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SUMMARY OF MAJOR PROVISIONS OF THE OLDER
AMERICANS ACT OF 1965, AS AMENDED:
DEVELOPMENT OF MAJOR AMENDMENTS, 1965-1974

CONGRESSIONAL
RESEARCH SERVICE

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(Updated)
November 7, 1974

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The Nutrition Program for the Elderly Act - signed into law March 22, 1972 as Public Law 92-258

The Older Americans Comprehensive Services Amendments of 1973 - signed into law May 3, 1973 as Public Law 93-29

Amendments to the Nutrition Program for the Elderly Act - signed into law July 12, 1974 as Public Law 93-351

The following report is divided into three parts:

Summary of Current Provisions of the Older Americans Act of 1965, as amended.

Development of Major Provisions of the Older Americans Act - 1965 to Present

Authorizations and Appropriations Under the Older Americans Act - 1965 to Present

INTRODUCTION

The Older Americans Act of 1965 provided services and programs for older persons through three grant programs: (1) program of grants for community planning and services, (2) program of grants for research and demonstration programs, and (3) program of grants for personnel training in the field of aging. This Act also established the Administration on Aging within the Department of Health, Education, and Welfare. The 1967 amendments to the Older Americans Act extended each of these provisions. Amendments in 1969 also extended these provisions and added a program of grants for model projects and a new volunteer program under which the Foster Grandparent and Retired Senior Volunteer programs were authorized. The 1972 amendments authorized a National Nutrition Program for the Elderly. Amendments in 1973 extended and expanded grant programs under the Older Americans Act authorized prior to 1972, and established a National Clearing House for the Aging, a Federal Council on the Aging, and authorized funds for multipurpose senior centers. In 1974, the National Nutrition Programs for the Elderly was extended for three years through fiscal year 1977.

The statutes establishing and amending the Older Americans Act are as follows:

The Older Americans Act of 1965 - signed into law
July 14, 1965 as Public Law 89-73

The Older Americans Act Amendments of 1967 - signed
into law July 1, 1967 as Public Law 90-42

The Older Americans Act Amendments of 1969 - signed
into law September 17, 1969 as Public Law 91-69

I. SUMMARY OF MAJOR PROVISIONS OF THE OLDER AMERICANS ACT
OF 1965, AS AMENDED

Title I - Declaration of Objectives

Title I sets forth 10 objectives regarding older Americans in the areas of income, emotional and physical well-being, housing, employment, and social services.

Title II - Administration on Aging

Establishment of the Administration on Aging

Title II places the Administration on Aging within the Office of the Secretary of Health, Education, and Welfare under the direction of a Commissioner on Aging who is appointed by the President and confirmed by the Senate. The Administration on Aging is given primary responsibility for carrying out the programs authorized under the Older Americans Act.

Title II also specifies that the Commissioner is to be directly responsible to the Office of the Secretary and that his functions may not be delegated to any other officer not directly responsible to the Commissioner.

National Information and Resource Clearing House for the Aging

Title II also authorizes the Commissioner on Aging to establish and operate a National Information and Resources Clearing House for the Aging. The Clearing House collects, analyzes, and disseminates information related to the needs and interests of older persons. In addition, it encourages the establishment of State and local information centers and provides technical assistance to such centers.

Federal Council on the Aging

The Federal Council on the Aging is composed of 15 members who are appointed by the President and confirmed by the Senate. The members must be representative of older Americans, national organizations with an interest in aging, business, labor and the general public. At least five members must be older Americans. The Council is charged with the responsibility of advising and assisting the President on matters relating to the special needs of the elderly; reviewing and evaluating, on a continuing basis, Federal policies regarding the elderly and programs on aging and other activities affecting the elderly; making recommendations to the President, the Secretary of HEW and the Congress with respect to Federal policies regarding the aging; and providing public forums for discussing and publicizing the problems and needs of the aging. The Council is to make annual reports of its findings and recommendations to the President by March 31 of each year who then sends them to the Congress.

In addition to its ongoing duties, the Council is to undertake a number of special studies.

First, the Council is to undertake a study of the interrelationships of benefit programs for the elderly operated by Federal, State, and local government agencies. Following the completion of this study, but no later than November 3, 1974, the President shall submit to Congress recommendations for bringing about a greater uniformity of eligibility standards, and for eliminating the negative impact that one program's standards may have on another program. (For example, a Social Security benefit increase may cause an elderly low-income person to lose eligibility for medicaid services

services or public housing of greater value than the rise in Social Security income.) Second, the Council is to undertake a study of the combined impact of all taxes on the elderly--including but not limited to income, property, sales, and social security taxes. The President shall submit to Congress, and to the Governors and legislatures of the States, the results of this study and any recommendations he deems necessary.

