



**Congressional  
Research Service**

Informing the legislative debate since 1914

---

# Older Americans Act: FY2015 Appropriations Overview

**-name redacted-**

Information Research Specialist

**-name redacted-**

Specialist in Health and Aging Policy

April 20, 2015

**Congressional Research Service**

7-....

[www.crs.gov](http://www.crs.gov)

R43887

## Summary

The Older Americans Act (OAA) is the major federal vehicle for the delivery of social and nutrition services for individuals aged 60 and older. These include supportive services, congregate nutrition services (i.e., meals served at group sites such as senior 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.

The Administration on Aging (AOA), which is a program office under the Administration for Community Living (ACL) within the U.S. Department of Health and Human Services (HHS), administers most OAA programs. The exception is the Community Service Employment for Older Americans (CSEOA) program, which is administered by the U.S. Department of Labor (DOL). Funding for OAA programs is provided through the annual Departments of Labor, Health and Human Services, and Education, and Related Agencies (Labor-HHS-Education) Appropriations Act.

Since the enactment of OAA in 1965, Congress has reauthorized and amended the act numerous times. The last OAA reauthorization occurred in 2006, when Congress enacted the Older Americans Act Amendments of 2006 (P.L. 109-365), which extended the act's authorizations of appropriations for FY2007 through FY2011. The authorizations of appropriations for most OAA programs expired at the end of FY2011. However, Congress has continued to appropriate funding for OAA-authorized activities.

The FY2015 Consolidated and Further Continuing Appropriations Act (P.L. 113-235) funded OAA programs at \$1.878 billion, which was \$6.5 million (0.3%) more than FY2014 funding. The increase was due to new OAA funding for supportive services for Holocaust survivors (\$2.5 million) and an Elder Justice Initiative (\$4.0 million).

Title III programs received the largest proportion of OAA funding, with 70.7% of funding appropriated to congregate and home-delivered nutrition programs (commonly referred to as "meals on wheels"), supportive services, family caregivers, and health promotion activities. Almost one-fourth of OAA funding (23.1%) was allocated to Title V, the CSEOA Program. The remainder was allocated to AOA-administered activities under Titles II (Administration on Aging), IV (Activities for Health, Independence, and Longevity), VI (Grants for Native Americans), and VII (Vulnerable Elder Rights Protection Activities).

## Contents

Introduction.....	1
FY2015 Overview .....	2
OAA Funding History.....	4
FY2015 Legislative Activity.....	5
Continuing Resolutions .....	6
House Action, 113 <sup>th</sup> Congress.....	6
Senate Action, 113 <sup>th</sup> Congress .....	6
President’s Budget Request .....	7
FY2015 Funding: Selected OAA Programs and Issues .....	7
Community Service Employment for Older Americans.....	7
Holocaust Survivors Assistance.....	9
Aging and Disability Resource Centers.....	9
White House Conference on Aging .....	10

## Figures

Figure 1. Older Americans Act, FY2015 Funding.....	2
Figure 2. Total Funding for Older Americans Act Programs, FY2001-FY2015 .....	5

## Tables

Table 1. Funding for Older Americans Act (OAA) Programs: FY2013-FY2015.....	3
Table A-1. Authorizations of Appropriations for Older Americans Act Programs .....	11
Table B-1. Funding for the Older Americans Act (OAA) Programs: FY2006-FY2015 .....	14

## Appendixes

Appendix A. Older Americans Act: Authorizations of Appropriations .....	11
Appendix B. Older Americans Act Programs: FY2006-FY2015 Funding .....	13

## Contacts

Author Contact Information.....	20
---------------------------------	----

## Introduction

Originally enacted in 1965, the Older Americans Act (OAA) supports a wide range of social services and programs for individuals aged 60 years and older. These services include supportive services, congregate nutrition services (i.e., meals served at group sites such as senior centers, community centers, schools, churches, 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 contains seven titles. Except for Title V, Community Service Employment for Older Americans (CSEOA), all programs are administered by the Administration on Aging (AOA) in the Administration for Community Living (ACL) within the Department of Health and Human Services (HHS).<sup>1</sup> Title V is administered by the Department of Labor's (DOL's) Employment and Training Administration. As such, discretionary funding for OAA Titles II, III, IV, VI, and VII is provided in annual HHS appropriations; OAA Title V funding is provided in the annual DOL appropriations. Title I does not authorize appropriations.

Since the enactment of OAA, Congress has reauthorized and amended the act numerous times. In the past, OAA reauthorization has included extending the act's authorizations of appropriations for a five-year period. The last OAA reauthorization occurred in 2006, when Congress enacted the Older Americans Act Amendments of 2006 (P.L. 109-365), which authorized appropriations through FY2011. Although the authorizations of appropriations under the act expired at the end of FY2011, Congress has continued to appropriate funding for OAA-authorized programs and activities.

This report discusses OAA funding. It begins with an overview of OAA's FY2015 funding and provides a detailed breakdown of current-year funding for each of the act's programs and activities. The report then reviews OAA's funding history since FY2001. Next, it summarizes FY2015 legislative activity with respect to OAA appropriations. It concludes with a discussion of FY2015 funding decisions for selected OAA programs. The following appendixes provide more detailed OAA funding information and funding history.

- **Appendix A** shows the authorizations of appropriations for each title of the act as stipulated by the 2006 Older Americans Act Amendments (P.L. 109-365).
- **Appendix B** provides funding levels for OAA programs from FY2006 through FY2015.

For general background on DOL and HHS appropriations, see CRS Report R43236, *Labor, Health and Human Services, and Education: FY2014 Appropriations*. For more information about the Older Americans Act, see CRS Report R43414, *Older Americans Act: Background and Overview*.

---

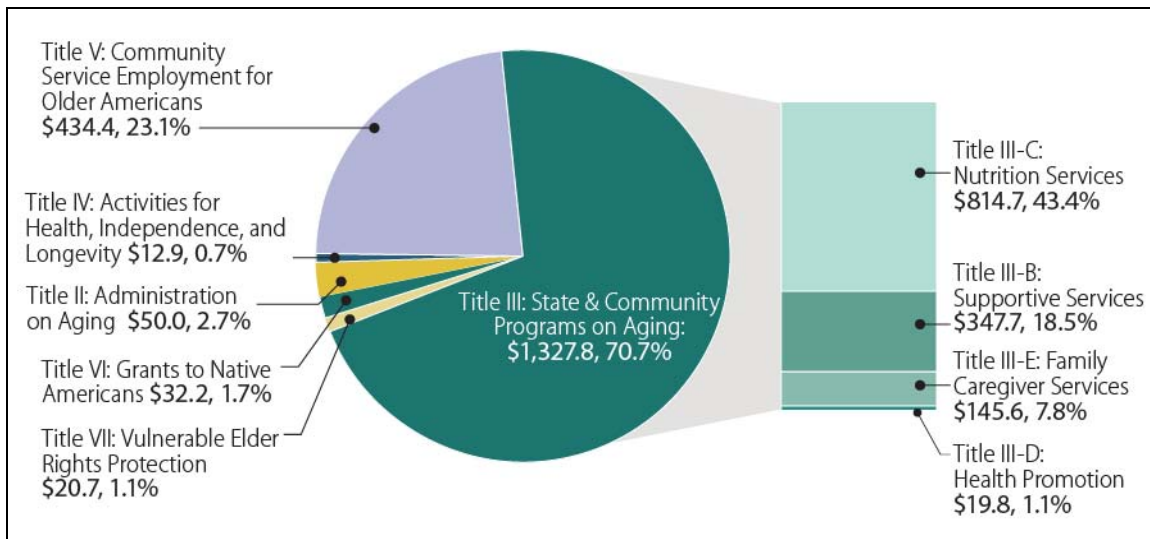
<sup>1</sup> On April 16, 2012, Department of Health and Human Services (HHS) Secretary Sebelius announced the creation of the Administration for Community Living (ACL), which brought together the Administration on Aging, the Office of Disability, and the Administration on Developmental Disabilities (renamed the Administration on Intellectual and Developmental Disabilities) into one agency, <https://web.archive.org/web/20150121155455/http://www.hhs.gov/news/press/2012pres/04/20120416a.html>. For more information on the ACL, see <http://www.acl.gov>.

