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NDPR [National Disability Prevention and Rehabilitation] 7/13 Meeting [1]

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. list	Waves; RE: Personally Identifiable Information [partial] (1 page)	05/31/0000	b(6)
002. list	Thursday Meeting; RE: Personally Identifiable Information [partial] (1 page)	04/06/1995	b(6)
003. list	Wednesday Meeting; RE: Personally Identifiable Information [partial] (1 page)	04/05/1995	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12025

FOLDER TITLE:

NDPR [National Disability Prevention and Rehabilitation] 7/13 Meeting [1]

2007-0143-F

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RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
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NDPR: Bob Williams

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

20-Jul-1995 07:40pm

TO: fortuna_d
TO: judy_heumann
TO: arosewater

FROM: Bob Williams

SUBJECT: Some Thoughts on Future Directions

As I indicated to you in my e mail the other night,, I want to share the following thoughts and recommendations. I hope they will prove useful to you, Carol and others in the coming days and weeks ahead as we all try to "salvage" and more crisply defining a Federal role in fostering the greater independence and inclusion of Americans with disabilities.

It is increasingly clear to all concerned that if relatively small discretionary disability programs like those in ADD and OSERS (as well as SAMHSA, MCH, etc) are to have any chance of surviving in this climate that a series of things must happen: First, the larger question of whether there will be a Department of Education must resolve itself. The thinking is that if Education were to go away, some of the programs administered by OSERS might come to HHS. On the other hand, if Ed were to remain intact, ADD might be shifted over there.

The second set of considerations which needs working through relates to how best to reconfigure and repackage various "like programs" (e.g., the five Federal P&A programs) along functional lines. Also, several small (or zeroed out) pots of R&D money would need to be combined into an Federal Investment and Innovation Fund like the one being envisioned for Child Welfare programs in ACF/HHS.

I recently met with folks from the ARC, UCP, AAUAP, CDDC, NADDC, NAPAS and the Epilepsy Foundation. They were in general agreement with the approach and want to work through these issues more and volunteered to help develop an options paper outlining various structural and organizational reforms. I also have discussed it with Judy and will be meeting with Ann Rosewater tomorrow to get her advice and insights as well.

Practically speaking, this approach would probably lead the Administration to advocate for and take the following kind of actions:

-- Clearly articulate and identify how the President's investment initiatives in education, Head Start, child care, etc, benefit children with disabilities and their families and therefore how proposed cuts in these same efforts hit such children and families among the hardest hardest (This is of course the point made at Tuesday's meeting and I feel strongly it is one which the

President and others need to speak to forcefully in order to promote and foster an united front by the poverty and disability communities).

-- Seek legislation allowing and encouraging States to consolidate their DD Councils with other federally mandated disability related councils (e.g., Part H, independent living, special education, etc). Allow States to "modify the mission" of such Consolidated Disability Councils, provided minimum assurances are met. Rationale: This would permit States to "do more with less" and also promote greater coordination, collaboration and cohesiveness within the disability community. POSSIBLE FALL OUT TO THIS MIGHT INCLUDE SOME BICKERING BY SOME DISABILITY SPECIFIC GROUPS ABOUT LOSING THEIR "SMALL PIECE OF THE PIE". HOWEVER, THESE GROUPS CAN AND MUST BE CONVINCED THAT THE ONLY WAY TO POSSIBLY TO SURVIVE IS TO COME TOGETHER.

-- Seek legislation allowing States greater flexibility in combining and using the five separate Federal Protection and Advocacy funding streams administered by ADD, CMHS/PHS as well as RSA and NIDRR in OSERS, provided minimum assurances are met. Rationale: Again, this would permit States to "do more with less" and also promote greater coordination, collaboration and cohesiveness within the disability community. THERE SHOULD BE NO FALL OUT HERE SINCE THE SAME AGENCY IN EACH STATE TYPICALLY HOUSES THE FIVE PROTECTION AND ADVOCACY PROGRAMS ANYHOW.

-- Combine UAP core funding with the funding MCH has traditionally targeted at UAPs. Rationale: MCH is now funding personnel prep and service delivery projects in over thirty UAPs. Additionally, MCH funds several other exemplary service delivery projects aimed at children with disabilities and those at risk of becoming disabled. The fear is that whatever is left of such funds will be rolled into the block grant and therefore might or might not be used to benefit children with disabilities or to maintain and strengthen the thirty years of infrastructure and community service experience that UAPs offer.

-- Consider and develop ways to invest Head Start and Child Care Bureau funding in maintaining and tapping into the UAP technical assistance infrastructure that is already in place in every State and Territory. Rationale: Building on existing infrastructures of every kind is both a sound investment and a basic priority of the Clinton Administration.

again I hope you find these comments and recommendations of use.
Thanks!

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

21-Jul-1995 12:26pm

TO: FORTUNA_D

FROM: Ann Rosewater

SUBJECT: Re: RE: Some Thoughts on Future Directions

Thanks for your ideas in response to Bob's. Its good to be part of this conversation. Bob and I are meeting right now and so we thought it would be best just to quickly get back to you with some possible next steps.

It seems to us that there is considerable power in the disability issue and a significant response to the House Appropriations Committee action. But the power comes particularly in responding to the breadth of the attack (ie changes in entitlements as well as the HHS and Education discretionary program cuts).

So our suggestion is that we get together the small group you mentioned, building on the disability review, and identify the information and an approach to outreach which would elevate this to some priority. Let us know how we can best work together on this. Timing, of course, is critical.

Bob will follow up with responses to your queries.

Thank you.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

22-Jul-1995 03:42pm

TO: fortuna_d
TO: judy_heumann
TO: arosewater

FROM: Bob Williams

SUBJECT: Response to Dianna's Queries

This is in follow up to your queries as stated below:

1. We all share the fear that consolidated programs with more general purposes make easier targets for Congress to eliminate or cut. If we were to proceed with these ideas, we would have to think about how to address this concern.

Response: Consolidation might pose risks. However, an equal risk we currently face with disability discretionary programs is that most are relatively small (if not miniscule), the constituencies they serve while vocal are similarly small, such programs are spread throughout the government and therefore are often disjointed. The bottom line of course is that there is nothing approaching a critical mass or an unified front when cuts are made. Moreover, with the exception of OSERS no sub Cabinet agency has an exclusive or even primary focus on disability which makes it more difficult for such agencies to pay much attention to disability concerns in their strategic thinking. This is especially glaring (though perfectly logical and understandable) during periods of crisis like the one we are experiencing.

Your question rightly points out that it would probably be unwise to consolidate several programs with several different "general purposes". I think though there would be something to be gained by consolidating or combining existing programs when it can be demonstrated that specific purposes, goals and objectives could be best advanced by doing so. In Alaska, for example, the State and the disability community have for several years opted to combine Federal funding which would otherwise underwrite two Councils -- the DDC and the one for Part H -- to support a single, unified Council.

The specific purpose which the Alaska arrangement serves of course is that of providing a vehicle for individuals with disabilities and their families have a lead role in designing, overseeing and evaluating those services which affects them most. It simply no longer makes sense for more than one Council or more than one agency to exist to respond to disability specific concerns. Given resource constraints, a much better -- though short term more problematic -- approach is to bring all sectors of the disability community around the same table to grapple together to identify shared purposes and goals as well as differing needs and strategies.

Until and unless this is done the prospects for civil wars breaking out across the community over FY96 appropriations or next year's budget remain unacceptably high. I think we in the Administration can and must play a critical leadership role in both avoiding this and building a consensus around approaching funding and policy matters from more of a cross disability perspective.

Given the guiding principles of the Review and the block grant environment, an argument must be made for a strong Federal role to assure that people with significant disabilities have maximum self determination and a demonstrated say in those decisions which are central to their lives and futures. This of course has several implications for both policy and the budget. One of these, I believe, needs to be the Administration's support for Disability Policy Councils that would advise State Governors and enable them to work directly with people with varying disabilities, their families and advocates to continue to work for needed policy change and increased community service innovation. Such expanded Councils could likewise work to:

- o Assure that assistance or services provided to people with disabilities is carried out in a manner consistent with their strengths, resources, priorities, concerns, and abilities.
- o Afford States and local governments flexibility in delivering community services, provided that people with disabilities and their families have a lead role in designing, overseeing and evaluating those services which affects them most.
- o Stimulate public-private partnerships which demonstrate and disseminate new ideas, knowledge and practices that promote the inclusion of all people with disabilities in their homes, in public schools, in the workplace and in all aspects of community life.

As Alice Rivlin mentioned at an early meeting we might also want to think through how we could best develop Performance Partnerships with States around such goals. Let me also note that the last Congress charged ADD with studying the possible costs, risks, opportunities and benefits of expanding the constituency of current to include individuals with both developmental or other significant disabilities.

Specifically, Congress mandated us to study this issue: 1. taking an indepth view of the five state Councils which have already broaden their constituency in this manner (Alaska, Indiana, New Mexico, Utah and Virginia); and, 2. awarding grants to other Councils (Texas and Maryland) to study and report back on the likely effects of expanding their constituency and mission. Beginning with a Public Forum this week in Madison, Wisconsin, we are taking a third critical step as well: We are conducting several Regional Forums in order to engage a broad cross section of the disability community in a lively constructive discussion not just around expansion but much more substantively around the need to regroup, rethink and reinvent much of the way we do business. I will keep you posted on how these go.

2. I think these kinds of ideas should be run through the disability policy review, since this is exactly the type of work the group was set up to do. First, though, clearly we would want to vet them thoroughly with a small group such as the convenors. What do you think?

Response: See Ann Rosewater's e mail to you. This is an excellent way to go though I would strongly urge that the Convenors group be expanded somewhat to include Paul Miller and other appointees with disabilities who don't currently attend those meetings. I would likewise put in a plug to have Ann attend because I find her links to both the poverty and disability communities and her strategic thinking invaluable.

3. Re consolidation of the P&As: I think this is a good idea, but you refer to giving the states flexibility here. As I'm sure you know, there is great fear that giving Governors control of this money lets the fox watch the chicken coop, and I think all this money now goes directly to the non-profits that are designated by the Governors. I assume you're saying that the money would go directly to one non-profit designated by the Governor.

Response: My reference to State flexibility here was meant to apply strictly to their ability to blend five different Federal funding streams and varying sets of requirements into one uniform program -- benefitting both nonprofit P&As and the State as fiscal agent. Though, your point is well taken and we would have to clarify our use of the term flexibility. You are also right that most P&A Systems are nonprofits and receive Federal funding directly rather than as a pass through from the State (though about nine P&A Systems are still run by State agencies).

Historically, there has also always been efforts to legislatively and otherwise limit the fox's authority to guard the hen house, even relative to fiscal matters. This has been done for well meaning and very sound reasons. However, it has led to an interesting and potentially explosive problem as well. A number of nonprofit P&A Systems have misspent large amounts of Federal funding from ADD, RSA and CMHS over the years. Whenever this happens and the nonprofit can not repay the debt, the State is legally responsible to do so. Of course, I and other agency heads have some discretion over whether and to what degree to waive such debts but it is not clearly spelled out just how far we can or should go in this regard.

On the other hand, one can well see why Governors might take great umbrage at first being told they really shouldn't interfere with P&A Systems and then being possibly held responsible for replacing the Golden Egg gone rotten. Right now the P&A Systems in Tennessee and DC seem to be in this boat. Pat Morrissey has already told Kurt Decker of Senator Ferish's interest in revisiting this issue probably when the DD Act is up next year. we likewise need to think through how to craft a more explicit "good faith" provision -- probably tied to a State assuring that an independent audit is done and reviewed every year.

4. I hope all the outside groups you met can be trusted to keep this quiet until/unless we decide to propose something! (I do of course understand the importance of seeking their general consent prior to any public announcement.)

Response: I think those I met with recognize it is in their interest to work through these matters in a confidential manner and will continue to do so as long as there is a shared commitment on all of our parts to find solutions to both the short and long term challenges we are facing (i.e., FY96 cuts and the next six budget cycles).

5. Have you thought about timing?

Response: As Ann and I indicated there is no time to lose, especially if we are going to have any impact on the cuts or next year's budget proposal.

Hope this helps. Thanks!

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

22-Jul-1995 04:44pm

TO: FORTUNA_D

FROM: Bob Williams

SUBJECT: Re: RE: Response to Dianna's Queries

I understand your hesitancy about proposing significant changes before the FY97 Budget. However, the reality is that extremely significant changes in funding and programs are being proposed and some likely will take effect through the appropriations process. And, I think that it would be a mistake for us not to think through and have some alternative proposals in our hip pocket to share with friends in Congress. This is the kind of leadership which CCD and others in the community are hoping to see the Administration demonstrate during what to them is the most pressing (and depressing) period since Reagan tried and almost succeeded in repealing PL 94-142, Section 504, the DD Act and similar legislation. There are certainly risks involved in doing this but the risks of waiting to act until next year's budget, I think, are even greater. Thanks!

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

25-Jul-1995 04:41pm

TO: FORTUNA_D

FROM: Bob Williams

SUBJECT: Re: invitation; prior e-mail

The piece looks good. The section on DD is fine. The section on the National Council on Disability, though, I think now is dated. I heard Steny Hoyer say today that the House Appropriations Committee put the NCD's money back and dropped language on phasing the Council out. One suggestion: Ruth Katz could assist on filling in information on the President's latest Health Reform proposals and how they impact people with disabilities, including those regarding personal assistance.

Relatedly, I spoke to Peter Edelman and Robyn Stone earlier this week on the need to brief the Secretary and those from ASMB & ASL on the importance of highlighting disability concerns in both internal and external discussions around both the appropriations process and our FY97 budget proposals. Ruth is drafting a paper by Monday, which when available, should be helpful to feed into what you are doing in this piece.

Let me likewise toss a "What do you think of..." question back at you as well: After this week and once we have fleshed out more information on the proposed cuts and their impact, would it be helpful for the principles to meet with Carol and Alice as well as some of your Congressional relations folks to identify possible and preferred Administration responses on the proposed cuts and implications for the 97 budget. Does this make sense?

Hope to see you tomorrow. Thanks for your continuing efforts!

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

25-Jul-1995 05:15pm

TO: FORTUNA_D

FROM: Bob Williams

SUBJECT: Re: Re: invitation; prior e-mail

I think you are right on what they restorred

(\$500K) though I thought I understood Steny to say that the phase out was dropped. On Health Reform, you had inserted a note saying more information was needed and Ruth is the person who would have it. To develop ideas, I think a meeting with you and Ken would work well. I do think the Administration, however, does need to develop a position on these cuts. The disability community's strategy were of course to try to get higher numbers from the Senate. Sooner or later the Administration is going to be asked either what we think and or for our support for such increased numbers. All I am suggesting is we need to have a conversation among ourselves before that kind of question gets asks and we do not know how to respond. And, while some might argue for no response if pressedd, we should thoroughly discuss all options before settling on any of them. Thanks!

DRAFT

IF YOU THINK THE SYSTEM IS WORKING, ASK SOMEONE WHO ISN'T

Employment of Working Age Adults Workgroup

Summary of Findings

- FINDING 1:** People with disabilities are significantly less employed than people without disabilities and have been over many years.
- FINDING 2:** Many people with disabilities who are not working can work and want to work.
- FINDING 3:** People with disabilities report the following reasons as to why they are not employed:
- lack of health care
 - no support services
 - loss of income from working
- FINDING 4:** While employers report many positive experiences with their employees with disabilities, they continue to encounter significant barriers to employing people with disabilities.
- FINDING 5:** People with disabilities are a vastly diverse group with a myriad of employment related needs.
- FINDING 6:** The excessive unemployment and underemployment status of people with disabilities has not been considered a significant factor in the Nation's overall economic policy and resultant mainstream employment services programs.
- FINDING 7:** The federal government has played and continues to play a crucial role in the lives of people with disabilities.
- FINDING 8:** Most employment-related disability programs assume economic incapacity of people with disabilities.
- FINDING 9:** Expenditures for income maintenance (SSI and SSDI) for people with disabilities have doubled in the last 10 years are likely to double again in the next 10 years.
- FINDING 10:** Mainstream employment and training programs do not recognize their obligation to serve people with disabilities.

DRAFT

*How to surface
@NECS*

DRAFT

- FINDING 11:** Targeted education, vocational training and rehabilitation/return to work services for people with disabilities result in service gaps, waiting lists, and a non-system of duplicative programs that consumers must maneuver in order to obtain minimal assistance.
- FINDING 12:** In disability related programs the decision-makers are bureaucrats, not customers.
- FINDING 13:** The structure, regulations, and administration of Federal employment programs for people with disabilities focus on process, not outcomes.
- FINDING 14:** For millions of Americans with disabilities, pursuing employment is an irrational act. The policy goals of income maintenance programs conflict with employment and training programs. Work does not pay because of the threat of loss of health care and the economic disadvantage of going to work as opposed to remaining on income maintenance.
- FINDING 15:** Despite federal efforts to enforce anti-discrimination statutes, people with disabilities continue to face discrimination in employment and related areas such as housing, education and transportation.
- FINDING 16:** Data collection, reporting, and analysis of statistics about people with disabilities is inadequate in major population-based surveys as well as mainstream programs.

DRAFT

5/8/95
DRAFT

SUMMARY OF FINDINGS

- FINDING 1:** People with disabilities are significantly less employed than people without disabilities and have been over many years; and, when people with disabilities do work they are disproportionately adversely affected by changes in the economy and the labor force.
- FINDING 2:** Many people with disabilities who are not working, can work with appropriate accommodations and supports, and want to work.
- FINDING 3:** People with disabilities report the following reasons as to why they are not employed: lack of health care; employment discrimination, lack of support services; and loss of income from working.
- FINDING 4:** While employers report many positive experiences with their employees with disabilities, they continue to encounter significant barriers to employing people with disabilities.
- FINDING 5:** People with disabilities are a vastly diverse group with a myriad of employment related needs.
- New
FINDING 6: Too frequently, youth with disabilities do not move toward independence during their years of transition from school to the adult world.
- FINDING 7:** The excessive unemployment and underemployment status of people with disabilities has not been considered a significant factor in the Nation's overall economic policy and in mainstream employment services programs.
- FINDING 8:** The federal government has played, and continues to play a crucial role in the lives of people with disabilities.
- New
FINDING 9: When people with disabilities go to work and leave the income maintenance rolls it is good for PWDs, good for the economy and greatly impacts the Federal budget.
- FINDING 10:** Expenditures for income maintenance (SSI and SSDI) for people with disabilities have doubled in the last 10 years are likely to more than double again in the next 10 years.
- Revised
FINDING 11: Mainstream employment and training programs are not funded as the primary vehicle for providing employment and training services for people with disabilities and thus may have limited ability to

Prevention:
Business - ADA
& Labor

5/8/95
DRAFT

impact the high rates of unemployment for this group.

Revised

FINDING 12: Targeted vocational training and rehabilitation/return-to-work programs for people with disabilities do not have the resources to serve all individuals who seek services; and, confusion exists between mainstream programs and targeted programs regarding their roles in the delivery of services.

FINDING 13: In disability related programs the decision-makers are service providers and program administrators, not customers.

Revised

FINDING 14: For millions of Americans with disabilities, pursuing employment is an irrational act: because, Federal income maintenance programs operate in conflict with Federal employment and training programs; the two sets of programs work at cross-purposes in terms of providing incentives for employment; and, work does not pay enough to overcome the loss of in-kind benefits such as critical health care and subsidized housing, and/or cash benefits.

FINDING 15: The structure, regulations, and administration of Federal employment programs for people with disabilities focus on process, not outcomes.

FINDING 16: Despite federal efforts to enforce anti-discrimination statutes, people with disabilities continue to face discrimination in employment and related areas such as housing, education and transportation.

FINDING 17: Data collection, reporting, linking and analysis of statistics about people with disabilities is inadequate in both population-based surveys and administrative data sets.

New

FINDING 18: The Federal government could do more to promote the hiring of persons with disabilities using special hiring programs, state-of-the-art technology, applications and other resources; one tool is the OPM reinvention laboratory known as Project ABLE (Able Beneficiaries' Link to Employers).

Hold --

FINDING 19: Early Intervention

FINDING 20: Veterans

FINDING 21: Economic Impact of RTW

THE WHITE HOUSE

WASHINGTON

TOTAL NUMBER OF PAGES INCLUDING COVER: 6

May 25, 1995

MEMORANDUM TO THE NATIONAL DISABILITY POLICY REVIEW TEAM

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Fred Pang: DoD
Larry Parks (Carolyn Gunney): Commerce
Deval Patrick (Liz Savage): DOJ

FROM: Diana Fortuna **DF**
Domestic Policy Council

As you know, the National Disability Policy Review team will meet on Wednesday, May 31, from 3:30 to 5:00 in Room **248** at the Old Executive Office Building. At the meeting, two of our work groups will present their preliminary findings and the policy directions they are pursuing. In addition, we will have two short presentations by agencies that have successfully found ways to address issues affecting people with disabilities.

Attached is an agenda, along a summary of the presentation from the Work Group on Adult Employment. Tomorrow we will fax you some material from the Work Group on the School-to-Work Transition.

If you haven't already done so, please call 202-456-5571 to confirm your attendance and give us clearance information. If you have any questions, call me at 202-456-5570.

cc: Carol Rasco
Alice Rivlin

AGENDA
National Disability Policy Review
Wednesday, May 31, 1995
3:30 - 5:00 p.m.
Rm. ~~21~~²⁴⁸, Old Executive Office Bldg.

- I. Introduction and welcome; update on progress of Disability Policy Review
- II. Presentation on agency best practices: Secretary of Education group on disability issues (5 minutes)
- III. Presentation of preliminary findings and policy directions by Work Group on Adult Employment (10 minute presentation, 20 minutes of discussion)
- IV. Presentations of preliminary findings and policy directions by Work Group on School-to-Work Transition (10 minute presentation, 20 minutes of discussion)
- V. Second presentation on agency best practices (5 minutes)

SOME STATISTICS

EMPLOYMENT: Of the 15.6 million working age adults (16 to 64) who report a work disability, 10.2 million, or 65.5% are not in the labor force. (Current Population Surveys 1992, 1993).

HISTORY: In 1986, 66% of 1000 people with disabilities who were surveyed were not employed; in 1994 68% of those surveyed were not employed. (Louis Harris and Associates 1986, 1994)

POVERTY: People with disabilities who work full time have a 12.3% poverty rate, compared to a 2.65% poverty rate for full time workers without disabilities. (CPS 1993).

FEDERAL EXPENDITURES: The number of working age adults on Federal disability income support increased from 4.2 million to 6.2 million more than doubling the cash outlay from 21.7 billion in 1984 to over 48.3 billion in 1994. (SSA 1994)

YOUTH: The number of SSI and SSDI beneficiaries under age 30 increased by 43% between 1989 and 1993 (SSA 1994).

