Congressional Research Service
Informing the legislative debate since 1914

Older Americans Act: Overview and Funding

Updated April 22, 2021

Congressional Research Service
https://crsreports.congress.gov
R43414

CRS REPORT
Prepared for Members and
Committees of Congress

Contents

Introduction 1
Older Americans Act: Current Law 2
Title I. Declaration of Objectives; Definitions 2
Title II. Administration on Aging 2
Aging and Disability Resource Centers 4
Senior Medicare Patrol Program 5
Title III. Grants for State and Community Programs on Aging 5
Title IV. Activities for Health, Independence, and Longevity 6
Title V. Community Service Senior Opportunities Act 7
Title VI. Grants for Services for Native Americans 8
Title VII. Vulnerable Elder Rights Protection Activities 8
FY2021 Appropriations Overview 9
Annual Discretionary Appropriations 9
Appropriations Related to COVID-19 Response 10
Families First Coronavirus Response Act 11
Coronavirus Aid, Relief, and Economic Security (CARES) Act 11
Consolidated Appropriations Act, 2021 12
American Rescue Plan Act of 2021 13
OAA Funding History 13

Figures

Figure 1. The Aging Network 3
Figure 2. Older Americans Act, FY2021 Discretionary Appropriations 10
Figure 3. Total Funding for Older Americans Act Programs, FY2011-FY2021 14

Tables

Table A-1. Budget Authority for the Older Americans Act (OAA) Programs: FY2014-FY2021 16
Table B-1. COVID-19 Additional Funding for Older Americans Act Programs, FY2020-FY2021 21
Table C-1. Authorizations of Appropriations for Older Americans Act as Amended by the Supporting Older Americans Act of 2020 (P.L. 116-131) 24

Appendixes

Appendix A. Older Americans Act Programs: FY2014-FY2021 Funding 15
Appendix B. COVID-19 Response Funding for Older Americans Act Programs 20
Appendix C. Authorizations of Appropriations for Older Americans Act (OAA) Programs 23

Contacts

Author Information 27

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 116th Congress, both the House and the Senate passed legislation that would reauthorize the OAA for a five-year period. On March 25, 2020 the President signed the Supporting Older Americans Act of 2020 (P.L. 116-131) which authorizes appropriations for OAA programs through FY2024.[1]

In response to the Coronavirus Disease 2019 (COVID-19) pandemic, Congress has passed the following laws providing additional funding for OAA programs, among other activities.

- Families First Coronavirus Response Act—On March 18, 2020, the President signed the Families First Coronavirus Response Act (FFCRA; P.L. 116-127), which provides a total of $250 million in discretionary supplemental funding for expanded food assistance for OAA nutrition services to states and tribal organizations.
- Coronavirus Aid, Relief, and Economic Security Act—On March 27, 2020, the President signed the Coronavirus Aid, Relief, and Economic Security Act (CARES; P.L. 116-136), which provides a total of $870 million in discretionary supplemental funding for OAA nutrition services, supportive services, family caregiver services, Aging and Disability Resource Centers (ADRCs), and elder rights protection activities.
- Consolidated Appropriations Act, 2021—On December 27, 2020, the President signed the Consolidated Appropriations Act, 2021 (P.L. 116-260). Division N provides a total of $175 million in additional mandatory funding for OAA nutrition services to states and tribal organizations.
- American Rescue Plan Act of 2021—On March 12, 2021, the President signed American Rescue Plan Act of 2021 (ARPA; P.L. 117-2). Title II, Subtitle L provides a total of $1.434 billion in mandatory funding for OAA nutrition services, supportive services to include COVID-19 vaccination outreach (including transportation to vaccination sites) and activities to prevent and mitigate social isolation related to COVID-19, family caregiver services, disease prevention, grants for tribal organizations, and the long-term care ombudsman program.

[1] For more information on the OAA 2020 reauthorization, see CRS Report R46439, *Older Americans Act: 2020 Reauthorization*.

The following provides an overview of the Older Americans Act. It briefly describes the act's titles, highlighting selected provisions followed by FY2021 appropriations, additional appropriations in response to the COVID-19 pandemic, and funding history.

Older Americans Act: Current Law

The OAA statutory language contains the following seven titles, which are summarized in this section, highlighting selected activities:

- Title I sets policy objectives and defines terms;
- Title II establishes administrative functions for the executive branch;
- Title III authorizes grants to states and local entities for supportive and nutrition services;
- Title IV authorizes grants for training, research, and demonstration projects in the field of aging;
- Title V authorizes grants to states and national organizations to promote part-time opportunities in community service activities for unemployed low-income older individuals;
- Title VI authorizes grants for supportive and nutrition services to older Native Americans;
- Title VII authorizes grants for vulnerable elder rights protection activities.

This section briefly describes each of the act's titles, including FY2021 appropriations for each title. Following sections provide a more detailed overview of FY2021 appropriations, appropriations in response to the COVID-19 pandemic, and the act's funding history.[2] **Table A-1** provides detailed OAA program budget authority for FY2014 through FY2021.

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 objectives. Also, Title I provides definitions for various terms under the act. Title I does not authorize appropriations.

Title II. Administration on Aging

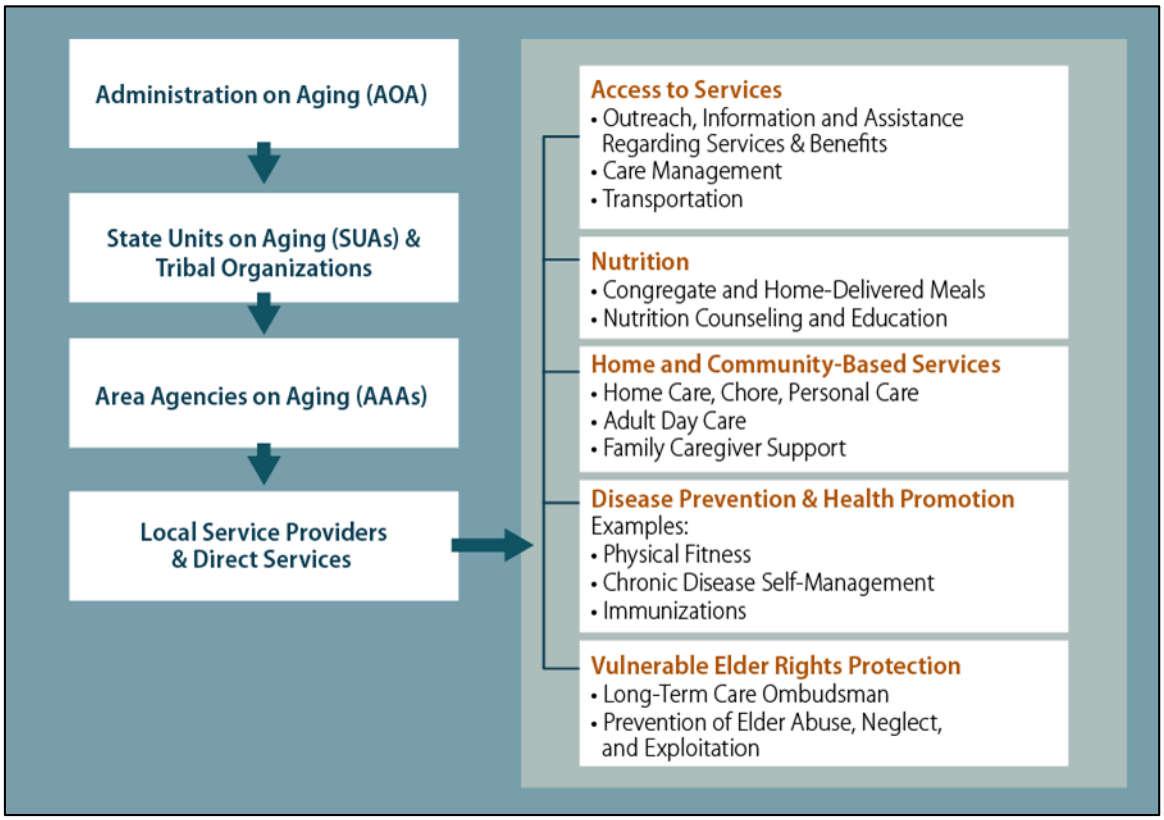
Title II establishes the Administration on Aging (AOA) as the chief federal agency advocating for older persons and sets out the responsibilities of AOA and the Assistant Secretary for Aging. The Assistant Secretary is appointed by the President with the advice and consent of the Senate. Title II also establishes the State and Territorial 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 operate within a planning and service area (PSA) designated by the SUA. AAAs serve as local entities who, either directly or

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

through contract with local service providers (LSPs), oversee a comprehensive and coordinated service system for the delivery of social, nutrition, and long-term services and supports to older individuals. AAAs are required to be public or private nonprofit organizations. According to a 2020 survey of AAAs across the country, over one-third (39%) of AAAs are independent nonprofit agencies, more than one-quarter (27%) are part of councils of government or regional planning and development agencies, and another 27% are located within a county government. A much smaller share are part of city governments (2%) or exist in another type of organizational structure (5%).[3] Collectively, these 56 SUAs, 622 AAAs and over 260 tribal and Native Hawaiian organizations, and tens of thousands of aging and social service providers in local communities comprise the Aging Network (see **Figure 1**).[4] 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.

