

State Council on Developmental Disabilities



• website • www.scdd.ca.gov

• email • council@scdd.ca.gov

3831 North Freeway Blvd., Suite 125 Sacramento, CA 95834 (916) 263-7919 (916) 263-7963 fax

February 28, 2024

Ms. Nancy Bargmann, Director
Department of Developmental Services
P.O. Box 944202
Sacramento, CA 94244-2020

RE SSDAC FMS TOWNHALL FEEDBACK AND RECOMMENDATIONS

Dear Director Bargmann:

The State Council on Developmental Disabilities (SCDD) and the Statewide Self-Determination Advisory Committee (SSDAC) would like to thank the Department of Developmental Services (DDS/Department) for its attendance at the SSDAC FMS Townhall event on December 18th, 2023. SCDD has gathered the information shared during the event and is pleased to present the feedback (enclosed as an attachment).

SCDD and the SSDAC appreciate the Department's willingness to collaborate in addressing concerns expressed by Self-Determination Program (SDP) participants. We also acknowledge and commend DDS for its work to address concerns expressed during the Townhall event. SCDD and the SSDAC support the measures that DDS has already taken in issuing directives to ensure that timely payments are made to service providers and provide payment to Financial Management Services (FMS) providers, supporting the transitions into the SDP and/or between regional centers.

The SSDAC and SCDD would also like to recognize and support the Department's release of grant funding to support the design and implementation of standards for Independent Facilitators (IF) and FMS, thereby increasing service uniformity and standardization throughout the state.

The enclosed report captures and reflects Townhall participants' shared experiences with the SDP and individual FMS providers. Many celebrated the impact that the program has had on the lives of participants; others shared what providers are doing well. The stories and feedback celebrated the SDP successes and provided insights about business models that are working well for participants.

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The report also includes recommendations generated from the public comments provided by Townhall participants. The SSDAC and SCDD request that the Department consider these recommendations carefully and would like to state that the comments provided do not necessarily reflect those of SCDD or the Statewide Self-Determination Advisory Committee (SSDAC).

In closing, the SSDAC requests that the Department agendize the Townhall event findings for its next DDS SDP Advisory Committee meeting. The SSDAC would also like to invite DDS to its next meeting (March 2024) to discuss next steps and allow the Department the opportunity to hear SSDAC-members' feedback on the report.

Should you have any questions about the content of the enclosed report, please feel free to contact us at your convenience.

Kindest Regards,

Aaron Carruthers, Executive Director State Council on Developmental Disabilities Rick Wood, Co-Chair Statewide Self-Determination Advisory Committee (SSDAC)

Charting the Course

Insights from the December 18, 2023, FMS Townhall and Recommendations for Future Success



A Statewide Self-Determination Advisory Committee Report to the Department of Developmental Services

Prepared by

THE CALIFORNIA STATE COUNCIL ON DEVELOPMENTAL DISABILITIES

SSDAC Report to DDS PAGE 1

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"...what's really been successful is being able to have job training on an animal farm for my daughter, which is really amazing. She's doing things that she wouldn't normally do and being successful and proud in doing that. We wouldn't have access to that before Self-Determination."

- Townhall Participant

Background

In July 2021, the Self-Determination Program (SDP) was made available to regional center consumers statewide, opening the door for Californians with Intellectual and/or developmental disabilities (I/DD) to have more freedom, control and responsibility in choosing the supports and services they receive through the regional center system. In the time since, enrollment in the program continues to increase as more regional center consumers and their families learn about the benefits of self-determination.

The rise in demand for enrollment in the SDP has placed a strain on the businesses that provide Financial Management Services (FMS) to SDP participants. Throughout 2023, the Department of Developmental Services (DDS), the Office of the Ombudsperson, and the Statewide Self-Determination Advisory Committee (SSDAC) were made aware of "the FMS crisis," a catchall phrase used to describe a variety of issues that consumers were experiencing. This includes long waitlists, lack of access to FMS providers, issues with billing, delayed payment, and dropped services. DDS responded by releasing a variety of program directives aimed at providing guidance and clarity to both consumers and FMS providers.

