

116TH CONGRESS 1ST SESSION

S.117

To prohibit discrimination against individuals with disabilities who need longterm services and supports, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JANUARY 15, 2019

Mr. Schumer (for himself, Mr. Gardner, Ms. Baldwin, Mr. Bennet, Mr. Blumenthal, Ms. Cantwell, Mr. Casey, Mr. Coons, Ms. Duckworth, Mrs. Gillibrand, Ms. Harris, Ms. Hassan, Mr. Jones, Mr. Leahy, Mr. Markey, Mrs. Murray, Mr. Van Hollen, Ms. War- ren, Mr. Tester, Mr. Sanders, Mr. Durbin, Mr. Booker, Mr. Merkley, and Ms. Smith) introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To prohibit discrimination against individuals with disabil- ities who need long-term services and supports, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Disability Integration
- 5 Act of 2019".
- 6 SEC. 2. FINDINGS AND PURPOSES.
- 7 (a) FINDINGS.—Congress finds the following:

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1	(1) In enacting the Americans with Disabilities
2	Act of 1990 (referred to in this Act as the "ADA").
3	Congress—
4	(A) recognized that "historically, society
5	has tended to isolate and segregate individuals

- (A) recognized that "historically, society has tended to isolate and segregate individuals with disabilities, and, despite some improvements, such forms of discrimination against individuals with disabilities continue to be a serious and pervasive social problem"; and
- (B) intended that the ADA assure "full participation" and "independent living" for individuals with disabilities by addressing "discrimination against individuals with disabilities [that] persists in critical areas", including institutionalization.
- (2) While Congress expected that the ADA's integration mandate would be interpreted in a manner that ensures that individuals who are eligible for institutional placement are able to exercise a right to community-based long-term services and supports, that expectation has not been fulfilled.
- (3) The holdings of the Supreme Court in Olmstead v. L.C., 527 U.S. 581 (1999), and companion cases, have clearly articulated that individuals with disabilities have a civil right under the

ADA to participate in society as equal citizens. However, many States still do not provide sufficient community-based long-term services and supports to individuals with disabilities to end segregation in institutions.

- (4) The right to live in the community is necessary for the exercise of the civil rights that the ADA was intended to secure for all individuals with disabilities. The lack of adequate community-based services and supports has imperiled the civil rights of all individuals with disabilities, and has undermined the very promise of the ADA. It is, therefore, necessary to recognize in statute a robust and fully articulated right to community living.
- (5) States, with a few exceptions, continue to approach decisions regarding long-term services and supports from social welfare and budgetary perspectives, but for the promise of the ADA to be fully realized, States must approach these decisions from a civil rights perspective.
- (6) States have not consistently planned to ensure sufficient services and supports for individuals with disabilities, including those with the most significant disabilities, to enable individuals with disabilities to live in the most integrated setting. As a

Commented [VOR1]: This is an intentional misreading of Olmstead. The Court ruled that for some individuals "the ADA is not reasonably read to impel States to phase out institutions, placing patients in need of close care at risk. . . Some individuals . . . may need institutional care from time to time 'to stabilize acute psychiatric symptoms' . . . For other individuals, no placement outside the institution may ever be appropriate...for these persons, institutional settings are needed and must remain available." -Olmstead v. L. C., 527 U.S. 581, at 604-5.

Commented [VOR2]: There should be a statue recognizing that families have a choice of residential options. This would include family home, group home, own home, intentional community, farmstead, nursing facility, or intermediate care facility, as appropriate to the needs of the individual, determined by t the individual, their families or their guardians.

Commented [VOR3]: Olmstead (1999) at 605. "Each disabled person is entitled to treatment in the most integrated setting possible for that person—recognizing that, on a case-by-case basis, that set-ting may be in an institution." The Disability Integration Act would violate several key provisions in Olmstead that were deliberately included in the Justice's decision in order to protect family choice and the needs of persons with severe intellectual disabilities.

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result, many individuals with disabilities who reside in institutions are prevented from residing in the community and individuals with disabilities who are not in institutions find themselves at risk of institutional placement.

- (7) The continuing existence of unfair and unnecessary institutionalization denies individuals with disabilities the opportunity to live and participate on an equal basis in the community and costs the United States billions of dollars in unnecessary spending related to perpetuating dependency and unnecessary confinement.
- (b) Purposes.—The purposes of this Act are—
- (1) to clarify and strengthen the ADA's integration mandate in a manner that accelerates State compliance;
- (2) to clarify that every individual who is eligible for long-term services and supports has a federally protected right to be meaningfully integrated into that individual's community and receive community-based long-term services and supports;
- (3) to ensure that States provide long-term services and supports to individuals with disabilities in a manner that allows individuals with disabilities to live in the most integrated setting, including the

Commented [VOR4]: Prejudicial language. It is difficult to get into an ICF. Most people who qualify are told there are no beds. Many are offered HCBS waiver placements instead. The only institutions these individuals are at risk of being placed in are prisons or forensic facilities, if they are arrested for violent acts. This most frequently occurs when people are housed in inappropriate facilities like group homes that provide insufficient care.

Commented [VORS]: Anecdotal. There are no cost studies backing up this comment. HCBS waiver services may or may not be less costly when all services are totaled, but the level of care, reporting of critical incidents.

For the most part, those people who would benefit from HCBS waiver settings have already moved out of ICFs and into the "community". If anything, people who are not doing well in the community are finding it difficult, if not impossible, to get placement in an ICF/IID.