Figure 1. 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

[3] National Association of Area Agencies on Aging, *AAA National Survey Report: Meeting the Needs of Today's Older Adults, 2020*, https://www.n4a.org//Files/AAA-Survey-Report-2020%20Update-508.pdf.

[4] Administration for Community Living (ACL), *The Aging Network*, https://eldercare.acl.gov/Public/About/Aging_Network/Index.aspx; ACL, *ACL FFY 2022 Evaluation Plan*, p. 4, https://acl.gov/sites/default/files/programs/2020-09/ACL%202022%20Evaluation%20Plan.docx.pdf. The 56 State Units on Aging include the 50 states, 5 U.S. territories (American Samoa, Commonwealth of the Northern Mariana Islands, Guam, Puerto Rico, U.S. Virgin Islands) and the District of Columbia.

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 and activities, which includes those authorized by the OAA, is funded at $41.1 million in FY2021.

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* program assists individuals, through a nationwide toll-free phone number and website, in identifying community resources for older persons (https://eldercare.acl.gov/, or 1-800-677-1116). It also supports model programs in senior civic engagement and volunteer engagement (FY2021 funding is $2.0 million).
- *The Pension Counseling and Information Program* provides funds to 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 (FY2021 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 (https://ncea.acl.gov, FY2021 funding is about $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.ltcombudsman.org, FY2021 funding is about $516,000).

Source: Email communication with G. Steven Hagy, director, ACL Office of Budget and Finance, January 7, 2021; Explanatory statement submitted by Rep. Lowey, Chairwoman of the House Committee on Appropriations regarding the House Amendment to the Senate Amendment to H.R. 133, Consolidated Appropriations Act, 2021, *Congressional Record*, December 21, 2020, pp. H8632, H8679-H8680; HHS, ACL, *Fiscal Year 2021 Justification of Estimates for Appropriations Committees*, pp. 91-97 and 149-155.

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.

Aging and Disability Resource Centers

The Aging and Disability Resource Center (ADRC)/No Wrong Door System (NWD) assists with state efforts to streamline access to and provide information about the range of public and private long-term services and supports (LTSS) options available to consumers. The NWD initiative is a collaborative effort among ACL, the Centers for Medicare & Medicaid Services (CMS), and the Department of Veterans Affairs (VA). ACL has provided planning grants to states to deliver person-centered options counseling and to provide access and information about programs that provide LTSS such as Medicaid, the Older Americans Act, and VA programs, as well as state-funded programs. There are 1,322 access points nationwide, operating across 56 states and territories, as well as the District of Columbia.[5] These sites include local AAAs and ADRCs; Centers for Independent Living; Statewide Independent Living Councils; University Centers for Excellence in Developmental Disabilities Education, Research, and Services; and tribal

[5] ACL, Centers for Medicare & Medicaid Services, and Department of Veterans Affairs, *No Wrong Door*, https://nwd.acl.gov. For more information see, ACL, Aging and Disability Resource Centers Program/No Wrong Door System, https://acl.gov/programs/connecting-people-services/aging-and-disability-resource-centers-programno-wrong-door.

organizations. Discretionary funding to ADRCs is $8.1 million in FY2021.[6] In addition, the CARES Act, provides $50.0 million in supplemental funding to ADRCs to prevent, prepare for, and respond to coronavirus.[7] This funding is to remain available until September 30, 2021.

Senior Medicare Patrol Program

Also authorized under Titles II and IV (Sections 201, 202, 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, appropriations language has funded SMP activities under discretionary appropriations from the Centers for Medicare and Medicaid Services (CMS) Health Care Fraud and Abuse Control (HCFAC) account. This account distributes funding to various antifraud 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. The Consolidated Appropriations Act, 2021 (P.L. 116-260) instructs the HHS Secretary to provide not less than $20.0 million from HCFAC to SMP in FY2021.[8]

Title III. Grants for State and Community Programs on Aging

Title III authorizes grants to SUAs and AAAs to act as advocates on behalf of and to coordinate programs for older persons.[9] Title III accounts for 73.2% of the OAA's total FY2021 funding ($1.558 billion out of $2.129 billion). In addition, a combined $1.567 billion in additional Title III funding is appropriated under the P.L. 116-260, Division N, and P.L. 117-2, Title II, Subtitle L for FY2021. States receive separate allotments of funds based on a statutory funding formula for supportive services and centers, congregate nutrition, home-delivered nutrition, the nutrition services incentive grant program, disease prevention and health promotion services, and family caregiver support.[10] The OAA allows states some flexibility to transfer funds among Title III programs. Specifically, the OAA authorizes SUAs to transfer up to 40% of funds received between the congregate nutrition and home-delivered nutrition services programs and up to 30% of funds received between these nutrition services programs and the supportive services and centers program.[11] For example, in FY2016, the most recent year for which data are available,

[6] Beginning in FY2009, Congress provided mandatory funding under the Medicare Improvements for Patients and Providers Act (MIPPA, P.L. 110-275; 42 U.S.C. 1395b-3 note) for Medicare enrollment assistance to Aging Disability Resource Centers (ADRCs), as well as Area Agencies on Aging (AAAs), State Health Insurance and Assistance Programs (SHIPs), and the National Center for Benefits Outreach and Enrollment. ADRCs receive $5 million in mandatory funding for FY2021 under P.L. 116-260, the Consolidated Appropriations Act, 2021.

[7] CARES Act ADRC funding allocations by state are described in "How was the funding formula determined? What is the funding allocation?" in ACL, *ADRC/No Wrong Door System Funding Opportunity: Critical Relief Funds for COVID-19 Pandemic Response: COVID-19 ADRC Emergency Funding Opportunity*, April 10, 2020, p. 3, https://acl.gov/sites/default/files/common/ACL_COVID-19_Emergency_Funding_FAQ_PostWebinar.pdf.

[8] P.L. 116-260, Division H, Title II.

[9] U.S. Department of Health and Human Services, Administration for Community Living, Administration on Aging, *FY2016 Report to Congress: Older Americans Act*, p. 3, https://acl.gov/sites/default/files/about-acl/2019-02/FY2016_OAA%20Report%20to%20Congress.pdf.

[10] State allotments for Title III programs are listed at HHS, ACL, *State and Tribal Funding Allocations*, https://acl.gov/about-acl/older-americans-act-oaa.

[11] OAA Section 308(b)(4)(A) and (5)(A).

states collectively transferred a net total of $96.8 million from congregate nutrition to either supportive services or home-delivered nutrition.[12]

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.[13] Participants are encouraged to make voluntary contributions for services they receive. States are allowed to implement cost-sharing policies for certain services based on a sliding-scale fee, 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 2019, the most recent year for which data are available, about 10.9 million older persons were served by Title III programs.[14] Title III services included the provision of 149.8 million home-delivered meals; 73.2 million congregate meals; 20.4 million rides to medical appointments, grocery stores, and other activities; 49.3 million hours of personal care, homemaker, and chore services; and 12.1 million hours of adult day care/adult day health services in 2019.[15]

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. 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 receive $42.0 million in discretionary funding for FY2021. 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").[16] Among these activities are the Alzheimer's Disease Program, which receives a total of $27.5 million in funding for FY2021, of which $12.8 million is discretionary budget authority included in this report and another $14.7 million is mandatory funding from the Prevention and Public Health Fund (PPHF).