## FY2015 Overview

The FY2015 Consolidated and Further Continuing Appropriations Act (P.L. 113-235) funded OAA programs at \$1.878 billion, which is \$6.5 million (0.3%) more than FY2014 funding. **Figure 1** shows the distribution of FY2015 OAA funding by title, with program level detail for Title III State and Community Programs on Aging. Title III programs received the largest proportion of OAA funding, with 70.7% of funding appropriated to nutrition, supportive services, family caregivers, and health promotion activities. Almost one-fourth of OAA funding (23.1%) was allocated to Title V, the CSEOA Program. The remaining funds were allocated to AOA-administered activities under Titles II (2.7%) and IV (0.7%), grants to Native Americans under Title VI (1.7%), and vulnerable elder rights protection activities under Title VII (1.1%).

**Figure 1. Older Americans Act, FY2015 Funding**

(funding in millions of dollars and as a percentage of total OAA funding, \$1.878 billion)



**Source:** “Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding Amendment to the Senate Amendment on H.R. 83, Consolidated and Further Continuing Appropriations Act, 2015,” House of Representatives, *Congressional Record*, vol. 160, no. 151, Book II (December 11, 2014), pp. H9838, H9846, H9878-H9880; personal communication with G. Steven Hagy, director, ACL Office of Budget and Finance, January 13, 2015.

**Note:** Sums may not total due to rounding.

For most OAA programs, FY2015 funding was the same as in FY2014, with two exceptions. Under Title IV, Aging Network Support Activities received \$2.5 million in new FY2015 funding for supportive services for Holocaust survivors living in the United States. Also under Title IV, Elder Rights Support Activities received \$4.0 million in new FY2015 funding for an Elder Justice Initiative.<sup>2</sup>

<sup>2</sup> For simplicity, this report includes FY2015 funding for the new Elder Justice Initiative under Title IV elder rights support activities; however, these funds are also authorized under the Older Americans Act (OAA) Section 751 and the Elder Justice Act (§2042(a) of the Social Security Act). For more information, see CRS Report R43707, *The Elder Justice Act: Background and Issues for Congress*, by (name redacted).

**Table 1** provides details of FY2013, FY2014, and FY2015 funding for OAA programs, as well as changes from FY2014 to FY2015. Changes are shown in millions of dollars and as a percentage (not adjusted for inflation).

**Table 1. Funding for Older Americans Act (OAA) Programs: FY2013-FY2015**

(\$ in millions, not adjusted for inflation)

	FY2013 <sup>a</sup>	FY2014 <sup>b</sup>	FY2015	+/- FY2014 to FY2015
<b>Title II: Administration on Aging</b>	<b>\$40.741</b>	<b>\$50.007</b>	<b>\$50.007</b>	<b>0</b>
Program Administration	21.771 <sup>c</sup>	30.035 <sup>d</sup>	30.035 <sup>d</sup>	0
Senior Medicare Patrol <sup>e</sup>	8.875	8.910	8.910	0
Aging Network Support Activities (Title II) <sup>f</sup>	2.724	3.661	3.661	0
Elder Rights Support Activities (Title II) <sup>g</sup>	1.277	1.282	1.282	0
Aging and Disability Resource Centers <sup>h</sup>	6.095	6.119	6.119	0
<b>Title III: Grants for State and Community Programs on Aging</b>	<b>\$1,281.470</b>	<b>\$1,327.815</b>	<b>\$1,327.815</b>	<b>0</b>
Congregate meals	416.104	438.191	438.191	0
Home-delivered meals	205.489	216.397	216.397	0
Nutrition services incentive grants	146.718	160.069	160.069	0
Supportive services and centers	347.724	347.724	347.724	0
Family caregivers	145.586	145.586	145.586	0
Disease prevention/health promotion	19.849	19.848	19.848	0
<b>Title IV: Activities for Health, Independence, and Longevity</b>	<b>\$7.291</b>	<b>\$6.392</b>	<b>\$12.892</b>	<b>+\$6.500</b> <b>+101.7%</b>
Aging Network Support Activities (Title IV) <sup>f</sup>	4.708	3.800	6.300	+2.500 +65.8%
Elder Rights Support Activities (Title IV) <sup>g</sup>	2.582	2.592	6.592	+4.000 +154.3%
<b>Title V: Community Service Employment for Older Americans</b>	<b>\$424.805</b>	<b>\$434.371</b>	<b>\$434.371</b>	<b>0</b>
<b>Title VI: Grants for Native Americans</b>	<b>\$32.188</b>	<b>\$32.189</b>	<b>\$32.189</b>	<b>0</b>
Supportive and nutrition services	26.157	26.158	26.158	0
Native American family caregivers	6.031	6.031	6.031	0
<b>Title VII: Vulnerable Elder Rights Protection Activities</b>	<b>\$20.658</b>	<b>\$20.658</b>	<b>\$20.658</b>	<b>\$0</b>
Long-term care ombudsman program	15.885	15.885	15.885	0
Elder abuse prevention	4.773	4.773	4.773	0
<b>Total: Older Americans Act Programs</b>	<b>\$1,807.153</b>	<b>\$1,871.432</b>	<b>\$1,877.932</b>	<b>+\$6.500</b> <b>+0.3%</b>

**Source:** "Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding the House Amendment to the Senate Amendment on H.R. 3547, Consolidated Appropriations Act, 2014," *Congressional Record*, daily edition, vol. 160, part 9 (January 15, 2014), pp. H1047, H1087-H1089; HHS, ACL, *Final FY 2013 ACL Funding Budget Information*, May 23, 2013, [http://www.acl.gov/About\\_ACL/](http://www.acl.gov/About_ACL/)

Budget/ACLFundingBudget2013.aspx; HHS, ACL, *Fiscal Year 2014 Justification of Estimates for Appropriations Committees*, April 10, 2013, pp. 23-24, 31-32, [http://www.acl.gov/About\\_ACL/Budget/docs/FY2014\\_ACL\\_CJ.pdf](http://www.acl.gov/About_ACL/Budget/docs/FY2014_ACL_CJ.pdf); DOL, FY2013 Operating Plan, <http://www.dol.gov/dol/budget/2014/PDF/2013OperatingPlanTable.pdf>; “Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding Amendment to the Senate Amendment on H.R. 83, Consolidated and Further Continuing Appropriations Act, 2015,” House of Representatives, *Congressional Record*, vol. 160, no. 151, Book II (December 11, 2014), pp. H9838, H9846, H9878-H9880; personal communication with G. Steven Hagy, Director, Office of Budget and Finance, ACL, February 13 and 14, 2014, January 13, 2015.

