

Speech file 9 11/11

4200 Evergreen Lane # 315, Annandale, Virginia 22003 • Phone: (703) 642-6614 • Fax (703) 642-0497

December 6, 1993

Ms. Carol Rasco  
Assistant to the President for  
Domestic Policy  
The White House, Second West Wing  
1600 Pennsylvania Avenue, NW  
Washington, DC 20500

Dear Ms. Rasco:

Thanks again for speaking at our 1993 Governmental Activities Seminar in September. You gave the providers and advocates who attended a great sense of pride in the work they are doing!

Enclosed are a couple of copies of LINKS, our monthly newsletter, which include an article about your speech. I hope that my notes were accurate. I so wish that we had had a camera there or that you had a publicity photo which we could have used. It would have been nice for our readers who could not attend to have seen you as well as read your supportive and inspirational message. As LINKS says, "The Seminar audience was held captive" by your presentation.

Also enclosed is a publication printed by ANCOR President Skip Sajevic. Entitled, *Best Practices Manual*, it relates experiences of people served by Nekton and Norhaven, two of Skip's agencies. I thought you'd get a kick out of the third paragraph on page two. I know that you will enjoy a lot of these anecdotes, if you have time to peruse the Manual. Skip has found a simple but effective method of relating the wonderful things that are happening as people with disabilities are included in community life.

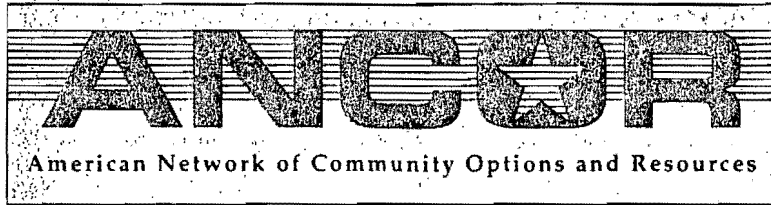
Your influence in the White House is greatly appreciated by the disability field!

Best wishes for a happy holiday season and a productive and joyous 1994!

Sincerely,

A handwritten signature in cursive script that reads "Joni".

Joni Fritz  
Executive Director



# LINKS

December 1993 Volume XVIII No. 12

(Formerly the National Association of Private Residential Resources)

## REP. TOM ANDREWS AND CLINTON ADVISOR CAROL RASCO CAPTIVATE ANCOR AUDIENCE

ANCOR received kudos for its new name, the American Network of Community Options and Resources, from both keynote speakers at its recent Governmental Activities Seminar. Rep. Tom Andrews (D-ME) and Carol Rasco, Assistant to the President for Domestic Policy, both have intimate experience with disability. Andrews himself has a physical disability and Rasco has a son with cerebral palsy. Both also understand the world of community living—Andrews as a former live-in house counselor and Rasco through her son's recent move to a group home in Arkansas. The Seminar audience was held captive by both of these knowledgeable and enthusiastic presenters.

Carol Hampton Rasco said that her son's new home is now the "anchor" for her entire family. The home of Hamp Rasco's birth has, as he nears age 20, become his "old home." The key to her is the availability of options.

Rasco rejected recommendations immediately after his birth to institutionalize Hamp. Instead she gave up her job as a school psychologist and remained at home with him for several years, putting her skills in teaching and counseling to

*Continued on page 18*



The Honorable Tom Andrews (D-ME) *Photo by Mattox*

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**MOTTO: INTERDEPENDENCE FOSTERS INDEPENDENCE**

*of this Admin.*

I've talked about what the President ~~has done and what he~~ wants to do. We've begun to shift course. But this is just the beginning. We must have the courage to change--to recognize mistakes, to abandon what doesn't work, to challenge ourselves to do better. ~~In short, we adults have some growing up to do.~~

I know that many of you in this room are ~~tired after the~~ <sup>often feel why tired</sup> ~~last twelve years. Without you, many of the programs that serve children and families would have been gutted. They weren't, and you've earned a break.~~

*all the battles you wage daily for rights, funding, services.*

But we're asking you to go another round. The President can't pass or fund his initiatives alone. He can't break the gridlock alone. He still needs your help, and so do America's children <sup>and adults with disabilities</sup>

~~For the first time in a long time, your efforts will be supported--not rebuffed--by the executive branch of this government. The details remain to be worked out. But for sure, there will be an ongoing, high-level focus on children and families, cutting across agency, departmental, and programmatic lines, coordinated by the White House, responsible not to any single constituency but to the national interest and directly to the President of the United States.~~

Concern for our <sup>people with disabilities</sup> children must start at the top--but it can't end there. We must empower parents, neighborhoods, communities and voluntary organizations across this great nation to do what our <sup>children</sup> need. The President can take the lead--but only you can complete the task.

<sup>I believe</sup> ~~At last,~~ a new day is dawning for America's <sup>people - all people</sup> children and their families. We will work together with you. We won't always succeed, and we won't always be able to do everything that you--and we--would want.

But I can promise you this: we will never relent in our effort to give every <sup>child</sup> a chance to develop--fully. Because at the end of Bill Clinton's second term, at the dawn of the third millenium, I want to be able to say to Hamp Rasco and Mary Margaret Rasco and to all ~~the children~~ of America, with a clear conscience and a full heart: We did our best. And I want all of you at this <sup>meeting</sup> to join me in being able to look at one another and say: We did our best.

Thank you very much.

*Stan*

*Empowerment*

*Program cannot be  
Power cannot be  
taken. Just it  
cannot be  
given.*

*"make you feel  
inferior w/out  
your consent."*

*Always do  
right - this  
will gratify some  
people &  
automatically  
set the rest of  
the world  
on fire.*

*Kennedy Poetry  
Society  
UCPA  
Wednesday, April 28, 1993  
Radisson Plaza Hotel  
Alexandria, Virginia  
1 p.m.  
Kennedy  
F. Foundation  
U of Maryland*

It is wonderful to be here before you... ~~as I have told some other selected audiences in recent weeks...~~ what other way is there to start a speech before a group like yours than I am happy to be here... you are special, you represent the services that I have worked for throughout the last twenty years of my life ~~and~~ and above all you represent the services that have worked FOR me.

*Congrats on name chg - options - the key!*

*Insert* explain Hamp if not already done... child diagnosed as cerebral palsied at approximately 10 months of age, I knew it sooner) - *Scary, no shit -*

You and your peers in the field, be they <sup>clients,</sup> volunteers (the capacity in which I worked exclusively from my son's until he was 7 and a half), center administrators, center workers, <sup>family members, caregivers,</sup> and so forth daily create the success stories in family's lives like my own - you help to enable our determination, our capacity to <sup>take</sup> on responsibility and teach responsibility - and above all you care.

*can management dilemma*

A recent headline in the Ark. Democrat / Gazette which profiled me as one of the Arkansans making the move to DC stated something to the effect that "son's life leads local woman to White House." And indeed it has.

I bring to the Domestic Policy Council what is seen by some as a simple statement of purpose: All children shall be empowered to develop to their fullest potential. You and I know that the only way children can do so is if each of us as <sup>human</sup> beings are given that ongoing opportunity - and it is in that context I both speak today and carry out the daily tasks entrusted to me by President Clinton.

In order to carry you through specific program priorities let's use the President's five priorities given to us at the cabinet/staff retreat very early in this administration. At the same time it is impossible for me not to relate as much as possible to where I come from in a very personal manner.

Economic package: this means work, investment in people as well as deficit reduction. The 1992 Rehabilitation Act's presumption of employability is a <sup>crucial</sup> tenet ~~key~~ for us in the DPC... personally, my son ~~soon~~ graduated from high school and coming from a community based instruction program in the public schools I am vitally concerned about employability, the job he will obtain and the ongoing lifelong training he will receive, the role of

*And I believe you'll hear through an echo of your vision statement & guiding principles*

*vision statement & guiding principles*

assistive technology. VP Gore and I have had numerous conversations on this issue...there is a genuine commitment, <sup>on our part</sup> As we move ahead on National Service, school to work transition and these other job training issues we want to be aware always of the words behind ~~the~~ <sup>the</sup> (inclusion, not exclusion; independence, not dependence; and empowerment, not paternalism)

Spoken by candidate Clinton

② Health Care Reform: ~~the many pieces being put together, not ready to reveal the details but let's look:~~

Principles

- ~~Your statement~~ non-discrimination
- comprehensiveness
- appropriateness (one of the few groups to talk about availability)
- equity
- efficiency

Long term care will be addressed and the need for community based care and the array of services needed to make that real...we can't accomplish it all at once but we hope to present a comprehensive blueprint. \* Health care is tough...far tougher than living facilities in residential neighborhoods.

NIMBY

concern

Expand home / comm based care

③ Welfare Reform: <sup>ones, again</sup> - work, education, training, empowerment  
Work in exchange for welfare  
Work instead of welfare

Welfare Prevention

④ Campaign finance/lobbying reform

Trying to be sensitive to pros & cons delicate balance in order to further impact you

⑤ National Service: look not only as how you can participate as student participants but also as services within your programs...look to state mechanism.

where is

~~Quality~~ EDUCATION: (inherent in all but one of the priorities and thus not a separate category)

- reauthorizations
- Goals 2000

mention of disabilities...if we truly mean inclusion, mainstreaming perhaps we have to work on implementation and not set aside words...think about it

Not Ed

-GOALS: ~~these goals~~ if we mean all children quite naturally my child, my adult now, and quite frankly we as a community of believers should demand that, and stop quibbling over words that don't necessary produce the actions...hard work does. In these goals we find avenues to push for reform, inclusion, early prevention,

intervention programs...we will do it!

ADA, an overlay to all. You help us monitor, you help us determine where we need to give nudges or bulldozing pushes.

*Reinventing Gov't + Customer Enters Bd. Regs.*

*When I look at the last 20 yrs of my life it is an embodiment of*  
I know the meaning of the ~~education~~ <sup>educational</sup> goals from early childhood to adult life-long learning.

Hamp Rasco was born over 19 years ago and I was told to take him home, love him and make a decision about an institution...we've worked hard with family, medical professionals, therapists, parent educators, teachers, school administrators, you name it... he's been in public schools all his life, he did indeed finally talk at age five, he moved into a small group setting last August, he's taking a college "woman" as he put it to me to his high school prom, ~~in less than two weeks~~ and his senior class peers and school administrators approached him to give a speech at graduation...their rationale "We have learned so much from Hamp" - he's unlike anyone we've ever known. And as Hamp says he's going to conclude in that graduation speech: it's been a lot of fun, but now it's time to move on!

*[Handwritten scribble]*

*[Handwritten scribble]*

His mother is confident will move on in a very positive way w/ a ~~good~~ <sup>good</sup> ~~grounding~~ <sup>grounding</sup> in ~~decision~~ <sup>making</sup>, independent thinking, ~~love of life~~ <sup>love of life</sup> ... ~~in~~ <sup>love of people</sup>

*love of people*

June 3, 1993

MEMORANDUM FOR CAROL RASCO

FROM: LYNN MARCHERIO  
SUBJECT: ARC OF MARYLAND SPEECH

The ARC of Maryland will be primarily concerned with how persons with mental retardation will be treated under reform.

Here are some highlights of how health reform addresses the needs of this community.

- Persons <sup>w/ disabilities</sup> with ~~mental retardation~~ will be covered under the comprehensive benefits package

Health reform ensures that all Americans, regardless of how sick they are, how young or old, employed or unemployed, will be covered under the guaranteed benefits package. Health plans are required to take all who apply - - they can't exclude someone because they might be considered a bad risk. And, they have to guarantee the same price to all who apply - - they can't charge more for someone due to illness.

★

- Health reform expands home and community-based care

Under reform, persons who have difficulty in performing three or more activities of daily living, such as eating, bathing, dressing and toileting; or for people with mental retardation will be eligible for expanded home and community-based care.

Each state defines the array of long-term care services offered under the new program. Services may include (but are not limited to):

- Homemaker and chore assistance
- Adult day care
- Assistive devices
- Habilitation and rehabilitation
- Home health services beyond those that are provided under the comprehensive benefit package

\* A tax credit available to persons with disabilities who work to help pay for personal assistance services

To encourage participation in the workforce, health reform establishes a tax credit for 50% of the costs for personal assistance services for persons with disabilities who work.

