



Older Americans Act: Funding

Angela Napili

Information Research Specialist

Kirsten J. Colello

Acting Section Research Manager

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Summary

The Older Americans Act (OAA) is the major federal vehicle for the delivery of social and nutrition services for older persons. These include supportive services, congregate nutrition services (meals served at group sites such as senior centers, community centers, schools, churches, or senior housing complexes), home-delivered nutrition services, family caregiver support, community service employment, the long-term care ombudsman program, and services to prevent the abuse, neglect and exploitation of older persons. The OAA also supports grants to older Native Americans and research, training, and demonstration activities. Funding for most OAA programs is provided through appropriations legislation for the Departments of Labor, Health and Human Services, Education, and Related Agencies (Labor-HHS-Education).

The FY2010 Consolidated Appropriations Act (P.L. 111-117), signed into law December 16, 2009, provides \$2.328 billion for OAA programs in FY2010.

The FY2009 Omnibus Appropriations Act (P.L. 111-8) provided \$2.052 billion for OAA programs for FY2009. The American Recovery and Reinvestment Act of 2009 (ARRA, P.L. 111-5) provided \$220.0 million in additional FY2009 funding (\$100.0 million for nutrition programs and \$120.0 million for the Title V, Community Service Employment for Older Americans Program, or CSEOA). Total FY2009 OAA funding was \$2.272 billion.

The FY2010 funding level for OAA programs is a 13% increase over the funding provided by the FY2009 Omnibus Appropriations Act, and a 2% increase over total FY2009 funding (including both the Omnibus and ARRA). CSEOA received the bulk of this increased funding. Congress appropriated \$825.4 million to CSEOA in FY2010, compared with \$691.9 million in FY2009 funding (\$571.9 million from the FY2009 Omnibus, and \$120.0 million from ARRA).

The President's FY2011 Budget proposes \$2.209 billion for OAA programs, 5% less than the FY2010 level. CSEOA would receive \$600.425 million, 27% less than its FY2010 level.

The FY2011 Budget proposes a \$102.5 million Caregiver Initiative that would increase funding for services to help family caregivers. The Caregiver Initiative proposes a \$48.0 million increase for supportive services and a \$48.0 million increase for family caregiver support services, both under OAA's Title III. The Caregiver Initiative also proposes a \$2.0 million increase for Native American supportive services and a \$2.0 million increase for Native American caregiver support services, both under Title VI. Finally, the Caregiver Initiative proposes a \$2.5 million increase for Lifespan Respite Care.

On March 23, 2010, President Obama signed into law a comprehensive health care reform bill, the Patient Protection and Affordable Care Act (PPACA; P.L. 111-148). Among other things, the act appropriates \$10 million in mandatory spending for Aging and Disability Resource Centers (ADRCs) through FY2014. It also authorizes additional funding to the aging network, including \$15.0 million to ADRCs and \$10.0 million to Area Agencies on Aging (AAAs) for outreach and education programs related to Medicare low-income assistance programs. These funds are available for obligation through FY2012.

This report provides details of FY2010 funding and the FY2011 budget request for OAA as well as for programs such as the Alzheimer's Disease Supportive Services Program (ADSSP) and Lifespan Respite Care Program which are administered by the Administration on Aging (AOA), but authorized under the Public Health Service Act (PHSA).

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Introduction

Originally enacted in 1965, the Older Americans Act (OAA) supports a wide range of social services and programs for older persons.¹ These include supportive services, congregate nutrition services (meals served at group sites such as senior centers, community centers, schools, churches, or senior housing complexes), home-delivered nutrition services, family caregiver support, community service employment, the long-term care ombudsman program, and services to prevent the abuse, neglect, and exploitation of older persons. Except for Title V, Community Service Employment for Older Americans, all programs are administered by the Administration on Aging (AOA) in the Department of Health and Human Services (HHS). Title V is administered by the Department of Labor (DOL) Employment and Training Administration.

Funding for most OAA programs is provided through appropriations legislation for the Departments of Labor, Health and Human Services, Education and Related Agencies (Labor-HHS-ED). Funds for most AOA programs (Titles II, III, IV, VI, and VII) are part of the HHS appropriations; Title V is part of the DOL appropriations. In FY2003, Congress transferred administrative authority for the nutrition services incentive grant program from the U.S. Department of Agriculture (USDA), where it had been since its inception, to AOA. The program retains a separate authorization of appropriations under Title III and its appropriations are part of the Labor-HHS-ED appropriations legislation.

The following report provides details of FY2010 funding and the FY2011 budget request for OAA. It then discusses FY2010 funding and the FY2011 budget request for programs administered by AOA, but authorized under the Public Health Service Act (PHSA). Finally, it provides information about legislation that has been considered in the 111th Congress which would increase authorizations or funding to certain OAA programs.

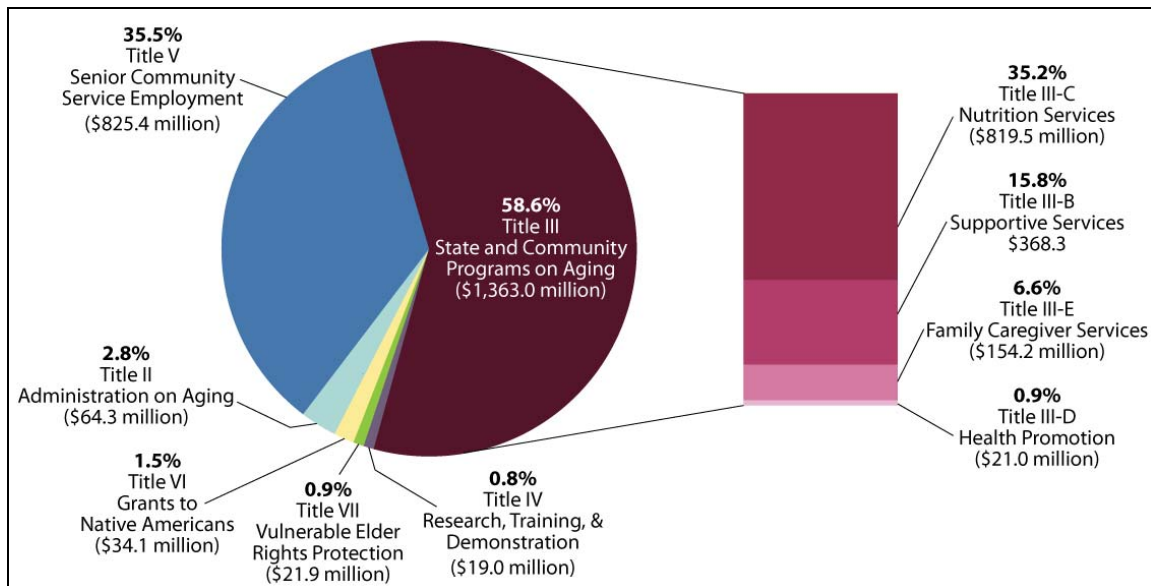
The appendixes provide more detailed funding information. **Table A-1 of Appendix A** provides funding levels for OAA programs from FY2003 through FY2010. **Table A-1** also includes appropriations for the 2005 White House Conference on Aging, which was authorized by the Older Americans Act Amendments of 2000 (P.L. 106-501). Finally, the table includes appropriations for two programs administered by the AOA and authorized by the Public Health Service Act (PHSA): Alzheimer's Disease Supportive Services Program and the Lifespan Respite Care program. **Table B-1 of Appendix B** compares the programs' FY2010 funding levels to the President's FY2011 Budget proposal. **Table C-1 of Appendix C** shows the authorization of appropriations for each title of the act as stipulated by the 2006 Older Americans Act Amendments (P.L. 109-365). **Appendix D** provides information about OAA's historical development, including a summary of major amendments to the act.

¹ The Older Americans Act Amendments of 2006 (P.L. 109-365) reauthorized all OAA programs through FY2011. For further information, see CRS Report RL31336, *The Older Americans Act: Programs, Funding, and 2006 Reauthorization (P.L. 109-365)*, by Carol O'Shaughnessy and Angela Napili. An unofficial compilation of the OAA, as amended, is at the Administration on Aging (AOA) website, at http://www.aoa.gov/AoARoot/AoA_Programs/OAA.

FY2010 Funding and FY2011 Budget Request

The FY2010 Consolidated Appropriations Act (P.L. 111-117), signed into law December 16, 2009, provides \$2.328 billion for OAA programs in FY2010. **Figure 1** shows the distribution of FY2010 OAA funding by program. Title III State and Community Programs on Aging received the largest proportion of FY2010 funding under the act with 59% of funding appropriated to nutrition, supportive services, family caregivers, and health promotion activities. More than one-third (35%) of OAA funding in FY2010 was allocated to Title V, the Community Service Employment for Older Americans Program (CSEOA). The remainder of FY2010 OAA funding was allocated to AOA activities under Title II (2.8%), grants to Native Americans under Title VI (1.5%), vulnerable elder rights protection activities under Title VII (0.9%), and research, training, and demonstration activities under Title IV (0.8%).