**Notes:**

- a. FY2013 amounts are the final year funding amounts after rescissions, sequestration, and transfers.
- b. FY2014 numbers reflect appropriated amounts before transfers. Per P.L. 113-76, Division H, Title II §206, the Administration in FY2014 had limited authority to transfer funds among HHS accounts. Under this authority, \$3.857 million was transferred out of OAA programs: \$3.466 million from the Nutrition Services Incentives Program; \$233,000 from ACL Program Administration; \$55,000 from Aging Network Support Activities; \$52,000 from ADRCs; \$29,000 from Elder Rights Support Activities; and \$22,000 from Senior Medicare Patrol. (Personal communication with G. Steven Hagy, Director, Office of Budget and Finance, ACL, April 2, 2015).
- c. Amount reflects program administration for all aging services programs administered by AOA, not just OAA programs.
- d. FY2014 and FY2015 amounts reflect program administration costs for aging and disability services programs administered by ACL, not just aging services programs administered by AOA as in prior years.
- e. In addition to OAA Title II funds, Health Care Fraud and Abuse Control (HCFAC) funds have historically been provided to the Senior Medicare Patrol. HCFAC funds are distributed to anti-fraud activities from the Medicare Trust Fund at the joint discretion of the HHS Secretary and Attorney General. HCFAC funds to the Senior Medicare Patrol totaled \$10.548 million in FY2013 and \$6.591 million in FY2014.
- f. Title II Aging Network Support Activities include the National Eldercare Locator and the Pension Counseling and Information Program. Title IV Aging Network Support Activities include the National Alzheimer’s Call Center, the National Education & Resource Center on Women & Retirement Planning, National Resource Centers on Native Americans, National Minority Aging Organizations, Multigenerational Civic Engagement, Program Performance and Technical Assistance, and (starting in FY2015) Holocaust Survivors Assistance. FY2014 and FY2015 Budget documents provide funds for the National Eldercare Locator and Multigenerational Civic Engagement together under a new “National Eldercare Locator and Engagement” line item. For simplicity, this report includes funds for “National Eldercare Locator and Engagement” under Title II Aging Network Support Activities.
- g. Title II Elder Rights Support Activities include the National Long-Term Care Ombudsman Resource Center and the National Center on Elder Abuse. Title IV Elder Rights Support Activities include Model Approaches to Statewide Legal Systems, National Legal Assistance and Support Projects, and (starting in FY2015) the new Elder Justice Initiative. FY2015 funding for a new Elder Justice Initiative may also be used for activities authorized under OAA Section 751 and the Elder Justice Act (§2042(a) of the Social Security Act).
- h. In addition to discretionary OAA Title II funds, §2405 of the Patient Protection and Affordable Care Act (ACA, P.L. 111-148, as amended) provided mandatory appropriations for ADRCs of \$10.0 million for each year from FY2010 to FY2014.

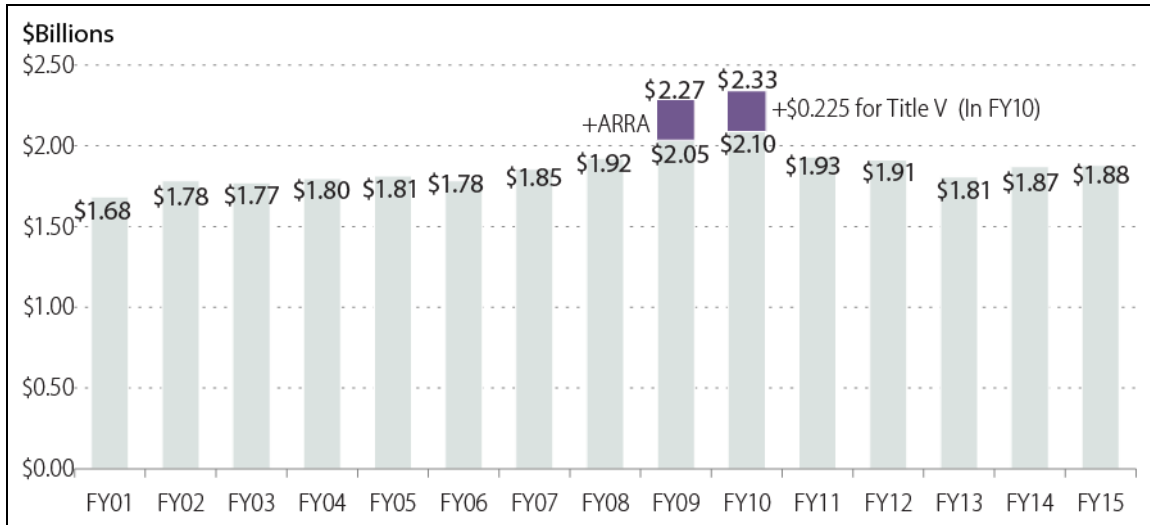
## OAA Funding History

Total discretionary funding for OAA programs increased slightly from FY2001 to FY2002, and remained relatively flat through FY2006. Annual increases in OAA program funding occurred from FY2006 to FY2010. Since then, overall OAA funding levels have remained below the FY2010 level (see **Figure 2**). OAA funding increased steadily from \$1.783 billion in FY2006 to \$2.328 billion in FY2010, an overall increase of 31% over this time period (not adjusted for inflation). Additional funding was provided in FY2009 under the American Recovery and Reinvestment Act (ARRA; P.L. 111-5). For FY2010, a one-time special appropriation funded the CSEOA Program to serve low-income seniors affected by the recession.



Total discretionary funding for OAA programs declined in FY2011 through FY2013, with FY2013 funding falling below the FY2007 level (\$1.807 billion in FY2013 compared with \$1.855 billion in FY2007). Most of the 5.5% reduction from FY2012 to FY2013 is attributable to sequestration.<sup>3</sup> For FY2014 and FY2015, total OAA funding was above the FY2013 level but slightly below the FY2012 level. (Amounts in this discussion are not adjusted for inflation). For more details on funding for OAA programs for FY2006 through FY2015, see **Appendix B**.

**Figure 2. Total Funding for Older Americans Act Programs, FY2001-FY2015**  
(\$ billions)



**Source:** Prepared by CRS based on appropriations legislation, committee reports, and agency operating plans. Amounts are nominal dollars (not adjusted for inflation).

**Note:** ARRA = American Recovery and Reinvestment Act (P.L. 111-5).

## FY2015 Legislative Activity

President Obama signed the Consolidated and Further Continuing Appropriations Act, 2015 (P.L. 113-235), on December 16, 2014, which provided \$1.878 billion in FY2015 funding for OAA programs and activities. As with the FY2014 Consolidated Appropriations Act, the FY2015 appropriations law reflected the new consolidated ACL account structure, rather than the previous AOA account structure. Consequently, in this report, FY2014 and FY2015 funding for OAA Title II “Program Administration” now reflect program administration costs for aging and disability services programs administered by ACL, not just aging services programs administered by AOA as in prior years.

<sup>3</sup> The Budget Control Act of 2011 (BCA; P.L. 112-25) tasked a Joint Select Committee on Deficit Reduction with developing a deficit reduction plan for Congress and the President to enact by January 15, 2012. The failure of Congress and the President to enact deficit reduction legislation by that date triggered an automatic spending reduction process that included sequestration. This sequestration affected OAA programs through a 5% reduction in non-exempt nondefense discretionary funding in FY2013. In addition, the Consolidated and Further Continuing Appropriations Act, 2013 (P.L. 113-6), which generally funded discretionary HHS and Department of Labor (DOL) programs for FY2013 at their FY2012 levels, also included an across-the-board rescission of 0.2% per Section 3004, as interpreted by the Office of Management and Budget (OMB).



## Continuing Resolutions

Prior to P.L. 113-235, FY2015 discretionary funding for most federal government agencies and activities (including OAA programs) was provided through three continuing resolutions (CRs):

- The Continuing Appropriations Resolution, 2015 (P.L. 113-164), signed September 19, 2014, provided temporary government-wide funding through December 11, 2014.
- P.L. 113-202, signed December 12, 2014, continued the temporary funding through December 13, 2014.
- P.L. 113-203, signed December 13, 2014, continued the temporary funding through December 17, 2014.