\* Health reform promotes the availability and improves the reliability and quality of the private insurance policies covering long-term care through tax incentives and regulation

Under current law, people have to pay for long-term care insurance with after-tax dollars. Under reform, expenditures for long-term care insurance will be deducted from taxable income, and employers will be able to deduct payments they make for these policies.

States will be responsible for monitoring and enforcing long-term care insurance standards set by the federal government, which include such things as: 1) clearly defining what services are covered by the policy; 2) prohibiting limiting coverage because of preexisting conditions; 3) providing uniform definitions across policies so that individuals don't have to take expensive guesses about what's covered; 4) establishing appeals processes for beneficiaries; 5) training and certifying agents who sell policies.

I also wanted to share with you some of the major areas of concern that came up during the meeting I had with Peggy Schneider, Cindy Mahen and a group of direct service providers and advocates for people with developmental disabilities from Arkansas.

\* 1) They felt restricted by the intense regulation of residential and community-based centers

- Different eligibility determination processes for SSI and SSDI, cumbersome regulations for survey and inspections, cumbersome paperwork

Response: The Department of Health and Human Services is exploring how to streamline the determination processes so that it's more comprehensible to consumers.



## 2) • Managed care system/gatekeepers:

The status of severely disabled people is very unlikely to change. Even so, they're required to undergo a medical checkup and exam to requalify for services.

Response: As you know, we're currently looking at two options for long-term care. The less expensive package is one that's means-tested. If this option is chosen, for home and community-based services, eligibility determination will be entirely up to the states.

If the other option to provide home and community-based services for the severely disabled (not means-tested), then there will be federally mandated standards for eligibility determination. They will be different for those with permanent disabilities and those, like some elderly people, whose situations ebb and flow.

## \* 3) • The emergence of for-profit agencies to provide care

They're concerned that managed care will open up the field to anyone who can provide services more cheaply, and therefore quality will suffer.

Response: Under reform, we are not prohibiting for-profit providers from entering the market. We are protecting consumers from poor-quality care in the following ways - - consumer boards so that those who receive the care have a say in how it's delivered; consumer satisfaction surveys that measure the performance of care providers.

## \* 4) • Case management

In some states today, case management for the MR/DD population is done by an entity separate from the provider. They expressed concern that if case management were removed from the provider, it slows the process down. "Sometimes it takes a month to review."

Response: This is a controversial issue that we've been exploring. States will have the flexibility to determine where case management services should be provided - - at the state level or by the providers themselves. Providers will be prohibited from conducting eligibility determination, though.

THE WHITE HOUSE

WASHINGTON

MEMORANDUM FOR CAROL H. RASCO

From: Stan Herr (x2372) *St*

Subject: Briefing for your presentation to National Association of Private Residential Resources (NAPRR) -- 1993 Governmental Activities Seminar.

Materials Attached

1. letter of invitation
2. Seminar speaker list and final agenda
3. NAPRR vision statement
4. NAPRR mission statement
5. NAPRR Guiding Principles
6. Name change -- "Naprr to become ANCOR"
7. NAPRR testimony on residential services & community supports"
8. Accreditation Council, Outcome Based Performance Measures
9. Executive Summary of the Administration's Reinventing Government report
10. Putting People First, pp. 81-83.

- You are due to present on Tuesday, September 28th at 1:30. The executive director is Joni Fritz. She says a 30 minute talk and 15 min. Q and A would be great.

- 100 persons are expected; primarily CEOs of private programs or directors of private residential facilities.

- You present the opening keynote, **Reinventing Government for People with Developmental Disabilities**. Suggested themes for your talk are in item 1.

- Joni understands that you may have to come right before your talk, and leave afterward. Cindy Mahan introduces you; she has your bio.

- Bottom line concern of many in the audience is relief from regulatory burden -- Can the Administration avoid macromanaging services for people with disabilities?

- ICF-MR regulations are perceived as products of earlier time when institutions for the retarded were distrusted; even the 1988 revisions were formulated in early part of the decade.

- Possible question from the audience: We like what we hear about Reinventing Government, but when will it lead to the customers in our field (ultimately persons with DD, more

immediately community providers like NAPRR) being consulted and really heeded.

- Framework for your talk: You could adapt from your ARC/Maryland talk and relate NAPRR Vision statement (# 3) to PPF statement "empowering people to make their own choices; framework for self determination" (#10) and other Administration priorities.

- You can commend them for serving some 40,000 people in an array of community programs (see item 7), and for being an influential voice for the expansion of such programs (see item 4).

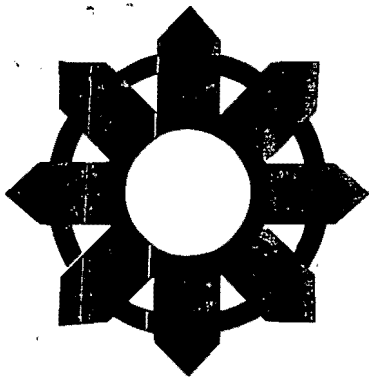
- You could relate some of Hamp's and your own personal experiences to their Guiding Principles (#5) esp. expanding and continuing choices concerning where one lives, services ..., ones associates, " and recreation opportunities.

- Refer to the their excellent choice of a new name for their organization American Network of Community Options and Resources (ANCOR, pronounced anchor), and motto "Interdependence Fosters Independence" (#6). Shared emphasis ANCOR AND CLINTON ADMINISTRATION in EXPANDING COMMUNITY ALTERNATIVES TO PEOPLE WITH DD, especially with regard to Health care reform and added program of home and community-based alternatives.

- Draw parallels between Reinventing Government's focus on achieving performance outcomes, rather than getting bogged down in regulatory minutia, and the new thrust in DD accreditation on "Outcome Based Performance Measures." (see #8) The most relevant part of Reinventing Government may be viewing DD persons (and their families) as customers who will make choices (see #9, at p.2, and eliminating regulatory overkill (p. 4).

I suspect I've given you more than enough for an audience with whom you already will command considerable rapport. Please let me know if this was helpful and if I can provide you with anything more.

saved as a:ANCOR



456-7739

Item 1

703 642-0497

# National Association of Private Residential Resources

4200 Evergreen Lane #315  
Annandale, VA 22003  
703 / 642-6614

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July 22, 1993

Ms. Carol Rasco  
Assistant to the President  
for Domestic Policy  
The White House  
2nd West Wing  
Washington, DC 20500

*Confirmed w/ Joni Fritz  
Cindy Mahan  
will greet you*

*Columbia North + South Rm.  
Capitol Holiday Inn  
550 C St. SW  
Washi. DC  
Phone: 79-4000*

Dear Ms. Rasco:

We are so pleased that you have agreed to be the keynote speaker at our 1993 Governmental Activities Seminar! Cindy Mahan has conveyed to us the arrangements she made with you.

Cindy tells us that you have agreed to speak on Tuesday, September 28, 1993, for 45 minutes, beginning at 1:30 pm. We would propose as a title for your presentation: Reinventing Government for People with Developmental Disabilities. Possible topics under that title could be: Roles of People with Disabilities within the Administration; How the Domestic Policy Treats Support for People with Disabilities as an Investment; Personal Assistance Services; Long Term Services within Healthcare Reform. We understand that the Administration does not want to micromanage services for people with disabilities. Our members view this as a welcome approach to service delivery. For this to happen successfully, regulatory reform of federal programs will be needed.

Any or all of these topics would be of interest to those who attend the conference. Your audience will be composed mainly of CEOs and directors of agencies that provide services and supports to people with developmental disabilities all over the United States. We anticipate that there will be 150 - 200 people present.

Please call if we can give you any further information. We'll send you a copy of the flier when it is available.

Thanks again for agreeing to speak at our conference! We very much look forward to hearing you and to meeting you.

Sincerely,

*Joni Fritz*  
Joni Fritz  
Executive Director

*copy  
Exec Summary  
Bio*

cc: Cindy Mahan

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James Michael, NAPR  
Roger Moore, HI  
K. Rachel Mulcahy, IN-ARF  
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Lisa Ralferty, RI  
Patricia Risch, NJ  
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Patricia Sastoque, LA  
Gloria Sheets, IN-ARF  
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Ron B. Wisecarver, IL

EXECUTIVE DIRECTOR  
Joni Fritz

2

**NATIONAL ASSOCIATION OF PRIVATE RESIDENTIAL RESOURCES****Governmental Activities Seminar, September 28 - 30, 1993****Federal Policy Initiatives and Developmental Disabilities****SPEAKERS****Keynote, Tuesday, September 28, 1993:**

Ms. Carol Rasco, Assistant to the President for Domestic Policy  
The White House, 2nd West Wing, Washington, DC 20500

**Keynote, Wednesday, September 29, 1993:**

The Honorable Thomas H. Andrews, United States House of Representatives  
1530 Longworth House Office Building, Washington, DC 20515

Albert W. Bleau, Jr., Executive Director  
Greater Lynn MH/MR Association  
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Linda Hinton, Esq., Executive Director  
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Ruth Katz, Disability Policy Analyst  
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Nelson J. Kiehl, Senior Wage Hour Analyst  
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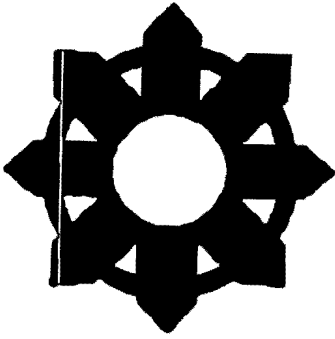
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Wage and Hour Division  
Employment Standards Administration  
U.S. Department of Labor, Room S-3506  
200 Constitution Avenue, NW  
Washington, DC 20210



## National Association of Private Residential Resources

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4200 Evergreen Lane #315  
Annandale, VA 22003  
703 / 642-6614

Governmental Activities Seminar, September 28 - 30, 1993

### Federal Policy Initiatives and Developmental Disabilities

#### A G E N D A

##### Tuesday, September 28, 1993

- 1 pm Welcome and Opening
- 1:30 - 2:15 pm Reinventing Government for People with DD  
*Carol Rasco, Assistant to the President for Domestic Policy*
- 2:30 - 3:45 pm Healthcare Reform as it Affects People with DD  
*Ruth Katz, Disability Policy Analyst, ASPE/DHHS*
- 4:00 - 4:15 pm FY 1994 Federal Appropriations  
*Katy Beh Neas, Director of Legislative Relations, AAUAP*
- 4:30 - 6:00 pm Improving Your Advocacy Skills with Lawmakers  
*Linda Hinton, Executive Director, IARRF, and former staff of Senate Subcommittee on Disability Policy; and  
Suellen Galbraith, Assistant Director of Public Policy, NAPRR*
- 6:30 - 8:00 pm Reception and Cash Bar

##### Wednesday, September 29, 1993

- 8:00 - 10:00 am Congressional Breakfast  
*Keynote: Rep. Tom Andrews (D), Maine*
- 10 am - 3:00 pm Visit your Delegation in Congress
- 3:00 - 6:00 pm Quality Assurance:  
Addressing Allegations of Abuse, Neglect and Fiscal  
Mismanagement in Community Programs  
*Graydon John Forrer, Esq., House Subcommittee on Regulations;  
David DeButto, Senior Investigator, Massachusetts Dept. of  
Human Services; and Albert W. Bleau, Jr., Executive Director  
Greater Lynn MII/MR Association*

*Serving People with Mental Retardation and Other Developmental Disabilities*

**Governmental Activities Seminar, September 28 - 30, 1993****Federal Policy Initiatives and Developmental Disabilities****A G E N D A continued****Thursday, September 30, 1993**

**8:30 - 9:45 am** OSHA Update, Q & A  
*John Koerner, Industrial Hygenist, U.S. Department of Labor*

**Track One:**

**10 am - 1:00 pm** Fire Safety  
*Bernard M. Levin, Ph.D., Fire Safety Consultant*

**Wage & Hour: Companionship Services**  
*Nelson J. Kiehl, Senior Wage Hour Analyst, U.S. Department of Labor*

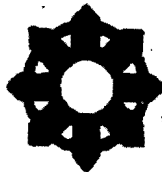
**Family Medical Leave Act,**  
*Dan Spear, Wage and Hour Division, U.S. Department of Labor*

**Track Two:**

**10 am - 1:00 pm** Innovative Ways to Finance Housing  
*Alan B. Parrico, Housing Consultant*

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## **National Association of Private Residential Resources**



### **NAPRR Vision Statement**

The National Association of Private Residential Resources is singularly the most important organization that assists private agencies in our mutual mission of empowering children, adolescents and adults who experience disabilities to:

- 1) Exercise maximum control over their lives and chosen lifestyles, and
- 2) Facilitate the process of building community that meaningfully includes all human beings.