On December 18, 2023, the Statewide Self-Determination Advisory Committee (SSDAC) held a townhall event that focused primarily on Financial Management Services to understand what SDP participants experience when working with FMS providers. SDP participants shared their success with FMS providers and gave feedback on DDS's directives and recommended other improvements for the Self-Determination Program. The SSDAC believes that participants hold the key to solving problems in the SDP, as they can provide insight on the barriers they experience. Through unification, participants, FMS providers, the SSDAC and DDS, can achieve the shared goal of making the Self-Determination Program a success.

"The Self-Determination Program is absolutely amazing. It is absolutely incredible. Things like being able to get a life plan for my son, which we do now every year and that gives him guidance and continuity as time goes on. Things like that are amazing."

- Townhall Participant

Highlights

Delayed or Missed Payments

SDP consumers and families continue to experience delays in payments to service providers. In some cases, this has led to a loss of access to services, as consumer's employees terminate employment due to untimely payment of wages. Townhall participants stated that they have also been unable to attend events or participate in classes/community activities due to lack of timely payment. ¹

Lack of Standardization

Townhall attendees identified a variety of issues related to a lack of standardization. There continue to be vast differences in how regional centers interpret and respond to DDS directives. In addition, FMS providers operate independently, with each developing their own policies and practices, creating their own forms, and utilizing their preferred data systems. The lack of standardization has resulted in disparities among SDP participants depending on which FMS they use, and which regional center serves them.

Reporting

SDP participants rely on monthly reports from their FMS providers to determine which services and supports have been paid for, and whether employees' wages are processed accurately and timely. Townhall participants state that these statements often arrive late or not at all, are often incomplete, and are difficult to understand.

Waitlists

Many SDP participants are still being placed on waitlists to work with FMS providers. Townhall attendees recommend using business consultants to help FMS providers respond to the growing demand. Additionally, participants would like to have access to a public list of FMS providers with information about their waitlist status.

Training and Technology

Townhall attendees expressed a need for more training on their roles and responsibilities as employers, along with access to technology to support that role.²

¹ DDS Directive on Billing Requirements for Services may address some of these issues https://www.dds.ca.gov/wp-content/uploads/2023/12/SDP-Billing-Requirements-for-Services.pdf

² DDS Directive on FMS Transition Supports addresses some of these issues https://www.dds.ca.gov/wp-content/uploads/2023/12/Self-Determination_Program_FMS_Transition_Supports.pdf

Rate Changes

Recent rate changes have occurred mid-year, requiring adjustments to participants' budgets and spending funds that were meant for other services or supports.

Spending Plan Changes

Townhall attendees stated that the administrative burden associated with spending plan changes leads to some SDP participants spending significantly more on Independent Facilitation services, as they require additional help implement the changes.

Translation and Support for Spanish Speaking Participants and Families

Spanish-speaking participants expressed a need for greater support in understanding FMS agencies and their function. In addition, participants urged support in communicating with FMS Providers. Participants stated that lack of access to Spanish-speaking staff and/or appropriate translation services with FMS providers leads to disparities and higher costs. Many Spanish-speaking families rely on Independent Facilitators for communication and translation services, which increases costs for services.

Background Checks

Participants continue to struggle with long wait times for background checks for their employees/providers and are not always informed when the background checks fail or processing is delayed.³

Lack of Communication

Several townhall attendees described situations where they experienced persistent problems when communicating with their FMS providers. Many stated that their calls and emails go unanswered. Overall, attendees expressed frustration about the inability for participants, Independent Facilitators, FMS providers and regional centers to communicate effectively with one another to resolve problems and keep each other informed.

FMS Business Model

Townhall attendees raised issues they have encountered with specific providers. Participants raised concerns about FMS providers operating independently since their individual policies have created problems. Participants are concerned about the changes in business model (from co-employer to sole employer), and FMS providers refusing to offer services to siblings.

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³ DDS Directive on Service Provider Background Checks addresses these issues https://www.dds.ca.gov/wp-content/uploads/2023/10/Self-Determination-Program-Service-Provider-Background-Checks.pdf

Public Recommendations

Delayed or Missed Payments

- DDS should provide clear directives regarding regional center communication.
 Instructions should specify the process for providing updates to participants, FMS providers, and Independent Facilitators regarding the Purchase of Service (POS) Screenshots and e-Billing set up.
- Participants should be notified when a POS is issued.
- Participants should receive confirmation that e-Billing has been set up and should be notified if there are any issues or delays in that process.
- DDS should provide a list of reimbursable expenses to FMS providers so that they can be reassured that expenses are allowable.
- FMS provider should have a process for instantaneous purchases.