These CRs generally funded discretionary Labor-HHS-Education programs (including OAA programs) at the same rate and under the same conditions as in the FY2014 Consolidated Appropriations Act (P.L. 113-76), minus an across-the-board reduction of 0.0554%.

## House Action, 113<sup>th</sup> Congress

The House Appropriations Committee did not hold a subcommittee or full committee markup for a FY2015 Labor-HHS-Education appropriations bill. However, on September 15, 2014, the ranking Member of the House Appropriations Labor-HHS-Education Subcommittee introduced H.R. 5464, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 2015. The bill would have provided \$448.3 million for OAA Title V (CSEOA), \$13.9 million (3.2%) more than FY2014 funding. It would have funded OAA Title III senior nutrition programs at \$816 million, an increase of \$1.6 million, restoring those programs' funding to FY2012 levels.<sup>4</sup> The bill did not delineate specific dollar amounts for other OAA programs and activities. It was referred to the House Appropriations Committee and did not see further legislative action.

## Senate Action, 113<sup>th</sup> Congress

On June 10, 2014, the Senate Appropriations Labor-HHS-Education Subcommittee approved an FY2015 appropriations bill by voice vote.<sup>5</sup> It would have funded OAA programs at \$1.871 billion, similar to the FY2014 funding level. For most OAA programs, the bill proposed to fund OAA programs relative to their FY2014 levels, with two exceptions. The bill proposed a \$5.5 million (3.8%) increase in family caregiver funding under Title III and a \$5.9 million (3.7%) decrease in funding for the Nutrition Services Incentive Program.<sup>6</sup> The subcommittee also

---

<sup>4</sup> Rep. Rosa L. DeLauro, "Highlights of DeLauro FY15 Labor-HHS-Education Appropriations Bill," press release, September 15, 2014, <http://delauro.house.gov/images/pdf/09.12.14%20FY15%20Approps%20summary%20.pdf>.

<sup>5</sup> The bill was posted at <http://www.appropriations.senate.gov/sites/default/files/LHHS%20Bill%2087259.pdf>. On July 23, 2014, the Senate Appropriations Committee released the subcommittee-approved bill and draft subcommittee report, which was posted at <http://www.appropriations.senate.gov/sites/default/files/LHHS%20Report%20w%20Chart%2007REPT.PDF>.

<sup>6</sup> According to the draft subcommittee report, the amount is consistent with the FY2014 comparable level after accounting for the HHS transfer to the U.S. Department of Agriculture for the Nutrition Services Incentive Program for the purchase of commodities and related expenses (p. 161).

proposed \$10.0 million for a new Elder Justice Initiative, noting that this program was “authorized in the Elder Justice Act” (thus, the \$10.0 million is excluded from the OAA total above). The bill was not considered by the full committee and saw no further legislative action.

## **President’s Budget Request**

On March 4, 2014, President Obama released the Administration’s FY2015 budget request, which proposed \$1.819 billion for OAA programs (\$52.5 million, or 2.8%, less than the FY2014 funding level). The budget proposed that most OAA programs continue to be funded at their FY2014 levels, with the following exceptions:

- \$20.0 million in new mandatory funding for Aging and Disability Resource Centers (ADRCs), and no discretionary funding;
- \$380.0 million in discretionary funding (a \$54.4 million decrease from FY2014) for the CSEOA Program;
- \$5.0 million in new discretionary funding for a Holocaust Survivor Assistance Fund; and
- \$3.0 million in new discretionary funding for the White House Conference on Aging.

The FY2015 budget also requested \$25.0 million in new discretionary funding for an “Elder Justice Initiative” authorized jointly under OAA Sections 451 and 751 and the Elder Justice Act (§2042(a) of the Social Security Act). The ACL Budget Justification did not specify funding amounts under OAA authority; thus this figure is not included in the OAA total above. The FY2015 budget also proposed transferring the administration of the CSEOA program from DOL to ACL.

## **FY2015 Funding: Selected OAA Programs and Issues**

The following section highlights differences for selected OAA programs and issues among the FY2015 President’s budget request, the Senate subcommittee-approved FY2015 Labor-HHS-Education appropriations bill (Senate bill), the House minority FY2015 Labor-HHS-Education appropriations bill (H.R. 5464), and final FY2015 funding enacted under P.L. 113-235. These programs and issues include funding for the CSEOA program, Holocaust survivors’ support, Aging and Disability Resource Centers (ADRCs), and the White House Conference on Aging.

### **Community Service Employment for Older Americans**

Title V, Community Service Employment for Older Americans (CSEOA), also known as the Senior Community Service Employment Program (SCSEP), was established to promote useful part-time opportunities in community service activities for unemployed low-income persons aged 55 and older who have poor employment prospects.<sup>7</sup> The FY2015 budget request proposed to

---

<sup>7</sup> A directory of CSEOA programs is at DOL, CareerOneStop, Employment Training – Older Worker Program – SCSEP, <http://www.servicelocator.org/olderworkers>.

transfer responsibility for administering the CSEOA program from DOL to ACL, stating that participants would benefit from CSEOA's integration with other aging services programs administered by ACL. It also proposed \$380.0 million in funding for FY2015, which would be 13% less than FY2014.<sup>8</sup>

Of the 56 state and territorial grantees operating CSEOA programs, 17 are in state labor departments, whereas the remainder are in aging, senior services, or health and human services departments.<sup>9</sup> The FY2015 proposal noted that ACL shared CSEOA's mission of "helping older Americans maintain their independence (both economic independence and living arrangements) and active participation in communities" and that the transfer to ACL "would consolidate Federal oversight of the OAA under one department, streamlining operations and putting Federal administration of CSEOA in alignment with operations in the field."<sup>10</sup> Current law does not provide for such a transfer through administrative action alone; Congress would have to pass legislation authorizing such a transfer to take effect. The FY2012, FY2013, and FY2014 President's budget requests similarly proposed transferring CSEOA to ACL.

If placed in HHS, ACL would target the program to persons with the greatest need, to consider "all sources of income" in determining the eligibility of future enrollees, and to target funds to areas "where performance data indicate the potential for the largest impact." ACL also proposed restructuring CSEOA as a community service program, stating that in the past, CSEOA was administered alongside Workforce Investment Act programs designed to meet the needs of businesses and workers looking to advance in their careers. ACL found that the CSEOA program did not "fit well" in the Workforce Investment Act framework, because "the older SCSEP worker is not looking to build a resume but rather to increase his or her income and contribute to the community."<sup>11</sup>

The Senate bill would have funded CSEOA at the FY2014 level. In its draft report, the subcommittee recommended keeping CSEOA in DOL, similar to previous recommendations given in Labor-HHS-Education committee reports in each of FY2012 to FY2014.<sup>12</sup> H.R. 5464 would have funded CSEOA under the DOL account at \$448.3 million (\$13.9 million more than FY2014 funding). Final FY2015-enacted funding made no changes to CSEOA program administration. Thus, for FY2015 the program remains funded and administered under DOL, with the same appropriations as in FY2014. P.L. 113-235 also allowed the Secretary of Labor to reserve not more than 0.5% of the CSEOA appropriation for evaluation of the program.<sup>13</sup>

<sup>8</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, p. 81.

<sup>9</sup> DOL, *FY2015 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-11, <http://www.dol.gov/dol/budget/2015/PDF/CBJ-2015-V1-07.pdf>.

<sup>10</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, p. 81; DOL, *FY2015 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-11

<sup>11</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, pp. 38, 81-82.

<sup>12</sup> S.Rept. 112-176, p. 23. S.Rept. 112-84, pp. 18-19.

