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Older Americans Act: Background and Overview

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May 2, 2016

Congressional Research Service

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R43414

Contents

Introduction	1
Older Americans Act: Current Law	1
Title I. Declaration of Objectives; Definitions	1
Title II. Administration on Aging	2
Aging and Disability Resource Centers	3
Senior Medicare Patrol Program	4
Title III. Grants for State and Community Programs on Aging	4
Title IV. Activities for Health, Independence, and Longevity	5
Title V. Community Service Employment for Older Americans	6
Title VI. Grants for Services for Native Americans	7
Title VII. Vulnerable Elder Rights Protection Activities	8
FY2016 Appropriations Overview	8
OAA Funding History	9

Figures

Figure 1. The Aging Network.....	3
Figure 2. Older Americans Act, FY2016 Discretionary Appropriations	9
Figure 3. Total Discretionary Funding for Older Americans Act Programs, FY2007-FY2016	10

Tables

Table A-1. Discretionary Budget Authority for the Older Americans Act (OAA) Programs: FY2007-FY2016	12
--------------------------------------------------------------------------------------------------------------	----

Appendixes

Appendix A. Older Americans Act Programs: FY2007-FY2016 Funding.....	11
----------------------------------------------------------------------	----

Contacts

Author Contact Information	16
----------------------------------	----

Introduction

The Older Americans Act (OAA) supports a wide range of social services and programs for individuals aged 60 years or older. These include supportive services, congregate nutrition services (i.e., 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 (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). Title V is administered by the Department of Labor's (DOL's) Employment and Training Administration.

The OAA has been reauthorized and amended numerous times since it was first enacted in 1965. In the 114th Congress, both the House and the Senate considered bipartisan legislation that would reauthorize the OAA for a three-year period. On April 19, 2016, President Barack Obama signed P.L. 114-144 (S. 192), the Older Americans Act Reauthorization Act of 2016. P.L. 114-144 authorizes appropriations for OAA programs for FY2017 to FY2019.¹ Prior to enactment of P.L. 114-144, the Older Americans Act Reauthorization of 2016, the last OAA reauthorization occurred in 2006, when the Older Americans Act Amendments of 2006 (P.L. 109-365) was enacted, extending the act's authorizations of appropriations through FY2011 (authorizations of appropriations for most OAA programs, expired on September 30, 2011). OAA-authorized activities have continued to receive funding for FY2012 through FY2016.

The following provides an overview of the Older Americans Act. It briefly describes the act's titles, highlighting selected provisions followed by FY2016 appropriations and a funding history.

Older Americans Act: Current Law

The OAA statutory language contains seven titles, which are summarized in this section, highlighting selected activities. Funding for most OAA programs is provided in annual HHS appropriations; OAA Title V is part of annual DOL appropriations. The next section provides information on FY2016 appropriations and the act's funding history.² **Appendix A** provides detailed OAA program budget authority for FY2007 through FY2016.

Title I. Declaration of Objectives; Definitions

Title I of the OAA sets out broad social policy objectives oriented toward improving the lives of all older Americans, including adequate income in retirement, the best possible physical and mental health, opportunity for employment, and comprehensive long-term care services, among other things. Also, Title I provides definitions for various terms under the act. Title I does not authorize appropriations.

¹ For more information on the OAA 2016 reauthorization see CRS Report R44485, *Older Americans Act: 2016 Reauthorization*.