Lack of Standardization

- DDS should issue directives with guidelines to standardize the timeline for onboarding.
- Regional centers and FMS providers should create a publicly shared agreement that
 outlines the steps that each will take when an SDP participant is 1) enrolling in SDP 2)
 transitioning between fiscal years, and 3) revising their spending plan.
- DDS should develop a list of best practices for FMS providers, set performance standards, and develop a rating system to inform the public about which providers are adhering to best practices.
- FMS providers should standardize and be more transparent with charges and fees and should provide a public listing of vendors that are set up to work with FMS payments.
- FMS providers should have standardized forms, protocols, and procedures.
- FMS providers should use a centralized data system.
- Employer Burden rates and costs should be standardized.
- DDS should centralize the vendorization of FMS providers under one regional center.

Reporting

- DDS should create a task force to identify the needs of all parties and develop guidance to ensure consistency in 1) the details included in reports and 2) the frequency and means of delivering reports.
- Simplify billing statements so families who are either new to the services system or to SDP can have a deeper understanding of what they read on their financial statements.

Waitlists

- Utilize business consultants to assist FMS providers with responding to the rapid growth and increase in demand.
- Create a public list of FMS providers that includes information about which providers have a waitlist, and how long wait times are.

Training and Technology

- Additional training on participants' roles and responsibilities as an employer.
- FMS providers should have computers, printers, scanners, etc. available for participants and families to use.

Rate Changes

• Townhall attendees suggested that current rates be grandfathered in for the entire budget year, and that rate changes be applied the following year.

Other

- Increased access to translation services and Spanish speaking customer services representatives.
- Release directives in Spanish at the same time they are released in English.
- Increased communication about the status of background checks.
- Improve communication from FMS providers to participants, and better-quality communication between FMS providers, regional centers, SDP participants, and Independent Facilitators.

Full Report of Public Input/Findings

Delayed or Missed Payments

Townhall attendees stated that they have lost access to services due to delayed or missed payments, stating that employees have terminated their employment due to untimely payment, which resulted in many vendors refusing to work with participants after experiencing these payment issues. Participants stated that they have been unable to attend events or participate in classes because they cannot guarantee that these activities will be paid for in a timely manner.

"There have been months where the only fee collected is their FMS fee and invoices are not paid."

"The big thing that I see is the issue of invoice is not being paid, vendors not being paid, employees not being paid. Eventually the problems get fixed, but it takes a long time. I've lost vendors. I've lost services because of it."

"[There is a] lack of transparency in the POS to e-billing process. This happens on the back end where and we come to know that the POS haven't been issued or the e-billing hasn't been set up and nobody is informing either the IF, the family member or the self-advocate that there is no billing setup."

"FMS do not actually follow up with the client and let them know that the e-Billing hasn't come through. If they do, the IFs don't have the ability to be able to look into where exactly the bottleneck is because regional centers don't give us information on whether the e-Billing was set up and what the POS is for."

"We use Acumen as our FMS and they have provided us with stellar service. I couldn't say more good things about them... we're always paid exactly on time, even before they receive their regional center payment."

-Townhall Participant

Public Recommendations

- DDS should provide clear directives on regional center communication updates to participants, FMS providers and IFs regarding the POS screenshots and e-Billing set up.
- Participants should be notified when POS are issued.
- Participants should receive confirmation that e-Billing has been set up and should be notified if there are any issues or delays in that process.
- DDS should provide a list of reimbursable expenses to FMS providers so that they can be reassured that expenses are allowable.
- FMS provider should have a process for instantaneous purchases.

Lack of Standardization

Townhall attendees described how the lack of standardization between regional centers and FMS providers affects their experience in the program. The following issues were identified:

- Timelines for onboarding vary between regional centers.
- Directives are interpreted and applied differently between regional centers, creating differences in how FMS providers operate, which ultimately leads to SDP participants experiencing disparities in access to services.
- Financial procedures vary between FMS providers, making some providers easier for vendors to work with than others. Many vendors refuse to use FMS intake forms and require a deposit and/or a credit card on file.
- FMS providers use different forms and have their own processes, protocols, data systems and procedures.
- Employer burden rates vary between FMS providers.

