

QUALITY ASSURANCE PLAN

**For The Provision Of Quality Services
For Adults With Developmental Disabilities**

**Revised and Updated
October 2011**



**Dane County Department of Human Services
Division of Adult Community Services**

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**DANE COUNTY DEPARTMENT OF HUMAN SERVICES, MADISON, WISCONSIN
DIVISION OF ADULT COMMUNITY SERVICES – QUALITY ASSURANCE PLAN FOR THE
PROVISION OF QUALITY SERVICES FOR ADULTS WITH DEVELOPMENTAL DISABILITIES
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Introduction

All quality assurance plans are based on beliefs and assumptions about quality of service and how it can be achieved and measured. The beliefs underlying this plan are as follows:

- "Quality" in our service system refers to a program's success at helping its recipients realize their own goals and aspirations. For people who are especially vulnerable to abuse, neglect, and exploitation – as people with developmental disabilities often are – one component of quality assurance is also to ensure health and safety. Assisting people to "live their own lives" and "keeping them safe" are goals that are sometimes in conflict with each other. Understanding that tension and dealing with it thoughtfully is one of the biggest challenges for a quality assurance system.
- People have the best chance of experiencing quality supports when they are part of a network of relationships with caring people. Compliance with standards and regulations can contribute to quality of service but is never, by itself, a sufficient assurance of quality.
- Quality assurance efforts are most effective when they grow out of conscientious self-monitoring and learning from the program level up, as well as effective leadership and monitoring of compliance.
- An effective quality assurance plan will include a variety of both externally and internally designed mechanisms to promote, require, and monitor quality.
- Quality assurance mechanisms should lead to continual learning, adjustments, and improvements.

Part I: Quality Assurance Mission Statement

For these purposes, "quality" is defined as making available to each child and adult with developmental disabilities the assistance needed to pursue a life that embodies his/her individuality, gifts, and aspirations.

- Each person with developmental disabilities has access to a wide range of experiences, support, teaching, and technology to learn and to practice new skills, to engage in activities that are purposeful and productive, and to make contributions to others, in typical community environments that are safe and healthy.
- Supports are offered in ways that protect, or increase, the opportunities and ability of each person with developmental disabilities to control his/her own resources and personal space and to choose where, with whom, and how he/she wants to spend time and to receive assistance. Each person with developmental disabilities, with the help of his/her family members and other allies when appropriate, has the determining voice in decisions affecting his/her life.

- Support is provided in ways that respect and enhance privacy, reputation, and community membership. For each person with a developmental disability, services create opportunities for greater community involvement and a growing network of positive, important personal relationships, at least some of which are unpaid and long-term.

Part II: Self-Directed Services (SDS) and Quality Assurance

The heart of Dane County's Quality Assurance Plan is the design of its SDS Program for adults with developmental disabilities. Built into the structure of SDS are a variety of mechanisms to support assurance of quality. The following chart illustrates how some of these mechanisms are working well to assure quality.

QUALITY ASSURANCE MECHANISMS	WHAT WORKS WELL – WHEN, HOW, WHY
<p>Support brokers are the "primary quality assurance monitors"</p>	<p>Works well when brokers</p> <ul style="list-style-type: none"> • accept this responsibility; are willing to be "the decider" • know how to build consensus on a team • receive training in developing outcomes, mediation, consensus-building • are actively involved in the consumer's life • seek help from supervisor or county manager when problems are not getting resolved
<p>Person-centered plans</p>	<ul style="list-style-type: none"> • Plans generate consumer-driven goals • Progress in achieving outcomes can be monitored by consumer, guardians, agency directors, county managers, state MA waiver staff
<p>Cross-agency support teams collaborate on implementation; include participation of consumer, advocates, and multiple agencies</p>	<p>Works best when team establishes a "culture" of expectations regarding</p> <ul style="list-style-type: none"> • active involvement of all members • specific assignments and timelines and designation of someone to follow up on completion • ownership and consensus on goals among consumer and staff • frequent review of progress and checking back on completion of tasks • keeping track of health and safety concerns, vulnerabilities of consumer <p>Works best when there is a vocal self-advocate or guardian – accountability to consumer is more powerful</p>
<p>Consumers have option to re-direct their funding</p>	<ul style="list-style-type: none"> • In theory, "market forces" should help drive quality • There is some power in the "possibility" of change, even if changing providers is difficult or rare; may cause some agencies to be more responsive • Fiscal assistance or employer agents have been helpful in giving consumers the option to hire their own staff

