuals seeking services through a uniform request for proposal process for both the HCBS-DD and SLS Waivers.

One challenge in the provision of case management/resource coordination and the development of the service plan is the issue of spoken language. Imagine! facilitates all meetings and provides written reports to individuals and their families in their preferred primary language. While Imagine! has case management staff members who are bilingual, there are occasions when an individual or family speaks a language that is not known. On these occasions, Imagine! will contract with a professional translation service.

In addition to the case management services provided to active enrolled adults, over 179 individuals received waitlist case management services. These services included monitoring of emergency situations for individuals waiting for Comprehensive and Supported Living Services. Staff field calls and provide information about community resources, and work with the Division for Developmental Disabilities and local resources to access emergency resources. There were an additional 335 individuals currently receiving services but also on the wait list for additional or different services.

## Human Rights Committee

Imagine! has a Human Rights Committee (HRC) which functions to protect the rights of individuals receiving services. The HRC is comprised of family members and community professionals who act as third party experts and volunteer once a month to review investigations, psychotropic medication usage, and rights restrictions and suspensions and safety control plans. Approximately 184 Boulder county consumers were reviewed during the reporting period. See Table 6.

Table 6. HRC Reviews

Type	Percentage of
	total reviews
Medication	91%
Suspension of Rights	37%
Rights Restrictions	20%
Safety Control Procedure	16%
Incident Reports	28%
Investigations	3%
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## Quality Assurance

Imagine! is committed to its mission and the provisions for the delivery of quality services and supports. The following plan and procedures have been adopted to monitor overall service provision. Each active Program Approved Service Agency (PASA) providing services to Imagine! consumers is required to participate in Quality Assurance (QA) activities as follows:

- Participation in annual CCB reviews
- Implementation of internal QA processes (annual reporting);
- Track incident reports and provide data to Imagine! quarterly through IR database (or other approved reporting method);
- Critical incident reporting through QA;
- Report complaint/grievance information (quarterly);
- Conduct customer satisfaction surveys and report data (every two years).

Table 7 summarizes the Quality Assurance monitoring performed during the period.

**Table 7. Quality Assurance Monitoring and Investigations** 

Type	Number
Incident Reports Reviewed	1720
Critical Incidents reported to DDD	223
Investigations (7-15 hrs each)	15
PASA Network	119
Technical assistance to new	17
PASAs	

<sup>\*</sup> PASA surveys average 3 to 8 days for visits, documentation and follow-up.

#### Mental Health Services

Imagine! contracts with Mental Health Partners of Boulder County and Foothills Behavioral Health Center for the provision of Mental Health services to adults who have both a developmental disability and who have a diagnosed mental illness. Using Boulder County funding has permitted the establishment of a team of professionals, including psychiatry, behavioral, psychology, nursing, and trained therapists at Imagine! who specialize in services for those with a dual diagnosis. This team provides clinical assessment, behavior consultation, psychiatric evaluation, consultation, medication management, mental health therapy, family therapy, case management, and monitoring. (We are grateful to both Mental Health Partners and Foothills Behavioral Health Center for their cooperation and assistance.) During the reporting period, Imagine! served 278 individuals for mental health services, 232 in Boulder County. The primary diagnosis of these individuals is summarized in Table 8.

Table 8. Primary Diagnosis of Individuals with Mental Health Diagnosis

Diagnosis	Percentage
Anxiety Disorder	17%
Post-Traumatic Stress Disorder	11%
Depression	6%
Bipolar Disorder	5%
Schizophrenia	6%
Obsessive-Compulsive Disorder	5%
Impulse Control Disorder	6%
Attention Deficit	7%
Explosive Disorder	6%
Adjustment Disorder	5%
Psychotic Disorder	4%
Dysthymic Disorder	4%
Other	12%

#### **Behavioral Services**

Imagine! also provides behavioral psychological support services to consumers countywide. A Behavioral Psychologist provides training to staff of all service providers, and interested families of people receiving services in our community. Training is performed monthly in "Building Cooperative Behaviors," and last year approximately 22 trainings were conducted. Specialized training included Foundations of Behavior Analysis, Dementia training, Traumatic Brain Injury training, Setting expectations, Document training, Behavioral Momentum training, ABA university level classes, and outside consultation services.