"I think the challenge relative to the FMS comes when there might be a little bit of vagueness to a directive, and I know that our regional center has a team, and they interpret directives according to their team. That team does not include any parents or independent facilitators that I'm aware of. Then what happens is that our policies are based on that interpretation of their directive. How that impacts FMS then is FMS deal with different people across the state differently."

"There really is no performance standard for an FMS. The regional centers all have a performance contract, but there doesn't seem to be an equivalent for the FMS."

"I'd love to see a rating system or a yearly confirmation from DDS that standards are being met by FMS. That they you know can pay all their bills that they're going to have ongoing business practices for the years to come."

"There's a huge disparity between regional centers and how they write their policies and how easy a client can access a service or how difficult and challenging it is to access a very simple service because of the way their particular policy is written...they run so differently and it is a disparity because if you live on this side of the street and are part of this regional center you can easily access these things but if you live on that side, you might not be able to get half of those things because of the way they're policy is written."

"I think if we had a portal that was a universal portal that worked across FMS' so we could all use the same tool, it would make life much easier for the consumers. And I think in the end for the FMS and the regional centers as well."

"One of the things that's been difficult is the regional center billing system and matching up with the FMS e-billing system."

"Regional centers set their own policies of how they want to interact with the FMS. The FMS sets their own policies of how they want to interact with the regional center. I find that they lack consistency, collaboration, or congruency."

Public Recommendations

- DDS should issue directives/guidance to standardize the timeline for onboarding.
- Regional centers and FMS providers should create a publicly shared agreement that outlines the steps that each will take when an SDP participant is 1) enrolling in SDP 2) transitioning between fiscal years, and 3) revising their spending plan.
- DDS should develop a list of best practices for FMS providers, set performance standards, and develop a rating system to inform the public about which providers are adhering to best practices.
- FMS providers should standardize and be more transparent with charges and fees and should provide a public listing of vendors that are set up to work with FMS payments.
- o FMS providers should have standardized forms, protocols, and procedures.
- o FMS providers should use a centralized data system.
- Employer Burden rates and costs should be standardized.
- o DDS should centralize the vendorization of FMS providers under one regional center.

"I want to give kudos to Sequoia FMS and to Ritz FMS as well as Mains'I, they've been really great to work with."

-Townhall Participant

Reporting

Attendees described vast differences in the quality and the frequency of reporting from FMS providers. Incomplete and/or infrequent reporting affects the participant's ability to verify which services have been paid for, and to ensure that their employees' wages are being processed correctly and on time.

"[FMS] reports are very difficult to read."

"The portal does not get updated in a timely manner. We do not receive monthly reports, so I am often in the dark about what's happening and having to constantly micromanage [my FMS]"

"A difference I have noticed recently is the quality of reporting. Acumen and Aveanna both use the DCI software, which allows for very detailed reports any time you want one. The way Acumen uses DCI allows for incredibly fine detail reports (if you can figure out how to use the website, which is not user-friendly). Cambrian, by comparison has pretty terrible reporting systems. There is no way to generate a report on demand, so you have to wait for the monthly statements, which do not come out in a timely manner."

Public Recommendations

- DDS should create a task force to identify the needs of all parties and develop guidance to ensure consistency in 1) the details included in reports and 2) the frequency and means of delivering reports.
- Simplify billing statements so families who are either new to the services system or to SDP can have a deeper understanding of what they read on their financial statements.

Waitlists

Attendees stated that FMS providers struggle to adjust to the demand for services, and that there are not enough providers throughout the state. SDP participants do not have access to information about which FMS providers currently have waitlists, or how long wait times are for each provider.

"As chair of my local Self-Determination Advisory committee, I consistently hear about a lack of FMS agencies that want to have new clients."

"Each FMS I have worked with has pros and cons. The major challenge seems to be with handling growth. They all seem to be caught in an impossible situation of either 1) taking on more clients than they can handle, or 2) pausing intake to appropriately staff up and train. So far none has been able to keep pace."

Public Recommendations

- Utilize business consultants to assist FMS providers with responding to the rapid grown and increase in demand.
- Create a public list of FMS providers that includes information about which providers have a waitlist, and how long wait times are.