<sup>13</sup> P.L. 113-235, Division G, Section 107.

## Holocaust Survivors Assistance

ACL estimates that approximately 130,000 Holocaust survivors live in the United States, and of those, 25% live in poverty.<sup>14</sup> The President's FY2015 budget proposed \$5.0 million in OAA Title IV funding to establish a Holocaust Survivor Assistance Fund (the Fund), which would also receive matching dollars from private philanthropy. The Fund would have provided supportive services for Holocaust survivors, such as legal assistance and case management.<sup>15</sup> The Senate bill did not propose funding for the Holocaust Survivor Assistance Fund "due to budget constraints."<sup>16</sup> However, the draft report urged ACL to prioritize this population within its existing programs.<sup>16</sup> Similarly, H.R. 5464 did not specify funding for Holocaust survivors.<sup>17</sup> Although FY2015 final funding did not establish the budget's proposed Holocaust Survivor Assistance Fund, it did include \$2.5 million in new discretionary funding to provide supportive services for aging Holocaust survivors in FY2015.

## Aging and Disability Resource Centers

The aim of Aging and Disability Resource Centers (ADRCs) is to create "one-stop shop" single entry points for information about the range of public and private long-term services and supports (LTSS) available to consumers. ADRCs may provide counseling regarding public and private LTSS options, as well as access to public programs such as Medicaid and Department of Veterans Affairs programs. ADRCs also provide discharge planning and care transition services to help individuals remain in their own homes after a hospitalization, rehabilitation, or skilled nursing facility visit. There are currently more than 500 ADRC sites nationwide, operating in 50 states, two territories, and the District of Columbia. In FY2012, ADRCs had 5.2 million contacts with clients.<sup>18</sup> From FY2010 through FY2014, ADRCs received \$10 million in mandatory funding enacted under the Patient Protection and Affordable Care Act (ACA; P.L. 111-148, as amended), in addition to discretionary funding authorized under OAA Title II (\$6.1 million in FY2014).

The President's FY2015 budget proposed no FY2015 discretionary funding for ADRCs, and \$20.0 million each year for five years in renewed mandatory funding.<sup>19</sup> The budget justification noted that since 2003, AOA and the Centers for Medicare & Medicaid Services (CMS) have provided \$100 million "to develop the foundational infrastructure" for ADRC services. It also noted that with additional funding, some ADRC programs could assist states in meeting requirements for an enhanced federal matching rate under the Medicaid Balancing Incentive

---

<sup>14</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, p. 223.

<sup>15</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, p. 223.

<sup>16</sup> Senate Appropriations Committee, *Draft report for Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Bill, 2015*, pp. 159 and 165, <http://www.appropriations.senate.gov/sites/default/files/LHHS%20Report%20w%20Chart%2007REPT.PDF>.

<sup>17</sup> H.R. 5464 specified a total amount for ACL but did not break out amounts for ACL's OAA activities. Because the bill did not have an accompanying committee report or funding table, it is not clear whether Holocaust survivors' assistance would have been funded.

<sup>18</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, pp. 195, 197. A directory of ADRCs is available at the Aging and Disability Resource Center Technical Assistance Exchange website, <http://www.adrc-tae.org/tiki-index.php?page=ADRCLocator>.

<sup>19</sup> The FY2014 budget also proposed to eliminate discretionary OAA funding to ADRCs. For more background, see CRS Report R43423, *Older Americans Act: FY2014 Appropriations Overview*, by (name redacted) and (name redacted).

Payments Program.<sup>20</sup> The Senate bill would have provided \$6.1 million in discretionary funding for ADRCs. The Senate subcommittee also urged ACL to improve coordination among ADRCs, Area Agencies on Aging (AAAs), and Centers for Independent Living (CILs) to ensure that there is “no wrong door” for consumer access to long-term services and supports.<sup>21</sup> H.R. 5464 did not specify a particular dollar amount for ADRCs. Final FY2015-enacted funding provided \$6.1 million in discretionary funding to ADRCs, the same as the FY2014 discretionary amount.<sup>22</sup> It did not fulfill the President’s budget request for additional mandatory funding.

## White House Conference on Aging

In the past, the White House Conferences on Aging have offered an opportunity to focus national, state, and local attention on concerns of older individuals and have provided direction to federal policymakers. The precursor to the decennial White House conferences was the National Conference on Aging held in 1950 during the Truman Administration. Eleven years after this first national conference, the first White House Conference on Aging was held in 1961. Subsequent White House Conferences on Aging were held in every decade (in 1971, 1981, 1995, and 2005.)<sup>23</sup> The President’s FY2015 budget request proposed \$3.0 million, to be made available through FY2016, to hold a White House Conference on Aging in 2015. The Senate bill provided no dedicated funding for the conference, citing budget constraints. However, the draft report encouraged ACL to support the conference with existing resources from HHS, the White House, and across the federal government.<sup>24</sup> H.R. 5464 did not specify funding for the White House Conference on Aging.<sup>25</sup> Furthermore, no dedicated funding for the conference was provided in final FY2015-enacted appropriations.

The White House plans to hold the conference in 2015 in Washington, DC. The conference website notes that “without direct appropriations, the scale and scope of the Conference will differ from previous Conferences. However, as we go forward, we expect to use technology and other tools not available in the past to reach and engage more people than was previously possible.” The White House Conference on Aging will recognize the 80<sup>th</sup> anniversary of Social Security and the 50<sup>th</sup> anniversary of Medicare, Medicaid, and the Older Americans Act.<sup>26</sup> Policy areas highlighted include retirement security, healthy aging, long-term services and supports, and elder justice. Conference organizers have also announced regional forums and listening sessions to be held through the year to obtain input for the conference. For further information about conference activities, see <http://www.whitehouseconferenceonaging.gov>.

<sup>20</sup> HHS, ACL, *Fiscal Year 2015 Justification of Estimates for Appropriations Committees*, pp. 193-194. For background on the Medicaid Balancing Incentives Payments Program, see CRS Report R43328, *Medicaid Coverage of Long-Term Services and Supports*, by (name redacted) .

<sup>21</sup> Senate Appropriations Committee, Draft report for Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Bill, 2015, p. 163.

<sup>22</sup> In addition, ADRCs received \$10 million in annual mandatory funds from ACA for FY2014, subject to a 7.2% sequestration. Thus, for FY2014, total annual ADRC funding was \$15.4 million.

<sup>23</sup> HHS, ACL, *Administration on Aging (AoA) Historical Evolution of Programs for Older Americans*, [http://www.aoa.gov/AOA\\_programs/OAA/resources/History.aspx](http://www.aoa.gov/AOA_programs/OAA/resources/History.aspx).

<sup>24</sup> Senate Appropriations Committee, *Draft report for Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Bill*, 2015, p. 165.

<sup>25</sup> H.R. 5464 did not mention the conference. Because the bill did not have an accompanying committee report or funding table, it is not clear whether the conference would have been funded.

<sup>26</sup> 2015 White House Conference on Aging, <http://www.whitehouseconferenceonaging.gov/about/index.html>.