Third, the Council shall undertake a study of the effects of the formula specified in the Amendments for allotment among the States of sums appropriated for area planning and social service programs authorized under title III of the Older Americans Act. No later than January 1, 1975, the results of this study, together with any recommendations for changes, shall be submitted to the Commissioner; the Secretary of Health, Education, and Welfare; the Committee on Labor and Public Welfare of the Senate; and the Committee on Education and Labor of the House of Representatives.

Title III - Grants for State and Community Programs on Aging

Title III authorizes formula grants to the States to develop and coordinate social service systems for the elderly. It also authorizes funds for areawide model projects.

State and Community Programs

In order for a State to participate in the Title III formula grant program, it must designate a State agency as the sole State agency to:

- develop a State plan to be submitted to the Commissioner on Aging for approval;
- administer the State plan within the State;

- be primarily responsible for the coordination of all State activities related to the purposes of the Older Americans Act;
- divide the entire State into distinct planning and service areas.

In dividing a State into planning and service areas, the State agency must consider the geographical distribution of individuals aged sixty and older in the state; the incidence of the need for social services (including the numbers of older persons with low incomes residing in the area); the distribution of resources available to provide these services; the location of units of general purpose local government within the State, and any other relevant factors. Any unit of general purpose local government which has a population aged sixty or over of fifty thousand or more, or which contains 15 percent or more of the State's population aged sixty or over, is to be designated as a planning and service area. However, the State may designate as a planning and service area, any region within the State which includes one or more units of general purpose local government when the State determines that the designation of such a regional planning and service area is necessary for areawide planning.

The State agency then determines for which planning and service areas an area plan will be developed. For each such area, the State agency designates (after consideration of the views offered by the units of general purpose local government in the area), a public or nonprofit private agency or organization as the area agency on aging for the area.

The area plans as stated in the Act must:

- provide for the establishment of a comprehensive and coordinated system for the delivery of social services within the planning and service area covered by the plan;
- provide for the initiation, expansion, or improvement of social services in the area; and

- provide for the establishment or maintenance of information and referral sources in sufficient numbers to assure that all older persons within the area will have reasonably convenient access to such sources.

Allotment Formulas

The funds appropriated for title III are allotted to the States under two allotment formulas -- the first for paying part of the costs of area planning and social service programs, the second for State administration expenses.

Under the first allotment formula for fiscal year 1973 each State, for area planning and services programs, was to be allotted an amount equal to one-half of one percent of the sum appropriated (one-fourth of one percent for territories and possessions). The remaining amount was to be distributed among the States on the basis of each State's proportionate share of the nation's elderly population aged 60 and over.

From the amount appropriated for fiscal years 1974 and 1975 for area planning and service programs, the formula is changed so that each State will be allotted an amount on the basis of each State's proportionate share of the nation's elderly population aged 60 and over. Every State, however, will be allotted at least one-half of one percent of the amount appropriated (one-fourth of one percent for territories and possessions). Also, no State will be allotted an amount less than that State received in fiscal year 1973.

A State's allotment under this formula may be used only to carry out three specific functions.

First, a State can use such amount as the State agency determines, but not more than 15 percent of its allotment for paying not more than 75 percent of the cost of administration of area plans.

Second, such amount as the State agency determines, but (beginning with fiscal year 1975) not more than 20 percent of the State's allotment

shall be available for paying not more than 75 percent of the cost of social services which are not provided as a part of a comprehensive and coordinated system in planning and service areas for which there is an area plan approved by the State agency.

Third, the remainder of the allotment (65% or more) shall be available to the State only for paying such percentage as the State agency determines, but not more than 90 percent of the cost of social services provided in the State as a part of comprehensive and coordinated systems in planning and service areas for which there is an area plan approved by the State agency.

The second allotment of sums authorized in title III covers State administration costs, and may be used to pay such percentages as each State agency determines, but not more than 75 percent, of the cost of the administration of a State plan--including the preparation of the State plan; the carrying out of analyses related to an appraisal of needed social services within the State; the dissemination of information; the provision of short-term training of personnel; and the carrying out of statewide demonstration projects relating to the initiation, expansion, or improvement of social services.

If a State has designated a single planning and service area to cover all, or substantially all, of the older persons in the State, it may elect to pay part of the costs of the administration of State and area plans either out of sums available under this allotment or out of sums available under the first allotment for the administration of area plans. It may not pay such costs out of sums allotted under both allotments.