Figure 1. Older Americans Act, FY2010 Funding
(percentage of total OAA funding, which is \$2.328 billion)

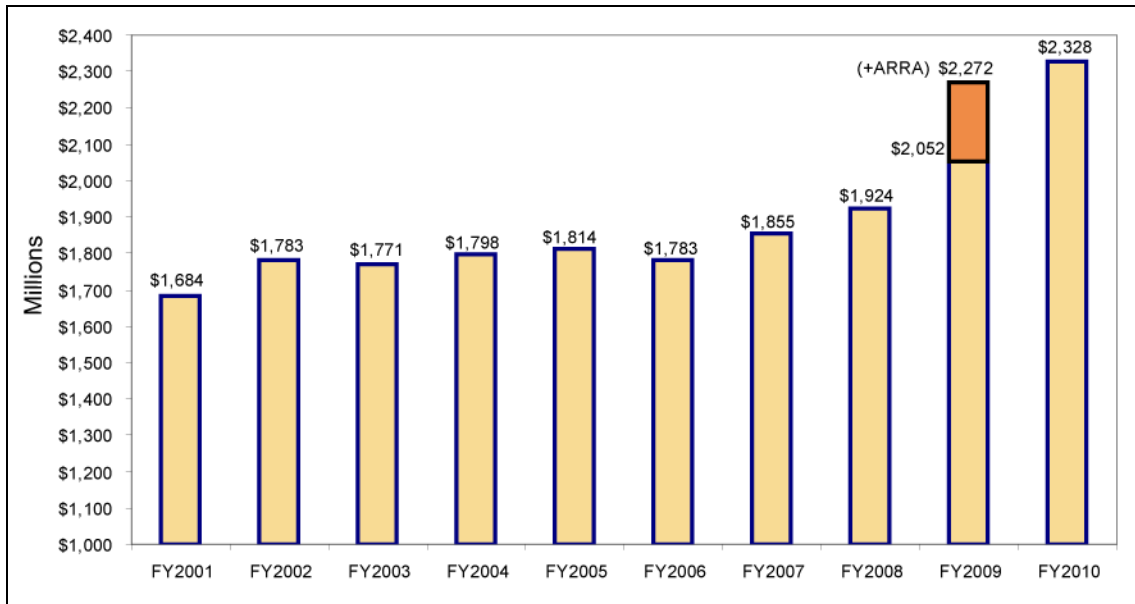


Source: Prepared by CRS based on H.Rept. 111-366, *Conference Report to Accompany H.R. 3288*, pp. 989, 1298-1299; Administration on Aging, *FY2010 Appropriation*, http://www.aoa.gov/AoARoot/About/Budget/docs/Appropriation_FY_2010.pdf.

Notes: Sums may total to more than 100% due to rounding. Does not include other programs administered by AOA such as Lifespan Respite Care or Alzheimer's Disease Supportive Services Program.

The FY2009 Omnibus Appropriations Act (P.L. 111-8) provided \$2.052 billion for OAA programs for FY2009. The American Recovery and Reinvestment Act of 2009 (ARRA; P.L. 111-5), provided \$220 million in additional FY2009 funding (\$100 million for nutrition programs and \$120 million for the Title V Senior Community Service Employment for Older Americans). Total FY2009 OAA funding was \$2.272 billion.

The FY2010 funding level for OAA programs is a 13% increase over the funding provided by the FY2009 Omnibus Appropriations Act, and a 2% increase over total FY2009 funding (including both the Omnibus and ARRA).

Figure 2. Funding for Older Americans Act Programs, FY2001-FY2010

Source: Prepared by CRS based on appropriations legislation and committee reports.

Note: ARRA is the American Recovery and Reinvestment Act (P.L. 111-5), which provided \$220 million to Older Americans Act programs in FY2009 in addition to the \$2,052 million provided by the FY2009 Omnibus Appropriations Act (P.L. 111-8).

On February 1, 2010, the President released the FY2011 Budget. It proposes \$2.209 billion for OAA programs, 5% less than the FY2010 level. CSEOA would receive \$600.425 million, 27% less than its FY2010 level.

The FY2011 Budget includes a \$102.5 million Caregiver Initiative that would increase funds for AOA services to help families with elder care and caregiving responsibilities. This request includes a \$48.0 million increase for supportive services under OAA's Title III-B, a \$48.0 million increase for family caregiver support services under Title III-E, a \$2.0 million increase for Native American supportive services under Title VI, a \$2.0 million increase for Native American caregiver support services under Title VI-C, and a \$2.5 million increase for Lifespan Respite Care (which is authorized by PHSA).

The following provides details of FY2010 funding and the FY2011 Budget Request under Titles II through VII of the OAA. Title I (Declaration of Objectives) does not authorize appropriations.

Title II. Administration on Aging

Title II establishes AOA within HHS as the chief federal agency advocate for older persons and sets out the responsibilities of AOA and the Assistant Secretary for Aging. The Assistant Secretary is appointed by the President with the advice and consent of the Senate.

Funding authorized under Title II goes toward program administration and Aging Network support activities. Aging Network support activities currently include the following:

- *National Eldercare Locator*, a nationwide toll-free phone number and website that helps identify community resources for older persons²;
- *Pension Counseling and Information Program* funds six regional counseling projects that help older Americans learn about and receive the retirement benefits to which they are entitled;
- *Senior Medicare Patrol Program* funds projects that educate older Americans and their families to recognize and report Medicare and Medicaid fraud;
- *National Long-Term Care Ombudsman Resource Center* provides training and technical assistance to state and local long-term care ombudsmen;
- *National Center on Elder Abuse* provides information to the public and professionals, and provides training and technical assistance to state elder abuse agencies and to community-based organizations;
- *National Center for Benefits Outreach and Enrollment* helps to enroll seniors and persons with disabilities into federal and state benefits programs for which they are eligible but not yet enrolled³; and
- *Health and Long-Term Care Programs Initiative* (formerly “Choices for Independence”) helps older Americans plan for long-term care services and supports so that they can maintain their independence in the community.⁴

The FY2010 Consolidated Appropriations Act (P.L. 111-117) provides \$64.3 million for Title II in FY2010, a 6% increase over the FY2009 funding level. Of this amount, \$30.6 million are for the Health and Long-Term Care Programs Initiative, which reflects provisions newly authorized in the Older American Act Amendments of 2006 (P.L. 109-365). Specifically, this initiative builds on existing AOA programs related to Aging and Disability Resource Centers (ADRCs), Evidence-Based Disease Prevention, and Nursing Home Diversion/Community Living Programs.

As described by AOA, Health and Long-Term Care Programs focus on “empowering older individuals to remain healthy and independent for as long as possible and on breaking the cycle of unnecessary admissions and readmissions for costly nursing home care and hospital services.”⁵ The initiative has three components:

First, Aging and Disability Resource Centers provide “one-stop shop/single-entry points” for consumer information on all long-term care options. ADRCs provide information and access to community-based services to help older individuals to continue to live at home. There are currently more than 200 ADRC sites nationwide, operating in 49 states, three territories, and the District of Columbia.⁶

² The National Eldercare Locator can be reached through <http://www.eldercare.gov> or 1-800-677-1116.

³ Funding for the National Center for Senior Benefits Outreach and Enrollment began in FY2008. More information is at http://www.aoa.gov/AoARoot/AoA_Programs/HCLTC/Senior_Benefits/index.aspx and <http://www.centerforbenefits.org/>.

⁴ HHS, AOA, *Fiscal Year 2010 Justification of Estimates for Appropriations Committees*, pp. 70-71, http://www.aoa.gov/AoARoot/Program_Results/docs/2010/FY2010AoACongressionalJustificationFinal.PDF.

⁵ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 89, http://www.aoa.gov/AoARoot/About/Budget/DOCS/AoA_CJ_FY_2011.pdf.

⁶ AOA, *Aging and Disability Resource Center Fact Sheet*, http://www.aoa.gov/AoARoot/Press_Room/ (continued...)

Second, “Evidence-Based Disease Prevention” programs help seniors change behavior to reduce risk of disease and disability. Funds support activities in areas such as falls prevention, physical activity, and chronic disease self-management. This component builds on existing Title IV evidence-based disease prevention projects.