## Appendix A. Older Americans Act: Authorizations of Appropriations

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

**Table A-1. Authorizations of Appropriations for Older Americans Act Programs**

Older Americans Act Programs	Authorizations of Appropriations	OAA Section / U.S. Code Section
<b>Title II, Administration on Aging<sup>a</sup></b>		
Administration of the Act, Authority of Assistant Secretary	Such sums as may be necessary.	§205(c) / 42 U.S.C. 3016(c)
Administration on Aging	FY2007-FY2011, such sums as may be necessary.	§216(a) / 42 U.S.C. 3020f(a)
Eldercare Locator	FY2007-FY2011, such sums as may be necessary.	§216(b) / 42 U.S.C. 3020f(b)
Pension counseling and information program	FY2007-FY2011, such sums as may be necessary.	§216(c) / 42 U.S.C. 3020f(c)
<b>Title III, State and Community Programs on Aging</b>		
Supportive services and centers	FY2007-FY2011, such sums as may be necessary.	§303(a) / 42 U.S.C. 3023(a)
Congregate nutrition services	FY2007-FY2011, such sums as may be necessary.	§303(b)(1) / 42 U.S.C. 3023(b)(1)
Home-delivered nutrition services	FY2007-FY2011, such sums as may be necessary.	§303(b)(2) / 42 U.S.C. 3023(b)(2)
Disease prevention and health promotion	FY2007-FY2011, such sums as may be necessary.	§303(d) / 42 U.S.C. 3023(d)
Family caregiver support	FY2007, \$160 million; FY2008, \$165.5 million; FY2009, \$173 million; FY2010, \$180 million; FY2011, \$187 million.	§303(e) / 42 U.S.C. 3023(e)
Nutrition services incentive program	FY2007-FY2011, such sums as may be necessary.	§311(e) / 42 U.S.C. 3030a(e)
<b>Title IV, Activities for Health, Independence, and Longevity</b>		
	FY2007-FY2011, such sums as may be necessary.	§411(b) / 42 U.S.C. 3032(b)
<b>Title V, Community Service Senior Opportunities Act</b>		
Community Service Employment for Older Americans	FY2007-FY2011, such sums as may be necessary.	§517(a) / 42 U.S.C. 3056o(a)
<b>Title VI, Grants for Native Americans</b>		
Indian and Native Hawaiian programs	FY2007 and subsequent fiscal years, such sums as may be necessary.	§643(1) / 42 U.S.C. 3057n(1)
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.	§643(2) / 42 U.S.C. 3057n(2)



Older Americans Act Programs	Authorizations of Appropriations	OAA Section / U.S. Code Section
<b>Title VII, Vulnerable Elder Rights Protection Activities</b>		
<b>Subtitle A—State Programs</b>		
Long-term care ombudsman program	FY2007 and subsequent fiscal years, such sums as may be necessary.	§702(a) / 42 U.S.C. 3058a(a)
Elder abuse, neglect, and exploitation prevention program	FY2007 and subsequent fiscal years, such sums as may be necessary.	§702(b) / 42 U.S.C. 3058a(b)
Legal assistance development program	FY2007 and subsequent fiscal years, such sums as may be necessary.	§702(c) / 42 U.S.C. 3058a(c)
<b>Subtitle B—Native American Organization and Elder Justice Provisions</b>		
Native American elder rights program <sup>a</sup>	FY2007 and subsequent fiscal years, such sums as may be necessary.	§751(d) / 42 U.S.C. 3058aa(d)
Grants for state elder justice systems <sup>b</sup>	FY2007 and subsequent fiscal years, such sums as may be necessary.	§751(d) / 42 U.S.C. 3058aa(d)

**Source:** The Older Americans Act of 1965, P.L. 89-73, as amended. Includes the most recent amendments to the act, under the Older Americans Act Amendments of 2006 (P.L. 109-365).

**Notes:**

- a. Two provisions in the act require the Assistant Secretary to make certain amounts available for certain activities: §202(a)(18)(B) makes available to the National Long-Term Care Ombudsman Resource Center not less than the amount of resources made available to the National Long-Term Care Ombudsman Resource Center for FY2000. §202(d)(4) states that the Assistant Secretary shall make available to the National Center on Elder Abuse such resources as are necessary for the Center to carry out effectively the functions of the Center under this act and not less than the amount of resources made available to the Resource Center on Elder Abuse for FY2000.
- b. The act authorizes appropriations for Subtitle B, which includes the Native American elder rights program and grants for state elder justice systems.



## **Appendix B. Older Americans Act Programs: FY2006-FY2015 Funding**

**Table B-1** shows the funding history for OAA programs for FY2006 through FY2015. Amounts are not adjusted for inflation. The table includes several non-add lines—in italicized font with funding amounts in parentheses—for specific programs within a larger budget account (i.e., Nutrition Services).

**Table B-1. Funding for the Older Americans Act (OAA) Programs: FY2006-FY2015**

(\$ in millions)

OAA Programs	FY2006 <sup>a</sup>	FY2007 <sup>b</sup>	FY2008 <sup>c</sup>	FY2009 <sup>d</sup>	FY2010 <sup>e</sup>	FY2011 <sup>f</sup>	FY2012 <sup>g</sup>	FY2013 <sup>h</sup>	FY2014 <sup>i</sup>	FY2015
<b>Title II: Administration on Aging</b>	<b>\$30.812</b>	<b>\$31.518</b>	<b>\$49.653</b>	<b>\$60.390</b>	<b>\$64.252</b>	<b>\$40.075</b>	<b>\$43.160</b>	<b>\$40.741</b>	<b>\$50.007</b>	<b>\$50.007</b>
Program administration	17.688	18.385	18.064	18.696	19.976	19.939	23.063	21.771 <sup>i</sup>	30.035 <sup>k</sup>	30.035 <sup>k</sup>
Aging network support activities	13.124	13.133	31.589 <sup>l</sup>	41.694 <sup>m</sup>	44.276	2.891 <sup>n</sup>	2.886 <sup>n</sup>	2.274 <sup>n</sup>	3.661 <sup>n,o</sup>	3.661 <sup>n,o</sup>
Senior Medicare Patrol <sup>p</sup>	—	—	—	—	—	9.420	9.402	8.875	8.910	8.910
Aging and Disability Resource Centers <sup>p</sup>	—	—	—	—	—	6.469	6.457	6.095	6.119	6.119
Elder rights support activities <sup>q</sup>	—	—	—	—	—	1.355	1.352	1.277	1.282	1.282
<b>Title III: Grants for State and Community Programs on Aging</b>	<b>\$1,242.378</b>	<b>\$1,263.232</b>	<b>\$1,283.816</b>	<b>\$1,443.337<sup>r</sup></b>	<b>\$1,362.866</b>	<b>\$1,360.342</b>	<b>\$1,357.770</b>	<b>\$1,281.470</b>	<b>\$1,327.815</b>	<b>\$1,327.815</b>
Supportive services and centers	350.354	350.595	351.348	361.348	368.290	367.611	366.916	347.724	347.724	347.724
Family caregivers <sup>s</sup>	156.060	156.167	153.439	154.220	154.197	153.912	153.621	145.586	145.586	145.586
Disease prevention/health promotion	21.385	21.400	21.026	21.026	21.026	20.984	20.944	19.849	19.848	19.848
Nutrition services	714.579	735.070	758.003	906.743 <sup>t</sup>	819.353	817.835	816.289	768.311	814.657	814.657
<i>Congregate meals (non-add)</i>	<i>(385.054)</i>	<i>(398.919)<sup>u</sup></i>	<i>(410.716)</i>	<i>(499.269)<sup>v</sup></i>	<i>(440.718)</i>	<i>(439.901)</i>	<i>(439.070)</i>	<i>(416.104)</i>	<i>(438.191)</i>	<i>(438.191)</i>
<i>Home-delivered meals (non-add)</i>	<i>(181.781)</i>	<i>(188.305)<sup>u</sup></i>	<i>(193.858)</i>	<i>(246.459)<sup>w</sup></i>	<i>(217.644)</i>	<i>(217.241)</i>	<i>(216.830)</i>	<i>(205.489)</i>	<i>(216.397)</i>	<i>(216.397)</i>
<i>Nutrition services incentive grants (non-add)</i>	<i>(147.744)</i>	<i>(147.846)</i>	<i>(153.429)</i>	<i>(161.015)</i>	<i>(160.991)</i>	<i>(160.693)</i>	<i>(160.389)</i>	<i>(146.718)</i>	<i>(160.069)</i>	<i>(160.069)</i>