Commented [VOR6]: See Olmstead (1999) at 605 ("[T]here may be times [when] a patient can be treated in the community, and others whe[n] an institutional placement is necessary."); Reply Brief 19 (placement in a communitybased treatment program does not mean the State will no longer need to retain hospital accommodations for the person so placed). For other individuals, no placement outside the institution may ever be appropriate. See Brief for American Psychiatric Association et al. as Amici Curiae 22-23 ("Some individuals, whether mentally retarded or mentally ill, are not prepared at particular times—perhaps in the short run. perhaps in the long run-for the risks and expo-sure of the less protective environment of community set-tings"; for these persons, "institutional settings are needed and must remain available."); Brief for Voice of the Retarded et al. as Amici Curiae 11 ("Each disabled person is entitled to treatment in the most integrated setting possible for that person-recognizing that, on a case-by-case basis, that setting may be in an institution.");

1	individual's own home, have maximum control over
2	their services and supports, and ensure that long-
3	term services and supports are provided in a manner
4	that allows individuals with disabilities to lead an
5	independent life;
6	(4) to establish a comprehensive State planning
7	requirement that includes enforceable, measurable
8	objectives that are designed to transition individuals
9	with all types of disabilities at all ages out of institu-
10	tions and into the most integrated setting; and
11	(5) to establish a requirement for clear and uni-
12	form annual public reporting by States that includes
13	reporting about—
14	(A) the number of individuals with disabil-
15	ities who are served in the community and the
16	number who are served in institutions; and
17	(B) the number of individuals with disabil-
18	ities who have transitioned from an institution
19	to a community-based living situation, and the
20	type of community-based living situation into
21	which those individuals have transitioned.
22	SEC. 3. DEFINITIONS AND RULE.
23	(a) DEFINITIONS.—In this Act:
24	(1) ACTIVITIES OF DAILY LIVING.—The term

"activities of daily living" has the meaning given the

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Commented [VOR7]: This would sanction evicting people who prefer to stay in ICFs. States would be pressured, or perceive that they are being pressured, to do so. This would destroy individual choice and the rights of families and guardians to make their own decisions.

Commented [VOR8]: There should also be mortality studies that show how many people have died within two years due to unsuccessful transitions or insufficient levels of care.

Commented [VOR9]: HCBS Settings do not have Active Treatment. ICFs/IID do, and are required to do so by law.

1	term in section 441.505 of title 42, Code of Federal
2	Regulations (or a successor regulation).
3	(2) Administrator.—The term "Adminis-
4	trator'' means—
5	(A) the Administrator of the Administra-
6	tion for Community Living; or
7	(B) another designee of the Secretary of
8	Health and Human Services.
9	(3) COMMUNITY-BASED.—The term "commu-
10	nity-based", when used in reference to services or
11	supports, means services or supports that are pro-
12	vided to an individual with an LTSS disability to en-
13	able that individual to live in the community and
14	lead an independent life, and that are delivered in
15	whichever setting the individual with an LTSS dis-
16	ability has chosen out of the following settings with
17	the following qualities:
18	(A) In the case of a dwelling or a nonresi-
19	dential setting (such as a setting in which an
20	individual with an LTSS disability receives day
21	services and supported employment), a dwelling
22	or setting—
23	(i) that, as a matter of infrastructure,
24	environment, amenities, location, services,
25	and features, is integrated into the greater

1	community and supports, for each indi-
2	vidual with an LTSS disability who re-
3	ceives services or supports at the setting—
4	(I) full access to the greater com-
5	munity (including access to opportuni-
6	ties to seek employment and work in
7	competitive integrated settings, en-
8	gage in community life, control per-
9	sonal resources, and receive services
10	in the community); and
11	(II) access to the greater commu-
12	nity to the same extent as access to
13	the community is enjoyed by an indi-
14	vidual who is not receiving long-term
15	services or supports;
16	(ii) that the individual has selected as
17	a meaningful choice from among nonresi-
18	dential setting options, including nondis-
19	ability-specific settings;
20	(iii) in which an individual has rights
21	to privacy, dignity, and respect, and free-
22	dom from coercion and restraint;
23	(iv) that, as a matter of infrastruc-
24	ture, environment, amenities, location,
25	services, and features, optimizes, but does

Commented [VOR10]: For most people with severe or profound I/DD, this is not the case. Many people find the "Community" settings far more isolating and interact with a smaller number of peers and caregivers without interacting with a higher number of non-disabled people.

Commented [VOR11]: See above comment.

1	not regiment, individual initiative, auton-
2	omy, and independence in making life
3	choices, including choices about daily ac-
4	tivities, physical environment, and persons
5	with whom the individual interacts; and
6	(v) that, as a matter of infrastructure,
7	environment, amenities, location, services,
8	and features, facilitates individual choice
9	regarding the provision of services and
10	supports, and who provides those services
11	and supports.
12	(B) In the case of a dwelling, a dwelling-
13	(i) that is owned by an individual with
14	an LTSS disability or the individual's fam-
15	ily member;
16	(ii) that is leased to the individual
17	with an LTSS disability under an indi-
18	vidual lease, that has lockable access and
19	egress, and that includes living, sleeping,
20	bathing, and cooking areas over which an
21	individual with an LTSS disability or the
22	individual's family member has domain
23	and control; or
24	(iii) that is a group or shared resi-

dence-

1	(I) in which no more than 4 un-
2	related individuals with an LTSS dis-
3	ability reside;
4	(II) for which each individual
5	with an LTSS disability living at the
6	residence owns, rents, or occupies the
7	residence under a legally enforceable
8	agreement under which the individual
9	has, at a minimum, the same respon-
10	sibilities and protections as tenants
11	have under applicable landlord-tenant
12	law;
13	(III) in which each individual
14	with an LTSS disability living at the
15	residence—
16	(aa) has privacy in the indi-
17	vidual's sleeping unit, including a
18	lockable entrance door controlled
19	by the individual;
20	(bb) shares a sleeping unit
21	only if such individual and the
22	individual sharing the unit choose
23	to do so, and if individuals in the
24	residence so choose, they also

Commented [VOR12]: Congregate care facilities, including nursing homes, skilled nursing facilities, and intermediate care facilities are communities, too. This definition discriminates against the right to choose anything but a small, isolated setting.

