



# Passport Evaluation: Phase 1

Ministry of Community and Social Services

Executive Summary

June 2008



# Executive Summary

The Ministry of Community and Social Services (MCSS) created the Passport initiative to provide opportunities for individuals with developmental disabilities who have left school and want to find more ways to participate in their community. MCSS engaged Deloitte to assess the extent to which the program has met its intended objectives, identify potential areas for improvement, and identify lessons learned related to change management and building community capacity.

The purpose of the Phase 1 review of the Passport initiative was to:

- Determine the extent to which the delivery of Passport reflects the goals, target population, key components and administration as identified in the Passport guidelines;
- Identify potential areas for improvement; and
- Identify lessons learned and emerging promising practices related to the delivery of Passport.

Passport is a leading initiative in the developmental services transformation landscape. It is intended to be aligned with the transformation goals:

- Streamlined access to community participation supports;
- A more standardized approach to eligibility and funding determination;
- Stronger linkages with the education sector to inform proactive transition planning across life stages, particularly into adulthood; and
- The introduction of direct funding resulting in more choice and flexibility for individuals and families.<sup>1</sup>

The Passport initiative consists of three key components: planning, funding, and mentoring. These three components are the basis for the implementation review. In addition, the Deloitte team included the administration of Passport as a major area of focus for the review.

The consultation plan for the review was comprehensive. Participating stakeholders included participants and families, MCSS regional offices, MCSS corporate staff, Passport designated agencies, and transfer payment agencies from all nine MCSS regions in Ontario. The information obtained through these consultations identified some promising practices and systemic barriers. In general, the implementation of the Passport initiative reflects the Passport guidelines, as developed by MCSS. For example, all regions use the Ministry tools for assessing applicants' eligibility and level of need. The overall findings are discussed below for the planning component, the funding component, the mentoring component, administration of Passport, and other aspects of Passport.

## **The Planning Component of Passport**

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<sup>1</sup> Ministry of Community and Social Services, Request for Services for VOR Arrangement OSS-074309 for Program Evaluation and Performance Measurement Services, June 11, 2007, p14.

Transition plans and/or personal plans are encouraged through the Passport initiative in order to inform the individual's participation in community activities. Some challenges were apparent when analyzing the information gathered in consultations and participant and family surveys. For example, each individual is required to complete a transition plan when leaving the education system, yet very few transition plans were submitted with the Passport application across the province. Some regions offset this challenge with the involvement of a transition coordinator, information forums, and a service provider resource guide to assist with both transition plans and personal plans.

### **The Funding Component of Passport**

Passport funding assists individuals to participate in community activities by assisting with the financial cost of services. Some challenges have arisen in terms of accountability and the identification of qualified support workers. To ensure accountability for use of funds, worker safety and tax requirements, one region has ensured the completion, signing, and compliance with an accountability contract between the designated agency and the individual and/or family member. To assist in the identification of qualified support workers, one region has developed a relationship with a local college program so that college students work with Passport participants as part of an educational internship.

### **The Mentoring Component of Passport**

The mentoring component of Passport is coordinated through Ontario's Community Inclusion Project: *"It Takes a Village Where All People Belong"* and has been well received in the schools in which it is offered. The component has yielded positive results because it offers an experience based on the individual's interests. Furthermore, it offers the mentors an opportunity to develop their leadership skills and share their experiences of transitioning from the education system to the community. Some challenges have arisen due to the nature of the component. For example, mentoring is a relatively small initiative and not delivered widely throughout the province; therefore information is communicated mostly by word of mouth and results in some inconsistent messaging. In addition, there is some difficulty in identifying suitable mentors.

### **The Administration of Passport**

MCSS Program Management Division and designated agencies collectively manage and administer the Passport initiative throughout Ontario. Each of the nine regions has a unique structure for the administration of Passport, in which some regions also involve access mechanisms, or community committees. Four main types of delivery classifications are described in the following figure (Figure 1). The four broad types of administrative structures are classified as:

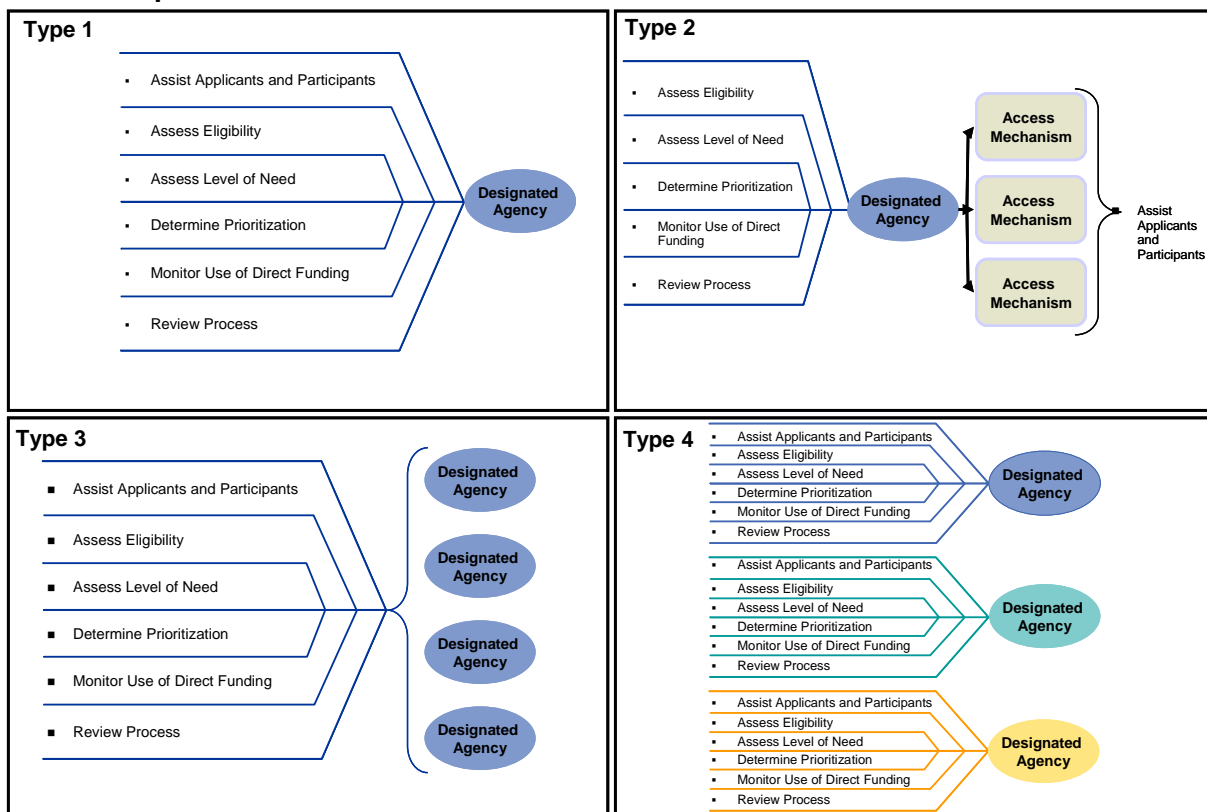
**Type 1:** Single designated agency

**Type 2:** Single designated agency with multiple access mechanisms

**Type 3:** Multiple designated agencies with coordinated services and decision-making procedures

**Type 4:** Multiple designated agencies with separate services and decision-making procedures

**Figure 1: Four General Types of Administrative Structures for the Administration of the Passport Initiative**



Despite the different structures of administration, most of the regions have attempted to standardize the administration of Passport across multiple stakeholders. For example, one region with multiple designated agencies periodically tests the validity and consistency of the application of the Ministry and regional tools for eligibility, level of support, and prioritization.

Stakeholders, specifically designated agencies and MCSS regional offices, have indicated that there is an insufficient amount of funding for the administrative costs of Passport delivery. The amount of time required to administer the initiative is not fully funded as the majority of Passport allocation is used for funding participants. For example, the last round of funding for participants was not supplemented with

any administrative funding. Participants and families have also indicated a significant amount of administration with direct funding. Invoices and other paperwork are required to be submitted to the designated agency at regular intervals (e.g. bi-weekly). While most participants and families indicated that there was a relatively steep learning curve in completing these tasks, many also indicated that once they understood the process, it became routine. Assistance from the designated agency and similarities between Passport funding and Special Services at Home funding procedures also eased the workload.

### **Other Practices and Aspects of Passport**

There are three main topics regarding practices and aspects outside of the three components and the administration of Passport: the advisory committee, language, urban/rural/northern geography.

1. The Passport initiative requires each region to have an advisory committee to assist in the maintenance of accountability and quality assurance in the delivery of Passport. The specific role and objective of the advisory committee are not well understood in many regions.
2. Individuals, whose first language is not English, have a harder time accessing support and services than individuals whose first language is English. In addition, the language used for the Passport initiative is confusing for all participants and families. For example, most participants and families do not understand the difference between “qualifying for Passport” versus “being prioritized for Passport”. In addition, the name “Passport” was confusing for individuals. It was felt that the name of the initiative did not capture the intent and was often confused with a federally-issued passport that is used for traveling.
3. The geography of a region leads to unique challenges. A large city centre experiences challenges with large, dense populations with a larger proportion of individuals moving into that region. Thus, due to portability, there is an unfunded pressure for the designated agency. In contrast, rural and remote areas may span a large, isolated geographic area and could present issues such as transportation availability and cost.

By acknowledging these practices and barriers, MCSS can identify which are applicable, and therefore can be used to improve the delivery of the Passport initiative. In addition, the Deloitte team created a voluntary survey for all Passport participants and their families. Results were used to validate initial findings.