Under this second allotment formula, each State shall be allotted an amount which bears the same ratio to the sum appropriated for a fiscal year for the planning, coordination, evaluation, and administration of State plans as the population aged sixty or over in the State bears to the population aged sixty or over in all States. No State shall be allotted less than one-half of one percent of the sum appropriated for the fiscal year for which the determination is made, or \$160,000, whichever is greater. (For territories and possessions, no less than one-fourth of one percent of the sum appropriated for the fiscal year for which the determination is made, or \$50,000 -- whichever is greater).

Also, \$35 million is authorized under title III in fiscal year 1975 for a new transportation program. The Federal government may award grants to States to pay up to 75 percent of the cost of providing transportation services for the elderly, with special emphasis on providing transportation services for participants in the title VII nutrition program.

Model projects

Title III of the Older Americans Act also authorizes project grants for model projects. Through this program, Federal grants are awarded to or contracts are made with public or nonprofit private agencies or organizations for paying part or all of the cost of developing and operating Statewide, regional, metropolitan, county, city or community model projects. The law provides that model projects are designed to demonstrate new or improved methods of providing needed services to older people.

The Commissioner on Aging makes grants or contracts available after consultation with the State agency of the State in which the project will be

operated. The law provides that he shall give special consideration to projects designed to:

- assist in meeting the special housing needs of older persons;
- provide continuing education to older persons;
- provide preretirement education; and
- provide services to assist in meeting the particular needs of the physically and mentally impaired older person.

Title IV - Training and Research

Training

The Commissioner on Aging is directed to appraise periodically the nation's existing and future personnel needs in the field of aging, and the adequacy of the nation's effort to meet these needs. The Commissioner is to prepare and publish annually a report on the professions dealing with the problems of the aging, in which he is to present in detail his views on the state of the professions and the trends which he discerns with respect to the future complexion of programs for the aging throughout the nation.

The Commissioner also may make grants to State agencies on aging, State or local educational agencies, institutions of higher education, or other public or nonprofit private agencies, organizations, or institutions, and he may enter into contracts with any agency, institution, or organization to pay up to 100 percent of the cost to:

- publicize available opportunities for careers in the field of aging;
- encourage qualified persons to enter or reenter the field;
- encourage artists, craftsmen, artisans, scientists, and persons from other professions and vocations and homemakers, to undertake assignments on a part-time basis or for temporary periods in the field; and
- prepare and disseminate materials, including audiovisual materials and printed materials, for use in recruitment and training of persons employed or preparing for employment in carrying out programs related to the purposes of the Older Americans Act.

In addition, the Commissioner may make grants to any public or non-profit private agency, organization or institution or with State agencies on aging, or contracts with any agency, organization, or institution to assist in the training of persons who are employed or preparing for employment in fields related to the purposes of the Act.

Research and Development Projects

In the area of research and development, the Commissioner may make grants to any public or nonprofit private agency, organization, or institution and contracts with any agency, organization, or institution, or with any individual to pay part of the cost of:

- studying current patterns and conditions of living of older persons;
- developing or demonstrating new approaches, techniques, and methods which hold promise of substantial contribution toward wholesome and meaningful living for older persons;
- developing or demonstrating means for improving coordination of community services for older persons;
- supporting evaluation activities;
- collecting and disseminating information concerning research findings and demonstration results; and
- conducting conferences and other meetings.

The Commissioner on Aging also is authorized to conduct a special study and to conduct demonstration projects relating to the transportation problems of older people. The Act provides specifically that after consultation with the Secretary of Transportation and the Secretary of Housing and Urban Development, the Commissioner is to conduct a comprehensive study and survey of the transportation problems of older Americans. In connection with the study, the Commissioner is to conduct research and demonstration

projects, either directly or by grants or contracts with public or private nonprofit agencies and organizations, in order to:

- demonstrate possible solutions to economic and service aspects of furnishing adequate transportation to older persons in rural and urban areas;
- demonstrate improvement of transportation services available to older persons with emphasis on establishing special transportation subsystems for older persons or similar groups with similar mobility restrictions, providing portal-to-portal service and demand actuated services, and making payments directly to older persons to enable them to obtain reasonable and necessary transportation services;
- demonstrate improved coordination between transportation systems and social services delivery systems; and
- demonstrate innovative solutions for other special transportation problems confronting older persons.

At least half of the transportation projects are to be conducted in States that are predominantly rural in character.

Not later than January 1, 1975, the Commissioner is to prepare and transmit to the Secretary, to the President, and to the Congress, a report on his findings and recommendations in the area of transportation including a plan for implementation of improved transportation services for older Americans.