1	have a choice of roommates with-
2	in the residence;
3	(cc) has the freedom to fur-
4	nish and decorate the individual's
5	sleeping or living unit as per-
6	mitted under the lease or other
7	agreement;
8	(dd) has the freedom and
9	support to control the individ-
10	ual's own schedules and activi-
11	ties; and
12	(ee) is able to have visitors
13	of the individual's choosing at
14	any time; and
15	(IV) that is physically accessible
16	to the individual with an LTSS dis-
17	ability living at the residence.
18	(4) DWELLING.—The term "dwelling" has the
19	meaning given the term in section 802 of the Fair
20	Housing Act (42 U.S.C. 3602).
21	(5) HEALTH-RELATED TASKS.—The term
22	"health-related tasks" means specific nonacute
23	tasks, typically regulated by States as medical or
24	nursing tasks that an individual with a disability
25	may require to live in the community, including-

1	(A) administration of medication;
2	(B) assistance with use, operation, and
3	maintenance of a ventilator; and
4	(C) maintenance and use of a gastrostomy
5	tube, a catheter, or a stable ostomy.
6	(6) Individual with a disability.—The term
7	"individual with a disability" means an individual
8	who is a person with a disability, as defined in sec-
9	tion 3 of the Americans with Disabilities Act of
10	1990 (42 U.S.C. 12102).
11	(7) Individual with an ltss disability.—
12	The term "individual with an LTSS disability"
13	means an individual with a disability who-
14	(A) in order to live in the community and
15	lead an independent life requires assistance in
16	accomplishing—
17	(i) activities of daily living;
18	(ii) instrumental activities of daily liv-
19	ing;
20	(iii) health-related tasks; or
21	(iv) other functions, tasks, or activi-
22	ties related to an activity or task described
23	in clause (i), (ii), or (iii); and
24	(B)(i) is currently in an institutional place-
25	ment; or

Commented [VOR13]: Again, this violates the letter and intent of Olmstead.

1	(ii) is at risk of institutionalization if the
2	individual does not receive community-based
3	long-term services and supports.
4	(8) Instrumental activities of daily liv-
5	ING.—
6	(A) IN GENERAL.—The term "instru-
7	mental activities of daily living" means one or
8	more activities related to living independently in
9	the community, including activities related to-
10	(i) nutrition, such as preparing meals
11	or special diets, monitoring to prevent
12	choking or aspiration, or assisting with
13	special utensils;
14	(ii) household chores and environ-
15	mental maintenance tasks;
16	(iii) communication and interpersonal
17	skills, such as—
18	(I) using the telephone or other
19	communications devices;
20	(II) forming and maintaining
21	interpersonal relationships; or
22	(III) securing opportunities to
23	participate in group support or peer-
24	to-peer support arrangements;

Commented [VOR14]: The only risk is to be placed in an improper environment. For those with severe and profound I/DD, that is a setting that does not offer a sufficient degree of care. For higher functioning, less severely impacted individuals, that can be a more restrictive environment. This act only looks after the latter group. It dangerously impacts the needs, the safety, and the civil rights of the people with more severe I/DD.

1	(iv) travel and community participa-
2	tion, such as shopping, arranging appoint-
3	ments, or moving around the community;
4	(v) care of others, such as raising
5	children, taking care of pets, or selecting
6	caregivers; or
7	(vi) management of personal property
8	and personal safety, such as-
9	(I) taking medication;
0	(II) handling or managing
1	money; or
12	(III) responding to emergent sit-
13	uations or unscheduled needs requir-
14	ing an immediate response.
15	(B) Assistance.—The term "assistance"
16	used with respect to instrumental activities of
17	daily living, includes support provided to an in-
18	dividual by another person due to confusion, de-
19	mentia, behavioral symptoms, or cognitive, in-
20	tellectual, mental, or emotional disabilities, in-
21	cluding support to—
22	(i) help the individual identify and set
23	goals, overcome fears, and manage transi-
24	tions;

1	(ii) help the individual with executive
2	functioning, decisionmaking, and problem
3	solving;
4	(iii) provide reassurance to the indi-
5	vidual; and
6	(iv) help the individual with orienta-
7	tion, memory, and other activities related
8	to independent living.
9	(9) Long-term service or support.—The
10	terms "long-term service or support" and "LTSS"
11	mean the assistance provided to an individual with
12	a disability in accomplishing, acquiring the means or
13	ability to accomplish, maintaining, or enhancing-
14	(A) activities of daily living;
15	(B) instrumental activities of daily living;
16	(C) health-related tasks; or
17	(D) other functions, tasks, or activities re-
18	lated to an activity or task described in sub-
19	paragraph (A), (B), or (C).
20	(10) LTSS INSURANCE PROVIDER.—The term
21	"LTSS insurance provider" means a public or pri-
22	vate entity that—
23	(A) provides funds for long-term services
24	and supports; and

1	(B) is engaged in commerce or in an in-
2	dustry or activity affecting commerce.
3	(11) Public entity.—
4	(A) IN GENERAL.—The term "public enti-
5	ty" means an entity that—
6	(i) provides or funds institutional
7	placements for individuals with LTSS dis-
8	abilities; and
9	(ii) is—
0	(I) a State or local government;
1	or
12	(II) any department, agency, en-
13	tity administering a special purpose
14	district, or other instrumentality, of a
15	State or local government.
16	(B) Interstate commerce.—For pur-
17	poses of subparagraph (A), a public entity shall
8	be considered to be a person engaged in com-
19	merce or in an industry or activity affecting
20	commerce.
21	(b) Rule of Construction.—Nothing in sub-
22	section (a)(2) or any other provision of this section shall
23	be construed to preclude an individual with a disability
24	from receiving community-based services and supports in
25	an integrated community setting such as a grocery store,

- 1 retail establishment, restaurant, bank, park, concert
- 2 venue, theater, or workplace.

3 SEC. 4. DISCRIMINATION.

- 4 (a) IN GENERAL.—No public entity or LTSS insur-
- 5 ance provider shall deny an individual with an LTSS dis-
- 6 ability who is eligible for institutional placement, or other-
- 7 wise discriminate against that individual in the provision
- 8 of, community-based long-term services and supports that
- 9 enable the individual to live in the community and lead
- 10 an independent life.
- 11 (b) Specific Prohibitions.—For purposes of this
- 12 Act, discrimination by a public entity or LTSS insurance
- 13 provider includes—
- 14 (1) the imposition or application of eligibility
- criteria or another policy that prevents or tends to
- prevent an individual with an LTSS disability, or
- any class of individuals with LTSS disabilities, from
- 18 receiving a community-based long-term service or
- 19 support;
- 20 (2) the imposition or application of a policy or
- other mechanism, such as a service or cost cap, that
- 22 prevent or tends to prevent an individual with an
- 23 LTSS disability, or any class of individuals with
- LTSS disabilities, from receiving a community-based
- long-term service or support;