[12] U.S. Department of Health and Human Services, Administration for Community Living, Administration on Aging, *FY2016 Report to Congress: Older Americans Act*, p. 16, https://acl.gov/sites/default/files/about-acl/2019-02/FY2016_OAA%20Report%20to%20Congress.pdf.

[13] OAA Section 315.

[14] U.S. Department of Health and Human Services, Administration for Community Living, *AGing Integrated Database (AGID), State Program Reports, Data at a Glance*, https://agid.acl.gov/DataGlance/SPR/.

[15] Ibid.

[16] Title IV Section 411 also authorizes Falls Prevention activities; $5.0 million was provided for these activities in FY2021 under mandatory funding for the Prevention and Public Health Fund. (Explanatory statement submitted by Rep. Lowey, Chairwoman of the House Committee on Appropriations regarding the House Amendment to the Senate Amendment to H.R. 133, Consolidated Appropriations Act, 2021, *Congressional Record*, December 21, 2020, pp. H8634, H8680).

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

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

Aging Network Support Activities

- *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 (FY2021 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 (FY2021 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 (FY2021 funding is $1.7 million).
- *Holocaust Survivor's Assistance* provides supportive services for aging Holocaust survivors living in the United States (FY2021 funding is $5.0 million).
- *Care Corps Grants* support public agencies and nonprofits in placing volunteers to provide nonmedical care to help family caregivers, seniors, and individuals with disabilities to maintain independence (FY2021 funding is $4.0 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 (FY2021 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 (FY2021 funding is $14.0 million).

Alzheimer's Disease Program

- Provides funding for competitive grants to states and community-based organizations to provide services and training to individuals with Alzheimer's Disease and Related Dementia. ACL also funds a training and technical assistance resource center (FY2021 funding $12.8 million).

Source: Email communication with G. Steven Hagy, director, ACL Office of Budget and Finance, January 7, 2021; Explanatory statement submitted by Rep. Lowey, Chairwoman of the House Committee on Appropriations regarding the House Amendment to the Senate Amendment to H.R. 133, Consolidated Appropriations Act, 2021, *Congressional Record*, December 21, 2020, pp. H8632, H8679-H8680; HHS, ACL, *Fiscal Year 2021 Justification of Estimates for Appropriations Committees*, pp. 91-97, 115-119, and 149-155.

Note: FY2021 funding for the Elder Justice Initiative may also be used for activities authorized under OAA §751 and the Elder Justice Act (§2042(a) of the Social Security Act).

Title V. Community Service Senior Opportunities Act

Title V, Community Service Senior Opportunities Act, also known as Community Service Employment for Older Americans (CSEOA) or 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-income[17] 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 FY2021, Title V represents 19.0% of OAA discretionary funding ($405.0 million

[17] Participants' incomes must be no greater than 125% of the federal poverty guidelines, 20 C.F.R. §641.500. For more information about the Community Service Employment for Older Americans (CSEOA) program, see CRS Report R45626, *Older Americans Act: Senior Community Service Employment Program*.

out of $2.129 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 day care centers, senior centers, schools, and hospitals.[18] Participants work part-time and receive on-the-job experience and skills. The program operates on a program year (PY) basis from July 1 through June 30.[19] For PY2020 (ending June 30, 2021), the program is supporting a projected 56,050 participants.[20] 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.

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 nonprofit groups representing Native Hawaiians. To be eligible for funding, a tribal organization must represent at least 50 Native Americans aged 60 and older. In FY2018, grants were awarded to 270 tribal organizations representing 400 Indian tribes and villages, including one organization serving Native Hawaiian elders.[21] 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 FY2021, these programs receive $46.0 million ($35.2 million for supportive and nutrition services, and $10.8 million for family caregivers). In addition, in response to the COVID-19 pandemic, a total of $32 million for supportive, nutrition, and family caregiver services was provided to tribal organizations under P.L. 116-260, Division N, and P.L. 117-2, Title II, Subtitle L.

Title VII. Vulnerable Elder Rights Protection Activities

Title VII authorizes the long-term care ombudsman program as well as Elder Abuse, Neglect, and Exploitation Prevention Programs. For FY2021, these programs are funded at a total of $23.7 million. The majority of Title VII funding ($18.9 million, or 80%, in FY2021) is directed at the long-term care ombudsman program, which investigates and resolves complaints of residents in nursing facilities, board and care facilities, and other adult care homes. In addition, $10.0 million

[18] U.S. Department of Labor, *Senior Community Service Employment Program*, https://www.dol.gov/agencies/eta/Seniors.

[19] Per OAA Section 517(b), CSEOA is forward funded; for example, dollars appropriated in FY2021 (October 1, 2020 to September 30, 2021) are used for PY2021 (July 1, 2021 to June 30, 2022).

[20] There are more participants than positions in a given program year; as participants leave the program, their job slots can be filled by new participants. Department of Labor Employment and Training Administration, *FY2021 Congressional Budget Justification, Community Service Employment for Older Americans*, https://www.dol.gov/sites/dolgov/files/general/budget/2021/CBJ-2021-V1-05.pdf.

[21] U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2021 Justification of Estimates for Appropriations Committees*, p. 87; tribal organization allocation tables are at ACL, *State and Tribal Funding Allocations*, https://acl.gov/about-acl/older-americans-act-oaa.

in funding for the long-term care ombudsman program has been provided under the P.L. 117-2, Title II, Subtitle L in response to the COVID-19 pandemic.[22] In 2019, ombudsmen handled more than 198,500 resident complaints and provided more than 559,000 consultations to individuals and long-term care facilities.[23]

FY2021 Appropriations Overview

The following provides information on FY2021 discretionary appropriations provided in annual HHS and DOL appropriations laws. Funding for most OAA programs is provided in annual HHS appropriations; OAA Title V is part of annual DOL appropriations.

Annual Discretionary Appropriations

The Consolidated Appropriations Act, 2021 (P.L. 116-260), Division H, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 2021, provided discretionary appropriations for OAA programs, projects, and activities under ACL's Aging and Disability Services Programs budget authority and the Department of Labor budget authority at an estimated total of $2.129 billion for FY2021, which is $29.5 million (1.4%) more than the FY2020 level.[24] **Figure 2** shows the distribution of FY2021 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 73.2% of funding appropriated to nutrition, supportive services, family caregivers, and health promotion activities. About one-fifth of OAA funding (19.0%) is allocated to Title V, the CSEOA Program. The remaining funds are allocated to AOA-administered activities under Titles II (2.6%) and IV (2.0%), grants to Native Americans under Title VI (2.2%), and vulnerable elder rights protection activities under Title VII (1.1%).

Several OAA programs saw increases in funding for FY2021 compared with FY2020-enacted levels. Title III programs received a $5.0 million increase for congregate nutrition services, a $10.0 million increase for home-delivered nutrition services, and an additional $3.0 million was appropriated for the National Family Caregiver Support Program and $2.5 million for Supportive Services and Senior Centers. Title IV programs received an additional $7.0 million, including $4.0 million for Care Corps grants (which was not funded in the FY2020 appropriations law), a

[22] In addition, P.L. 116-260, Division N, Additional Coronavirus Response and Relief, appropriated $100.0 million for activities authorized by the Elder Justice Act to prevent, prepare for, and respond to coronavirus. ACL announced that $93.9 million of that amount would be available for "Grants to Enhance Adult Protective Services to Respond to COVID-19," *Federal Register*, February 1, 2021, 86 FR 7726, https://www.federalregister.gov/d/2021-02091. ACL announced that $4.0 million of that amount would be available for "Grants to Enhance Capacity of Long-Term Care Ombudsman Programs to Respond to Complaints of Abuse and Neglect of Residents in Long-Term Care Facilities During the COVID-19 Public Health Emergency," *Federal Register*, February 1, 2021, 86 FR 7728, https://www.federalregister.gov/d/2021-02092.