# **Emergency Fund**

Imagine! has created an emergency fund with local mill levy dollars that are intended to meet the emergency needs of individuals receiving or waiting for services and residing in Boulder County. The emergency fund is intended to assist in the event of an emergent or crisis situation when no other funding source is available. Emergent or crisis situations are unexpected events that have a significant impact on the persons' health, safety, or welfare or may pose a threat to the health, safety, or welfare of the individual if assistance is not available. The fund is intended to address one time emergency needs and is not intended to be ongoing financial support for an individual. Emergency funds may be used in the following circumstances:

- Medical crisis or averting a medical crisis when Medicaid or Medicare funds or third party insurance is not available to pay for the medical services. This may also include the cost of medications if no other benefits are available.
- Need for supervision to ensure the health and safety of the individual. This includes emergency respite when the individual's primary caregiver is not available or when respite may be needed to avert an emergency situation.

- Housing/shelter if the individual is at risk of losing their current living situation or
  to provide housing/shelter on a short term basis when the individual does not have
  housing. This may also include the cost of utilities (excluding cable and cell
  phone service). Housing deposits and moving costs may also be included if the
  criteria for emergent or crisis situation is met, no alternatives are available, and
  when there is not a residential provider organization providing care to the
  individual.
- Food/clothing may be paid for in situations when the person's health may be at risk and when there is not a residential provider organization providing care to the individual.
- Behavioral interventions when the individual's behavior poses an immediate threat to self or others and no other funding is available to address this need.
- Funds may be requested for other situations when it can be shown that funding will avert a crisis for the individual or the individual and their family. This includes situations that may affect the individual's ability to continue living with his/her family and avert potential out of home emergency placements.

During the period, over 90 individuals received emergency fund assistance.

# II. Services for Children and Families (Mill levy expenditures of \$2,448,283)

Children and Family Services include Early Intervention, Family Support, Children's Extensive Services, Children's HCBS, Children with Autism, and Service Coordination for individuals under the age of 18. The total cost to serve the population of children with developmental delays and disabilities and their families in Boulder County for the year was approximately \$6.5 million. Of the total cost, \$4.1 million was generated through Imagine!'s contract with the state, which includes both federal and state funds, and through fundraising. Mill levy funding provided \$2.4 million in Children and Family Services. This constitutes 38% of the total funding for these services. Table 9A summarizes the average cost for the year to serve children and their families.

Table 9A. Mean Cost of Children & Family Services:

Source	Cost	Percentage	
All Sources	\$3,923	100%	
All Source without County	\$2,459	63%	
County Mill Levy	\$1,464	37%	

#### Early Intervention

Early Intervention (EI) services offer educational and therapeutic supports to children birth to three with developmental delays or disabilities. These services are designed to enhance the capacity of families to support their child's well-being, development, learning, and full participation in their communities. Services are coordinated by a Service Coordinator to address desired functional outcomes and are provided in the everyday routines and activities of the families.

Research has shown that children who receive early intervention services are more likely to need fewer services as adults, if any at all. Within the current structure, the State of Colorado funds only a portion of the children served in Boulder County. Imagine! ensures that all eligible children, ages birth to three, receive early intervention services per our state designation as the Early Intervention Broker, and Part C administrator for our community. Imagine! provided early intervention assistance to 613 children and their families in fiscal year 2016. Our contract for State support includes state and federal support, with projections of support from Medicaid and insurance funds. After seeking support from each of these resources, a shortfall is still expected, and therefore local funds are targeted to support the remaining eligible Boulder County children.

Research also shows that children birth to three respond best to intervention when it occurs in their natural environment and within everyday routines and activities. Accordingly, under IDEA, we are required to provide services in the child's natural environment, which is the home for most families. Over 95% of Early Intervention services are provided in the family home with the rest provided in the community.

A child can receive EI services under the age of three if he or she is significantly delayed in one or more of the following areas: communication, adaptive behavior, social-emotional, motor, sensory, or cognition. The types of services are shown on Table 10.