Part III: Service Characteristics That Contribute To Quality

SERVICE SYSTEM	APPROACHES AND PRACTICES
Personnel practices	<ul style="list-style-type: none"> • Thorough screening of candidates, including background checks • Non-discriminatory hiring practices, resulting in a qualified, committed and diverse workforce • Ongoing strategies for effective supervision, mentoring, training, and staff retention • Regular performance assessment and recognition • Structure and allocation of staff resources that matches program and recipient needs • Stability and continuity of personnel; holding on to the stories of people served
Agency characteristics	<ul style="list-style-type: none"> • Strong leadership • Good communication • Cultural competence • Flexibility and responsiveness • Proactive vs. reactive or crisis-driven approach • Cohesive, collaborative teamwork • Efficient and accurate maintenance of files, completion of paperwork
Service strategies	<ul style="list-style-type: none"> • Confer valued status on people who are receiving support • Use natural supports • Use integrated settings • Based on person-centered assessments and plans • Use state-of-the-art strategies for teaching, adaptations, fading, behavioral interventions
Environments	<ul style="list-style-type: none"> • Physically safe and well maintained • Promote health, safety, dignity and respect • Use care with medications • Use care with people's money

Part IV: Internal Quality Assurance Plans

Dane County's purchase of service agreements with provider agencies includes the requirement that each agency develop its own quality assurance plan.

Agencies are encouraged to put into place a variety of mechanisms that will be most helpful to them in assuring that the outcomes expressed in Dane County's Quality Assurance mission statement (see Part I) are being realized and important service practices are followed (see Part III). Each agency should give thought to ways of internally monitoring quality issues and preserve internal capacity to try out and learn from its own quality assurance efforts.

- Each agency's Quality Assurance Plan must designate a process and staff person to receive and respond to complaints and concerns from individual consumers and family members.
- In addition to having a formal, written grievance procedure, each agency is encouraged to use and distribute handouts describing a variety of feedback mechanisms (see Part VI and Appendix B) available to consumers, family members, and staff related to service quality.
- The agency's internal Quality Assurance Plan will be discussed and reviewed with the agency's contract manager during quarterly meetings.

Here are a few of the common methods for internal quality assurance:

COMPONENTS OF INTERNAL REVIEWS	
Peer reviews and site visits Management reviews and/or management presence in service settings File reviews	<ul style="list-style-type: none"> • Opportunity to look at many aspects of quality through a different set of eyes • Extensive reviews for some agencies, involving home visits, interviews with staff and residents, environmental surveys, file/paperwork reviews • Can target households or settings that are experiencing challenges • Can lead to internal corrective action plans, with deadlines and follow-up plans
Staff performance evaluations	<ul style="list-style-type: none"> • Sometimes the most direct route to address quality problems
Consumer satisfaction surveys (by mail)	<ul style="list-style-type: none"> • In the past, required by contract and used as the most common quality assurance mechanism • Useful way to find out who is angry • State of Wisconsin also mails satisfaction surveys to families for CLTS
Consumer satisfaction surveys (by phone)	<ul style="list-style-type: none"> • Can be conducted by staff, board members, volunteers • Feedback is more personal, extensive, and representative of all consumers than mailed surveys
Focus groups	<ul style="list-style-type: none"> • Can be useful for exploring specific topics

Part V: External Reviews

A. Provider Certification

As a recipient of Medicaid Waiver funds, Dane County is required to certify agencies that use Waiver funding to provide services. Annually, Dane County staff review with service providers a “Certification Inventory” that measures compliance in key areas related to each service (e.g. supported employment, supported living, case management, etc.) As part of the review, providers are required to demonstrate compliance with the quality assurance standards. During the certification review, an assessment is made to determine whether agencies have policies, procedures, and practices in place to comply with service specifications as defined in the Waiver manual. An agency is considered “certified” if it meets the requirements, or “provisionally certified” if it must create a plan of correction to address any identified gaps.