**FINDINGS OF THE EMPLOYMENT WORK GROUP
OF THE NATIONAL DISABILITY POLICY REVIEW**

FINDINGS

- FINDING 1:** People with disabilities are significantly less employed than people without disabilities and have been over many years; and, when people with disabilities do work they are disproportionately adversely affected by changes in the economy and the labor force.
- FINDING 2:** Many people with disabilities who are not working can work (with appropriate accommodations and supports) and want to work.
- FINDING 3:** People with disabilities report the following reasons as to why they are not employed: lack of access to health care; loss of income from benefits when returning to work; lack of support services, particularly long term support services; and employment discrimination.
- FINDING 4:** While employers report many positive experiences with their employees with disabilities, they continue to encounter significant barriers to employing people with disabilities.
- FINDING 5:** People with disabilities are a vastly diverse group with a myriad of employment related needs.
- FINDING 6:** Too frequently, youth with disabilities do not move toward independence during their years of transition from school to the adult world.
- FINDING 7:** The unemployment and underemployment status of people with disabilities has not been considered in the nation's overall employment policy and goals.
- FINDING 8:** The Federal government has played, and continues to play a crucial role in the lives of people with disabilities.
- FINDING 9:** Expenditures for income maintenance (SSI and SSDI) for people with disabilities have doubled in the last 10 years and are likely to more than double again in the next 10 years.

- FINDING 10:** Mainstream employment and training programs are not funded as the primary vehicle for providing employment and training services for people with disabilities and thus may have limited ability to impact the high rates of unemployment for this group.
- FINDING 11:** Targeted vocational training and rehabilitation/ return-to-work programs for people with disabilities do not have the resources to serve all individuals who seek services; and, confusion exists between mainstream programs and targeted programs regarding their roles in the delivery of services.
- FINDING 12:** In disability related programs the decision-makers are service providers and program administrators, not customers.
- FINDING 13:** For millions of Americans with disabilities, pursuing employment is an irrational act because Federal income maintenance programs operate in conflict with Federal employment and training programs; the two sets of programs work at cross-purposes in terms of providing incentives for employment; and, work does not pay enough to overcome the loss of in-kind benefits such as health care, food stamps, subsidized housing, and/or cash benefits.
- FINDING 14:** The structure, regulations, and administration of Federal employment programs for people with disabilities focus on process, not outcomes.
- FINDING 15:** Despite Federal efforts to enforce anti-discrimination statutes, people with disabilities continue to face discrimination in employment and related areas such as housing, education and transportation.
- FINDING 16:** Federal data collection, reporting, linking and analysis of statistics about people with disabilities is inadequate in both population-based surveys and administrative data sets.
- FINDING 17:** The Federal government could do more to promote the hiring of persons with disabilities.
- FINDING 18:** It is generally acknowledged that Federal employment and rehabilitation programs lack an early intervention focus and are ineffective in assisting workers to maintain employment after the onset of disability.

RECOMMENDATIONS

- I. CREATE A FEDERAL RETURN TO WORK SYSTEM**
- II. REVITALIZE FEDERAL EMPLOYMENT AND TRAINING SERVICES**
- III. PROMOTE COMPLIANCE WITH THE AMERICANS WITH DISABILITIES ACT**
- IV. CREATE A MODEL FEDERAL WORKFORCE**
- V. MAKE EMPLOYERS OUR PARTNERS**
- VI. IMPROVE DATA AND RESEARCH FOR POLICY DEVELOPMENT**
- VII. MISCELLANEOUS**

5/24/95

TO: Ken Apfel
FR: Diana Fortuna
RE: Tomorrow's meeting on Disability Policy Review with
Carol Rasco and Alice Rivlin

Attached are some materials for tomorrow's meeting on the disability policy review with Carol and Alice. Since the meeting got moved from the afternoon to 10 a.m., our pre-meeting is getting squeezed. I understand that we are tentatively on for a pre-meeting at 8:30 tomorrow.

I have attached:

- o an agenda for tomorrow's meeting;
- o an agenda for Wednesday's meeting of the full group;
- o documents from the 2 work groups that are scheduled to present on Wednesday. I would like to send their paper out in advance to the members of the full team so, if there is anything problematic in these documents, let me know. I haven't read them carefully myself yet.

cc: Barry White
Richard Green
Lisa Fairhall

AGENDA
Update on National Disability Policy Review
May 25, 1995

* Susan - reinforce

* Meeting of 4 A, C, S, S

I. Update on progress of review (Diana Fortuna):

- o full team meeting next Wednesday
- o 2 groups to make presentations on findings and beginnings of recommendations

AE - bold

Ch, SW - coord

FedAcc -

II. Questions for Discussion

- o Should the disability policy review be re-directed in light of changes in environment since its inception? If so, how?

- o What budget goals should the review have? Should it be budget neutral, or should we expect savings, especially in fast-growing entitlements? How will the review interact with the upcoming FY97 budget process?

(NPR focus?)

- o Are the likely policy recommendations from the groups coming out where we hoped they would?

- o What should the timing of the policy review's products be? How might our timing be affected by external events, especially on the Hill?

- adult employment ideas could be seized on for deficit reduction purposes (although there are indications that the Hill may arrive at these recommendations independently)

- o Are we having the right impact on short-term issues?

- children's SSI, vocational rehabilitation

- o Do work groups need more guidance? On timing, substance?

quick notes

DRAFT AGENDA
National Disability Policy Review
Wednesday, May 31, 1995

- I. Introduction and Welcome; update on progress of Disability Policy Review
- II. Presentation by Department of Education on group set up by the Secretary to deal with disability issues (5 minutes)
- III. Presentation of preliminary findings and policy directions by Working Group on Adult Employment (10 minute presentation, 20 minutes of discussion)
- IV. Presentations of preliminary findings and policy directions by Working Group on School-to-work transition (10 minute presentation, 20 minutes of discussion)
- V. 2nd short presentation of "best practices" by an agency on disability issues (5 minutes)

THE WHITE HOUSE

WASHINGTON

TOTAL NUMBER OF PAGES INCLUDING COVER: 1

May 30, 1995

MEMORANDUM TO THE NATIONAL DISABILITY POLICY REVIEW TEAM

Distribution:

Elizabeth Julian (Bonnie Milstein): HUD
Gary Blumenthal: PCMR
Carolyn Colvin & Susan Daniels: SSA
Speed Davis: NCD
Dennis Duffy: VA
Eddie Espinosa: PCEPD
Judy Feder & Bob Williams: HHS
Patsy Fleming: ONAP
W. Scott Gould (Ron Glaser): Treas.
Michael A. Grant: OPM
Judith Heumann (Howard Moses): Education
Frank E. Kreusi (Don Trilling): DOT
Joe Meade: USDA
Paul S. Miller (Andy Imparato): EEOC
Josephine Nieves (Stephanie Powers): DOL
Fred Pang: DoD
Larry Parks (Carolyn Gunney): Commerce
Deval Patrick (Liz Savage): DOJ

FROM: Diana Fortuna 
Domestic Policy Council

SUBJECT: Change in Room Number

Please note that we have a room change for tomorrow's National Disability Policy Review team meeting. We will now meet on Wednesday, May 31, from 3:30 to 5:00 in Room 248 at the Old Executive Office Building.

If you have any questions, call me at 202-456-5570.

cc: Carol Rasco
Alice Rivlin

embrace univ desig stds in recreation; partnership products npr-type; 800 million visits/year

Project agrability

target center; usda service to all its agencies; new tech; comp electronic system; -- info and assistance clearinghouse

{ makes avail to other agencies
He uses this

Will there be discussion

Outcome

Drop recommendation language - interagency council

100- Debbie Fine mtg



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF SPECIAL EDUCATION AND REHABILITATIVE SERVICES

FAX COVER SHEET

Telephone: (202) 205-5465

Fax Number: (202) 205-9252

TO: Diana Fortune

FAX NUMBER: 456-7431

FROM: Howard Moses

COMMENTS

re: Department of Ed Secretary's Work Group on
Disability Issues

Sheet #1 of 2

Department of Education: Secretary's Work Group on Disability Issues

Action Areas

- ▶ Evacuation plan
- ▶ Recruitment effort
- ▶ Emergency reader/interpreter/PAS contracts -- Result of EEO settlement
- ▶ Establishment of Accessibility Center for LAN/workstation accommodation

Policy Development

- ▶ FTE Pool for Schedule A readers/interpreters/PAS
- ▶ Policy on Accessible Format
- ▶ Policy on Accessible Meetings

Implementation

- ▶ Contract procedures
 - Meetings/conferences checklist
 - SF-1/print orders/captioning
- ▶ Self Evaluation/Section 504
 - Development of protocol
 - Contract accessibility survey
- ▶ FY 97 Budget Request
 - Systemic Areas
 - Schedule A FTE
 - Reasonable accommodation pool
 - Staff training/development accessibility
 - Internet gopher / WWW page -- public information accessibility
 - Internal braille/large print centers/nodes for ED cc:mail/LAN
 - Support contracts -- braille/interpreters/captioning
 - Building accessibility -- "beyond state of the arts"
 - Evacuation strategies

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
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001. list	Waves; RE: Personally Identifiable Information [partial] (1 page)	05/31/0000	b(6)
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COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12025

FOLDER TITLE:

NDPR [National Disability Prevention and Rehabilitation] 7/13 Meeting [1]

2007-0143-F
db4507

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
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- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Waves

Wednesday, May 31, OEOB, 3:30 pm, room 248

Staff Contact: Diana Fortuna

6-5570

Hugh Berry
Speed Davis
Paul Steven Miller
Andy Imparato
Armando E. Rodriguez
Beverly Lyford Milkman
Howard Moses
Stephanie Powers
Josephine Nieves
Dennis M. Duffy
Elizabeth K. Julian
Barbara Milstein
April Waugh
Marie Strahan
Petra Johnson
Joe Meade
Claiborne Haughton
Ira Laster
Richard E. Espinosa
Elizabeth Savage
Sean Slyn
Jill Weissman

[001]

(b)(6)

Additional Attendees: Ken Apfel

Jeff Levy

CR

AR

Wisa

Richard

Tamett

D Fine

Dleume

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38

Horahan
Katz
Warren
m Grant
26

TOTAL NUMBER OF PAGES INCLUDING COVER: 3

April 28, 1995

MEMORANDUM TO THE NATIONAL DISABILITY POLICY REVIEW TEAM

Distribution:

Robert A Achtenberg (Bonnie Milstein)
Gary Blumenthal
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Dennis Duffy
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Judith Heumann
Joe Meade
Paul S. Miller (Andy Imparato)
Josephine Nieves (Stephanie Powers)
Fred Pang
Larry Parks (Carolyn Gunney)
Deval Patrick (Liz Savage)
Don Trillin

FROM: Diana Fortuna 
Domestic Policy Council

Attached are the guiding principles of the National Disability Policy Review from the Work Group headed by Bob Williams. Bob did a great job of revising the previous draft based on all the comments we got, and I think this new version is very strong. My strong sense is that this is a final document, and that there is no need to debate it any further. If you do, however, have any comments, please get them to me in writing by Friday, May 5.

I will be sending you an agenda for our next meeting, which is on May 9 at 3 p.m., in the next few days.

Please call me with any questions at 202-456-5570.

cc: Carol Rasco
Alice Rivlin
Ken Apfel

TOTAL NUMBER OF PAGES INCLUDING COVER: 1

May 30, 1995

MEMORANDUM TO THE NATIONAL DISABILITY POLICY REVIEW TEAM

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cc: Carol Rasco
Alice Rivlin

TELECOPIER MESSAGE



OSERS/OSEP/DES

Department of Education
Washington, D.C. 20202Fax No: (202) 205-5971
Room 4628 - Switzer BldgDATE: 5/25/95FROM: Hugh BarryTO: Tali Lando
DPCORGANIZATION: OSEP/SETS
OFFICE: (202)NO. OF PAGES INCLUDING THIS COVER PAGE: 8

Please find attached an abstract
describing the Transition Research Institute
and excerpts from the DPIR.

~~PH~~ Call me at home tomorrow
if you have any questions,
301-384-6809. Thanks! *[Signature]*

THE TRANSITION RESEARCH INSTITUTE AT ILLINOIS

The Transition Research Institute at Illinois addresses both theoretical and practical problems of transition. The purpose of the Institute is to identify promising practices that will have an optimal influence upon youths with disabilities, the supporting social systems, the community, and the societal, economic, and governmental systems that influence policy and its implementation.

The goal of the Transition Research Institute is to seek solutions through intervention research, program evaluation, and evaluation technical assistance. The Intervention Research Program is designed to formulate interventions at varying levels--individual, small group, community, societal--and to devise short- and long-term investigations of these interventions. Further, the Institute collects and analyzes data measuring the effectiveness of various models of secondary transition services.

The Institute also provides technical assistance on evaluation methodology to secondary and transition model demonstration projects funded by the Office of Special Education and Rehabilitative Services, U.S. Department of Education. Increasingly, the Institute is also providing technical assistance in diverse areas related to transition.

In addition to these research programs and evaluation activities, the mission of the Institute includes providing services to the professional community by conducting an annual review and synthesis of relevant literature; hosting an annual meeting; providing opportunities for graduate students to gain research, evaluation, and technical assistance experiences; disseminating information through InterChange, a quarterly newsletter sent to over 4,000 professionals in the field; and making available publications describing research by the Institute. Copies of available back issues of InterChange and a current Publications List are available without charge.

Frank Rusch, Ph.D.
Director

Paula Kohler, Ph.D.
Associate Director

Thomas Grayson, Ph.D.
Associate Director

Findings and Implications

- ♦ Of the 163 employment and training programs identified in the GAO survey, only a few specify youth with disabilities as targeted consumers. The challenges facing youth with disabilities has not been adequately addressed as a national priority and must receive increased attention for improved outcomes of all youth.
- ♦ Some disability populations are underserved. Youth with severe emotional disturbances have particularly poor outcomes and do not seem to receive appropriate or adequate support services. Likewise, youth with disabilities who are Hispanic, African American and/or with low socioeconomic status have more difficulty achieving positive post school outcomes.
- ♦ Coordination among federal programs and agencies is lacking. Policy planning and program implementation among federal agencies are disjointed and fall short of intended goals when clashing with other initiatives.
- ♦ Consumers, professionals and agencies do not have adequate information about programs serving youth with disabilities. For example, SSI work incentives such as PASS and IRWE are often not understood and many fear loss of financial and health benefits if they choose to work full time.
- ♦ Information among federal agencies is not shared well. Fragmented programs utilizing narrow terminology and short focused goals contribute to poor communication and lack of data exchange regarding youth with disabilities.
- ♦ Inadequate implementation, reporting and monitoring of inclusion standards is evident among generic programs serving broad populations. The critical needs of youth with disabilities requires additional supports and accommodations which, historically, have not been provided in generic programs. Hence, youth and others with disabilities are often excluded.

As mentioned, the OMB survey has limitations. However, these limitations also draw attention to important policy issues as well as the need for more precise data. How may agencies communicate and collaborate effectively when language and definitions pertaining to youth with disabilities vary? When programs cannot provide the numbers of youth with disabilities served, how can there be assurances that they are served effectively? These questions must be addressed and, in fact, are being used to drive policies targeting the consolidation of discretionary grant funds. While the advantages of consolidated programs are debatable, it is clear that common definitions, reporting systems and performance standards must be in place to ensure that transitioning youth with disabilities receive the services they need.

The Tech Prep requirements of the Carl D. Perkins Vocational and Applied Technology Education Act exemplify the problems associated with inadequate implementation and monitoring of inclusion standards. This law mandates that students with special needs have equal access to a full range of vocational programs, including

technical preparation. However, a survey by Lombard, Hazelkorn and Miller (In press) of state education departments reveal disturbing results. All 50 state education departments were surveyed to determine how Tech-Prep ensured access for special populations. Of the 36 states that responded, results showed that only 3 states had identifiable members representing special populations. Indeed, only 19 of the states had complied with the legislative requirement to form tech-prep councils. Though Perkins legislation requires that states develop measurable goals and accountability measures for addressing the needs of individuals who are members of special populations, more than a third of the 36 states had not met this requirement five years after reauthorization.

Tech Prep was developed to address vocational needs of special populations, however, state programs have not ensured equal access and accountability. Moreover, there seems to be a negative bias toward serving persons with disabilities as evidenced in the National Assessment of Vocational Education's (NAVE) 1994 interim report to Congress:

"Since vocational education is the most marketable alternative to the college-prep curriculum, it is a natural place for all students who are not college-bound. The irony is that this noble goal can have undesirable consequences. Well-intentioned administrators and teachers who believe in the need to serve special populations have noted that vocational programs with relatively high enrollments of special needs students often develop a self-defeating stigma. Average or middle-ability students avoid enrolling in these programs because they do not want to be associated with 'those' student, or because they find classes with low-ability or unmotivated students slow or uninteresting. In this perspective, programs lose the opportunity to serve many students for whom vocational education is potentially of interest and use, particularly since 'average' students constitute a large part of the future technical work force." (p. 79).

Such negative portrayals work against the goals of the Americans with Disabilities Act and IDEA, yet the perception of "those" persons with disabilities as "low-ability and "unmotivated students" seems to have gained acceptance among the supporters of NAVE.

The failure of states to ensure accountability and equal access to vocational training raises the issue of whether federal block grants and other consolidated programs will hasten a trend toward exclusion. On April 4, 1995, Senate Bill S-673, the Youth Development Community Block Grant (YDCBG) was introduced. The \$2 billion bill targets the consolidation of 23 federal programs and promotes mentoring, sports and recreation, peer counseling, youth clubs, leadership development, educationally-based youth employment and other activities. Funds would be allocated directly to local communities and local boards would choose goals for youth development. Service delivery for at-risk youth and special populations is not required. Local board representation of persons with disabilities is not required. If the YDCBG is enacted, given the trend towards exclusion and the absence of accountability, to what degree will youth with disabilities be served?

The needs of transitioning youth with disabilities, as shown by the environmental scan, are great. Issues of accountability, access must be addressed to promote positive transition outcomes, and the federal government's role in providing leadership must be asserted to ensure that ***ALL MEANS ALL***.

Policy Options

A Framework for Change

*Commitment,
Coordination,
Program Design,
Personnel Preparation,
Technical Assistance
and Interagency Collaboration*

I. Establish a Clear National Disability Policy - Commitment & Coordination

- A. The Disability Policy Review has underscored the importance of clearly articulating a disability policy which targets employment, independent and supported living, self-sufficiency and economic independence as the desired goals of all federal programs serving people with disabilities.
- B. Implementation of this disability policy will require the refocusing, realignment, and coordination of various federal efforts. Re-invention of agencies, programs and priorities may necessarily be impacted by political change; however, broad policy goals should transcend these changes and maintain a strong federal commitment toward promoting positive transition outcomes for youth with disabilities.
- C. Leadership and coordination for policy implementation efforts should be located in the White House Domestic Policy Office and supported by an interagency council on disability programs.

II. Adjustments to Current Transition/Employment Programs

- A. Program Design and Wide Spread Dissemination. Develop "transition" blueprints or models which suggests best practices and programs; and, in turn, disseminate this information to all quarters where potential employment and training related support exists for youth with disabilities. Strategies should provide for students

with disabilities to be integrally involved in determining their need for reasonable accommodations in any workplace and or postsecondary environment. This needed information should be gleaned from the best research and demonstration efforts as well as based on national data analysis of positive outcomes. This technical assistance to all potential entities can become the catalyst for high impact transition programs. National, state and local employment and training programs as well as schools, parents, students with disabilities, and disability related organizations should all be targeted to receive this information.

will fund get
B. Innovation. Support for advancing the knowledge base regarding educational strategies and employment opportunities for youth with disabilities will be a continuing need. Funding will be needed in a number of areas including: (1) increasing the capacity of States and localities to serve students in transition effectively through systems designed to serve all students; (2) developing safeguards and accountability measures ensuring equal access to programs including enhanced reporting, monitoring, contingent funding and grant back procedures; (3) responding to advances in technology which could be used by students with disabilities in educational and employment settings; (4) developing solutions to identified barriers and unmet needs such as increasing employment rates, serving minorities with disabilities, and developing effective; and (5) preparation of personnel to support students with disabilities in regular academic and employment settings.

C. Personnel Preparation. Develop the capability of current federal job training and employment professionals to deal with the totality of interrelated transition issues, such as accommodations, independent living, personal assistant services, social issues, etc. Mainstream service providers that address single issues (e.g. job training) without regard for the disability related issues, are far less likely to achieve positive transition outcomes. Develop needed materials and training programs to meet this personnel preparation need. Technical assistance should be provided through OSERS to leaders in regular education, business and other stakeholders.

Designate?
D. Technical Assistance. ~~Create~~ policy offices or officials in all related federal agencies whose purpose is to advise their Department or agency on its response to the transition/employment issues facing youth and other people with disabilities. These agency specific offices would also provided more precise and ongoing technical assistance on "how to" integrate youth with disabilities into the agency's mainstream programs, as well as track the agency's progress in this regard. These policy offices or officials would be coordinated by the interagency council on disability programs suggested above.

III. Federal Interagency Collaborations - Cooperative agreements will be developed to address specific issues requiring on-going interagency council collaboration:

Department of Labor, Department of Health and Human Services & Department of Education

- ♦ Inclusion in existing macro programs - Review of performance standards and state implementation.
- ♦ Accountability - Monitoring to ensure compliance with federal law.
- ♦ Developing joint data collection methodologies to capture data on youth with disabilities.
- ♦ Job shadowing, internships and apprenticeship initiatives.
- ♦ Infusion of work skills curricula in state educational systems.
- ♦ Expanding School To Work Opportunities initiatives.

Department of Justice, Department of Education & Department of Labor

- ♦ Identification systems for adjudicated youth with disabilities.
- ♦ Cooperative dropout prevention strategies via afterschool work and recreation programs.
- ♦ Alternative education models for adjudicated youth and/or students expelled for weapons/drug charges.
- ♦ Joint collaboration in the 1994 Violent Crime Control and Law Enforcement Act grant efforts focusing on at-risk youth, delinquency, community youth services, domestic violence, and sexual abuse of runaway, homeless and street youth.

Social Security Administration, Department of Health and Human Services, Department of Education & Department of Labor

- ♦ Explore ways to identify at an early age youth with severe disabilities on SSI rolls and youth with severe disabilities who will join SSI rolls at the age of 18 years.
- ♦ Develop collaborative funding approach for ensuring that assessment, service coordination and employment-focused transition services are available for these youth.
- ♦ Use existing information and training tools such as Graduating to Independence within the educational, vocational rehabilitation and other provider and advocacy systems to inform professionals, parents and young people about Social Security programs and how they affect employment. In addition, as policies and programs evolve, develop new tools and approaches for information and training.
- ♦ Review linkages of health benefits, SSI/SSDI benefits and employment and move toward a coordinated Federal policy to "make work pay" for young people with severe disabilities. Where possible, services and income support programs should be easy to understand and access.
- ♦ Develop and refine an approach to ensure the security of access to health insurance for youth who move from income assistance programs to employment. This

approach should emphasize cost sharing by the government, employees and employers.

Department of Housing and Urban Development, Department of Labor & Department of Health and Human Services

- ♦ Tracking numbers of homeless with disabilities and at risk populations.
- ♦ Address potential discriminatory barriers for public housing.
- ♦ Developing affordable housing for supported and independent living.
- ♦ Address increasing numbers of "working poor" and impact on disability populations.



John D. LeMaster, Jr., M.Ed.
Director

Department for Human
Services

962-3175

Fax 962-3171

Chairman Executive

Committee E.Z. & C.

4401 Rangeland Road • Louisville, Kentucky 40219 • (502) 962-3160

School To Work Transition Work Group Update - 5/8/95

The School to Work Transition Work Group was charged with the task of exploring issues related to the transition of youth to adulthood from education programs that serve people until they 18 to 21 years of age, then developing policy options addressing an optimum federal role in serving youth with disabilities.