- (3) a failure to provide a specific communitybased long-term service or support or a type of community-based long-term service or support needed for an individual with an LTSS disability, or any class of individuals with LTSS disabilities;
- (4) the imposition or application of a policy, rule, regulation, or restriction that interferes with the opportunity for an individual with an LTSS disability, or any class of individuals with LTSS disabilities, to live in the community and lead an independent life, which may include a requirement that an individual with an LTSS disability receive a service or support (such as day services or employment services) in a congregate or disability-specific setting;
- (5) the imposition or application of a waiting list or other mechanism that delays or restricts access of an individual with an LTSS disability to a community-based long-term service or support;
- (6) a failure to establish an adequate rate or other payment structure that is necessary to ensure the availability of a workforce sufficient to support an individual with an LTSS disability in living in the community and leading an independent life;

Commented [VOR15]: There are not enough beds in ICFs/IID for those who seek them. Many states have no ICF beds available. Some states have no ICFs at all. The waiting lists apply to both groups of individuals, not just those seeking waiver services.

(7) a failure to provide community-based serv-

2	ices and supports, on an intermittent, short-term, or
3	emergent basis, that assist an individual with an
4	LTSS disability to live in the community and lead
5	an independent life;
6	(8) the imposition or application of a policy,
7	such as a requirement that an individual utilize in-
8	formal support, that restricts, limits, or delays the
9	ability of an individual with an LTSS disability to
10	secure a community-based long-term service or sup-
11	port to live in the community or lead an independent
12	life;
13	(9) a failure to implement a formal procedure
14	and a mechanism to ensure that—
15	(A) individuals with LTSS disabilities are
16	offered the alternative of community-based
17	long-term services and supports prior to institu-
18	tionalization; and
19	(B) if selected by an individual with an
20	LTSS disability, the community-based long-
21	term services and supports described in sub-
22	paragraph (A) are provided;
23	(10) a failure to ensure that each institutional-
24	ized individual with an LTSS disability is regularly

notified of the alternative of community-based long-

Commented [VOR16]: This is the first acknowledgement of choice that might include an ICF/IID.

1	term services and supports and that those commu-
2	nity-based long-term services and supports are pro-
3	vided if the individual with an LTSS disability se-
4	lects such services and supports; and
5	(11) a failure to make a reasonable modifica-
6	tion in a policy, practice, or procedure, when such
7	modification is necessary to allow an individual with
8	an LTSS disability to receive a community-based
9	long-term service or support.
10	(c) Additional Prohibition.—For purposes of this
11	Act, discrimination by a public entity also includes a fail-
12	ure to ensure that there is sufficient availability of afford-
13	able, accessible, and integrated housing to allow an indi-
14	vidual with an LTSS disability to choose to live in the
15	community and lead an independent life, including the
16	availability of an option to live in housing where the re-
17	ceipt of LTSS is not tied to tenancy.
18	(d) Construction.—Nothing in this section—
19	(1) shall be construed—
20	(A) to prevent a public entity or LTSS in-
21	surance provider from providing community-
22	based long-term services and supports at a level
23	that is greater than the level that is required by
24	this section; or

Commented [VOR17]: In the real world, people in ICFs/IID and their families are constantly pressured, often by court decree, to move into waiver settings.

Conversely, people in waiver settings are not given the option of an ICF/IID if they need one. Once you sign the waiver, it is almost impossible to demand your right to

placement in an ICF.

1	(B) to limit the rights of an individual with
2	a disability under any provision of law other
3	than this section;
4	(2) shall be construed to affect the scope of ob-
5	ligations imposed by any other provision of law; or
6	(3) shall be construed to prohibit a public entity
7	or LTSS insurance provider from using managed
8	care techniques, as long as the use of such tech-
9	niques does not have the effect of discriminating
10	against an individual in the provision of community-
11	based long-term services and supports, as prohibited
12	by this Act.
13	SEC. 5. ADMINISTRATION.
14	(a) Authority and Responsibility.—
15	(1) DEPARTMENT OF JUSTICE.—The Attorney
16	General shall—
17	(A) investigate and take enforcement ac-
18	tion for violations of this Act; and
19	(B) enforce section 6(c).
20	(2) Department of health and human
21	SERVICES.—The Secretary of Health and Human
22	Services, through the Administrator, shall—
23	(A) conduct studies regarding the nature
24	and extent of institutionalization of individuals
25	with LTSS disabilities in representative com-

1	munities, including urban, suburban, and rural	
2	communities, throughout the United States;	
3	(B) publish and disseminate reports, rec-	
4	ommendations, and information derived from	
5	such studies, including an annual report to	
6	Congress, specifying—	
7	(i) the nature and extent of progress	
8	in the United States in eliminating institu-	
9	tionalization for individuals with LTSS	Commented [VOR18]: This provision would ensure that, if passed, the DIA would eliminate ICFs and other specialized
10	disabilities in violation of this Act and fur-	congregate care settings for people with I/DD.
11	thering the purposes of this Act;	
12	(ii) obstacles that remain in the effort	
13	to achieve the provision of community-	
14	based long-term services and supports for	
15	all individuals with LTSS disabilities; and	Commented [VOR19]: ALL INDIVIDUALS. That means there are to be no exceptions to this rule.
16	(iii) recommendations for further leg-	(and a section of the section of th
17	islative or executive action;	
18	(C) cooperate with, and provide grants for	
19	technical assistance to, Federal, State, and local	
20	public or private agencies and organizations	
21	that are formulating or carrying out programs	
22	to prevent or eliminate institutionalization of	Commented [VOR20]: This would, in effect, reward Federal and States organizations with grant funds to
23	individuals with LTSS disabilities or to promote	carry out programs aimed at closing admissions to ICFs/IID
24	the provision of community-based long-term	

services and supports;

1	(D) implement educational and conciliatory
2	activities to further the purposes of this Act;
3	and
4	(E) refer information on violations of this
5	Act to the Attorney General for investigation
6	and enforcement action under this Act.
7	(b) Cooperation of Executive Departments
8	AND AGENCIES.—Each Federal agency and, in particular,
9	each Federal agency covered by Executive Order 13217
10	(66 Fed. Reg. 33155; relating to community-based alter-
11	natives for individuals with disabilities), shall carry out
12	programs and activities relating to the institutionalization
13	of individuals with LTSS disabilities and the provision of
14	community-based long-term services and supports for indi-
15	viduals with LTSS disabilities in accordance with this Act
16	and shall cooperate with the Attorney General and the Ad-
17	ministrator to further the purposes of this Act.
18	SEC. 6. REGULATIONS.
19	(a) ISSUANCE OF REGULATIONS.—Not later than 24
20	months after the date of enactment of this Act, the Attor-
21	ney General and the Secretary of Health and Human
22	Services shall issue, in accordance with section 553 of title
23	5, United States Code, final regulations to carry out this
24	Act, which shall include the regulations described in sub-
25	section (b).