Overall, the Passport initiative is considered to be a positive experience for all stakeholders. Passport participants and families want choice when it comes to selecting services and supports. Choice and flexibility are the cornerstones of the Passport initiative. Participants and families are willing to embrace more administrative work associated with direct funding, in order to choose their services and supports.

Some challenges were identified in the review with regard to the implementation of Passport. The most significant conclusions and associated recommendations are listed below under the categories of change management, building community capacity, and accountability and governance. A full list of recommendations can be found in Appendix A.

**Change Management**

The flexibility of Passport allows for a region to customize the initiative while maintaining a level of consistency through the use of the Passport guidelines.

<b>Recommendation</b>	
1.1	The Ministry should create a list of goals and objectives for Passport and identify measurable attributes of each so that they can be tracked in all nine regions to ensure consistency (e.g. prioritization criteria).

Stakeholder consultations and survey results indicate that Passport participants and their families appreciated the choice between direct funding and transfer payment agency funding.

<b>Recommendation</b>	
2.1	The Ministry should support regions by acknowledging that administering Passport for a large portion of individuals with direct funding has an impact on the administrative effort and procedures. As a result, the Ministry should reflect this impact on administrative effort with increased funding for designated agencies.

The expectations regarding the value and necessity of the planning component as an essential ingredient of Passport need clarification. It is not clear who is responsible for writing, implementing, and monitoring transition plans.

<b>Recommendation</b>	
6.1	The Ministry should develop a policy to outline various stakeholders’ roles and responsibilities for students who have recently left the school system (e.g. one to two years) as well as individuals who have been out of school for more than two years. Proactive planning should be encouraged. At the regional office level, linkages should be developed and maintained between MCSS and the education sector.

Direct funding causes challenges for participants and family members with regard to managing supports and services.

<b>Recommendation</b>	
8.1	Designated agencies should compile a list of the local resources to accommodate this challenge. It is also recommended that designated agencies contact local colleges in attempt to develop an internship program through a personal support worker program or similar.

Effective communication across all aspects of Passport is key for individuals, families, community agencies and educators to successfully deliver the components, including planning, funding, mentoring, and administration.

Recommendation	
9.3	Designated agencies should develop methods to distribute clear information about funding options and uses of Passport funding to participants and their families. Examples include an information forum for approved individuals to discuss Passport, or a mail-out with information. Each region must take their geography and population into account in order to create and implement a method that is suitable for their area.
9.4	The Ministry should develop and distribute a glossary of terms to designated agencies, transfer payment agencies, applicants, and participants.

## Building Community Capacity

While the target population, as defined in the Passport guidelines, is adhered to, there is some confusion regarding the definition of the target population.

Recommendation	
12.1	The Ministry should clarify the target population definition in the Passport guidelines, with a focus on the term “transition” in an attempt to develop an understanding among stakeholder groups.

Demand for Passport funding exceeds the funding allocation for the Passport initiative. In some cases, the amount of funding per individual is not enough to cover the cost of participants’ community access supports.

Recommendation	
14.1	The Ministry should work with designated agencies to evaluate funding assumptions for level of support against actual participant profiles.

The Mentoring component has resulted in some success but remains a smaller and somewhat not completely understood initiative.

Recommendation	
15.1	Mentor coordinators should develop and distribute consistent and wide-spread communication materials throughout Ontario, regardless of the presence of the initiative in that local area.
15.3	Although the mentoring goals, roles and responsibilities are explained in Appendix A of the Passport guidelines, the Ministry should increase the level of detail or create a stand alone policy guide for the mentoring component.

## Accountability and Governance

According to regional business plans and consultations, business practices and accountability measures are relatively consistent with the Passport guidelines.

Recommendation	
18.2	<p>The designated agency should be responsible for ensuring the completion, signing, and compliance with an accountability contract between the designated agency and the participant or family member if a participant and family choose direct funding.</p> <p>The accountability contract will detail the roles and responsibilities of each party. Designated agencies should refer to Appendix D of the Passport guidelines to assist in the development of an accountability contract.</p>
18.3	<p>The Ministry should develop protocols for sharing information in order to systematically review participant profiles for other supports including Special Services at Home (SSAH), ODSP employment supports, or enrollment in the education system.</p>

The degree to which Passport delivery successfully reflects equitable funding across the province by using a common application form is unknown.

Recommendation	
20.1	<p>The Ministry should develop “sample applicants”. All nine regions should use Ministry and regional tools to score the applicant. The results can be compared and analyzed for province-wide consistency and equitable funding.</p>

Passport is a valued initiative that improves individuals’ ability to participate in the community, whether through employment, voluntary, social or recreational opportunities. The Passport initiative has not yet fully matured. For example, a three-year funding cycle has not yet been completed by any participant. Addressing these recommendations will improve the quality of the initiative by better responding to stakeholder needs and issues. As developmental services transformation evolves and Passport’s success increases, this initiative will act as the standard against which other initiatives and programs can be measured.

## Appendix A – List of Recommendations

Issue	Recommendation	Priority
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	Issue	Recommendation	Priority
1.1	The flexibility of the guidelines with regard to funding and eligibility has the potential to compromise some provincial consistency.	The Ministry should create a list of goals and objectives for Passport and identify measurable attributes of each so that they can be tracked in all nine regions to ensure consistency (e.g. prioritization criteria).	Low
2.1	The choice to use direct funding was much higher than was anticipated. As well, there is little evidence that indicates that individuals will switch from direct funding to transfer payment agency funding in the near future.	The Ministry should support regions by acknowledging that administering Passport for a large portion of individuals with direct funding has an impact on the administrative effort and procedures. As a result, the Ministry should reflect this impact on administrative effort with increased funding for designated agencies.	Low
3.1	Very few stakeholders made use of or found the planning guide to be helpful.	Designated agencies should continue to make the planning guide available to applicants and participants through all available channels. At present, there is no indication that further revision of the guide is necessary.	Low
4.1	Approximately half of the regions strongly favoured a standard provincial prioritization tool to improve consistency, while the other half of the regions indicated the need for regional flexibility in the prioritization tool.	<p>The Ministry should engage stakeholders from all regions in a forum to discuss the advantages and disadvantages of a standard prioritization tool. As a result, MCSS can make an informed decision on whether or not to develop and implement a standard tool.</p> <p>If a standard tool is the outcome of the forum, the tool must be flexible enough to accommodate some regional characteristics.</p>	Low
6.1	It is not clear who is responsible for writing, implementing, and monitoring transition plans.	The Ministry should develop a policy to outline various stakeholders' roles and responsibilities for students who have recently left the school system (e.g. one to two years) as well as individuals who have been out of school for more than two years. <b>Proactive planning should be encouraged. At the regional office level, linkages should be developed and maintained between MCSS and the education sector.</b>	Medium
6.2	It is not clear what level of detail is required for a transition plan.	The Ministry should describe the level of detail it requires. A high level plan could include elements such as interests and dreams of the individual; whereas a detailed plan could include specific activities that the individual would take part in to participate in the community.	Medium

	Issue	Recommendation	Priority
6.3	Transition plans developed in the school system are not used for Passport.	<p>The Ministry should revise the Passport application and guidelines in order to facilitate the use of transition plans.</p> <p>For applicants who are leaving the school system or have left the school system in the past two years, the Passport application should require the submission of the education transition plan. For those who have been out of the school system for over two years, the application should require a person-centred plan such as a life plan.</p> <p>In addition, the Ministry should revise the Passport guidelines to include the sharing of transition plans between the local school board and the designated agency, at the approval of the individual and/or family.</p>	Medium
8.1	There is a difficulty in many regions in identifying qualified support workers.	Designated agencies should compile a list of local resources to accommodate this challenge. It is also recommended that designated agencies contact local colleges to try to develop an internship program through a personal support worker program or other similar program.	Low
8.2	Individuals receive a fixed allocation of Passport funding for three years while support worker wages and agency costs will likely increase.	The Ministry should track average wages and agency prices to determine if there is a significant increase over the three year time period. After a three year period, analyze the trends to determine if a strategy is needed to mitigate the wage growth.	Low
9.1	The introduction of Passport has the potential to increase competition among transfer payment agencies due to the process of developing costs for their services.	Transfer payment agencies should increase the transparency in their costing of services. This may involve including the cost of services in a resource guide for individuals.	Medium
9.2	Individuals and family members do not have a clear understanding of the services and supports available to them after leaving the school system.	<p>Designated agencies should work with local schools and school boards in order to present service and support options to individuals and their families who are leaving the school system in the near future, or who have recently left the school system.</p> <p>Designated agencies should coordinate and host an information session to explain the importance of developing personal plans as well as providing service and support options. In addition, a resource guide could be developed to include a list of local agencies and services available to assist individuals with planning.</p>	Medium
9.3	Approved participants and their families are at times unclear about their options for Passport funding and acceptable uses for Passport funds.	Designated agencies should develop methods to distribute clear information about funding options and uses of Passport funding to participants and their families. Examples include an information forum for approved individuals to discuss Passport, or a mail-out with information. Each region must take their geography and population into account in order to create and implement a method that is	Medium