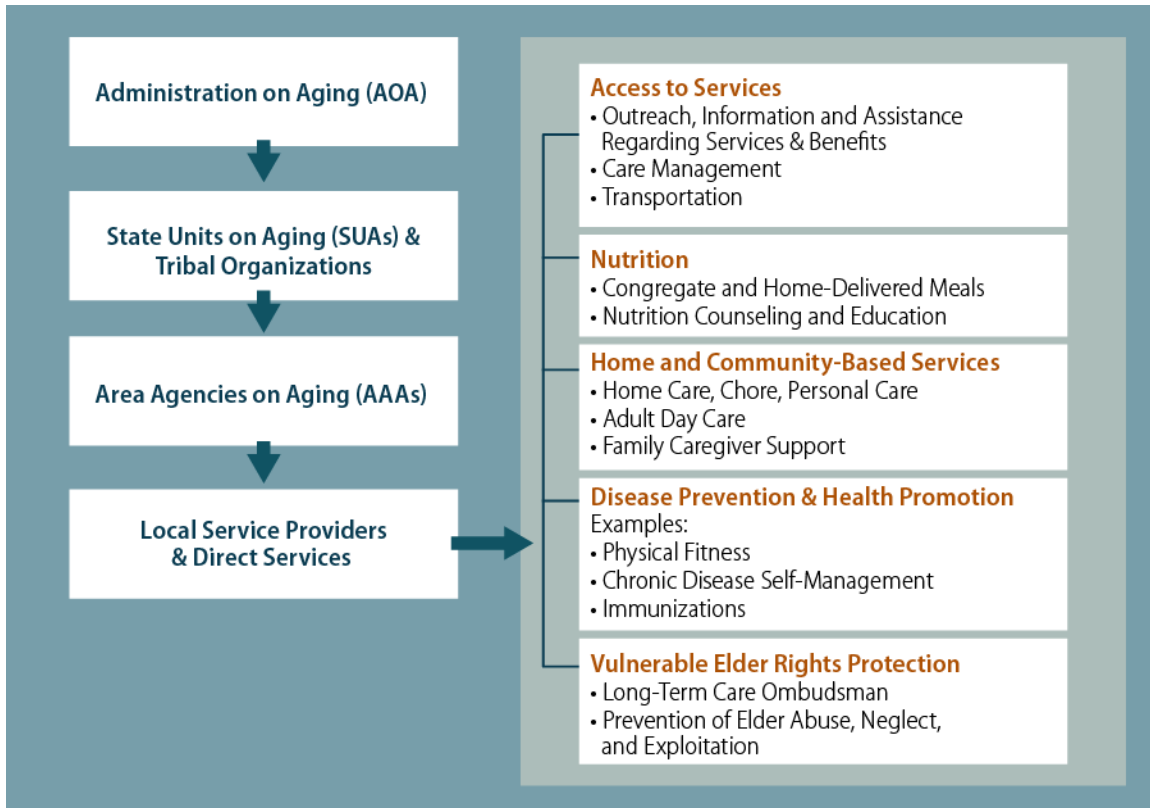
² The funding amounts described in this report are in budget authority.

Title II. Administration on Aging

Title II establishes the Administration on Aging (AOA) as the chief federal agency advocating 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. Title II also establishes State Units on Aging (SUAs), who serve as the state agency primarily responsible for planning and policy development as well as administration of OAA activities. In addition, the act authorizes the Assistant Secretary to make grants to eligible tribal organizations for social and nutrition services to older Native Americans.

Title II also establishes Area Agencies on Aging (AAAs), which are designated by SUAs to operate within specified planning and service areas. AAAs serve as local entities who, either directly or through contract with local service providers, oversee a comprehensive and coordinated service system for the delivery of social, nutrition, and long-term services and supports to older individuals. Collectively, these 56 SUAs, over 600 AAAs and 260 tribal and Native Hawaiian organizations, and almost 20,000 aging and social service providers in local communities comprise the Aging Network (see **Figure 1**).³ With respect to the distribution of federal funding, AOA allocates federal funds authorized under OAA statutory funding formulas to SUAs and tribal organizations. SUAs, in turn, award these funds to AAAs based on an intrastate funding formula developed in accordance with AOA guidelines and approved by the Assistant Secretary.

³ The 56 State Units on Aging include the 50 states, 5 U.S. territories, and the District of Columbia. U.S. Department of Health and Human Services, Administration for Community Living, *The Older Americans Act: Aging Well Since 1965*, <http://acl.gov/NewsRoom/Observances/OAA50/docs/OAA-Brief-Final.pdf>http://acl.gov/About_ACL/Budget/docs/FY_2016_ACL_CJ.pdf.

Figure I. The Aging Network

Source: Prepared by the Congressional Research Service.

Discretionary funding authorized under Title II goes toward program administration and Aging and Disability Resource Centers (ADRCs), described in greater detail below, as well as other authorized activities that support the Aging Network and Elder Rights activities (see textbox entitled “OAA Title II: Aging Network and Elder Rights Support Activities”). Program administration funding for all Administration for Community Living (ACL) programs, which includes those authorized by the OAA, were funded at \$40.1 million in FY2016.

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 options counseling regarding public and private LTSS, and provide access to public programs such as Medicaid and Department of Veterans Affairs programs. ADRCs may 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 over 500 ADRC sites nationwide, operating in 50 states, three territories, and the District of Columbia.⁴ Funding to ADRCs was \$6.1 million in FY2016.

⁴ U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2016 Justification of Estimates for Appropriations Committees*, p. 209. 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>.