(4)

## National Association of Private Residential Resources



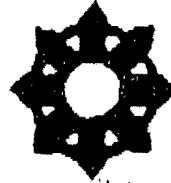
### Mission Statement

The National Association of Private Residential Resources promotes and assists private providers who offer services and supports to people with mental retardation and/or developmental disabilities wherever they live. The purposes of NAPRR are to:

- 1) Serve as an accurate and timely source of critical information for its members;
- 2) Successfully foster the development and provision of high quality services and supports in the private sector;
- 3) Provide members with an influential and respected voice in the Federal Congress and regulatory agencies;
- 4) Communicate with and assist the membership through formal outreach and other special services;
- 5) Help develop strong networks among members and other organizations; and
- 6) Provide training and educational opportunities which help improve members' clinical and managerial skills.

# National Association of Private Residential Resources

*Serving People with Mental Retardation and Other Developmental Disabilities*



## Guiding Principles

The National Association of Private Residential Resources (NAPRR) establishes the following guiding principles for providing services and support to people with mental retardation and/or other developmental disabilities.

We who offer services and support to people recognize:

- That each individual should be offered opportunities to enhance and increase informed decision-making throughout a spectrum of expanding and continuing choices concerning:
  - where one lives,
  - services one receives
  - with whom one associates
  - enrichment opportunities in which one participates;
- That each individual is provided with the opportunity for self-direction;
- That each individual is entitled to the full range of constitutional freedoms, including autonomy, dignity and the right to privacy and to representation; and
- That as each individual changes, efforts are made to promote meaningful, ongoing participation by the individual in his or her life planning process.

We who offer services and support to people further recognize:

- That our role has evolved to one of cooperation, mediation and facilitation;
- That our role in promoting full participation involves a reciprocal people-centered approach of respect and sensitivity for those involved;
- That we face greater responsibility in mediating and moderating balance among individual choices and vulnerabilities;
- That we accept the shared responsibility in making affirmative efforts to advocate for systems change and gain necessary resources to benefit people;
- That we expect an ethical and legal commitment from funding sources to assure necessary and sufficient support; and
- That we promote an optimal quality of life to increase:
  - self-dependence,
  - productivity,
  - well-being, and
  - community integration.

Adopted: 1/27/88

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National Association of Private Residential Resources

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**NAPRR TO BECOME ANCOR**

Significant changes have occurred in the field of developmental disabilities and more are expected in both the near and extended future. NAPRR Directors engaged in a visioning process in December 1992 to examine these changes. This led to creative planning designed to enable this organization to better meet its primary mission of assisting private providers to improve their services and enhance the lives of people who require supports. The vision includes a new name (approved unanimously by the Board of Representatives and formally adopted by the Board of Directors on February 18). This name will better describe the place NAPRR wishes to take in leading our nation toward a more perfect society where people with disabilities have an equal opportunity to contribute to the general good. Effective October 1, 1993, NAPRR will become the **AMERICAN NETWORK OF COMMUNITY OPTIONS AND RESOURCES**, using the acronym **ANCOR**. This name will better describe the role NAPRR intends in shaping the future of services and supports.

**AMERICAN** recognizes that the world in which we live is shrinking. As Robert B. Reich, Secretary of the U.S. Department of Labor, has written in *The Work of Nations*, we must all begin to think more globally. What strengthens the weakest nation has the potential of enriching us all. This is not unlike what happens to society when people with disabilities become more productive and self-dependent. Additionally, in lists of national organizations -- such as those in joint letters sent to Members of Congress -- it will move our organization's placement from the middle toward the top of such lists, increasing our visibility.

**NETWORK** is a term that is more contemporary than "Association." It also emphasizes more authority and strength for each of its individual members. Further, it invites a variety of interrelationships: from member to member, member to state association, state association to state association and for each with the national organization, in all combinations and directions; an expanding potential of relationships that can enhance the development of each entity within the Network.

**COMMUNITY** is a strong word that represents the best that we are trying to achieve -- as Webster says, it is: "The state of being held in common; common possession, enjoyment, liability; . . . agreement, identity, social intercourse; . . . life in association with others; the social state." In other words, the state of being that we hope to enable people with disabilities to attain within our society.

**OPTIONS** is a flexible word that affirms and advances the tremendous variety of expanding community alternatives created by NAPRR members to support people with developmental disabilities where they live, work and spend their leisure time -- as well as new options that will present themselves in future years.

ANCOR - cont.

NAPRR Directory of Members

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**RESOURCES** is the single word that remains in the new name. Resources bring vital attention to the talent and creativity of each NAPRR member agency rather than a limited focus on a specific facility. NAPRR, in the words of our Mission Statement, promotes and assists private providers who offer services and supports to people with mental retardation and/or developmental disabilities wherever they live. Many people supported by NAPRR members live in their own homes or in the homes of their families or host families, and this trend is expected to grow substantially in the coming years.

**ANCOR** is a particularly strong acronym. Every boat of any size moves freely on its own, but each needs an anchor for stabilization and security. As *The New Webster's Comprehensive Dictionary* suggests, an anchor is: "that on which we place dependence for safety."

**ANCOR's** primary goal will remain as already articulated in the Mission Statement which follows. It is totally consistent with our motto:

**"INTERDEPENDENCE FOSTERS INDEPENDENCE"**

and will take our organization and its members into an exciting future of greater opportunity for people with developmental disabilities.

Peter 'Skip' Sajevic  
President

Joni Fritz  
Executive Director

3/23/93

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**NATIONAL ASSOCIATION OF PRIVATE RESIDENTIAL RESOURCES**  
**THE STATUS OF RESIDENTIAL SERVICES AND COMMUNITY SUPPORTS FOR**  
**PEOPLE WITH DEVELOPMENTAL DISABILITIES**

INTRODUCTION

The National Association of Private Residential Resources greatly appreciates being asked to testify as this Subcommittee addresses the important issues related to community services for people with mental retardation and other developmental disabilities. NAPRR currently represents more than 550 agencies across the nation that together provide residential services and community supports to more than 40,000 people with mental retardation and other developmental disabilities. Our members offer a full range of supports in a variety of settings designed to enhance the development and self-dependence of those served. They include for-profit, not-for-profit, church-related and small unincorporated family care providers who may: provide supports to people in their own homes, contract for services in a home owned by the person who provides support, and/or operate multiple sites and sizes of homes in one or more states, with all possible combinations of the above. Some members also offer daytime services and employment support.

As people with disabilities have presented the need for and requested a variety of services and supports, NAPRR members have been quick to try to respond to those needs. Ours is a rapidly changing field. Over the past couple of decades people providing services have become better listeners and have a better understanding of human potential. It is the people with disabilities themselves who are changing the system, and providers are challenged to keep up with them.

It is testimony to the ever evolving nature of service delivery, to the direction that supports and services have taken over the past two decades, and to Congressional vigilance over the health and safety of people with disabilities -- many of whom are historically the most vulnerable of our nation's citizens --

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## NAPRR TESTIMONY ON SERVICES FOR PEOPLE WITH DD

PAGE 3.

that this Subcommittee is focusing attention on the fulfillment of the promise offered by the provision of community services. The concept that all people are capable of growth and development applies equally to service delivery systems. We are in a continually evolving field that seeks to be responsive to new understandings of best practice.

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Just as it was appropriate for Congress to question and examine the services provided to people in large state institutions, it is now appropriate for this body to be assured that the wide range of supports offered in the community provide the promised opportunities for maximum independence, productivity and integration. Providers of all types should be challenged to provide services and supports in a cost efficient and effective manner which ensures human development while protecting the health and safety of their "customers."

We would like to begin by saying that there is no such thing as a service model that is appropriate for all people. Services should be driven by people who are offered a variety of supports and an opportunity to make informed decisions about where to live, work, receive medical services and therapies, and spend their leisure time. As stated in our association's statement of "Guiding Principles" (copy attached as Appendix A):

Chris

We who offer services and supports to people recognize that each individual should be offered opportunities to enhance and increase informed decision-making through a spectrum of expanding and continuing choices concerning: where one lives, services one receives, with whom one associates, and enrichment opportunities in which one participates.

Our "Guiding Principles" go on to articulate the supports to which we believe people are entitled, the role of those who offer services and supports and the

NAPRR TESTIMONY ON SERVICES FOR PEOPLE WITH DD

PAGE 4.

fact that NAPRR promotes an optimal quality of life to increase self-dependence, productivity, well-being and community integration for those who receive supports.

Over the past two decades, the system of residential services has increasingly moved toward smaller and smaller individualized homes in the community. Some of the driving forces in this movement are:

- o Personal Preferences,
- o Successful Experiences,
- o Funding Realities and
- o Statutory and Regulatory Requirements.

Each of these presents both opportunities and challenges to those who are struggling to offer the highest quality of services possible, to as many people as possible, with fewer dollars and ever increasing regulations. All of the factors are also affected by fluctuating political and economic influences.

We would now like to examine each of these driving forces individually and in reverse order.

#### FACTORS DRIVING THE SERVICE SYSTEM TODAY

##### A. STATUTORY AND REGULATORY REQUIREMENTS

Regulations imposed upon residential services and supports are designed to assure that the health and safety of the people served are protected. Program rules attempt to govern the delivery of services, and other rules protect the people who directly provide services. All of these are promulgated to improve lives, but collectively they sometimes have the opposite effect.

Providers are often subjected to a dozen or more surveys and other inspections within a single year. These range from voluntary accreditation such as that provided by The Accreditation Council for Services for People with Disabilities (otherwise known simply as The Accreditation Council), to mandatory

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**FOR IMMEDIATE RELEASE**

September 1993

Contact: James F. Gardner, Ph.D.  
Chief Executive Officer  
The Accreditation Council  
8100 Professional Place  
Suite 204  
Landover, MD 20785  
(301) 459-3191

THE ACCREDITATION COUNCIL

**OUTCOME MEASURES  
FOR PEOPLE WITH DISABILITIES:  
A NEW DEFINITION OF QUALITY**

Landover, MD -- The Accreditation Council on Services for People with Disabilities announces the publication of the 1993 Edition of the *Outcome Based Performance Measures*.

With the publication of the *Outcome Based Performance Measures*, The Accreditation Council signals a new focus and offers a new challenge to the traditional assessment of quality in human services. The *Outcome Based Performance Measures* describe the outcomes that people with disabilities want from their support or service programs. These outcomes are the core of a new system for quality improvement and measurement that emphasizes responsiveness to individual needs rather than traditional compliance with established standards.

# MORE #

These new measures are:

- **Outcome Based** -- They focus on outcomes for people, rather than the organizational processes that contribute to the outcomes.
- **Concise** -- They consist of those priority outcomes that people with disabilities indicate are most important to them.
- **Applicable to all Supports and Services** -- They can be used with all services and programs - residential, vocational, social or educational - and for people with different disabilities.

James F. Gardner, Ph.D., Chief Executive Officer of The Accreditation Council, explained "Two significant trends in the field of disability have supported this fundamental change. The first concerns the question of 'What do we measure?' Traditional approaches to quality -- which emphasize compliance with standards and regulations -- addressed variables such as environmental and living conditions, habilitation process, developmental gain, or behavior. As the themes of civil rights, empowerment, and self direction found expression in the Americans with Disabilities Act, the answer to 'what do we measure?' became clear -- the relevant measure is what people with disabilities say is important."

"The second significant change is that we now recognize *how to measure* outcomes. Earlier measurements of quality focused on the organizational activities, resources and services that were provided. However, measurements of planning, assessments, placements, or training address quality in terms of what the service or organization has achieved, not the person. With the *Outcome Based Performance Measures* and the review methodology designed by The Accreditation Council, people with disabilities are brought into the quality improvement process."

# MORE #



"Building on a twenty-five year foundation of developing and measuring standards that emphasize values-based services and supports, individualized planning, and person-centered outcomes, The Accreditation Council is proud to introduce the *Outcome Based Performance Measures*. We welcome the opportunity to join with people with disabilities, their families and friends, providers, professionals and others to further define and enhance this new vision of quality."