	Issue	Recommendation	Priority
		suitable for their area.	
9.4	There is confusion around Passport language such as “qualifying”, “approved”, and the name “Passport”.	The Ministry should develop and distribute a glossary of terms to designated agencies, transfer payment agencies, applicants, and participants.	High
10.1	Regional differences in what is an acceptable use of funding may create challenges for individuals relocating within the province.	Designated agencies should acknowledge that there is some flexibility for acceptable uses of funding when an individual moves into their region with Passport funding.	Low
10.2	Agency differences in administrative and brokerage fees may create challenges for individuals relocating within the province.	The Ministry should ensure the agencies are consistent in their application of administrative and brokerage fees.	Low
10.3	It is perceived that portability causes unfunded financial pressure on the region that receives the participant. Furthermore, some communities are more likely to receive funded individuals than others within the province.	The Ministry should reserve a certain percentage of funding to assist the designated agencies in those places where individuals are relocating within the province. At each year end, the Ministry should reevaluate the distribution and balance of funds to each region.	Low
11.1	Role of the advisory committee is not well understood by stakeholder groups.	The Ministry should clearly communicate the current and ongoing role of the advisory committee, including how the committee can be involved in the delivery of Passport.	Low
11.2	The three components of Passport are not well integrated in most regions.	The Ministry, designated agencies, and other stakeholders should focus on the integration of the three components of Passport via partnerships or collaborative opportunities. As an example, the mentor coordinator could be included as part of the community advisory committee, or mentors could assist educators as they develop IEP transition plans for students by providing information and support.	Low
12.1	It is not clear what the target population of Passport is. In addition, there is no clear definition of the term “transition”.	The Ministry should clarify the target population definition in the Passport guidelines, with a focus on the term “transition” in an attempt to develop an understanding among stakeholder groups.	Medium

	Issue	Recommendation	Priority
13.1	There are some relatively small discrepancies between actual number of individuals served and service targets.	The Ministry should monitor the data on individuals served and service targets over a relatively long period of time to determine any persistent over or underachieving of targets.	Low
13.2	There is not always specific funding for the administrative costs of Passport.  A few of the designated agencies are funding the increase in cost of administration with unused Passport participant funding from the previous year.	The Ministry should re-establish a ratio such that administrative funding is coupled with service allocations to the regions.	High
14.1	The amount of funding per individual is not enough to cover the needs of the participant.	The Ministry should evaluate funding assumptions for level of support against actual participant profiles.	Medium
15.1	Stakeholder knowledge about the Mentoring initiative is not consistent province-wide or across ministries.	Mentor coordinators should develop and distribute consistent and wide-spread communication materials throughout Ontario, regardless of the presence of the initiative in that local area.	Low
15.2		Mentor coordinators should continue to connect with administration at local school boards as well as teachers and guidance counselors at local schools.	Low
15.3	There is difficulty in identifying suitable mentors.	Mentor coordinators should develop a systematic method for identifying potential mentors and capturing the information in a provincial database. This will increase the ability to match mentors locally and "at a distance".	Medium
15.4	There is no formal mentoring policy guide.	Although the mentoring goals, roles and responsibilities are explained in Appendix A of the Passport guidelines, the Ministry should increase the level of detail or create a stand alone policy guide for the mentoring component.	Low
15.5	There are no formal partnerships between the Ontario Inclusion Project and self advocate groups such as People First Ontario	Mentor coordinators should develop formal relationships with self advocate groups to reflect the Passport guidelines.	Medium
16.1	Regional geography and population density account for some differences in acceptable uses of Passport funding.	The Ministry should encourage regions to develop local solutions that address region-specific issues to assist participants to access the community. An example of issues includes transportation challenges. Where a lack of local public transportation inhibits individuals from accessing community activities, designated agencies should allow for a percentage of funding to be used directly or indirectly for transportation.	Low

	Issue	Recommendation	Priority
17.1	The review process presents an opportunity for regions with multiple designated agencies to increase the consistency in regional decision-making.	In regions with multiple designated agencies, one common review process with predefined decision-making parameters should be shared among all designated agencies to ensure consistent decision-making.	Low
18.1	There is a potential for a conflict of interest if designated agencies are assisting applicants as well as making funding decisions.	The designated agencies should develop a policy to address potential conflicts of interest (if not already completed).	Medium
18.2	Many participants and their family members do not have a clear understanding of the accountability for Passport funding, including use of funds, worker safety, and tax requirements	<p>The designated agency should be responsible for ensuring the completion, signing, and compliance with an accountability contract between the designated agency and the participant or family member if a participant and family choose direct funding.</p> <p>The accountability contract will detail the roles and responsibilities of each party. Designated agencies should refer to Appendix D of the Passport guidelines to assist in the development of an accountability contract.</p>	Medium
18.3	Stakeholder groups do not have a clear understanding of the accountability for sharing information.	The Ministry should develop protocols for sharing information in order to systematically review participant profiles for other supports including Special Services at Home (SSAH), ODSP employment supports, or enrollment in the education system.	Medium
20.1	There is not enough information to draw a conclusion about equitable funding across the province.	The Ministry should develop “sample applicants”. All nine regions should use Ministry and regional tools to score the applicant. The results can be compared and analyzed for province-wide consistency and equitable funding.	High
21.1	There is a need to measure various activities in order to determine the compliance to particular timeframes.	<p>Develop a systematic method for measurement, including the time frames associated with each of the following activities:</p> <ul style="list-style-type: none"> <li>• MCSS determining the allocation for each region for Passport</li> <li>• MCSS regional offices announcing the allocation to the designated agencies</li> <li>• Designated agencies making decisions on individuals and amounts funded</li> <li>• Participants and families making a decision regarding the type of funding and services they will use</li> </ul>	High

	Issue	Recommendation	Priority
21.2	Scoring the eligibility, level of support, and prioritization of all applicants is time consuming for designated agency.	Designated agencies should score applications when they are received rather than at the time of an allocation.	High

## Appendix B – Regional Implementation Descriptions

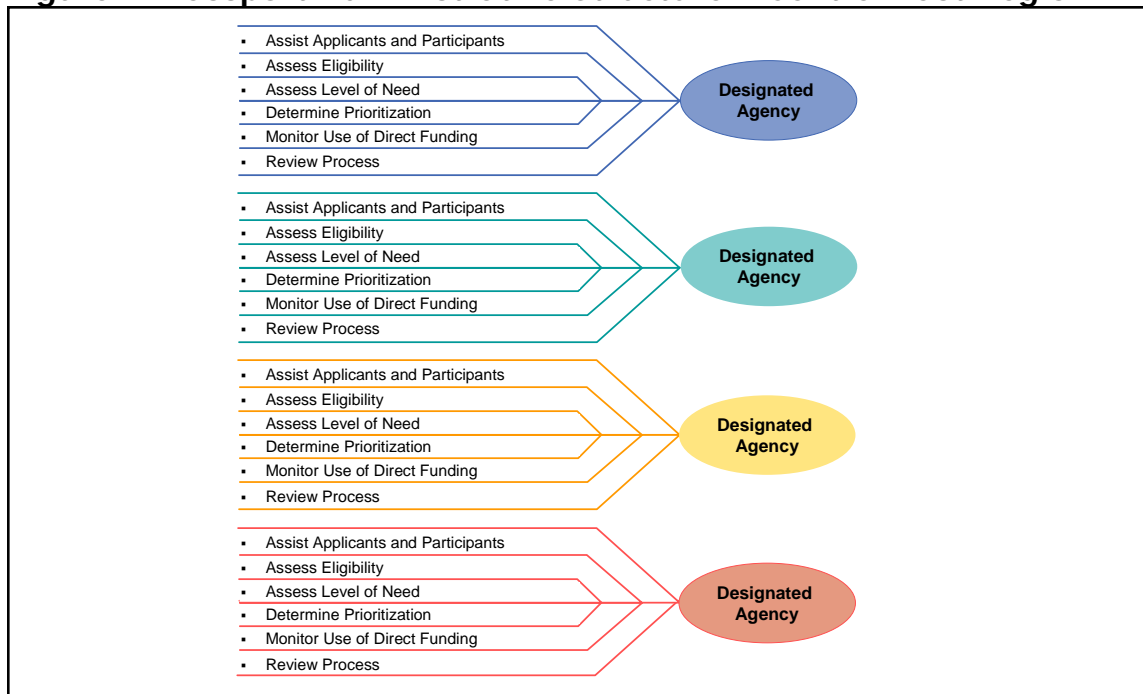
The following appendix describes the nine regions delivering the Passport initiative. Each of the regions will be described in terms of their current business model according to business plans (submitted 2006) and information gathered in stakeholder consultations as part of the Passport review. Emerging themes are also discussed for each region. These emerging themes were gathered through the stakeholder consultations. Topics were considered emerging themes if they were mentioned by at least two stakeholder groups within the region.

## Central East Implementation

### The Business Model

In the Central East Region, there are four designated agencies that administer the Passport initiative. Each of the four designated agencies administers Passport separately (Figure 2). Applicants submit their application to the designated agency in the quadrant in which they live. The local designated agency assesses all applicants for eligibility, level of support, and prioritization. Each region uses the Ministry tools for eligibility and level of support and the Central East Region prioritization tool to determine prioritization. The four quadrant leads are in close communication and work together to ensure a regional consistency in the application of Ministry and Regional tools.

**Figure 2: Passport Administrative Structure – Central East Region**



### Emerging Themes from Stakeholder Consultations

#### 1. Central East has self reported a high volume of portability in comparison with other regions

The Central East region has ample experience in the relocation of Passport participants within the quadrants of its own region. When a participant moves away from Central East region into a different region, the funding from Central East region follows the participant for three months, and then the funding allotment is transferred to the new region. This can potentially lead to a service and/or funding pressure.