B. External Review Teams

Dane County's Quality Assurance Plan includes external reviews of county-funded services to 20-25 selected consumers each year, by teams whose members are independent of direct service responsibility for those consumers. The external reviews are planned and coordinated by the county's DD Quality Assurance Office, and review teams are led by county staff. Both POS agencies and county staff are asked to nominate consumers whose support services would benefit from an outside review, as well as to help recruit staff, consumers and family members to participate on review teams.

- The process is intended to monitor achievement of desirable outcomes in the lives of individual consumers.
- It is intended to create an opportunity for people involved in the service provision under review, as well as for members of the review team, to learn about and discuss quality issues related to the county's mission statement.
- It is not intended to produce quantitative results and does not claim to have demonstrable inter-rater reliability or validity proven through testing and research.
- It does not require an extensive narrative report, as this has been a barrier in the past to completion of external reviews.

COMPONENTS OF EXTERNAL REVIEWS

- Initial team meeting to plan process, assign tasks, and establish timelines (review should be completed within one month)
- Review of written assessment and Individual Service Plan for the consumer
- Face-to-face visit with consumer
- Visit to person's home, with person's permission
- Site visit to employment or daytime program sites, when feasible
- Phone calls with support broker, key team members of support team, direct support staff, guardian or significant family members or advocates
- Check-in with county managers regarding any past concerns
- Final team meeting to review all information and develop feedback report
- Feedback meeting with consumer and support team, led by the team leader/county manager
- Follow-up on recommendations, monitored by county manager and consumer's support broker

A list of questions to be addressed during the review, as well as a simple form for recording feedback, are included as Appendix A.

External reviews in 2010 and 2011 have been received positively by consumers and families, provider agency staff, and review team members and have had a demonstrated impact on the lives of consumers. An evaluation of the review team process itself has led to recommendations for additional effort, in 2011 and 2012:

- to expand the pool of reviewers to include staff of all provider agencies, as well as county administrators and a greater number of consumers and family members,
- to increase attention on quality issues in vocational and support broker services,
- to better prepare direct support staff and guardians for the review process, and
- to improve accountability and follow-up on review team recommendations.

Part VI: Resources for Drawing Attention To Quality And Resolving Quality

Another important aspect of quality assurance is to ensure that there are multiple easy, consumer-friendly ways for anyone involved in services to give feedback about quality. Dane County, in fact, already has many routes for raising concerns and filing complaints, including a well-developed and understood protocol for reporting and responding to “critical incidents” involving health, safety, or alleged abuse and neglect of consumers receiving services. These resources are summarized in a handout in Appendix B. However:

- Some of the ways to provide feedback are not well-known or easily accessible.
- Concerns about quality that do not rise to the level of “critical incidents” often get bounced around from person to person, without ever being resolved.
- It can be difficult for county managers to gather reliable information about system-wide quality concerns in order to identify patterns or system-wide problems.

To address these issues, Dane County's Quality Assurance Plan includes a increased effort to make resources available, in a variety of formats to a variety of target groups, for drawing attention to quality and addressing concerns about quality. In 2011-2012, Dane County's Quality Assurance Office will focus on improving:

- access to these resources on the Dane County website and other internet sites,
- use of existing informal reporting forms and processes for alerting county staff to quality concerns, and
- recognition of success stories, especially through new, on-line formats.

Part VII. Quality Assurance Board

The Quality Assurance Board is an advisory group to Dane County DD Quality Assurance Office. The group is selected by county staff from a variety of stakeholder groups and meets four times a year for the following purposes:

- Regularly review information and learning from quality assurance activities, including results of
 - provider agency internal quality assurance mechanisms
 - certification for MA Waiver service providers

- external reviews
- critical incident reports and informal or formal grievance processes.
- Make recommendations to the county Quality Assurance Office regarding
 - priorities for improvements related to quality in Dane County's DD system
 - opportunities for sharing of information and learning related to quality, through training or other types of events
 - issues requiring special attention, through, for example, the formation of ad hoc working committees or policy changes.
- Annually review and update the Quality Assurance Plan.