Training and Technology

Attendees stated that SDP participants and their families lack the knowledge that they need to act as employers and often lack access to the technological means to complete necessary forms for their employees.

"One of my concerns is that once you do the orientation, that's it. [We need to be trained on} how to fire somebody if you have a disgruntled employee, how to hire people and more importantly what to do....I was getting a lawsuit against me because someone wasn't paid and I had to go to my FMS and say 'I'm gonna be sued because you're not paying my employees.' ...that's a serious issue. We're not being trained correctly."

Public Recommendations

- o Additional training on the participants' roles and responsibilities as an employer.
- FMS providers should have computers, printers, scanners, etc. available for participants and families to use.

Rate Changes

Attendees stated that FMS rate changes for burden rates have been implemented mid-year, leading to gaps or barriers in accessing the services that were in the original spending plan. This requires consumers to prorate for different parts of the year.

"One issue that I think many of us have faced is in relation to rate changes, the FMS rate changes for burden rates. While we understand the circumstances and the constant change in the economy, the labor laws, etc. I think what's been such a challenge has been doing this mid-year or within a budget year when rates were established for the prior revised burden rates. What it tends to do is cause a potential gap or barrier in accessing those services that were originally listed on the spending plan, as that rate change has caused more to be eaten out of the budget. That has been problematic, and FMS are not really being supportive and trying to assist."

Public Recommendations

 Townhall attendees suggested that current rates be grandfathered in for the entire budget year, and that rate changes be applied the following year.

Spending Plan Changes

Attendees stated that even simple changes to spending plans require excessive work on the part of Independent Facilitators, resulting in hundreds of dollars in additional IF payments. This impacts their overall budget and places a significant cost burden on participants.

"When it comes on to updating spending plans, it's a very time consuming. It's unrealistically long, the effort that families have to put together. They need an independent facilitator and sometimes we didn't budget the amount of time that a simple change takes. They're spending hundreds of dollars getting the independent facilitator to advocate on their behalf so a change could be made in the spending plan so they could take another social recreation activity or hire new staff members. We really do need more help on the speed of it and the quality of the deliverance."

Translation & Support for Spanish-Speaking Participants & Families

Spanish-speaking attendees and facilitators who serve them expressed a need for support in the following areas:

- Understanding the FMS provider's roles and responsibilities.
- · Communicating effectively with FMS providers

Townhall attendees stated that Spanish-speaking consumers/families spend much more money than English-speaking consumers/families on Independent Facilitation fees. This is due to language barriers and additional need for assistance in program comprehension and communication services

Spanish-speaking participants and families also expressed concern about the delays they experience when receiving updates from DDS because it takes longer to translate directives/guidance.

"When it comes into directives, it's always like we're finding it from different people. There are people that get it days before it gets published into DDS. Honestly a lot of the Hispanic community is telling me it gets published by English speakers more frequently than it is actually polished by DDS in translation and that feels like we're not getting the information the same way or that we are second class citizens because we're not getting the information just like everybody else."

"We do need more support from FMS in the ability speak Spanish. I know that some of them do have it, but it is very difficult to get a Spanish speaker on the phone."

"I'm also an independent facilitator working mostly with the Hispanic community speaking in Spanish, and my clients need a lot more assistance in just being technically savvy and being able to communicate with the FMS. They tend to need a lot more of my assistance for translation, for understanding how their FMS might work. So they're spending a lot more of their budget on services for me just because of their language difficulties and challenges and also their technical challenges of not maybe even owning a computer."

Background Checks

Townhall attendees described long waits for background checks to be completed and stated that participants are often not informed when background checks don't go through. There are additional fees to re-initiate the process and reimbursement requests for this expense is often denied, resulting in high costs to participants.

Although no specific solution was proposed, attendees stated that they need to be informed of background check status changes in a timely manner.

"We found out that background checks for 5 people, 9 months ago never went through. They were just stagnant. For about half of the caregivers, all their fingerprinting and background checks did not go through. We had paid for the fees initially and then we needed to pay for the fees again and reinitiate the whole thing again, so I ended up paying thousands of dollars for one of my caregivers."

Lack of Communication

Townhall attendees stated that there is an overall issue with communication between regional centers, FMS providers, and SDP participants and their Independent Facilitators. Many attendees stated that their calls and emails to FMS providers go unanswered.