Senior Medicare Patrol Program

Also authorized under Titles II and IV (Sections 201, 201, and 411) of the OAA is the Senior Medicare Patrol (SMP) Program, which funds projects that educate older Americans and their families to recognize and report Medicare and Medicaid fraud. Beginning in FY2016, discretionary funding under ACL's budget authority is no longer provided for SMP. Instead, FY2016 appropriations language fully funds SMP activities under discretionary appropriations from the Center's for Medicare & Medicaid Services (CMS) Health Care Fraud and Abuse Control (HCFAC) account. This account distributes funding to various anti-fraud activities from the Medicare Trust Fund at the joint discretion of the HHS Secretary and Attorney General, and distributes certain discretionary appropriations at the discretion of Congress. Total SMP funding for the program was \$17.6 million in FY2015. ACL estimates FY2016 SMP funding at the same level.⁵

OAA Title II: Aging Network and Elder Rights Support Activities

The following OAA programs and activities receive discretionary funding under OAA Title II:

Aging Network Support Activities

- *The National Eldercare Locator and Engagement* assists individuals, through a nationwide toll-free phone number and website, in identifying community resources for older persons (<http://www.eldercare.gov>, or 1-800-677-1116). It also supports model programs in senior civic engagement and volunteer engagement (FY2016 funding is \$2.0 million).
- *The Pension Counseling and Information Program* provides funds to six regional counseling projects that help older Americans learn about and receive the retirement benefits to which they are entitled. This program also supports the National Education and Resource Center on Women and Retirement Planning, which provides workshops and information on financial education and retirement planning for women (FY2016 funding is \$1.9 million.)

Elder Rights Support Activities

- *The National Center on Elder Abuse* provides information to the public and professionals regarding elder abuse prevention activities, and provides training and technical assistance to state elder abuse agencies and to community-based organizations (<http://www.ncea.aoa.gov>, FY2016 funding is \$765,000).
- *The National Long-Term Care Ombudsman Resource Center* provides training and technical assistance to state and local long-term care ombudsmen (<http://www.ltombudsman.org>, FY2016 funding is \$516,000).

Source: U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, pp. 87-93, and 151-158.

Note: ACL reported combined program funding for the National Eldercare Locator and civic engagement under *National Eldercare Locator and Engagement*; however, civic engagement activities are authorized under OAA Title IV, Section 417, and included under Title II activities for simplicity.

Title III. Grants for State and Community Programs on Aging

Title III authorizes grants to 56 SUAs and over 600 AAAs to act as advocates on behalf of, and to coordinate programs for, older persons. Title III accounted for 70.7% of the OAA's total FY2016 funding (\$1.353 billion out of \$1.915 billion). States receive separate allotments of funds based on a statutory funding formula for supportive services and centers, family caregiver support, congregate nutrition, home-delivered nutrition, the nutrition services incentive grant program, and

⁵ U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 145, http://acl.gov/About_ACL/Budget/docs/FY_2017_ACL_CJ.pdf.

disease prevention and health promotion services.⁶ The OAA allows states some flexibility to transfer funds among Title III programs. For example, in FY2014, states collectively transferred a net total of \$77.3 million from congregate nutrition to either supportive services or home-delivered nutrition.⁷

Title III services are available to all persons aged 60 and older, but are targeted at those with the greatest economic or social need, particularly low-income and minority persons, older individuals with limited English proficiency, and older persons residing in rural areas. Means testing is prohibited. Participants are encouraged to make voluntary contributions for services they receive. States are allowed to implement cost-sharing policies for certain services on a sliding-scale fee basis, but older persons must not be denied services due to failure to make cost-sharing payments. State, local, and private funding sources also supplement federal OAA funds for these services.

In 2014, the most recent year for which data are available, 10.9 million older persons were served by Title III programs.⁸ Title III services included the provision of 138.0 million home-delivered meals; 80.3 million congregate meals; 22.2 million rides to medical appointments, grocery stores, and other activities; 36.5 million hours of personal care, homemaker, and chore services; and 8.5 million hours of adult day care/adult day health services in FY2014.

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.⁹ Over the years, Title IV has supported a wide range of research and demonstration projects, including those related to income, health, housing, retirement, and long-term services and supports, as well as projects on career preparation and continuing education for personnel in the field of aging. Title IV activities received \$16.7 million in discretionary funding FY2016. Funding provided under Title IV goes toward various activities that are designed to support health, independence, and longevity of older individuals (see textbox entitled “OAA Title IV: Activities for Health, Independence, and Longevity”).¹⁰

⁶ State allotments for Title III programs are listed at HHS, ACL, *State and Tribal Funding Allocations*, http://acl.gov/About_ACL/Allocations/OAA.aspx.

⁷ U.S. Department of Health and Human Services, Administration for Community Living, *FY2014 Report to Congress*, prepared by the Administration on Aging, Administration for Community Living, p. 18.

⁸ *Ibid.*, p. 9.

⁹ A compendium of many past Title IV grant projects is at <http://www.aoa.acl.gov/Grants/Compendium/index.aspx>.

¹⁰ Also authorized under Title IV, Section 411, are Falls Prevention activities and the Alzheimer’s Disease Initiative – Specialized Supportive Services. Funding for these programs and activities for FY2016 were provided under mandatory funding for the Prevention and Public Health Fund.