#### 2. Portability becomes a bigger issue with multiple jurisdictions within a region

Since the Central East region has identified four separate designated agencies, there is an increase in administrative work when a participant relocates to one of

the other areas in the four quadrants. In the case of relocation within the region, the funding follows the participant to the other designated agency until the end of the three year term.

### **3. York Region accommodates children from other regions in residential day programs**

Central East region feels that the prevalence data is skewed due to the large number of residential programs in the region. Many children from other regions go to the Central East Region for residential day programs. When students from residential day programs transition from high school many students want to stay in the community that they have been living in for the past few years. In turn, it creates an unfunded impact on the Passport initiative and potentially developmental services as a whole.

### **4. Trained support workers are difficult to find and identify**

It was reported that there is difficulty finding and identifying qualified support workers. Families expressed concern with the time required to train workers and the increasing costs of hiring workers with formal experience in the developmental services field. They felt that a centralized list of available workers in the region would be helpful when hiring workers.

### **5. Employer/employee relationship for direct funding participants is not clear**

Most stakeholders are unclear about details surrounding support workers hired with Passport funding. The relationship between the parent and the worker in terms of liability, taxes, and training is not clearly understood. In addition, it is difficult to find qualified support workers. Families would like more guidance regarding the details of the employer/employee relationship, and their responsibilities.

### **6. Relationship between SSAH and Passport funding remains unclear**

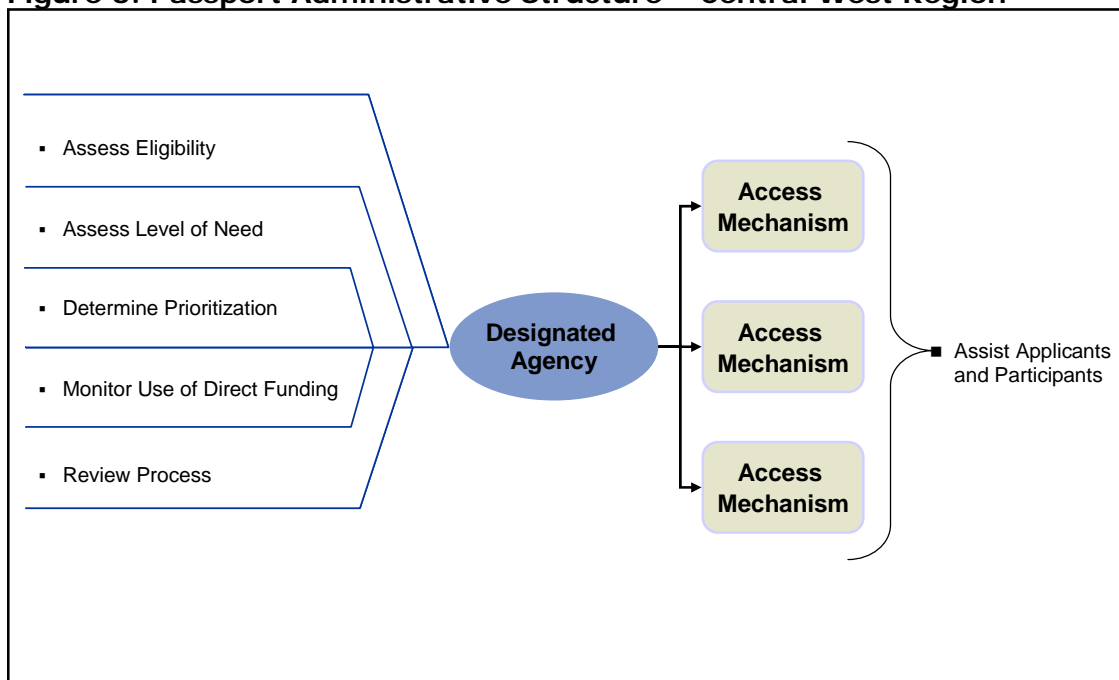
Stakeholder groups are unclear regarding the affect of SSAH on Passport funding. Reported inconsistent messaging and inconsistent experiences further complicate the issue. Selected participants and family members expressed that their SSAH funding had been decreased as a result of Passport funding. In addition, some Transfer Payment Agencies were not clear on how to advise families and reported receiving inconsistent messages from MCSS.

## Central West Implementation

### The Business Model

The Central West Region administers Passport through one central designated agency. The regional coordinator from the designated agency works with various local coordinators from access mechanisms to deliver Passport (Figure ). Passport applications are submitted to the local coordinator in the area in which the applicant lives. The local coordinator is available to meet and assist the individual and family to complete the application as well as a regional supplemental form and submits both to the regional coordinator. The regional coordinator uses the application and supplemental form to make funding decisions based on Ministry tools for eligibility and level of support, as well as a regional prioritization tool based on the considerations outlined in the Passport guidelines.

**Figure 3: Passport Administrative Structure – Central West Region**



### Emerging Themes from Stakeholder Consultations

#### 1. Passport has brought the community together

Schools, agencies, communities, and families have started to communicate better as a result of the implementation of Passport. In the Region of Peel, all approved families were invited to a forum to discuss the options related to Passport. The designated agency and other agencies were in attendance to explain programs, activities, and administration. Further, families have started to network with each other to develop creative ways to pool resources.

#### 2. Administrative costs of Passport exceed the administrative allocation

The administrative costs at the regional office and at the designated agency are significantly higher than the allocation from MCSS corporate. It is understood that maximum funding should be allocated to service delivery, however, there is a need

to supplement the increase in service funding with administrative funding. At present the MCSS regional office is supplementing the administrative costs of Passport.

**3. The Central West Designated Agency has developed a fact sheet that has been helpful for participants and families**

The designated agency has developed a plain language fact sheet about Passport for participants and families in the region. The feedback has been positive and has proven helpful for families when making funding decisions and planning the use of funding.

**4. The Designated Agency Model with one regional coordinator and various local coordinators removes any potential conflict of interest in decision-making**

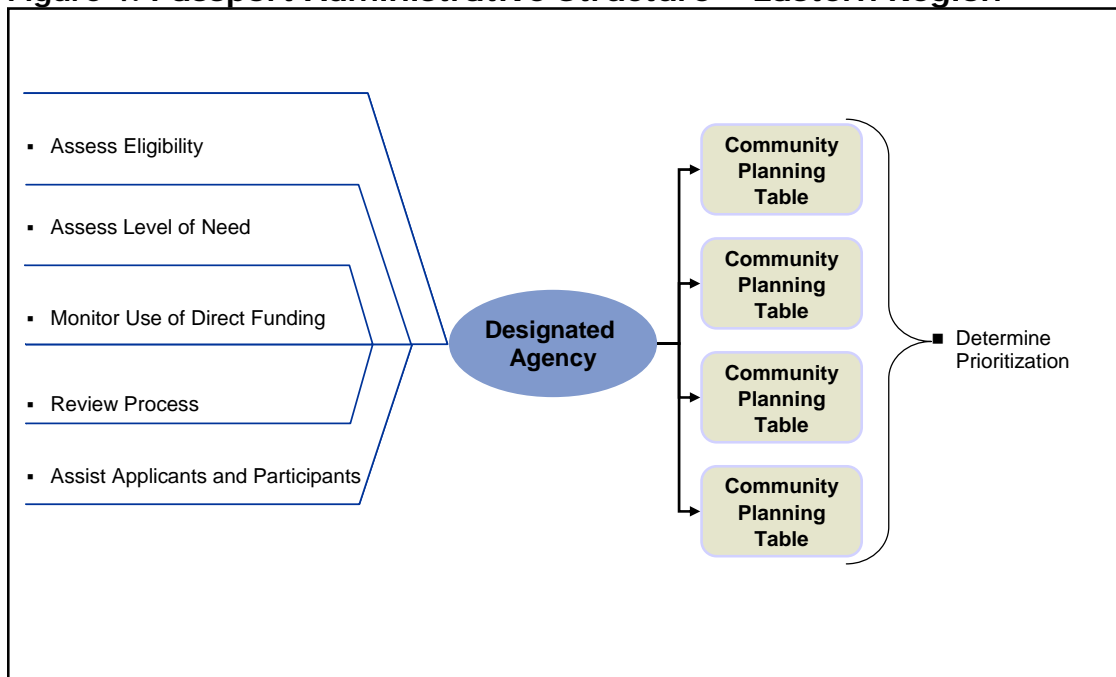
The designated agency model in Central West has decreased the potential for conflict of interest. Local coordinators are able to help families with applications and give information about agencies without a conflict of interest because the regional coordinator makes the funding decisions.

## Eastern Implementation

### The Business Model

The Eastern Region administers the Passport initiative through a single designated agency (Figure 4). The designated agency receives Passport applications and assesses them based on the Ministry tools for eligibility and level of support. If more information is required to complete the assessment, the designated agency will call the applicant or family member for clarification. All assessed applications are transferred to a local community planning table in the location in which the applicant lives. Local prioritization is determined by four community planning tables which include representation from stakeholders such as transfer payment agencies. The four prioritized lists of individuals are returned to the designated agency where the administration of funds is carried out.

**Figure 4: Passport Administrative Structure – Eastern Region**



### Emerging Themes from Stakeholder Consultations

#### 1. Eastern Region operates Passport in both official languages

The Eastern Region has two advisory and review committees so that all services are offered in both English and French. In addition, the region allocates 20% of all funding to francophone families based on the francophone population and prevalence in the region.