In addition, a program of Federal grants to public and private nonprofit agencies, organizations, and institutions to pay up to the amount the Commissioner deems necessary for the purpose of establishing or supporting multidisciplinary centers of gerontology is authorized. These multidisciplinary centers are to:

- recruit and train personnel at the professional and sub-professional levels;
- conduct basic and applied research on work, leisure, and education of older people, living arrangements of older

- people, social services for older people, the economics of aging, and other related areas;
- provide consultation to public and voluntary organizations with respect to the needs of older people and in planning and developing services for them;
 - serve as repositories of information and knowledge with respect to the areas for which it conducts basic and applied research;
 - stimulate the incorporation of information on aging into the teaching of biological, behavioral, and social sciences at colleges or universities; and
 - create opportunities for innovative, multidisciplinary efforts in teaching, research and demonstration projects with respect to aging.

Title V - Multipurpose Senior Centers

Acquisition, Alteration, or Renovation of Multipurpose Senior Centers

Grants

The Commissioner on Aging is authorized to make grants to units of general purpose local government or other public or nonprofit private agencies or organizations and to make contracts with any agency or organization to pay not more than 75 percent of the cost of acquiring, altering, or renovating existing facilities to serve as multipurpose senior centers. To receive such assistance, facilities must be in close proximity to the majority of individuals eligible to use the center and within walking distance where possible.

The total payments made for grants or contracts to acquire, alter, or renovate multipurpose senior centers in any State for any fiscal year must not exceed 10 percent of the total amount appropriated for the year for these purposes.

In making such grants or contracts, the Commissioner must give preference to the acquisition of multipurpose senior centers in areas where there are being developed comprehensive and coordinated systems under title III of this Act. Applications for grants or contracts must contain reasonable assurances that there are no existing facilities in the community suitable for leasing a multipurpose senior center.

Mortgage Insurance

The Secretary of Health, Education, and Welfare is authorized to insure a mortgage for a multipurpose senior center (including advances on such mortgage during acquisition, alteration, or renovation). A mortgage shall involve a principal obligation in an amount not to exceed \$250,000 and not to exceed 90 percent of the estimated replacement cost of the property or project, including equipment to be used in the operation of the multipurpose senior center, when the proposed improvements are completed and the equipment is installed. A Multipurpose Senior Center Insurance Fund is created to be used by the Secretary as a revolving fund for carrying out this insurance program.

Annual Interest Grants

In order to assist nonprofit private agencies to reduce the cost of borrowing from other sources for the acquisition, alteration, or renovation of facilities, the Secretary may make annual interest grants to such agencies.

Contracts for annual interest grants may not be for an aggregate amount greater than is authorized in appropriation acts. Not more than 12 1/2 percent of the funds provided for grants may be used within any one State.

Initial Staffing Grants

The Commissioner on Aging is authorized to make grants to meet part of the costs of compensation of professional and technical personnel needed for the initial operation of new multipurpose senior centers and for the delivery of social services provided therein. Initial staffing grants can be made for no more than a three year period at a declining matching rate of no more than 75 percent for the first year, 66 2/3 percent for the second year, and 50 percent for the third year.

In making initial staffing grants, consideration must be given to the relative needs of the several States for community centers for senior citizens, their relative financial needs, and their population of persons over 60 years of age.

Title VI - National Older Americans Volunteer Program

Title VI, under which the Retired Senior Volunteer and Foster Grandparent programs had been authorized, was repealed in October 1973 by the Domestic Service Act of 1973. This legislation reauthorizes these programs and incorporates into one law the legislative authority for all programs administered by Action.

Title VII - Nutrition Program for the Elderly

The Commissioner on Aging is authorized to award formula grants to States to pay up to 90 percent of the cost of establishing and operating programs which deliver low-cost meal programs to people age 60 and over.

The programs are to provide one hot meal per day on at least five days a week in a community setting (church, senior center, school, etc.) accessible to the residents of most participants. They also are to provide participants with supportive services such as recreational activities, health and welfare counseling, and information and referral services. In addition, they are to supply transportation between the project site and the residences of eligible individuals who would otherwise be unable to participate; and where appropriate, provide home-delivered meals to eligible individuals who are homebound. The programs also are to utilize methods of outreach to insure that the maximum number of eligible individuals will have an opportunity to participate in the meal programs.

Funds allotted to States are dispersed through a designated state agency by grant or contract with public or private nonprofit institutions or agencies. In making grants or contracts, States must give preference to projects serving primarily low income individuals; and to the extent feasible, grants must be awarded to projects operated by and serving the needs of minority, Indian, and limited English-speaking eligible individuals in proportion to their numbers in the State. Participants in the program pay on the basis of what they can afford. A suggested fee schedule is developed by the project director, but each participant decides whether and how much he will pay.