OAA Title IV: Activities for Health, Independence, and Longevity

The following OAA programs and activities receive discretionary funding under Title IV authorities:

Ageing Network Support Activities

- *The National Alzheimer's Call Center* is staffed by customer service workers and social workers; it provides free information, referrals, and counseling for persons with Alzheimer's disease, their families, and caregivers (FY2016 funding is \$945,000).
- *National Resource Centers on Native American Elders* provide research and technical information on health, long-term services and supports, elder abuse, mental health, and other issues relevant to older Native Americans (FY2016 funding is \$655,000).
- *National Minority Aging Organizations Technical Assistance Centers* provide culturally and linguistically appropriate information on health promotion and disease prevention for Asian-Pacific American, Native American, Hispanic, and African-American older individuals, and older lesbian, gay, bisexual, and transgender (LGBT) persons (FY2016 funding is \$1.2 million).
- *Program Performance and Technical Assistance* supports the development of outcome measures and performance measurement tools to assess the results of OAA programs (FY2016 funding is \$799,000).
- *Holocaust Survivor's Assistance* provides supportive services for aging Holocaust survivors living in the United States (FY2016 funding is \$2.5 million).

Elder Rights Support Activities

- *Legal Assistance and Supports* funds two different activities. First, Model Approaches help states integrate Adult Protective Services into broader state legal service delivery networks. Second, Legal Assistance and Support grants fund services to professionals and advocates working in legal, elder rights, and aging and disability services to further develop resources available to older individuals with social or economic needs (FY2016 funding is \$2.6 million).
- *Elder Justice/Adult Protective Services (APS)* provides funding for demonstration grants to states to enhance their APS Systems, technical assistance to states with regard to the national APS data collection effort, and research in the areas of elder abuse, neglect, and exploitation (FY2016 funding is \$8.0 million).

Source: U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, pp. 87-93, and 151-158.

Note: FY2016 funding for the Elder Justice Initiative may also be used for activities authorized under OAA Sections 751 and the Elder Justice Act (§2042(a) of the Social Security Act).

Title V. 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), has as its purpose the promotion of useful part-time opportunities in community service activities for unemployed low-income¹¹ persons who are 55 years or older and who have poor employment prospects. The Title V program is administered by DOL's Employment and Training Administration; it is the only OAA program not administered by HHS under ACL. For FY2016, Title V represented 22.7% of OAA discretionary funding (\$434.4 million out of \$1.915 billion). DOL allocates Title V funds for grants based on a statutory funding formula to state agencies in all 50 states, the District of Columbia, Puerto Rico, and the U.S. territories, and to national organizations. There is a 10% nonfederal match requirement for Title V grant activities.

SCSEP participants are placed in part-time positions working in a variety of community service activities, such as in day care centers, senior centers, schools, and hospitals.¹² Participants work part-time and receive on-the-job experience and skills. The program operates on a program year

¹¹ Participants' incomes must be no greater than 125% of the federal poverty guidelines, 20 C.F.R. §641.500.

¹² U.S. Department of Labor, *Senior Community Service Employment Program*, <http://www.doleta.gov/Seniors/>.

(PY) basis from July 1 through June 30.¹³ For PY2014 (ending June 30, 2015), the CSEOA program supported 44,790 job slots, serving 67,356 participants, at a cost of \$6,449 per participant.¹⁴ 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, transportation for employment purposes (under certain circumstances), and placement assistance into unsubsidized jobs. In PY2014, 46% of participants who exited the program found employment in the following quarter; of those, 74% remained employed through the next two quarters.¹⁵

On September 1, 2010, DOL promulgated a final rule implementing changes made by the 2006 OAA amendments.¹⁶ These changes include a 48-month limit on individual participation, increases in funds available for training and supportive services, and a requirement that national grants recompile every four years, among other changes. A competition for national grantees is being conducted for PY2016.¹⁷

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 ACL 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 Americans aged 60 and older. In FY2015 grants were awarded to 264 tribal organizations representing 400 Indian tribes, including one organization serving Native Hawaiian elders.¹⁸ The program provides services such as transportation, home-delivered and congregate nutrition services, information and referral, and a wide range of home care services. Title VI also authorizes caregiver support services to Native American elders. Respite, caregiver training, information and outreach, counseling, and support groups are among the services provided. For FY2016, these programs received \$38.7 million (\$31.2 million for supportive and nutrition services, and \$7.5 million for Native American family caregivers).