The Accreditation Council offers a full range of services to assist organizations and individuals in their quality improvement efforts. Customized training, consultation and technical assistance are available on a variety of topics. Independent quality reviews using the *Outcome Measures* are conducted by The Council's staff for organizations wishing to pursue accreditation.

The Final Edition of the *Outcome Based Performance Measures* is now available for purchase through The Accreditation Council at a cost of \$35.00 per copy, plus shipping and handling. To order your copy or to learn more about the independent quality reviews, training or other services, please contact The Accreditation Council, 8100 Professional Place, Suite 204, Landover, MD 20785 or call (301) 459-3191.

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FROM RED TAPE TO RESULTS

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# CREATING A GOVERNMENT THAT WORKS BETTER & COSTS LESS

Executive Summary

The Report of the  
NATIONAL PERFORMANCE REVIEW  
Vice President Al Gore

September 7, 1993

*"Our goal is to make the entire federal government both less expensive and more efficient, and to change the culture of our national bureaucracy away from complacency and entitlement toward initiative and empowerment. We intend to redesign, to reinvent, to reinvigorate the entire national government."*

— President Bill Clinton  
Remarks Announcing the  
National Performance Review  
March 3, 1993

**Note to Readers:** This is the SUMMARY of *From Red Tape to Results: Creating a Government that Works Better & Costs Less*, the report of the National Performance Review led by Vice President Al Gore. A copy of the complete report can be obtained by calling (202) 783-1238 or by visiting a GPO Bookstore.

## The National Performance Review

The National Performance Review began on March 3, 1993 when President Clinton announced a six-month review of the federal government and asked Vice President Gore to lead the effort. Unlike past efforts that relied on outsiders, the Vice President gathered experienced federal workers and organized them into teams to examine federal agencies and issues that cut across agencies, such as personnel, procurement or budget policies. The goal: identify problems and offer solutions and ideas for savings. In addition, the President asked each cabinet secretary to organize a 'Reinvention Team' to work from within each agency and to create 'Reinvention Laboratories' where experiments in new ways of doing business could begin immediately.

The Vice President and the National Performance Review teams sought input from people all across America. Vice President Gore spoke with workers at every major agency and at federal centers around the country. He visited programs that work and companies that have implemented new practices, dramatically changing their operations and decreasing costs while increasing profits in the process. The Vice President and the National Performance Review teams learned from state and local leaders who have put many of these ideas into practice and they listened to the very best experts in the country — from business, government, and the academic community — at special conferences in Philadelphia and Nashville. And, they listened to the American people whose letters and phone calls were invaluable.

The National Performance Review focused on how government should work, not on what it should do. The National Performance Review teams examined every cabinet department and 10 agencies. A 'bottom-up' review at the Department of Defense and the work of the Health Care and Welfare Reform Task Forces at the Department of Health and Human Services both covered areas that the National Performance Review did not.

This report represents the beginning of what will be, and what must be, an ongoing commitment to change. It includes actions that should be taken now, by Executive Order of the President or by the cabinet secretaries and agency heads; recommendations for Congressional action; and a vision for the future, for long-term changes we must begin now. It reflects a government-wide determination to 'reinvent' government — to create a government that works better and costs less. If implemented, these recommendations will revolutionize the way the federal government does business. They will reduce waste, eliminate obsolete functions, improve services to taxpayers and create a smaller but more productive government.

# INTRODUCTION

The National Performance Review is about change — historic change — in the way the government works. It's time we had a new customer service contract with the American people, a new guarantee of effective, efficient, and responsive government that puts our customers first and demonstrates to the American people that their tax dollars will be treated with respect for the hard work that earned them. The National Performance Review is about moving from red tape to results to create a government that works better and costs less.

This is a summary of the first product of our efforts. In it, we make hundreds of recommendations saving \$108 billion over five years.

## THE PROBLEM/THE SOLUTION

**T**he National Performance Review looked to see how successful organizations — businesses, city and state governments, and organizations of the federal government — had made savings and efficiencies. The successful organizations had several things in common. They:

- **Cut red tape** — shift from a system based on accountability for following rules, to one where employees are accountable for achieving results.
- **Put the customer first** — listen to them, restructure basic operations to meet their needs, and use market dynamics such as competition and customer choice to create incentives for success.

- **Empower employees to get results** — decentralize authority and empower those who work on the front lines to make more of their own decisions and solve more of their own problems.
- **Cut back to basics** — abandon the obsolete, eliminate duplication, and end special interest privileges.

These characteristics constitute the four key principles around which we have based our report.

## Chapter 1 CUTTING RED TAPE

*About ten years ago, two foresters returned from a hard day in the field to make plans for the coming week. Searching for a detail of agency policy, they found themselves overwhelmed by voluminous editions of policy manuals, reports, and binders, filled with thousands of directives. One forester revealed the very first Forest Service manual — small enough to fit into every ranger's shirt pocket, yet containing everything foresters needed to know to do their jobs.*

*"Why is it that when we have a problem," the other forester asked, "the solution is always to add something — a report, a system, a policy — but never take something away?"*

*The first replied: "Not if...we could just start over."*

**C**onsider the plight of managers in the million-acre Ochoco National Forest, in Oregon. Until recently they had 70 separate budgets — one for fence maintenance in the north sector, another for brush burning in the south, and so on — divided into 556 management codes and 1769 accounting lines. To transfer money between accounts they needed approval from headquarters. The task of tracking spending in each job consumed 45-60 days of their time each year. It also sent a message: They were not trusted with even the simplest responsibilities.

The federal government does at least one thing well: It generates red tape. But not one inch of that red tape appears by accident. In fact, the government creates it all with the best of intentions. It is time now to put aside our reverence for those good intentions and examine what they have created—a system that makes it hard for our civil servants to do what we pay for, and frustrates taxpayers who rightfully expect their money's worth.

## STEP 1: STREAMLINING THE BUDGET PROCESS

**W**e must streamline the budget process to remove the many restrictions that consume managers' time and literally force them to waste money. We focus on process when we should focus on content, spending needless hours and money in the process.

**Action:** *The President should begin the budget process with an executive budget resolution, setting broad policy priorities and allocating funds by function for each agency.*

Federal managers should focus primarily on the content of the budget, not on the process. The

President should issue a directive in January 1994 to mandate the use of an executive budget resolution in developing his fiscal year 1996 budget.

**Action:** *Institute biennial budgets and appropriations.*

We recommend that Congress establish biennial budget resolutions and appropriations and multi-year authorizations. The first biennium should begin October 1, 1996 to cover fiscal years 1997 and 1998.

**Action:** OMB, departments and agencies will minimize budget restrictions such as appropriations and allotments.

Congress typically divides its appropriations into more than 1,000 accounts. OMB apportions each account further, and Departmental budget offices even further. Managers find their money fenced into separate accounts and are forced to spend money where they have it, not where they need it.

**Action:** OMB and agencies will stop using Full Time Equivalents (FTE) ceilings, and instead will manage and budget using ceilings on operating costs to control spending.

The President will direct OMB and agency heads to stop setting FTE ceilings in fiscal year 1995. Instead of controlling the size of the federal workforce by employment ceilings — which cause inefficiencies and distortions in managers' personnel and resource allocation decisions — this new system will control the federal workforce by controlling dollars available in operating funds.

**Action:** Eliminate FTE floors and minimize congressional restrictions such as line items and earmarks.

## STEP 2: DECENTRALIZING PERSONNEL POLICY

Our federal personnel system has been evolving for more than 100 years. Year after year, layer after layer, the rules have piled up. This elaborate system does not work. To create an effective federal government, we must reform virtually the entire personnel system: recruitment, hiring, classification, promotion, pay and reward systems.

**Action:** OPM will deregulate personnel policy by phasing out the 10,000 page Federal Personnel Manual and all agency implementing directives.

**Action:** Give all departments and agencies authority to conduct their own recruiting and examinations for all positions, and abolish all central registers and standard application forms.

**Action:** Allow agencies to roll over 50 percent of what they do not spend on internal operations during a fiscal year.

As part of its 13 fiscal year 1995 appropriations bills, Congress should permanently allow agencies to roll over 50 percent of unobligated year-end balances in all appropriations for operations. It should allow agencies to use up to 2 percent of rolled-over funds to finance bonuses for the employees involved in savings.

**Action:** Dramatically simplify the current classification system to give agencies greater flexibility in how they classify and pay their employees.

**Action:** Agencies should be allowed to design their own performance management and reward systems, with the objective of improving the performance of individuals and organizations.

**Action:** Reduce by half the time required to terminate federal managers and employees for cause and improve the system for dealing with poor performers.

## STEP 3: STREAMLINING PROCUREMENT

Every year the government spends \$200 billion buying goods and services. That's \$800 per American. With a price tag like that, taxpayers have a right to expect prudent spending.

But precisely because government tries to be prudent, our procurement system has become too complex, absurdly slow, and frequently ineffective. Our elaborate safeguards often cost more money than they save. Federal procurement must be massively reshaped by decentralizing authority to line managers and simplifying regulations and processes.

**Action:** Simplify the procurement process by rewriting federal regulations — shifting from rigid rules to guiding principles.

The Administration will rewrite the Federal Acquisition Regulation, the government's principal set of procurement regulations, the 2,900 pages of agency supplements that accompany it, and Executive Order 12352, which governs federal procurement.

**Action:** The GSA will delegate significantly more authority to federal agencies to purchase information, technology, including hardware, software and services.

The federal government takes, on average, more than four years to buy major information technology systems; the private sector takes 13 months. GSA will raise authorization levels for

agencies to purchase equipment and services on their own from \$2.5 million to \$50 million, \$20 million, or \$5 million depending on the agency.

**Action:** GSA will simplify the procurement process by allowing agencies to buy where they want, and by testing a fully "electronic marketplace."

Instead of forcing managers to buy items on GSA "supply schedules" — lists of items and approved prices — they will be free to buy the same or comparable product for less if they can find it.

**Action:** Allow agencies to make purchases under \$100,000 through simplified purchase procedures.

Current law allows use of simplified procurement practices only on purchases of \$25,000 or less.

**Action:** Rely more on the commercial marketplace.

The government can save money by buying more commercial products instead of requiring products to be designed to government-unique specifications.

**Action:** Bring federal procurement laws up to date.

## STEP 4: REORIENTING THE INSPECTORS GENERAL

The Inspectors General are independent of the agencies in which they operate. They report to Congress twice a year and perform an audit and investigations function that is valid and important. We seek to broaden their role.

However, federal employees complain that the IG's basic approach inhibits innovation. Heavy-handed enforcement has a negative effect in some agencies and creates adversarial relationships with some managers who try to do things better.

**Action:** Broaden the focus of the Inspectors General from strict compliance auditing to evaluating management control systems.

Today, Inspectors General look for "waste, fraud, and abuse." In the future they should also help improve systems to prevent waste, fraud and abuse, and ensure efficient, effective service.

## STEP 5: ELIMINATING REGULATORY OVERKILL

Reinventing our budget, personnel and procurement systems will strip away much of the red tape that makes governing so cumbersome — but not all. Thousands of outdated, overlapping regulations remain in place.

**Action:** *The President should issue a directive requiring all federal agencies to review internal government regulations over the next two years, with a goal of eliminating 50 percent of those regulations.*

**Action:** *Improve inter-agency coordination of regulations to reduce unnecessary regulation and red tape.*

We propose a new executive order to enhance the coordination and planning process and put tight limits on the review process. We propose that OMB should review only those proposed regulations that have significant economic, fiscal or social impacts, may conflict or interfere with

another agency's actions; or raise novel legal or policy issues.

**Action:** *Establish a process by which agencies can more widely obtain waivers from regulations.*

The President will direct each federal agency to establish and publish, in a timely manner, an open process through which other federal agencies can obtain waivers from that agency's regulations — with an expedited appeals process.

**Action:** *Reduce the burden of congressionally-mandated reports.*

In fiscal year 1993, Congress required executive branch agencies to prepare 5,348 reports. We will ask Congress to pass legislation granting OMB the flexibility to consolidate and simplify statutory reports and establishing a sunset provision in any reporting requirements adopted by Congress in the future.

(\$2.66 billion); six defense conversion programs (\$460 million); and one motor carrier safety program (\$76 million).

**Action:** *Congress should allow states and localities to consolidate separate grant programs from the bottom up.*

Localities would have the authority to mix funding from different programs without Washington's approval when combining grants smaller than \$10 million each.