Work group meetings have consisted of representatives from the following Federal agencies: the Social Security Administration, the Department of Commerce, the President's Commission for the Employment of Persons with Disabilities, School-To-Work, the Administration for Developmental Disabilities, the Department of Justice, the Department of Housing and Urban Development and the Health Care Financing Administration.

The work group has adopted an outline structure to direct activities and resulting policy options, based on the guidelines of the charter. First, by culling and adapting parts of existing IDEA and NIDRR definitions, transition was defined as: "the movement of youth with disabilities, ages 14 to 25 years, into positive adult outcomes such as employment, independent living, community integration and economic independence. Activities promoting this movement must be based on the individual's preferences and interests and include, but not be limited to, instruction, community experiences and the development of employment and other post-school adult living objectives." Second, an environmental scan showing the status quo of youth with disabilities will follow showing progress over the last 20 years. Relevant statistics from the National Transition Longitudinal Study, the 16th Annual Report to Congress and the results of an OMB survey of federal agencies have been compiled and will feature other data sources. Next, the role of federal government in transition will be examined looking at several domains of independence and models of successful transition programs.

To date, work group findings and policy recommendations have been developed. Findings are listed below and are subject to additional changes:

- Of the 163 employment and training programs identified in the survey, only a few specify youth with disabilities as targeted consumers. The challenges facing youth with disabilities has not been adequately addressed as a national priority and must receive increased attention for improved outcomes of all youth.
- Some disability populations are underserved. Youth with severe emotional disturbances have particularly poor outcomes and do not seem to receive appropriate or adequate support services. Likewise, youth with disabilities who

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PWD don't benefit
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are Hispanic, African American and/or have low socioeconomic status have more difficulty achieving positive post school outcomes.

- ♦ Coordination among federal programs and agencies is lacking. Policy planning and program implementation among federal agencies are disjointed and fall short of intended goals when conflicting with other initiatives.
- ♦ Consumers, professionals and agencies are not adequately informed or are misinformed about programs serving youth with disabilities. For example, SSA work incentives are not understood and many fear loss of financial and health benefits if they choose to work full time.
- ♦ Information among federal agencies is not shared well. Fragmented programs utilizing narrow terminology and short focused goals contribute to poor communication and lack of data exchange regarding youth with disabilities.
- ♦ Inadequate implementation, reporting and monitoring of inclusion standards is evident among generic programs serving broad populations. The critical needs of youth with disabilities requires additional supports and accommodations which, historically, have not been provided in generic programs. Hence, youth and others with disabilities are often excluded.

Feedback during the last meeting indicated that policy recommendations also need further refinement so that specific strategies among federal agencies will demonstrate a framework for change. This framework focuses on commitment and coordination of a clear national disability policy led by the White House Domestic Policy Office and supported by an interagency council on disability programs. Also, recommendations for program design, personnel preparation, technical assistance, funds targeting unmet needs, ensured participation of youth in generic employment and training programs and massive dissemination of effective transition strategies will be developed further. By describing specific interagency activities, it is hoped that the work group's vision for policy recommendations will be clarified. The next School To Work Transition Work Group meeting is on May 9. It is anticipated that a final product with clear policy recommendations will be completed by May 31, 1995.

School To Work Transition Disability Policy Review

"We must not rest until America has a national disability policy based on three simple creeds: inclusion, not exclusion; independence, not dependence; and empowerment, not paternalism." - Bill Clinton, 1992

Preface

As part of a White House Disability Policy Review Initiative, the School To Work Transition Work Group was charged with the task of exploring issues related to the transition of youth to adulthood from education programs that serve people until they are 18 to 21 years of age, then developing policy options addressing an optimum federal role in serving youth with disabilities.

The work group charter focused on four activities:

1. Reviewing and analyzing current data on the status of youth with disabilities transitioning from school to work and community living;
2. Reviewing and analyzing current legislative authorities and programs that impact on youth with disabilities;
3. Identifying and employing as models innovative practices that assist youth disabilities to successfully transition from school to work and community living; and
4. Making recommendations for the alignment of Federal programs that impact on successful school to work and community living outcomes.

Members of the work group consist of representatives from the Social Security Administration, the Department of Commerce, the President's Commission for the Employment of Persons with Disabilities, School-To-Work, the Administration for Developmental Disabilities, the Department of Justice, Health Care Financing Administration and the Department of Housing and Urban Development. Based on the guidelines of the charter, the Assistant Secretary of the Office of Special Education and Rehabilitative Services, Judy Heumman, convened a series of meetings to direct activities and produce resulting policy options.

The structure of this report will closely follow the activities delineated in the work group charter. First, by culling and adapting parts of existing definitions, a working definition of transition will be presented. This definition was critical for establishing the scope of our review. Second, an environmental scan showing the status quo of youth with disabilities will follow. Relevant statistics, programs and legislature were researched to illustrate outcome progress over the past 20 years as well as highlight areas of need. Third, the role of federal government in transition will be examine, including domains of independence and model transition programs. Viable policy options will next be presented. Finally, work group findings will be summarized and implications for future policy decisions will be discussed.

A Definition of Transition

Based on existing definitions and work group input, the following definition of transition was affirmed:

Transition is the movement of youth with disabilities, ages 14 to 25 years, into positive adult outcomes such as employment, independent living, community integration and economic independence. Activities promoting this movement must be based on the individual's preferences and interests and include, but not be limited to, instruction, community experiences and the development of employment and other post-school adult living objectives.

The utility of this definition is demonstrated when scanning data pertaining to transitioning youth with disabilities, especially when examining federal programs serving this population.

Environmental Scan

Vital Statistics- Pitfalls and Promise

The Americans with Disabilities Act of 1990 (ADA) identified equality of opportunity, full participation, independent living and economic self-sufficiency as key goals for persons with disabilities. In congruence with these goals, the Individuals with Disabilities Education Act (IDEA) of 1993 aimed to, "stimulate the improvement of the vocational and life skills of students with disabilities to enable them to be better prepared for transition to adult life and services." Research focusing on progress towards these goals have revealed both troubling and encouraging indicators relating to transition. The data points listed below illustrate areas of progress, and more importantly, areas of need. By considering these data along with current federal programs serving Americans with disabilities, steps toward fulfilling the promise of ADA and IDEA may be taken.

Dependency versus Self-Determination

- In 1992, about 600,000 individuals with disabilities received an average Supplemental Security Income (SSI) payment of \$611 monthly. Less than 0.5 % of SSI beneficiaries leave the rolls in any year due to work. (SSA, 1993).
- Of the 32.2 million people under age 65 with disabilities, 26.8% are covered by public health insurance such as Medicare and Medicaid. Only 7.9% of people without

- For more severe disabilities, public health plans increases as private coverage declines. Over half of children aged 5 to 17 years with self-care needs such as dressing and feeding rely on public health insurance. Almost two thirds of adults age 18 and over with self-care needs are covered under public insurance. About 393,000 people with self care or routine activity needs have no insurance, public or private (Ibid).
- Of the working-age people with disabilities who are not working, 57% say that they would lose income payments, health-care payments and other benefits if they were working full-time (Louis Harris and Associates, 1994).
- Of the SSA work incentives provided under PASS and IRWE... only x% are used. This may be attributed to lack of dissemination, complicated procedures, etc.

Fatalism versus Consumer-Driven Services

- Among students with disabilities who left secondary school over a five year period, 66 % graduated, 3 % aged out, and 32 % dropped out or were expelled (Hebbler, 1993).
- Up to one-third of the adult homeless population has severe mental illness. National estimates of the number of homeless youth range from 1.3 to 1.6 million annually (HHS, 1993).
- Few youth with disabilities receive services they need. Only about one in four youth who needed life skills training, tutoring/reading/interpreting or personal counseling received these services. About one in three youth who needed job training received it. (Marder, Weschler & Valdes, 1993).
- VR serve considerably higher percentages of youth classified as hearing impaired as with students with other disabilities. For example, whereas VR served 12 % of youth with disabilities overall, it served 33 % of youth classified as hearing impaired. (Marder, Weschler & Valdes, 1993).
- Compared to all transitioning youth with disabilities, contacts with VR agencies, post secondary schools and vocational training programs, job placement programs, employers, social service and mental health agencies is substantially less frequent for students with serious emotional disturbances. In one study, it was noted that in no cases was a mental health agency contacted as part of the transition planning for youth classified as seriously emotionally disturbed (Cameto, 1993).
- One in five students with serious emotional disturbances was arrested while in school, yet only a third ever received personal counseling or therapy by their schools. Within three to five years after exiting school, 57.6 % of individuals with emotional disturbances were arrested at least once (Newmann, 1991).

Instructive Signs

- Students classified as learning disabled, emotionally disturbed or mentally retarded were spending more than half of their high school careers in academic courses, even though they were most likely to cite employment and vocational training programs as their primary post secondary goals (Newman, 1993).
- Interviews with students with learning and emotional disturbances who had dropped out of school showed that many were frustrated with academic classes and wanted to learn vocational skills which would help prepare them for future jobs (Destefano, Hasazi, McGinty and Topper, 1993).
- Students affiliated with school or community groups have significantly lower absenteeism, course failure and drop out rates than students with disabilities who did not belong to groups (Wagner, 1991).
- Occupational vocational education may have a dampening effect on dropping out as well as benefiting other aspects of students' school performance. (Wagner, 1991).
- Students who had paid work experience during secondary school are more likely than students without such experiences to find jobs for pay after leaving school (D'Amico, 1991).
- In 1978, the percentage of full-time college freshman reporting disabilities was 2.6%. In 1991, this figure more than tripled to 8.8% (American Council on Education, 1992). Still only 2% of those students with disabilities reported using VR services. (HEATH, 19??).

Data Patterns

Viewing these data, several patterns emerge which should be considered for future policy. First, opportunities for appropriate vocational skills training, belonging in school and community groups and promotion of self-determination for transition planning appear to have positive impacts on motivating student interest in schools. Second, current SSI and Medicaid benefits appear to be disincentives toward work. Though SSI, IRWE and PASS work incentives exist, most recipients perceive that increased work means decreased income. Third, while some individuals with disabilities appear to have better transition outcomes, others do not. Youth and adults with severe emotional disturbances experience particularly poor outcomes. Fourth, while deinstitutionalization has been reduced, a significant number of homeless persons have disabilities. Positive residential outcomes, a basis of adult security, must be considered along with meaningful employment, social and community participation goals.

Finally, there is a global need to improve planning and delivery of transition services. The Office of Special Education Program's monitoring of state educational systems show a frequent lack of transition planning in the IEP process. Further, agencies outside of the school system are usually not included in transition planning until a student is in his or her senior year. Linkages with businesses, community organizations, and adult service providers must be established early in the process if successful transition planning is a goal for all youth with disabilities.

National Goals for Youth with Disabilities

On March 31, 1994, President Bill Clinton signed the Goals 2000: Educate America Act which sets a course for re-inventing national education. A purpose of this act was to support federal, state and local initiatives to provide, "equal educational opportunity for all students to achieve high occupational and educational skill standards and to succeed in the world of employment and civil participation." The goals outlined in Goals 2000 reflect the increasing demands of a changing workplace and global economy.

Commissioned by the Secretary of Labor in 1991, What Work Requires of Schools: A SCANS Report for America 2000 described the needs for preparing today's youth as tomorrow's workforce. Five key competencies were identified in the areas of resources, interpersonal, information, systems and technology. First, schools need to teach students how to organize and allocate resources such as time, money, materials, facilities and people. Second, working with others as a team member, negotiating, serving and leading were necessary interpersonal skills. The third competency highlighted acquiring, organizing, evaluating and interpreting information. Information competency includes utilizing computers to achieve all levels of data processing. Fourth, understanding complex systems and their interrelationships and fifth, working with a variety of technologies, were among the key competencies. Taken together, the expectations of today's schools necessitate meaningful restructuring to achieve future workforce demands. As directed in Goals 2000 and other legislation, schools must also ensure that equal opportunity is provided for all students to move towards achieving these competencies.

Other legislation mandating equal opportunity and guaranteeing rights for youth with disabilities include the Individuals with Disabilities Education Act, the Americans with Disabilities Act, the Carl D. Perkins Vocational and Applied Technology Act and the School To Work Act. The Individuals with Disabilities Education Act (IDEA) has marked transition services as a required component of the individualized plan which must be considered by the time a youth receiving special education services reaches 16 years of age. IDEA underscores the importance of transition services for reaching positive employment and other post-school outcomes. In addition to equal access to employment, the Americans with Disabilities Act (ADA) also guarantees that persons with disabilities have access to state and local government services, transportation, telecommunications and public accommodations. Further, ADA prevents discrimination against persons with disabilities by requiring employers to provide reasonable accommodations for workers who can perform the essential job functions. The Carl D. Perkins Vocational and Applied Technology Act of 1990 ensures equal access to vocational education programs for all students. Each student in special education participating in vocational education must receive access to recruitment activities, assessment, counseling and special services such as curricular and instructional adaptations.

The School To Work Opportunities Act, a collaborative effort between the Department of Labor and the Department of Education, was initiated to create a national framework of statewide systems promoting the successful movement of youth into the work force. Like the Perkins Act, the School To Work Act is aimed toward benefiting all

youth, including those with disabilities. States receiving funds under this act are expected to develop systems for linking youth to employment, post secondary education and other positive outcomes. State systems must include a school-based learning component, a work based learning component and a connecting activities component. The last component focuses on monitoring and technical assistance provided by the school site mentor, also known as the transition coordinator. This person serves as a liaison between students, employers, parents, teachers and others in order to integrate educational and vocational learning experiences. Also, the connecting activities component emphasizes monitoring demographics and outcomes of program participants.

A common theme among these pieces of legislation is that all youth individuals with disabilities must have the opportunities and support for accessing transition services which ultimately promote positive adult outcomes. Moreover, federal programs and agencies serving all youth must provide assurances that youth with disabilities have equal access for inclusion.

Federal Agencies Impacting Transition

The White House Domestic Policy Council and the Office of Management and Budget launched a survey to collect data pertaining to federal agencies serving individuals with disabilities. Along with other data, agencies were requested to identify and describe programs serving individuals with disabilities, types of services provided, numbers served and demographics, budget outlays and major programmatic issues. Key agencies with the most impact on youth with disabilities and transition were the Department of Labor, the Department of Justice, the Department of Housing and Urban Development, the Health and Human Services Administration and the Department of Education. Summaries of agency activities (See Appendix) provide a thumbnail sketch of these agencies and some of their activities affecting individuals with disabilities.

Survey Limitations

There are several limitations to this survey. First, because data relating to youth with disabilities were not requested specifically, it was difficult to ascertain the degree to which agencies serve this subset of the disability population. Interpreting data is especially tenuous when agencies have varying definitions of youth and disability. Second, agency reports differed in completeness and depth. For example, while some agencies noted programmatic issues impeding service delivery, others failed to address this critical question. Similarly, agencies not responsible for tracking the numbers and demographics of persons served were unable to supply such information. Finally, given the above limitations, it is difficult to evaluate the relative efficacy of programs serving youth with disabilities, together or separately.

Given these limitations, the findings of the work group necessarily relied on existing data, personal observations and common sense. These findings may illuminate obvious needs of programs serving youth with disabilities.

Findings and Implications

- ♦ Of the 163 employment and training programs identified in the survey, only a few specify youth with disabilities as targeted consumers. The challenges facing youth with disabilities has not been adequately addressed as a national priority and must receive increased attention for improved outcomes of all youth.
- ♦ Some disability populations are underserved. Youth with severe emotional disturbances have particularly poor outcomes and do not seem to receive appropriate or adequate support services. Likewise, youth with disabilities who are Hispanic, African American and/or with low socioeconomic status have more difficulty achieving positive post school outcomes.
- ♦ Coordination among federal programs and agencies is lacking. Policy planning and program implementation among federal agencies are disjointed and fall short of intended goals when clashing with other initiatives.
- ♦ Consumers, professionals and agencies are not adequately informed or misinformed regarding programs serving youth with disabilities. For example, work incentives such as PASS and IRWE are often not understood and many fear loss of financial and health benefits if they choose to work full time.
- ♦ Information among federal agencies is not shared well. Fragmented programs utilizing narrow terminology and short focused goals contribute to poor communication and lack of data exchange regarding youth with disabilities.
- ♦ Inadequate implementation, reporting and monitoring of inclusion standards is evident among generic programs serving broad populations. The critical needs of youth with disabilities requires additional supports and accommodations which, historically, have not been provided in generic programs. Hence, youth and others with disabilities are often excluded.

As mentioned, the OMB survey has limitations. However, these limitations also draw attention to important policy issues as well as the need for more precise data. How may agencies communicate and collaborate effectively when language and definitions pertaining to youth with disabilities vary? When programs cannot provide the numbers of youth with disabilities served, how can there be assurances that they are served effectively? These questions must be addressed and, in fact, are being used to drive policies targeting the consolidation of discretionary grant funds. While the advantages of consolidated programs are debatable, it is clear that common definitions, reporting systems and performance standards must be in place to ensure that transitioning youth with disabilities receive the services they need.

The Tech Prep requirements of the Carl D. Perkins Vocational and Applied Technology Education Act exemplify the problems associated with inadequate implementation and monitoring of inclusion standards. This law mandates that students

with special needs have equal access to a full range of vocational programs, including technical preparation. However, a survey by Lombard, Hazelkorn and Miller (In press) of state education departments reveal disturbing results. All 50 state education departments were surveyed to determine how Tech-Prep ensured access for special populations. Of the 36 states that responded, results showed that only 3 states had identifiable members representing special populations. Indeed, only 19 of the states had complied with the legislative requirement to form tech-prep councils. Though Perkins legislation requires that states develop measurable goals and accountability measures for addressing the needs of individuals who are members of special populations, more than a third of the 36 states had not met this requirement five years after reauthorization.

Tech Prep was developed to address vocational needs of special populations, however, state programs have not ensured equal access and accountability. Moreover, there seems to be a negative bias toward serving persons with disabilities as evidenced in the National Assessment of Vocational Education's (NAVE) 1994 interim report to Congress:

"Since vocational education is the most marketable alternative to the college-prep curriculum, it is a natural place for all students who are not college-bound. The irony is that this noble goal can have undesirable consequences. Well-intentioned administrators and teachers who believe in the need to serve special populations have noted that vocational programs with relatively high enrollments of special needs students often develop a self-defeating stigma. Average or middle-ability students avoid enrolling in these programs because they do not want to be associated with 'those' student, or because they find classes with low-ability or unmotivated students slow or uninteresting. In this perspective, programs lose the opportunity to serve many students for whom vocational education is potentially of interest and use, particularly since 'average' students constitute a large part of the future technical work force." (p. 79).

Such negative portrayals work against the goals of the Americans with Disabilities Act and IDEA, yet the perception of "those" persons with disabilities as "low-ability and "unmotivated students" seems to have gained acceptance among the supporters of NAVE.

The failure of states to ensure accountability and equal access to vocational training raises the issue of whether federal block grants and other consolidated programs will hasten a trend toward exclusion. On April 4, 1995, Senate Bill S-673, the Youth Development Community Block Grant (YDCBG) was introduced. The \$2 billion bill targets the consolidation of 23 federal programs and promotes mentoring, sports and recreation, peer counseling, youth clubs, leadership development, educationally-based youth employment and other activities. Funds would be allocated directly to local communities and local boards would choose goals for youth development. Service delivery for at-risk youth and special populations is not required. Local board representation of persons with disabilities is not required. If the YDCBG is enacted, given the trend towards exclusion and the absence of accountability, to what degree will youth with disabilities be served?

The needs of transitioning youth with disabilities, as shown by the environmental scan, are great. Issues of accountability, access must be addressed to promote positive transition outcomes, and the federal government's role in providing leadership must be asserted to ensure that *ALL MEANS ALL*.

The Federal Role in Transition

Successful transition of youth with disabilities into positive adult outcomes such as employment, independent living, economic self-sufficiency and community integration leads to greater economic and social strength to the nation as well as respect for the civil rights of our citizens with disabilities. The federal government can and must demonstrate a leadership role in advancing the positive transition outcomes for young people with disabilities. Failure to do so will result in the continuing upward spiral of dependency and in the failure to fulfill of the promise of the Americans with Disabilities Act. The policy options listed in the last section of this report are designed to help improve this situation by incorporating models of "best practices."

Domains of Independence

The National Transition Longitudinal Study investigated the transition outcomes of youth with disabilities using domains of independence as areas of measurement. The overarching conclusion of this study was that a successful transition is predicated upon access to support or programs that respond to these domains. Also, that for every domain that the youth is successful in or has a positive outcome, their successful transition is increasingly assured. The domains of independence thus give a blueprint for successful transition and include the following:

Engagement- Is the youth with a disability engaged in meaningful, positive activities which lead to economic self sufficiency and increased independence? Such activities may include supported and competitive employment, job skills training and post secondary education.

Social - Is the youth with a disability connected to people within the community? Examples of connectivity include marriage, friendships, and belonging to community groups and organizations.

Residential - Is the youth with a disability living in a stable home environment? Examples of positive outcomes are independent and supported living arrangements.

Components of Successful Transition

In 1994, National Institute on Disability and Rehabilitation Research (NIDRR) compiled a list of key components of successful transition programming for individuals with disabilities. These components were adapted by the work group and provide a model for optimal delivery of transition services. It is believed that federal promotion of the following activities will lead to improved outcomes for transitioning youth:

1. Individualized Education Plans (IEPs) identifying transition services based on student and family decisions. The IEP provides:
 - ♦ assessment of individual student abilities, goals, and needs, focused on information relating to outcomes of working and living in the community;
 - ♦ long term goals and short-term objectives;
 - ♦ strategies for accessing independent living and employment services; and
 - ♦ cooperative agreements among providers for offering services to youth.
2. Databases of current information detailing:
 - ♦ the nature, needs, interests, and preferences of students; and
 - ♦ services and employment opportunities available in the community.
3. Active family involvement for setting goals and directions, supporting student efforts and assuring compliance with legal and regulatory expectations.
4. Skills training for youth which may include:
 - ♦ motivation, self-determination and decision making;
 - ♦ nontraditional jobs that are non stereotypical as to disability or gender;
 - ♦ specific salable vocational skills;
 - ♦ job seeking skills;
 - ♦ job-related work habits and social skills.
5. Interagency agreements focusing on cooperation, funding streams and collaboration efforts to achieve the following:
 - ♦ coordination of information used by agencies for required individualized plans, thus avoiding duplication of services and efforts;
 - ♦ determination of which agencies fund which services for which students; and
 - ♦ seamless movement among services for all youth regardless of nature of disability.
6. Service/career coordination services are used to:
 - ♦ link young adults and families with required services, including post secondary education options;
 - ♦ help assure that services are accessed and used; and
 - ♦ provide advocacy as required.
7. Knowledge of laws and regulations related to transition (e.g., Americans with Disabilities Act (ADA), Individuals with Disabilities Education Act (IDEA), Rehabilitation Act) must be provided to all people involved in the transition process.
8. Career exploration and work experience, such as:
 - ♦ paid, supervised summer employment and work experiences during the school year;
 - ♦ shadowing and other career development opportunities;
 - ♦ part-time jobs outside of high school;

- ♦ direct contacts with post secondary education institutions; and
 - ♦ interactions with role models who have similar disabilities.
9. Ongoing follow-along and follow-up of youth to insure that:
 - ♦ transition services are conducted effectively;
 - ♦ services evolve to meet changing needs in the community; and
 - ♦ students who require additional services after exiting the schools are re-referred.
 10. Availability of specialized expertise including:
 - ♦ access to specialized equipment, procedures and methodology;
 - ♦ consultation from practitioners and professionals with specialized expertise; and
 - ♦ assurance of mentoring and availability of role models.
 11. Personnel preparation programs which will:
 - ♦ assure a base level of competence relative to each profession's standards;
 - ♦ offer opportunities to develop additional skills and knowledge; and
 - ♦ assure utilization of national databases of research findings and best practices.
 12. Processes and procedures that assure the provision of assistive technology, learning aides, environmental controls and modifications when needed, and that these adaptations:
 - ♦ are based upon assessments from recent experiences and activities;
 - ♦ insure transfer from school to the post-secondary environment;
 - ♦ assure there is no delay between leaving school and moving into work or post secondary activities; and
 - ♦ include memoranda regarding ownership and transfer of devices.