¹³ Program Year 2015 allotments were announced in DOL, *Program Year 2016 Grant Plan Instructions and Allotments for Senior Community Service Employment Program (SCSEP) State and Territorial Grant Applicants*, Training and Employment Guidance Letter No. 25-14, April 6, 2016, http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=7959. Per OAA Section 517(b), CSEOA is forward funded; for example, dollars appropriated in FY2016 (October 1, 2015 to September 30, 2016) are used for PY2016 (July 1, 2016 to June 30, 2017).

¹⁴ There are more participants than job slots in a given program year; as participants leave the program their job slots can be filled by new participants. U.S. Department of Labor, *Fiscal Year 2017 Congressional Budget Justification, Employment and Training Administration, Community Service Employment for Older Americans*, p. CSEOA-13, <http://www.dol.gov/sites/default/files/documents/general/budget/CBJ-2017-V1-06.pdf>.

¹⁵ *Ibid.*, p. CSEOA-13.

¹⁶ U.S. Department of Labor, Employment and Training Administration, "Senior Community Service Employment Program; Final Rule," *75 Federal Register* 53786, September 1, 2010. The rule's effective date was October 1, 2010.

¹⁷ U.S. Department of Labor, Employment and Training Administration, *Senior Community Service Employment Program (SCSEP) National Grants for Program Year (PY) 2016*, March 15, 2016, <http://www.grants.gov/web/grants/view-opportunity.html?oppId=282220>.

¹⁸ U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 82.

Title VII. Vulnerable Elder Rights Protection Activities

Title VII authorizes the Long-Term Care (LTC) Ombudsman Program as well as Elder Abuse, Neglect, and Exploitation Prevention Programs. For FY2016, these programs received a total of \$20.7 million.¹⁹ The majority of Title VII funding (\$15.9 million, or 77%, in FY2016) is directed at the LTC Ombudsman Program, which investigates and resolves complaints of residents in nursing facilities, board and care facilities, and other adult care homes. In FY2014, ombudsmen handled more than 191,000 resident complaints and provided almost 491,000 consultations to individuals and long-term care facilities.²⁰

FY2016 Appropriations Overview

The Consolidated Appropriations Act, 2016 (P.L. 114-113) provided discretionary appropriations for OAA programs, projects, and activities under ACL's Aging and Disability Services Programs budget authority at an estimated total of \$1.915 billion, which is \$36.7 million (2.0%) more than FY2015 levels.^{21,22} **Figure 2** shows the distribution of FY2016 OAA discretionary amounts 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 (22.7%) was allocated to Title V, the CSEOA Program. The remaining funds were allocated to AOA-administered activities under Titles II (2.7%) and IV (0.9%), grants to Native Americans under Title VI (2.0%), and vulnerable elder rights protection activities under Title VII (1.1%).

Several OAA programs saw increases in funding for FY2016 compared with FY2015-enacted levels. Title III programs received an additional \$5.0 million for family caregivers and about \$10.0 million in additional funding for congregate and home-delivered nutrition services, respectively. Title VI grants to Native Americans received an additional \$6.5 million for nutrition and caregiver services. Under Title IV, Elder Rights Support Activities received an additional \$4.0 million for a total of \$8.0 million for Elder Justice.

P.L. 114-113 also changed the source of funding for the Senior Medicare Patrol Program from discretionary appropriations provided directly to ACL to discretionary appropriations under the Center's for Medicare & Medicaid Services (CMS) Health Care Fraud and Abuse Control (HCFAC) account. ACL will continue to administer the program.

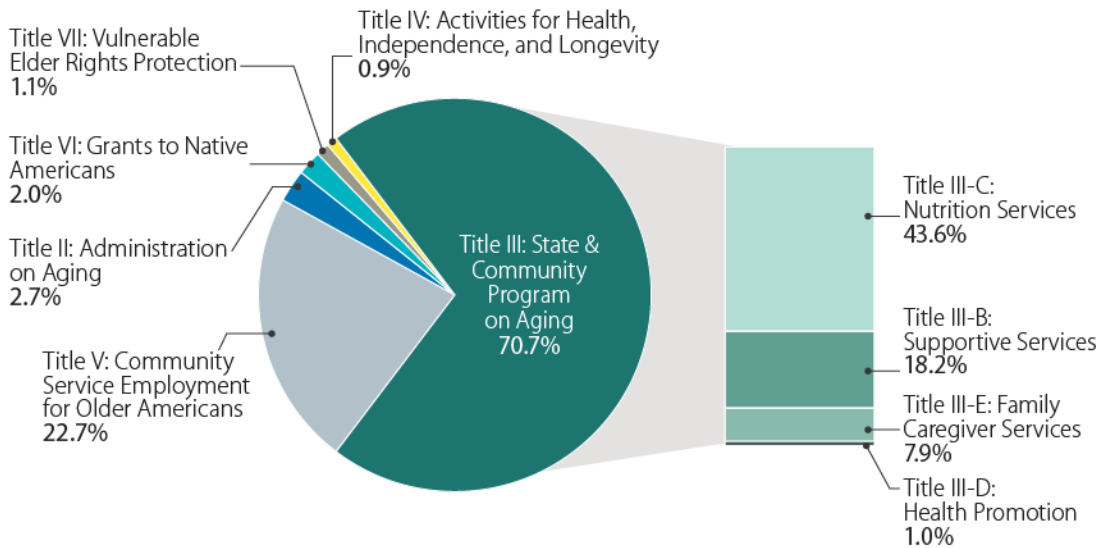
¹⁹ State allocation tables are at ACL, *Mandatory Funding Allocations*, http://www.acl.gov/About_ACL/Allocations/OAA.aspx.