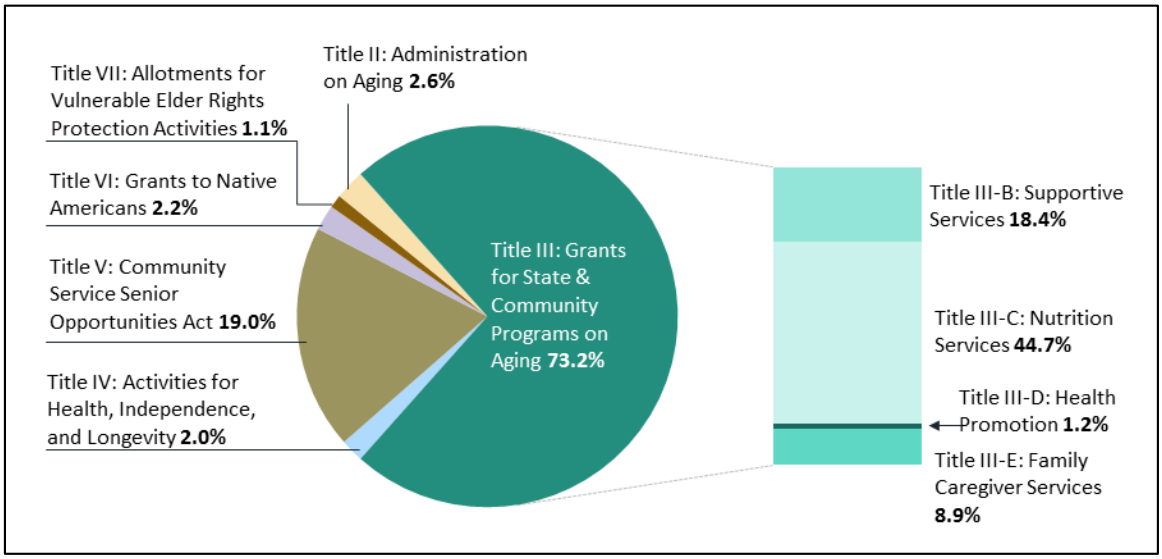
[23] U.S. Department of Health and Human Services, Administration for Community Living, *AGing Integrated Database (AGID), National Ombudsman Reporting System (NORS), Data at a Glance*, https://agid.acl.gov/DataGlance/NORS/.

[24] Program administration funding reflects administration costs for ACL-administered programs authorized under OAA as well as the Developmental Disabilities Assistance and Bill of Rights Act (DD Act), the Help America Vote Act (HAVA), the Assistive Technology (AT) Act, the Rehabilitation Act, the Public Health Service Act (PHSA), the Elder Justice Act (EJA), and Medicare Improvements for Patients and Providers Act (MIPPA). (U.S. Department of Health and Human Services, Administration for Community Living, *Fiscal Year 2021 Justification of Estimates for Appropriations Committees*, p. 258.) In addition, the Falls Prevention Program and Alzheimer's Disease Program, 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.

$2.0 million increase for Elder Justice/Adult Protective Services, and a $1.0 million increase for the Alzheimer's Disease Program. Title VI grants to Native Americans received an increase of $1.0 million for supportive, nutrition, and caregiver services. The long-term care ombudsman program under Title VII received a $1.0 million increase.

Figure 2. Older Americans Act, FY2021 Discretionary Appropriations

Funding as a percentage of total OAA funding, $2.129 billion.
Excludes additional appropriations in response to the COVID-19 pandemic



Source: Explanatory statement submitted by Representative Lowey, Chairwoman of the House Committee on Appropriations regarding the House Amendment to the Senate Amendment to H.R. 133, Consolidated Appropriations Act, 2021, *Congressional Record*, December 21, 2020, pp. H8632, H8640, H8679-H8681, https://www.congress.gov/116/crec/2020/12/21/CREC-2020-12-21.pdf-bk4; email communication with G. Steven Hagy, director, ACL Office of Budget and Finance, January 7, 2021.

Note: Does not include additional appropriations for COVID-19 response. Sums may not total due to rounding.

Appropriations Related to COVID-19 Response

Compared with younger people, older adults have been at higher risk of severe illness due to COVID-19, including hospitalization and death.[25] In response to the COVID-19 pandemic,[26] discretionary and mandatory additional appropriations have provided an additional $1.120 billion in FY2020 funding and $1.609 billion in FY2021 funding for OAA programs and activities to

[25] Centers for Disease Control and Prevention, *Risk for COVID-19 Infection, Hospitalization, and Death By Age Group*, https://www.cdc.gov/coronavirus/2019-ncov/covid-data/investigations-discovery/hospitalization-death-by-age.html.

[26] On March 13, 2020, the President declared that the COVID-19 pandemic was of sufficient severity and magnitude to warrant an emergency determination under §501(b) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act ("Stafford Act"; 42 U.S.C. 5121-5207). The emergency exists nationwide. Under the declaration, states, U.S. territories, and tribes may consider requests for a declaration of a "major disaster" under §401(a) of the Stafford Act. A major disaster declaration under the Stafford Act triggers disaster relief authority in the OAA should a state (including a U.S. territory) or tribe (OAA Title VI grantee) request and receive such declaration. Specifically, OAA §310 (42 U.S.C. 3030) provides authority for states to use any portion of funding made available under any and all sections of the act for disaster relief provided to older individuals. For further information, see ACL guidance issued March 16, 2020 at https://acl.gov/sites/default/files/common/OAA%20DISASTER%20RELIEF%20REIMBURSEMENTS-310%203-16-2020.docx.

prevent, prepare for, and respond to coronavirus.[27] The following summarizes legislation enacted in FY2020 and FY2021 to provide additional appropriations as well certain policy changes to provide additional administrative flexibilities to SUAs and AAAs. For annual additional appropriations for COVID-19 response by OAA title and activity, see **Table A-1**. For OAA additional appropriations for COVID-19 response by law and appropriation year, see **Table B-1**.

Families First Coronavirus Response Act

On March 18, 2020, the President signed the Families First Coronavirus Response Act (FFCRA; P.L. 116-127), which provides a total of $250.0 million in discretionary supplemental funding for expanded food assistance for OAA nutrition services to states, U.S. territories, and tribal organizations. Funding is to remain available until September 30, 2021. Specifically, FFCRA provided

- $80.0 million for congregate nutrition services to states and U.S. territories,
- $160.0 million for home-delivered nutrition services to states and U.S. territories, and
- $10.0 million for nutrition services to Native Americans.[28]

FFCRA does not apply the 15% state matching requirements for OAA Title III formula grants for supportive services and nutrition services (OAA Sections 304(d)(1)(D) and 309(b)(2)) to these funds.

Coronavirus Aid, Relief, and Economic Security (CARES) Act

On March 27, 2020, the President signed the Coronavirus Aid, Relief, and Economic Security (CARES; P.L. 116-136,) Act, which provides a total of $870.0 million in discretionary supplemental funding to states, U.S. territories, and tribal organizations for OAA nutrition services, supportive services, family caregiver services, ADRCs, and elder rights protection activities. Funding is to remain available until September 30, 2021. Specifically, the CARES Act provided

- $480.0 million for nutrition services to states and U.S. territories,
- $20.0 million for nutrition services to Native Americans,
- $200.0 million for supportive services,
- $100.0 million for family caregiver services,
- $50.0 million for ADRCs, and

[27] ACL has posted COVID-19 related guidance for OAA grantees and service providers at ACL, *Coronavirus disease 2019 (COVID-19)*, https://acl.gov/COVID-19#NetworksAnchor; scroll to "For the Aging and Disability Networks." On March 29, HHS announced a partnership between the Centers for Disease Control and Prevention (CDC) and ACL to provide $93 million in grants to the aging and disability networks to assist with increasing vaccinations among older adults and individuals with disabilities, https://www.hhs.gov/about/news/2021/03/29/hhs-to-expand-access-to-covid-19-vaccines-for-older-adults-and-people-with-disabilities.html.

[28] State and tribal organization allocation tables for the Families First Coronavirus Response Act (P.L. 116-127) and CARES Act (P.L. 116-136) are at ACL, *State and Tribal Funding Allocations*, https://acl.gov/about-acl/older-americans-act-oaa.