#### 2. Francophone individuals who receive Passport funding have difficulty accessing French services and support

Francophone individuals, who are approved and funded, have a significant difficulty locating French services or support workers. In one area, this has resulted in a high demand for the Mentoring initiative in one high school in Alexandria because it is one of the few supports offered in French. Individuals and families outside of the

Alexandria area, however, do not have access to the Mentoring initiative and have significant difficulty accessing all types of services.

### **3. Prioritization is determined by four local community planning tables**

The designated agency, the March of Dimes, does not prioritize Passport applicants because the agency is not directly involved in the developmental services sector community. Prioritization is determined by community planning tables. The designated agency becomes involved during the review process, increasing its ability to be objective.

### **4. Passport had a relatively small impact on Transfer Payment Agencies in the Eastern Region**

Approximately 80% of participants in the Eastern Region chose direct funding and do not purchase services from transfer payment agencies. Some agencies were disappointed in the small number of Passport recipients who chose agency services because they had invested in new workers and developed new programs.

### **5. From an advisory capacity, the three components of Passport are integrated in the Eastern Region**

The Francophone Advisory Committee includes the local mentor coordinator. This will support the integration of the components in the future. The outcome of this integration is still unknown as there have been few meetings to date.

### **6. Portability results in unfunded pressures for some regions**

An individual who moves within Ontario continues to receive funding from the region in which they live (with a three month carry over from the original region of residence). The region in which the individual moves to must fund the individual without an increase in allocated funds. This has created unfunded pressures.

### **7. There is concern that the writing style and quality of an application determines the level of funding**

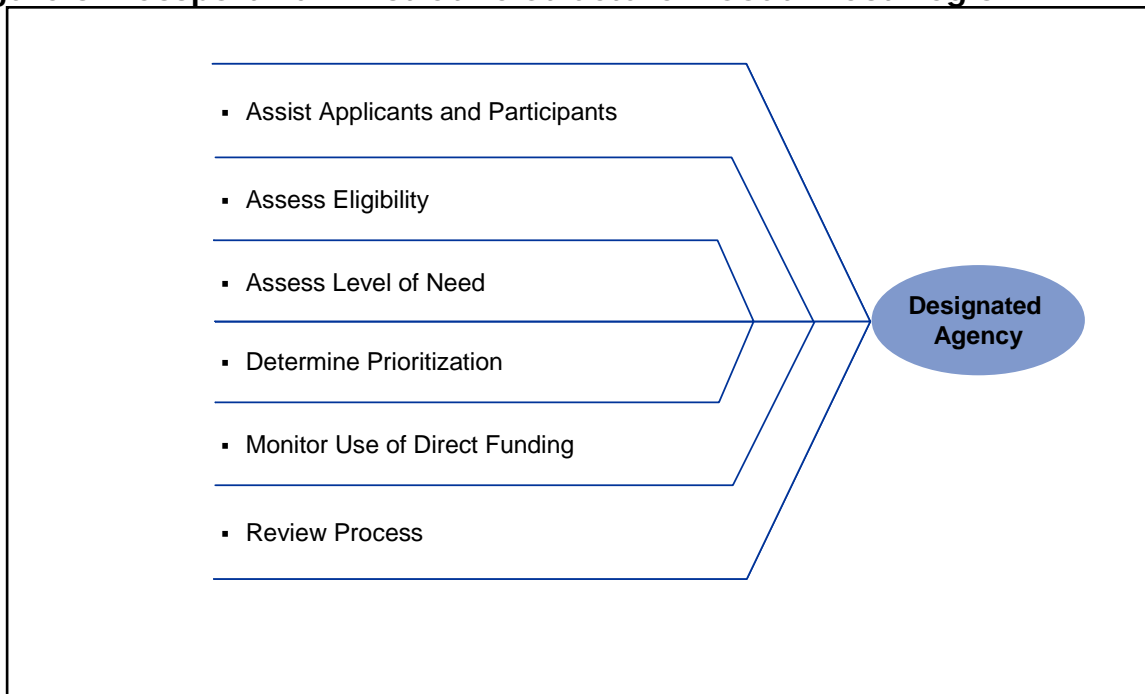
It is the sentiment in the region that the more sophisticated language that is included in the application, the higher the prioritization score. The region has identified that the quality has been affected by literacy, language or cultural issues. It is further speculated that the regional prioritization favours medical language in the application. This has not been empirically proven.

## South East Implementation

### The Business Model

The South East Region administers the Passport initiative through a single designated agency (Figure 5). The designated agency receives applications and assesses them based on the Ministry tools for eligibility and level of support. Prioritization of all applications is determined by using the regional prioritization tool based on the considerations outlined in the Passport guidelines as well as some region-specific considerations. Each criterion is given a score out of five and the sum is calculated. If applicants receive the same prioritization score, a random generation number tool (MSExcel) is used to rank the tied individuals. The designated agency manages the funding for all individuals in receipt of Passport.

**Figure 5: Passport Administrative Structure – South East Region**



### Emerging Themes from Stakeholder Consultation

#### 1. South East Region has a lower percentage of direct funding compared to the provincial average

The South East Region attributes its low uptake of direct funding to the strong relationship among MCSS, transfer payment agencies, and families. Transfer payment agencies have been using an individualized approach to day programs and have been emphasizing the importance of planning prior to the implementation of Passport.

#### 2. Stakeholders feel that individuals should receive Passport in addition to their current funded day support

It is a requirement of Passport that funded individuals must give up their existing day supports. Since many families require full day support (not just partial support), choosing Passport funding does not offer enough support for any given day or across the entire week. Both base-funded programs and Passport funding were seen to entirely cover full-time support.

### **3. Individuals in the South East have a case manager to assist them**

When an individual enters the Developmental Services Sector in the South East Region, they are assigned a case manager. The case manager assists individuals and families with applications for funding, the development of plans, and access to services. The case manager also works with the regional transition planners to inform and develop transition plans for students leaving high school.

### **4. The introduction of Passport has not affected the capacity of existing day programs**

Stakeholders emphasize that Passport funding has not had an affect on the capacity of existing day programs. However, it is assumed that Passport funding has resulted in a decrease in the number of individuals on the day support waitlist. This was not empirically proven.

### **5. An increase in service funding requires an increase in administrative funding**

While it is noted that there is a need for a significant increase in the amount of service funding to applicants, it was further emphasized that increasing the service funding directly also increases the amount of administration. Therefore, funding allocations should include service funding and a standard allowance for administration for staff and infrastructure.

### **6. South East Region is working with local Colleges to develop a placement program for students**

In attempt to offset the difficulty in identifying and training qualified support workers, the South East Region is developing a program in which local college students receive internship placements with Passport participants. The student gains experience in the developmental services sector and the participant and family gains a support worker with some level of training and qualifications.

### **7. The South East designated agency manages Passport funding for all individuals in receipt of Passport**

The designated agency authorizes payment for individuals who have chosen direct funding as well as for transfer payment agencies providing services to, or on behalf of, approved individuals. All parties complete a comprehensive, standardized invoice as 'proof of delivery' and each invoice is signed and witnessed by the individual, the worker and in the case of transfer payment agencies, the Financial Director. With the exception of the Designated Agency service contract, Passport funding is not included in Transfer Payment Agency Service Contracts.

### **8. Transportation limits participants due to a large geographic area**

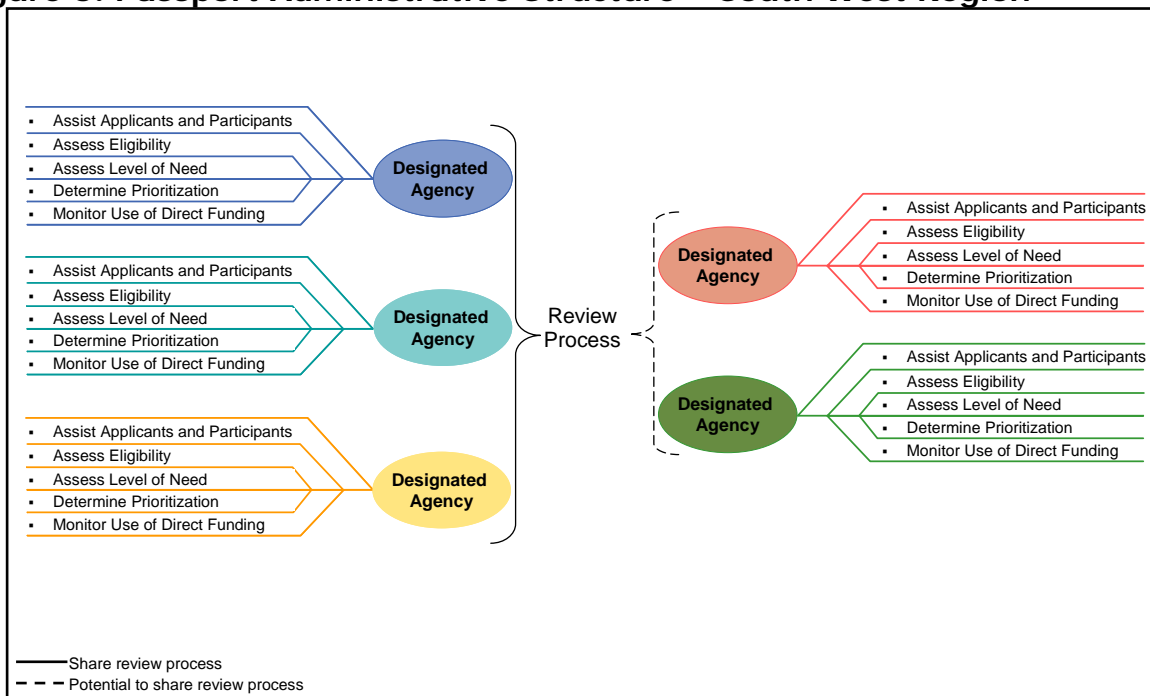
The South East Region is a large geographic area; therefore a large number of participants must travel to access services. Limited access to and the high cost of transportation limits some participants from participating in community activities.