Table 10. Early Intervention Services by Service type

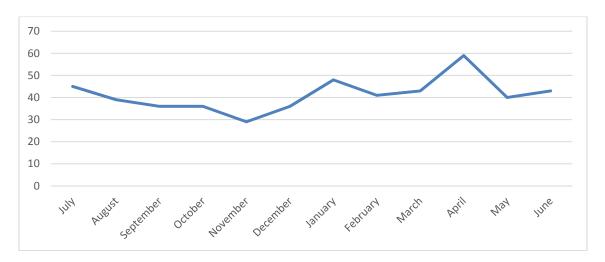
Service Type	Percentages
Developmental Intervention	11%
Occupational Therapy	17%
Physical Therapy	16%
Social/Emotional Intervention	2.4%
Speech	46%
Assessments	3.6%
Other	4%

Approximately 65% of the individuals being served are male. Similar to national trends, there has been a rising incidence of children with autism in services.

Because of the importance of identification of children at such a young age, Imagine! works with all of its community partners regarding public awareness. This helps to ensure that children are referred at an early age and that referral sources are aware of early intervention services that are available. The expansion and maintenance of referral networks throughout the county is critical to reach all diverse populations. Toward this end, Imagine! distributes informational materials and sponsors or participates in forums to reach Boulder County families, childcare providers, and health-related professionals. Individuals in the community need to be informed and educated about developmental

delays and disabilities and how to apply for services. In addition Imagine! sends quarterly newsletters to eligible children and families, as well as interested community partners on a quarterly basis. Children and Family Services staff are also members of many local groups. These groups actively work to better meet the needs of children and families in our community through provision of services that are individualized, strength-based, culturally competent and family centered.

495 children were referred to Imagine! for evaluation during the period. Of this number, 321, or approximately 65%, were determined eligible for services. 89 were determined not eligible, and the other 85 withdrew or did not complete the developmental evaluation process. A summary of the referrals by month is shown below.



Graph A. Referrals by Month

## Children's Extensive Support

Children's Extensive Support (CES) is intended to provide needed services and supports to eligible children under the age of 18 years of age in order for the children to remain in or return to the family home. Waiver services are targeted to children having extensive support needs, which require direct human intervention on a consistent basis. The behavior or medical condition must be considered beyond what is typically age appropriate. Available services include personal assistance, household modification, specialized medical equipment and supplies, professional services, and community connection services. We served 160 kids in the CES waiver in fiscal year 2016. There is no wait list in the program.

## Family Support Services

Family Support provides an array of supportive services to the person with developmental disabilities and his or her family when the person remains within the family home thereby preventing or delaying the need for more costly and less effective out of home placements. Family Support includes information and referral, financial assistance, and respite care. More than 1537 families and their children were eligible for assistance in this program. (Not including those under the age of three in the Early

Intervention Program.) Operating under the direction of Imagine! with the oversight and advice of a local "Family Support Council" composed of family members and staff, the program is extremely responsive to family needs. While officially a "State" purchased support, Imagine! has over the years requested and received County funding to expand this program to serve far more families than would have otherwise received assistance from the State funded program alone. We currently receive funding from the State for 71 families. Using County funds we limit our support to each family who makes a request. Family Support Services provided grants to 324 families in their role as primary caregivers for a family member with a developmental disability living in the family's home last year. Table 11 illustrates the services supported by type and percentages.

**Table 11. Type of Family Support Services** 

Service Type	Percent
Therapeutic Recreation	19%
Respite	25%
Behavioral Therapy	16%
<b>Professional Services</b>	17%
Assistive Technology	6%
Other Services	17%
Total	100%

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## Autism Spectrum Disorder (ASD) Services:

While Autism is recognized as a developmental disability nationally, an individual is eligible for State funding for assistance in Colorado only if he or she meets the definition of developmental disabilities for the State of Colorado where criteria are based on cognitive and adaptive skills assessments as well as diagnoses. An individual with an ASD diagnosis may have test scores on cognitive and adaptive skills tests that are too high to meet state criteria for I/DD yet still have significant needs for therapeutic supports. Through the use of local tax dollars, Imagine! is providing limited assistance to 48 individuals with ASD between the ages of 5 and 26. The majority of the children receiving assistance in our local ASD program are above the age of 6, and would most likely not receive any assistance in the State program. Imagine!'s intention is to review the budgeted dollars for the ASD program and possibly enroll more participants as dollars allow. Table 13 illustrates the services supported by type and percentages.