**Action:** *Give all cabinet secretaries and agency heads authority to grant states and localities selective waivers from federal regulations or mandates.*

We will ask Congress to give cabinet officers authority to grant waivers under limited circumstances — waivers would be time limited and require performance measures.

**Action:** *Give control of public housing to local public housing authorities with histories of excellent management and substantially deregulate the rest.*

We and the Secretary of the Department of Housing and Urban Development recommend that Congress give HUD the authority to create demonstration projects in which local housing authorities would continue to receive operating subsidies as long as they meet a series of performance targets. These projects would be free from other HUD control.

## Conclusion

The changes described above are ambitious. They will take enormous effort and enormous will. It will be many years before all of them take root. But if they succeed, the American people will have a government capable of attacking their problems with far more energy and far less waste than they can today imagine.

## STEP 6: EMPOWER STATE AND LOCAL GOVERNMENTS

To the average citizen, a tax is a tax — and a service a service — regardless of which level of government is responsible. To reinvent government in the public's eyes, we must address the web of federal-state-local relations.

**Action:** *The President should establish a Cabinet-level Enterprise Board to oversee the Administration's community empowerment initiative.*

The President will immediately establish a working group of cabinet-level officials, with leadership from the Vice President, the Domestic Policy Council, and the National Economic Council, committed to solutions that respect 'bottom-up' initiatives rather than 'top-down' requirements.

**Action:** *The President should issue a directive limiting the use of unfunded mandates by the administration.*

The directive would narrow the circumstances under which departments and agencies could impose new unfunded burdens on state and local governments and would direct federal agencies to review their existing regulations and reduce the number of mandates.

**Action:** *Consolidate 55 categorical grant programs with funding of \$12.9 billion into six broad "flexible grants" — in job training, education, water quality, defense conversion, environmental management, and motor carrier safety.*

This proposal came from the National Governors Association and the National Conference of State Legislatures and would consolidate some 20 education, employment and training programs (\$5.5 billion in FY 93); roughly ten other education programs (\$1.6 billion); ten small environmental programs (\$392 million); six water quality programs

## Chapter 2

## PUTTING CUSTOMERS FIRST

*We are going to rationalize the way the federal government relates to the American People, and we are going to make the federal government customer friendly. A lot of people don't realize that the federal government has customers. We have customers. The American people.*

Vice President Al Gore

Town Meeting, Department of Housing  
and Urban Development  
March 26, 1993

**F**ew years ago, the IRS got a widely publicized low mark for customer service. The General Accounting Office discovered that IRS staff gave a wrong answer to one of every three taxpayers who called with a question.

Since then, the IRS has changed. In a switch that signalled a basic change in attitude, agency employees began referring to taxpayers as customers. And the agency improved its accuracy rate to 88 percent.

How did they do it? Certainly using the word "customer" was not enough. But thinking hard about customer service was important. And agencies can only do that when they are liberated from the grip of monopolies and the dynamics of the marketplace over the picture.

This does not mean we should run government agencies exactly like private businesses. After all, many of government's functions are public responsibilities precisely because the private sector cannot, should not, or would not manage them. But we can transplant some healthy practices of the business world into the public arena. We can create an environment that commits federal managers to the struggle to cut costs and improve quality — just like private managers.

We propose four specific steps to break federal monopolies, inject competition into government, and provide incentives for federal employees to better serve their customers.

**Action:** For voluntary customer surveys, the Office of Management and Budget will delegate its survey approval authority under the Paperwork Reduction Act to departments that are able to comply with the act.

We propose to delegate approval of voluntary customer surveys to departments with the ability to comply with the law, and ensure that they create rapid approval processes so bottlenecks don't develop at lower levels.

## STEP 1: GIVING CUSTOMERS A VOICE — AND A CHOICE

**W**e propose to set a goal of providing customer services equal to the best in business.

**Action:** The President should issue a directive requiring all federal agencies that deliver services to the public to identify and survey customers, and provide customer service equal to the best in business.

## Crossing Agency Boundaries

Washington's organizational chart doesn't always make sense. The traditional solution — shuffling the organizational chart — that takes too long and by the time it's complete, the problem has changed. The best solution is to melt the rigid boundaries between organizations, organizing work according to customers' needs and anticipated outcomes, not bureaucratic turf. That means giving federal workers greater decision-making authority, allowing them to operate effectively in cross-cutting ventures, stripping federal laws of prohibitions against such cooperation, and ordering agencies to reconsider their own regulations and tradition-bound thinking.

**Action:** Create a system of competitive, one-stop, career-development centers open to all Americans.

These centers would offer skills assessment, information on jobs, and access to education and training. They would be linked to all federal, state, and local workforce development programs and to many private ones.

**Action:** The President should issue a directive and propose legislation to reconstitute the Federal Coordinating Council for Science, Engineering and Technology as the National Science and Technology Council, giving it a broader and more effective role in setting science and technology policy.

The FCCSET is a White House-managed team that helps set policy for technology development and includes representatives of more than a dozen departments. The new council would direct science and technology policy more forcefully.

**Action:** The President should issue a directive to give the Trade Promotion Coordinating Committee (TPCC) greater authority to control federal export promotion efforts.

The TPCC, chaired by the Commerce Secretary and including representatives from 19 departments, agencies, and executive offices, gains broader authority to create performance measures and set allocation criteria for the nation's export promotion programs.

**Action:** The President should create a process to establish ecosystem management policies across the government.

A host of federal agencies have jurisdiction over individual pieces of our national ecosystem and no coordinated approach governs their activity.

**Action:** The President should create a Federal Coordinating Council for Economic Development (FCCED).

This council would coordinate regional development, mitigate community dislocation and provide state and localities a central source of information.

**Action:** Eliminate statutory restrictions on cross-agency activities that are in the public interest.

Congress should repeal a series of restrictions that stand in the way of cross-agency collaboration, and refrain from putting future restrictions in appropriations bills.

**Action:** The President should issue a directive that requires collaborative efforts across the government to empower communities and strengthen families.

## STEP 2: MAKING SERVICE ORGANIZATIONS COMPETE

While our federal government has long opposed private monopolies it has deliberately created public ones.

Originally this approach may have had its virtues. No, today. Economists can't agree on much but they do concur that monopolies provide poorer service at higher prices than competitive companies.

**Action:** *Eliminate the Government Printing Office's monopoly.*

For all executive branch printing, we want to encourage competition between the GPO, private companies, and agencies' in-house publishing operations.

**Action:** *The President should end the General Service Administration's real estate monopoly and make the agency compete for business. GSA will seek legislation, revise regulations and transfer authority to its customers, empowering them to choose among competing real estate management enterprises, including those in the private sector.*

### Competition in Support Services

**Action:** *The President should establish an implementation team to encourage operations of one agency to compete for work in other agencies.*

### Competing with the Private Sector

Forcing government's internal service bureaus to compete to please their customers is only part of the solution. In a time of scarce public resources, many federal organizations should also be required to compete with private sector companies.

**Action:** *The National Oceanic and Atmospheric Administration (NOAA) will experiment with a program of public-private competition to help fulfill its mission.*

**Action:** *The Defense Department will implement a comprehensive program to contract competitively non-core functions such as data processing, billing, and payroll.*

To remove current roadblocks, the administration will rescind its executive orders on performance of commercial activities and the department will prepare legislation.

**Action:** *Amend the Job Training Partnership Act to authorize public and private competition for the operation of Job Corps Civilian Conservation Centers.*

Legislation prevents the Labor Department's Employment and Training Administration from contracting out the Civilian Conservation Centers now run by the Agriculture and Interior Departments and insulates these centers from competition.

### Truth in Budgeting

If federal organizations are to compete for their customers they must include their full costs in the price they charge — not hide them in overhead, the traditional way governmental accounting understates the true costs of any service.

**Action:** *By the end of 1994, The Federal Accounting Standards Advisory Board will issue a set of cost accounting standards for all federal activities. These standards will provide a method for identifying the true unit cost of all government activities.*

## STEP 3: CREATING MARKET DYNAMICS

Not all public activities should be subject to competition. In some cases, even service delivery operations are better off as monopolies. In the private sector we call these "utilities" and regulate them to protect the consumer. At other times government subjects public organizations to market dynamics. The federal government should use this option more often.

**Action:** *Restructure the nation's air traffic control system into a corporation.*

The government-owned corporation would be supported by user fees and governed by a board of directors that represents the system's customers.

**Action:** *The General Services Administration will create a Real Property Asset Management Enterprise, separating GSA's responsibility for setting policy on federally owned real estate from that of providing and managing office space.*

This will optimize the highest rate of return for taxpayers, while competing with the private sector and better serving tenants' needs.

**Action:** *The Department of Housing and Urban Development will turn over management of its "market rate" rental properties and mortgage loans to the private sector.*

If the department entered into limited partnerships with real estate firms, it could retain most profits from any sales and let a private business entity perform the sales in the most economically beneficial way.

## STEP 4: USING MARKET MECHANISMS TO SOLVE PROBLEMS

Government cannot create a program for every problem facing the nation. It can't just raise taxes and spend more money. We need governance, which means setting appropriate priorities, then using the federal government's immense power to steer the direction of market forces in the private sector.

### Worker Safety and Health

**Action:** *The Secretary of Labor will issue new regulations for workplace safety and health, relying on private inspection companies or no-management employees.*

With this new approach, OSHA could ensure that all workplaces are regularly inspected without hiring thousands of new employees.

### Environmental Protection

**Action:** *Encourage market-based approaches to reduce pollution.*

### Public Housing

**Action:** *Authorize the Department of Housing and Urban Development to create demonstration projects that free managers from regulations and give tenants new market powers, such as freedom of choice to move out of old public housing buildings.*



## Conclusion

All these recommendations are ways government can begin treating taxpayers as customers. The quality revolution sweeping through American business — and now penetrating the public sector — has drawn enormous attention to the issue of customer service. While some federal agencies have begun to respond, there is much

more to be done. By creating competition between public organizations, contracting services out to private organizations, listening to our customers, and embracing market incentives wherever appropriate, we can transform the quality of services delivered to the American people.

## Chapter 3

# EMPOWERING EMPLOYEES TO GET RESULTS

*"Take two managers and give to each the same number of laborers and let these laborers be equal in all respects. Let both managers rise equally early, go equally late to rest, be equally active, sober, and industrious, and yet, in the course of the year, one of them, without pushing the hands that are under him more than the other, shall have performed a finitely more work."*

George Washington

*"When nature has work to be done, she creates a genius to do it."*

Ralph Waldo Emerson

**D**espite our solid core of capable employees, we lack efficient management systems. Cutting red tape, measuring results, empowering customers and creating competition incentives will create an environment that rewards success. Now we must create a culture of public entrepreneurship — of people willing to innovate.

Changing the culture of the federal workplace is a lot harder than changing its rules and regulations. We must discover what the private sector has already embraced: that more isn't always better, but better is better. We must pursue a new goal: quality. And we must organize around it. How do we do it? We suggest six steps.

## STEP 1: DECENTRALIZING DECISIONMAKING POWER

**W**e must give decision-making power to those who do the work, pruning layers upon layers of managerial overgrowth.

Currently, the federal government averages one manager or supervisor for every seven employees. We will double that. The federal government will average one manager for every 15 employees.

**Action:** *Over the next five years, the executive branch will decentralize decisionmaking and increase the average span of a manager's control.*

## STEP 2: HOLD ALL FEDERAL EMPLOYEES ACCOUNTABLE FOR RESULTS

**M**ore authority for employees goes hand-in-hand with more responsibility and creating the means to hold employees accountable for performance.

### Implementing the Government Performance and Results Act

**Action:** All agencies will begin developing and using measurable objectives and reporting results.

In early 1994 — in time for preparing the fiscal 1996 budget — OMB will revise the budget instructions to give agencies the greatest flexibility to incorporate performance objectives and results to the greatest extent possible.

**Action:** Clarify the objectives of federal programs.

With a new joint spirit of accountability, the executive branch plans to work with Congress to

clarify program goals and objectives, and to identify programs whose lack of clarity is making it difficult to get results.

### Holding Top Management Accountable

**Action:** The President should develop written performance agreements with department and agency heads.

The President's agreements with cabinet secretaries and agency heads will focus on a few broad, measurable goals important to the administration's overall policy objectives and strategy.