The Quality Assurance Board is an advisory group. It is not a “work group,” and it has no authority to make changes or enforce policy. However, by assisting the county’s Quality Assurance staff to review and interpret information obtained through quality assurance activities, it helps to identify problems and to plan system-wide solutions or improvements.

CONCLUSION

Throughout the past thirty years, the development of Dane County's system of services for people with developmental disabilities has been characterized by a strong orientation to positive, person-centered values and a commitment to quality improvement. The mission statement that underlies this Quality Assurance Plan is not a new idea. For years, the Dane County system has intentionally and consistently pursued a vision of "making available to each child and adult with developmental disabilities the assistance needed to pursue a life that embodies his/her individuality, gifts, and aspirations."

What was new in 2010 was the explicit formulation of this mission statement, together with a written plan for continual quality monitoring and improvement. The purpose of this 2011 updated Quality Assurance Plan is to report on the status of quality assurance activities, after 18 months of implementation, and to describe new areas of emphasis in the coming year.

This original Quality Assurance Plan was based on the work of the Dane County Quality Committee, which convened in March 2009 to review the status of quality assurance in the DD system and to make recommendations for a more effective county role in promoting quality. Work was continued in 2010 and 2011 by the Quality Assurance Board. The 2010 Quality Assurance Plan and this 2011 update were completed with the assistance of Terri Johnson, who facilitated discussions and drafted language and proposals for staff and committee consideration. This final product is the result of the thoughtful work of many people, and we thank them for their participation and good counsel:

Dane County Quality Subcommittee

Katie Applewhite
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 Gerard Gierl
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 Duncan McNelly
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Christine White
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Quality Review Interview Guide

Consumer name _____
Reviewer name _____
Site visit location _____
Person interviewed _____
Date _____

Observations about environments and interactions (for site visits only):

- Does the environment appear to be safe and to promote good health? If not, how and why?
- Does the environment look like a typical place in the community or does it stand out in some way?
- Is there evidence that the person has been able to individualize his/her personal space and possessions?
- Does the person have privacy? Are there limits on the person's privacy?
- Is the person treated and spoken to with respect and dignity?
- Does the person have an opportunity to be seen by others in valued roles (e.g homeowner, employee, helper, neighbor, pet owner, voter)

Questions to ask:

Modify wording of questions depending on whether you are talking to the person or someone who knows him/her

- How does this person spend his/her time on a typical weekday? On a typical weekend?
- If the person works, what work does he/she do? How many hours a day does he/she work? Paid or unpaid?
- What opportunities does this person have to make a contribution to others through employment or volunteering?

- What new skills is the person learning or what new abilities is he/she developing? What support is the person receiving to develop them?
- With who does this person spend his/her leisure time?
- How often does the person spend time with family members? With friends? What do they do together? Where?
- Does this person date or have romantic relationships?
- Who are the most important people in his/her life?
- How does this person get to and from work? Where else does he/she go and how does he/she get there? How does this person participate in community events, religious, social or cultural groups?
- Does the person vote and/or participate in political organizations?
- Does the person take vacations? Where? With whom? Who chooses the destinations and activities?
- What are support services doing to help this person to have more friends?
- How are you supporting the person to develop a romantic attachment, if he/she wants it?
- What are this person's interests? How are you supporting involvement in them?
- To what extent has this person been able to choose:
 - where to live-- type of home and location
 - with whom to share the home
 - personal possessions and how personal space is arranged and decorated
 - how time is spent and, if working, where and what kind of work
 - how to spend free time
 - how to spend income, where to shop, banking and debit card usage
 - the people who provide assistance
 - how support is provided (where, when, how much)
 - who provides health care
- Does this person wish to change his/her life in any of the above ways?
- If the person has difficulty understanding or communicating choices, who are the people who know the person best? What role do they plan in helping to discover and express the person's preferences?
- What are this person's personal goals? Are there things he/she would like to do or change in the next year?
- How are support services helping the person to have greater choices and to gain more control over decision-making?

- Does the person feel safe? Has the person experienced any unsafe or emergency situations? If so, how were they handled?
- How much privacy does this person have?
- If the person has a problem or a complaint about the services, who is he/she most likely to talk to about it first?