- $20.0 million for elder rights protection activities, including the long-term care ombudsman program.[29]

The CARES Act provides an SUA the authority to transfer up to 100% of these funds between nutrition services programs and does not apply the 15% state matching requirements for OAA Title III formula grants for supportive services and nutrition services to these funds.[30]

During any portion of the COVID-19 public health emergency declared under Section 319 of the Public Health Service Act (PHSA), Section 3222 of the CARES Act provides an SUA or AAA, without prior approval, the authority to transfer up to 100% between OAA nutrition programs. It further clarifies participant requirements for home-delivered nutrition services to include those unable to obtain nutrition due to social distancing as a result of the emergency and authorizes the Assistant Secretary to waive certain dietary requirements for nutrition services.

In addition, Section 3223 of the CARES Act provides additional authority for the Secretary of Labor with respect to administration and implementation of OAA Title V, CSEOA program due to the effects of the COVID-19 public health emergency declared under PHSA Section 319, if determined appropriate. This includes extending individual program participation beyond 48 months in the aggregate, increasing the average participation cap for eligible individuals that is applied to grantees, and increasing the limit on administrative expenses to 20% of the grant amount.

Consolidated Appropriations Act, 2021

On December 27, 2020, the President signed the Consolidated Appropriations Act, 2021 (P.L. 116-260). Division N, Additional Coronavirus Response and Relief, provides a total of $175 million in mandatory supplemental funding for OAA nutrition services to states, U.S. territories, and tribal organizations. Specifically, the Consolidated Appropriations Act, 2021 provided

- $168.0 million for nutrition services to states and U.S. territories, and
- $7.0 million for nutrition services to tribal organizations.

Of the $168.0 million to states and U.S. territories for nutrition services, ACL allocated the entire amount to home-delivered nutrition services.[31]

P.L. 116-260, Division N, Section 731, does not apply the 15% state matching requirements for OAA Title III formula grants for supportive services and nutrition services to these funds. Section 732 further provides that of the Title III-C home-delivered and congregate nutrition services program funds that they receive in FY2021, SUAs and AAAs may transfer up to 100% of the funds between the two programs without prior approval.[32] Similar to the CARES Act, it further clarifies participant requirements for home-delivered nutrition services to include those unable to

[29] P.L. 116-136, the Coronavirus Aid, Relief, and Economic Security (CARES) Act, provided $480.0 million in supplemental funding for OAA Title III nutrition services that ACL allocated to states and territories under their home-delivered nutrition programs and provided $20.0 million for OAA Title VII services that ACL allocated to the long-term care ombudsman program. State and tribal organization allocation tables for the CARES Act (P.L. 116-136) are at ACL, State and Tribal Funding Allocations, https://acl.gov/about-acl/older-americans-act-oaa for more information see https://acl.gov/about-acl/older-americans-act-oaa.

[30] OAA Section 308(b)(4)(A) authorizes SUAs to transfer up to 40% of funds received between the congregate nutrition and home-delivered nutrition services programs.

[31] Email communication with ACL Budget Director, January 7, 2021.

[32] ACL issued further guidance on OAA funding transfers under P.L. 116-260 on January 28, 2021; see https://acl.gov/sites/default/files/common/AoA%20-%20Fiscal%20FAQs%20Supplement%205.pdf#page=3.

obtain nutrition due to social distancing as a result of the emergency and authorizes the Assistant Secretary to waive certain dietary requirements for nutrition services.

American Rescue Plan Act of 2021

On March 12, 2021, the President signed the American Rescue Plan Act of 2021 (ARPA; P.L. 117-2). Title II, Subtitle L provides a total of $1.434 billion in mandatory funding for OAA programs, to remain available until expended. Specifically, ARPA provided

- $750.0 million to states and U.S. territories for nutrition services;
- $460.0 million for supportive services, to include COVID-19 vaccination outreach (including transportation) and activities to prevent and mitigate social isolation related to COVID-19;
- $145.0 million for family caregiver services;
- $44.0 million for disease prevention;
- $25.0 million to tribal organizations for nutrition services, supportive services, and family caregiver services; and
- $10.0 million for the long-term care ombudsman program.

Of the $750.0 million to states for nutrition services, ACL allocated $450.0 million to home-delivered nutrition services and $300.0 million to congregate nutrition services.[33] Of the $25.0 million to tribal organizations, ACL allocated $16.7 million to supportive and nutrition services and $8.3 million to family caregiver services.[34]

OAA Funding History

Overall, total annual OAA funding has increased over the 11-year period from FY2011 to FY2021, with the largest one-year increase in funding (56.7%) for FY2020 due to the COVID-19 pandemic (not adjusted for inflation; see **Figure 3**). FY2021 funding is 16.1% higher than in FY2020, again due to COVID-19 additional funding. For FY2021, total OAA funding, including supplemental funding to respond to the needs of seniors during the COVID-19 pandemic, is at its highest level ($3.738 billion) in the act's 55-year history. Prior to FY2020, total OAA funding levels had remained below the FY2010 level, when funding was at its previously highest level of $2.328 billion (not shown) due to supplemental funding provided to the CSEOA Program to serve low-income seniors affected by the Great Recession.

Total OAA funding declined in FY2011 through FY2013, when funding was at $1.807 billion, its lowest level over the 11-year period. Most of the 5.5% reduction from FY2012 to FY2013 is attributable to sequestration.[35] For FY2014 through FY2016, total OAA funding increased slightly each year from the FY2013 level.

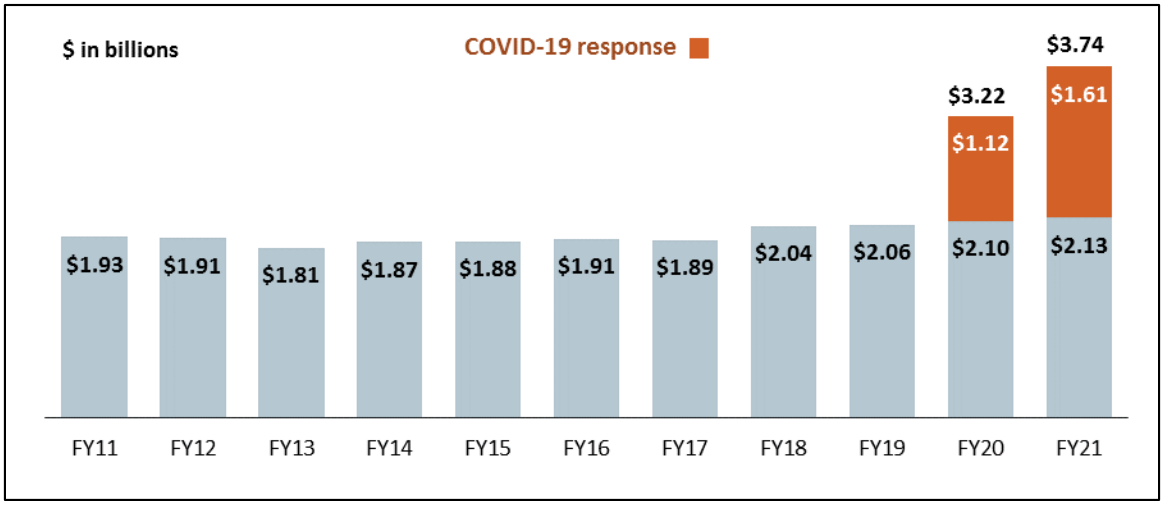
[33] Email communication with ACL Budget Director, March 15, 2021.

[34] Email communication with ACL Budget Director, March 15, 2021. Of the Title III-C home-delivered and congregate nutrition services program funds that they receive in FY2021, SUAs and AAAs may transfer up to 100% of the funds between the two programs without prior approval, per P.L. 116-260, Division N, Section 732.

[35] 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 nonexempt

FY2017 saw a slight funding decrease, with total OAA funding at 1.4% less than FY2016; most of the decrease is due to a 7.9% reduction to Title V CSEOA funding in FY2017. Total OAA funding increased by 8.0% in FY2018 and 1.0% in FY2019. Total OAA funding for FY2020, including additional funding in response to the COVID-19 pandemic, increased by $1.165 billion, 56.7%. Total OAA funding for FY2021 increased by $518.5 million, or 16.1%, again including COVID-19 additional funding. (Amounts in this discussion are not adjusted for inflation.) For programs and activities funded by OAA title since FY2014, see **Table A-1.**

Figure 3. Total Funding for Older Americans Act Programs, FY2011-FY2021



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

Notes: Includes discretionary funding in annual appropriations laws, and discretionary and mandatory funding in additional appropriations related to COVID-19 response.