²⁰ U.S. Department of Health and Human Services, Administration for Community Living, "Administration on Aging (AOA), Long-Term Care Ombudsman Program," http://www.aoa.acl.gov/AoA_Programs/Elder_Rights/Ombudsman/index.aspx. HHS, ACL, AGing Integrated Database (AGID), Data-at-a-Glance, National Ombudsman Reporting System (NORS), "Total State and Local Counts: Number of Consultations to Individuals and Number of Consultations to Facilities: 50 States + DC & PR," <http://www.agid.acl.gov/DataGlance/NORS/>.

²¹ The \$36.7 million increase includes an additional \$10 million in Program Administration funding to reflect the transfer of certain programs from Department of Education to ACL as part of the Workforce Innovation and Opportunity Act (WIOA), as well as other programs transferred from CDC and HRSA to ACL (.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 262).

²² In addition, the Falls Prevention Program and Alzheimer's Disease Initiative Programs, both authorized under OAA Title IV, receive mandatory funding under the Public Health Prevention Fund (PPHF). The Senior Medicare Patrol Program also receives mandatory HCFAC account funding. These mandatory amounts are not reflected in the estimated OAA total.

Figure 2. Older Americans Act, FY2016 Discretionary Appropriations
(funding in millions of dollars and as a percentage of total OAA funding, \$1.915 billion)



Source: Division H of the “Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding House Amendment No. 1 to the Senate Amendment on H.R. 2029, Consolidated Appropriations Act, 2016,” House of Representatives, *Congressional Record*, vol. 161, no. 184 Book III (December 17, 2015), pp. H10289, H10296, H10331-H10334; and U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*.

Note: Sums may not total due to rounding.

OAA Funding History

Annual increases in OAA discretionary funding occurred from FY2007 to FY2010. Since then, overall OAA funding levels have remained below the FY2010 level (see **Figure 3**). OAA funding increased steadily from \$1.855 billion in FY2007 to \$2.328 billion in FY2010, an overall increase of 25.5% 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 of \$1.807 billion falling below the FY2007 level. Most of the 5.5% reduction from FY2012 to FY2013 is attributable to sequestration.²³

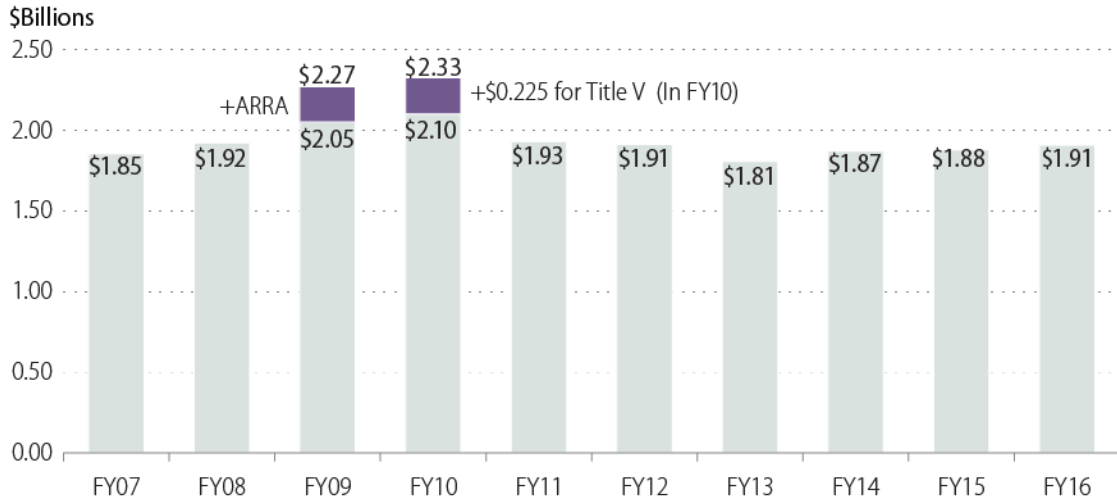
For FY2014 through FY2016, total OAA funding has increased slightly each year from the FY2013 level which was the lowest level of OAA funding over the 10-year period from FY2007

²³ 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.

to FY2016. (Amounts in this discussion are not adjusted for inflation.) For programs and activities funded by OAA title over this time period, see **Appendix A, Table A-1**.