The title VII annual appropriation is allotted to each State on the basis of each State's relative share of the nation's population age sixty and over. Every State, however, is to receive no less than one-half of one percent of the appropriation (one-fourth of one percent in the case of territories and possessions).

II. DEVELOPMENT OF MAJOR PROVISIONS OF THE OLDER AMERICANS ACT 1965 to Present

Title II - Administration on Aging

Older Americans Act of 1965 - Title II

The Older Americans Act of 1965 established the Administration on Aging within the Department of Health, Education, and Welfare and provided for a Commissioner on Aging appointed by the President and confirmed by the Senate. Included among the duties and functions of the Administration were assisting the Secretary in all matters pertaining to the programs of the aged and aging, and administering the grant programs provided by the Act.

Title II was not changed significantly until 1973.

Background Leading to the 1973 Amendments

Soon after the Older Americans Act of 1965 was signed into law, the Administration on Aging was established as a co-equal constituent agency of the Department of Health, Education, and Welfare on the same level as five other agencies (including the Welfare Administration and the Social Security Administration) with the Commissioner on Aging reporting directly to the Secretary.

In 1967, the Administration on Aging was removed as a co-equal constituent agency and placed under the then newly formed Social and Rehabilitation Service, with the Commissioner on Aging reporting to the Administrator of the Social and Rehabilitation Service, rather than to the Secretary. A few years later, the title IV research and demonstration program was removed from the Commissioner on Aging's authority and transferred to an Associate Administrator of the Social and Rehabilitation Service.

In July 1971, the title VI program authorizing the Retired Senior Volunteer and Foster Grandparent programs was transferred from the Administration of Aging to the newly established Action agency.

In large part, the 1973 amendments to title II resulted from organization changes affecting the Administration on Aging and grant programs authorized under the Older Americans Act. This was made clear in the Senate Committee on Labor and Public Welfare's Report on this legislation (S. Rept. 93-19). The report stated that the Administration on Aging's effectiveness had been diminished by its placement at a relatively low level within HEW.

The House Committee on Education and Labor's Report (H. Rept. 93-43) indicated a similar dissatisfaction with organization changes affecting the AOA. It stated that "...the intent of Congress when it first passed the Older Americans Act of 1965 was to create an entity highly visible in the Department of Health, Education, and Welfare to serve as a focal point for dealing with the problems of the aged." It also stated that the Committee found the responsibilities of the Commissioner to have progressively lessened to the point where the Committee fears that his effectiveness is in jeopardy. In addition, it specified that the provisions of the 1973 amendments to the Older Americans Act were intended to reassert the Congressional mandate to the Commissioner on Aging and to give him powers and responsibilities he needs to carry out effective programs for older people and to work on a more equal basis with other agencies which have programs to benefit the aged.

1973 Amendments to the Older Americans Act - Title II

The 1973 amendments places the Administration within the Office of the Secretary of Health, Education, and Welfare under the direction of a Commissioner on Aging who is appointed by the President and confirmed by the Senate. In addition, these amendments specify that the Commissioner on Aging is directly responsible to the Secretary of Health, Education, and Welfare. The Secretary is authorized to permit the delegation of the Commissioner's functions as long as the Secretary submits a plan for such delegation to Congress. This delegation would become effective following sixty days of continuous session after submission of the plan to Congress.

Also the 1973 amendment creates within the Administration on Aging a National Information and Resource Clearing House for the Aging, and establishes a 15 member Federal Council on the Aging.

1974 Amendments to the Older Americans Act - Title II

These amendments restrict the Commissioner on Aging from delegating functions assigned him under the Older Americans Act to officials not directly responsible to him. This law, therefore, repeals a provision authorized in 1973 which enabled the Secretary of Health, Education, and Welfare to permit the delegation of the Commissioner's functions as long as the Secretary submitted a plan for such delegation to Congress. Through the 1974 amendments, Congress intended to further remedy the fragmentation of services for the elderly and to strengthen the capability of coordinating services and defining clear-cut goals for the elderly on the national, State and local levels.

Title III - Grants for State and Community Programs on AgingThe Older Americans Act of 1965 - Title III

The Older Americans Act of 1965 authorized the title III programs of Grants for Community Planning, Services, and Training. Funds were made available to States which in turn could award grants at their discretion to public and private nonprofit agencies and organizations for developing and establishing social services for the elderly. Federal grants could cover up to 75 percent of the cost of each project during the first year, 60 percent during the second year, and 50 percent during the third year, after which time the Federal government would no longer contribute to the project.