Third, the “Nursing Home Diversion/Community Living Programs” component gives states funds they could use to help seniors avoid institutionalization. It targets low-to-moderate-income individuals who are at risk of nursing home placement but who are not yet eligible for Medicaid. This component uses ADRCs to identify these individuals, to help them develop care plans, and to link them to needed services.⁷ This component emphasizes “flexible, consumer-directed models, such as Cash and Counseling.”⁸

The FY2011 Budget requests \$36.2 million for Title II, a \$28.0 million decrease from the FY2010 level. This decrease appears to be reflected in a proposed increase in funding Health and Long-Term Care Programs under the authority of Title IV, which funds training, research, and demonstration projects, rather than as part of Aging Network Support Activities under Title II. The Budget Justification explains “Health and Long-Term Care funding allows AOA to identify and evaluate the best models and practices nationwide, as part of its overall strategy for strengthening its core programs and the national aging services network. To this end, AOA draws on the latest research and the results of evaluations of its core programs at the State and local level to identify cutting edge, state-of-the-art approaches for further testing and replication.”⁹

HHS has also announced that a separate funding stream of \$32.5 million of ARRA money would be provided to AOA for evidence-based chronic disease self-management programs (CDSMPs) for older people.¹⁰ \$27.0 million will be used for cooperative agreements with State Units on Aging and State Departments of Health to deploy CDSMPs. These cooperative agreements will be administered by AOA. The initiative builds on AOA’s existing Evidence-Based Disease Prevention Programs.¹¹ AOA’s CDSMP activities will also receive \$2.5 million for an interagency agreement with the Centers for Medicare and Medicaid Services to develop a quality assurance program, and \$3.0 million to continue funding a National Technical Assistance Center on Evidence-Based Prevention Programs.¹²

(...continued)

Products_Materials/fact/pdf/ADRC.pdf. A directory of ADRCs is at the Aging and Disability Resource Center Technical Assistance Exchange website at <http://www.adrc-tae.org/tiki-index.php?page=ADRCLocator>.

⁷ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 91.

⁸ HHS, AOA, *Fiscal Year 2010 Justification of Estimates for Appropriations Committees*, pp. 69-71.

⁹ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 89. For more information on Cash and Counseling see <http://www.cashandcounseling.org>.

¹⁰ The \$32.5 million for CDSMP activities would come from the \$650 million that ARRA provided to HHS for evidence-based prevention and wellness programs. The ARRA provisions are described in CRS Report R40181, *Selected Health Funding in the American Recovery and Reinvestment Act of 2009*, coordinated by C. Stephen Redhead.

¹¹ For more background, see AOA, *American Recovery and Reinvestment Act: Communities Putting Prevention to Work: Chronic Disease Self-Management Program*, http://www.aoa.gov/AoARoot/PRESS_Room/News/2009/03_18_09.aspx, and HHS, “Secretary Sebelius Awards Funding for Chronic Disease Self-Management Programs for Older Americans,” press release, March 30, 2010, <http://www.hhs.gov/news/press/2010pres/03/20100330a.html>.

¹² HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, pp. 93-94.

On March 23, 2010, President Obama signed into law a comprehensive health care reform bill, the Patient Protection and Affordable Care Act (PPACA; P.L. 111-148). The act contains provisions that would provide additional funding for Aging and Disability Resource Centers (ADRCs), AAAs, and the National Center for Benefits and Outreach Enrollment. Specifically, Section 2405 of PPACA appropriates \$10.0 million in mandatory spending for ADRCs for each of FY2010 through FY2014. Additionally, Section 3306 of PPACA provides \$45.0 million for outreach and education programs related to Medicare low-income assistance programs. Of the \$45.0 million, \$15.0 million is allocated to AAAs, \$10.0 million allocated to ADRCs, and \$5.0 million allocated to the National Center for Benefits and Outreach Enrollment.¹³ These funds are available for obligation through FY2012. The HHS Secretary is authorized to enlist the support of these entities to conduct outreach activities aimed at preventing disease and promoting wellness as an additional use of these funds.

Title III. Grants for State and Community Programs on Aging

The major program under the OAA, Title III—Grants for State and Community Programs on Aging—authorizes grants to 56 State and 629 Area Agencies on Aging to act as advocates on behalf of, and to coordinate programs for older persons.¹⁴ Title III accounts for 59% of the OAA's total FY2010 funding. States receive separate allotments of funds for supportive services and centers, family caregiver support, congregate nutrition (meals served at group sites such as senior centers, community centers, schools, churches, or senior housing complexes), home-delivered nutrition services, the nutrition services incentive grant program (allotted to states based on each state's share of total meals served nationwide by the nutrition services program the previous year), and disease prevention and health promotion services.¹⁵ In FY2008, almost 10 million older persons were served by Title III programs.¹⁶

The FY2010 Consolidated Appropriations Act (P.L. 111-117) provides \$1.363 billion for Title III. This is a 1% increase over the \$1.346 billion provided by the FY2009 Omnibus Appropriations Act (P.L. 111-8), and a 6% decrease from the total FY2009 funding level (including both the Omnibus and the American Recovery and Reinvestment Act). Together, the FY2009 Omnibus and ARRA had provided \$1.443 billion for Title III in FY2009.

ARRA provided \$65 million for congregate meals and \$32 million for home-delivered meals in FY2009.¹⁷ AOA obligated all of these ARRA funds in FY2009. As of early February 2010, states had spent 40% of funding, and they are anticipated to spend the rest by the end of FY2010,

¹³ Section 119 of the Medicare Improvements for Patients and Providers Act of 2008 (MIPPA, P.L. 110-275) provided \$25 million for fiscal years 2008 and 2009 for these activities. Funds were allocated to State Health Insurance Programs (SHIPs), AAAs, ADRCs, and AOA. PPACA allocates the funds to SHIPs, AAAs, ADRCs, and the National Center for Benefits Outreach and Enrollment in the same proportion as under MIPPA.

¹⁴ The 56 state agencies on aging include units in 50 states, 5 U.S. territories, and the District of Columbia. More information is at the AOA website at http://www.aoa.gov/AoARoot/AoA_Programs/OAA/Aging_Network/Index.aspx and http://www.aoa.gov/AoARoot/AoA_Programs/OAA/.

¹⁵ State allotments for Title III programs are listed at HHS, AOA, *Funding Allocations to State and Tribal Organizations*, http://www.aoa.gov/AoARoot/AoA_Programs/OAA/Aging_Network/State_Allocations/index.aspx.

¹⁶ HHS, AOA, Aging Network, *Aging Integrated Database (AGID)*, 2008 State Program Reports, Total Counts: Clients Served - All Services: 50 States + DC & Territories, <http://www.data.aoa.gov/>.

¹⁷ AOA has posted the state-by-state distribution of ARRA nutrition funds at http://www.aoa.gov/AoARoot/Press_Room/News/2009/DOCS/AoA_ARRA_Nutrition_Services_to_States_3-3-09.xls and <http://www.hhs.gov/recovery/programs/aoa/arrafundingmap.html>.

according to AOA.¹⁸ In reports accompanying earlier versions of the bill, the House and Senate Appropriations Committees described their rationale for providing additional funds. The House Appropriations Committee noted that “These programs have been hit hard by rising food costs at the same time as demand for services is increasing because of the economic downturn and the growing elder population.”¹⁹ The Senate Appropriations Committee stated “The Committee notes that due to the current economic crisis, many local senior programs are closing meals sites and eliminating meal delivery routes. The additional funding provided will help offset these cutbacks, which put our most vulnerable seniors at risk of hunger, poor health and isolation.”²⁰ According to AOA, ARRA funding has helped 20% of states eliminate waitlists for seniors requesting home-delivered meals. AOA also estimates that without ARRA funding, 8.1 million fewer meals would have been provided in FY2010.²¹

The FY2011 Budget requests \$1.467 billion for Title III, an 8% increase over the FY2010 funding level. Most of this increase is due to a new Caregiver Initiative to help individuals with family caregiving responsibilities. The initiative stems from the work of the White House Task Force on Middle Class Families.²² The Caregiver Initiative would provide a \$48.0 million (13%) increase for Title III-B supportive services, such as adult day care, transportation to medical appointments and grocery stores, and personal care and chore services. AOA estimates that this additional funding would support 1 million additional hours of adult day care, 3 million additional rides, and 1.3 million additional hours of personal care services (such as assistance with eating, dressing, and bathing).²³ The Caregiver Initiative would also provide a \$48.0 million (31%) increase for Title III-E family caregiver support services, such as respite care, training and counseling, and access assistance services (to help caregivers locate services from private and voluntary agencies). AOA estimates that this additional funding would provide services to nearly 200,000 additional caregivers.²⁴

Under the FY2011 Budget, funding for Title III-C nutrition services would be \$827.5 million, a 1% increase from the FY2010 level. AOA notes that the economic downturn has affected the budgets of states, tribes, local governments, philanthropies, and private donors that partner with AOA to provide meals. As a result, AOA projects that in FY2011, 14.7 million fewer meals will be provided than in FY2010, when 228.5 million meals would be provided.²⁵

¹⁸ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 9.