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.

Appendix A. Older Americans Act Programs: FY2014-FY2021 Funding

Table A-1 shows the discretionary budget authority history for OAA programs for FY2014 through FY2021. It includes discretionary funding in annual appropriations laws, and additional discretionary and mandatory funding in COVID-19 relief legislation. Amounts are not adjusted for inflation. The table includes several nonadd 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:

- Annual and supplemental appropriations for FY2020, which are shown in two columns:
  - "FY2020 Annual Approps." Includes discretionary funding provided by P.L. 116-94, Further Consolidated Appropriations Act 2020.
  - "FY2020 Supplemental Approps." includes total discretionary funding provided by P.L. 116-127, Families First Coronavirus Response Act and P.L. 116-136, Coronavirus Aid, Relief, and Economic Security Act (CARES Act).
- Annual and additional appropriations for FY2021, which are shown in two columns:
  - "FY2021 Annual Approps." includes discretionary funding provided by P.L. 116-260, Consolidated Appropriations Act, 2021, Division H, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 2021.
  - "FY2021 Additional Approps." includes mandatory funding provided by P.L. 116-260, Consolidated Appropriations Act, 2021, Division N, Additional Coronavirus Response and Relief; and P.L. 117-2, American Rescue Plan Act of 2021.

Table A-1. Budget Authority for the Older Americans Act (OAA) Programs: FY2014-FY2021

($ in millions)

OAA Programs	FY2014[a]	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020 Annual Approps[b]	FY2020 Supplemental Approps[c]	FY2021 Annual Approps[d]	FY2021 Additional Approps[e]
Title II: Administration on Aging	**$50.007**	**$50.007**	**$51.359**	**$51.359**	**$54.360**	**$54.360**	**$54.360**	**$50.000**	**$54.360**	**0**
Program administration	30.035[f]	30.035	40.063	40.063	41.063	41.063	41.063	0	41.063	0
Aging network support activities	3.661[g]	3.661	3.896[h]	3.896	3.896	3.896	3.896	0	3.896	0
Senior Medicare Patrol[i]	8.910	8.910	0[j]	0[j]	0[j]	0[j]	0[j]	0	0	0
Aging and Disability Resource Centers	6.119[k]	6.119	6.119	6.119	8.119	8.119	8.119	$50.000	8.119	0
Elder rights support activities[l]	1.282	1.282	1.281	1.281	1.282	1.282	1.282	0	1,282	0
Title III: Grants for State and Community Programs on Aging	**$1,327.815**	**$1,327.815**	**$1,352.911**	**$1,358.411**	**$1,487.261**	**$1,497.861**	**$1,537.611**	**$1,020.000**	**$1,558.111**	**$1,567.000**
Supportive services and centers	347.724	347.724	347.724	350.224	385.074	385.074	390.074	200.000	392.574	460.000
Family caregivers[m]	145.586	145.586	150.586	150.586	180.586	181.186	185.936	100.000	188.936	145.000
Disease prevention/health promotion	19.848	19.848	19.848	19.848	24.848	24.848	24.848	0	24.848	44.000
Nutrition services	814.657	814.657	834.753	837.753	896.753	906.753	936.753	720.000[n]	951.753	918.000
Congregate meals (nonadd)	*438.191*	*438.191*	*448.342*	*450.342*	*490.342*	*495.342*	*510.342*	*80.000*[n]	*515.342*	*300.000*
Home-delivered meals (nonadd)	*216.397*	*216.397*	*226.342*	*227.342*	*246.342*	*251.342*	*266.342*	*640.000*[n]	*276.342*	*618.000*[o]
Nutrition services incentive grants (nonadd)	*160.069*	*160.069*	*160.069*	*160.069*	*160.069*	*160.069*	*160.069*	*0*	*160.069*	*0*
Title IV: Activities for Health, Independence, and Longevity	**$6.392**	**$12.892**	**$16.658**	**$18.658**	**$31.957**	**$36.957**	**$34.957**	**0**	**$41.957**	**0**
Elder rights support activities	2.592	6.592[p]	10.593	12.593	14.592	14.592	14.592	0	16.592	0[q]
Aging network support activities	3.800[g]	6.300[r]	6.065[h]	6.065	8.565	13.565	8.565	0	12.565	0

OAA Programs	FY2014[a]	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020 Annual Approps[b]	FY2020 Supplemental Approps[c]	FY2021 Annual Approps[d]	FY2021 Additional Approps[e]
Alzheimer's Disease Program[s]	—	—	—	—	8.800	8.800	11.800	0	12.800	0
Title V: Community Service Senior Opportunities Act	**$434.371**	**$434.371**	**$434.371**	**$400.000**	**$400.000**	**$400.000**	**$405.000**	**0**	**$405.000**	**0**
Title VI: Grants to Native Americans	**$32.189**	**$32.189**	**$38.689**	**$38.764**	**$42.764**	**$44.264**	**$45.014**	**$30.000**	**$46.014**	**$32.000**
Supportive and nutrition services	26.158	26.158	31.158	31.208	33.208	34.208	34.708	30.000	35.208	23.670
Native American caregivers	6.031	6.031	7.531	7.556	9.556	10.056	10.306	0	10.806	8.330
Title VII: Allotments for Vulnerable Elder Rights Protection Activities	**$20.658**	**$20.658**	**$20.658**	**$20.658**	**$21.658**	**$21.658**	**$22.658**	**$20.000**	**$23.658**	**$10.000**
Long-term care ombudsman program	15.885	15.885	15.885	15.885	16.885	16.885	17.885	$20.000[t]	18.885	$10.000[u]
Elder abuse prevention	4.773	4.773	4.773	4.773	4.773	4.773	4.773	[t]	4.773	0
TOTAL Older Americans Act Programs	**$1,871.432**	**$1,877.932**	**$1,914.646**	**$1,887.850**	**$2,038.000**	**$2,055.100**	**$2,099.600**	**$1,120.000**	**$2,129.100**	**$1,609.000**

Source: FY2014 to FY2021 Labor-Health and Human Services (HHS)-Education Appropriations Acts and accompanying report and explanatory statement language available at the CRS appropriations status table; P.L. 116-127; P.L. 116-136; P.L. 116-260; P.L. 117-2; various HHS, Administration on Aging (AOA), Administration for Community Living (ACL), and Department of Labor (DOL) budget documents, including budget justifications (FY2017); email communication with G. Steven Hagy, director, AOA/ACL Office of Budget and Finance, 2013 to 2021.

Notes: Includes discretionary funding in annual appropriations laws, and discretionary and mandatory funding in COVID-19 relief legislation.

a. FY2014 numbers reflect appropriated amounts before transfers. Per P.L. 113-76, Division H, Title II §206, the Administration 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. (Email communication with G. Steven Hagy, Director, Office of Budget and Finance, ACL, April 2, 2015).

b. This column reflects FY2020 appropriations in P.L. 116-94, Further Consolidated Appropriations Act, 2020. Funding is to remain available until September 30, 2021.

c. This column reflects supplemental FY2020 appropriations in P.L. 116-127, Families First Coronavirus Response Act and P.L. 116-136, Coronavirus Aid, Relief, and Economic Security Act (CARES Act). Funding is to remain available until September 30, 2021.

d. This column reflects discretionary funding provided by P.L. 116-260, Consolidated Appropriations Act, 2021, Division H, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 2021.

e. This column reflects mandatory additional funding provided by P.L. 116-260, Consolidated Appropriations Act, 2021, Division N, Additional Coronavirus Response and Relief; and P.L. 117-2, American Rescue Plan Act, 2021.

f. 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 (e.g., Public Health Service Act [PHSA] and the Medicare Improvements for Patients and Providers Act [MIPPA]).

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. Starting in FY2016, budget documents provide funds for the Resource Center on Women and 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. 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 and Medicaid Services (CMS).