Commented [VOR21]: Everything in the following section will be required, if this bill is enacted.

(h)	REQUIRED	CONTENTS OF	REGULATIONS
101	KEOUIKED '	CONTENTS OF	INDUULA HUNG.

- (1) ELIGIBLE RECIPIENTS OF SERVICE.—The regulations shall require each public entity and LTSS insurance provider to offer, and, if accepted, provide community-based long-term services and supports as required under this Act to any individual with an LTSS disability who would otherwise qualify for institutional placement provided or funded by the public entity or LTSS insurance provider.
- (2) Services to be provided.—The regulations issued under this section shall require each public entity and LTSS insurance provider to provide the Attorney General and the Administrator with an assurance that the public entity or LTSS insurance provider—
 - (A) ensures that individuals with LTSS disabilities receive assistance through hands-on assistance, training, cueing, and safety monitoring, including access to backup systems, with—
- (i) activities of daily living;
- (ii) instrumental activities of daily liv-ing;
- 24 (iii) health-related tasks; or

1	(iv) other functions, tasks, or activi-
2	ties related to an activity or task described
3	in clause (i), (ii), or (iii);
4	(B) coordinates, conducts, performs, pro-
5	vides, or funds discharge planning from acute,
6	rehabilitation, and long-term facilities to pro-
7	mote individuals with LTSS disabilities living in
8	the most integrated setting chosen by the indi-
9	viduals;
10	(C) issues, conducts, performs, provides, or
11	funds policies and programs to promote self-di-
12	rection and the provision of consumer-directed
13	services and supports for all populations of indi-
14	viduals with LTSS disabilities served;
15	(D) issues, conducts, performs, provides,
16	or funds policies and programs to support infor-
17	mal caregivers who provide services for individ-
18	uals with LTSS disabilities; and
19	(E) ensures that individuals with all types
20	of LTSS disabilities are able to live in the com-
21	munity and lead an independent life, including
22	ensuring that the individuals have maximum
23	control over the services and supports that the
24	individuals receive, choose the setting in which

the individuals receive those services and sup-

Commented [VOR22]: Does this choice include the choice of an ICF/IID, or is this just a choice among non-ICF settings?

Commented [VOR23]: See Above

ports, and exercise control and direction over their own lives.

(3) PUBLIC PARTICIPATION.—

- (A) PUBLIC ENTITY.—The regulations issued under this section shall require each public entity to carry out an extensive public participation process in preparing the public entity's self-evaluation under paragraph (5) and transition plan under paragraph (10).
- (B) LTSS INSURANCE PROVIDER.—The regulations issued under this section shall require each LTSS insurance provider to carry out a public participation process that involves holding a public hearing, providing an opportunity for public comment, and consulting with individuals with LTSS disabilities, in preparing the LTSS insurance provider's self-evaluation under paragraph (5).
- (C) PROCESS.—In carrying out a public participation process under subparagraph (A) or (B), a public entity or LTSS insurance provider shall ensure that the process meets the requirements of subparagraphs (A) and (C) of section 1115(d)(2) of the Social Security Act (42 U.S.C. 1315(d)(2)), except that—

Commented [VOR24]: This would, in effect, take away family choice and promote the participation of outside agencies, organizations, and advocacy groups, most of whom have never met the individual or visited the facility they currently call home.

	26
1	(i) the reference to "at the State
2	level" shall be disregarded; and
3	(ii) the reference to an application
4	shall be considered to be a reference to the
5	self-evaluation or plan involved.
6	(4) Additional services and supports.—
7	The regulations issued under this section shall es-
8	tablish circumstances under which a public entity
9	shall provide community-based long-term services
10	and supports under this section beyond the level of
11	community-based long-term services and supports
12	which would otherwise be required under this sub-
13	section.
14	(5) Self- <mark>evaluation</mark> .—
15	(A) IN GENERAL.—The regulations issued

under this section shall require each public entity and each LTSS insurance provider, not later than 30 months after the date of enactment of this Act, to evaluate current services, policies, and practices, and the effects thereof, that do not or may not meet the requirements of this Act and, to the extent modification of any such services, policies, and practices is required to meet the requirements of this Act, make the

Commented [VOR25]: Intermediate Care Facilities already do this. It is part of the process and requirements of running an ICF. The privately operated group home system does not meet the same high standards.

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necessary modifications. The self-evaluation shall include—

- (i) collection of baseline information, including the numbers of individuals with LTSS disabilities in various institutional and community-based settings served by the public entity or LTSS insurance provider;
- (ii) a review of community capacity, in communities served by the entity or provider, in providing community-based longterm services and supports;
- (iii) identification of improvements needed to ensure that all community-based long-term services and supports provided by the public entity or LTSS insurance provider to individuals with LTSS disabilities are comprehensive, are accessible, are not duplicative of existing (as of the date of the identification) services and supports, meet the needs of persons who are likely to require assistance in order to live, or lead a life, as described in section 4(a), and are high-quality services and supports, which may include identifying system improve-

1	ments that create an option to self-direct
2	receipt of such services and supports for
3	all populations of such individuals served;
4	and
5	(iv) a review of funding sources for
6	community-based long-term services and
7	supports and an analysis of how those
8	funding sources could be organized into a
9	fair, coherent system that affords individ-
0	uals reasonable and timely access to com-
1	munity-based long-term services and sup-
12	ports.
13	(B) PUBLIC ENTITY.—A public entity, in-
14	cluding an LTSS insurance provider that is a
15	public entity, shall—
16	(i) include in the self-evaluation de-
17	scribed in subparagraph (A)—
18	(I) an assessment of the avail-
19	ability of accessible, affordable trans-
20	portation across the State involved
21	and whether transportation barriers
22	prevent individuals from receiving
23	long-term services and supports in the
24	most integrated setting; and