¹⁹ U.S. Congress, House Committee on Appropriations, *The American Recovery and Reinvestment Act of 2009*, 111th Cong., 1st sess., January 26, 2009, H.Rept. 111-4 (Washington: GPO, 2009), p. 55.

²⁰ U.S. Congress, Senate Committee on Appropriations, *Making Supplemental Appropriations For Job Preservation And Creation, Infrastructure Investment, Energy Efficiency And Science, Assistance To The Unemployed, And State And Local Fiscal Stabilization, For The Fiscal Year Ending September 30, 2009, and for Other Purposes*, 111th Cong., 1st sess., January 27, 2009, S.Rept. 111-3 (Washington: GPO, 2009), p. 58.

²¹ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, pp. 9, 34.

²² See “Supporting Family Caregivers,” in White House Task Force on the Middle Class, *Annual Report of the White House Task Force on the Middle Class*, February 26, 2010, <http://www.whitehouse.gov/sites/default/files/microsites/100226-annual-report-middle-class.pdf>.

²³ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 27.

²⁴ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 60.

²⁵ AOA’s estimate assumes a 3.2% inflation factor from FY2010 to FY2011, using the U.S. Department of Agriculture’s “food away from home” inflation index. HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 34.

More background on Title III nutrition services is in CRS Report RS21202, *Older Americans Act: Title III Nutrition Services Program*, by Kirsten J. Colello.

Title IV. Activities for Health, Independence, and Longevity

Title IV of the OAA authorizes the Assistant Secretary for Aging to award funds for training, research, and demonstration projects in the field of aging. In recent years, AOA has funded a number of national efforts that support the work of State and Area Agencies on Aging, including national resource centers that focus on legal assistance and the retirement needs of women, and technical assistance for National Minority Aging Organizations. Other recent projects have included the National Alzheimer's Call Center, funding for supportive services to older individuals in naturally occurring retirement communities,²⁶ and funding for ADRCs. Other activities have included outreach to help Medicare beneficiaries understand their benefits under the Medicare Modernization Act (MMA), conducted in cooperation with the Centers for Medicare and Medicaid Services.²⁷

The FY2010 Omnibus Appropriations Act (P.L. 111-117) provides \$19.0 million for Title IV, a 5% increase over the FY2009 level.

The FY2011 Budget requests \$43.5 million for Title IV, a \$24.5 million increase over the FY2010 level. This increase is due to the Budget's \$30.5 million request for Health and Long-Term Care Programs under Title IV authority; previously Health and Long-Term Care Programs have been funded under Title II Aging Network Support Activities.²⁸ (See the discussion in the "Title II. Administration on Aging" section above). The FY2011 Budget also proposes that chronic disease self-management programs (CDSMPs), previously funded through Health and Long-Term Care Programs' Evidence-Based Disease Prevention component, instead be funded through a separate ARRA funding stream (the \$32.5 million discussed in the "Title II. Administration on Aging" section above). Finally, the FY2011 Budget proposes to redirect funds currently being used in the Health and Long-Term Care Programs' Community Living Programs (CLP) component, and focus them instead "on new approaches that will complement the aging services network's role in health and long-term care reform, such as discharge planning."²⁹

Title V. Community Service Employment for Older Americans

Title V, also known as the Senior Community Service Employment Program (SCSEP), has as its purpose the promotion of useful part-time opportunities in community service activities for unemployed low-income³⁰ persons who are 55 years or older and who have poor employment prospects. For FY2010, the community service employment program represents 35% of the OAA's funds (\$825.4 million out of \$2.328 billion).

²⁶ For more background on naturally occurring retirement communities, see CRS Report RL34289, *Supportive Services Programs to Naturally Occurring Retirement Communities*, by Kirsten J. Colello.

²⁷ A compendium of Title IV grant projects is at <http://www.aoa.gov/AoARoot/Grants/Compendium/index.aspx>.

²⁸ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 89.

²⁹ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, pp. 91-92. AOA explains that CLP's goal of helping seniors avoid institutionalization can be accomplished by ADRCs and other AOA-funded services.

³⁰ Participants' incomes must be no greater than 125% of the federal poverty guidelines. 20 C.F.R. § 641.500.

Enrollees work part-time in a variety of community service jobs, such as in day care centers, libraries, schools, and hospitals, as well as “green” assignments such as recycling and tree-planting programs.³¹ The program operates on a program year (PY) basis from July 1 through June 30. In PY2009 (ending June 30, 2010), the DOL estimates that the program will provide for 66,179 job slots, serving about 99,269 participants, at a cost of \$6,428 per participant.³²

Enrollees are paid no less than the highest of the federal minimum wage, the state or local minimum wage, or the prevailing wage paid by the same employer for similar public occupations. In addition to wages, enrollees receive training, physical examinations, personal and job-related counseling, placement assistance into unsubsidized jobs, and transportation for employment purposes, under certain circumstances.

The 2006 Older Americans Act Amendments (P.L. 109-365) maintained the program focus on employing older people in community service jobs and reemphasized the community service aspects of the program. While the program’s purpose is to move participants into unsubsidized employment, the amendments recognized that many older people who have special needs may need to remain in subsidized employment and that the program supplements the income for some workers who cannot find jobs in the private economy.³³

In FY2009, Title V received \$571.9 million from the Omnibus Appropriations Act (P.L. 111-8) and \$120.0 million from ARRA (P.L. 111-5), totaling \$691.9 million for Title V in FY2009. The ARRA conference report stated “The wages paid to these low-income seniors will provide a direct stimulus to the economies of local communities, which will also benefit from the community service work performed by participants.”³⁴

ARRA made the additional Title V funds available from the date of enactment through June 30, 2010. ARRA required the funds to be allotted within 30 days of enactment to current grantees in proportion to their program year 2008 allotment.³⁵ Furthermore, the Secretary of Labor would be allowed to recapture any unexpended funds for the program year, and reobligate them within the next two program years, in accordance with section 517(c) of the Older Americans Act.

³¹ DOL, *SCSEP Frequently Asked Questions*, http://www.doleta.gov/Seniors/html_docs/docs/seniorsFAQ.cfm; DOL, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-14, <http://www.dol.gov/dol/budget/2011/PDF/CBJ-2011-V1-06.pdf>.

³² There are more participants than job slots because as participants leave the program, their job slots can be filled by new participants. DOL, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, pp. CSEOA-12, CSEOA-16.

³³ For further information, see CRS Report RL31336, *The Older Americans Act: Programs, Funding, and 2006 Reauthorization (P.L. 109-365)*, by Carol O’Shaughnessy and Angela Napili.

³⁴ U.S. Congress, *Conference Report to Accompany H.R. 1*, 111th Cong., 1st sess., February 12, 2009, H.Rept. 111-16 (Washington: GPO, 2009), p. 449.

³⁵ DOL has posted ARRA allotments at <http://www.dol.gov/recovery/2009/03/19/fbgl/> DOL_Formula_Block_Grant_Allocation_03192009_1447.xls and http://www.dol.gov/recovery/2009/03/19/fbgl/DOL_Formula_Block_Grant_Allocation_03192009_1447.pdf. Program year 2008 allotments were announced in U.S. Department of Labor, Employment and Training Administration, *Program Year 2008 Planning Instructions and Allotments for All SCSEP Grant Applicants*, Training and Employment Guidance Letter No. 26-07, Attachments H and I, Washington, DC, April 29, 2008, <http://wdr.doleta.gov/directives/attach/TEGL26-07.pdf>. The allotments were subsequently revised in U.S. Department of Labor, Employment and Training Administration, *Program Year (PY) 2008 Revised Allotments and Due Date for All SCSEP Grant Applicants*, Training and Employment Guidance Letter No. 30-07, Attachment H Revised, Washington, DC, May 30, 2008, <http://wdr.doleta.gov/directives/attach/TEGL30-07.pdf>.