## South West Implementation

### The Business Model

In the South West Region, the Passport initiative is administered by five separate designated agencies (Figure 6). Passport applications are submitted to the designated agencies in the area in which the applicant lives. The designated agencies assess the applicant using the Ministry tools for determining eligibility and level of support. Prioritization of applicants is done separately at each designated agency with the assistance of community planning tables. Funding and service targets are identified for each designated agency using a population and prevalence formula. The review process is currently shared for some of the designated agencies, with a potential to expand this common review process to all designated agencies in the region.

**Figure 6: Passport Administrative Structure – South West Region**



### Emerging Themes from Stakeholder Consultations

#### 1. There is concern in the South West Region about what happens when the three year funding is reviewed

Passport funding is allocated to an individual for three years, at which time the individual must reapply for the funding. Families are concerned that they will not receive funding after the three year time period.

#### 2. The individuals who are receiving Passport funding are successful in getting involved in the community

The concept behind Passport is well received by agencies, participants, and families. The individuals who are receiving Passport funding are able to access the community in a meaningful way due to the individualized focus. It was noted, however, that relatively few applicants were funded.

### **3. Passport has resulted in some instability for participants and agencies**

There is a delicate balance between agencies who develop new programs and participants who purchase them. Passport participants ask agencies to identify programs to potentially access. Agencies have difficulty developing and identifying new programs because the demand of potential clients is not known. However, without the community-based programs in place, applicants cannot plan to purchase services from agencies in their Passport applications.

### **4. There is a disconnect between the community service targets and the funded individuals**

The MCSS Regional Office identifies service targets for the five communities in the region. Since all five communities prioritize separately, most of the prioritized individuals are highest in need across the region. However, the funding allotment is divided in the region based on population and prevalence and the highest in need cannot always be accommodated with the level of funded provided to the community.

### **5. Despite being a large region, there are transition planning standards that are common across district school boards**

The South West Region includes a large geographic area and multiple district school boards. However, there is some consistency within the region in terms of transition planning. The district school boards have common transition planning standards such as developing a transition plan as part of the IEP process and engaging special education consultants that link individuals to services.

### **6. There are multiple designated agencies that use a shared review process**

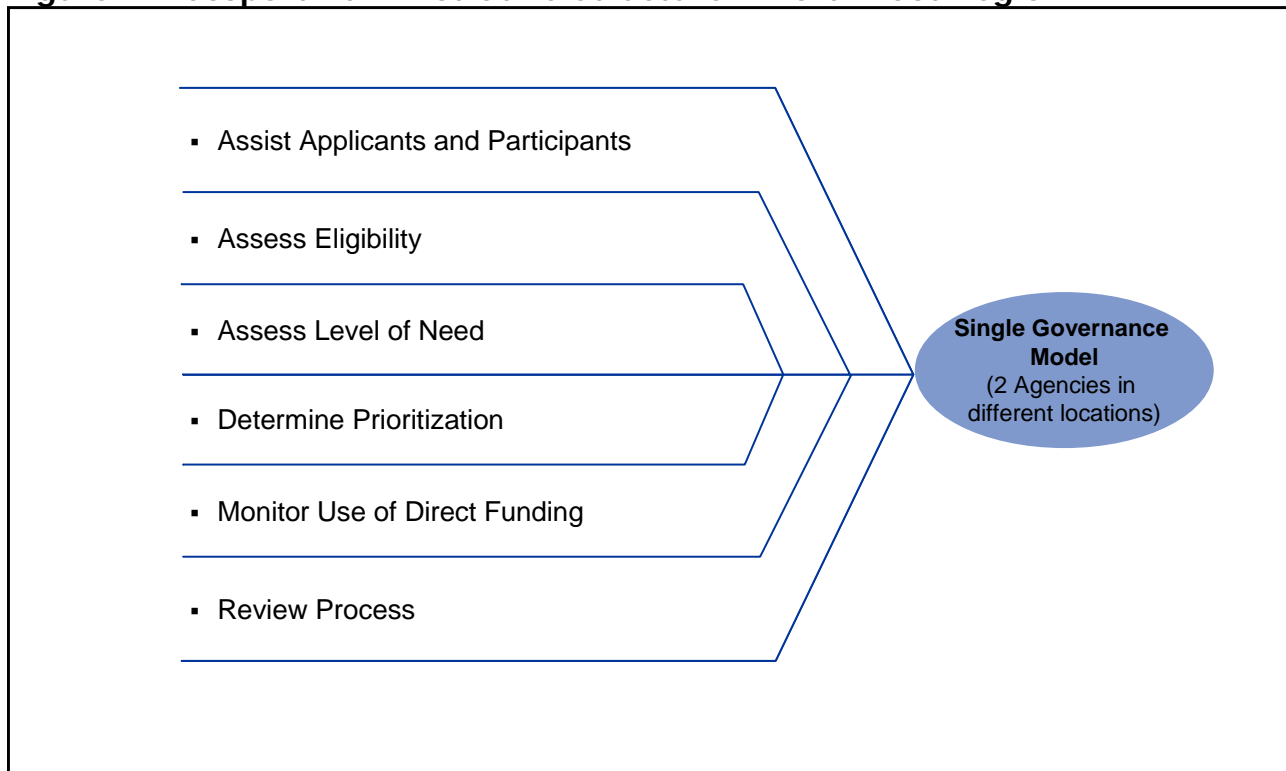
To add an element of consistency to Passport implementation, four of the five designated agencies in the South West Region are planning to share a review process and a review committee. Sharing a review process and committee supports consistent decision-making in the region for applications under review.

## North East Implementation

### The Business Model

The North East Region administers the Passport initiative through one designated agency in two separate locations (Figure 7). The two Passport leads from the branches of the designated agency work collaboratively in order to deliver Passport. Individuals submit their applications to the designated agency that is closest to their location. The Passport leads work together to assess the eligibility and level of support, using the Ministry tools. Prioritization is determined using the regional prioritization tool.

**Figure 7: Passport Administrative Structure – North East Region**



### Emerging Themes from Stakeholder Consultations

#### 1. Large, isolated geographic area presents delivery challenges

The North East region faces the difficulty of having a large, isolated geographic area. There is limited public transit in the region, therefore families and support workers are required to drive to community activities. In addition, poor winter weather conditions increase the difficulty in getting out of the house to participate in community activities.

#### 2. Trained support workers are difficult to find and identify

It was reported that there is difficulty finding and identifying qualified support workers. Families expressed concern about the time required to train workers and the increasing costs of workers with formal experience in the developmental services field. They felt that a centralized list of available workers in the region would be helpful when hiring workers.

### **3. Employer/employee relationship for direct funding participants is not clear**

All stakeholders are unclear about details surrounding support workers hired with Passport funding. The relationship between the family/participant and the worker in terms of liability, taxes, and training is not clearly understood by participants or the designated agency. In addition, it is difficult to find qualified workers. Families would like more guidance regarding the details of the employer/employee relationship, and their responsibilities.

### **4. There is some confusion among MCSS, designated agencies, transfer payment agencies, and families with respect to the Passport guidelines**

Participants have reported receiving inconsistent messages regarding Passport guidelines from various stakeholders. Messaging has been inconsistent across MCSS corporate, the MCSS regional office, the designated agency, transfer payment agencies, and participants and their family members regarding qualification for Passport. Other areas requiring clarification include: proper use of funds, employee/employer relationship, employer responsibilities, and the concept of a wait list.

### **5. Inconsistency in agencies charging administrative and brokerage fees**

The transfer payment agencies are experiencing difficulty in charging for administrative and brokerage services. There is a lack of consistency between the value of services provided and the amount charged and this varies within regions as well as across the province. There is a lack of guidance in determining what services the agency should charge for and the amount to charge for those services. In addition, it is clear that participants and their families do not want to use the funding to pay for administration. Rather, they want to dedicate Passport funding primarily toward direct service delivery.