In order to qualify for title III funds, States were required to designate a single State agency on aging to prepare a plan for developing and implementing a State program on aging and for administering the State plan.

Every State was to receive one percent of the amount appropriated each fiscal year with the remaining sum distributed among the States on the basis of each State's proportionate share of the nation's population age 65 and older. States could use up to 10 percent or \$15,000, whichever was larger, of their annual allotment to pay one-half of the costs of administering the State plan.

Older Americans Act Amendment of 1967 - Title III

Amendments in 1967 increased the Federal allotment to States for costs of administering the State plan from 10 percent of their allotment or \$15,000, whichever was larger, to 10 percent or \$25,000, whichever was larger.

Older Americans Act Amendments in 1969 - Title III

Amendments in 1969 changed the name of the title III program to Grants for State and Area Programs on Aging.

The Amendments also added a new requirement that State plans include a provision for statewide planning, coordination, and evaluation of programs relating to the purposes of the Older Americans Act; and provided a separate authorization of appropriation to pay up to 75 percent of the costs of State agency activities. The House Committee on Education and Labor reported (H. Rept. 91-285) that additional funds for State agencies would enable States to more effectively: (1) give increased guidance to local agencies and organizations providing social services to the elderly; (2) provide essential leadership toward achieving maximum cooperation from all agencies on effective comprehensive planning for developing long-range State plans for meeting the needs of older persons; and (4) establish a network of coordinated and integrated services throughout the State.

In addition, the 1969 amendments authorized the Federal government to share in the cost of title III projects beyond their third year of operation. The Federal share would be up to 75 percent in the first year, 60 percent in the second year, and 50 percent in the third year as under prior law, and up to 50 percent in any subsequent year of the project. Previously, many projects had been terminated after the third year due to insufficient State and local support.

Also, amendments in 1969 authorized the program of areawide model projects. Discretionary project grants were made to State agencies on aging to pay up to 75 percent of the cost of Statewide, regional, metropolitan area,

county, city or other areawide model projects. The model project approach was designed to give State agencies on aging flexibility in responding to the needs of older people by bridging geographic and economic boundaries when this technique proved most effective in providing social services.

Background Leading to the 1973 Amendments

Prior to the enactment of the 1973 amendments, studies and Congressional hearings indicated deficiencies in the title III program. State agencies on aging had not always been established as single State units but rather as subunits of State agencies. State agencies had not developed into strong and effective advocates for older people. Detailed State plans for coordinated and comprehensive services, on the whole, had never been developed. Federal funds often were highly fragmented over too many activities and there often was a duplication of effort in a community as a result of poor planning. State and local sources basically had not been providing sufficient funds to maintain programs at necessary funding levels. Furthermore, the Federal allotment, it was judged, had never been sufficient for States to develop and maintain effective programs. In addition, title III programs had not been serving the elderly most in need, such as low-income individuals and minorities.

1973 Amendments to the Older Americans Act - Title III

The 1973 amendments increased funds available for the administration of the State plan. They also required State agencies on aging to divide the State into planning and service areas, whenever feasible, and to determine for which areas an area plan will be developed, and to designate area agencies on aging where such agencies provide more effective services to older people.

The 1973 amendments also changed the formula which allots funds to States. Prior law favored the smaller States by distributing a large portion of the amount appropriated each year equally among the States without regard to the State's elderly population, with the remaining amount distributed on the basis of each State's proportionate share of the nation's population aged 65 and over. The amendments retained this formula for fiscal year 1973 except that the base for each State was reduced from one percent of the amount appropriated to one-half of one percent of the amount appropriated, thereby giving a larger portion of funds to larger States. The formula also used the population aged 60 and over rather than aged 65 and older as under prior law.

For fiscal years 1974 and thereafter, a larger portion of sums appropriated will be distributed on the basis of each State's proportionate share of the nation's population aged 60 and over. However, no State will receive less than one-half of one percent of the annual appropriation.

In addition, the 1973 amendments expanded the program of grants for model projects so that special consideration for funding is given to projects providing services in the areas of housing, continuing education, pre-retirement education, and services for older handicapped individuals.

1974 Amendments to the Older Americans Act - Title III

The 1974 amendments to the title VII nutrition program amended title III to authorize \$35 million for transportation services for the elderly, with special emphasis on providing transportation for title VII participants. This authorization stemmed from a need expressed by title VII directors and

participants during Congressional hearings for transportation services to and from nutrition project sites. Rather than establish a separate transportation program under title VII, Congress authorized a new title III transportation program that would be coordinated with other services provided under the Older Americans Act.