OAA Programs	FY2006 <sup>a</sup>	FY2007 <sup>b</sup>	FY2008 <sup>c</sup>	FY2009 <sup>d</sup>	FY2010 <sup>e</sup>	FY2011 <sup>f</sup>	FY2012 <sup>g</sup>	FY2013 <sup>h</sup>	FY2014 <sup>i</sup>	FY2015
<b>Title IV: Activities for Health, Independence, and Longevity<sup>x</sup></b>	<b>\$24.578</b>	<b>\$24.058</b>	<b>\$14.655</b>	<b>\$18.172</b>	<b>\$19.020</b>	<b>\$27.102</b>	<b>\$7.723</b>	<b>\$7.291</b>	<b>\$6.392</b>	<b>\$12.892</b>
Program Innovations	24.578	24.058	14.655	18.172	19.020	19.069	0	0	0	0
Elder rights support activities <sup>q</sup>	—	—	—	—	—	2.741	2.736	2.582	2.592	6.592
Aging network support activities <sup>y</sup>	—	—	—	—	—	5.292	4.988	4.708	3.800 <sup>o</sup>	6.300
<b>Title V: Community Service Employment for Older Americans</b>	<b>\$432.311</b>	<b>\$483.611<sup>u</sup></b>	<b>\$521.625</b>	<b>\$691.925<sup>z</sup></b>	<b>\$825.425<sup>aa</sup></b>	<b>\$449.100</b>	<b>\$448.251</b>	<b>\$424.805</b>	<b>\$434.371</b>	<b>\$434.371</b>
<b>Title VI: Grants to Native Americans</b>	<b>\$32.353</b>	<b>\$32.375</b>	<b>\$33.214</b>	<b>\$36.597<sup>bb</sup></b>	<b>\$34.092</b>	<b>\$34.029</b>	<b>\$33.965</b>	<b>\$32.188</b>	<b>\$32.189</b>	<b>\$32.189</b>
Supportive and nutrition services	26.116	26.134	26.898	30.208 <sup>cc</sup>	27.704	27.653	27.601	26.157	26.158	26.158
Native American caregivers	6.237	6.241	6.316	6.389	6.388	6.376	6.364	6.031	6.031	6.031
<b>Title VII: Vulnerable Elder Rights Protection Activities</b>	<b>\$20.142</b>	<b>\$20.156</b>	<b>\$20.633</b>	<b>\$21.383</b>	<b>\$21.880</b>	<b>\$21.839</b>	<b>\$21.797</b>	<b>\$20.658</b>	<b>\$20.658</b>	<b>\$20.658</b>
Long-term care ombudsman program	15.000	15.010	15.577 <sup>dd</sup>	16.327	16.825	16.793	16.761	15.885	15.885	15.885
Elder abuse prevention	5.142	5.146	5.056	5.056	5.055	5.046	5.036	4.773	4.773	4.773
Legal assistance	0	0	0	0	0	0	0	0	0	0
Native Americans elder rights program	0	0	0	0	0	0	0	0	0	0
<b>TOTAL Older Americans Act Programs</b>	<b>\$1,782.574</b>	<b>\$1,854.950</b>	<b>\$1,923.596</b>	<b>\$2,271.804<sup>ee</sup></b>	<b>\$2,327.535</b>	<b>\$1,932.487</b>	<b>\$1,912.666</b>	<b>\$1,807.153</b>	<b>\$1,871.432</b>	<b>\$1,877.932</b>

**Source:** 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.gpo.gov/fdsys/granule/CPRT-110HPRT39564/CPRT-110HPRT39564-DivisionA/content-detail.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-FY2013: HHS, *Department of Health and Human Services – FY2011 Operating Plans*; DOL, *Department of Labor, FY2011 Operating*

Plan, <http://www.dol.gov/dol/budget/2012/PDF/2011OperatingPlanTable.pdf>; personal communication with G. Steven Hagy, director, AOA/ACL Office of Budget and Finance, March 18 and May 16, 2011, April 4, 2012, May 30, 2013; HHS, AOA, Fiscal Year 2013 Justification of Estimates for Appropriations Committees, February 13, 2012, [http://acl.gov/About\\_ACL/Budget/docs/FY\\_2013\\_AoA\\_CJ\\_Feb\\_2012.pdf](http://acl.gov/About_ACL/Budget/docs/FY_2013_AoA_CJ_Feb_2012.pdf); personal communication with Michael Bernier, HHS Budget Office, May 16, 2012; HHS, ACL, *Final FY 2013 ACL Funding Budget Information*, May 23, 2013, [http://www.acl.gov/About\\_ACL/Budget/ACLFundingBudget2013.aspx](http://www.acl.gov/About_ACL/Budget/ACLFundingBudget2013.aspx); DOL, FY2013 Operating Plan, <http://www.dol.gov/dol/budget/2014/PDF/2013OperatingPlanTable.pdf>. Senior Medicare Patrol Program (HCFAC): U.S. Department of Health and Human Services and U.S. Department of Justice, *Health Care Fraud and Abuse Control Program, Annual Report*, <http://oig.hhs.gov/reports-and-publications/hcfac/index.asp>. FY2014: “Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding the House Amendment to the Senate Amendment on H.R. 3547, Consolidated Appropriations Act, 2014,” *Congressional Record*, daily edition, vol. 160, part 9 (January 15, 2014), pp. H1047, H1087-H1089; personal communication with G. Steven Hagy, director, ACL Office of Budget and Finance, February 13 and 14, 2014. FY2015: “Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding Amendment to the Senate Amendment on H.R. 83, Consolidated and Further Continuing Appropriations Act, 2015,” House of Representatives, *Congressional Record*, vol. 160, no. 151, Book II (December 11, 2014), pp. H9838, H9846, H9878-H9880; personal communication with G. Steven Hagy, director, ACL Office of Budget and Finance, January 13, 2015.

**Notes:**

- a. FY2006 amounts reflect two rescissions. (1) A 1% across-the-board reduction required by P.L. 109-148, Division B, Title III, Chapter 8, §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 AOA funds by \$0.9 million. It was authorized by §208 of P.L. 109-149.
- b. 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.
- c. 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). The table reflects this reduction.
- d. FY2009 figures include funds from both the FY2009 Omnibus Appropriations Act (P.L. 111-8) and the American Recovery and Reinvestment Act (ARRA, P.L. 111-5). OAA Programs received \$220.000 million from ARRA (\$100 million for AOA and \$120 million for DOL).
- e. FY2010 amounts reflect both appropriations and transferred funds, including the HHS Secretary’s transfer of \$224,298 from AOA to assist states with AIDS Drug Assistance Programs (ADAP). This was part of \$25 million that the Secretary reallocated and transferred in total from various HHS agencies to assist state ADAP programs with wait lists and cost containment. For more background on the transfer, see HHS, “Statement from Secretary Sebelius on Reallocating \$25 million for AIDS Drug Assistance,” press release, July 9, 2010, <http://wayback.archive-it.org/3926/20131018160659/http://www.hhs.gov/news/press/2010pres/07/20100709c.html>, and HHS, Health Resources and Services Administration, *Fiscal Year 2012 Justification of Estimates for Appropriations Committees*, p. 261, <http://www.hrsa.gov/about/budget/budgetjustification2012.pdf>.
- f. FY2011 full-year continuing resolution (CR) P.L. 112-10 specified funding levels for some, but not all, OAA and other AOA-administered programs. For programs not specifically mentioned in the CR, AOA had some discretion in how to allocate FY2011 funds. The CR required agencies, within 30 days of enactment, to submit expenditure and operating plans to congressional appropriations committees, at a level of detail below the account level. FY2011 amounts reflect the 0.2% across-the-board rescission required by §1119. See HHS, *Department of Health and Human Services – FY2011 Operating Plans*.
- g. P.L. 112-74, the FY2012 Consolidated Appropriations Act, Division F, §527, applied a 0.189% across-the-board rescission to most Labor-HHS-Education accounts, including OAA and AOA accounts. The table reflects this rescission.
- h. FY2013 amounts reflect sequestration pursuant to the Budget Control Act of 2011 (P.L. 112-25) and the American Taxpayer Relief Act of 2012 (ATRA; P.L. 112-240); the across-the-board rescission of 0.2% required by the Consolidated and Further Continuing Appropriations Act, 2013 (P.L. 113-6, §3004), and transfers.