The FY2010 funding level of \$825.4 million is \$253.5 million (44%) higher than the level provided in the FY2009 Omnibus Appropriations Act, and \$133.5 million (19%) higher than the total FY2009 level (including both the Omnibus and ARRA).³⁶ The conference report accompanying the FY2010 Consolidated Appropriations Act states that “additional resources provided in the Recovery Act are insufficient to meet the needs of low-income older workers adversely impacted by the recession. Many CSEOA [Community Service Employment for Older Americans] grantees are maintaining waiting lists for available community service jobs but are unable to fill those jobs due to funding limitations.”³⁷

The FY2010 Consolidated Appropriations Act made \$225.0 million available upon enactment, to remain available through December 31, 2011. The conference report stated “In determining those current grantees that can effectively use funds made available immediately in this Act, the Secretary should take into account demonstrated need, financial management, and sustained and satisfactory performance.”³⁸ DOL explains that this funding “was intended as a one-time provision related to current economic conditions. The additional funding was provided as a short-term program expansion to support temporary job opportunities for low-income elderly individuals while the nation recovers from the economic downturn.”³⁹

The FY2011 Budget requests \$600.4 million for Title V, or \$225.0 million (27%) less than the FY2010 funding level. The DOL estimates that the requested FY2011 funding level would serve 92,024 participants in 61,893 job slots.⁴⁰

Title VI. Grants for Services for Native Americans

Title VI authorizes funds for supportive and nutrition services to older Native Americans. Funds are awarded directly by AOA to Indian tribal organizations, Native Alaskan organizations, and non-profit groups representing Native Hawaiians. To be eligible for funding, a tribal organization must represent at least 50 Native American elders age 60 or older. In FY2009, grants were awarded to 244 tribal organizations representing approximately 400 Indian tribes and two organizations serving Native Hawaiian elders.⁴¹ The program provides services such as transportation, home-delivered and congregate nutrition services, information and referral, and a wide range of home care services.

³⁶ The final FY2010 amount was also larger than that proposed by the FY2010 Budget Request and by the House-passed and Senate-reported FY2010 Labor-HHS-Education Appropriations bills. For FY2010, the President had requested \$575.4 million, the House bill had proposed \$615.4 million, and the Senate bill had proposed \$575.4 million. (H.Rept. 111-366, p. 1251).

³⁷ U.S. Congress, House Committee on Appropriations, *Departments of Transportation and Housing and Urban Development, and Related Agencies Appropriations Act, 2010*, Conference Report to Accompany H.R. 3288, 111th Cong., 1st sess., December 8, 2009, H.Rept. 111-366 (Washington: GPO, 2009), p. 1251. H. Rept. 111-366, p. 989.

³⁸ H.Rept. 111-366, p. 989. The \$225 million are being prorated across two program years, 2009 (\$66.176 million) and 2010 (\$158.823 million). DOL, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-16. The grantees receiving the \$225 million are listed in DOL, “US Department of Labor awards \$225 million to Senior Community Service Employment Program grantees,” press release, January 29, 2010, <http://www.dol.gov/opa/media/press/eta/eta20100124.htm>.

³⁹ DOL, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-2.

⁴⁰ DOL, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-12.

⁴¹ HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 44.

The 2000 amendments (P.L. 106-501) added a new part to Title VI authorizing caregiver support services to Native American elders. Respite, caregiver training, information and outreach, counseling, and support groups are among the services provided.

The FY2010 Consolidated Appropriations Act (P.L. 111-117) provides \$34.1 million for Title VI, a 1% increase over the funding level in the FY2009 Omnibus Appropriations Act (P.L. 111-8), and a 7% decrease from the total FY2009 funding level (counting both the Omnibus and ARRA). In FY2009, ARRA had provided an additional \$3 million for nutrition services for Native Americans under Title VI.⁴²

The FY2011 Budget requests \$38.1 million for Title VI, a \$4.0 million (12%) increase over the FY2010 level. The increase would be due to the Caregiver Initiative (discussed in the “Title III. Grants for State and Community Programs on Aging” section above), which would provide a \$2.0 million increase for Title VI supportive services, and a \$2.0 million increase for Title VI-C caregiver support services.

Title VII. Vulnerable Elder Rights Protection Activities

Title VII authorizes the long-term care ombudsman program as well as elder abuse, neglect, and exploitation prevention programs. Most Title VII funding is directed at the long-term care ombudsman program. Of its \$21.9 million funding in FY2010, more than three-quarters (\$16.8 million) is for ombudsman activities. The purpose of the program is to investigate and resolve complaints of residents of nursing facilities, board and care facilities, and other adult care homes. In FY2008, ombudsmen handled nearly 272,000 complaints, conducted investigations on almost 185,000 cases, and provided more than 455,000 consultations to individuals and long-term care facilities.⁴³ More background on the ombudsman program can be found in CRS Report RS21297, *Older Americans Act: Long-Term Care Ombudsman Program*, by Kirsten J. Colello.

The FY2010 Consolidated Appropriations Act (P.L. 111-117) provides \$21.9 million for Title VII, a 2% increase over the FY2009 level. The FY2011 Budget requests \$23.3 million for Title VII, a 6% increase over the FY2010 level.⁴⁴

Other Programs Administered by AOA

The AOA also administers the Alzheimer’s Disease Supportive Services Program and the Lifespan Respite Care Program. Both programs, described in greater detail below, are authorized under the PHSA and not the OAA. In addition to these two programs, AOA has received funding to organize and convene the White House Conference on Aging (WHCOA), which, once a decade, makes aging policy recommendations to the President and Congress. The last conference occurred in 2005 and was authorized under the OAA amendments of 2000 (P.L. 106-501).

⁴² AOA has posted the distribution of ARRA nutrition funds, by tribe, at <http://transparency.cit.nih.gov/RecoveryGrants/tribegrant.cfm?grant=TribalNutrition>

⁴³ HHS, AOA, Aging Network, *Aging Integrated Database (AGID)*, National Ombudsman Reporting System, Total Counts, Cases Opened and Total Number of Complaints; Other Ombudsman Activities, Total Number of Consultations to Facilities and Individuals: 50 States + DC & Territories, <http://www.data.aoa.gov/>.

⁴⁴ State allocation tables are at HHS, AOA, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, pp. 83-86.

Alzheimer's Disease Supportive Services Program

The Alzheimer's Disease Supportive Services Program (ADSSP) Program [formerly known as the Alzheimer's Disease Demonstration Grants to States (ADDGS) Program] aims to improve and expand home and community-based care and other supportive services for persons with Alzheimer's Disease and Related Disorders (ADRD) and their caregivers. Between 2007 and 2009, AOA awarded 47 ADSSP cooperative agreements to states to implement such projects across the United States.⁴⁵ Although current authorization under Section 398B of the PHSA has expired, Congress continues to appropriate funding.⁴⁶ The FY2010 Consolidated Appropriations Act (P.L. 111-117) funds ADDGS at \$11.5 million, the same as the FY2009 level. The FY2011 Budget proposes to maintain funding at \$11.5 million.

Lifespan Respite Care

The Lifespan Respite Care Program awards matching grants to eligible state agencies to (1) develop or enhance lifespan respite care activities at the state and local levels; (2) improve the statewide dissemination and coordination of respite care; and (3) provide, supplement, or improve access and quality of respite care services to family caregivers caring for children and adults. The law defines "respite care" to mean planned or emergency care provided to a child or adult of any age with a special need in order to give temporary relief to the family caregiver. The program was enacted under the Lifespan Respite Care Act of 2006 (P.L. 109-442), which amended the PHSA to create a new Title XXIX authorizing appropriations totaling \$289 million for FY2007 through FY2011; however, Congress first appropriated funding for Lifespan Respite Care Program activities in FY2009. In September 2009, AOA awarded grants to 12 states to implement the program.⁴⁷ The FY2010 Consolidated Appropriation Act (P.L. 111-117) provides \$2.5 million for Lifespan Respite Care, the same as the FY2009 level. As part of the Caregiver Initiative, the FY2011 Budget proposes to double funding to \$5.0 million.⁴⁸

⁴⁵ More information about the Alzheimer's Disease Support Services Program is on the AOA website at http://www.aoa.gov/AoARoot/AoA_Programs/HCLTC/Alz_Grants/index.aspx

⁴⁶ The ADDGS Program was authorized under Sections 398 to 398B of the PHSA (42 U.S.C. 280c-3 to 280c-5). Authorization of appropriations expired in 2002.

⁴⁷ More information about the Lifespan Respite Care Program is on the AOA website at http://www.aoa.gov/AoARoot/AoA_Programs/HCLTC/LRCP/.

⁴⁸ The Lifespan Respite Care Program is authorized for \$53.3 million for FY2009, \$71.1 million for FY2010, and \$94.8 million for FY2011 (42 U.S.C. 300ii-4).

Appendix A. Older Americans Act and Other AOA Programs: FY2003-FY2010 Funding

Table A-1 shows appropriations history for the act's programs for FY2003-FY2010. In addition, the appropriations histories for other programs administered by AOA are also provided.