"Communication is a big, big deal. When there's a lack of it, everything kind of falls apart."

"Calls don't get returned, emails don't get returned for a week or more at a time. If there is ever an issue with an invoice that was submitted, that's never communicated to us until it's too late. Pay day comes, vendors don't get paid and that's when I hear about it."

"It takes an incredible amount of advocacy and follow up to get the basic things done and get vendors paid. Communication is inconsistent, mistakes [are] made and at times misinformation is given."

"If you're looking at promising best practices, Mains'l has been exemplary in how to run an FMS business...their customer service, their standards.... other FMS should follow suit. I think that would resolve a lot of these issues. A lot of vendors complain that they have multiple participants, and they don't know who's paying and who's not paying because it all goes direct deposit. Mains'l sends an email and lets them know that a direct deposit has been sent, so that way they know who is sending what."

-Townhall Participant

FMS Business Model

Townhall attendees have encountered the following issues with the business model of some FMS providers:

- Variance in capacity to execute different aspects of services (i.e., some are capable of providing payroll services, but less adept at providing bill payer services, or vice versa).
- Some FMS providers are moving from a co-employer model to a sole employer model.
- One attendee stated that their FMS provider refused to provide services to siblings.

"We have some FMS who are great as far as the co-payer and being the paying staff and doing all the payroll stuff, but when it comes to bill payer, they're in over their heads sometimes."

"The trend that I'm seeing is they're shifting away from co-employer and moving to sole employer. What they're doing now is if there is a delay in the rollover or any kind of purchase of service authorization delay, they're no longer making payroll. Under co-employer the FMSs are obligated to pay, under sole, they're not. That's a that's a huge concern that I have."

"...two FMSs that I think would be really great if the other FMSs were able to emulate. One is Mains'l. They are awesome... I just recently started working with FMS Pays, and they're just a bill payer model. It's working really well."

-Townhall Participant

Public Recommendations for FMS Providers

- 1. Provide a means for instantaneous purchases like for music programs or entertainment or social recreational activities.
- 2. Hire more Spanish speaking customer service representatives.
- 3. Use passcodes for over-the-phone customer verification instead of asking individuals to confirm private information verbally.
- 4. Reduce amount of time it takes to reply to emails, concerns, or issues.
- 5. Develop websites FMS providers should have more information on their webpages, including Frequently Asked Questions (FAQs) and access to their online portals.
- 6. Hire a customer service advocate who can help guide people through the steps of using their preferred FMS provider.
- 7. Provide more assistance in teaching the consumer and family how to navigate online systems/portals.
- 8. FMS providers should have monthly Zoom sessions with families, like roundtables to talk about problems and offer solutions. They could create groups to handle different issues, for example:

Group 1: Intake cases

Group 2: Expense plan authorizations

Group 3: Vendor employees Group 4: Invoice payments

Group 5: Statements

Other Public Recommendations for DDS

- 1. DDS website needs to be updated regularly to show which FMS providers provide services to which regional centers.
- 2. Create a public list/database of vendors that accept SDP.
- 3. Issue guidance on the role of Independent Facilitators in addressing problems with FMS providers.
- 4. Educate community businesses about how to work with SDP service providers so that they can understand how the SDP works.
- 5. People with disabilities often report feeling lonely and want to form meaningful connections. Consider allowing trips to Disneyland, Universal, Great America and other amusement parks to increase access to social/recreational activities.
- 6. East Bay Regional Center's SDAC has used their SDP implementation funds to explore and one of their goals is a "track your SDP pizza." In that research, they talked to DDS and they talked about having Information Technology (IT) funds and grants that they could give to FMS providers to help implement that idea. We would hate to see one regional center get this amazing plan when that should be something that all regional centers and DDS can do.
- 7. Hold townhalls/best practice sharing forums quarterly.

Questions from the Public

Historically, there have been payroll companies who have made poor investment choices or have hired unqualified leadership, which eventually led to bankruptcy.

Question: What oversight practices does DDS have to ensure that FMS providers do not have solvency issues and that they are not at risk of going out of business without notice?

Note: The participant suggested creating a rating system or issuing an annual confirmation that standards are being met by FMS providers, and that they are financially solvent.