**Action:** The administration will issue one set of *Dalrymple Awards* for quality in the federal government.

The new award will recognize agency and work unit quality initiatives and ideas based on program performance, cost saving, innovation, and customer satisfaction.

## STEP 3: GIVE FEDERAL WORKERS THE TOOLS THEY NEED TO DO THEIR JOBS

**T**ransforming our federal government will mean mastering what people do as they work. They will turn from bosses into coaches, from directors into negotiators, from employees into thinkers and doers. We must give workers the tools they need to get results — then make sure they can use them.

### Employee Trainings

After two decades of organizing for quality, business knows one thing for sure: empowered people need new skills — to work as teams, use new computer software, interpret financial and statistical information, cooperate with and manage other people, and adapt.

**Action:** The Administration will grant agencies the flexibility to finance training needs.

We will grant agencies one-quarter of the savings they realize from decentralizing staff and

reducing operating costs (see Chapter 1) to invest in worker training, performance measurement and benchmarking. They also will be allowed to borrow from innovation funds — described in Chapter 4 — to fund essential training.

**Action:** The federal government will upgrade information technology training for all employees.

**Action:** Eliminate narrow restrictions on employee training to help develop a multiskilled workforce.

### Management Information Systems

Good information comes from good information systems.

**Action:** The executive branch will create a coherent financial management system, clarify

responsibilities, and raise the standards for financial officers.

**Action:** Within 18 months, the Federal Accounting Standards Advisory Board will issue a comprehensive set of credible accounting standards for the federal government.

**Action:** The administration will issue an Annual Accountability Report to the Citizens.

Under a directive to be issued by 1995, the Treasury and the OMB will develop a simplified version of the government's financial condition, to be published as the Annual Accountability Report to the Citizens.

## STEP 4: ENHANCE THE QUALITY OF WORKLIFE

**W**e must make federal offices better places to work by treating workers as mature and honest individuals and by being sensitive to their lives outside the office.

**Action:** The federal government will update and expand family-friendly workplace options.

The President will issue an executive order requiring that all agencies adopt compressed/flexible time, part-time, and job sharing work schedules. Agencies will also be asked to make other changes, such as allowing federal employees to use accrued sick leave to care for sick or elderly dependents or for adoptions.

## EMPOWERING EMPLOYEES TO GET RESULTS

### Information Technology

When workers have current and flexible technology to do their jobs, they improve performance. We need to get more computers off the shelf and into the hands of federal employees.

**Action:** The administration will develop a strategic plan for using information technology throughout the federal government.

**Action:** The executive branch will abolish all employee time sheets and time cards for the standard work week.

**Action:** The President should issue a directive committing the administration to greater equal opportunity and diversity in the federal workforce.

## STEP 5: FORM A LABOR-MANAGEMENT PARTNERSHIP

**W**e can only transform government if we transform the adversarial relationship that dominates federal union-management interaction into a partnership for reinvention and change.

**Action:** The President should issue a directive that establishes labor-management partnership as an executive branch goal and establishes a National Partnership Council to help implement it.

By October 1, 1993, the President will appoint the National Partnership Council which will include appropriate federal cabinet secretaries, deputy secretaries, and agency directors; the presidents of AFGE, NTEU, and NFFE; and a representative of the Public Employee Department of the AFL-CIO. Within six months, the Council will recommend legislation to the President.

**Action:** The National Partnership Council will propose the statutory changes needed to make labor-management partnership a reality.

## STEP 6: EXERT LEADERSHIP

Large private corporations that have answered the call for quality have succeeded only with the full backing of their CEO and top management. We will need the same.

**Action:** *The President should issue a directive detailing his vision, plan, and commitment to creating quality government.*

The first executive order issued along with this report will clarify the President's vision of a quality federal government.

**Action:** *Every federal department and agency will designate a chief operating officer.*

The chief operating officer will not be a new hire but a senior agency official who will be responsible for implementing National Performance Review recommendations.

**Action:** *The President should appoint a President's Management Council to lead the quality revolution and ensure the implementation of National Performance Review plans.*

The President's Management Council will be the President's chief instrument to retool management systems throughout the executive

branch. The President should appoint the Deputy Director for Management of OMB to chair the PMC and its progress will be specifically overseen by the Vice President. The Council will include the COOs from 15 major agencies and three other agencies designated by the chair, the heads of GSA and CPM, and the President's Director of Cabinet Affairs (ex officio).

**Action:** *The President's Management Council will launch quality management "basic training" for all employees, starting with top officials and cascading through the entire executive branch.*

To nurture a quality culture within government, we must help the entire workforce understand the President's vision. Unless we train everyone in the new skills they need — and help them understand the new roles they are expected to play — they can, through passive or active resistance, frustrate well-intentioned attempts to progress. So first and foremost, everyone will need to learn what working and managing for quality is all about.

## Conclusion

We must move from control to collaboration. We must allow the people who face decisions to make decisions. We must do everything to ensure that when our federal workers exercise their judgment they have the best information, analysis, and tools. We must trust that they will do their best — and measure the results.

## Chapter 4

# CUTTING BACK TO BASICS

*"I feel like the person in the old movie who writes in lipstick on bathroom mirrors. 'Stop me before I kill again.' However, in my case, the legend should be, 'Stop me before I steal some more.'"*

Letter from Bruce Bair of Schoenchen, KS  
to Vice President Gore  
May 24, 1993

Bruce Bair admitted to "stealing" from the federal government — at a rate of about \$11 a hour. His job was checking the weather in Russell, Kansas every hour and reporting to the Federal Aviation Administration. Bair saw just two windings in more than a year during his night shift. Days were only slightly busier. Before the advent of automated weather gathering devices, human weather watchers at small stations were vital for aircraft safety. Today they could be replaced with machines. Bair believed that too but although Russell has had a machine for some time, the FAA has not yet eliminated the human staff. Bair finally quit his job. Now he says, "I'm no longer stealing from the government."

Is government still doing things it no longer needs to do? Are we paying for obsolete programs? Are we paying for programs that weren't needed in the first place? Are we spending public

money to benefit special interest groups? Are we doing all we can to stop fraud? Are we doing all we can to deny benefits to people who aren't eligible for them?

When we start acting on the answers to those questions we will begin to have a more effective government.

We also face a second task: we must fight for a fairer government, one that collects on the loans it makes and the taxes it's owed.

Finally, we must make government work better by taking a hard look at its internal processes. We must consolidate programs to eliminate duplication. We must adopt more efficient ways to design regulations and resolve disputes. And we must take advantage of the revolution in computers and telecommunications to cut service delivery costs.

## STEP 1: ELIMINATE WHAT WE DON'T NEED

**Eliminate the obsolete:**

**Action:** *Give the President greater power to cut items from spending bills.*

For the President to cut wasteful spending, he needs the power of what is called, in Washington, "enhanced revision." That is, the President should have greater authority to reject individual spending items.

**Action:** *Within 19 months, the President's Management Council will submit to Congress a report on closing and consolidating federal civilian facilities.*

**Action:** *The Department of Agriculture will close or consolidate 1,200 field offices.*

**Action:** Under a five-year plan, the Departments of Housing and Urban Development will eliminate all regional offices, pare down its 80-field office system, and cut its staff by 1,500 people.

**Action:** The Department of Energy will consolidate and redirect the mission of its laboratories, production, and testing facilities to meet post-Cold War national priorities.

**Action:** The U.S. Army Corps of Engineers will reduce the number of regional offices from 11 to six.

**Action:** The Small Business Administration will reduce the number of field offices and consolidate services based on criteria now being developed.

**Action:** The U.S. Agency for International Development will reduce the number of its overseas missions by approximately one-half.

**Action:** The U.S. Information Agency will cut the number of libraries and reference centers it pays for overseas.

**Action:** The Department of State will reduce by 11 the number of Marine Guard detachments it employs.

**Action:** Pass legislation to allow the sale of the Alaska Power Administration.

**Action:** Terminate federal grant funding for Federal Aviation Administration higher education programs.

**Action:** Close the Uniformed Services University of the Health Sciences.

**Action:** Suspend the acquisitions of new federal office space.

#### Eliminate Duplication:

**Action:** Eliminate the President's Intelligence Oversight Board.

The President should assign its functions to a standing committee of the President's Foreign Intelligence Advisory Board.

**Action:** Consolidate training programs for unemployed people.

Labor Secretary Reich is proposing legislative changes to consolidate programs for workers who lose their jobs, regardless of the cause. His bill would allow more funds to be used before workers lose their jobs.

**Action:** Consolidate the Veterans' Employment and Training Service and the Food Stamp Training Program into the Employment and Training Administration.

**Action:** Reduce the number of Department of Education Programs from 230 to 189.

We propose to eliminate and consolidate programs that have served their original purpose or would be more appropriately funded through non-federal sources and save money better used for other departmental priorities.

**Action:** Eliminate the Food Safety and Inspection Service as a separate agency by consolidating all food safety responsibilities under the Food and Drug Administration.

**Action:** Consolidate all non-military international broadcasting under the United States Information Agency.

**Action:** Create a single civilian power satellite system, requiring the Defense Department, NOAA and NASA to consolidate their programs.

**Action:** Transfer the functions of the Railroad Retirement Benefit Board to other agencies.

**Action:** Transfer law enforcement functions of the Drug Enforcement Administration and the Bureau of Alcohol, Tobacco and Firearms to the Federal Bureau of Investigation.

The first step will be to merge DEA into the FBI. When this merger has been successfully accomplished, we will move toward merging the enforcement functions of the BATF into the FBI and merging BATF's regulatory and revenue functions into the IRS.

#### Eliminate Special Interest Privileges:

**Action:** Eliminate federal support payments for coal and molasses.

**Action:** Eliminate federal price supports for honey.

**Action:** Repeal all unobligated contract authority and appropriations for existing highway demonstration projects.

## STEP 2: COLLECTING MORE

Government must find better, more efficient and more effective ways to pay for its activities. In this section we argue for the need to introduce or increase market-based user fees and for collecting what is due the government: back taxes, delinquent loans, accidental or fraudulent overpayment of benefits.

#### Raising User Fees:

**Action:** Allow all agencies greater freedom in setting fees for services and in how the revenues from these fees may be used.

**Action:** Raise the price of federal hydropower.

#### Collecting Debt:

If the federal government were to put a higher priority on pursuing delinquent debt the government could collect as much as an additional \$10 billion over the next five years. A strategy to make this happen would include the following elements:

**Action:** Give agencies the flexibility to use some of the money they collect from delinquent debts to pay for further debt collection efforts, and to keep a portion of the increased collections.

**Action:** Eliminate restrictions that prevent federal agencies from using private collection agencies to collect debt.

**Action:** Authorize the Department of Justice to retain up to one percent of amounts collected through civil debt collections to cover costs.

**Action:** Cut Essential Air Service subsidies.

This program guaranteed small communities air services for a decade when it was passed in 1978 after airline deregulation. Congress extended the program in 1988 for another ten years even though the program is no longer needed.

**Action:** The Royalty Management Program will increase the royalty payments it collects by developing new computer programs to analyze and cross-verify data.

**Action:** Allow HUD to offer incentives to federally subsidized homeowners who refinance their mortgages at lower rates.

#### Eliminating Fraud:

While many think government reaps from people, the reverse is also true: people steal from government. And, unlike private companies, some government agencies aren't very good at finding and prosecuting thieves. We will change that.

**Action:** Make it a felony to knowingly lie on an application for benefits under the Federal Employees' Compensation Act, and amend federal law so individuals convicted of fraud are ineligible for continued benefits.

Under existing law, even if you are found to have made false statements to receive benefits, the government cannot terminate those benefits.

**Action:** Improve processes for removing people who are no longer disabled from disability rolls.

**Action:** Create a clearinghouse for death information and reporting.

## STEP 3: INVESTING IN GREATER PRODUCTIVITY

One of the greatest obstacles to innovation in government is the absence of investment capital. The appropriations for most federal agencies last only one year, with anything left over at the end of the year disappearing. It's difficult for organizations to scrape together enough money to make even small investments in training, technology, new work processes, or program innovations.

**Action:** *Allow all agencies and departments to create innovation funds.*

Congress should authorize a two-tier system of innovation funds capitalized through retained savings from operational appropriations.