Title IV - Training and Research

Under the Older Americans Act of 1965, the program of grants for research and demonstration projects in the field of aging was authorized under title IV, and the program of grants for training persons employed or preparing for employment in the field of aging was authorized under title V. Amendments in 1973 placed these grant programs under one new title IV - Training and Research.

Research and Demonstration Projects

Older Americans Act of 1965 - Title IV

The 1965 Act authorized a program of grants for research and demonstration projects under which funds were made available to public or non-profit agencies and institutions to: (1) study the current living patterns and conditions of older people and identify factors which are beneficial or detrimental to the well-being of older people; (2) develop or demonstrate new approaches, techniques, and methods to improve the lives of older people; (3) develop or demonstrate approaches and methods for achieving or improving coordination of community services for older persons; and (4) evaluate these approaches, methods, and techniques.

Title IV was not changed significantly until 1973.

The 1973 Amendments to the Older Americans Act

Amendments in 1973 expanded the research and demonstration program by authorizing a special study, and demonstration projects relating to solving the transportation problems of the elderly. The amendments also authorized funds for multi-disciplinary centers of gerontology.

TrainingOlder Americans Act of 1965 - Title V

The Older Americans Act of 1965 authorized Federal grants to public and private nonprofit agencies and institutions for short-term and long-term employment training courses in the field of aging.

Older Americans Act Amendments of 1967 - Title V

Amendments in 1967 expanded the programs of grants for training by authorizing a study of the immediate and foreseeable need for trained personnel to carry out programs under the Older Americans Act, and also required that this study be submitted to the President and the Congress by March 31, 1968. (The report, entitled "The Demand for Personnel and Training in the Field of Aging," was transmitted to Congress in 1968.)

The 1973 Amendments to the Older Americans Act

The 1973 amendments required the Commissioner on Aging to conduct a continual appraisal of the personnel needs in the field of aging, and to prepare and publish an annual report on his findings.

Title V - Multipurpose Senior Centers1973 Amendments to the Older Americans Act - Title V

The 1973 amendments to the Older Americans Act authorized grants, mortgage insurance, and interest grants for the acquisition, alteration, or renovation of multipurpose senior centers, and also grants for the initial staffing of such centers. Proponents of the centers maintained that they would be successful in providing a focal point where elderly individuals can gather, receive a variety of services, and be referred to other services they need.

Title VI - The National Older Americans Volunteer Program

The Foster Grandparent program was established as a pilot program in 1965 under title II (Urban and Rural Community Action programs) of the Economic Opportunity Act of 1964. It was funded through the Office of Economic Opportunity and administered by the Administration on Aging, in accordance with an agreement between the two agencies. Under the Foster Grandparent program, part-time employment opportunities were provided to low-income persons age sixty and over who wished to render supportive services to children in institutions. Volunteers worked four hours a day, two days a week and received a salary equal to the minimum wage.

The 1969 amendments to the Older Americans Act gave specific statutory authority to this program under a new title VI and transferred it to the Administration on Aging.

In addition, the 1969 amendments authorized (under title VI) the Retired Senior Volunteer program through which grants were awarded to private non-profit organizations or public agencies to either establish or expand volunteer service activities for elderly people.

The 1973 amendments to the Older Americans Act broadened the Foster Grandparent program to include services to persons (other than children) having exceptional needs through such activities as "senior health aides" to work for persons receiving home health care and nursing care, and as "senior companions" to persons having physical and emotional disabilities as well as "foster grandparents" to children.

In 1971, both the Foster Grandparent program and the Retired Volunteer Service program were transferred to Action but its legislative authority remained under Title VI of the Older Americans Act. Subsequently, title VI was repealed and reauthorized under Action through the Domestic Volunteer Service Act of 1973.

Title VII - Nutrition Program for the Elderly

Background

The beginnings of a permanent national nutrition program for the elderly, funded largely by the Federal government, can be traced to 1968, when Congress first earmarked funds for research and demonstration projects designed to improve nutritional services for older people. The Administration on Aging complied with this Congressional directive by establishing a total of 32 group meal projects. These projects were established as pilot projects. They were designed to serve a small number of individuals, and had limited budgets. On the whole, they were judged to be successful because, it was believed, they fostered social interaction, facilitated the delivery of other services, and met emotional needs of the elderly while providing well-balanced, nutritional meals.

The 1972 Nutrition Program for the Elderly Act

Title VII created a nutrition program under which formula grants are awarded through State agencies on aging to public and private nonprofit organizations to establish and operate low-cost meal programs for the elderly.