Questions About Individual Service Plan and Support Team:

- Do the goals identified in the person's written ISP reflect the person's desires and preferences?
- How many goals are "maintenance" of status quo and how many are related to making changes?
 - Which goals address increasing the person's learning and growth?
 - Which goals address increasing the person's choices and decision-making ability?
 - Which goals address increasing the number and/or quality of the person's relationships?
- Do the team meetings create energy and inspiration? Are all team members actively involved?
- How often are team meetings held? How often are goals on the plan and progress reviewed? Are tasks assigned to specific members of the team, with deadlines for progress checks or completion? Can team members point to specific goals that have been achieved or goals on which significant progress has been made?
- How much time does the person's support broker spend with him/her?
- Are there disagreements among team members? If so, what are they and how are they being addressed?
- Who provides the leadership on the person's team? How well are team members working together?
- Has the consumer and/or family members expressed concerns about the person's quality of life? If so, what are the concerns and how are they being addressed?



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QUALITY REVIEW FEEDBACK FORM

Name of consumer: _____
Review team leader: _____
Team members: _____
Dates of review: _____

In our review, we have interviewed [consumer name], and members of the team of people who support [him/her]. Our questions and observations were aimed at determining the extent to which [consumer's] services and supports are assisting [him/her] to pursue a life that embodies [his/her] individuality, gifts, and aspirations.

Strengths: significant progress and creative effort *(include examples and evidence):*

Residential support

Vocational/daytime support

Team coordination

Concerns: areas for improvement and increased effort *(include examples and evidence):*

Residential support

Vocational/daytime support

Team coordination

RECOMMENDATIONS	Follow-up plan (who will implement, who will check back, by when)
Residential support	
Vocational/Daytime support	
Team coordination	

Learning or other benefits we have gained from this review:

Our “messages to the system” -- We noticed theses contributions and threats to this individual’s quality of life, due to events or trends in the larger service system:

DANE COUNTY DEVELOPMENTAL DISABILITIES SERVICES

If you have a concern about service quality, you should know that:

- √ People receiving services, as well as their family members, friends, and service providers, are encouraged to speak up about any concerns they have about quality of service.
- √ "Concerns" do not need to rise to the level of formal "complaints" in order to get attention.
- √ Immediate feedback helps to prevent problems from getting worse and to improve the quality of services for everyone.
- √ You can use any of several processes and resources to express your concern. Following them in the order on this chart seems to work best but is not required.

INFORMAL PROCESSES AND RESOURCES		
Service Provider	If the concern involves the actions of a specific agency, start with the agency staff person most involved. You can also contact the agency's designated Quality Assurance Specialist, if that feels more comfortable or you are not satisfied with the first response.	<ul style="list-style-type: none"> • Contact the service provider agency directly. Phone numbers are available at http://pdf.countyofdane.com/humanservices/dd/source_directory/2008/source_2008_revised.pdf
Support Broker (Adults)	Most adult recipients of services from Dane County's developmental disabilities system hire independent Support Brokers to assist them in developing a support plan, getting needed help, and coordinating services. <u>The broker is designated as the primary monitor of quality</u> and also heads the person's support team. The broker assists the person to define goals and choose or change service providers. Family members, advocates, and friends are encouraged to participate on the team.	<ul style="list-style-type: none"> • Concerns about quality by the service recipient or anyone in his/her life can be directed to the person's Support Broker. • Most brokers are employed by agencies which also have a director and a grievance procedure. • Call (608) 242-6473 for broker names.
County Department of Human Services Managers	One of the Dane County managers is assigned to be a resource to each service recipient and to his/her broker. This manager is available to address complaints and concerns about quality, especially those that have not been successfully resolved by the service provider or support broker.	<ul style="list-style-type: none"> • Contact the assigned county manager . Call (608) 242-6447 for name and phone number of county manager.
Dane County Informal Reporting Form for Concerns about Service Quality	If none of the above resources or processes has been successful in resolving the concern, or if you feel that none are appropriate for dealing with your concern, don't give up! You can call or fill out the attached form to alert county staff to your concern in a way that results in informal discussion and resolution.	<ul style="list-style-type: none"> • DD Quality Assurance Office (608) 242-6466 • http://pdf.countyofdane.com/humanservices/dd/informal_reporting_form.pdf
Dane County Human Services Client Rights and Ombudsman	A client rights specialist is available to assist with disputes over rights and services and to help you find and connect with Dane County services	<ul style="list-style-type: none"> • (608) 242-6477 • http://www.danecountyhumanservices.org/ombudsman_services.aspx
Quality Assurance Board	This committee oversees the Quality Assurance Plan. Anyone can come to a meeting to discuss an issue of concern related to quality.	<ul style="list-style-type: none"> • DD Quality Assurance Office (608) 242-6466