### **6. Applicants are not necessarily in transition from high school**

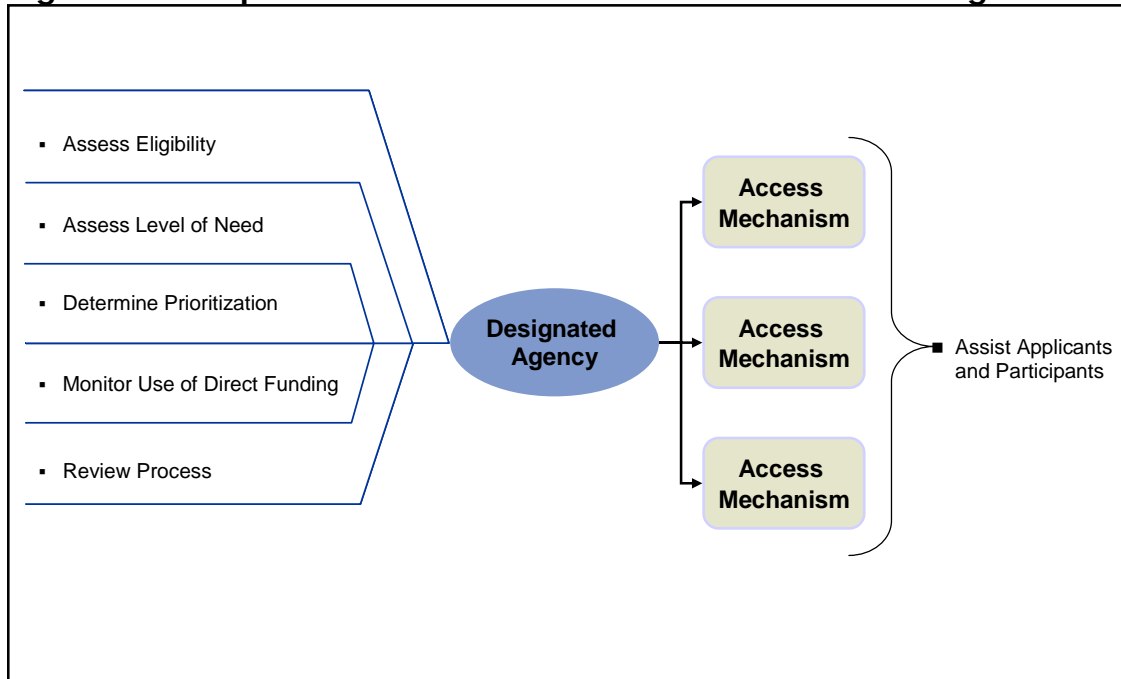
The Passport objectives indicate that the initiative is directed to smooth the transition from high school to life as an adult in the community. The target population in the guidelines includes both those who have left high school and those who are waiting for services. As a result many people were prioritized for funding due to their wait time for services even if they were not a recent graduate from high school.

## Northern Implementation

### The Business Model

The Northern Region administers the Passport initiative through one designated agency and three access mechanisms (Figure 8). Individuals can receive application assistance through the local access mechanism. All applications are assessed for eligibility, level of support, and prioritization through the designated agency.

**Figure 8: Passport Administrative Structure – Northern Region**



### Emerging Themes from Stakeholder Consultations

#### 1. Single designated agency model needs to be complemented in large, rural regions to deliver Passport

The Northern region has identified one designated agency and three additional district access centres (Algoma, Thunder Bay, Kenora/Rainy River). The access centres assist with the application process and the designated agency applies the Northern prioritization tool and makes funding decisions. It was reported that the designated agency was given specific targets by MCSS regional office, for funding allocation per district and funding band in the preliminary funding allocation.

#### 2. Prioritization can discount individuals who are not on a waitlist because there are no available services

The prioritization tool in the Northern region was developed according to the Ministry criteria in the Passport guidelines, which includes a criterion based on the amount of time on a waitlist for day services. Some areas in the region do not have day programs, therefore applicants were not on a waitlist when they applied and were not prioritized. For example in First Nation communities, although there are developmental service needs, there are no day programs available and therefore no

local waitlists for individuals with developmental disabilities who require services. First Nation applicants would benefit from the flexibility of Passport funding but were not prioritized.

### **3. Large, isolated geographic area presents delivery challenges**

The Northern region faces the difficulty of having a large, isolated geographic area. There is limited public transit in the region, therefore families and support workers are required to drive to community activities. In addition, poor winter weather conditions increase the difficulty in getting out of the house to participate in community activities.

### **4. Passport initiative has changed the way that agencies offer services**

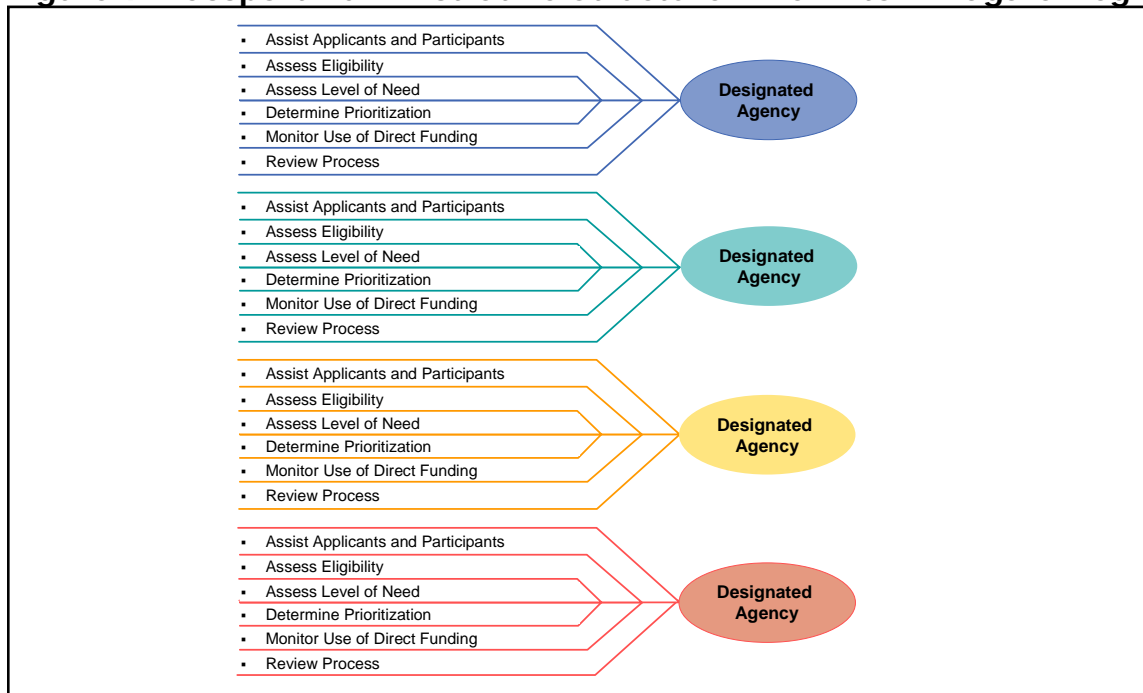
Transfer payment agencies are changing the way that they offer services as a result of the Passport initiative. Agencies are moving toward more personalized services. For example, there is an increasing trend of creating a personalized day program for Passport participants that is based on their interests and personal development.

## Hamilton/Niagara Implementation

### The Business Model

The Hamilton-Niagara Region administers the Passport initiative through four designated agencies (Figure 9). All four designated agencies are access mechanisms in the region and are able to leverage their knowledge of the developmental services sector. Individuals can approach the designated agency in the area in which they live to obtain information and assistance with the Passport application. Each designated agency assesses the individuals separately using the Ministry's tools for determining eligibility and level of support. In addition the prioritization of applicants is completed separately using local prioritization tools. The prioritization tools for each of the four designated agencies are different but use a similar process and are based largely on the considerations outlined in the Passport guidelines.

**Figure 9: Passport Administrative Structure – Hamilton-Niagara Region**



### Emerging Themes from Stakeholder Consultations

#### 1. Participants and families often choose direct funding in order to be in charge of their supports

Direct funding is appealing to many participants and families because it allows them to choose and train their own workers and to create a good “fit” between the individual and his/her support worker. In addition, the family has greater control over the activities that are completed and the schedule that is set, which often gives them and the individual more independence.

#### 2. There is variability in plans for participants who chose direct funding

Some families have prepared a detailed plan on how to use their full funding, while other families have not made a plan. Further, the existing plans vary in terms of quality and detail. It was noted that families are not clear about what expenses are

eligible and have had trouble finding services and workers. As a result, families find difficulty in planning for the use of funds.

### **3. The marketing of the Passport initiative set high expectations with families which were generally unfulfilled, leaving families discouraged**

When Passport was introduced, many families believed that, if they qualified for the Passport initiative, they would receive substantial funding. Families did not understand the difference between “qualifying for Passport” versus “being prioritized for Passport funding”. Many families expected Passport funding to fully replace their day support needs. Only a small percentage of the individuals who applied for Passport were actually funded and even a smaller percentage indicated funding levels met their needs. Many individuals and families were disappointed and discouraged.

### **4. The timing of Passport funding presents challenges for planning**

While funding has been announced annually, the timing of the announcement has varied. Additionally, the number of new spaces allocated to regions has not been predictable. For example, individuals who are still in school cannot assume that there will be funding to execute their transition plan. In addition to this, funding decisions often were made after individuals had already left school, disrupting their original plans that could have been executed closer to the time of school-leaving.

### **5. There are multiple designated agencies that use separate review processes**

All four communities in the Hamilton-Niagara Region have a separate review process based on the MCSS three-step framework. There have been some reviews in the communities at the first and second step, but none have progressed to the third.

### **6. Three transfer payment agencies from the Brant Community have agreed on a common rate of services**

The three transfer payment agencies from the Brant Community worked collaboratively to set a common price of services for Passport recipients. This results in a reduction in competitiveness between agencies in the community.