	29
1	(II) an assessment of the avail-
2	ability of integrated employment op-
3	portunities in the jurisdiction served
4	by the public entity for individuals
5	with LTSS disabilities; and
6	(ii) provide the self-evaluation de-
7	scribed in subparagraph (A) to the Attor-
8	ney General and the Administrator.
9	(C) LTSS INSURANCE PROVIDER.—An
10	LTSS insurance provider shall keep the self-

- (C) LTSS INSURANCE PROVIDER.—An LTSS insurance provider shall keep the self-evaluation described in subparagraph (A) on file, and may be required to produce such self-evaluation in the event of a review, investigation, or action described in section 8.
- (6) ADDITIONAL REQUIREMENT FOR PUBLIC ENTITIES.—The regulations issued under this section shall require a public entity, in conjunction with the housing agencies serving the jurisdiction served by the public entity, to review and improve community capacity, in all communities throughout the entirety of that jurisdiction, in providing affordable, accessible, and integrated housing, including an evaluation of available units, unmet need, and other identifiable barriers to the provision of that housing.

1	In carrying out that improvement, the public entity,
2	in conjunction with such housing agencies, shall-
3	(A) ensure, and assure the Administrator
4	and the Attorney General that there is, suffi-
5	cient availability of affordable, accessible, and
6	integrated housing in a setting that is not a dis-
7	ability-specific residential setting or a setting
8	where services are tied to tenancy, in order to
9	provide individuals with LTSS disabilities a
10	meaningful choice in their housing;
11	(B) in order to address the need for af-
12	fordable, accessible, and integrated housing-
13	(i) in the case of such a housing agen-
14	cy, establish relationships with State and
15	local housing authorities; and
16	(ii) in the case of the public entity, es-
17	tablish relationships with State and local
18	housing agencies, including housing au-
19	thorities;
20	(C) establish, where needed, necessary
21	preferences and set-asides in housing programs
22	for individuals with LTSS disabilities who are
23	transitioning from or avoiding institutional

placement;

- (D) establish a process to fund necessary home modifications so that individuals with LTSS disabilities can live independently; and
- (E) ensure, and assure the Administrator and the Attorney General, that funds and programs implemented or overseen by the public entity or in the public entity's jurisdiction are targeted toward affordable, accessible, integrated housing for individuals with an LTSS disability who have the lowest income levels in the jurisdiction as a priority over any other development until capacity barriers for such housing are removed or unmet needs for such housing have been met.
- (7) DESIGNATION OF RESPONSIBLE EMPLOYEE.—The regulations issued under this section shall require each public entity and LTSS insurance provider to designate at least one employee to coordinate the entity's or provider's efforts to comply with and carry out the entity or provider's responsibilities under this Act, including the investigation of any complaint communicated to the entity or provider that alleges a violation of this Act. Each public entity and LTSS insurance provider shall make available to all interested individuals the name, of-

- fice address, and telephone number of the employee designated pursuant to this paragraph.
- (8) GRIEVANCE PROCEDURES.—The regulations issued under this section shall require public entities and LTSS insurance providers to adopt and publish grievance procedures providing for prompt and equitable resolution of complaints alleging a violation of this Act.
- (9) PROVISION OF SERVICE BY OTHERS.—The regulations issued under this section shall require each public entity submitting a self-evaluation under paragraph (5) to identify, as part of the transition plan described in paragraph (10), any other entity that is, or acts as, an agent, subcontractor, or other instrumentality of the public entity with regards to a service, support, policy, or practice described in such plan or self-evaluation.
- (10) TRANSITION PLANS.—The regulations issued under this section shall require each public entity, not later than 42 months after the date of enactment of this Act, to submit to the Administrator, and begin implementing, a transition plan for carrying out this Act that establishes the achievement of the requirements of this Act, as soon as practicable, but in no event later than 12 years after

Commented [VOR26]: See comment on next page

1	the date of enactment of this Act. The transition
2	plan shall—
3	(A) establish measurable objectives to ad-
4	dress the barriers to community living identified
5	in the self-evaluation under paragraph (5);
6	(B) establish specific annual targets for
7	the transition of individuals with LTSS disabil-
8	ities, and shifts in funding, from institutiona
9	settings to integrated community-based services
10	and supports, and related programs;
11	(C) describe specific efforts to support in-
12	dividuals with LTSS disabilities to avoid un-
13	wanted institutionalization through the provi-
14	sion of LTSS; and
15	(D) describe the manner in which the pub-
16	lic entity has obtained or plans to obtain nec-
17	essary funding and resources needed for imple-
18	mentation of the plan (regardless of whether
19	the entity began carrying out the objectives of
20	this Act prior to the date of enactment of this
21	Act).
22	(11) Annual reporting.—
23	(A) IN GENERAL.—The regulations issued
24	under this section shall establish annual report-

Commented [VOR27]: Defunding ICFs/IID in order to force closure.

ing requirements for each public entity covered by this section.

- (B) PROGRESS ON OBJECTIVES, TARGETS, AND EFFORTS.—The regulations issued under this section shall require each public entity that has submitted a transition plan to submit to the Administrator an annual report on the progress the public entity has made during the previous year in meeting the measurable objectives, specific annual targets, and specific efforts described in paragraph (10).
- (12) OTHER PROVISIONS.—The regulations issued under this section shall include such other provisions and requirements as the Attorney General and the Secretary of Health and Human Services determine are necessary to carry out the objectives of this Act.

(c) REVIEW OF TRANSITION PLANS.—

(1) GENERAL RULE.—The Administrator shall review a transition plan submitted in accordance with subsection (b)(10) for the purpose of determining whether such plan meets the requirements of this Act, including the regulations issued under this section.

- (2) DISAPPROVAL.—If the Administrator determines that a transition plan reviewed under this subsection fails to meet the requirements of this Act, the Administrator shall disapprove the transition plan and notify the public entity that submitted the transition plan of, and the reasons for, such disapproval.
- (3) Modification of disapproved Plan.—
 Not later than 90 days after the date of disapproval of a transition plan under this subsection, the public entity that submitted the transition plan shall modify the transition plan to meet the requirements of this section and shall submit to the Administrator, and commence implementation of, such modified transition plan.