Table A-1. Funding for the Older Americans Act, Alzheimer's Supportive Services, White House Conference on Aging, and Lifespan Respite Care, FY2003-FY2010

(\$ in millions)

OAA Programs, Alzheimer's Supportive Services, White House Conference on Aging, and Lifespan Respite Care	FY2003	FY2004	FY2005^a	FY2006^b	FY2007^c	FY2008^d	FY2009 Omnibus (P.L. 111-8)	FY2009 American Recovery and Reinvestment Act (P.L. 111-5)	FY2010
Title II: Administration on Aging	\$20.233	\$30.618	\$31.567	\$30.812	\$31.518	\$49.653	\$60.390	0	\$64.262
Program administration	17.869	17.324	18.301	17.688	18.385	18.064	18.696	0	19.979
Aging network support activities	2.364 ^e	13.294 ^f	13.266	13.124	13.133	31.589 ^g	41.694 ^h	0	44.283 ⁱ
Title III: Grants for State and Community Programs on Aging	1,240.891	1,243.059	1,250.192	1,242.378	1,263.232	1,283.816	1,346.337	97.000ⁱ	1,363.068
Supportive services and centers	355.673	353.889	354.136	350.354	350.595	351.348	361.348	0	368.348
Family caregivers ^k	149.025	152.738	155.744	156.060	156.167	153.439	154.220	0	154.220
Disease prevention/health promotion	21.919	21.970	21.616	21.385	21.400	21.026	21.026	0	21.026
Nutrition services	714.274	714.462	718.696	714.579	735.070	758.003	809.743	97.000 ^l	819.474
Congregate meals	(384.592)	(386.353)	(387.274)	(385.054)	(398.919) ⁿ	(410.716)	(434.269)	(65.000) ^m	(440.783)
Home-delivered meals	(180.985)	(179.917)	(182.826)	(181.781)	(188.305) ⁿ	(193.858)	(214.459)	(32.000) ^o	(217.676)
Nutrition services incentive grants	(148.697) ^p	(148.192)	(148.596)	(147.744)	(147.846)	(153.429)	(161.015)	0	(161.015)
Title IV: Activities for Health, Independence, and Longevity^q	40.258	33.509^r	43.286	24.578	24.058	14.655	18.172	0	19.023
Title V: Community Service Employment for Older Americans	442.306	438.650	436.678	432.311	483.611ⁿ	521.625	571.925	120.000^s	825.425
Title VI: Grants to Native Americans	33.704	32.771	32.702	32.353	32.375	33.214	33.597	3.000^t	34.097
Supportive and nutrition services	27.495	26.453	26.398	26.116	26.134	26.898	27.208	3.000 ^u	27.708
Native American caregivers ^v	6.209	6.318	6.304	6.237	6.241	6.316	6.389	0	6.389

OAA Programs, Alzheimer's Supportive Services, White House Conference on Aging, and Lifespan Respite Care	FY2003	FY2004	FY2005 ^a	FY2006 ^b	FY2007 ^c	FY2008 ^d	FY2009 Omnibus (P.L. 111-8)	FY2009 American Recovery and Reinvestment Act (P.L. 111-5)	FY2010
Title VII: Vulnerable Elder Rights Protection Activities	18.559	19.444	19.288	20.142	20.156	20.633	21.383	0	21.883
Long-term care ombudsman program	n/a ^w	14.276	14.162	15.000	15.010	15.577 ^x	16.327	0	16.827
Elder abuse prevention	n/a ^w	5.168	5.126	5.142	5.146	5.056	5.056	0	5.056
Legal assistance	0	0	0	0	0	0	0	0	0
Native Americans elder rights program	0	0	0	0	0	0	0	0	0
Total Older Americans Act Programs	\$1,771.057	\$1,798.051	\$1,813.713	\$1,782.574	\$1,854.950	\$1,923.596	\$2,051.804	\$220.000^y	\$2,327.758
Alzheimer's Disease Supportive Services Program ^z	\$13.412	\$11.883	\$11.786	\$11.660	\$11.668	\$11.464	\$11.464	0	\$11.464
White House Conference on Aging	0	\$2.814 ^{aa}	\$4.520 ^{aa}	0 ^{aa}	0	0	0	0	0
Lifespan Respite Care							\$2.500 ^{bb}	0	\$2.500 ^{bb}

Source: FY2003-FY2006: Appropriations legislation and committee reports, various years. FY2007-FY2008: Consolidated Appropriations Act, 2008, Committee Print of the Committee on Appropriations, U.S. House of Representatives, on H.R. 2764 / P.L. 110-161, January, 2008, pp. 1776, 1809-1810, <http://www.gpoaccess.gov/congress/house/appropriations/08conappro.html>. FY2009: "Explanatory Statement Submitted by Mr. Obey, Chairman of the House Committee on Appropriations, Regarding H.R. 1105, Omnibus Appropriations Act, 2009," *Congressional Record*, February 23, 2009, pp. H2372, H2385; H.Rept. 111-16, *Conference Report to Accompany H.R. 1*, pp. 449, 455. FY2010: H.Rept. 111-366, *Conference Report to Accompany H.R. 3288*, pp. 989, 1298-1299; Administration on Aging, *FY2010 Appropriation*, http://www.aoa.gov/AoARoot/About/Budget/docs/Appropriation_FY_2010.pdf

- a. FY2005 amounts reflect the 0.80% across-the-board reduction required by P.L. 108-447, Division J, Section 122. The Administration was given discretion on how to distribute the reduction among individual accounts and line items.
- b. FY2006 amounts reflect two rescissions: (1) There was a 1% across-the-board reduction required by P.L. 109-148, Division B, Title III, Chapter 8, Section 3801. (2) On June 14, 2006, the HHS Secretary notified the Appropriations Committees that he would transfer funds among HHS programs to finance activities related to the Medicare drug benefit call center. This transfer was a 0.069% across-the-board reduction and it reduced Administration on Aging funds by \$0.9 million. It was authorized by Section 208 of P.L. 109-149.
- c. For FY2007, P.L. 110-5 specified dollar amounts for some, but not all, programs. Agencies had some flexibility to determine program amounts based on FY2006 appropriations.
- d. P.L. 110-161, the FY2008 Consolidated Appropriations Act, applied an across-the-board reduction of 1.747% to figures in the bill text and Explanatory Statement narrative (Division G, Title V, §528).

- e. Includes approximately \$1.2 million for the Eldercare Locator, and \$1.2 million for Pension Counseling and Information Program. These programs were authorized by the Older Americans Act Amendments of 2000 (P.L. 106-501, §205).
- f. Starting in FY2004, Aging network support activities include funds for activities previously funded under Title IV: Senior Medicare Patrols, National Long-Term Care Ombudsman Resource Center, and National Center on Elder Abuse. Also includes funds for the Eldercare Locator, and Pension Counseling and Information Program.
- g. The Choices for Independence Initiative included newly authorized provisions of the Older Americans Act Amendments of 2006 (P.L. 109-365) related to “aging and disability resource centers (ADRCs), evidence-based prevention programs, and consumer-directed services targeted at individuals who are at high risk of nursing home placement and spend-down to Medicaid” (H.Rept. 110-231, p. 207). The Bush Administration’s FY2008 budget requested Choices for Independence funds under Title IV, while the FY2008 Consolidated Appropriations Act (P.L. 110-161) provided the funds under Aging Network support activities under Title II. The President’s FY2008 budget request would have provided \$28.0 million for Choices for Independence. P.L. 110-161 provided \$16.2 million for Choices for Independence (after a 1.747% across-the-board reduction). Choices for Independence was subsequently renamed “Health and Long-Term Care Programs” in the Obama Administration’s FY2010 budget request.
- h. Includes \$28.0 million for Choices for Independence. The Bush Administration’s FY2009 budget request would have funded Choices for Independence at \$28.0 million under Title IV, which authorizes funds for training, research, and demonstration projects.
- i. Includes \$30.589 million for Health and Long-Term Care Programs (formerly known as Choices for Independence). This is the same as the President’s FY2010 budget request.
- j. Total FY2009 funding for Title III was \$1,443.337 million. This includes \$1,346.337 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$97.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- k. Authorized by the Older Americans Act Amendments of 2000 (P.L. 106-501, §316). Funding for Native American family caregiving is shown in Title VI.
- l. Total FY2009 funding for Title III-C Nutrition Services was \$906.743 million. This Includes \$809.743 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$97.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- m. Total FY2009 funding for congregate meals was \$499.269 million. This includes \$434.269 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$65.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- n. Funding level was specified in P.L. 110-5, Revised Continuing Appropriations Resolution, 2007.
- o. Total FY2009 funding for home-delivered meals was \$246.459 million. This includes \$214.459 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$32.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- p. Congress transferred the program, previously funded by the U.S. Department of Agriculture, to the Administration on Aging in FY2003. P.L. 110-19 repealed certain provisions regarding state agency and tribal grantee commodity purchases, as added by the Older Americans Act Amendments of 2006 (P.L. 109-365), and restored former commodity purchase provisions, with revisions.
- q. The Older Americans Act Amendments of 2006 (P.L. 109-365) renamed Title IV, formerly titled “Training, Research, and Discretionary Projects and Programs.” Activities under Title IV are also sometimes referred to as “Program Innovations.”
- r. See tablenote f. Funds shown are reduced from FY2003 level due to transfer of some funds to Title II.
- s. Total FY2009 funding for Title V was \$691.925 million. This includes \$571.925 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$120.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- t. Total FY2009 funding for Title VI was \$36.597 million. This includes \$33.597 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$3.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).