### **7. An access mechanism as the designated agency helps to liaise between service providers and participants and families**

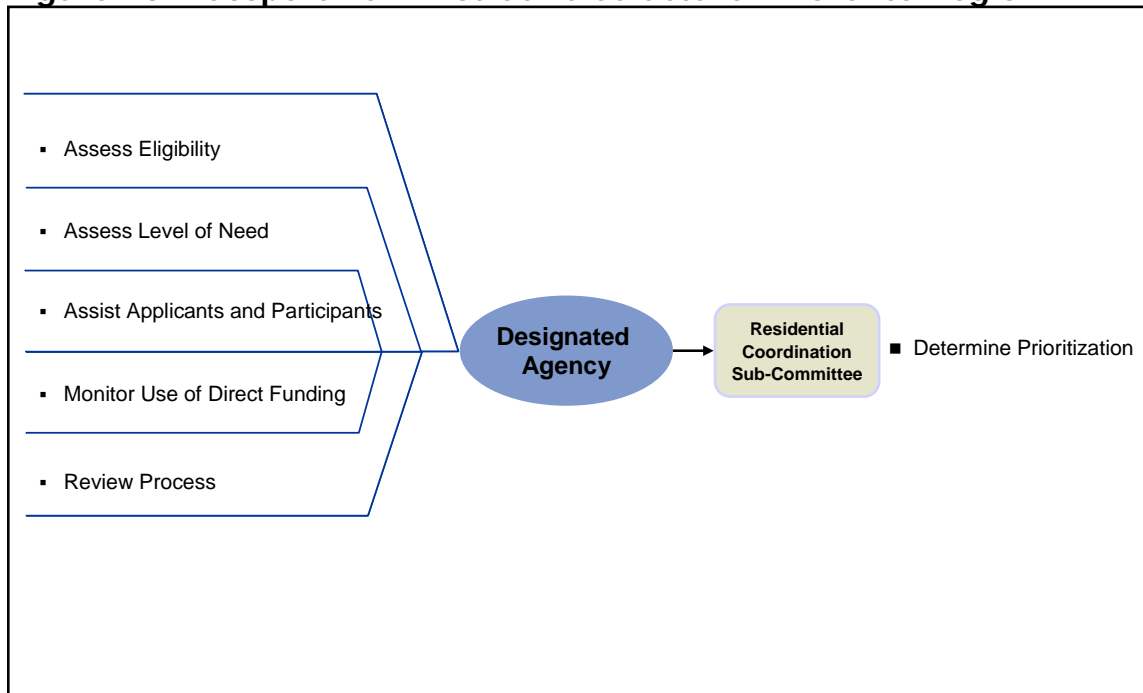
The four designated agencies in the Hamilton-Niagara Region are access mechanisms. This allows the agencies to share their information and knowledge of existing programs. In addition, families are comfortable approaching these agencies for services and support.

## Toronto Implementation

### The Business Model

The Toronto Region administers the Passport initiative through one single designated agency (Figure 10). Applications are submitted to the designated agency. A staff member from the designated agency meets with each applicant to assess the individual's needs and complete a day matrix form which considers various external risk factors. The designated agency staff member assesses the applicant for eligibility and level of support using the Ministry's tools immediately after the meeting. Applications and day matrix forms for all applicants are transferred to the Residential Coordination Sub-Committee, comprised of 32 executive directors from regional transfer payment agencies, for prioritization of applicants. The prioritized list of applicants is returned to the designated agency where the administration of funds is carried out.

**Figure 10: Passport Administrative Structure – Toronto Region**



### Emerging Themes from Stakeholder Consultations

#### 1. The designated agency was selected based on a competition

The Regional Service Provider Committee (SPC), which includes 32 executive directors from regional transfer payment agencies, solicited bids prior to awarding the administration of the Passport Initiative to Family Service Association (FSA). The SPC received the bids and the designated agency was chosen based on the endorsement by the SPC.

#### 2. The designated agency developed a compendium of regional service providers for Passport recipients

The designated agency created a book of all service providers in the region so that Passport recipients can reference the guide when planning where to use Passport funding.

### **3. Focusing on direct funding may result in the loss of new programs**

While it is noted that direct funding has benefits, there was also some concern that funding based solely on individual need does not provide opportunities for the planning and funding of specialized day supports (i.e. treatment programs for individuals with a dual diagnosis) which involve partnerships and research between different sectors, agencies and individuals.

### **4. The value of planning is not well understood**

A clear, well thought-out plan can result in effective use of Passport funding. Even though transition plans are mandatory through the school system, the process is viewed as unorganized and very few individuals apply these transition plans to their Passport funding. Families often expect the transfer payment agencies to assist families with additional planning free of charge. However, it has been expressed that families are not willing to use a portion of the Passport funding for planning because they want to maximize the amount spent on services and support.

### **5. Passport has resulted in changes to the services offered in the Transfer Payment Sector**

As a result of the implementation of Passport, transfer payment agencies have shifted some of their focus to increase the importance of customer satisfaction and responsiveness. However, Passport has also increased the competitiveness among agencies, which is contrary to the collaborative approach that agencies have been pursuing.

### **6. Passport funding is fixed for three years even though support worker wages increase every year**

There is concern among stakeholders because funded individuals have a fixed amount of funding for three years but the costs for staff wages increase over time. Essentially, the amount of services and support that an individual can purchase from an agency or support worker could decrease with time if services are re-priced annually.

# Appendix C – List of Promising Practices and Systemic Barriers

## List of Promising Practices

Promising Practices	
Planning	<ol style="list-style-type: none"> <li>1. MCSS/EDU co-funding for a transition coordinator to assist students and families with transition planning</li> <li>2. Designated agency hosts information nights to explain transition planning</li> <li>3. Designated agency develops and maintains a resource guide of local agencies and services</li> </ol>
Funding	<ol style="list-style-type: none"> <li>4. Methods to improve the accountability for funds including an accountability contract between the designated agency and the Passport participant/family</li> <li>5. Offset the difficulty of identifying and training support workers through a local college internship program</li> <li>6. Common Pricing Model for transfer payment agencies in one community to minimize competition among agencies</li> </ol>
Mentoring	<ol style="list-style-type: none"> <li>7. Mentoring offers a unique experience for each student based on the individual's interests</li> <li>8. It is beneficial for mentor coordinators to engage the local community</li> <li>9. The autonomy of the mentoring component from Passport</li> <li>10. Mentoring initiative offers an opportunity for mentors to develop their leadership skills</li> </ol>
Administration	<ol style="list-style-type: none"> <li>11. Access mechanisms as the designated agency allows agencies to share their knowledge of existing programs and services</li> <li>12. A structure with multiple levels in the designated agency reduces the potential for a conflict of interest</li> <li>13. Competition for selecting the designated agency</li> <li>14. Multiple designated agencies share some practices and occasionally test their application of tools to increase consistency within the region</li> <li>15. Designated agency scores the eligibility, level of need, and prioritization at time of application</li> <li>16. Protocols with local school boards to forecast future pressures on developmental services sector</li> <li>17. Central database that all transfer payment agencies can access increases the understanding of current pressures on the developmental services sector in the region</li> <li>18. Forum for approved individuals and families to discuss options for funding and use of funding</li> <li>19. The designated agency authorizes payment for individuals who have chosen direct funding as well as for transfer payment agencies providing services to, or on behalf of, approved individuals</li> </ol>

Promising Practices	
Other Practices and Aspects of Passport	<ul style="list-style-type: none"> <li>20. Advisory committee includes mentor coordinator</li> <li>21. One region with multiple designated agencies has one shared review process</li> <li>22. Passport services and committees are offered in one region in both French and English</li> <li>23. Designated agency in rural community allows for a certain percentage of Passport funding to be used for transportation</li> <li>24. Flexibility of funding uses accommodates for poor winter weather conditions</li> </ul>

### List of Systemic Barriers

Systemic Barriers	
Planning	<ul style="list-style-type: none"> <li>1. Education Transition plans not leveraged for Passport</li> <li>2. Conflicting expectations for the assistance in plan-writing</li> <li>3. Agencies cannot predict the demand for services and participants cannot plan to purchase services that don't exist</li> </ul>
Funding	<ul style="list-style-type: none"> <li>4. Stakeholder groups (e.g. participants/families, designated agencies, transfer payment agencies) are not clear on the accountability for use of funds</li> <li>5. Stakeholder groups (e.g. participants/families, designated agencies, transfer payment agencies) are not clear on the accountability for worker safety</li> <li>6. Stakeholder groups (e.g. participants/families, designated agencies, transfer payment agencies) are not clear on the accountability for information sharing</li> <li>7. Total amount of Passport funding is less than the demand for funding, leaving waitlists in all nine regions</li> <li>8. Amount of funding per individual is not enough to cover the needs of participants</li> <li>9. Passport funding is a fixed amount for three years while support worker wages and transfer payment agency prices may increase</li> <li>10. The introduction of direct funding could result in a decrease in new agency programs</li> </ul>
Mentoring	<ul style="list-style-type: none"> <li>11. Knowledge about the mentoring initiative is not consistent province-wide</li> <li>12. Difficulty identifying suitable mentors</li> <li>13. There are no formal partnerships between the Ontario Inclusion Project and self advocate groups such as People First Ontario</li> </ul>
Administration	<ul style="list-style-type: none"> <li>14. The funding for the administration of Passport is unsustainable in the long term</li> <li>15. There is concern among many stakeholders, especially participants and families, that the quality of writing and language used in the</li> </ul>

<b>Systemic Barriers</b>	
	<p>applications has a significant effect on the scoring of an application for eligibility, level of support, and prioritization.</p> <p>16. It is perceived that portability causes unfunded financial pressure on the region who receives the participant</p>
Other Practices and Aspects of Passport	<p>17. Role of the advisory committee is not well understood</p> <p>18. Very few services and supports available for individuals whose first language is not English</p> <p>19. Confusion around language such as “qualifying for Passport”, “approved for funding”, and “Passport”</p> <p>20. When an individual receiving Passport relocates within Ontario, their funding is transferred to the region in which they move. Some communities are more likely than others to have individuals relocate to that area. Due to the portability of Passport, this creates an unfunded pressure on that region</p> <p>21. Large, isolated geographic area presents transportation issues, especially in the winter</p> <p>22. First Nation communities may not be prioritized for Passport funding because they were not on a formal wait list for day services prior to Passport, because no services were available</p>