(4) INCENTIVES.—

(A) DETERMINATION.—For 10 years after the issuance of the regulations described in subsection (a), the Secretary of Health and Human Services shall annually determine whether each State, or each other public entity in the State, is complying with the transition plan or modified transition plan the State or other public entity submitted, and obtained approval for, under this section. Notwithstanding any other

Commented [VOR28]: Without specifically stating that the goal of this bill is to close ICFs/IID, it is the implicit goal, and the language in this bill suggests that federal and state officials must comply.

provision of law, if the Secretary of Health and Human Services determines under this subparagraph that the State or other public entity is complying with the corresponding transition plan, the Secretary shall make the increase described in subparagraph (B).

(B) INCREASE IN FMAP.—On making the determination described in subparagraph (A) for a public entity (including a State), the Secretary of Health and Human Services shall, as described in subparagraph (C), increase by 5 percentage points the FMAP (but shall in no event increase the FMAP above 100 percent) for the State in which the public entity is located for amounts expended by the State for medical assistance consisting of home and community-based services furnished under the State Medicaid plan under title XIX of the Social Security Act (42 U.S.C. 1396 et seq.) or a waiver of such plan—

(i) that—

(I) are identified by a public entity or LTSS insurance provider under subsection (b)(5)(A)(iii);

1	(II) resulted from shifts in fund-
2	ing identified by a public entity under
3	subsection (b)(10)(B); or
4	(III) are environmental modifica-
5	tions to achieve the affordable, acces-
6	sible, integrated housing identified by
7	a public entity under subsection
8	(b)(6)(E); and
9	(ii) are described by the State in a re-
10	quest to the Secretary of Health and
11	Human Services for the increase.
12	(C) PERIOD OF INCREASE.—The Secretary
13	of Health and Human Services shall increase
14	the FMAP described in subparagraph (B)—
15	(i) beginning with the first quarter
16	that begins after the date of the deter-
17	mination; and
18	(ii) ending with the quarter in which
19	the next annual determination under sub-
20	paragraph (A) occurs.
21	(D) ADDITIONAL CONDITION FOR PAY-
22	MENT.—
23	(i) State report.—As a condition
24	for the receipt of a payment based on an
25	increase described in subparagraph (B)

1 with respect to amounts to be expended by 2 the State for medical assistance consisting 3 of home and community-based services described in subparagraph (B), the State shall report to the Secretary, for the re-5 porting year, the amount of funds ex-6 pended by the State for home and commu-7 nity-based services (as defined in subpara-8 9 graph (E)(ii)) in that year. The State shall make the report in a format developed or 10 11 approved by the Secretary. 12 (ii) REDUCTION IN PAYMENT IF FAIL-URE TO MAINTAIN EFFORT.—If the 13 14 amount reported under clause (i) by a 15 State with respect to a reporting year is less than the amount reported under clause 16 (i) with respect to the previous fiscal year **17** or fiscal year 2019, whichever was the 18 19 greater reported amount, the Secretary 20 shall provide for a reduction in the pay-21 ment to the State based on the increase. 22 (E) Definitions.—In this paragraph:

FMAP.—The term

means the Federal medical assistance per-

centage for a State determined under sec-

"FMAP"

Commented [VOR29]: States are herein being forced to reduce funding to ICFs/IID and increase funding to HCBS waiver facilities, regardless of their budgets and with no regard for the civil rights of the people living in the ICFs.

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1	tion 1905(b) of the Social Security Act (42
2	U.S.C. 1396d(b)) without regard to any in-
3	creases in that percentage applicable under
4	other subsections of that section or any
5	other provision of law, including this sec-
6	tion.
7	(ii) Home and community-based
8	SERVICES DEFINED.—The term "home and
9	community-based services" means any of
10	the following services provided under a
11	State Medicaid plan under title XIX of the
12	Social Security Act (42 U.S.C. 1396 et
13	seq.) or a waiver of such plan:
14	(I) Home and community-based
15	services provided under subsection (c),
16	(d), or (i) of section 1915 of the So-
17	cial Security Act (42 U.S.C. 1396n).
18	(II) Home health care services.
19	(III) Personal care services.
20	(IV) Services described in section
21	1905(a)(26) of the Social Security Act
22	(42 U.S.C. 1396d(a)(26)) (relating to
23	PACE program services).
24	(V) Self-directed personal assist-
25	ance services provided in accordance

1	with section 1915(j) of the Social Se-
2	curity Act (42 U.S.C. 1396n(j)).
3	(VI) Community-based attendant
4	services and supports provided in ac-
5	cordance with section 1915(k) of the
6	Social Security Act (42 U.S.C.
7	1396n(k)).
8	(VII) Rehabilitative services,
9	within the meaning of section
10	1905(a)(13) of the Social Security Act
11	(42 U.S.C. 1396d(a)(13)).
12	(iii) REPORTING YEAR.—The term
13	"reporting year" means the most recent
14	fiscal year preceding the date of a report
15	under subparagraph (D)(i).
16	(d) RULE OF CONSTRUCTION.—Nothing in sub-
17	section (b)(10) or (c) or any other provision of this Act
18	shall be construed to limit the rights, protections, or re-
19	quirements of any other Federal law, relating to integra-
20	tion of individuals with disabilities into the community and
21	enabling those individuals to live in the most integrated
22	setting.
23	SEC. 7. EXEMPTIONS FOR RELIGIOUS ORGANIZATIONS.

This Act shall not prohibit a religious organization,

25 association, or society from giving preference in providing

Commented [VOR30]: This entire act is in violation of the right to care in an ICF/IID as written in the ADA and reinforced under Olmstead.

- 1 community-based long-term services and supports to indi-
- 2 viduals of a particular religion connected with the beliefs
- 3 of such organization, association, or society.

SEC. 8. ENFORCEMENT.

(a) CIVIL ACTION.—

(1) IN GENERAL.—A civil action for preventive relief, including an application for a permanent or temporary injunction, restraining order, or other order, may be instituted by an individual described in paragraph (2) in an appropriate Federal district court.