National Demonstrations

Paradigms of successful transition programs are, for the most part, based in theory. However, improved evaluations of programs and outcomes are emerging. These programs will ultimately identify and demonstrate effective strategies for promoting the successful movement of youth with disabilities into positive adult outcomes. The Transition Institute of Illinois is in the process of compiling data from programs serving transitioning youth from across the Nation. These studies will assist in refining and validating models of exemplary practices.

Examples of national programs aimed at enhancing transition programming may illustrate how some local communities are working toward improved, empirically based outcomes for youth with disabilities. The following programs from New York, the District of Columbia, Arkansas and New Mexico provide a cross-section of national efforts bringing best theory to best practice.

New York

The Career Pathways Transition Program, based in Plattsburgh, NY, is providing comprehensive transition planning through integrated curriculums and community work experiences. Three public school districts are served. Participants receive intensive transition planning services by the student age of 14 years to put students and parents in the "driver's seat." Flexible transition planning with employers and families, job

shadowing, work site training, supportive and competitive employment, interagency council efforts and enhanced transition coordinator services assist in positive model applications.

Evaluation plans will validate improved employment rates, family participation and self advocacy. As reported by involved parents, "We feel like what we have to say is really heard!"

Washington, DC

Bridges from School to Work, initiated by the Marriott Foundation for People with Disabilities, is administered in local communities like DC to develop paid internships for students with disabilities. Bridges is based on the tenets that youth with disabilities can be productively employed if (1) they are placed in positions which match their skills, interest and experience; (2) they are placed in an environment where supervisors and co-workers are an integral part of placement, training and support process; and (3) both the student and employer are appropriately supported, especially early in their work experience, to help ensure job success. Involvement of local businesses and collaboration with vocational rehabilitation facilities, schools and other community organizations establish the Bridges program as a model which has demonstrated success in moving graduates with disabilities into positive employment outcomes.

Arkansas

Another demonstration of key transition program components is the Jones Learning Center in Clarksville, Arkansas. This academic center provides support to students enrolled in the University of the Ozarks and diagnosed with learning disabilities. Participating students are assigned a program coordinator who assists in planning course schedules and ensuring that needed services are obtained. Self-advocacy, study techniques, time management and specialized support across academic subjects are provided based on individualized needs. Also, career planning strategies and assistive computer technologies accommodating variant learning styles are additional features of this postsecondary transition program.

New Mexico

The Circle of Life Transition Program serves students with diverse disabilities and ethnicity and supports the transition of students and their families in rural school districts surrounding Ruidoso, New Mexico. An infrastructure of collaboration among school systems, vocational rehabilitation services, the New Mexico State University and employers emphasizes that institutional barriers, or "turf battles," have no place in transition planning and services. Cultural sensitivity, interagency collaboration, family involvement and training, community work experiences, linkages with JTPA and other support services, networking with local business and industry and self-determined transition planning are key features leading students to employment and post secondary outcomes.

These programs in all feature family involvement, interagency collaboration, student-focused planning and student development characteristics which set them apart from other programs utilizing only some of these features. Importantly, these programs also incorporate program evaluation components which will help verify successful transition programming and build a greater knowledge base of effective practices. Taken together, they represent a few examples of applied theoretical models which include the participation of students, parents, employers, agencies and teachers.

The federal role in transition, the environmental scan and the definition of transition have been covered. Policy options based on the above information and work group discussions will be presented in the next section.

Policy Options

The work groups findings show that policy refinement is necessary to better serve youth with disabilities. It seemed apparent that policy changes should stem from several tenets which would help with developing coherent, broad policy options.

- I. Students with disabilities will have access to and participate in generic employment and training programs.
 - ♦ Consistent with federal civil rights laws.
 - ♦ Consistent with Administration focus on all students in Goals 2000, STWO Act, and reauthorization proposal for Carl Perkins.
 - ♦ Safeguards ensuring equal access to generic programs must be developed. These safeguards may include enhanced reporting, monitoring, contingent funding and grant back procedures.
- II. Funds for students with disabilities focusing on the transition from school to work will be strategically targeted in areas of unmet needs, support innovation and facilitate adoption of practices into generic systems.
 - ♦ Unmet needs as shown in environmental scan:
 - * Students with serious emotional disturbances.
 - * Minority youth with disabilities, particularly youth of Hispanic and African American heritage.
 - * Low rates of employment for persons with disabilities.
 - ♦ Innovation - Support for advancing the knowledge base regarding educational strategies and employment opportunities for youth with disabilities will be a continuing need. Funding will be needed in a number of areas including: (1) increasing the capacity of States and localities to serve students in transition effectively through generic systems, (2) responding to advances in technology which could be used by students with disabilities in educational and employment settings, (3) developing solutions to identified barriers and unmet needs, and (4) preparation of

personnel to support students with disabilities in regular academic and employment settings.

- III. Support widespread dissemination of information on effective strategies for transitioning youth with disabilities from school-to-work and other postsecondary environments.
- ♦ We know a great deal about effective transition practices and this information must be made available to those developing and implementing school-to-work systems, students with disabilities and their families, regular and special educators, the business community and the private sector.
 - ♦ Strategies should provide for students with disabilities to: be integrally involved in determining their need for reasonable accommodations in any workplace and or postsecondary environments.

A Framework for Change

Commitment, Coordination, Program Design, Personnel Preparation, and Technical Assistance

- I. Establish a Clear National Disability Policy - Commitment & Coordination**
- A. The federal government must clearly and consistently articulate a disability policy which targets employment, independent living, self-sufficiency and economic independence as the desired goals or outcomes of all federal programs serving people with disabilities.
- B. With this policy firmly established, a coordinate, single and precise national message or informational campaign firmly establishing the rights and responsibilities of individuals with disabilities to pursue these outcomes must be pursued. This campaign should focus on the positive outcomes outlined in ADA and, in turn, identify how all federal initiatives, including mainstream programs, contribute forward progress towards these outcomes.
- C. Implementation of this disability policy will require the refocusing, realignment, and coordination of various federal efforts in support of this clearly established national disability policy. To this end, a re-invention of all relevant agencies will be undertaken. Any necessary legislative or administrative adjustments will be identified and implemented.

- D. Leadership and coordination for this effort will be located in the White House Domestic Policy Office and, supported by an interagency council on disability programs.

II. Adjustments to Current Transition/Employment Programs

- A. Program Design. Develop "transition" blueprints or models which suggests best practices and programs; and, in turn, disseminate this information to all quarters where potential employment and training related support exists for youth with disabilities. This needed information or guidance should be gleaned from the best research and demonstration efforts as well as based on national data analysis of positive outcomes. This technical assistance to all potential entities can become the catalyst for high impact transition programs. National, state and local employment and training programs as well as schools, parents, students with disabilities, and disability related organizations should all be targeted to receive this information.
- B. Personnel Preparation. Develop the capability of current federal job training and employment professionals to deal with the totality of interrelated transition issues, such as accommodations, independent living, personal assistant services, social issues, etc. Mainstream service providers that address single issues (e.g. job training) without regard for the disability related issues, are far less likely to achieve positive transition outcomes. Develop needed materials and training programs to meet this personnel preparation need. Leadership for this effort should come from OSERS.
- C. Technical Assistance. Create policy offices or officials in all related federal agencies whose purpose is to advise their Department or agency on its response to the transition/employment issues facing youth and other people with disabilities. These agency specific offices would also provided more precise and ongoing technical assistance on "how to" integrate youth with disabilities into the agency's mainstream programs, as well as track the agency's progress in this regard. These policy offices or officials would be coordinated by the interagency council on disability programs suggested above.

Still Need:

Examples of Possible Activities and Network Paradigms (token ring information exchange, clear leadership direction from interagency council comprised of representatives from all relevant agencies, massive dissemination of target outcomes and components of successful transition, re-invention and realignment continued and refined through interagency council networking)

Examples of Interagency strategies :

- DOL and DOE (inclusion in existing macro programs such as Tech Prep, monitor and ensure compliance with federal law)

- DOJ and DOE (identification systems for adjudicated youth, transition service delivery for eligible students along with appropriate,....)
- SSA and DOE (disseminate work incentives currently available and simplify procedures of obtaining these services via existing School-To-Work and States Systems Change Programs and)
- HUD and HHS (share data, remove discriminatory barriers for housing)

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Appendix

Department of Labor (DOL)

- A. Office of the Assistant Secretary for Administration and Management (OSAM) - The Directorate of Civil Rights (DCR) is involved with enforcing section 504 of the Rehabilitation Act of 1973 for all recipients of DOL financial assistance. In addition, the agency shares partial responsibility for investigating complaints alleging violation of Title II of the Americans with Disabilities Act of 1990. There are no accurate numbers of individuals with disabilities served though DCR estimates this number to be 5,096,460. Enforcement of ADA and the Rehabilitation Act has no line item budget.
- B. Veteran's Employment and Training Service (VETS) - VETS programs provide services to all veterans and other eligible person some of which target individuals with disabilities. First, the Disabled Veterans' Outreach Program provides jobs and job training opportunities for disabled. Second, the Services to Veterans Outreach program provides assessment, training, career exploration, vocational guidance and support services. Third, The Local Employment Representative (LVER) Program provide jobs and job training for disabled and other veterans.
- C. Wage and Hour Division (WHD) - The Fair Labor Standards Act (FLSA) Section 14(c) provides for the employment of person with disabilities under certificates at wages below the statutory minimum wage to the extent appropriate to prevent curtailment of employment opportunities. WHD is responsible for issuing certificates and investigating possible regulatory violations. No money is given directly to individuals with disabilities; rather, the issued certificates allow employment that would otherwise not be available if employers needed pay minimum wages. In FY 1993, 8000 certificates were issued authorizing the employment of over 175,000 workers with disabilities. The number of youth with disabilities benefiting from this program is unknown.
- D. Employment and Training Administration (ETA)
 - 1. Job Training and Partnership Act (JTPA) Title II-A authorizes training and services for the economically disadvantaged and others who face barriers to employment. Services include assessment, classroom training, on-the-job training, job search assistance, work experience, counseling, basic skills training and support services. Title II-B offers summer training and employment for targeted populations, including basic and remedial instruction, work experience programs and support services. Title II-C provides year-round training and employment programs for youth, both in and out of school. Services include limited private sector internships, school-to-work transition services and alternative high school services. PY 1992 data show that 10% of individuals served adults with disabilities (24,855) and 15% were youth (36,934). Total FY 1995 funds are \$988,021,000 for Title II-A. \$876,664,336 got Title II-B and \$608,682,000 for Title II-C.
 - 2. JTPA Title III authorizes block grants to states for the provision of services to dislocated workers. Re-training and re-employment services are to be given to eligible recipients. In PY 1992, 5,337 individuals with disabilities were served, 3% of all dislocated worker recipients. There were no specific projects for persons with disabilities. Total outlays for the Dislocated Worker Program for FY 1995 was \$1,296 billion.
 - 3. The purpose of JTPA Title IV is to increase the number and quality of job opportunities for persons with disabilities. Presently, 6,800 individuals with disabilities are being served, including persons with sight, hearing, epilepsy, mental retardation and other physical and emotional impairments. Youth are not specifically identified but are included among the program recipients. Special outreach, training, job development and job placement services are provided through nine grant awards with a total FY 1995 budget of \$4,172,815.
 - 4. Authorized by the Wagner-Peyser Act of 1933, as amended by the JTPA of 1982 and the amended Rehabilitation Act of 1972, the Employment Service (ES) Program for People with Disabilities provides employment assistance including counseling, testing, job development, employability appraisal and placement services to qualified recipients. ES is funded as part of a block grant, 10% of which is set aside for the provision of services for

persons with special needs. The amount of funding for ES, therefore, cannot be determined exactly though 468,136 persons were reportedly served in FY 1993.

- E. Office of Federal Contract Compliance Programs (OFCCP) OFCCP enforces Section 503 of the amended Rehabilitation Act which requires government contractors and subcontractors to take affirmative action to employ and advance in employment qualified individuals with disabilities. Also, as required by ADA, OFCCP is responsible for developing procedures to prevent any conflicting standards of ADA and the Rehabilitation Act. OFCCP's budget for FY 1995 was \$58,928,000 though there is no specific budget outlay for persons with disabilities. Of the 802 complaints investigated by OFCCP in FY 1994, the agency obtained \$598,967 in back pay benefits for individuals with disabilities and \$1,613,792 in financial awards.

Department of Justice

- A. The Civil Rights Division, Disability Rights Section is responsible for carrying out the Attorney General's enforcement, technical assistance and certification responsibilities under ADA. Under Title II of ADA, the section covers state and local government services. Under Title III, alleged violations pertaining to public accommodations and commercial facilities are investigated; if a violation is discovered, ADA compliance is obtained via litigation and settlement agreements. Securing sufficient staffing and financial resources for the section's range of activities is a major programmatic issue. Currently, the agency's activities cover 49 million people with disabilities with an FY 1995 budget of \$9,871,000.
- B. The Civil Rights Division, Special Litigation Section enforces the federal constitutional and statutory rights of persons with mental disabilities pursuant to the Civil Rights of Institutionalized Persons Act. Activities focus on protecting the 14th Amendment due process rights of person with mental disabilities and to vindicate the rights of those who are institutionalized. Investigations examine the access and adequacy of treatment and training programs promoting mental health, independence and integrated programs within the community. The program's annual budget is 3,367,000, approximately 60% of which targets activities for individuals with mental disabilities.
- C. Office of Juvenile Justice and Delinquency Prevention (OJJDP)
1. OJJDP funds a number of discretionary programs, including the Boys and Girls Clubs, Demonstration Programs and Safe Havens. Over \$2 million is earmarked to promote the establishment and continuation of Boys and Girls Clubs in public housing and other at-risk communities. The Department of Education has transferred \$1 million to the Bureau of Justice Assistance to support Safe Havens, which are multi-service centers where a variety of youth and adult services (including law enforcement, community services, basic and continuing education, health, recreation, and employment) are coordinated in highly visible and accessible facilities secure from crime and drugs. Through its national Block Grant Programs, the Bureau of Justice Assistance supports a number of programs with an afterschool or recreation component, including: the Chinook Counsel of Campfire's public housing, gang and drug intervention program; the Cops summer canoe program run by Catholic Charities of the Archdiocese of St. Paul, Minnesota; the High Point (NC) YMCA's public housing and gang and drug intervention program; the Summer playground anti-drug recreation effort run by the Anne Arundel County (MD) police department; the Delaware state police Camp Barnes; the South Dakota Department of Corrections Custer Youth Forestry Camp for Chemical Dependency Treatment; and the City of Akron youth and neighborhood program.
 2. Assistance also supports grants and innovative partnerships, including Operation Weed and Seed, Training and Technical Assistance, Public/Private Partnership Against Violence in America, Community-Based Programs and the Children At-Risk Program. This program is designed to "weed" out crime and gang activity from 31 target neighborhoods and then "seed" them with a variety of crime and drug prevention programs and human services. The program has a four part strategy: coordinated law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration. The program has a \$23 million budget.
 3. In FY 1994, over \$2 million has been allocated for training and assistance in a variety of areas, including crime and drug abuse prevention, and gang prevention. Technical assistance in the area of afterschool activities or recreation could be encompassed under either of these categories. In FY 1994, over \$1 million will be allocated to a partnership between private and corporate foundations, DOJ, and other participants to address violence in America, particularly violence affecting children and youth.

Through four programs, approximately \$5 million will be allocated in FY 1994 to different groups to perform a variety of tasks to strengthen relationships among citizens, law enforcement, and other private and public service providers and to develop community-based strategies to combat crime, violence, and drug abuse. The Children At-Risk Program, a joint venture between the Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention, is to test a variety of intervention strategies for preventing and controlling illegal drugs and related crime and for fostering the healthy development of youth. Multidisciplinary, multiservice, neighborhood-based programs will be established to provide a broad range of opportunities and services to preadolescents and their families.

4. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) funds a number of programs with recreation or afterschool components including Title V Delinquency Prevention Program, Boys and Girls Clubs in Public Housing, Targeted Outreach with a Gang Prevention and Intervention Component, Race Against Drugs, Mentoring Program, and Cities in Schools. Congress has appropriated \$13 million in FY 1994 for a new delinquency prevention program. As part of this program, community planning teams will conduct risk and resource assessments in order to evaluate what delinquency prevention programs are needed in their particular communities and will submit applications for federal funding for these programs. Afterschool programs clearly will be funded under this effort. In partnership with HUD, OJJDP provided \$300,000 to establish 17 Boys and Girls Clubs in public housing developments in FY 1993. In FY 1994, OJJDP awarded Boys and Girls Clubs of America a \$500,000 grant to continue to help prevent youth from becoming involved in gangs and to divert those in the early stages of gang involvement to more constructive programs. There are 81 existing sites; 25 new gang prevention and 6 intervention sites will be added this year. In FY 1994 a \$115,000 grant will be awarded by OJJDP to help fund the Race Against Drugs, which involves drug awareness, education, and a prevention campaign designed to provide young people with an understanding of the dangers of drugs and the tools to live a non-impaired lifestyle. As authorized in the JJDP Amendments of 1992, OJJDP awards three year grants to or in partnership with local education agencies for mentoring programs designed to link at-risk youth with responsible adults to discourage youth involvement in criminal and violent activity. Cities in Schools is an interagency effort designed to bring service providers into schools to serve along side teachers in a coordinated effort to keep youth in school. In FY 1993, OJJDP contributed \$1.4 million to this program.
5. Grants and Partnerships are also supported by the Office of Juvenile Justice and Delinquency Prevention, and include the Alternative Programs for Juvenile Female Offenders, Serious, Violent and Chronic Juvenile Offender Treatment Program, Integrated Gang Program, and Teens in Action in the 90's. In order to address the unique problems faced by female juveniles, this grant provides \$400,000 to fund four to six demonstration projects to serve the needs of female status offenders, delinquents, dependents, dropouts, and pregnant or teenage mothers. Each program includes specific components, such as training and education, life management and personal growth skills, job training skills, and community service. OJJDP awarded \$500,000 to Allegheny County, Pennsylvania Juvenile Court, and \$500,000 to the Department of Human Services in Washington, DC, to implement plans each developed related to strategies for dealing with juvenile offenders. The plans combine accountability and sanctions with increasingly intensive community-based intervention, treatment, and rehabilitation services. An additional \$1 million will be awarded to two new sites to plan and implement a comprehensive treatment program. OJJDP is developing an integrated program, including demonstration projects, research projects, information dissemination activities, training programs, and technical assistance, to implement the Part D Gang-Free Schools and Communities/Community-Based Gang Intervention Program established under The 1992 Amendments to the JJDP Act. The program will be funded with a \$2 million grant. OJJDP operates this program in partnership with the National Crime Prevention Council and the National Institute for Citizen Education in the Law. OJJDP will contribute \$1 million in FY 94 to the program, which is designed to focus the energies of young people in certain target neighborhoods toward constructive activities and to reduce crime and violence in their schools and communities.

Department of Housing and Urban Development (HUD)

HUD leads a number of programs serving persons with disabilities, including those for individuals who are 18 years of age or older. The Supportive Housing for Persons with Disabilities (Section 811) Program was authorized

by the National Affordable Housing Act of 1990. The Office of Housing is responsible for expanding the supply of specially designed housing with supportive services for persons with disabilities. Though FY 1995 budget data are unavailable, FY 1994 funding totaled \$157,869,000 for 2,663 housing units. Shelter Plus Care, operated by the Office of Community Planning and Development, provides rental assistance for hard-to-serve homeless persons with disabilities in connection with supportive services funded by other sources. Specifically, this program serves homeless persons who are severely mentally ill, have chronic problems with alcohol and/or drugs, or have AIDS or related diseases. Since 1992, an estimated 15,734 people have been served. FY 1994 funding for Shelter Plus Care was \$ 123,700,000. Additionally, HUD operates four other programs for homeless persons, including those who are disabled, with a total FY 1995 budget of \$1.12 billion.

Health and Human Services Administration

- A. Administration for Children and Families Administration on Developmental Disabilities (ADD) The major program functions of ADD include advocacy, planning, promotion and demonstration of state-of-the-art approaches to services and interagency coordination of efforts. Four grant programs funded by the Developmental Disabilities Act include (1) State Developmental Disabilities Council, (2) Protection and Advocacy Program, (3) University Affiliated Programs and Projects of National Significance.
 1. Formula grants are awarded for State Developmental Disabilities Councils to support planning, advocacy and service activities through the development and implementation of a comprehensive plan for meeting the needs of individuals with developmental disabilities. Emphasis is placed on employment, system coordination, community education, community living, advocacy and other priority areas. Fifty five states receive \$70.4 million for FY 1995.
 2. The Protection and Advocacy Program (P&A) provides for the protection and advocacy of individual rights through state formula grants. Examples of advocacy activities include abuse and neglect education, habilitation services for an estimated 37,000 clients, class action suits impacting approximately 1.3 million consumers, and employment of individuals with disabilities. The FY 1995 allocation is \$26.7 million.
 3. University Affiliated Programs (UAP) UAPs are a discretionary grant program for non-profit agencies affiliated with a university. Programs provide technical assistance and services to community services personnel; in FY 1993, over 50,000 individuals received direct services by UAPs. In FY 1995, \$19 million is budgeted and UAPs will match 25%.
 4. Projects of National Significance (PNS) are funded via discretionary grants to enhance independence, productivity and community integration. PNS focus on the most pressing national issues facing individuals with developmental disabilities and their families, resulting in solutions for local implementation. In FY 1995, \$5.8 million is available, \$1.5 million of which is earmarked for the continuation of employment projects.
- B. Health Care Financing Administration (HCFA) is responsible for administering the Medicare and Medicaid Programs. Medicare serves and collects enrollment, person and claims data which is then utilized by the research community, Congress, and the general public. Funds also support counseling and assistance activities relevant to Medicare, Medicaid, long-term care insurance and other health insurance benefit information. In FY 1995, an estimated \$21.4 billion Medicare funds were outlayed for 4.4 million persons with disabilities. Medicaid, a joint Federal/State health care financing program for specific categories of low income individuals, including persons with disabilities. A range of medical services are provided such as diagnosis and treatment, family planning, dental, occupational and physical therapy, prescription drugs, medical equipment, transportation services and intermediate care for persons with mental retardation. The Federal share of Medicaid in FY 1995 is estimated to be \$28.1 billion while \$49 billion will be budgeted as the State share. The estimated number of persons with disabilities served in FY 1995 will be 6 million. Major programmatic issues include the amount of flexibility for States and cost containment in the context of the Federal budget. Moving toward reform, some states are employing alternative delivery systems with HCFA approved waivers.
- C. Substance Abuse and Mental Health Services Administration (SAMHSA) programs fund State, local, non-profit and private for-profit treatment prevention activities serving or benefiting individuals with mental illness and substance abuse disorders, as well as those individuals at risk of becoming disabled due to substance abuse. Services include comprehensive treatment and prevention of mental illness and substance abuse disorders.