Figure 3. Total Discretionary Funding for Older Americans Act Programs, FY2007-FY2016

(\$ 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).

Appendix A. Older Americans Act Programs: FY2007-FY2016 Funding

Table A-1 shows the discretionary budget authority history for OAA programs for FY2007 through FY2016. 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).

Amounts shown in **Table A-1** also account for the following:

- Across-the-board reductions though rescissions and the discretionary spending sequestration in FY2013. These include the following:
 - The FY2008 Consolidated Appropriations Act (P.L. 110-161) which applied an across-the-board reduction of 1.747% to figures in the bill text and Explanatory Statement narrative (Division G, Title V, §528).
 - FY2011 amounts reflect the 0.2% across-the-board rescission required by §1119.
 - The FY2012 Consolidated Appropriations Act (P.L. 112-74), Division F, §527, applied a 0.189% across-the-board rescission to most Labor-HHS-Education accounts, including OAA accounts.
 - 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) and 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.
- For FY2007 and FY2011, funding for OAA programs was provided through full-year continuing appropriations. This gave the agency some flexibility in allocating funds across programs for these years. To the extent feasible, CRS determined the amounts in these years for each program based on agency budget documents and operating plans.
- For FY2009, budgetary figures include budget authority 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 million in total from ARRA as follows:
 - \$120 million for OAA Title V, CSEOA,
 - \$65 million for congregate meals,
 - \$32 million for home-delivered meals, and
 - \$3 million for Native Americans supportive and nutrition services.

Table A-1. Discretionary Budget Authority for the Older Americans Act (OAA) Programs: FY2007-FY2016

(\$ in millions)

OAA Programs	FY2007	FY2008	FY2009	FY2010 ^a	FY2011	FY2012	FY2013	FY2014 ^b	FY2015	FY2016
Title II: Administration on Aging	\$31.518	\$49.653	\$60.390	\$64.252	\$40.075	\$43.160	\$40.741	\$50.007	\$50.007	\$51.360
Program administration	18.385	18.064	18.696	19.976	19.939	23.063	21.771	30.035 ^c	30.035	40.063
Aging network support activities	13.133	31.589 ^d	41.694 ^e	44.276	2.891 ^f	2.886	2.274	3.661 ^g	3.661	3.896 ^h
Senior Medicare Patrol	—	—	—	—	9.420 ⁱ	9.402	8.875	8.910	8.910	0 ⁱ
Aging and Disability Resource Centers	—	—	—	—	6.469 ⁱ	6.457	6.095	6.119	6.119	6.119
Elder rights support activities	—	—	—	—	1.355 ^k	1.352	1.277	1.282	1.282	1.282
Title III: Grants for State and Community Programs on Aging	\$1,263.232	\$1,283.816	\$1,443.337	\$1,362.866	\$1,360.342	\$1,357.770	\$1,281.470	\$1,327.815	\$1,327.815	\$1,352.911
Supportive services and centers	350.595	351.348	361.348	368.290	367.611	366.916	347.724	347.724	347.724	347.724
Family caregivers ^m	156.167	153.439	154.220	154.197	153.912	153.621	145.586	145.586	145.586	150.586
Disease prevention/health promotion	21.400	21.026	21.026	21.026	20.984	20.944	19.849	19.848	19.848	19.848
Nutrition services	735.070	758.003	906.743	819.353	817.835	816.289	768.311	814.657	814.657	834.753
<i>Congregate meals (non-add)</i>	<i>(398.919)ⁿ</i>	<i>(410.716)</i>	<i>(499.269)</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>(448.342)</i>
<i>Home-delivered meals (non-add)</i>	<i>(188.305)ⁿ</i>	<i>(193.858)</i>	<i>(246.459)</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>(226.342)</i>
<i>Nutrition services incentive grants (non-add)</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>	<i>(160.069)</i>