(2) AGGRIEVED INDIVIDUAL.—

- (A) IN GENERAL.—The remedies and procedures set forth in this section are the remedies and procedures this Act provides to any individual who is being subjected to a violation of this Act, or who has reasonable grounds for believing that such individual is about to be subjected to such a violation.
- (B) STANDING.—An individual with a disability shall have standing to institute a civil action under this subsection if the individual makes a prima facie showing that the individual—

Commented [VOR31]: The language in the following section is deliberately vague, and allows opponents of congregate care too much latitude in using the provisions of this bill to claim grounds for legal action.

1	(i) is an individual with an LTSS dis-
2	ability; and
3	(ii) is being subjected to, or about to
4	be subjected to, such a violation (including
5	a violation of section 4(b)(11)).
6	(3) Appointment of attorney; no fees,
7	COSTS, OR SECURITY.—Upon application by the
8	complainant described in paragraph (2) and in such
9	circumstances as the court may determine to be just,
10	the court may appoint an attorney for the complain-
11	ant and may authorize the commencement of such
12	civil action without the payment of fees, costs, or se-
13	curity.
14	(4) FUTILE GESTURE NOT REQUIRED.—Noth-
15	ing in this section shall require an individual with an
16	LTSS disability to engage in a futile gesture if such
17	person has actual notice that a public entity or
18	LTSS insurance provider does not intend to comply
19	with the provisions of this Act.
20	(b) Damages and Injunctive Relief.—If the
21	court finds that a violation of this Act has occurred or
22	is about to occur, the court may award to the complain-
23	ant—
24	(1) actual and punitive damages;

1	(2) immediate injunctive relief to prevent insti-
2	tutionalization;
3	(3) as the court determines to be appropriate,
4	any permanent or temporary injunction (including
5	an order to immediately provide or maintain commu-
6	nity-based long-term services or supports for an in-
7	dividual to prevent institutionalization or further in-
8	stitutionalization), temporary restraining order, or
9	other order (including an order enjoining the defend-
10	ant from engaging in a practice that violates this
11	Act or ordering such affirmative action as may be
12	appropriate); and
13	(4) in an appropriate case, injunctive relief to
14	require the modification of a policy, practice, or pro-
15	cedure, or the provision of an alternative method of
16	providing LTSS, to the extent required by this Act.
17	(c) Attorney's Fees; Liability of United
18	STATES FOR COSTS.—In any action commenced pursuant
19	to this Act, the court, in its discretion, may allow the party
20	bringing a claim or counterclaim under this Act, other
21	than the United States, a reasonable attorney's fee as part
22	of the costs, and the United States shall be liable for costs
23	to the same extent as a private person.
24	(d) Enforcement by Attorney General.—
25	(1) Denial of rights.—

Commented [VOR32]: There should be a commensurate clause to guarantee that a person or their guardian can sue the state if they deprive an individual with I/DD from residential care in an ICF if they so desire, or from being forced out of the ICF by an act of closure by the state.

Commented [VOR33]: Again, the language in the following section is deliberately vague, and allows opponents of congregate care too much latitude in using the provisions of this bill to claim grounds for legal action.

1	(A) DUTY TO INVESTIGATE.—The Attor-
2	ney General shall investigate alleged violations
3	of this Act, and shall undertake periodic reviews
4	of the compliance of public entities and LTSS
5	insurance providers under this Act.
6	(B) POTENTIAL VIOLATION.—The Attor-
7	ney General may commence a civil action in any
8	appropriate Federal district court if the Attor-
9	ney General has reasonable cause to believe
10	that—
11	(i) any public entity or LTSS insur-
12	ance provider, including a group of public
13	entities or LTSS insurance providers, is
14	engaged in a pattern or practice of viola-
15	tions of this Act; or
16	(ii) any individual, including a group,
17	has been subjected to a violation of this
18	Act and the violation raises an issue of
19	general public importance.
20	(2) AUTHORITY OF COURT.—In a civil action
21	under paragraph (1)(B), the court—
22	(A) may grant any equitable relief that
23	such court considers to be appropriate, includ-
24	ing, to the extent required by this Act—

1	(1) granting temporary, preliminary,
2	or permanent relief; and
3	(ii) requiring the modification of a
4	policy, practice, or procedure, or the provi-
5	sion of an alternative method of providing
6	LTSS;
7	(B) may award such other relief as the
8	court considers to be appropriate, including
9	damages to individuals described in subsection
10	(a)(2), when requested by the Attorney General;
11	and
12	(C) may, to vindicate the public interest,
13	assess a civil penalty against the public entity
14	or LTSS insurance provider in an amount-
15	(i) not exceeding \$100,000 for a first
16	violation; and
17	(ii) not exceeding \$200,000 for any
18	subsequent violation.
19	(3) SINGLE VIOLATION.—For purposes of para-
20	graph (2)(C), in determining whether a first or sub-
21	sequent violation has occurred, a determination in a
22	single action, by judgment or settlement, that the
23	public entity or LTSS insurance provider has en-
24	gaged in more than one violation of this Act shall be
25	counted as a single violation.

1 SEC. 9. CONSTRUCTION.

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- For purposes of construing this Act—
- 3 (1) section 4(b)(11) shall be construed in a 4 manner that takes into account its similarities with 5 section 302(b)(2)(A)(ii) of the Americans with Dis-6 abilities Act of 1990 (42 U.S.C. 12182(b)(2)(A)(ii));
 - (2) the first sentence of section 6(b)(5)(A) shall be construed in a manner that takes into account its similarities with section 35.105(a) of title 28, Code of Federal Regulations (as in effect on the day before the date of enactment of this Act);
 - (3) section 7 shall be construed in a manner that takes into account its similarities with section 807(a) of the Civil Rights Act of 1968 (42 U.S.C. 3607(a));
 - (4) section 8(a)(2) shall be construed in a manner that takes into account its similarities with section 308(a)(1) of the Americans with Disabilities Act of 1990 (42 U.S.C. 12188(a)(1)); and
 - (5) section 8(d)(1)(B) shall be construed in a manner that takes into account its similarities with section 308(b)(1)(B) of the Americans with Disabilities Act of 1990 (42 U.S.C. 12188(b)(1)(B)).

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