FORMAL COMPLAINT OR GRIEVANCE PROCESSES AND RESOURCES		
Service Provider	All agencies contracting with Dane County must have a written client grievance process	<ul style="list-style-type: none"> • Contact the provider agency for a copy of its grievance procedure.
Dane County Human Service Department	You can appeal an agency decision to the Dane County Adult Community Services Administrator and/or the Director of the Department of Human Services	<ul style="list-style-type: none"> • ACS Administrator: (608) 242-6481 • Department Director: (608) 242-6469
Abuse and Neglect (Adults, age 18 and older)	Staff of provider agencies are required to report any incident that could jeopardize a person's well-being or any suspicion that abuse or neglect has occurred or been threatened. The county's Abuse and Neglect Policy includes a protocol for reporting and investigating such complaints.	<ul style="list-style-type: none"> • DD Quality Assurance Office (608) 242-6466 • http://pdf.countyofdane.com/humanservices/dd/broker_manual/section_10.pdf • Elder Abuse and Adults at Risk HelpLine (608) 261-9933
Abuse and Neglect (Children, age 17 and younger)	Incidents or suspicions of abuse or neglect of a child should be reported to the Child Protective Services at the Dane County Department of Human Services.	<ul style="list-style-type: none"> • (608) 261-5437 (business hours) or (608) 255-6067 (after hours) • http://www.danecountyhumanservices.org/ProtectiveServices/Child/default.aspx
Guardianship-related Concerns	Dane County's Adult Protective Services (APS) Unit, the Coalition of Wisconsin Aging Groups Guardianship Support Center (CWAG), and the Arc-Dane County all provide information and resources related to guardianship. You can also contact the Dane County Probate Court.	<ul style="list-style-type: none"> • Call APS at (608) 242-6200 http://www.danecountyhumanservices.org/ProtectiveServices/Adult/default.aspx • Call CWAG at (608) 224-0606 http://cwagwisconsin.org/elder-law-center/guardianship-support-center/ • Call Arc-Dane County at (608) 833-1199 • http://arcdanecounty.org/guardianship.html • Call the Probate Court at (608) 266-4331
Wisconsin Dept. of Health Services Client Rights Office	All county community service grievance procedures must allow for an appeal to the state's Client Rights Office. This office also oversees grievance procedures for state-operated facilities.	<ul style="list-style-type: none"> • (608) 266-1717 http://dhs.wisconsin.gov/clientrights
Wisconsin Division of Hearings and Appeals	Conducts formal hearings on appeals of decisions made by the state, as well as decisions on Medicaid claims denied or benefits reduced or terminated. You should be notified in writing of any decision that entitles you to appeal through the fair hearing process.	<ul style="list-style-type: none"> • http://dha.state.wi.us/home/ (608) 266-3096
Civil Rights	Complaints about discrimination, depending on the source and type of discrimination, can be directed to the Dane County Americans with Disabilities Act (ADA) Coordinator, the Wisconsin Dept of Health Services (DHS), or the federal US Dept. of Human Services Office for Civil Rights.	<ul style="list-style-type: none"> • Dane County ADA Coordinator (608) 267-1520 • Wisconsin DHS Affirmative Action/ Civil Rights Compliance Office (608) 266-3465; http://dhs.wisconsin.gov/civilrights/ • US Office for Civil Rights (312) 886-2359; http://www.hhs.gov/ocr/
Disability Rights Wisconsin	The independent Protection and Advocacy agency for people with disabilities in Wisconsin can provide information and, in some cases, legal assistance	<ul style="list-style-type: none"> • (608) 267-0214 http://www.disabilityrightswi.org/
Courts	Clients have the right, at any time, to take the matter to court	