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. Subsequent annual appropriations laws have continued this practice. The FY2016 and FY2017 appropriations laws did not specify a specific amount for these activities. The FY2018 and FY2019 appropriations laws each required the HHS Secretary to provide not less than $17.621 million from HCFAC for the Senior Medicare Patrol program. The FY2020 appropriations law requires the HHS Secretary to provide not less than $18.000 million from HCFAC for the Senior Medicare Patrol program.

k. 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.

l. 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.

m. Funding for Native American family caregiving is shown in Title VI.

n. P.L. 116-127, the Families First Coronavirus Response Act, provides $240.0 million in supplemental funding for OAA Title III nutrition services ($80.0 million for congregate nutrition and $160.0 million for home-delivered nutrition). P.L. 116-136, the Coronavirus Aid, Relief, and Economic Security (CARES) Act, provides $480.0 million in supplemental funding for OAA Title III nutrition services that ACL allocated to states and territories under their home-delivered nutrition programs.

o. P.L. 116-260, Division N, and P.L. 117-2 provided mandatory supplemental funding to OAA nutrition services under Title III-C. For P.L. 116-260, ACL allocated the entire Title III-C nutrition services amount ($168.0 million) to home-delivered nutrition services. For P.L. 117-2, ACL allocated $300.0 million to congregate nutrition and $450.0 to home-delivered nutrition. However, of the Title III-C home-delivered and congregate nutrition services program funds received in FY2021, SUAs and AAAs may transfer up to 100% of the funds between the two programs without prior approval, per P.L. 116-260, Division N, Section 732 (email communication with ACL Budget Director, January 7, 2021 and March 15, 2021; P.L. 116-260, Division N, Sec. 732).

p. Starting in FY2015, elder rights support activities also include Elder Justice/Adult Protective Services (APS) funding. For simplicity, this table counts 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).

q. P.L. 116-260, Division N, appropriated $100.0 million for activities authorized by the Elder Justice Act, to prevent, prepare for, and respond to coronavirus. ACL announced that $93.9 million of that amount would be available for "Grants to Enhance Adult Protective Services to Respond to COVID-19," *Federal Register*, February 1, 2021, 86 FR 7726, https://www.federalregister.gov/d/2021-02091.

r. Starting in FY2015, Title IV Aging network support activities also includes Holocaust Survivors Assistance.

s. The Consolidated Appropriations Act, 2018 (P.L. 115-141), streamlined ACL's four Alzheimer's disease programs (Alzheimer's Disease Supportive Services, Alzheimer's Disease Initiative—Specialized Supportive Services, Alzheimer's Disease Initiative—Communications, and the National Alzheimer's Call Center previously funded under Aging Network Support Activities) into a single Alzheimer's Disease Program. For each of FY2018 through FY2021, in addition to discretionary funds, the Alzheimer's Disease Program also received $14.7 million in mandatory funds from the Prevention and Public Health Fund (PPHF).

t. P.L. 116-136, the Coronavirus Aid, Relief, and Economic Security Act (CARES Act), provides $20.0 million for OAA Title VII services that ACL allocated to the long-term care ombudsman program.

u. In addition, P.L. 116-260, Division N, appropriated $100.0 million for activities authorized by the Elder Justice Act to prevent, prepare for, and respond to coronavirus. ACL announced that $4.0 million of that amount would be available for "Grants to Enhance Capacity of Long-Term Care Ombudsman Programs to Respond to Complaints of Abuse and Neglect of Residents in Long-Term Care Facilities During the COVID-19 Public Health Emergency," *Federal Register,* February 1, 2021, 86 FR 7728, https://www.federalregister.gov/d/2021-02092.

Appendix B. COVID-19 Response Funding for Older Americans Act Programs

Table B-1 shows discretionary and mandatory funding for OAA programs under the following laws that were enacted in response to the COVID-19 pandemic:

- P.L. 116-127, Families First Coronavirus Response Act (FFCRA), which became law March 18, 2020. This law provided discretionary funding for OAA nutrition services programs, to be made available until September 30, 2021.
- P.L. 116-136, Coronavirus Aid, Relief, and Economic Security Act (CARES Act), which became law March 27, 2020. This law provided discretionary funding for certain OAA programs, to be made available until September 30, 2021.
- P.L. 116-260, Consolidated Appropriations Act, 2021, Division N, Additional Coronavirus Response and Relief, which became law December 27, 2020. This law provided mandatory funding for OAA nutrition services programs (no funding deadline or expiration date is specified in the law).
- P.L. 117-2, American Rescue Plan Act (ARPA), which became law March 11, 2021. This law provided mandatory funding for certain OAA programs, to be made available until expended.

Table B-1. COVID-19 Additional Funding for Older Americans Act Programs, FY2020-FY2021

($ in millions)

OAA Programs	FY2020 laws			FY2021 laws			Total COVID Additional Funding
	P.L. 116-127, FFCRA	P.L. 116-136, CARES Act	Total FY2020 COVID Supplementals	P.L. 116-260, Division N	P.L. 117-2, American Rescue Plan Act	Total FY2021 COVID Additional Funding	
Title II: Administration on Aging	0	**$50.000**	**$50.000**	0	0	0	**$50.000**
Aging and Disability Resource Centers	0	$50.000	$50.000	0	0	0	$50.000
Title III: Grants for State and Community Programs on Aging	**$240.000**	**$780.000**	**$1,020.000**	**$168.000**	**$1,399.000**	**$1,567.000**	**$2,587.000**
Supportive services and centers	0	$200.000	$200.000	0	$460.000	$460.000	$660.000
Family caregivers	0	$100.000	$100.000	0	$145.000	$145.000	$245.000
Disease prevention/health promotion	0	0	0	0	$44.000	$44.000	$44.000
Nutrition services	$240.000	$480.000	$720.000	$168.000	$750.000	$918.000	$1,638.000
Congregate meals (nonadd)	*$80.000*	*0*	*$80.000*	*0*	*$300.000*[a]	*$300.000*	*$380.000*
Home-delivered meals (nonadd)	*$160.000*	*$480.000*[b]	*$640.000*	*$168.000*[c]	*$450.000*[a]	*$618.000*	*$1,258.000*
Title VI: Grants for Native Americans	**$10.000**	**$20.000**	**$30.000**	**$7.000**	**$25.000**	**$32.000**	**$62.000**
Supportive and nutrition services	$10.000	$20.000	$30.000	$7.000	$16.670	$23.670	$53.670
Native American family caregivers	0	0	0	0	$8.330	$8.330	$8.330
Title VII: Vulnerable Elder Rights Protection Activities	**0**	**$20.000**	**$20.000**	0	**$10.000**	**$10.000**	**$30.000**
Long-term care ombudsman program	0	$20.000[d]	$20.000	0[e]	$10.000	$10.000	$10.000
Total Older Americans Act Programs	**$250.000**	**$870.000**	**$1,120.000**	**$175.000**	**$1,434.000**	**$1,609.000**	**$2,729.000**

Source: Statutory language and email communication with ACL Budget Director, March 25, 2020, January 7, 2021, and March 15, 2021

a. The American Rescue Plan Act of 2021 (APRA; P.L. 117-2) provided $750.0 million in mandatory additional funding to OAA nutrition services under Title III-C. ACL allocated $300.0 million to congregate nutrition and $450.0 to home-delivered nutrition services programs. However, SUAs and AAAs may transfer up to 100% of

the funds received in FY2021 between the two programs without prior approval, per P.L. 116-260, Consolidated Appropriations Act, 2021, Division N, Section 732 (email communication with ACL Budget Director, March 15, 2021).

b. The Coronavirus Aid, Relief, and Economic Security Act (CARES Act; P.L. 116-136) provided $480.0 million for OAA nutrition programs under Title III-C, which includes both home-delivered meals and congregate meals programs. ACL allocated the entire amount to the home-delivered meals program, but states were allowed to transfer as much as 100% of the funds they received to the congregate meals program. ACL, *ACL State by State Total for CARES Act Funding*, April 1, 2020, https://acl.gov/sites/default/files/about-acl/2020-04/ACL%20State%20by%20State%20Tribe%20and%20CIL%20CARES%20Supplemental%20Awards%20Tables%2004.21.20.pdf.