Excluding, funds for program management and facilities, the FY 1995 authorization was \$2.1 million. While individual projects have information regarding the number of persons served, SAMHSA's data systems could not capture the number of persons with disabilities given the short turn-around time requested by OMB.

- D. Centers for Disease Control and Prevention, Disabilities Prevention Program (DPP) provides a national focus for the prevention of disabilities and associated secondary conditions. Cooperative agreements and grants build local capacities to prevent disabilities, develop public health approaches, conduct epidemiological studies and develop a national database on disabilities. Major programmatic issues facing DPP are categorical versus block grant funding of projects, and the development for a national science base on secondary conditions.
- E. National Institute of Child Health and Human Development, National Center for Medical Rehabilitation Research (NCMRR) has a research and research training program on medical rehabilitation. The program's mission is to enhance the health, productivity, independence, and quality of life of persons with disabilities by supporting research on the restoration, replacement and enhancement of functioning. The estimated FY 1995 appropriation for NCMRR extramural research and research training is \$15 million.
- F. The Health Resources and Services Administration, Maternal and Child Health Bureau (MCHB) administers Title IV of the Ryan White Act which supports demonstration projects that provide coordinated, comprehensive systems of care for children, youth and families with and at risk of HIV infection. Of a total of 15,176 clients served, 7% were youth between the ages of 13 and 21 years. The FY 1995 budget was \$26 million.

Social Security Administration

- A. Disability Insurance (DI) Program - DI serves persons who meet a medical definition of disability and who have made a requisite number of payments to the DI trust fund via FICA payroll tax. Cash benefits of \$34.6 billion were outlaid to 3.8 million recipients as of June, 1994. The number of beneficiaries under 30 years of age, 167,000 or 4% of the total number of beneficiaries, is the closest approximation for youth with disabilities. Rapidly growing cash benefits and insolvency of the DI Trust Fund are both major issues facing the program.
- B. Supplemental Security Income (SSI) - The SSI program serves persons who meet the same definition of disability as with the DI program but have not accumulated the needed DI earnings credits and who meet specific low income standards. SSI cash benefits for 4.7 million recipients totaled \$19.6 billion as of June, 1994. The total number of recipients under 30 years of age was 1,380,700 or 29% of the total number of beneficiaries. Like the DI program, increasing rolls are sharply increasing the amount of cash benefits provided under SSI, resulting in a backlog of cases for eligibility determination. Recent press alleging fraudulent SSI claims, congressional action regarding benefits paid to drug addicts and alcoholics and the perception of a 20 year trend to liberalize benefits criteria are also critical SSI program issues.

Department of Education

- A. Office of Educational Statistics and Improvement provides formula grants to extend and improve public library services and to make library services accessible to individuals who, because of distance, residence, handicap, age, literacy level, or other disadvantage, have reduced access to library services. In 1993, the program helped serve 804,707 individuals with disabilities. Budget outlays for FY 1995 were 88.3 million dollars.
- B. Office of Post secondary Education (OPE)
 - 1. OPE administers the following federal student aid programs: Pell Grants, Supplemental Education Opportunity Grants (SEOG), State Student Incentive Grants (SSIG), Work Study, Direct Student Loans, Federal Family Education Loans, and Perkins Loans. These programs provide financial assistance to students enrolled at eligible post secondary institutions. The FY 1995 budget was \$14 billion with a total of 13 million awards.
 - 2. The Student Financial Aid Database and Information Line program provides a computerized database of all public and private financial assistance programs, accessible to schools and libraries through either modems or toll-free telephone lines; a toll-free information line, including access by telecommunications devices for the deaf (TDDs). The database is available for the general public, including persons with disabilities; however, the number of persons served is unknown. FY 1995 outlays are \$560,000

3. Federal TRIO programs and Student Support Services programs are designed to increase the college retention and graduation rates of eligible students and to increase the transfer rates of eligible students from 2-year to 4-year institutions. The program awards discretionary grants to projects that provide remediation, academic counseling and guidance, tutorial services, and counseling among other activities. In 1992-1993, the program served 22,000 physically handicapped individuals out of a total of 169,000 participants - 13 percent of the total participants served. FY 1995 outlays were \$128.8 million.

C. Office of Vocational and Adult Education

1. Adult Education Programs provide grants to the States supporting programs that assist educationally disadvantaged adults in developing basic skills, including literacy, achieving certification of high school equivalency, and learning English. States are required to provide two-year "Gateway Grants" to public housing authorities for literacy programs, and to develop a system of indicators to determine program quality and improve the accuracy of evaluations. In addition, a State must use at least 10 percent of its funds to educate the incarcerated and other institutionalized individuals and set aside at least 15 percent for experimental demonstrations and teacher training projects. Individuals eligible for services must be 16 years of age and older. According to 1993 State performance reports, 152,211 or 3.9 percent of the total number of persons served were individuals with disabilities. FY 1995 budget outlays were \$2.6 million.
2. Basic State Grants and Territorial Set-Aside are authorized by the Carl D. Perkins Vocational and Applied Technology Education Act, Title I and II. Formula grants are designed to expand and improve their programs of vocational education and provide equal access in vocational education to special needs populations. There is not data on the number of persons with disabilities served due to varying definitions of vocational education. The FY 1995 budget was about \$1 billion.

D. Office of Elementary and Secondary Education

1. Title I Grants to Local Educational Agencies supplements State and local funding to local educational agencies (LEAs) and schools, especially in high-poverty areas, to help low-achieving children in all school grades achieve educational excellence. Program funds are allocated by formula through State educational agencies (SEAs) to about 93 percent of LEAs in the country. Annual reports indicate that about 5 percent of the total Title I 6.4 million participants served are children with disabilities. Budget outlays: for FY 1995 were \$6.4 billion.
2. Title I State Agency Migrant Education Program provides formula funds to State educational agencies (SEAs) for education services to children of migrant agricultural workers and fishermen. Like other Title I programs, this program focuses on helping migrant children meet the same challenging academic standards expected of all children. In the 1992-93 school year, the SEAs reported that 22,301 migrant children had disabilities, out of a total of 541,122 children served by the program. The FY 1995 budget was about \$3 million.
3. The Arts in Education Program support model education projects and programs in the arts for children, youth, and individuals with disabilities as well as support for federal activities to encourage the inclusion of the arts in the school curriculum. Currently, Very Special Arts, an organization whose programs encourage the involvement of disabled people in the arts, and the Kennedy Center Education program receive all funding under the program. In 1994, the Very Special Arts program served 1,409,480 individuals with disabilities with programs throughout the United States. FY 1995 budget outlays was \$10 million.
4. Title VIII Basic Support Payments are provided by formula to LEAs to help finance the education of federally connected children, including children with disabilities. Federally connected children may include those who either live on Federal property, have a parent on active duty in the uniformed services, children live on Indian lands, reside in low-rent housing or fall in other defined categories. In 1992, LEAs reported 54,850 children with disabilities were served though this figure does not reflect all categories of children. A total of 1.8 million federally connected children were counted for the purposes of payments in that year. Budget outlays for FY 1995 were \$5.2 million.
5. Title VIII Payments for Children with Disabilities funds are provided by formula to LEAs to help finance the additional costs of educating certain federally connected children with disabilities. In 1992, LEAs reported 54,850 children with disabilities were served within some of the defined categories. FY 1995 budget outlays were \$33 million.

E. Office of Special Education and Rehabilitative Services

1. Grants to States assists in meeting the costs of providing special education and related services to children with disabilities. Funds are allocated via formula. In 1994, 5,455,000 children between the ages of 3 and 21 were served. The status of exiting students: 100,742 graduated with a diploma; 30,839 graduated through certification; 4,337 reached maximum age; 51,489 dropped out of school; and for 41,961 were unknown. FY 1995 forward funded outlays were \$2 billion.
2. Secondary and Transitional Services (SETS) supports both research projects and model demonstration projects. A research competition initiated in FY 1991 supported the development of effective strategies to provide transitional services to youth with disabilities who were members of a difficult-to-serve populations, specifically: adjudicated youth, youth with severe emotional disturbance, and youth with severe physical disabilities (including youth with traumatic head injury). A current priority will support two research projects on student involvement in transition planning to facilitate the active participation of students with disabilities in the transition planning process. An on-going priority initiated in FY92 supports demonstration projects which implement effective strategies to identify, recruit, train, and place youth with disabilities who have dropped out, or are at-risk, of school. In FY 1989 and FY 1990 the family networking competition was supported to increase the participation and involvement of parents and other family members in transition planning processes. An FY 1991 priority, Multi-district Outreach, was to enhance the capacity of education agencies by promoting the replication of proven transition service delivery models, or selected components of these models in multiple school districts based upon needs assessments. Projects supported under this priority must disseminate and replicate proven models, or selected components of these models to establish or improve the quality of education and transition services to youth with disabilities. A similar priority is currently being competed in FY94 and is scheduled for FY95. The State Systems for Transition Services for Youth with Disabilities Program is designed to increase the availability, access, and quality of transition services; improve the ability of professionals, parents, and advocates to assist youth in transition; improve coordination and collaboration among service providers; and create an incentive for accessing and using the expertise and resources of programs and projects which have developed successful transition services for youth with disabilities. Also, a technical assistance project intends to evaluate and document the approaches and outcomes of the State systems projects. Beginning in FY 1985, the SETS program funded the Transition Institute at the University of Illinois. A major objective of the Institute is to engage in research activities that address skills needed by youth with handicaps for successful transition to adult and working life. These research efforts have provided a plethora of information on effective transition practices. Many of the Institute's activities encourage the exchange of information, the sharing of expertise, and the building of a network among persons concerned with issues related to the transition of youth with disabilities from secondary school to adulthood.
3. State Vocational Rehabilitation Services Program provide funds for vocational rehabilitation services, such as vocational evaluation; counseling and guidance; physical and mental restoration services; vocational and other training services; assistive technology; job placement services; post-employment services; personal assistance services; and interpreter, mobility, and reader services. There were an estimated 1,195,300 eligible individuals in the VR system in FY 1994; in the same year, of those individuals whose cases were closed after receiving VR services, approximately 61 percent (about 203,000 individuals) were successfully rehabilitated. Each year approximately 85 percent of the individuals rehabilitated enter the competitive labor market or become self-employed. Budget outlays were \$2.2 billion in FY 1995.
4. Vocational Rehabilitation Service Projects for American Indians with Disabilities provides VR services to American Indians with disabilities who reside on Federal or State reservations in order to prepare them for suitable employment. Priority is given to serving individuals with the most severe disabilities. Competitive funding for the program is provided through a set-aside of the VR State Grants program. An estimated 4,700 individuals were served in FY 1994. Budget outlays were \$9.9 million in FY 1995.
5. Client Assistance Program assists clients and client applicants of the Vocational Rehabilitation (VR) State Grant program and other programs, projects, and facilities funded under the Rehabilitation Act of 1973. Assistance may be provided to help clients in their relationships with those providing services, including those pursuing legal and administrative remedies to ensure the protection of their rights. In 1993, CAP handled 63,656 information requests, referrals, and cases. The number of information requests and referrals provided was 52,382 and the number of cases filed totaled 11,272. FY 1995 budget outlays were \$10.5 million.

6. Special Demonstration programs under the Rehabilitation Act develop innovative methods and comprehensive service programs to help individuals with disabilities achieve satisfactory vocational outcomes. Discretionary programs use a variety of approaches to improve vocational outcomes, including supported employment, transitional planning, and increased opportunities for consumer choice; and develop innovative methods of serving unserved and underserved populations. FY 1995 supported employment budget was \$11.4 million and 25.7 million for special demonstrations.
7. Migratory Workers programs target the delivery of comprehensive vocational rehabilitation services to individuals with disabilities who are migratory agricultural workers or seasonal farm workers and to members of their families. Projects also develop innovative methods for reaching and serving this population. FY 1995 budget outlays were \$1.4 million.
8. Recreational Programs under the Rehabilitation Act provide individuals with disabilities with recreation and related activities to aid in their employment, mobility, independence, socialization, and community integration. Discretionary programs are designed to promote the development of social skills that are necessary in achieving integrated vocational and community placements. In FY 1995, budget outlays were \$2.8 million.
9. Protection and Advocacy of Individual Rights funds are used to establish a system to advocate for the rights of individuals with disabilities, and to pursue legal, administrative, and other appropriate remedies or approaches to protect their rights. FY 1995 budget was \$7.4 million.
10. Projects with Industry (PWI), authorized under Title VI of the Rehabilitation Act, focuses on creating and expanding job opportunities for persons with disabilities by involving private industry in the provision of rehabilitation services, job readiness training, and employment and advancement opportunities. PWI projects promote the involvement of private industry through Business Advisory Councils which participate in project policymaking and give advice on available jobs and training requirements. In 1993, the program served 18,267 individuals with disabilities. Seventy-seven percent of these individuals, or 14,153, were reported as having severe disabilities. Budget outlays for FY 1995 were \$23.7 million.
11. State Supported Employment Services Program for Individuals with the Most Severe Disabilities assists States to develop collaborative programs with appropriate public and private nonprofit organizations to provide supported employment services for individuals with the most severe disabilities who require supported employment services to enter or retain employment. Budget outlays for FY 1995 were \$38 million.
12. Independent Living (IL) Programs are intended to maximize the leadership, empowerment, independence, and productivity of individuals with disabilities, and to integrate these individuals into the mainstream of American society. Independent living programs provide financial assistance to States to provide, expand, and improve independent living services; develop and support statewide networks of centers for independent living; and improve working relationships among State independent living rehabilitation programs, centers for independent living, Statewide Independent Living Councils, Rehabilitation Act programs outside of Title VII, and other relevant programs. In FY 1995, \$22.3 million were outlayed for IL State Grants, 42.4 million for IL Centers and \$9.4 million for services for older individuals.
13. Helen Keller National Center provides services on a national basis to individuals who are deaf-blind, their families, and service providers through three program components: (1) a national headquarters center with a residential training and rehabilitation facility where deaf-blind individuals receive intensive specialized services; (2) a network of 10 regional field offices which provide referral and counseling assistance to deaf-blind individuals; and (3) an incentive grant program for public and private agencies that serve individuals with deaf-blindness. The purpose of this program is to enhance opportunities for persons with deaf-blindness to live as independently as possible in their home communities. The HKNC network reports to have served 82 clients at its rehabilitation training center and 1615 through the ten regional offices. In addition, agencies affiliated with HKNC served 3,513 individuals. Of the 797 clients served at the HKNC's rehabilitation training center from June 1969 to June 1994, approximately 43% were age 17-30. Budget outlays for FY 1995 were \$7.4 million.
14. Assistive Technology - The overall purpose is to provide funds to states for improving the access of individuals with disabilities to assistive technology services and devices—products and equipment and related services that are used by individuals with disabilities to increase, maintain, or improve their functional capabilities. Devices

include such items as communication devices, adapted appliances for accessible living, environmental control devices, modified housing, adapted computers, and specialized software. Outlays: \$41,392

15. American Printing House for the Blind (APH) produces and distribute educational materials adapted for students who are legally blind in formal educational programs below the college level. The materials are distributed to programs serving individuals who are blind through allotments to the States. In 1994, APH provided materials to 52,791 students who are blind. Budget outlays for FY 1995 were \$7.4 million.
16. Gallaudet University is a federally chartered, private, nonprofit educational institution offering programs for persons who are deaf. The University offers a traditional liberal arts curriculum and graduate programs on its main campus and a preparatory program on its satellite campus in Northwest Washington. The University also conducts a wide variety of basic and applied deafness research, and provides public service programs for persons who are deaf and professionals who work with persons who are deaf. Gallaudet operates two federally funded elementary and secondary education programs on the main campus of the University. The Kendall Demonstration Elementary School (KDES) operates as a model elementary school for children who are deaf. The Model Secondary School for the Deaf (MSSD) provides secondary education programs for students who are deaf. The schools conduct education programs, projects, and activities for the primary purpose of developing, evaluating, and disseminating model curricula, instructional techniques and strategies, and materials that can be used in various educational environments serving individuals who are deaf and individuals who are hard of hearing throughout the Nation. Total program enrollment in the 1996 school year was 3,220. FY 1995 budget outlays were \$78.4 million.
17. National Technical Institute for the Deaf is a residential facility provides post secondary training and education to persons who are deaf. The purpose of this program is to promote the employment of persons who are deaf by providing technical and professional education for the Nation's deaf young people. The Department maintains a contract with the Rochester Institute of Technology (RIT) in Rochester, NY to operate the National Technical Institute for the Deaf (NTID) and provide NTID with facilities and core services which would not otherwise be available to an institution of NTID's size. Total enrollment in the 1996 school year was 1,090. Budget outlays for FY 1995 were \$40.8 million.

Interagency Collaboration

The School-to-Work Opportunities Act of 1994 (STWO) - The School-to-Work Opportunities Act of 1994 provides venture capital to States and localities to assist them in establishing a framework for transitioning all students including youth with disabilities from school to work and careers in high-skill, high-wage jobs. The initiative is jointly administered by the Departments of Education and Labor and is authorized for five years. During the last year, grants totaling \$78 million were awarded to States and localities for the purposes of designing and implementing systems that emphasize high-standards, instruction that integrates work and school, effective linkages between secondary and postsecondary schools and serves as a catalyst for bringing business, the private sector and educators together. An additional \$12 million will be awarded shortly to extend the development grants and provide support to native americans and the territories. Of the grants awarded to date, Development grants totaling \$15 Million were awarded to all States, the District of Columbia, and Puerto Rico. Implementation grants totaling \$43 million were awarded to 8 states, \$10 million was awarded to 15 local community grants and \$10 million will support 21 high poverty grants to urban and rural communities. A second round of grant competitions will be announced shortly. To date, approximately 22,000 students have been served through the initiative, involving 8,000 businesses and 11,000 schools. Specific information on the participation of students with disabilities is not yet available.

November 9, 1994

MEMORANDUM TO JEREMY BEN-AMI, LISA FAIRHALL & RICHARD GREEN

FROM Stan Herr & Elisabeth Cohen

SUBJECT Minutes from 10/31/94 National Disability Policy Review meeting with:

Carolyn W. Colvin, Deputy Commissioner for Policy and
External Affairs, (SSA)
Susan M. Daniels, Associate Commissioner for the Office of
Disability, (SSA)
W. Scott Gould, Deputy Assistant Secretary, (Treas.)
Deval Patrick, Assistant Attorney General, (Justice)
Elizabeth Savage, (Justice)
Stan Herr, (DPC)
Jeremy Ben-Ami, (DPC)
Elisabeth Cohen, (DPC)

- * need to evaluate where programs merely maintain people in dependency and where they encourage individuals to move forward;
- * Patrick: civil rights working group is taking up disability issues -- their work would be relevant to review process/ looking at how to encourage maximum independence & self-reliance - (should DPC rep. sit in on an initial meeting?);
- * Savage: transportation is swamped with ADA & 504 -- they have exponentially more compliance cases;
- * Gould: mentioned John Kemp, Walter Reich, Paul Herne and Susan Parker (all republicans) as possible contacts in bipartisan effort -- later mentioned Fernando Torres-Gil;
- * Gould: need to build a fence around expectations --
 - if programmatically based, it may be easier to get others to the table
 - timing of work plan seems aggressive
 - will find that many of us know more than others (mentioned his relative lack of experience with disability issues);
- * Herr: varying bodies of knowledge are often related to specific areas, and we need to ask if we have the expertise within the departments or if we will need to pull in consultants;
- * Colvin: importance of studying what's been done and defining who we will focus on -- children/ older Americans/ transition to work force -- very different issue areas;
- * Daniels: identifying points of conflict now - identify major incoherences in policy -- income maintenance vs.

disincentives to employment (this issue has a civil rights component);

- * if we can link review to high-level policy choices already made, we can actually do something;
- * most conflicts exist at statutory level - not at administrative level; (ex: is drug addiction a disability?);
- * Daniels: we should make a decision re: is this across the age range -- seniors/ children/ prevention -- argued for emphasis on working-age population;
- * Savage: could consider a work-related review -- but is there principled reason to not look at movement through the life cycle?;
- * Daniels: we're confused in the middle -- we know what we want for children and seniors; greatest potential to do something good lies in the area of bringing people to the workplace;
- * National Academy of Social Insurance (842-1266) - independent think tank -- disability policy panel/ could do literature review/ sampling from other countries;
- * hold November 14 - 5:30 p.m.

November 9, 1994

MEMORANDUM TO JEREMY BEN-AMI, LISA FAIRHALL & RICHARD GREEN

FROM Stan Herr & Elisabeth Cohen

SUBJECT Minutes from 11/1/94 National Disability Policy Review meeting with:

- * Judy Heumann, Assistant Secretary, Special Education and Rehabilitative Services (Ed.)
- * Michael Grant, Counsellor to the Director/ Director of Agency Initiatives (OPM)
- * Bob Williams, Commissioner, Administration on Developmental Disabilities (HHS)
- * David Ellwood, Assistant Secretary, Planning and Evaluation (HHS)
- * also present: Judy Wurtzel (Ed.), Carol Cichowski (Ed.), Kate Warren (HHS), Robin Stone (HHS), Mary Harahan (HHS), Howard Moses (Ed.)
- * Herr: the usual presentation on substance and process; review gives us a chance to see how various disability agendas mesh -- designees and assistants will be main players -- we will also reach out to 3 advisory councils and outside advocates -- looking to identify big-picture options in strategic review and we want your input;

Review objectives:

- * Williams: how do we in this post-ADA era grapple with the links between disability and poverty?
- * Heumann: looking for meaningful outcomes and ways to look at the non-system that currently exists -- lack of coordination between agencies is striking -- interest in identifying a few critical areas where we can make a significant difference;
- * Stone: relationship between long-term services & assistive technology -- how to form a bridge and get people into labor force;
- * Warren: how can fragmented services make more sense for families as they move through system -- early intervention - employment - independent living;
- * (Wurtzel) policy objectives sometimes seem at cross purposes with other agency objectives, particularly in areas of employment;
- * (Moses) sense of self-empowerment that work represents for everyone in society is just as important to everyone with a disability;

- * (Stan Herr listed some activities going forward under Carol's leadership and explained that we see these kinds of efforts flowing into the review).

Are there any issues missing from DPC's initial memoranda, and is there anything else to consider in refining it?

- * entitlement commission;
- * budget commission;
- * National Academy of Social Insurance (group chaired by Jerry Mashaw of Yale Law School);
- * Ellwood: concern re: timing in relationship to our state of knowledge - we are in a position to make some things better - but we may not be in a position to form a cohesive vision since we don't have good studies on how programs interact with each other;
- * are we setting up unrealistic expectations since new money unlikely?
- * Heumann: let's discuss real obstacles to people with disabilities in relationship to implementing existing legislation; explore more deeply the non-disabled person's view of the disabled person;
- * Heumann: reduction of SSI vs. those always on SSI - employers say they want to hire but don't follow through; so how do we get a better handle on public perception of what people are able to do;
- * (Stone): problem - extent to which we know how public policies and programs interact -- we don't really know what's going on with SSI;
- * Heumann: we need to focus on short-term and long-term agendas - disability community is very interested in employment; should we attempt to make some measurable difference in this area?