**Action:** *The government should ensure that there is no budget bias against long-term capital investments.*

## STEP 4: REENGINEER PROGRAMS TO CUT COSTS

We will reengineer the work of government agencies in two ways. First, we will expand the use of new technologies. With computers and telecommunications, we can design a customer-driven electronic government that operates in ways that, 10 years ago, the most visionary planner would never have dreamed.

Second, we will speed up the adoption of new ways to improve federal operations — better ways to develop regulations, to resolve disputes, or to go about the business of designing government programs, for example — that can cut costs and improve services.

### Electronic Government

The history of the closing decade of this century is being written by the computer. But you wouldn't know it if you worked for many federal agencies. Government is still doing things in ways our parents would recognize. Only half of Social Security payments — 60 percent of all federal payments — are made electronically.

How do we catch up?

**Action:** *Support the rapid development of a nationwide system to deliver government benefits electronically.*

**Action:** *Federal agencies will expand their use of electronic government.*

**Action:** *Federal Agencies will develop and market data bases to business.*

**Action:** *In partnership with state and local governments and private companies, we will create a National Spatial Data Infrastructure.*

Spatial data is geophysical, environmental, land use and transportation data.

**Action:** *The Internal Revenue Service will develop a system that lets people pay taxes by credit card.*

### Reengineering to Use Cost-Cutting Tools

There are better ways to make rules than costly and adversarial litigation.

**Action:** *Agencies will make greater use of negotiated rule making.*

**Action:** *Agencies will expand their use of alternative dispute resolution techniques.*

## Conclusion

If we follow these steps, we will move much closer to a government that costs less and works better for all of us. It will be leaner, more effective, fairer and more up-to-date. It will be a government worth what we pay for it. By eliminating what we don't need...collecting what we should collect...creating an electronic government...and reengineering programs to cut costs, we can meet our vital national objectives.

## CONCLUSION

Unlike many past efforts to change the government, the National Performance Review will not end with this report. We have identified what we need to do. Now, we will do it. We will change the environment in government from one that resists change to one that fosters it; from one that stifles innovation to one that encourages it; from one that creates horror stories to one that creates successes. We will cut red tape, serve our customers, empower our employees, and cut back to basics.

But it will take more than just a dedicated President, Vice President, cabinet and federal

workforce to make the vision contained in this report a reality. It will take dedicated citizens, willing to work to improve their government. It will take a willingness to demand the best service possible. It will take a commitment to hold government accountable for its operations. It will require Americans to act as citizens, as customers and as voters in support of what they deserve: a government that works better and costs less.

With this report, we begin a journey. How far we go and where we end up will be determined by the public, the Congress, and the President. As our President has said so often, the future is ours if we have the courage to create it.

employment opportunities to the community that would not otherwise exist should the sale not go through. Purchasers buying land through this program who do not carry through with their intended plan will face financial penalties.

*Finance Conversion*

Every dollar we save by downsizing our armed forces and defense industries will be reinvested during our transition to a post-Cold War economy. Under our national economic strategy, we will pay for these and other investments and reduce the national deficit by cutting spending, closing corporate tax loopholes, and requiring the very wealthy to pay their fair share of taxes.

*Americans with Disabilities*

WE HAVE LONG recognized that people with disabilities are some of our nation's greatest untapped resources. We believe that all persons with disabilities must be fully integrated into mainstream American society, so they can live fulfilling and rewarding lives. During our years in public office, we have compiled strong records of supporting public and private initiatives to enhance the independence and productivity of persons with disabilities.

As President and Vice President, we will continue our efforts. We will actively involve people with disabilities in developing a national policy that promotes equality, opportunity, and community for all Americans.

A Clinton-Gore Administration will ensure that children with disabilities receive a first-rate education that suits their needs. People with disabilities will be able to live in their own homes, in their own communities. Adults with disabilities will work alongside their peers without disabilities. And people with disabilities will have access to comprehensive health-care and consumer-driven personal assistance services.

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.

Here's what we will do:

### ***Americans with Disabilities Act***

- Work to ensure that the *Americans with Disabilities Act* (ADA) is fully implemented and aggressively enforced—to empower people with disabilities to make their own choices and to create a framework for independence and self-determination. The ADA is not about handouts and it is not a giveaway—it guarantees the civil rights of American citizens with disabilities.

### ***Health Care for All Americans***

- Provide all Americans with affordable, quality health coverage, either through their workplaces or through a government program; prohibit insurance companies from denying coverage based on pre-existing conditions; and contain costs by taking on the insurance industry and the drug industries.

- Expand long-term care choices for Americans with disabilities.

### ***Improve Educational Opportunities for Children with Disabilities***

- Work to ensure children with disabilities a first-rate education, tailored to their unique needs but provided alongside their classmates without disabilities.

- Support increased funding for special education ser-

### ***Americans with Disabilities***

vices and work to improve the enforcement of laws which guarantee children with disabilities the right to a high-quality public education.

- Support increased efforts to integrate children with disabilities into their schools' regular activities, instead of sectioning them off in special programs where they cannot interact with other students.

- Expand early intervention programs in health care and education—such as Head Start—to ensure that children with disabilities live full and productive lives.

### ***Expand Employment Opportunities for Americans with Disabilities***

- Increase the amount of special education, professional training, and job training to reduce the extraordinarily high unemployment rate among Americans with disabilities as part of national adult education, job training, and apprenticeship programs.

- Sign into law the *Family and Medical Leave Act*, which George Bush vetoed in 1990, so that no worker is forced to choose between keeping his or her job and caring for a newborn child or sick family member.

Office of Domestic Policy

TO: Stan Herr

FROM: Carol H. Rasco

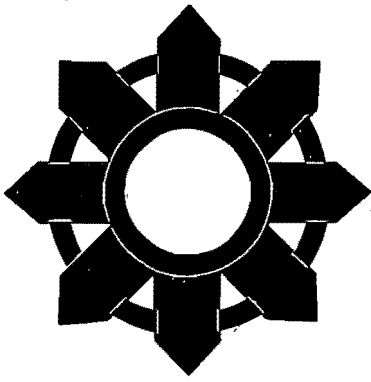
SUBJ: Speech/Meeting/Interview

Nat. Assoc. of Private Residential Resources

DATE: Sept. 28, 1993

Attached is the background information I have to date on the function listed. I would appreciate briefing materials by noon on Fri., Sept. 24.





# National Association of Private Residential Resources

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EXECUTIVE DIRECTOR  
Joni Fritz

July 22, 1993

Ms. Carol Rasco  
Assistant to the President  
for Domestic Policy  
The White House  
2nd West Wing  
Washington, DC 20500

Dear Ms. Rasco:

We are so pleased that you have agreed to be the keynote speaker at our 1993 Governmental Activities Seminar! Cindy Mahan has conveyed to us the arrangements she made with you.

Cindy tells us that you have agreed to speak on Tuesday, September 28, 1993, for 45 minutes, beginning at 1:30 pm. We would propose as a title for your presentation: Reinventing Government for People with Developmental Disabilities. Possible topics under that title could be: Roles of People with Disabilities within the Administration; How the Domestic Policy Treats Support for People with Disabilities as an Investment; Personal Assistance Services; Long Term Services within Healthcare Reform. We understand that the Administration does not want to micromanage services for people with disabilities. Our members view this as a welcome approach to service delivery. For this to happen successfully, regulatory reform of federal programs will be needed.

Any or all of these topics would be of interest to those who attend the conference. Your audience will be composed mainly of CEOs and directors of agencies that provide services and supports to people with developmental disabilities all over the United States. We anticipate that there will be 150 - 200 people present.

Please call if we can give you any further information. We'll send you a copy of the flier when it is available.

Thanks again for agreeing to speak at our conference! We very much look forward to hearing you and to meeting you.

Sincerely,

Joni Fritz  
Executive Director

cc: Cindy Mahan

*Confirmed w/ Joni Fritz (JF)*  
*Cindy Mahan will greet you*

*Columbia North + South Rm.*  
*Capitol Holiday Inn*  
*550 C St. SW*  
*Wash. DC*  
*Phone: 479-4000*

**Russellville Speech & Physical Therapy Clinic**

*"Our name speaks for itself."*

P.O. Drawer 2109/Russell Road  
Russellville, Arkansas 72801  
(501) 967-2816

**FAX TRANSMISSION**

**TO:** Carel Rasco, Assistant to President for Domestic Policy

**NUMBER:** 202-456-2878

**FROM:** Cindy Mahan, Friendship Services Executive Director

**NUMBER OF PAGES TRANSMITTED** 2 **(including cover page)**

**COMMENTS:**

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**FAX (501) 967-2876**

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September 17, 1993

TO: Carol Rasco, Assistant to President for Domestic Policy

FROM: Cindy Mahan, Executive Director, Friendship

SUBJECT: NAPRRRC Governmental Affairs Convention  
Washington D. C.

Carol, thanks again for agreeing to speak at our National Association of Private Residential Resources (new name - ANCOR) on Tuesday, September 28. I am really looking forward to talking with you and hearing your views on future services for people with developmental disabilities.

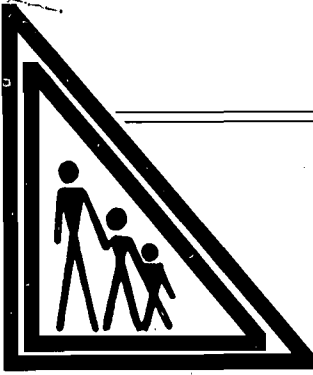
I am will be introducing you; so if you'll fax me a biography of information that you would like for me to use, I'll be familiar with it for the event. Also, I would love to visit with you at lunch or anytime if you possibly have the time. I am quite proud of your accomplishments and would enjoy seeing and visiting with you. It thrills me to have our friends from the other 49 states hear from an Arkansan who is our Domestic Advisor.

Thanks again, Carol; I'll be waiting for your information and response.

*Appreciates mah  
but regrets due  
to health care  
schedule.* 9/20/93

# Friendship Services Center, Inc.

Phone 967-2322 • P.O. Drawer 2109 • Russellville, Arkansas 72801



Cindy Mahan  
Administrator

Tom Hill  
Operations Director

June 8, 1993

Carol Rasco  
White House, 2nd W. Wing  
Washington, D.C. 20500

Dear Carol,

Having tried to get in touch with you for the past month through Ray Scott and his being so busy, I finally decided that while I was in Washington to invite you myself to be our opening speaker for the National Association of Private Residential Resources. Carol, we would love for you to speak at this National Convention since you are both a parent and leader in our domestic affairs. Also, Easter Seals is a member of this organization and I am sure you can give us insight on the direction you and the administration wish for us to take in providing services to individuals with Developmental Disabilities.

We will be willing to work around your schedule in any way to have you as our guest at this governmental affairs conference.

While in Washington this week, we had the privilege of sharing our ideas on long term care and health care for individuals with developmental disabilities. We met with Lynn Margherio and John Robbins. After visiting with them John volunteered to also hand carry a letter to you concerning this request since we were afraid the letter would get lost in your host of letters.

*Confirm time  
1:00 1:30*

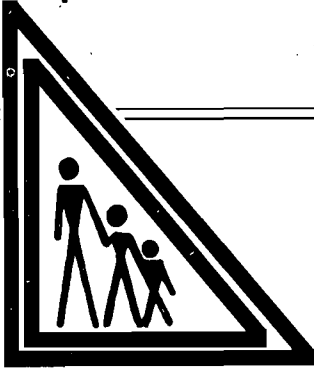
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United Way Supportive

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Cindy Mahan  
*Administrator*

Tom Hill  
*Operations Director*

The dates of the Governmental Affairs Convention are September 28 - 30, 1993. If you would be free on Tuesday 28th at 1:00 P.M., that would be our preferable date. If not any time on Wednesday or Thursday would be good for us. Your presence would represent our state well as well as President Clinton. We are very proud of you and wish to share you with our colleagues.

If you want more information than what I've enclosed about NAPRR, please call me.

Sincerely,

Cindy Mahan  
AR Rep. to NAPRR  
Ex. Director FSSC, Inc.  
(501) 967-2322

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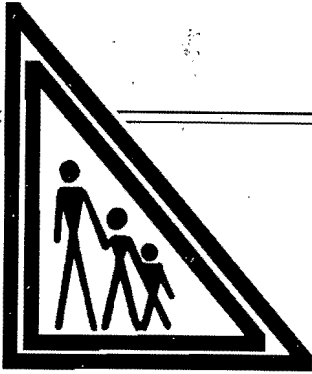
Should start  
a file,  
more logistical  
details later.