- u. Total FY2009 funding for supportive and nutrition services to Native Americans was \$30.208 million. This includes \$27.208 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$3.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- v. Authorized by the Older Americans Act Amendments of 2000 (P.L. 106-501, §604).
- w. Separate amounts not specified.
- x. Separate amounts not specified in FY2008 Consolidated Appropriations Act tables. These figures were calculated by CRS by applying the 1.747% across-the-board reduction to figures in the Explanatory Statement narrative in the *Congressional Record*, December 17, 2007, p. H16242.
- y. Total FY2009 funding for Older Americans Act programs was \$2,271.804 million. This includes \$2,051.804 million from the FY2009 Omnibus Appropriations Act (P.L. 111-8) and \$220.000 million from the American Recovery and Reinvestment Act (P.L. 111-5).
- z. Formerly known as Alzheimer's Disease Demonstration Grants to the States. The FY1999 Omnibus Consolidated Appropriations Act (P.L. 105-277) transferred the administration of the program from the Health Resources and Services Administration to the Administration on Aging. The program was authorized under Sections 398 to 398B of the Public Health Service Act (42 U.S.C. §§ 280c-3 to 280c-5). Authorization of appropriations expired in 2002.
- aa. P.L. 106-501 required the President to convene the conference no later than December 31, 2005. It was held December 11-14, 2005. See <http://www.whcoa.gov>. FY2006 obligations for the White House Conference on Aging were funded by carryover balances of prior-year appropriations.
- bb. The Lifespan Respite Care program is authorized by Title XXIX of the Public Health Service Act (42 U.S.C. §§ 300ii to 300ii-4). It is administered by the Administration on Aging. The Lifespan Respite Care program received its first funding in FY2009.

Appendix B. Older Americans Act and Other AOA Programs: FY2010 Funding and FY2011 Budget Request

Table B-1. FY2010 Funding and FY2011 Budget Request for the Older Americans Act, Alzheimer's Supportive Services, and Lifespan Respite Care
(\$ in millions)

	FY2010	FY2011 Request	Proposed change
Title II: Administration on Aging	\$64.262	\$36.202	-44%
Program administration	19.979	22.508	+13%
Aging network support activities	44.283	13.694	-69%
Health and Long-Term Care Programs	(30.589)	a	-100% ^a
Aging network support activities, excluding Health and Long-Term Care Programs	(13.694)	(13.694)	0
Title III: Grants for State and Community Programs on Aging	1,363.068	1,467.146	+8%
Supportive services and centers	368.348	416.348 ^b	+13% ^b
Family caregivers ^c	154.220	202.220 ^b	+31% ^b
Disease prevention/health promotion	21.026	21.026	0
Nutrition services	819.474	827.552	+1%
Congregate meals	(440.783)	(445.644)	+1%
Home-delivered meals	(217.676)	(220.893)	+1%
Nutrition services incentive grants	(161.015)	(161.015)	0
Title IV: Activities for Health, Independence, and Longevity	19.023	43.534	+129%
Program Innovations	19.023	13.049	-31%
Health and Long-Term Care Programs	a	30.485	a
Title V: Community Service Employment for Older Americans	825.425	600.425	-27%
Title VI: Grants to Native Americans	34.097	38.097	+12%^b
Supportive and nutrition services	27.708	29.708 ^b	+7% ^b
Native American caregivers	6.389	8.389 ^b	+31% ^b
Title VII: Vulnerable Elder Rights Protection Activities	21.883	23.290	+6%
Long-term care ombudsman program	16.827	17.783	+6%
Elder abuse prevention	5.056	5.507	+9%
Legal assistance	0	0	0
Native Americans elder rights program	0	0	0
Total Older Americans Act Programs	\$2,327.758	\$2,208.694	-5%
Alzheimer's Disease Supportive Services Program ^d	\$11.464	\$11.464	0
Lifespan Respite Care ^e	\$2.500	\$5.000 ^b	+100% ^b

Source: FY2010: H.Rept. 111-366, *Conference Report to Accompany H.R. 3288*, pp. 989, 1298-1299; Administration on Aging, *FY2010 Appropriation*, http://www.aoa.gov/AoARoot/About/Budget/docs/Appropriation_FY_2010.pdf. FY2011: Department of Labor, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, pp. CSEOA-12, <http://www.dol.gov/dol/budget/2011/PDF/CBJ-2011-VI-06.pdf>; Administration on Aging, *Fiscal Year 2011 Justification of Estimates for Appropriations Committees*, p. 15, http://www.aoa.gov/AoARoot/About/Budget/DOCS/AoA_CJ_FY_2011.pdf

- a. The FY2011 Budget requests funding for Health and Long-Term Care Programs under Title IV authority. Previously it has been funded as part of Aging network support activities under Title II.
- b. The FY2011 Budget proposes a \$102.5 million Caregiver Initiative that would increase funding for services to help family caregivers. The Caregiver Initiative proposes a \$48.0 million increase for supportive services and a \$48.0 million increase for family caregiver support services, both under Title III. The Caregiver Initiative also proposes a \$2.0 million increase for Native American supportive services and a \$2.0 million increase for Native American caregiver support services, both under Title VI. Finally, the Caregiver Initiative proposes a \$2.5 million increase for Lifespan Respite Care (authorized by the Public Health Service Act).
- c. Funding for Native American family caregiving is shown in Title VI.
- d. Formerly known as Alzheimer's Disease Demonstration Grants to the States. The program was authorized under Sections 398 to 398B of the Public Health Service Act (42 U.S.C. §§ 280c-3 to 280c-5). Authorization of appropriations expired in 2002.
- e. The Lifespan Respite Care program is authorized by Title XXIX of the Public Health Service Act (42 U.S.C. §§ 300ii to 300ii-4). It is administered by the Administration on Aging.

Appendix C. Older Americans Act: Authorization of Appropriations

Table C-1 shows the authorization of appropriations for each title of the act as stipulated by the 2006 Older Americans Act Amendments (P.L. 109-365).

Table C-1. Authorization of Appropriations for Older Americans Act Programs in P.L. 109-365

Older Americans Act Programs	Authorization of Appropriations
Title II, Administration on Aging	
Administration on Aging	FY2007-FY2011, such sums as may be necessary.
Eldercare Locator	FY2007-FY2011, such sums as may be necessary.
Pension counseling and information program	FY2007-FY2011, such sums as may be necessary.
Title III, State and Community Programs on Aging	
Supportive services and centers	FY2007-FY2011, such sums as may be necessary.
Congregate nutrition services	FY2007-FY2011, such sums as may be necessary.
Home-delivered nutrition services	FY2007-FY2011, such sums as may be necessary.
Disease prevention and health promotion	FY2007-FY2011, such sums as may be necessary.
Family caregiver support	FY2007, \$160.0 million; FY2008, \$165.5 million; FY2009, \$173.0 million; FY2010, \$180.0 million; FY2011, \$187.0 million.
Nutrition services incentive program (formerly the USDA commodity or cash-in-lieu of commodities program)	FY2007-FY2011, such sums as may be necessary.
Title IV, Activities for Health, Independence, and Longevity	
	FY2007-FY2011, such sums as may be necessary.
Title V, Community Service Senior Opportunities Act	
	FY2007-FY2011, such sums as may be necessary.
Title VI, Grants for Native Americans	
Indian and Native Hawaiian programs	FY2007-FY2011, such sums as may be necessary.
Native American caregiver support program	FY2007, \$6.5 million; FY2008, \$6.8 million; FY2009, \$7.2 million; FY2010, \$7.5 million; FY2011, \$7.9 million.
Title VII, Vulnerable Elder Rights Protection Activities	
Subtitle A—State Programs	
Long-term care ombudsman program	FY2007-FY2011, such sums as may be necessary.
Elder abuse, neglect, and exploitation prevention program	FY2007-FY2011, such sums as may be necessary.
Legal assistance development program	FY2007-FY2011, such sums as may be necessary.
Subtitle B—Native American Organization and Elder Justice Provisions	
Native American elder rights program	FY2007-FY2011, such sums as may be necessary.
Grants for state elder justice systems	No authorization specified.

Appendix D. Older Americans Act: Historical Development

Congress created the Older Americans Act (OAA) in 1965 in response to concern by policymakers about a lack of community social services for older persons. The original legislation established authority for grants to states for community planning and social services, research and development projects, and personnel training in the field of aging. The law also established the Administration on Aging (AOA) within the then-Department of Health, Education, and Welfare (DHEW) to administer the newly created grant programs and to serve as the federal focal point on matters concerning older persons.