OAA Programs	FY2007	FY2008	FY2009	FY2010 ^a	FY2011	FY2012	FY2013	FY2014 ^b	FY2015	FY2016
Title IV: Activities for Health, Independence, and Longevity	\$24.058	\$14.655	\$18.172	\$19.020	\$27.102	\$7.723	\$7.291	\$6.392	\$12.892	\$16.657
Program Innovations	24.058	14.655	18.172	19.020	19.069	0	0	0	0	0
Elder rights support activities	—	—	—	—	2.741 ^k	2.736	2.582	2.592	6.592 ^l	10.593
Aging network support activities	—	—	—	—	5.292 ^o	4.988	4.708	3.800 ^g	6.300	6.064 ^h
Title V: Community Service Employment for Older Americans	\$483.611ⁿ	\$521.625	\$691.925	\$825.425^p	\$449.100	\$448.251	\$424.805	\$434.371	\$434.371	\$434.371
Title VI: Grants to Native Americans	\$32.375	\$33.214	\$36.597	\$34.092	\$34.029	\$33.965	\$32.188	\$32.189	\$32.189	\$38.689
Supportive and nutrition services	26.134	26.898	30.208	27.704	27.653	27.601	26.157	26.158	26.158	31.158
Native American caregivers	6.241	6.316	6.389	6.388	6.376	6.364	6.031	6.031	6.031	7.531
Title VII: Vulnerable Elder Rights Protection Activities	\$20.156	\$20.633	\$21.383	\$21.880	\$21.839	\$21.797	\$20.658	\$20.658	\$20.658	\$20.658
Long-term care ombudsman program	15.010	15.577	16.327	16.825	16.793	16.761	15.885	15.885	15.885	15.885
Elder abuse prevention	5.146	5.056	5.056	5.055	5.046	5.036	4.773	4.773	4.773	4.773
TOTAL Older Americans Act Programs	\$1,854.950	\$1,923.596	\$2,271.804	\$2,327.535	\$1,932.487	\$1,912.666	\$1,807.153	\$1,871.432	\$1,877.932	\$1,914.646

Source: FY2006 to FY2016 Labor-Health and Human Services (HHS)-Education Appropriations acts and accompanying report language available at the CRS appropriations status table; various HHS, Administration on Aging (AOA), Administration for Community Living (ACL), and Department of Labor (DOL) budget documents, including budget justifications (FY2013 and FY2017), and operating plans for FY2010 through FY2013; personal communication with G. Steven Hagy, director, AOA/ACL Office of Budget and Finance, 2011 to 2015, and personal communication with Michael Bernier, HHS Budget Office, 2012.

- a. 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.

- 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. Starting with FY2014, 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. Prior to FY2014, amounts reflected under program administration included AOA administration of most OAA programs and several programs under non-OAA authorities, such as the Public Health Service Act (PHSA) and the Medicare Improvements for Patients and Providers Act (MIPPA).
- d. The FY2008 Consolidated Appropriations Act (P.L. 110-161) provided \$16.2 million in Title II funds under Aging network support activities 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).
- e. 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. Choices for Independence was subsequently renamed “Health and Long-Term Care Programs” in the Obama Administration’s FY2010 budget request.
- f. 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, and the National Center on Elder Abuse and the National Long-Term Care Ombudsman Resource Center (both under Elder rights support activities). Starting in FY2011, Title II Aging network support activities include only the National Eldercare Locator and the Pension Counseling and Information Program.
- g. Starting in FY2014, Budget documents provide funds for the National Eldercare Locator (authorized under Title II) and Multigenerational Civic Engagement (authorized under Title IV) together under a new “National Eldercare Locator and Engagement” line item. For simplicity, this table includes this funding under Title II Aging network support activities.
- h. For FY2016, Budget documents provide funds for the Resource Center on Women & Retirement Planning (authorized under Title IV) and the Pension Counseling and Information Program (authorized under Title II) together under a new “Pension Counseling and Retirement Information” line item. For simplicity, this table includes this funding under Title II Aging network support activities.
- i. 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 mandatory Health Care Fraud and Abuse Control (HCFAC) account funds under the Centers for Medicare & Medicaid Services (CMS). 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.
- j. In FY2016, The Consolidated Appropriations Act, 2016 (P.L. 114-113) changed the source of discretionary funding for the Senior Medicare Patrol program from that funded under ACL appropriations to CMS HCFAC appropriations. However, no specific amount was specified for these activities.
- k. Elder rights support activities include the National Center on Elder Abuse and the National Long-Term Care Ombudsman Resource Center (both authorized under Title II), and Model Approaches to Statewide Legal Assistance and National Legal Assistance and Support Projects (both authorized under Title IV). Prior to FY2011, funding for these programs was included in totals for Aging network support activities and Program Innovations.
- l. Starting in FY2015, Elder rights support activities also include Elder Justice/Adult Protective Services (APS) funding. For simplicity, this table counts FY2015 and FY2016 funding for Elder Justice/APS 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).
- m. Funding for Native American family caregiving is shown in Title VI.

- n. Funding level was specified in P.L. 110-5, Revised Continuing Appropriations Resolution, 2007.
- o. 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; 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.
- p. The FY2010 Title V funding level included \$225 million that, according to the 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.

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