# Friendship Services Center, Inc.

Phone 967-2322 • P.O. Drawer 2109 • Russellville, Arkansas 72801

fax 501-967-2876

6/14  
I accepted by fax.



Cindy Mahan  
Administrator

Tom Hill  
Operations Director

April 2, 1993

Ray Scott

P6/b(6)

Dear Ray,

Since I stayed in my office today, I'm finally getting around to sending you some information on NAPRR (National Association of Private Residential Resources).

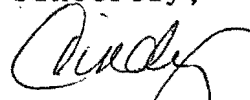
If you'll remember I asked a favor of you concerning you contacting Carol Rasco to speak at a National meeting in D.C. in September.

I have enclosed some literature on the organization (Peggy Schneider serves on the Board of Directors as Treasure, and I serve as the Arkansas Representative).

We would like to invite Carol to be our Key Note Speaker on September 28th about 2:00 P.M. If that is not convenient, anytime on Tuesday afternoon, Wednesday, or Thursday morning.

I've sure enjoyed seeing and talking with you about life's circumstances and hope someday you'll buy lunch.

Sincerely,

  
Cindy Mahan

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### Mission Statement

The National Association of Private Residential Resources promotes and assists private providers who offer services and supports to people with mental retardation and/or developmental disabilities wherever they live. The purposes of NAPRR are to:

- Enable its members to improve the quality of life of the people they serve;
- Promote the delivery of integrated options within the community; and
- Emphasize ongoing communication of best practice ideas among providers through informal and formal networks.

NAPRR has two decades of proven leadership speaking in behalf of providers of private residential services with law-makers and regulators in Washington, D.C.

Join NAPRR and make our voice strong and unified and representative of your needs and concerns.

Tear off the attached mailer and send it to us for further information on membership in NAPRR.

**National Association of  
Private Residential Resources**  
 Joni Fritz, Executive Director  
 4200 Evergreen Lane  
 Suite 315  
 Annandale, VA 22003  
 Phone: 703-642-6614  
 Fax: 703-642-0497

**NAPRR**  
 The only national  
 association with two  
 decades of proven leadership  
 representing your interests  
 at the federal level. Join  
 today and become the best  
 provider you can be!



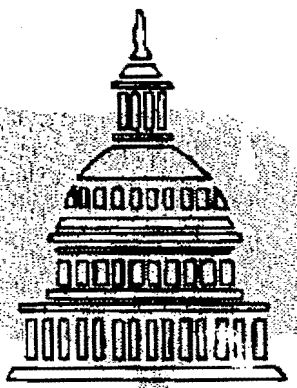
National Association of  
 Private Residential Resources  
 4200 Evergreen Lane, #315  
 Annandale, VA 22003

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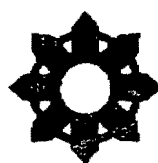
To	Lindy Mahan
From	Assoc
Co.	NAPRR
Dept.	Friendship
Phone #	Call if you want more info!
Fax #	

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# National Association of Private Residential Resources



*Your Voice In Washington*



*Serving People with Mental  
 Retardation and Other  
 Developmental Disabilities  
 Since 1970*



## Members

Membership is open to agencies and homes which provide residential services to people with mental retardation and other developmental disabilities. The agency or home must be privately operated, and must be licensed, certified or approved if such licensing, certification or approval is required by the state. Members comprise not-for-profit or proprietary agencies and unincorporated family care providers.

## Associates

Associates are:

- Parents, staff and friends of agencies that are members of NAPRR.
- New agencies which intend to provide residential services to people with mental retardation or other developmental disabilities, but which are not yet operating.
- An individual whose work relates to private residential services or to the field of developmental disabilities.
- A facility or agency serving primarily people who do not have mental retardation or developmental disabilities.
- A non-residential program serving people with mental retardation or other developmental disabilities.
- Law firms, corporations related to but not providing residential services, state licensing or monitoring agencies, etc.
- Unaffiliated state provider associations.
- A public facility serving people with mental retardation or other developmental disabilities.

Agencies which are eligible for full membership in NAPRR are not eligible for Associate status. Associates receive all Association materials.

## Membership Services

**LINKS**—Our monthly newsletter focuses upon program innovations, legislation and regulations affecting services, training opportunities for staff development, and many other topics.

**NAPRR News & Notes**—A monthly information piece sent only to members with practical information for the day-to-day operation of an agency.

**Alert System**—provides members immediate notice of time limited federal funding initiatives or federal legislative, regulatory or judicial activities which have a potential impact on members and the people they serve.

**Directors & Officers Liability Insurance**—a highly competitive program with entity coverage offered—is available to NAPRR members.

**Legislative Counsel**—with considerable experience and access on Capitol Hill—provides members with knowledgeable representation, as well as direct and immediate information about legislative activity.

**Discounts on This End Up Furniture**—available to NAPRR members.

**Workshops & Seminars**—provided on a variety of topics in different cities of the United States—offer pertinent information and training for administrators and staff. These workshops and seminars are made available to staff of member agencies at reduced rates.

**703-642-6614**—your line to representation in the Nation's Capital—with consultation available to members on any number of topics.

## NAPRR Affiliations

- The Accreditation Council on Services for Persons with Developmental Disabilities (ACDD)
  - American Association on Mental Retardation (AAMR)
  - Commission on Accreditation of Rehabilitation Facilities (CARF)
  - Consortium for Citizens with Disabilities (CCD)
  - Department of Labor Advisory Committee on Special Minimum Wages
  - National Fire Protection Association (NFPA)
  - National Low Income Housing Coalition
  - Save Our Security Coalition (SOS)
- Participation in groups like these provide representation for all members of NAPRR. NAPRR representatives work with other organizations to track the special concerns and interests of members with legislative and regulatory activities, and enlist member involvement and participation as appropriate.

**NATIONAL ASSOCIATION OF PRIVATE RESIDENTIAL RESOURCES**  
**THE STATUS OF RESIDENTIAL SERVICES AND COMMUNITY SUPPORTS FOR**  
**PEOPLE WITH DEVELOPMENTAL DISABILITIES**

**INTRODUCTION**

The National Association of Private Residential Resources greatly appreciates being asked to testify as this Subcommittee addresses the important issues related to community services for people with mental retardation and other developmental disabilities. NAPRR currently represents more than 550 agencies across the nation that together provide residential services and community supports to more than 40,000 people with mental retardation and other developmental disabilities. Our members offer a full range of supports in a variety of settings designed to enhance the development and self-dependence of those served. They include for-profit, not-for-profit, church-related and small unincorporated family care providers who may: provide supports to people in their own homes, contract for services in a home owned by the person who provides support, and/or operate multiple sites and sizes of homes in one or more states, with all possible combinations of the above. Some members also offer daytime services and employment support.

As people with disabilities have presented the need for and requested a variety of services and supports, NAPRR members have been quick to try to respond to those needs. Ours is a rapidly changing field. Over the past couple of decades people providing services have become better listeners and have a better understanding of human potential. It is the people with disabilities themselves who are changing the system, and providers are challenged to keep up with them.

It is testimony to the ever evolving nature of service delivery, to the direction that supports and services have taken over the past two decades, and to Congressional vigilance over the health and safety of people with disabilities -- many of whom are historically the most vulnerable of our nation's citizens --

## NAPRR TESTIMONY ON SERVICES FOR PEOPLE WITH DD

PAGE 3.

that this Subcommittee is focusing attention on the fulfillment of the promise offered by the provision of community services. The concept that all people are capable of growth and development applies equally to service delivery systems. We are in a continually evolving field that seeks to be responsive to new understandings of best practice.

Just as it was appropriate for Congress to question and examine the services provided to people in large state institutions, it is now appropriate for this body to be assured that the wide range of supports offered in the community provide the promised opportunities for maximum independence, productivity and integration. Providers of all types should be challenged to provide services and supports in a cost efficient and effective manner which ensures human development while protecting the health and safety of their "customers."

We would like to begin by saying that there is no such thing as a service model that is appropriate for all people. Services should be driven by people who are offered a variety of supports and an opportunity to make informed decisions about where to live, work, receive medical services and therapies, and spend their leisure time. As stated in our association's statement of "Guiding Principles" (copy attached as Appendix A):

We who offer services and supports to people recognize that each individual should be offered opportunities to enhance and increase informed decision-making through a spectrum of expanding and continuing choices concerning: where one lives, services one receives, with whom one associates, and enrichment opportunities in which one participates.

Our "Guiding Principles" go on to articulate the supports to which we believe people are entitled, the role of those who offer services and supports and the

**NAPRR TESTIMONY ON SERVICES FOR PEOPLE WITH DD****PAGE 4.**

fact that NAPRR promotes an optimal quality of life to increase self-dependence, productivity, well-being and community integration for those who receive supports.

Over the past two decades, the system of residential services has increasingly moved toward smaller and smaller individualized homes in the community. Some of the driving forces in this movement are:

- o Personal Preferences,
- o Successful Experiences,
- o Funding Realities and
- o Statutory and Regulatory Requirements.

Each of these presents both opportunities and challenges to those who are struggling to offer the highest quality of services possible, to as many people as possible, with fewer dollars and ever increasing regulations. All of the factors are also affected by fluctuating political and economic influences.

We would now like to examine each of these driving forces individually and in reverse order.

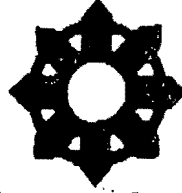
**FACTORS DRIVING THE SERVICE SYSTEM TODAY****A. STATUTORY AND REGULATORY REQUIREMENTS**

Regulations imposed upon residential services and supports are designed to assure that the health and safety of the people served are protected. Program rules attempt to govern the delivery of services, and other rules protect the people who directly provide services. All of these are promulgated to improve lives, but collectively they sometimes have the opposite effect.

Providers are often subjected to a dozen or more surveys and other inspections within a single year. These range from voluntary accreditation such as that provided by The Accreditation Council for Services for People with Disabilities (otherwise known simply as The Accreditation Council), to mandatory

# National Association of Private Residential Resources

*Serving People with Mental Retardation and Other Developmental Disabilities*



## Guiding Principles

The National Association of Private Residential Resources (NAPRR) establishes the following guiding principles for providing services and support to people with mental retardation and/or other developmental disabilities.

We who offer services and support to people recognize:

- That each individual should be offered opportunities to enhance and increase informed decision-making throughout a spectrum of expanding and continuing choices concerning:
  - where one lives,
  - services one receives
  - with whom one associates
  - enrichment opportunities in which one participates;
- That each individual is provided with the opportunity for self-direction;
- That each individual is entitled to the full range of constitutional freedoms, including autonomy, dignity and the right to privacy and to representation; and
- That as each individual changes, efforts are made to promote meaningful, ongoing participation by the individual in his or her life planning process.

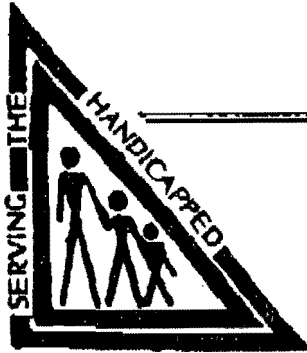
We who offer services and support to people further recognize:

- That our role has evolved to one of cooperation, mediation and facilitation;
- That our role in promoting full participation involves a reciprocal people-centered approach of respect and sensitivity for those involved;
- That we face greater responsibility in mediating and moderating balance among individual choices and vulnerabilities;
- That we accept the shared responsibility in making affirmative efforts to advocate for systems change and gain necessary resources to benefit people;
- That we expect an ethical and legal commitment from funding sources to assure necessary and sufficient support; and
- That we promote an optimal quality of life to increase:
  - self-dependence,
  - productivity,
  - well-being, and
  - community integration.

# Friendship Services Center, Inc.

Phone 967-2322 • P.O. Drawer 2109 • Russellville, Arkansas 72801

*Serving the Developmentally Disabled  
Infancy - Adulthood*



Cindy Mahan  
Administrator

## FAX TRANSMISSION

TO: Carol Rases  
NUMBER: (202) 456-2878  
FROM: Cindy Mahan

NUMBER OF PAGES TRANSMITTED 7 (including cover page)

COMMENTS: Information on NADRR that was  
not enclosed in the 6-8-93 letter.  
Sorry about that.

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