The 1973 Amendments to the Older Americans Act - Title VII

Amendments in 1973 provided that, when mutually agreed by recipients of title VII grants and area planning and service agencies, nutrition projects shall be made a part of the comprehensive and coordinated social service systems established under the title III formula grant program.

1974 Amendments to the Older Americans Act - Title VII

These amendments extended the nutrition program for the elderly for three years through fiscal year 1977.

III. AUTHORIZATIONS AND APPROPRIATIONS UNDER THE OLDER AMERICANS ACT,
1965 TO PRESENT

PROGRAMS AUTHORIZED UNDER THE OLDER AMERICANS ACT, 1965 TO PRESENT
(Fiscal years -- dollars in thousands)

	1966		1967		1968		1969		1970	
	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation
Title II National Information and Resource Clearing House 2/	(1)		(1)		(1)		(1)		(1)	
Title III Grants for Community Projects, Planning & Training	\$5,000	\$5,000	\$8,000	\$6,000	\$10,550	\$9,550 1,000	\$16,000	\$14,500 1,500	\$20,000	\$ 9,000
Planning and Operations	(1)		(1)		(1)		(1)		5,000	4,000
Area-wide Model Projects 3/	(1)		(1)		(1)		(1)		5,000	none
Title IV Research & Demonstration Projects	1,500	1,000	3,000	1,507	6,400	4,155	10,000	4,155	12,000	3,250
Training Projects		500		1,403		2,245		2,045		2,610
Title V Multipurpose Senior Centers Formula Grants Mortgage Insurance Annual Interest Grants Initial Staffing Grants	(1)		(1)		(1)		(1)		(1)	
Title VI Foster Grandparent Program	(4)	5,000 ^{4/}		5,563 ^{4/}		9,380 ^{4/}		8,968 ^{4/}	15,000	9,250
Retired Senior Volunteer Program	(1)		(1)		(1)		(1)		5,000	none
Title VII Nutrition Program	(1)		(1)		(1)		(1)		(1)	
TOTAL	\$6,500	\$6,500	\$11,000	\$9,000	\$16,950	\$16,950	\$26,000	\$23,000	\$62,000	\$28,110

	1971		1972		1973		1974		1975
	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation	Authorization
Title II									
National Information and Resource Clearing House	(1)		(1)		(5)	None	(5)	None	(5)
Title III									
Grants for Community Projects Planning & Training	\$25,000	\$9,000	\$30,000	\$30,000	(5)	\$68,000	\$103,600	\$68,000	\$130,000
Planning and Operations	3,000	4,000	5,000	5,000	(6)	12,000	(6)	12,000	(6)
Area-wide Model Projects	10,000	2,200	10,000	9,700	(5)	16,000	(5)	16,000	(5)
Title IV									
Research and Demonstration Projects	15,000	2,800	20,000	9,000	(5)	9,000	(5)	7,000	(5)
Training Projects		3,000		8,000	(5)	8,000	(5)	10,000	(5)
Title V									
Multipurpose Senior Centers Formula Grants	(1)		(1)			None	(5)		(5)
Mortgage Insurance Annual Interest Grants Initial Staffing Grants									
Title VI									
Foster Grandparent Program	20,000	10,000	25,000	25,000	25,000	25,000	(4)		(4)
Retired Senior Volunteer Program	10,000	500	15,000	15,000	15,000	15,000	(4)		(4)
Title VII									
Nutrition Program	(1)		(1)		100,000	100,000	150,000	104,800	(5)
TOTAL	\$85,000	\$32,000	\$105,000	\$101,700		\$253,000		\$217,800	

1/ Not authorized.

2/ Amendments in 1969 authorized a separate appropriation for planning and operations, and an appropriation for model projects. The program of grants for research and demonstration projects and the program of grants for training were authorized under two separate titles, until the 1973 amendments placed them under one new title IV-Research and Training. One authorization covers both research and training.

4/ From 1966 through 1969 the Foster Grandparent program was funded as a pilot program by the Office of Economic Opportunity. The 1969 amendments to the Older Americans Act provided statutory authority for the Foster Grandparent program and authorized a new Retired Senior Volunteer program. Title VI was repealed and its programs reauthorized under action through the Domestic Volunteer Service Act of 1973 (P.L. 93-113).

5/ Such sums as may be necessary.

6/ Included in title III figures for area planning and social services.

GOVT PUB

FEB 2 1971

GOVT PUB

MAY 2 1970

GOVT PUB NOV 26 1979

GOVT PUB DEC 14 1982

JAN 10 1983