Promising short-term issue areas:

- * Williams: focus on putting people to work - many of us had to grit our teeth during ADA over the hype about disability being the "bipartisan issue" (using issue for measurable political gains);
- * reaching out in bipartisan way may have political gains as well;
- * Heumann: non-player agencies shouldn't have the same role as player agencies;
- * Wurtzel: identify principles of review at the onset;
- * Herr: by the 9 month mark - document with specific principles and philosophies -- can be historic opportunity if we have involvement across the government and can put mapping of this issue on the national agenda;

- * Ellwood: we can do a lot without \$\$ - but let's be realistic about the kind of congress we'll be working with -- focus on work / programs are set up as an alternative to work -- but how do we change that? Also, it's a political mine-field;
- * Heumann: vision important, there are technical steps we can take in the areas of personal assistants;
- * (Harahan): clarify that you are limiting your concern to disabled elders; players become very different when addressing older americans;

Political caution:

- * Heumann: concern that message is not given out that people should not be on SSI; we must be conscious of this.

Is there a sense of greater priority in age cohorts?:

- * working, personal assistants, assistive technology/ not bound by age;
- * Ellwood: with children and service delivery - may be many inconsistent mechanisms - but we do have a commission - let's see what they discover;
- * (Stone) the word "review" may scare some people and imply negativity - what do we want for our short-term goals?
- * Heumann: with coordination of \$\$ across agencies this can be an opportunity to look at issues and gain data -- positive and constructive things we can look at that would be consistent with the President's message and have an impact;
- * Herr: review could also identify accomplishments by and for the disability community - identify parts of the country where positive things are going on that we would like to see emulated/ replicated;
- * Heumann: as we move towards greater clarity, we'll make decisions re: who to look at -- let's look at pooling \$\$ across agencies, joint RFPs, other government efficiency issues, other technical improvements.

I. CREATING A RETURN TO WORK SYSTEM

A. BRIEF SUMMARY

Scope and Content: FOUR components of proposed Return to Work System. Primary focus is on 7 million adults with disabilities currently receiving SSI and SSDI benefits. However, also proposed (#5) is gradual phase in of Work First System for new applicants.

1. Free or Low Cost Medical Coverage (Options -- consumer control through vouchers, medical insurance subsidy, create a medicaid buy-in for SSI beneficiaries who go to work - family coverage available, extend premium free hospitalization insurance to SSDI beneficiaries who return to work, expand funding for home and community based services [PAS], remove pre-existing condition rules, legislative changes needed)
2. Make Work Pay (Options -- eliminate current "work incentives" and replace with phase out of cash payments and phase in disability tax credit for workers, extended eligibility - easy back on, change SGA to substantial assistance, provide cash or work support assistance for long term supports). Needs a little more work in view of new information from VCU on other benefits (Food Stamps, Housing subsidies, AFDC, etc.)
3. Consumer controlled and market driven employment and rehabilitation services (Options -- consumer choice with vouchers for rehabilitation and RTW Services, pay providers for value of the outcome or savings realized, reward States, employers/insurers for early intervention and prevention activities)
4. Transition program targeted for SSI/DI youth (in addition to one thru four, includes up-front assessment of ability, focus on employment potential, and accommodations fund for extraordinary costs)
5. Work First System -- New applicants, starting with younger applicants (similar in age to time-limited youth benefit) and phase up to 45? 50? -- replace medical assessment with ONE jointly funded vocational assessment (VR, Special Education, Voc Ed, SSA, DOL, etc.), benefits provided on a time-limited basis and on condition that individual participate in rehab/RTW services, replace SSA medical improvement standard with standard based on removal of barriers to work, provide performance based rehab vouchers that pay longer than period of the benefit to motivate rehab providers to help people stay at work.

Agencies Involved: Social Security Administration
Health and Human Services - HCFA
Internal Revenue Service
Department of Education
Department of Labor

Legislation/Redesign: All five require new legislation and re-work of current SSA, HCFA and IRS systems. Work First would require new legislation and mandate coordination with joint program focus.

B. COMPLETENESS

Missing the following papers:

- #2 New covenant ideas
- #23 Substantial assistance concept
- #16 Full Consumer Choice - consumers
have \$ to pay for all needed services?

Gaps

How would Federal employment and training effort in DOL and DoEd fit into RTW and Work First system?"
How will people with very significant disabilities fare in a market driven system?
What are the administrative costs of creating new system(s)?
Are there induced demand issues when combining RTW with Work First concepts?

C. CONSISTENCY

Return to Work System conflicts with Work First System in terms of focus and costs.
These proposals treat different segments of the population differently (attention to heterogeneity or problem with equity?)

D. COSTS

1. Free or Low Cost Medical Coverage -- NEED TO COST OUT, however if buy-in programs are enacted and employers are required to pick up an equitable share, then cost would be minimal -- would still create saving for Federal government if person leaves benefit rolls and pays something into the system.

PAS would require ADDITIONAL FUNDING but estimates are low.

Private insurance or potential Federal costs related to eliminating pre-existing condition rules? NO INFORMATION

2. Make Work Pay - NO ADDITIONAL COSTS AS CURRENTLY FIGURED. At worst, subsidizes people currently on the rolls with tax credits for working at the same cost as current benefit instead of paying benefits to someone for not working. However, if take other in-kind benefits into account, may be more expensive.

NO INFORMATION on costs related to providing cash or work support assistance for long term support.

3. Consumer controlled and market driven employment and rehabilitation services - NO ADDITIONAL COSTS - providers paid at outcome only if savings realized.

Reward State/private entities for successful early intervention and prevention activities - Demo or create a cap for program in early years to test feasibility and improve effectiveness. NO INFORMATION ON COST

4. Transition program targeted for SSI/DI youth - NO ADDITIONAL COSTS. Up front assessments, accommodations and protection and advocacy services paid for by savings realized through means testing benefit based on parent/household income (similar to PELL grant program for college youth).
5. Work First System -- At first glance, would appear to result in substantial SAVINGS to general and trust funds because of time limited benefits. However, no cost information on jointly funded vocational assessment or performance based rehab vouchers that would pay longer than initial benefit.

FIRST DRAFT DRAFT saved as C:dispol

To: Carol H. Rasco

From: Stan Herr and Jeremy Ben-Ami

Subject: Options Paper on National Disability Policy Review

Date: August 11, 1994

We had a good discussion with Belle and four members of her staff this morning. Here is the discussion points we briefly raised. Appendix 1). Belle said she liked many of the ideas we canvassed, such as the broad approach that is values-based and draws on the President's overall philosophy on disability policy. She also liked the reference to the overseas experience, and noted that Alice Rivlin had written book on Swedish policy that might be usefully consulted. On time table, OMB initially ventured an ambitious April-June 1995 product, but quickly acknowledged that June 1995 or June 1996 might prove more realistic. We talked of the possibility of some interim report that could influence the 1997 budget process. On structure, they suggested a Task force co-chaired by you and Alice with some Secretaries, and a Working group level with DPC-OMB leadership and designees from various timetables. To advance our discussion further, they asked for our writings and we shared the following outline which we noted was purely a rough draft. In all, it seemed a positive initial exchange. Based on our discussion and input, they will work up a next draft on options.

OUTLINE OF IDEAS

I. Summary

- A. Carol's request to us
- B. Alice's concurrence with a "very big deal" review
- C. The whole enchilada approach versus sectorial reviews
- D. Federal disability review v. "anonymous horde" review
(see NYT, 8-10-94 re settlement discussions on the health care advisory task force suit, the quoted matter being the US position)
- E. Constraints imposed by the Federal Advisory Committee Act 5 U.S.C., App. 2 -- public forums can be held by the 3 presidential advisory committees

II. Background

- A. The Campaign promises on disability policy
- B. The centrality of the ADA
- C. The positive services to make the ADA work
- D. the mandate (and interest) of the National Council on Disability (NCD) to make recommendations on disability
- E. ditto -- the President's Comm. on Employment of People with Disabilities (PCEPD)
- F. ditto within the mental retardation/developmental disabilities fields for the President's Committee on mental Retardation (PCMR)

- G. OMB reviews on disability programs
- H. DPC paper on the status of the implementation of the ADA
- I. Highlights of other nations' experience: the Swedish plan; query Canada; Germany

III. Scope options

A. Conceptual issues raised in Belle's list of questions (see Appendix 2) concerning federal responsibilities, & policies advancing the President's disability credo: inclusion, independence and empowerment, and applied to the following program and topic clusters, such as:

- B. infant and toddler programs
- C. education programs (age 3 to 21)
- D. cash benefit programs
- E. medical and other health programs
- F. social services and family supports
- G. school to work transitional services, rehabilitation services and training; employment services
- H. access to, and integration with state and local government programs
- I. access to transportation systems
- J. access to housing
- K. shifts away from institutional settings to community-based options
- L. advocacy services and civil rights enforcement
- M. information and referral; & other government actions aimed at greater empowerment, inclusion, dignity, and independence
- N. services for older persons
- O. personal assistance, mentoring, surrogate decision-making options; guardianship reforms
- P. access to telecommunications and other assistive technology
- Q. services for prevention or minimization of disability
- R. federal government as model employer and other disability accommodations to job applicants, customers, and visitors (note: Federal Disability accommodations Working Group underway)
- S. all the rest of the items one could imagine

IV. Process options

- A. DPC/OMB joint working group on national disability policy
- B. augmented by federal employees from the three national advisory committees;
- C. or further augmented by agencies with specialized jurisdictions, e.g. the Access Board; EEOC; FCC.
- D. on a purely advisory level, and without direct connection to the working group, the NCD, PCEPWD, and PCMR can have their own outreach and policy recommendation groups to offer broader range of input and political base-touching. They may also be preparing their own policy recommendations on a national disability policy that could feed into this process. See App. 3.
- E. The Disability appointees meeting that you chair can also be a forum for this policy development and as a focus group.

V. Recommendations

A. WHEN TO START?

B. Who starts?

C. Outcomes desired?

D. desire to bring some overall structure to the small, limited and uncoordinated national disability policy efforts to date

E. Chinese proverb: journey of 1000 miles begins with a single step

Appendices 1-3

Appendices 3

MEMORANDUM TO CAROL H. RASCO FOR BRIEFING OF PRESIDENT CLINTON

FROM: Stanley S. Herr

SUBJ: Summary of "Operation People First: Toward a National Disability Policy"

DATE: April 29, 1994

Summary. Justin Dart and the staff of the President's Committee on Employment of People with Disabilities (PCEPD) have produced a good overview of the task of framing a coordinated and comprehensive national disability policy. The policy they urge would reshape laws, regulations, programs, and services at both the federal and state levels to conform to "the spirit and the letter of ADA" (the Americans with Disabilities Act). They see the overall goal of that policy as empowering people with disabilities to maximize their potential. Tony Coelho, as our newly appointed PCEPD chair, concurs in the report's findings and recommendations and echoes the "need for a cohesive national policy on disability," supportive of the ADA and designed to bring people into the mainstreams of our culture. Although the recommendations range from the highly general to the narrowly specific, they appear to reflect the Administration's main priorities in this field -- health care reform to ensure universal coverage and end pre-existing condition exclusions, and a broad array of ADA education, implementation and enforcement activities.

Report-making Process. "The Operation People First" report (the Report) is based on 60 teleconferences with 1200 "disability constituency leaders" in the 50 states, DC and the territories. Those conference calls were held from March 1993 to September 1993, and lasted for up to two hours. The aim was to represent the views of a cross-section of major disability constituencies (see pp. 5-6). The tone and substance reflects Mr. Dart's input and his strong empowerment rhetoric and dedication to vigorous ADA enforcement and health care reform enactment. It leads with our campaign pledges of fully integrating all persons with disabilities into mainstream society, and actively involving people with disabilities in "developing a national policy that promotes equality and opportunity." (p. 1). It sees President Clinton's participatory aims as consistent with the historical movement from "authoritarian paternalism" to a "society that puts individuals first" and will bring into the decision-making processes the "vast majority" of excluded Americans with disabilities. (p. 2).

Main Recommendations. The crux of the Report is that the U.S. lacks a coordinated and comprehensive policy consistent with the

ADA, and that a major overhaul of our disjointed laws and fragmented services is long overdue. (p. 23)

The recommendations which follow from those premises include:

- enactment of a right to health care for all persons regardless of income, health or disability status, thus eliminating a powerful work disincentive to stay on the disability rolls, and achieving parity of coverage and civil rights protection for mental disability needs (pp. 10-12, 17-18)

- dedication of more resources at federal and state levels to implement the ADA through wider information dissemination, White House and other governmental leadership, "forceful, proactive steps" to speed compliance, carrot and stick approaches to eliminate what is perceived as local and state governments' "footdragging", etc. (pp. 12-15, 24)

- initiation of an array of government actions from changing Medicaid-waivers to open more community-based services to closing "dehumanizing institutions for people with developmental and psychiatric disabilities;

from a national database of job opportunities and training programs to removal of a host of work disincentives; from targeting undeserved populations of minority, elderly, or rural Americans with disabilities to developing transition programs ... for graduating students with disabilities." (pp. 8-9, 20, 25)

- launching of media and multi-sector campaigns to change attitudes and overcome the pervasive stigma against people with disabilities, especially those with mental disabilities or AIDS (pp. 21-22, 25-26)

- reform of various service-delivery sectors to promote full and meaningful inclusion in schools, accessible, integrated and safe housing, effective and available transportation systems (especially in rural areas), affordable and consumer-controlled personal assistance services, and other changes (pp. 8-9, 19-21)

- improvement of advocacy, empowerment, and equal citizenship status and strategies through training in substantive rights and self-advocacy skills, affirmative action, coalitions

- creation of programs that focus attention on the difficulties of school-to-work/adulthood transitions, and the need for work-study programs, vocational training programs, internships, business partnerships with schools, and others steps to aid 18-year-olds who are now unprepared to work and are abruptly severed from sources of vocational, aid, counselling, assistance, and structured activity (pp. 9, 20-21).

Analysis. The executive summary displays a formidable array of building blocks to set in place for the desired national disability policy. (pp. 8-9). And this list is not even comprehensive. It says little about an accessible telecommunications system; the need for a full array of personal and family supports to avoid unnecessary guardianships, institutional stays, and other stigmatizing differences; reform of welfare and social security disability programs; the need for sports and recreation to minimize isolation and boredom; and a jobs or work-activity program commensurate with the unemployment

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rate cited in the Report (76% of persons with severe disabilities unemployed). Nevertheless the Report's priorities are a good faith starting point. Although the Report acknowledges that the development of coordinated national disability will take several years and require cooperative work with the National Council on Disability, it does not spell out the appropriate next steps to do this task. The overlapping missions and charges of the President's Committee and the National Council on Disability will require some White House oversight. In line with your query yesterday, this appears to be a matter relevant to the DPC since we also receive the recommendations from the President's Committee on Mental Retardation which is now reenergized and soon will be capable of contributing to national disability policy.

Please let me know if I can offer you any further assistance or elaboration.

Findings and Implications

- ♦ Of the 163 employment and training programs identified in the GAO survey, only a few specify youth with disabilities as targeted consumers. The challenges facing youth with disabilities has not been adequately addressed as a national priority and must receive increased attention for improved outcomes of all youth.
- ♦ Some disability populations are underserved. Youth with severe emotional disturbances have particularly poor outcomes and do not seem to receive appropriate or adequate support services. Likewise, youth with disabilities who are Hispanic, African American and/or with low socioeconomic status have more difficulty achieving positive post school outcomes.
- ♦ Coordination among federal programs and agencies is lacking. Policy planning and program implementation among federal agencies are disjointed and fall short of intended goals when clashing with other initiatives.
- ♦ Consumers, professionals and agencies do not have adequate information about programs serving youth with disabilities. For example, SSI work incentives such as PASS and IRWE are often not understood and many fear loss of financial and health benefits if they choose to work full time.
- ♦ Information among federal agencies is not shared well. Fragmented programs utilizing narrow terminology and short focused goals contribute to poor communication and lack of data exchange regarding youth with disabilities.
- ♦ Inadequate implementation, reporting and monitoring of inclusion standards is evident among generic programs serving broad populations. The critical needs of youth with disabilities requires additional supports and accommodations which, historically, have not been provided in generic programs. Hence, youth and others with disabilities are often excluded.

As mentioned, the OMB survey has limitations. However, these limitations also draw attention to important policy issues as well as the need for more precise data. How may agencies communicate and collaborate effectively when language and definitions pertaining to youth with disabilities vary? When programs cannot provide the numbers of youth with disabilities served, how can there be assurances that they are served effectively? These questions must be addressed and, in fact, are being used to drive policies targeting the consolidation of discretionary grant funds. While the advantages of consolidated programs are debatable, it is clear that common definitions, reporting systems and performance standards must be in place to ensure that transitioning youth with disabilities receive the services they need.

The Tech Prep requirements of the Carl D. Perkins Vocational and Applied Technology Education Act exemplify the problems associated with inadequate implementation and monitoring of inclusion standards. This law mandates that students with special needs have equal access to a full range of vocational programs, including

technical preparation. However, a survey by Lombard, Hazelkorn and Miller (In press) of state education departments reveal disturbing results. All 50 state education departments were surveyed to determine how Tech-Prep ensured access for special populations. Of the 36 states that responded, results showed that only 3 states had identifiable members representing special populations. Indeed, only 19 of the states had complied with the legislative requirement to form tech-prep councils. Though Perkins legislation requires that states develop measurable goals and accountability measures for addressing the needs of individuals who are members of special populations, more than a third of the 36 states had not met this requirement five years after reauthorization.

Tech Prep was developed to address vocational needs of special populations, however, state programs have not ensured equal access and accountability. Moreover, there seems to be a negative bias toward serving persons with disabilities as evidenced in the National Assessment of Vocational Education's (NAVE) 1994 interim report to Congress:

"Since vocational education is the most marketable alternative to the college-prep curriculum, it is a natural place for all students who are not college-bound. The irony is that this noble goal can have undesirable consequences. Well-intentioned administrators and teachers who believe in the need to serve special populations have noted that vocational programs with relatively high enrollments of special needs students often develop a self-defeating stigma. Average or middle-ability students avoid enrolling in these programs because they do not want to be associated with 'those' student, or because they find classes with low-ability or unmotivated students slow or uninteresting. In this perspective, programs lose the opportunity to serve many students for whom vocational education is potentially of interest and use, particularly since 'average' students constitute a large part of the future technical work force." (p. 79).

Such negative portrayals work against the goals of the Americans with Disabilities Act and IDEA, yet the perception of "those" persons with disabilities as "low-ability and "unmotivated students" seems to have gained acceptance among the supporters of NAVE.

The failure of states to ensure accountability and equal access to vocational training raises the issue of whether federal block grants and other consolidated programs will hasten a trend toward exclusion. On April 4, 1995, Senate Bill S-673, the Youth Development Community Block Grant (YDCBG) was introduced. The \$2 billion bill targets the consolidation of 23 federal programs and promotes mentoring, sports and recreation, peer counseling, youth clubs, leadership development, educationally-based youth employment and other activities. Funds would be allocated directly to local communities and local boards would choose goals for youth development. Service delivery for at-risk youth and special populations is not required. Local board representation of persons with disabilities is not required. If the YDCBG is enacted, given the trend towards exclusion and the absence of accountability, to what degree will youth with disabilities be served?

The needs of transitioning youth with disabilities, as shown by the environmental scan, are great. Issues of accountability, access must be addressed to promote positive transition outcomes, and the federal government's role in providing leadership must be asserted to ensure that ***ALL MEANS ALL***.

Policy Options

A Framework for Change

*Commitment,
Coordination,
Program Design,
Personnel Preparation,
Technical Assistance
and Interagency Collaboration*

I. Establish a Clear National Disability Policy - Commitment & Coordination

- A. The Disability Policy Review has underscored the importance of clearly articulating a disability policy which targets employment, independent and supported living, self-sufficiency and economic independence as the desired goals of all federal programs serving people with disabilities.
- B. Implementation of this disability policy will require the refocusing, realignment, and coordination of various federal efforts. Re-invention of agencies, programs and priorities may necessarily be impacted by political change; however, broad policy goals should transcend these changes and maintain a strong federal commitment toward promoting positive transition outcomes for youth with disabilities.
- C. Leadership and coordination for policy implementation efforts should be located in the White House Domestic Policy Office and supported by an interagency council on disability programs.

start of missing
page from original document

II. Adjustments to Current Transition/Employment Programs

- A. Program Design and Wide Spread Dissemination. Develop "transition" blueprints or models which suggests best practices and programs; and, in turn, disseminate this information to all quarters where potential employment and training related support exists for youth with disabilities. Strategies should provide for students

with disabilities to be integrally involved in determining their need for reasonable accommodations in any workplace and or postsecondary environment. This needed information should be gleaned from the best research and demonstration efforts as well as based on national data analysis of positive outcomes. This technical assistance to all potential entities can become the catalyst for high impact transition programs. National, state and local employment and training programs as well as schools, parents, students with disabilities, and disability related organizations should all be targeted to receive this information.

- B. Innovation. Support for advancing the knowledge base regarding educational strategies and employment opportunities for youth with disabilities will be a continuing need. Funding will be needed in a number of areas including: (1) increasing the capacity of States and localities to serve students in transition effectively through systems designed to serve all students; (2) developing safeguards and accountability measures ensuring equal access to programs including enhanced reporting, monitoring, contingent funding and grant back procedures; (3) responding to advances in technology which could be used by students with disabilities in educational and employment settings; (4) developing solutions to identified barriers and unmet needs such as increasing employment rates, serving minorities with disabilities, and developing effective; and (5) preparation of personnel to support students with disabilities in regular academic and employment settings.
- C. Personnel Preparation. Develop the capability of current federal job training and employment professionals to deal with the totality of interrelated transition issues, such as accommodations, independent living, personal assistant services, social issues, etc. Mainstream service providers that address single issues (e.g. job training) without regard for the disability related issues, are far less likely to achieve positive transition outcomes. Develop needed materials and training programs to meet this personnel preparation need. Technical assistance should be provided through OSERS to leaders in regular education, business and other stakeholders.
- D. Technical Assistance. Create policy offices or officials in all related federal agencies whose purpose is to advise their Department or agency on its response to the transition/employment issues facing youth and other people with disabilities. These agency specific offices would also provided more precise and ongoing technical assistance on "how to" integrate youth with disabilities into the agency's mainstream programs, as well as track the agency's progress in this regard. These policy offices or officials would be coordinated by the interagency council on disability programs suggested above.

III. Federal Interagency Collaborations - Cooperative agreements will be developed to address specific issues requiring on-going interagency council collaboration:

Department of Labor, Department of Health and Human Services & Department of Education

- ♦ Inclusion in existing macro programs - Review of performance standards and state implementation.
- ♦ Accountability - Monitoring to ensure compliance with federal law.
- ♦ Developing joint data collection methodologies to capture data on youth with disabilities.
- ♦ Job shadowing, internships and apprenticeship initiatives.
- ♦ Infusion of work skills curricula in state educational systems.
- ♦ Expanding School To Work Opportunities initiatives.

Department of Justice, Department of Education & Department of Labor

- ♦ Identification systems for adjudicated youth with disabilities.
- ♦ Cooperative dropout prevention strategies via afterschool work and recreation programs.
- ♦ Alternative education models for adjudicated youth and/or students expelled for weapons/drug charges.
- ♦ Joint collaboration in the 1994 Violent Crime Control and Law Enforcement Act grant efforts focusing on at-risk youth, delinquency, community youth services, domestic violence, and sexual abuse of runaway, homeless and street youth.