c. The Consolidated Appropriations Act, 2021, P.L. 116-260, Division N, provided $168.0 million to OAA nutrition services under Title III-C. ACL allocated the entire amount to home-delivered nutrition services. However, SUAs and AAAs may transfer up to 100% of the funds received in FY2021 between the two programs without prior approval, per Division N, Section 732 (email communication with ACL Budget Director, January 7, 2021).

d. The CARES Act (P.L. 116-136) provided $20.0 million "for elder rights protection activities, including the long-term ombudsman program." ACL allocated the entire amount to the long-term care ombudsman program. ACL, *ACL State by State Total for CARES Act Funding*, April 1, 2020, https://acl.gov/sites/default/files/about-acl/2020-04/ACL%20State%20by%20State%20Tribe%20and%20CIL%20CARES%20Supplemental%20Awards%20Tables%2004.21.20.pdf.

e. In addition to OAA funding, the Consolidated Appropriations Act, 2021 (P.L. 116-260), Division N, appropriated $100.0 million for activities authorized by the Elder Justice Act to prevent, prepare for, and respond to coronavirus. ACL announced that $4.0 million of that amount would be available for "Grants to Enhance Capacity of Long-Term Care Ombudsman Programs to Respond to Complaints of Abuse and Neglect of Residents in Long-Term Care Facilities During the COVID-19 Public Health Emergency," *Federal Register*, February 1, 2021, 86 FR 7728, https://www.federalregister.gov/d/2021-02092.

Appendix C. Authorizations of Appropriations for Older Americans Act (OAA) Programs

Table C-1 provides authorizations of appropriations under the Older Americans Act, as amended by P.L. 116-131. Authorizations of appropriations are shown by OAA title and program or activity (Titles II through VII). No authorizations of appropriations are under Title I of the act.

Authorizations of appropriations for each fiscal year (FY2020 through FY2024) have been summed to show a total amount for each year (bottom of **Table C-1**). However, this total amount includes only those OAA authorizations of appropriations with a discrete amount specified in statute, which applies to almost all authorizations of appropriations. The one exception is under OAA Title VII, Subtitle B, Native American Organization and Elder Justice Provisions. OAA Section 751 authorizes to be appropriated "such sums as may be necessary" for Native American elder rights program and grants for state elder justice systems. **Table C-1** shows the authorizations of appropriations by OAA title and program or activity (first column). The second column describes any amendments or changes to statutory language under P.L. 116-131. The last five columns show the authorizations of appropriations amounts for each program or activity for FY2020 through FY2024, with a total amount summed below for each fiscal year.

Table C-1. Authorizations of Appropriations for Older Americans Act as Amended by the Supporting Older Americans Act of 2020 (P.L. 116-131)

	OAA Statutory Reference	Authorizations of Appropriations				
		FY2020	FY2021	FY2022	FY2023	FY2024
Title II, Administration on Aging (AOA)						
Administration, Salaries, and Expenses of AOA	§216(a) authorizes to be appropriated for administration, salaries, and expenses of the Administration	$43,937,410	$46,573,655	$49,368,074	$52,330,158	$55,469,968
Eldercare Locator	§216(b)(1) authorizes to be appropriated to carry out §202(a)(21), relating to the National Eldercare Locator Service	$2,180,660	$2,311,500	$2,450,190	$2,597,201	$2,753,033
Pension Counseling and Information Program	§216(b)(2), relating to Pension Counseling and Information Programs, authorizes to be appropriated	$1,988,060	$2,107,344	$2,233,784	$2,367,811	$2,509,880
Elder Rights Support Activities (Title II)	§216(b)(3) authorizes to be appropriated to carry out §202 relating to Elder Rights Support Activities under this title	$1,371,740	$1,454,044	$1,541,287	$1,633,764	$1,731,790
Aging and Disability Resource Centers	§216(b)(4) authorizes to be appropriated to carry out §202(b) relating to the Aging and Disability Resource Centers	$8,687,330	$9,208,570	$9,761,084	$10,346,749	$10,967,554
Title III, State and Community Programs on Aging						
Supportive Services and Centers	§303(a) authorizes to be appropriated to carry out Part B	$412,029,180	$436,750,931	$462,955,987	$490,733,346	$520,177,347
Congregate Nutrition Services	§303(b)(1) authorizes to be appropriated to carry out Subpart 1 of Part C	$530,015,940	$561,816,896	$595,525,910	$631,257,465	$669,132,913
Home-Delivered Nutrition Services	§303(b)(2) authorizes to be appropriated to carry out Subpart 2 of Part C	$268,935,940	$285,072,096	$302,176,422	$320,307,008	$339,525,428
Disease Prevention and Health Promotion	§303(d) authorizes to be appropriated to carry out Part D	$26,587,360	$28,182,602	$29,873,558	$31,665,971	$33,565,929

	OAA Statutory Reference	Authorizations of Appropriations				
		FY2020	FY2021	FY2022	FY2023	FY2024
Family Caregiver Support	§303(e) authorizes to be appropriated to carry out Part E	$193,869,020	$205,501,161	$217,831,231	$230,901,105	$244,755,171
Nutrition Services Incentive Program	§311(e) authorizes to be appropriated	$171,273,830	$181,550,260	$192,443,275	$203,989,872	$216,229,264
Title IV, Activities for Health, Independence, and Longevity						
Aging Network Support Activities	§411(b)(1) authorizes to be appropriated to carry out aging network support activities under this section	$14,514,550	$15,385,423	$16,308,548	$17,287,061	$18,324,285
Elder Rights Support Activities (Title IV)	§411(b)(2) authorizes to be appropriated to carry out elder rights support activities under this section	$15,613,440	$16,550,246	$17,543,261	$18,595,857	$19,711,608
Title V, Community Service Senior Opportunities Act						
Community Service Employment for Older Americans	§517(a) authorizes to be appropriated for Title V	$428,000,000	$453,680,000	$480,900,800	$509,754,848	$540,340,139
Title VI, Grants for Native Americans						
Indian and Native Hawaiian Programs	§643(1) authorizes to be appropriated for Parts A and B	$37,102,560	$39,298,714	$41,626,636	$44,094,235	$46,709,889
Native American Caregiver Support Program	§643(2) authorizes to be appropriated for Part C	$10,759,920	$11,405,515	$12,089,846	$12,815,237	$13,584,151
Title VII, Vulnerable Elder Rights Protection Activities						
Subtitle A—State Programs						
Long-Term Care Ombudsman Program (Chapter 2)	§702(a) to authorize to be appropriated to carry out Chapter 2	$18,066,950	$19,150,967	$20,300,025	$21,518,027	$22,809,108
Elder Abuse, Neglect, and Exploitation Prevention Program (Chapter 3) and State Legal Assistance Development Program (Chapter 4)	§702(b) to authorize to be appropriated to carry out Chapters 3 and 4	$5,107,110	$5,413,537	$5,738,349	$6,082,650	$6,447,609

	OAA Statutory Reference	Authorizations of Appropriations				
		FY2020	FY2021	FY2022	FY2023	FY2024
Subtitle B—Native American Organization and Elder Justice Provisions						
Native American Elder Rights Program and Grants for State Elder Justice Systems	§751(d) authorizes to be appropriated such sums as may be necessary (SSAN) for FY2007 and subsequent fiscal years	SSAN	SSAN	SSAN	SSAN	SSAN
Total Authorization of Appropriations[a]		$2,190,041,000	$2,321,413,461	$2,460,668,267	$2,608,278,365	$2,764,745,066

Source: The Older Americans Act, as amended by the Supporting Older Americans Act of 2020, P.L. 116-131.

a. The "Total Authorization of Appropriations" do not include an amount for OAA §751(d) under Subtitle B, Native American Organizations and Elder Justice Provisions.

Author Information

Kirsten J. Colello
Specialist in Health and Aging Policy

Angela Napili
Senior Research Librarian

Key Policy Staff

Area of Expertise	Name
Older Americans Act (General)	Kirsten J. Colello
OAA Title V, Community Service Employment for Older Americans (CSEOA) or Senior Community Service Employment Program (SCSEP)	Benjamin Collins
Family Caregiving (General); OAA Title III-Part E, National Family Caregiver Support Program (NFCSP)	Jared S. Sussman

Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. 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's institutional role. 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 the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.