- i. FY2014 numbers reflect appropriated amounts before transfers. Per P.L. 113-76, Division H, Title II §206, the Administration in FY2014 had limited authority to transfer funds among HHS accounts. Under this authority, \$3.857 million was transferred out of OAA programs: \$3.466 million from the Nutrition Services Incentives Program; \$233,000 from ACL Program Administration; \$55,000 from Aging Network Support Activities; \$52,000 from ADRCs; \$29,000 from Elder Rights Support Activities; and \$22,000 from Senior Medicare Patrol. (Personal communication with G. Steven Hagy, Director, Office of Budget and Finance, ACL, April 2, 2015).
- j. This is the amount for AOA program administration. In addition to several OAA programs, AOA administers several programs under non-OAA authorities, such as the Public Health Service Act (PHSA) and the Medicare Improvements for Patients and Providers Act (MIPPA). This amount reflects program administration for all those programs, not just OAA programs. (Personal communication with G. Steven Hagy, Director, ACL Office of Budget and Finance, May 30, 2013.)
- k. FY2014 and FY2015 amounts reflect program administration costs for aging and disability services programs administered by ACL, not just aging services programs administered by AOA as in prior years.
- l. The FY2008 Consolidated Appropriations Act (P.L. 110-161) provided \$16.2 million in Title II funds under Aging Network support for the Choices for Independence Initiative (after a 1.747% across-the-board reduction). This initiative included newly authorized provisions of the OAA 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, which authorizes funds for training, research, and demonstration projects.
- m. The Omnibus Appropriations Act, 2009 (P.L. 111-8) provided \$28.0 million for the Choices for Independence Initiative under Title II Aging Network Support Activities. The Bush Administration’s FY2009 budget request would have similarly funded Choices for Independence under Title IV. Choices for Independence was subsequently renamed “Health and Long-Term Care Programs” in the Obama Administration’s FY2010 budget request.
- n. Several activities that were previously included under Aging Network Support Activities are listed under separate line items starting in FY2011. These activities include the Senior Medicare Patrol Program, ADRCs, the National Center on Elder Abuse (now under Elder rights support activities), and the National Long-Term Care Ombudsman Resource Center (now under Elder rights support activities). For FY2011 through FY2015, Title II Aging Network Support Activities include only the National Eldercare Locator and the Pension Counseling and Information Program.
- o. FY2014 and FY2015 Budget documents provide funds for the National Eldercare Locator (authorized under OAA Title II §216(b)) and Multigenerational Civic Engagement (authorized under OAA Title IV §417) together under a new “National Eldercare Locator and Engagement” line item. For simplicity, this table includes funds for “National Eldercare Locator and Engagement” under Title II Aging Network Support Activities.
- p. Prior to FY2011, Title II funds to Senior Medicare Patrol and ADRCs were included in the total for Aging Network Support Activities. In addition to discretionary funding, the Senior Medicare Patrol Program receives Health Care Fraud and Abuse Control (HCFAC) funds, which are distributed for anti-fraud activities from the Medicare Trust Fund at the joint discretion of the HHS Secretary and Attorney General. In addition to ADRC discretionary funding under Title II, §2405 of the Patient Protection and Affordable Care Act (ACA, P.L. 111-148, as amended) provided mandatory appropriations for ADRCs of \$10.0 million for each year from FY2010 to FY2014.
- q. Elder rights support activities include the National Center on Elder Abuse (authorized under Title II), the National Long-Term Care Ombudsman Resource Center (authorized under Title II), Model Approaches to Statewide Legal Assistance (authorized under Title IV), and National Legal Assistance and Support Projects (authorized under Title IV). Prior to FY2011, funding for these programs was included in totals for Aging Network Support Activities and Program Innovations. Starting in FY2015, elder rights support activities also include the new Elder Justice Initiative. For simplicity, this table counts FY2015 funding for the new Elder Justice Initiative under Title IV elder rights support activities; however, these funds may also be used for activities authorized under OAA Section 751 and the Elder Justice Act (§2042(a) of the Social Security Act).

- r. 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 ARRA.
- s. Funding for Native American family caregiving is shown in Title VI.
- t. 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 ARRA.
- u. Funding level was specified in P.L. 110-5, Revised Continuing Appropriations Resolution, 2007.
- v. 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 ARRA.
- w. 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 ARRA.
- x. The Older Americans Act Amendments of 2006 (P.L. 109-365) renamed Title IV, formerly titled “Training, Research, and Discretionary Projects and Programs.” Many activities under Title IV are, at times, also referred to as “Program Innovations.”
- y. Title IV Aging Network Support Activities include the National Alzheimer’s Call Center; the National Education & Resource Center on Women & Retirement Planning; National Resource Centers on Native Americans; National Minority Aging Organizations and National Technical Assistance Resource Center for Lesbian, Gay, Bisexual, and Transgender Elders; Multigenerational Civic Engagement; and Program Performance and Technical Assistance. In AOA budget documents prior to FY2012, funding for these programs was provided under Program Innovations. (In this report, for comparability, the FY2011-FY2013 columns reflect the categorizations in FY2012 and FY2013 appropriations documents.) Starting in FY2015, Title IV Aging Network Support Activities also includes Holocaust Survivors Assistance.
- z. 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 ARRA.
  - aa. The FY2010 Title V funding level included \$225 million that, according to the Department of Labor (DOL), “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.” DOL, *FY2011 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans (CSEOA)*, p. CSEOA-2.
  - bb. 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 ARRA.
  - cc. 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 ARRA.
  - dd. 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.
  - ee. Total FY2009 funding for OAA 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 ARRA.





## **Author Contact Information**

(name redacted)  
Information Research Specialist  
/redacted/@crs.loc.gov, 7-....

(name redacted)  
Specialist in Health and Aging Policy  
/redacted/@crs.loc.gov, 7-....

# EveryCRSReport.com

The Congressional Research Service (CRS) is a federal legislative branch agency, housed inside the Library of Congress, charged with providing the United States Congress non-partisan advice on issues that may come before Congress.

EveryCRSReport.com republishes CRS reports that are available to all Congressional staff. The reports are not classified, and Members of Congress routinely make individual reports available to the public.

Prior to our republication, we redacted names, phone numbers and email addresses of analysts who produced the reports. We also added this page to the report. We have not intentionally made any other changes to any report published on EveryCRSReport.com.

CRS reports, as a work of the United States government, are not subject to copyright protection in the United States. Any CRS report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS report may include copyrighted images or material from a third party, you may need to obtain permission of the copyright holder if you wish to copy or otherwise use copyrighted material.

Information in a CRS report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to members of Congress in connection with CRS' institutional role.

EveryCRSReport.com is not a government website and is not affiliated with CRS. We do not claim copyright on any CRS report we have republished.