Social Security Administration, Department of Health and Human Services, Department of Education & Department of Labor

- ♦ Explore ways to identify at an early age youth with severe disabilities on SSI rolls and youth with severe disabilities who will join SSI rolls at the age of 18 years.
- ♦ Develop collaborative funding approach for ensuring that assessment, service coordination and employment-focused transition services are available for these youth.
- ♦ Use existing information and training tools such as Graduating to Independence within the educational, vocational rehabilitation and other provider and advocacy systems to inform professionals, parents and young people about Social Security programs and how they affect employment. In addition, as policies and programs evolve, develop new tools and approaches for information and training.
- ♦ Review linkages of health benefits, SSI/SSDI benefits and employment and move toward a coordinated Federal policy to "make work pay" for young people with severe disabilities. Where possible, services and income support programs should be easy to understand and access.
- ♦ Develop and refine an approach to ensure the security of access to health insurance for youth who move from income assistance programs to employment. This

approach should emphasize cost sharing by the government, employees and employers.

Department of Housing and Urban Development, Department of Labor & Department of Health and Human Services

- ♦ Tracking numbers of homeless with disabilities and at risk populations.
- ♦ Address potential discriminatory barriers for public housing.
- ♦ Developing affordable housing for supported and independent living.
- ♦ Address increasing numbers of "working poor" and impact on disability populations.

* Tell imp't this year re CR

* Daniels - get in advance by Mon.

* Joe Meade: here's my program: how

Memo to Convenors with:

* Comments by Lisa

1. Proposal for May 9 meeting (get out agenda by next Thursday with any materials):

o Work group updates?

o Report on inventory of programs/National Academy Guide: "Scope of federal programs for PWD"

o 2-3 agencies to report on how they consider PWD in both targeted and general programs (NOT as an employer) Education, HHS, Agriculture?

o General legislative update by me???

o Discuss overall process/progress of review????
Scope of work, timetable
Additional work groups needed?

What outcome do we want from big group meetings?

2. Overall Timetable

late May/early June:

Big group: Accommodations reports
More agencies?

Convenors: half-day on Adult Employment

late June:

Big group: Adult employment reports
More agencies?

late July:

Big group: children or STW???

(ADA 5th anniv.)

Carol idea for big group: real life programs in 4 work group areas

Purpose:
What's out there
What's not there
Can't trace person thru system

① programs
demogs, policy issues
② Fed compensation } lots
Overlapping
③ In-house progs: orch pot eww
Citizens } Accomms

Powerful tool
for analysis &
nat'l policy
don't rush analysis

Also - Rego
is it } cross fertil?

Set out issue,
+ let them
debate it

Carol
Convenors
Big pp:

Vision: products: over
x months; give months

— disband?

Overheads? — paper

{ — Stats

{ — Findings

{ — 6 policy directions

Dennis Duffy?

Global questions for a follow-up meeting with Carol Rasco, Alice Rivlin, Ken Apfel, and Diana Fortuna:

- o Are we having the right impact on short-term issues?
- o Are these the right work groups?
- o Do work groups need more guidance?
- o Should the disability policy review be re-directed in light of changes in environment since its inception? How?
- o What should the timing of the policy review's products be? How might our timing be affected by external events, especially on the Hill?
- o What budget goals should the review have? Should it be budget neutral, or should we expect savings, especially in fast-growing entitlements? How will the review interact with the upcoming FY97 budget process?
- o Do we need another convenors' meeting soon to give them guidance on these global questions?

How to coordinate w/ Hill
Data vs politics
→ Skills of Commissioner
Coord w/ other ags.

Meeting of the Appointees with Disabilities

Goal of prog - comparison
NDPR - ch: with -
cause - } each vs services
y opt. } adult vs. kids

April 10, 1995, 2:00 - 3:30 p.m.

The Roosevelt Room

Agenda

Welcome and Introduction
(5 min)

National Commission on Childhood Disability
(20 min) Q's:

1995 White House Conference on Aging
(20 min)

Adv Comm - after conf?

PTB - has
protocol

Open Forum
(20 min)

Bress
Holt

Future topics - CR

Assessment of recession
- NDPR

Closing
(2 min)

200,000 funded TPA
big probs
101 MR
35 ADHD
1.2 ep1
1.5 CP
1.8 d
2.4 ask
3.4 loss of force

MA continue key SSI

IT nec to keep
off SSI

Sibling can't get a job

Carol H. Rasco

The White House

Retroact pymt - must spend
improve acctbly

Jim Slattery - add CDR
Chair

- dieted benefit
- temp elig detrm

Fernando Torres-Gil
Assistant Secretary for
Aging

Maladaptive - AAP
recommended &

Full Group link pymt to services
credit on trial

- not just advoc

Carol H. Rasco - acctbly

* Get their talking pts - Sh

Not linked to need;
SH - true for adults also

Julie - transp

(Roz) - speech format

Lori Abrams

Joe Trager - 6-5237

Slater

Bob Jones
VA

Mike
Winter
Tramp

Spines - ^{HUD}
~~Edna~~

Debbie Davis
- DRS

Seelan

BSA

Gary

Pam: - Edna
Grant

RSD
Bunbon

To be on menu
for SSI/VR require
reporting

Finding 10/11

Outcome: include DOE in
specs ~~and~~ writing

② collaborate on bill/kg

③ "strengthen mkt" - try

w/VR and/or SSI

1. Non-specialized DOL programs:

- o To what extent do people with disabilities use them?
- o What are the barriers?

Preventive - WC

2. New voucher program's design: - amt to convert: w/o Pell

- o How can it consider the needs of people with disabilities up-front in its design?
- o What are our timing constraints in developing specs or legislative language?

\$1.66 PB

< \$1.6 real

3. Links between DOL programs and DOE's VR program (if we have time):

- o Senate proposal
- o other ideas → flexible VR vouchers

Goodling/McKown
sup VR

How choice is on possible
Diamond -

How choice is VR

GI Bill for America's Workers

Desired outcomes:

- o Influence specs/legislative language in MCBOR program
- o Begin to lay foundation for better DOL/DOE program interface

VR serves 10% of eligibles
Koss

- very wr

DOL context — State employment service - self-service

Hill Summary — JTPA \$10 26 - laid off

1. w/o fed assistance - technology? - not much case mgt
2. on SSI - pay if person gets wk? - SD ideas?
perf based system - one-stop

3. Current VR clients

Continue
Unfunded M to rep.

* How to buy services - Doug? * Talk to Stephanie

* State VR can claim reimb for SSI if they successfully return
TH: who @ DOE is at table?

What programs were thrown
into pot for vouchers?

Feb

Mostly JTPA,

~~some~~ ES etc into 1-steps

Proposed Agenda for Meeting with Representatives of the Domestic Policy Council, Employment Training Administration/Department of Labor, Office of Special Education and Rehabilitative Services/Department of Education, and Disability Programs/Social Security Administration

1. Establishment of an inter-departmental team to review access and equity concerns for individuals with disabilities in the Administration's Employment, Training and Re-training (ETR) initiative and/or any consolidation of adult job training/job placement programs, and to make recommendations.

- Establish proposed composition of team and constituencies to be included in deliberations;
- Confirm responsibility of team to review disability-related aspects of legislation to consolidate adult job training programs;
- Set deadline for team report;
- Identify initial areas for team review, including:
 - SSA coordination between State vocational rehabilitation agencies and employment services;
 - "first dollar" policies on accommodations;
 - inter-agency strategies on staff development; and
 - data collection and performance measures.

2. Initiate discussions on effective means of identifying monthly unemployment rates among adult workers with disabilities.

3. Initiate discussions on providing all State vocational rehabilitation agencies access to DOL-sponsored jobs databases at the State level.

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
002. list	Thursday Meeting; RE: Personally Identifiable Information [partial] (1 page)	04/06/1995	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12025

FOLDER TITLE:

NDPR [National Disability Prevention and Rehabilitation] 7/13 Meeting [1]

2007-0143-F
db4507

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Thursday, April 6, 1995
3:00 - 4:00 p.m., 211 OEOB
staff contact: Diana Fortuna/ x65570

Judy Heumann

[002]

Joyce Brown-Moore

Cindy Marzonie

Gregory M. March

Amy Bennett

Doug Ross

Marie Strahan

William Halloran

(b)(6)

Stephanie Powers (b)(6) - called-in

also:

Bill Gualston

Ken Apfel - OMB

Paul Diamond - NEC

David Levine - OMB

Kate W. DOR

(b)(6)

NOTE TO: Doug Ross
Stephanie Powers

FROM: Diana Fortuna 
Domestic Policy Council

RE: Agenda for tomorrow

DATE: April 5, 1995

Attached is the agenda proposed by the Department of Education for tomorrow's meeting. I'm not sure what I think of it yet -- it proposes an interdepartmental team, which sounds cumbersome to me. Since I set up tomorrow's meeting, let me tell you what I think its purpose is.

The administration appointees most involved in disability policy (including the National Disability Policy Review that Carol Rasco and Alice Rivlin are chairing) are very interested in and concerned about ensuring that the ETR voucher proposal in the Middle Class Bill of Rights consider upfront the needs of people with disabilities. This seems like a reasonable goal to me, which is why I set up the meeting.

It is interesting that we are now looking at Hill proposals on Education's vocational rehabilitation program that would require that people with disabilities be served first by mainstream programs, up to some per capita amount, before they could access the VR program. Others here in the White House are interested in exploring the voucher approach in the VR program -- a proposal that Education and others with more of a disability focus have concerns about. There are a lot of inter-relationships here among DOL, DOE, and even SSA programs that we are trying to think about creatively as part of our policy review. (Stephanie and Josephine Nieves are participating in that.) So the discussion may flow over into these related areas.

I hope this is somewhat helpful. Please call me with any questions or concerns before the meeting if you like at 456-5570.

The key folks in question are Judy Heumann of the Department of Education (whom you met recently at a meeting we both attended) and Susan Daniels of the Social Security Administration (who will join by speakerphone). Also there will be Bill Galston, Paul Dimond of the NEC, and Ken Apfel of OMB.



Judy H: 332-5497
 * Thurs @ 4³⁰ - Luncheon
 * Mass monitoring SE - Kennedy aware
UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF SPECIAL EDUCATION AND REHABILITATIVE SERVICES

White House Office of Domestic Policy

IDEA Reauthorization
 Meeting Agenda

* Susan & Monday AE

TO OMB: April end of no carrying
 TO Congress in May

I. Update on IDEA activities

A. Timing of the bill

B. Controversial issues

C. Roll-out strategies

H + S msg: timing OK
 Hrgs May / June

1 jt hrg HHS - Morrissey 5/2 or 9

* get memos Morrissey - Fed Ext sisters
 → won't be bill yet

Hans Smedley - 2 mos OK

* Hs hrg - Fred testify opposition to big rehab Wed

* Carol wants in advance

Hrg - educate members - w/ parents - positive / educ

Justin Dart - breakfast for Sen Frist - Harkin spoke

Frist 9d, read prepared remarks; wants stories ahead - SE

Pat M - Days in June - papers

Extension? H: not till end

Pat < Thanksgiving? Confusing disc; FR stories to Frist

Sally Lovejoy / Vic her boss - both; also members? CR

* Go to Pat M
 w/ Judy H

Discipline - CR: > JS, judge → schls for eval

* Call Bobby S on this: JH → CR IEP Δ intended to help
 Seely → concerned re other kids - like off action

* Get Q's + A's

Harkin / Kennedy - we shouldn't be 1st w/ position on this

(Beh met + principal)

Att'y's fees OK CR

Ten o'clock go - sanding 60

Consolid \$ - low incidence
Transition consolidated

Assessments - not as controver as expected
↳ why states include s w/d in results

* Summary from Ky - JJ/Tz will get

* Visit Ky schools (not April) - Julie

Evals - always meant nothing
- ER likes US proposed

* Get new IEP memo passed out

Internal mtg D/E - ADD/SED discipline - educate

* JJ + STW + Peter Edelman - all get Q's
shea ^{shea} ^{Ann Bennett} ^{at there}
Do a briefing on discipline? - be ready to respond
- don't overreact

CWD - also mt'd in safety - victims → Peps
(Christian Coal?)

Eng. dist mtgs - vitriolic, let loose

Bipartisan sp/sponsorship a goal

VR - bg into omnibus: Gooding - single bg

Kasich heated exch → bigger by JK

Wed testimony; most severe priority → 1st come 1st serve

DR (stop shopping)
people feel potentially

CR: VR
would
start till

> SEI

JH: no
convictions

Probs w/VR
but make
comparisons
to larger BG;
Adults protect
VR less than
parents
protect
SE -
state
directors

2000 ETR+VR
RCES
* premtg Tues
Raise w/ Pat

* Pat: disagrees feels
strongly - put off
till March in 97?

To: Working Group on Employment, White House Disability Policy Review

From: Anonymous Bureaucrats

1. Create a "Bureau for People with Disabilities" similar to the "Women's Bureau" in the Department of Labor. The current President's Committee on Employment of People with Disabilities might be merged into such a Bureau, whose charge would be to advise the Secretary of Labor on Labor policy issues affecting working-age individuals with disabilities. The head of the Bureau would report directly to the Secretary. The Bureau would also be the home of a new Federal Interagency Coordinating Committee on Employment of People with Disabilities that would include participants from the Education Department, HHS, SSA, Veteran's Affairs, DOT, HUD, OPM, EEOC, DOJ, and other federal agencies whose work impacts on employment of people with disabilities. Ideally, this Bureau would ensure that federal policies are coordinated and that federal agencies work together to maximize integrated employment opportunities for people with disabilities.

2. In an effort to remove the work disincentive in the current system:

-expand health coverage for individuals with disabilities in a manner that is not linked to a demonstrated inability to work or a limited income. In an ideal world, this would be universal coverage with a guaranteed, specified benefits package that meets the needs of people with disabilities, affordable home and community-based personal assistance services, no pre-existing condition exclusions, and financial assistance for those who need it;

-change the definition of eligibility for disability benefit programs like SSI from an inability to perform substantial gainful activity to a need for substantial assistance with independent living in order to meet one's independent living requirements. Under the proposed new system, an applicant for assistance would need to set out their independent living goals and be assessed for what level of financial, health, housing, personal assistance they require to meet those goals. People whose disabilities require a substantial level of assistance would be eligible to receive an appropriate combination of cash and consumer-controlled vouchers for services to meet their needs.

-change to system from the current all or nothing approach to one that more gradually phases out benefits as circumstances change. This would include an "easy on, easy off" component and would involve decreasing the opportunity costs associated with taking a job so that working becomes a more rational choice for people with significant disabilities. Examples would include applying a higher earning cap, i.e. up to \$20,000, without losing non-cash benefits even if that individual would be paying some taxes.

Abils not mobile
DL: way back on
Amend 8-A - SBH - prefs owned by PwD
Use SSA mailing to educate re ADA R/R, programs

3. Make the federal government a model employer in terms of hiring and promoting individuals with disabilities at all levels of government, including senior management positions; and in terms of providing reasonable accommodations and using assistive technology in the workplace.
4. Involve the disability community, including both adults with disabilities and parents of children with disabilities, in agenda setting, policy development and implementation of policies that will impact on individuals with disabilities and employment.
5. Expand technical assistance and outreach to employers, especially small employers, seeking to understand and comply with their obligations under Title I of the ADA. Also, consider adding additional tax or financial incentives to very small businesses (i.e. those with fewer than 15) to encourage employment of individuals with disabilities.
6. Recognize the link between employment of parents of children with disabilities and better outcomes for their children. Expand child care options for these parents and create employment opportunities targeted at these parents.

Work and Disability:

Creating a Return-to-Work System

The problem. The disability system in the United States has exploding costs and disability rolls. In addition, the system is not coherent, with dozens of laws and programs creating a complex maze that confuses citizens and often absorbs years of their lives. The system also creates strong work disincentives -- although four out of five non-working people who identify themselves as disabled say they want to work, only one out of 200 SSDI recipients has ever left SSDI for work.

The lack of exit to employment is unsurprising given that according to SSDI definitions, "working disabled" is an oxymoron. Anyone working even a few hours a week is at risk of losing (after a delay of some months or years) cash benefits, health insurance (often irreplaceable), and sometimes additional housing benefits and in-home support services. Anyone holding a job a few years that then loses the job has lost all SSDI benefits, and can end up worse off than someone who never worked.

Our Vocational Rehabilitation system is intended to return severely disabled people to work serves, yet it serves very few SSDI and SSI recipients. One reason is that they are only referred after an arduous process of proving they are *unable* to work.

In addition, choice of medical care for many veterans and recipients of Medicare and Medicaid is limited so that they cannot always choose managed care providers or other low-cost providers, even if they and the government would both benefit.

A Return-to-Work System. An alternative approach focuses on creating a Return-to-Work System. Such a system empowers customers to choose their own return-to-work services and health care providers. The system also maintains work incentives by phasing out cash benefits and health insurance as incomes rise.

Assess abilities, not disabilities. One possible starting point of a Return-to-Work System is replacing disability assessment with a *vocational* assessment. After this assessment, most disabled applicants would receive time-limited income support. (Some severely disabled or near-retirement applicants who did not want to return to work would still receive lifetime stipends.) During the transition period, disabled people would receive vouchers for vocational rehabilitation services.

Vouchers for vocational rehabilitation services. Vouchers for vocational rehabilitation services empower customers along the principles of the President's Middle Class Bill of Rights. As with the training vouchers in the President's proposal, a requirement for vocational rehabilitation vouchers to succeed is a good information system that informs customers of which service providers produce good results. A second critical component is designing vouchers so they pay for results such as job placement, wages and tenure. (An interesting version of paying for results is a voucher that pays a portion of the savings to SSDI due to moving people off of the rolls.) Moving to vouchers increases consumers' choices and gives providers incentives for appropriate long-term assistance. Paying for results also avoids exploitation of voucher holders, because payments are only made based on success for the voucher-holders. (Some have proposed that as with Pell grants, the value of vouchers for employment and training services for young adults age 18-25 can take into account family income.)

Vouchers for medical insurance (Medicaid, Medicaid, and VA) can also empower customers. A veteran who wants to purchase eye glasses at a convenient and low-cost commercial vendor should not be required to make the possible lengthy trip to a VA provider; a worker who becomes disabled and whose HMO will continue membership should be able to apply Medicare funding to continue membership.

Phase out stipend. To ensure work always pays, SSDI cash benefits can be phased out as a disabled worker's income rises. A total benefit reduction rate (counting all taxes and reduction in value of all benefits such as Food Stamps and housing) of up to 50 percent appears to have little affect on work incentives; that is, as long as workers keep about 50 cents after all taxes and benefit reductions are calculated, most who can work will work. (Counting disability status equivalent to adding one extra child to a family when calculating the EITC can help make work pay by reducing the benefit reduction rate for entering the labor market.)

Phase out health insurance subsidy. Just as with cash benefits, subsidies for medical benefits can be phased out as income rises. For example, after the worker has earned off the cash stipend, the workers' contribution to health insurance can rise as income rises. By moving to a voucher-based system of health insurance, this proposal also facilitates integrating government subsidies with employer-provided insurance; the government just pays the portion not provided by the employer (and the worker pays the portion appropriate to his or her income).

Keep benefits. In addition, the disabled need not lose SSDI status and health insurance merely because they are temporarily working. Many disabilities become more or less severe over time, and we should not punish people for working when they are able to.

Induced entry, or the "woodwork effect". Some people are currently working, but would prefer to mix part-time work with a partial SSDI stipend. Thus, any system that makes work pay by permitting people to mix work and partial benefits will induce some new applicants

for SSDI. (These applicants are said to "come out of the woodwork," leading to the name for this induced entry.) This woodwork effect will be countered by the incentives to work that induces exits, and by the disincentives to apply when most cash stipends become time-limited benefits. Although any plan must beware induced entry, evidence suggests the woodwork effect is not large.¹

Experience-rate some SSDI. At least for large employers, SSDI rates can decline if rates of work-related disability are low, and increase if rates are high. This experience rating will increase incentives to avoid injuries and to return injured workers to a job, even if not the one they initially held. Some European countries charge companies when employees become permanently disabled, and workers' compensation systems currently provide similar incentives via experience rating.

Summary. In short, we must create a Return-to-Work System that empowers customers to choose return-to-work services and health care providers that best suit their needs, and that maintains work incentives by phasing out benefits so they adjust flexibly to income and need.

1. Actuaries at the Social Security Administration have estimated that a work incentive such as a 50 percent phase-out of SSDI based on income would *lose* billions of dollars due to induced entry onto the SSDI rolls. This claim is inconsistent with current evidence from the SSI system -- few people on SSI are working part time and receiving partial benefits. Because the theory of induced entry is based on people entering SSI in order to work part time and receiving partial benefits, the lack of people mixing work and benefits suggests induced entry has not been a problem for SSI. (Unfortunately, this finding also suggests the work incentives are not very effective.)

To better understand whether the woodwork effect is a problem, SSA should examine the extent to which a disproportionate number of people now mixing work and partial benefits entered since SSI began permitting this mixture. This fraction is the upper limit of induced entry.

[27] From: "Bob Williams" <bwilliams@acf.dhhs.gov> at ##Internet 4/18/95 9:16PM
(8759 bytes: 162 ln, 1 fl)
To: judy_heumann@ed.gov at ##Internet, howard_moses@ed.gov at ##Internet,
smdaniel@ssa.gov at ##Internet, asavage@justice.usdoj.gov at ##Internet,
fortuna_d@a1.eop.gov at ##Internet, fau@ADD.OC at ##Internet,
=9-663-7101]@acf.dhhs.gov at ##Internet, fau@ADD.OC at ##Internet,
=9-205-9252]@acf.dhhs.gov at ##Internet, fau@ADD.OC at ##Internet,
=9-1-410-965-6503]@acf.dhhs.gov at ##Internet, fau@ADD.OC at ##Internet,
=9-514-0293]@acf.dhhs.gov at ##Internet, fau@ADD.OC at ##Internet,
=9-456-7028]@acf.dhhs.gov at ##Internet
bcc: Susan M. Daniels at ~S3C
Subject: draft proposals

----- Message Contents -----

Text item 1:

Paul: A previous transmission was empty. Please consider this one as the one we intended to send you. Thanks.

Also, we do not have Andy Imparato's internet address. Can you send it? And can you forward this to him as well. Thanks.

Judy, Howard, Susan, Liz, Diana: This is the transmission on the Draft Proposals for Employment Workgroup. Where we could, we sent both to your internet and your fax address.

TO: Paul Steven Miller and Andy Imparato
CC: Judy Heumann, Howard Moses, Susan Daniels, Liz Savage, Diana Fortuna

FROM: Bob Williams and Kate Warren

RE: Draft Propsals for Employment Workgroup of National Disability Policy Review

DATE: April 14, 1995

These comments and suggestions are submitted in response to the proposals identified in your memo of April 11, 1995. Bob Williams will be on travel on Thursday and will not be able to attend. We do, however want to continue to be involved in further discussions.

PLEASE CONFIRM YOU RECEIVED THIS BY SENDING AN E-MAIL TO KATE WARREN AT THE FOLLOWING INTERNET ADDRESS:

kwarren@acf.dhhs.gov

Thank you.

Item 1. Creation of a Bureau for People with Disabilities

We support the concept of a Disability Bureau within DOL. However, we have some concerns about the effectiveness of the proposed FICC model. We are concerned that the agency representatives designated to participate may be line staff who do not have the decision making authority that will be required.