**Table 13. Autism Spectrum Disorder Services** 

Service Type	Percent
Behavioral Therapy	11%
Complementary/Alt Therapy	4%
Family Assistance	10%
Psychology/Counseling	14%
Social Integration Services	16%
Therapeutic Recreation	24%
Equipment/Supplies	14%
Other	7%

# III. Cost Breakdown and Cost Methodology for Developmental Disability Services

Over 3,400 children, families, and adults in Boulder County are served by Imagine! While some individuals need personal care for eating, dressing, bathing, and toileting, others may need monitoring of oxygen or g-tube feeding, while others may have behavioral challenges, psychological, medical or mobility needs. Many individuals need assistance with transportation, cooking, money management, job placement, or assistance in accessing general services in the community. However, each service area has a financial ceiling based on funding and the support needs identified in the individual's Service Plan. The state's Division for Developmental Disabilities and Department of Health Care Policy and Financing establishes the rates and expenditure ceilings for Medicaid services. Increases to funding can only be adjusted by an amendment to the Service Plan by the Case Management, which is then submitted to the Division for Developmental Disabilities. For an adjustment to be considered, Case Managers include an analysis demonstrating that the individual requires an increase in services based on life changes. State staff review and determine whether the request meets criteria for a change.

Imagine! follows the rate setting levels established by the State. Medicaid services have mandated rates established by the state. In those instances, Imagine! is required to use the state-imposed rate structure as a maximum rate per service. In order to manage cost decisions, an expenditure methodology based on tiers is used to track average and projected costs. The tiers are established by the state and are based on the assessment of support needs of the individual including behavioral health needs and activities of daily living among other clinical factors listed in Tables 4 and 5, in addition to ongoing individualized risk assessments. Additional cost factors inclusive of the average rate of service include ancillary service costs such as case management and durable medical equipment. The Supported Living Program has an overall authorization limit for individuals in the waiver known as the Service Plan Authorization Limit (SPAL). The authorization limit is listed below. The following charts report average prior authorized units (PAR) per person for adult and children and family services as of June 30, 2016 for consumers serviced through Imagine!

Table 14. DD Comprehensive Services PAR Breakdown by Tier

SIS Level	Average PAR Per Tier
1	\$39,832
2	\$53,576
3	\$65,361
4	\$76,228
5	\$87,507
6	\$114,057
7	\$145,989

Table 15. Supported Living Services SPAL Limits by Tier

SIS Level	SPAL
1	\$12,998
2	\$17,378
3	\$19,550
4	\$22,485
5	\$27,064
6	\$35,576
Average PAR	\$19,320

Table 16. DD Children's Extended Services PAR

SIS Level	Average PAR
No SIS level used	\$23,000

# III. Evidence of Fiscal Responsibility

Imagine! is audited yearly by the State of Colorado. The audits and monthly financial statements are reviewed by the Finance Committee of the Board of Directors. The full Board reviews and approves the annual budget.

## IV. Collaboration

Imagine! contracts with well over 200 individual professional contractors, host home providers, therapists, and developmental disability organizations in Boulder County. In addition, Imagine! works closely with The Association for Community Living to exchange information and improve communication with individuals and families receiving services. Imagine! also has an MOU with Boulder County Aging Services to create an aging and disabilities information and referral network, known as the ARCH (Aging Resource Centers for Help). Additionally, Imagine! works closely with the local mental health center, school districts, child find teams, and RCCOs among others.

## V. Environmental Sustainability

Imagine! recycles in all of our facilities, encourages biking to work, and owns several hybrid vehicles. In 2016, Imagine! received a Green Business Gold Award from the City of Lafayette for our sustainability efforts. Our new Bob and Judy Charles Smart Home in Boulder and Charles Family Smart Home in Longmont incorporate green technologies and building techniques that help reduce energy costs, limit impacts on the environment and human health and enhance individual lives as well as our neighbors' lives. Included in these homes are geothermal heating and cooling, photo voltaic cells, a solar thermal system, recycled building products, energy efficient lighting, insulated walls and flooring with solar storage, and low flow bath and showers.

# VI. Report Distribution

The format for this report is based on the Mill Levy report methodology used Developmental Disabilities Resource Center in Jefferson County. We are grateful for their permission to use their approach.

This report will be available on the Imagine! website at www.imaginecolorado.org. Hard copies of the report will be provided on request.