Although older persons may receive services under many other federal programs, today the act is considered to be the major vehicle for the organization and delivery of social and nutrition services to this group. It authorizes a wide array of service programs through a nationwide network of 57 state agencies on aging and 655 area agencies on aging, supports the sole federal job creation program benefitting low-income older workers, and funds training, research, and demonstration activities in the field of aging.

Prior to the creation of the act in 1965, older persons were eligible for limited social services through some federal programs. However, with the recognition that older persons were becoming an increasing proportion of the population and that their needs were not being formally addressed through existing programs, many groups began advocating on their behalf. Their actions led President Truman to initiate the first National Conference on Aging in 1950. Conferees called for government and voluntary agencies to accept greater responsibility for the problems and welfare of older persons. Further interest in the field of aging led President Eisenhower to create the Federal Council on Aging in 1956 to coordinate the activities of the various units of the federal government related to aging.

The beginning of a major thrust toward legislation along the lines of the later-enacted OAA was made at the 1961 White House Conference on Aging (WHCOA). The conferees called for a federal coordinating agency in the field of aging to be set up on a statutory basis, with adequate funding for coordinating federal efforts in aging, as well as a federal program of grants for community services specifically for the elderly.⁴⁹

In response to the WHCOA recommendations, Representative John Fogarty of Rhode Island and Senator Pat McNamara of Michigan introduced legislation in 1962 to establish an independent U.S. Committee on Aging to cut across the responsibilities of many departments and agencies, and create a program of grants for social services, research, and training that would benefit older persons. Because there were objections by the Administration to the creation of an independent federal agency on aging, the legislation was not enacted. Legislation introduced the following year by Representative Fogarty and Senator McNamara modified the 1962 proposal by creating within DHEW the AOA, which was to be under the direction of a Commissioner for Aging, appointed by the President with the approval of the Senate. However, the 1963 proposal was not enacted.

⁴⁹ U.S. Department of Health Education and Welfare, Special Staff on Aging, *The Nation and Its Older People, Report of the White House Conference on Aging, Jan. 9-12, 1961*, Washington, April 1961.

The OAA as introduced in 1965 basically paralleled the 1963 proposal. Sponsors emphasized how it would provide resources necessary for public and private social service providers to meet the social service needs of the elderly. The act received wide bipartisan support and was signed into law by President Johnson on July 14, 1965. In addition to creating AOA, the act authorized grants to states for community planning and services programs, as well as for research, demonstration, and training projects in the field of aging. In his remarks upon signing the bill, the President indicated that the legislation would provide “an orderly, intelligent, and constructive program to help us meet the new dimensions of responsibilities which lie ahead in the remaining years of this century. Under this program every state and every community can now move toward a coordinated program of services and opportunities for our older citizens.”⁵⁰

Major Amendments to the Older Americans Act

Since the original legislation was enacted in 1965, the OAA (P.L. 89-73) has been amended numerous times. The following provides a summary of major amendments to the OAA over the past four decades.

1960s

The first amendments to the act in 1967 extended authorization for the state grant program and for research, demonstration, and training programs created in 1965. In 1969, Congress added authority for a program of area-wide model projects to test new and varied approaches to meet the social service needs of the elderly. The 1969 amendments also authorized the foster grandparent and retired senior volunteer programs to provide part-time volunteer opportunities for the elderly. (Authority for volunteer programs was subsequently repealed and these programs were reauthorized under the Domestic Volunteer Service Act of 1973.)

1970s

Major amendments to the act occurred in 1972 with the creation of the national nutrition program for the elderly. The 1973 amendments represented a major shift in federal law with the establishment of substate area agencies on aging. For the first time, Congress authorized the creation of local agencies whose purpose is to plan and coordinate services for older persons and to act as advocates for programs on their behalf. These amendments also created legislative authority for the community service employment program for older Americans which had previously operated as a demonstration initiative under the Economic Opportunity Act. In 1974, Congress passed legislation to extend the national nutrition program for the elderly. The 1975 amendments extended the OAA through 1978, specifying certain services to receive funding priority under the state and area agency on aging program. In 1977, Congress made changes to the OAA nutrition program primarily related to surplus commodities.

The 1978 amendments represented a major structural change to the act when the separate grant programs for social services, nutrition services, and multipurpose senior center facilities were consolidated into one program under the authority of state and area agencies on aging. The intent of these amendments was to improve coordination among the various service programs under the

⁵⁰ Public Papers of the Presidents of the United States, *Lyndon B. Johnson*, vol. 2, Washington, 1965, p. 744.

act. Among other changes were requirements for establishing state long-term care ombudsman programs and a new Title VI authorizing grants to Indian tribal organizations for social and nutrition services to older Indians.

1980s

The 1981 amendments made modifications to give state and area agencies on aging (AAAs) more flexibility in the administration of their service programs. These amendments also emphasized the transition of participants to private sector employment under the community service employment program. In 1984, Congress enacted a number of provisions, including adding responsibilities for AOA; adding provisions designed to target services on low-income minority older persons; giving more flexibility to states regarding service funds allocations; and giving priority to the needs of Alzheimer's victims and their families. The 1986 amendments increased authorized appropriations to provide a higher per meal reimbursement rate and directed the Secretary of Agriculture and HHS to inform state, AAA's, and meal providers of their eligibility to participate in the National Commodity Processing Program.

The 1987 amendments expanded certain service components of the state and area agency program to address the special needs of certain populations. Congress authorized six additional distinct authorizations of appropriations for services: in-home services for the frail elderly; long-term care ombudsman services; assistance for special needs; health education and promotion services; services to prevent abuse, neglect and exploitation of older individuals; and outreach activities for persons who may be eligible for benefits under the supplemental security income (SSI), Medicaid and food stamp programs. Among other changes were provisions designed to give special attention to the needs of older Native Americans and persons with disabilities, emphasize targeting of services to those most in need, elevate the status of AOA within the Department of Health and Human Services (HHS), and liberalize eligibility of community service employment participants for other federal programs.

1990s

The 1992 amendments restructured some of the act's programs. A new Title VII, Vulnerable Elder Rights Protection Activities, was created to consolidate and expand certain programs that focus on protection of the rights of older persons. Title VII incorporated separate authorizations of appropriations for the long-term care ombudsman program; program for the prevention of elder abuse, neglect, and exploitation; elder rights and legal assistance development program; and outreach, counseling, and assistance for insurance and public benefit programs. In addition, provisions were included to strengthen requirements related to targeting of Title III services on special population groups. Other amendments authorized programs for assistance to caregivers of the frail elderly; clarified the role of Title III agencies in working with the for-profit sector; and required improvements in AOA data collection.

In 1993, Congress amended the OAA to establish an Assistant Secretary for Aging (formerly the Commissioner on Aging) within HHS, extended the time frame for convening the White House Conference on Aging, and made technical amendments to the act and several other acts.

2000s

The 2000 amendments were enacted after six years of congressional debate on reauthorization. P.L. 106-501 extended the act's programs through FY2005. These amendments authorized the National Family Caregiver Support Program under Title III; required the Secretary of the Department of Labor (DOL) to establish performance measures for the senior community service employment program; allowed states to impose cost-sharing for certain Title III services older persons receive while retaining authority for voluntary contributions by older persons toward the costs of services; and consolidated a number of previously separately authorized programs. In addition, the amendments required the President to convene a WHCOA by December 31, 2005.

In 2003, Congress amended the OAA to revise provisions for the Nutrition Services Incentives Program whereby maintaining access to commodities within the Department of Agriculture, but transferring authority for such program from the Department of Agriculture to AOA.

The 2006 amendments extended the act's programs through FY2011. Among other things, the law authorized the Assistant Secretary on Aging to designate an individual within AOA to be responsible for prevention of elder abuse, neglect and exploitation and to coordinate federal elder justice activities. It revised the formula for the allocation of Title III funds and revised the Title V community service employment program to place more emphasis on training of older individuals, while maintaining emphasis on employing them in community service activities. The law also required the Secretary of Labor to conduct a national competition for Title V funds every four years. The 2006 amendments also required states to conduct increased planning efforts related to the growing number of older people in coming decades; and focused attention on the needs of older people with limited English proficiency and those at risk of institutional placement. The law added authority for the Assistant Secretary on Aging to conduct several new demonstration programs under Title IV. Among these are demonstration projects for model projects to assist older people to age in place, including in Naturally Occurring Retirement Communities (NORCs).

Author Contact Information

Angela Napili
Information Research Specialist
anapili@crs.loc.gov, 7-0135

Kirsten J. Colello
Acting Section Research Manager
kcolello@crs.loc.gov, 7-7839

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