Jointly administered initiatives will ensure accountability and ownership of strategies and outcomes. We suggest the following as options for discussion:

- 1) look to the School to Work model and apply it to this Bureau in the sense that at least in theory DOE and DOL have joint ownership of activities and outcomes. 2) look to the Empowerment Zones/Enterprise Communities model which ensures top level joint administration of the effort.

- o Insert the word integrated in the last sentence of this paragraph. The new Bureau should examine the bias toward segregated employment options and identify the financial and practical disincentives to replace segregated activity with integrated employment especially for individuals with the most severe disabilities

Item #2 Remove Work Disincentive

- o Clearly address health issues and linked benefits.

The new Bureau should identify the similarities and differences in employment related needs of people with varying types and levels of disabilities and to develop policy and program strategies responsive to those needs including health, PAS, and financial assistance.

- o There is a substantial need to develop a targeted effort around the 1/3 of women on Welfare who either have a disability themselves or who have a child with a disability.

- o We want a more focused effort around developing a well-paid personal assistance and personal support work force. Welfare Reform, the School to Work Initiative, AmeriCorp National Service and Empowerment Zones and Enterprise Communities should be linked in such a way as to increase employment opportunities at a worthy wage for individuals and access to needed supports and services. Joint efforts can focus on strategies which neither penalize those individuals working to provide these critical services or those whose individuals with disabilities whose independence is substantially increased by accessing a well-trained, well-paid workforce.

- o Item 2 b) definition of eligibility for benefits

Remove the word goals in the first sentence and replace with needs. Reword the last sentence to read ...would be eligible to receive an appropriate combination of cash, consumer controlled vouchers for services to meet their needs.

Our concern here, is that this could be implemented in a way which adds another "Plan" to the already overplanned and, too often, underserved individual with disabilities. Replacing the words goals with needs also gives a clear message that this is need driven rather than just a good idea.

Our second concern here is that we need to acknowledge the fact that many people today barely survive on SSI cash benefit and that it is used primarily for subsistence ie rent, food, utilities and the like. To consider SSI benefits as the source

of financial support to address independent living needs without significantly increasing the benefit for many individuals may be faulty.

- o Item 2)c Easy on easy off component
We support this recommendation and would add a couple of options for discussion. Ensure that this is not as burdensome as 1619 where people have to apply for the benefit plan. Applying a higher earning cap, say up to \$20,000 without losing non-cash benefits even if that individual would be paying some taxes.

If there is any kind of targeted earned income tax credit for people with disabilities, those who are eligible should likewise be eligible for either receiving Medicaid long term services and personal assistance at no charge or on a sliding scale. Similarly, when a spouse or dependent provide personal assistance services to the Head of a Household, they should be eligible for some kind of additional earned income tax credit.

- o Item 3 support as written

- o Item 4 support as written but would like to know specifically how this will be accomplished on an ongoing and systematic basis.

- o Item 5

Consider adding additional tax or financial incentives to very small businesses (those with fewer than 15 employees) to encourage employment of individuals with disabilities.

- o Add the following options for addressing the needs of children with disabilities and their families.

As referenced above, in light of Welfare Reform, employment policy must address the needs of women with disabilities on AFDC as well as single parents of children with disabilities. There is compelling need to develop cost effective job/child care accommodations to enable them to take full advantage of back to work provisions.

In addition, all parents of children with disabilities must have access to quality, affordable, accessible and inclusive child care. The availability of subsidies is extremely limited and there is little in the way of appropriate settings for children with disabilities over the age of twelve. The economic self sufficiency of families of a child with disabilities is essential. Policies must be developed that respond to the needs of these families.

Some possibilities are: to increase the dependent care tax benefit for families whose children have disabilities; to explore the feasibility of a pre-tax dollar set aside to be utilized for child care for families earning up to \$95,000 per year.

Adult Employment Ideas

- o SSI/SSDI: Develop voucher that people on the disability rolls can use to get job training. Question of whether to do system-wide or as demo.
- o Add temporarily disabled category
- o Voc rehab: outcome standards; choice

Target to what group?

Morrissey idea of amount needed above that provided in generalized job training would come from VR?

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
003. list	Wednesday Meeting; RE: Personally Identifiable Information [partial] (1 page)	04/05/1995	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12025

FOLDER TITLE:

NDPR [National Disability Prevention and Rehabilitation] 7/13 Meeting [1]

2007-0143-F
db4507

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Wednesday, April 5, 1995, 8:30 a.m.
211 OE0B
staff contact: Diana Fortuna x65570

Keith Muller

Donna Sorkin

Jeanne McIntyre

Evey Cherow

Liz O'Brien

Susan Coffman

Nancy Bloch

Amie Amiot

Donald M. Itzkoff

Petra Johnson

[003]

GP

Telecomm

IDEA

Approp.

(b)(6)

- couldn't get in

- interp.

Liz O'Brien

Jean McIntyre

Bloch

Muller

Itzkoff

Cherow

Sorkin

~~monies~~

VR - first-come first-serve; anti-labeling, min. diagnosis
- Need an advocate
- No need distinctions

Sorkin - HOU - not sev dis - not so bad FCFs
Muller - Syst don't work - access to master - delay of diag, bureau.
like Fought for ADA (Labor in states access to HOU)

- GP - Involved throughout - wld like to
- Nancy
- ① Such a person → AWD
 - ② enjoy full incl; integration: particip not inclusion
- inclusion hot potato - esp educ.
 - ③ Ea bullet stand alone: whether taken 1 + put in
 - ④ Assistance - warrant clarif
programs? services?
 - ⑤ 7th bullet - improve access to assist, tech, ~~opt~~ → also much
 - ⑥ what means: last bullet - incentives for er or ee
EE also? "promulgate policies" → not make it pay

- Kid
- ⑦ Their - 4th + 2nd → someone else
 - ⑧ Def rule of govt: rel f + s: formally recognize
NHC Aging - no TTY - address
- * Address - open caption - POTUS → CR

28/49 - Comm access → also re diff among DS - auditory bias
their PC ~~screen~~, tech that ^{incentive} usable by "p who are DHH/Hx S-I

STW: HHH We gp - mainstream kids lost to system
VR focuses on spec schools
⇒ Strengthening link to mainstream kids (not reprinted)
know children: Early identf. - hv tech @ low cost - ~~etc~~
↳ are we lkg @
SDOH - 7 contracts w/ hosp

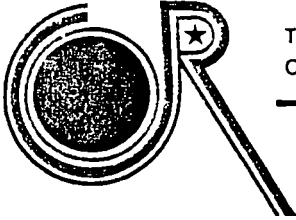
Telecomm - Sen. bill
"readily achievable" - ifinal; go to Hse
Silverstein shied away from ADA language
↳ more ambitious

Concept universal design → make burden more offing
FCC a problem - issue licenses
interfere w/ H's

Does Pres propose
a telecomm bill?
Telecom → cell phone
Don't

GSM -
new techn.

CLINTON LIBRARY PHOTOCOPY



THE COUNCIL OF
ORGANIZATIONAL REPRESENTATIVES ★

**TELECOMMUNICATIONS COMPETITION AND DEREGULATION ACT OF 1995
DISCUSSION DRAFT INTRODUCED BY SENATOR PRESSLER**

1. COR is pleased to note the inclusion of people with disabilities in the definition of Universal Service.
2. COR is also pleased with the provision requiring accessibility to network services and customer premises equipment manufactured by all companies that are regulated by the Federal Communications Commission.
3. COR is concerned that the "readily achievable" standard is not stringent enough. A weaker standard will hamper the development of network services and products that are accessible to and usable by the 28 million Americans with hearing loss. As a result it will have a serious negative impact on their ability to function in the mainstream information loop. The readily achievable standard should be strengthened.
4. COR recommends substituting the ADA "undue burden" standard for the proposed "readily achievable" standard in the provisions for closed captioning of video programming. Closed captioning is a known entity both from a technological and a cost perspective. It can benefit an estimated 100 million people and should be held to a stronger standard.

3/9/95

Susan

feels need for high-level discussion

Employment consolidation

VR } Kassebaum

- Rego 2

Caught in - where's DOL, DOE

(Return to work w/ SSDI)
hard-working staff

Carol - Doug Ross, Judy Hermann,
Susan Daniels

appel

meet

No one likes VR
Can't defend program
DOR has done lousy

Option 4
agency pd when success

One more meeting

187 W 8 Powers?

State formula

70/30 → DOE / some DOL

Byzantine reg - even tho' by - TWRP

Ideas

① \$55b - ent.
H - \$85b by end of dec.

Focus of VR

- remove from rolls
\$2.2b to states

Judy H disagrees

② Voucher
40-50% of \$2.2b
state off
\$200,000 → \$2.2b

Galston - high concept - maybe not legislation (Dems-acc work w/ leaders / mind merge)

ed/labor /OMB rules → Galston, Paul Diamond, Barry W/L, Larry or Appel

1) Empowering vs maintaining → DOL + DOE reps

2) Allowing choices vs. making choices

EXECUTIVE OFFICE OF THE PRESIDENT

11-Feb-1995 02:22pm

Doug Ross

TO: William A. Galston
FROM: Carol H. Rasco
Economic and Domestic Policy
CC: Diana M. Fortuna
CC: Lynn M. Margherio
CC: Jeremy D. Benami
SUBJECT: Skills training program

Work + Disability
1 - This Q - this ETR
2 - NPR dovetail - block gt?

3 - NDPR - what to do w/ VR, emp
- Voucher?
- suppl to ETR

A number of persons with disabilities who work in the administration - either directly with training programs/issues and/or through personal life interests - have begun to ask if the skills training grant program in the middle class bill of rights has been designed in final form and whether finalized or not if it has taken into account the special needs of persons with disabilities.

I at this point have heard nothing of it being finalized nor of any discussion of the special needs of persons with disabilities. It seems to me it would be highly appropriate to bring together the persons with disabilities in the admin. and those responsible for the overall design of the program for a discussion...would you please work with Diana and Lynn to pursue this...please keep me posted.

Thanks!

Susan Di

Target, not sideline

People dislocated bec - prevalence is high

Prevent from coming on to rolls

State outreach / comm strategy
at multiple levels / formats
May not self-identify → data

how much more does it cost

Diff barriers

Suppl for transp.

→ Lynn - restriction on work - trg - not in JTPA

WG is gdxes
legis update
ARV update?

1. GP

2. Where going

When?

CR idea

As gd as any other approach

3. Big GP

Why?

Susan - blunt

best Q is being ext'ly bold

but no time / int in bringing

either those in admin or comm along

Promised J+B bring in / political

Shoggy if everywhere

Loose cannon

Convenience of polits only

across all depts in future

change shld be to reverse res

+ come to consensus

Bold vision for future

Reorganizing/reinventing props

Build on wk of 2nd term

likewise interim steps P+Lab can take < election

T ser ~~there is~~

4 yr leg T benefit

Kids > school rely on SSI
for subsistence

~~Parental~~

Parental delving

- Unless SSI can show that among
these kids the ben is not going to
subst. - opens up to criticism

Large scale demo on
on comm servs (PA??)
+ on how we can use
jtg pts of WK to bld PA
infra

P is about seizing opp.

Can acc a lot of wk @ how we
use priority wk of A to adv Dpop & glo
other, like WK



Office of the Secretary
Washington, D.C.

DATE: Sat Apr 15 18:40:55 1995

TO: Diana Fortuna

FROM: Bob Williams, ADD FAX:202-401-9507 PH:202-690-6590

SUBJECT: Guiding Principles Adnausam

FAXED FROM THE US NETWORK!

If you need this fax to be retransmitted, please call the originator above.

----- MESSAGE -----
r7

This is in response to your fax. First, you sent it to Ron Filewich, my assistant's e mail address. Mine is, I believe, b.williams@acf.dhhs.gov@INET@EOPMRX. Try it and if it doesn't work call or e mail Ron for the correct one. Now on to your questions:

#1 I lifted these numbers from a National Park Service report. Kate, please check with Joe Meade over there on their accuracy. Also, on the matter of 43 vs 49 million, we should go with what people are comfortable with. In 90, when we were working on ADA, the figure cited was 43 million. How it grew by six million in five years I will never know but then I flunked stats.

#2 Kate, please check the veracity of #2 as well. Sylvia Walker, the Director of Howard University's RRTC is the person most likely to know this. While you have her on the telephone ask about incidence rates for the other minority groups listed.

#3 We will try to reword this to avoid confusion. But, yes, you understood the correct meaning.

#4 that is fine. We will look for other minor ways and changes to convey the same point

#5 On the National Information Infrastructure. what is there might not be

what we can say. But I do believe we need to reference NII in some way given the Administration's interest and leadership on it as well as the importance which strong and vocal elements of the disability community assign to it.

Thanks!

EXECUTIVE OFFICE OF THE PRESIDENT

13-Apr-1995 04:33pm

TO: rfilewich@acf.dhhs.gov@INET@EOPMRX

FROM: Diana M. Fortuna
Domestic Policy Council

SUBJECT: A few questions on guiding principles

Let's see if this e-mail can get to you:

I have a few questions on guiding principles:

1. In the 2nd bullet at the beginning: are the 1 in 10 Americans who are temporarily disabled IN ADDITION TO the 1 in 5 Americans who are disabled????? If not, I'm confused. (Also, do we have to use 43 million in bullet 1, when everyone always uses the 49 million number?)
2. Kate was going to check on whether Asian Americans should be included in the list of groups with disproportionate impact. Is the fact that Asian Americans is listed in the draft mean that she did double check and they should be included?
3. In the bullet beginning "Stimulate public private partnerships," I get confused in the part that says "...that promote the inclusion of all people with disabilities in their HOMES..." Are we saying that problems with inclusion extend even to people's homes (i.e., institutionalization)? If so, then I get it, though it took me a second.
4. I had hoped we could put in something implying that this is not just the fed's responsibility, but also the responsibility of state and local govt, business, and private individuals. So I changed the very end from "we must heed the President's urgent call to action" to "all of us must heed". I assume that is OK.

I am still a bit concerned about mentioning the "national information infrastructure" specifically instead of just "vital emerging technologies" generally, but let me see what Carol thinks.

Try e-mailing me back.

Final 4/4/95

NATIONAL DISABILITY POLICY REVIEW
GUIDING PRINCIPLES

President Clinton has stated, "Having a disability does not diminish one's right to participate in all aspects of mainstream society." In the United States, it is estimated that:

- o One in five Americans (43 million) experiences a disability;
- o One in ten Americans (25 million) is temporarily disabled at any given time;
- o Nearly one in three Americans over age 65 (11.2 million) has a disability; and
- o Disability has a disproportionate impact upon African Americans, Hispanic Americans, Asian Americans, Native Americans, and low-income Americans.

Every day in our country, persons with disabilities are exceeding the expectations that our society has set for them. In doing so, individuals with disabilities are redefining what it means to be a fully participating member of the American community.

Indeed, Americans with disabilities and their families often are in the vanguard of those calling for a New Covenant with their government. They no longer want to be taken care of by anyone, least of all government. Instead, they expect government at every level to work alongside them to strengthen policies and programs that increase their personal and economic independence, while removing barriers that continue to infringe upon their rights and abilities to lead responsible, productive lives.

Accordingly, President Clinton has directed his Administration to take the lead in "craft(ing) policies of inclusion, independence, and empowerment that will inspire positive changes in this country and in nations around the world". The purpose of this comprehensive Policy Review, therefore, is to carry out the President's charge by:

- o Analyzing how Federal policies and programs currently affect Americans with disabilities and their families; and
- o Recommending ways to craft a more coherent and consistent set of policies which will result in the greater inclusion, independence, and empowerment of all people with disabilities in our nation.

The principles that guide this analysis and inform its recommendations must be rooted in the same ideals that underpin the rights and responsibilities of all Americans. We, therefore, believe it is in the national interest that Federal policies, programs, benefits, and activities affecting individuals with

disabilities be designed and implemented to:

- o End discrimination against Americans with disabilities of all ages, genders, ethnic backgrounds, and income levels in education, employment, housing, public accommodations, transportation, communication, recreation, health services, institutionalization, voting, access to public services, and other areas through the full enforcement of all civil rights laws and the Constitution.
- o Foster equal opportunity, independence, and the full participation and economic self-sufficiency of every member of the public, including persons with disabilities, in all programs and activities of the Federal government.
- o Take effective steps to remedy the links and inequities based upon disability, minority status, and poverty in our country.
- o Create universal access to vital emerging technologies including the National Information Infrastructure.
- o Affirm and support the efforts of families with children with disabilities to raise their sons and daughters at home and to include them in every facet of family and community life.
- o Maximize the ability and opportunity of all individuals, regardless of the level of their disability or age, to live in the community as full, participating members of their families.
- o Assure that programs or services provided to people with disabilities are carried out in a manner consistent with their strengths, resources, priorities, concerns, and abilities.
- o Afford States and local governments flexibility in delivering community services, provided that people with disabilities and their families have a lead role in designing, overseeing, and evaluating those services that affect them most.
- o Stimulate public-private partnerships that demonstrate and disseminate new ideas, knowledge, and practices that promote the inclusion of all people with disabilities in their homes, in public schools, in the workplace, and in all aspects of community life.
- o Make it pay for people with disabilities to work by creating incentives rather than disincentives to work and to pursue careers.

Our nation's greatness rests with its people's potential to make the most of their lives and thereby shape the future of our country. Americans with disabilities represent an enormous reservoir of such potential. To tap this potential and power, all of us must heed the President's urgent call to action:

"We must not rest until America has a national disability policy based on three simple creeds: inclusion, not exclusion; independence, not dependence; and empowerment, not paternalism." Bill Clinton, 1992

GUIDING PRINCIPLES FINAL 4/4/95

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Everyday in our country persons with disabilities are exceeding the expectations which our society has set for them. In doing so, individuals with disabilities are redefining what it means to be a fully participating member of the American community.

Indeed, Americans with disabilities and their families often are in the vanguard of those calling for a New Covenant with their government. They no longer want to be taken care of by anyone, least of all government. Instead, they expect government at every level to work alongside them to strengthen policies and programs which increase their personal and economic independence while removing barriers which continue to infringe upon their rights and abilities to lead responsible, productive lives.

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The principles that guide this analysis and inform its recommendations must be rooted in the same ideals that underpin the rights and responsibilities of all Americans. We, therefore, believe it is in the National interest that federal policies, programs, benefits and activities affecting individuals with disabilities be designed and implemented to:

- o End discrimination against Americans with disabilities of all

ages, genders, ethnic backgrounds and income levels in education, employment, housing, public accommodations, transportation, communication, recreation, institutionalization, health services, voting, access to public services and other areas through the full enforcement of all civil rights laws and the Constitution.

- o Foster equal opportunity, independence and the full participation and economic self-sufficiency of every member of the public, including persons with disabilities, in all programs and activities of the Federal Government.

- o Take effective steps to remedy the links and inequities based upon disability, minority status, and poverty in our country.

- o Create universal access to vital emerging technologies including the National Information Infrastructure.

- o Affirm and support the efforts of families with children with disabilities to raise their sons and daughters at home and to include them in every facet of family and community life.

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- o Afford States and local governments flexibility in delivering community services, provided that people with disabilities and their families have a lead role in designing, overseeing and evaluating those services which affects them most.

- o Stimulate public-private partnerships which demonstrate and disseminate new ideas, knowledge and practices that promote the inclusion of all people with disabilities in their homes, in public schools, in the workplace and in all aspects of community life.

- o Make it pay for such individuals to work by creating incentives rather than disincentives to work and to pursue careers.

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Pain
Susan
Judy
Howard
Judy Feder



~~* Meeting note~~
~~* Other tasks from [unclear]~~
 - Feder what?
~~* J.L.~~
~~* Note to CR re LA~~

Office of the Secretary
Washington, D.C.

DATE: Mon Mar 27 12:35:42 1995

TO: Diana Fortuna

FROM: Bob Williams, ADD FAX:202-401-9507 PH:202-690-6590

SUBJECT: PRINCIPLES REWRIT

FAXED FROM THE US NETWORK!

If you need this fax to be retransmitted, please call the originator above.

----- MESSAGE -----
 HERE IS A REVISED VERSION OF THE PRINCIPLES BASED ON SOME
 EXCELLENT SUGGESTIONS OF THCA. WHAT DO OTHERS THINK? THANK YOU.

As President Clinton has stated. "Having a disability does not
 diminish one's right to participate in all aspects of mainstream
 society." In the United States, it is estimated that:

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One in ten Americans (25 million) is temporarily disabled at any
 one time;

Nearly one in three Americans over age 65 (11.2 Million) has a
 disability; and,

African Americans, Hispanic Americans, Native Americans and low
 income Americans are more likely to have a disability.

Everyday in our country persons with disabilities are exceeding
 the expectations which our society has set for them. In doing
 so, individuals with disabilities are redefining what it means to
 be a fully participating member of the American community.

Indeed. Americans with disabilities and their families often are

in the vanguard of those calling for a New Covenant with their government. They no longer want to be taken care of by anyone, least of all government. Instead, they expect government at every level to work alongside ~~of~~ them to strengthen policies and programs which increase their personal and economic independence while removing barriers which continue to infringe upon their rights and abilities to lead responsible, productive lives.

~~that the fed govt shld.~~
Accordingly, President Clinton has directed ~~the Domestic Policy Council~~ to "craft policies of inclusion, independence and empowerment that will inspire positive changes in this country and in nations around the world". The purpose of this comprehensive Policy Review, therefore, is to carry out the President's charge by:

Accdly, ~~that~~ Admin. has
begin
policy review

o Analyzing how Federal policies and programs currently affect Americans with disabilities and their families; and,

o Recommending ways to craft a more coherent set of policies which will result in the greater inclusion, independence and empowerment of all people with disabilities in our nation.

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→ o Assure that all public policy, programs ^{and?} and activities foster greater equal opportunity, independence, the full participation and economic self-sufficiency of every member of the public, including persons with disabilities.

o Take effective steps to remedy the links and inequities based upon disability, minority status, and poverty in our country.] new

o Create universal access to (the National Information Infrastructure and other) vital emerging technologies.] new

o Affirm and support the efforts of families with children with disabilities to raise their sons and daughters at home and to include them in every facet of family and community life.

o Maximize the ability and opportunity of all individuals, regardless of the level of their disability or age, to live in the community as full, participating members of their families.

o Assure that assistance or services provided to people with disabilities ~~are~~ carried out in a manner consistent with their strengths, resources, priorities, concerns, and abilities.

o Afford States and local governments flexibility in delivering community services, provided that people with disabilities and their families have a lead role in designing, overseeing and evaluating those services which affects them most.

o Stimulate public-private partnerships which demonstrate and

disseminate new ideas, knowledge and practices that promote the inclusion of all people with disabilities in their homes, in public schools, in the workplace and in all aspects of community life.

o Make it pay for such individuals to work by creating incentives rather than disincentives to work and to pursue careers.

Our Nation's greatness rests with its people's potential to make the most of their lives and thereby shape the future of ~~the rest~~ of the country. Americans with disabilities represent an enormous reservoir of such potential. To tap this potential and power, we must heed the President's urgent call to action:

"We must not rest until America has a national disability policy based on three simple creeds: inclusion, not exclusion; independence, not dependence; and empowerment, not paternalism." Bill Clinton, 1992

Add:

→ cust - friendly

→ call on others to ^{s, h, p, w} support their resp tow PWD

enc

expect