

**FY 2023**

**CONGRESSIONAL BUDGET JUSTIFICATION**

**EMPLOYMENT AND TRAINING ADMINISTRATION**

**Community Service Employment for Older Americans**

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# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## TABLE OF CONTENTS

Appropriation Language .....	1
Amounts Available for Obligation.....	2
Summary of Changes .....	3
Summary Budget Authority and FTE by Activity .....	4
Budget Authority by Object Class .....	5
Appropriation History .....	6
Budget Activities .....	7
Community Service Employment for Older Americans.....	7

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# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## APPROPRIATION LANGUAGE

*To carry out title V of the Older Americans Act of 1965 (referred to in this Act as "OAA"), \$405,000,000, which shall be available for the period April 1, 2023 through June 30, 2024, and may be recaptured and reobligated in accordance with section 517(c) of the OAA.*

*Note.--A full-year 2022 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2022 (Division A of P.L. 117-43, as amended). The amounts included for 2022 reflect the annualized level provided by the continuing resolution.*

## COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

<b>AMOUNTS AVAILABLE FOR OBLIGATION</b>						
(Dollars in Thousands)						
	<b>FY 2021 Revised Enacted</b>		<b>FY 2022 Full Year C.R.</b>		<b>FY 2023 Request</b>	
	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>
<b>A. Appropriation</b>	<b>0</b>	<b>\$405,000</b>	<b>0</b>	<b>\$405,000</b>	<b>0</b>	<b>\$405,000</b>
Transfer to CEO (P.L. 116-94)	0	-\$99	0	-\$488	0	\$0
<i>Subtotal Appropriation</i>	<i>0</i>	<i>\$404,901</i>	<i>0</i>	<i>\$404,512</i>	<i>0</i>	<i>\$405,000</i>
<b>B. Gross Budget Authority</b>	<b>0</b>	<b>\$404,901</b>	<b>0</b>	<b>\$404,512</b>	<b>0</b>	<b>\$405,000</b>
Offsetting Collections:						
<i>Subtotal Transfers</i>	<i>0</i>	<i>\$0</i>	<i>0</i>	<i>\$0</i>	<i>0</i>	<i>\$0</i>
<b>C. Budget Authority</b>	<b>0</b>	<b>\$404,901</b>	<b>0</b>	<b>\$404,512</b>	<b>0</b>	<b>\$405,000</b>
Offsetting Collections From:						
Prior Year Balance	0	\$55,342	0	\$2,345	0	\$0
<i>Subtotal</i>	<i>0</i>	<i>\$460,243</i>	<i>0</i>	<i>\$406,857</i>	<i>0</i>	<i>\$405,000</i>
<b>D. Total Budgetary Resources</b>	<b>0</b>	<b>\$460,243</b>	<b>0</b>	<b>\$406,857</b>	<b>0</b>	<b>\$405,000</b>
Unobligated Balance End-of-Year	0	\$0	0	\$0	0	\$0
<b>E. Total, Estimated Obligations</b>	<b>0</b>	<b>\$460,243</b>	<b>0</b>	<b>\$406,857</b>	<b>0</b>	<b>\$405,000</b>

# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## SUMMARY OF CHANGES

(Dollars in Thousands)

	FY 2022 Full Year C.R.	FY 2023 Request	Net Change
<b>Budget Authority</b>			
General Funds	\$405,000	\$405,000	\$0
<b>Total</b>	<b>\$405,000</b>	<b>\$405,000</b>	<b>\$0</b>
<b>Full Time Equivalents</b>			
General Funds	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>

Explanation of Change	FY 2023 Change							
	FY 2022 Base		Trust Funds		General Funds		Total	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
<b>Increases:</b>								
<b>A. Built-Ins:</b>								
To Provide For:								
Costs of pay adjustments	0	\$0	0	\$0	0	\$0	0	\$0
Grants, subsidies, and contributions	0	\$405,000	0	\$0	0	\$0	0	\$0
<b>Built-Ins Subtotal</b>	<b>0</b>	<b>+\$405,000</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>
<b>B. Programs:</b>								
<b>Programs Subtotal</b>			<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>
<b>Total Increase</b>	<b>0</b>	<b>+\$405,000</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>
<b>Decreases:</b>								
<b>A. Built-Ins:</b>								
To Provide For:								
<b>Built-Ins Subtotal</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>
<b>B. Programs:</b>								
<b>Programs Subtotal</b>			<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>
<b>Total Decrease</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>
<b>Total Change</b>	<b>0</b>	<b>+\$405,000</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>\$0</b>

## COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

<b>SUMMARY BUDGET AUTHORITY AND FTE BY ACTIVITY</b> (Dollars in Thousands)								
	FY 2021 Revised Enacted		FY 2022 Full Year C.R.		FY 2023 Request		Diff. FY23 Request / FY22 Full Year C.R.	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
<b>Community Service Employment for Older Americans</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>0</b>
General Funds	0	405,000	0	405,000	0	405,000	0	0
<b>Total</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>0</b>
<b>General Funds</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>405,000</b>	<b>0</b>	<b>0</b>

NOTE: FY 2021 reflects actual FTE. FY 2022 reflects estimated FTE usage at the annualized level of the CR.



## COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

<b>BUDGET AUTHORITY BY OBJECT CLASS</b>					
(Dollars in Thousands)					
		<b>FY 2021 Revised Enacted</b>	<b>FY 2022 Full Year C.R.</b>	<b>FY 2023 Request</b>	<b>Diff. FY23 Request / FY22 Full Year C.R.</b>
	Full-Time Equivalent				
	<b>Total</b>	0	0	0	0
11.1	Full-time permanent	0	0	0	0
11.9	<b>Total personnel compensation</b>	0	0	0	0
41.0	Grants, subsidies, and contributions	405,000	405,000	405,000	0
	<b>Total</b>	<b>405,000</b>	<b>405,000</b>	<b>405,000</b>	<b>0</b>

## COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

<b>APPROPRIATION HISTORY</b>					
(Dollars in Thousands)					
	<b>Budget Estimates to Congress</b>	<b>House Allowance</b>	<b>Senate Allowance</b>	<b>Appropriations</b>	<b>FTE</b>
2013					
Base Appropriation...1/				\$424,805	0
2014					
Base Appropriation...1/				\$434,371	0
2015					
Base Appropriation...1/				\$434,371	0
2016					
Base Appropriation	\$434,371	\$434,371	\$400,000	\$434,371	0
2017					
Base Appropriation	\$434,371		\$400,000	\$400,000	0
2018					
Base Appropriation				\$400,000	0
2019					
Base Appropriation...2/				\$400,000	0
2020					
Base Appropriation...3/		\$463,800		\$405,000	0
2021					
Base Appropriation				\$405,000	0
2022					
Base Appropriation...4/	\$405,000	\$450,000			
2023					
Base Appropriation	\$405,000				

1/ The Budgets for 2012-2015 proposed to transfer the program to the Department of Health and Human Services.

2/ This bill was passed by the Senate. It was passed out of the House Subcommittee but was not reported out of the House Committee or by the full House.

3/ This bill was passed by the House. It was not taken up by the Senate Appropriations Subcommittee or full Appropriations Committee.

4/ This bill was passed by the House. It was not taken up by the Senate Appropriations Subcommittee or the full Senate Appropriations Committee.

The full-year FY 2022 appropriation was not enacted at the time the budget was prepared.

## COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

<b>BUDGET AUTHORITY BEFORE THE COMMITTEE</b>				
(Dollars in Thousands)				
	<b>FY 2021 Revised Enacted</b>	<b>FY 2022 Full Year C.R.</b>	<b>FY 2023 Request</b>	<b>Diff. FY23 Request / FY22 Full Year C.R.</b>
<b>Activity Appropriation</b>	<b>405,000</b>	<b>405,000</b>	<b>405,000</b>	<b>0</b>
FTE	0	0	0	0

### **Introduction**

The Community Service Employment for Older Americans (CSEOA) program, also known as the Senior Community Service Employment Program (SCSEP), supports the self-sufficiency and employment of older workers by providing part-time, paid community service positions and work-based training for unemployed, low-income individuals, age 55 or older.

SCSEP, as authorized by Title V of the Older Americans Act (OAA), has a dual purpose “to foster individual economic self-sufficiency and to increase the number of participants placed in unsubsidized employment in the public and private sectors, while maintaining the community service focus of the program.” The OAA was amended by the Supporting Older Americans Act of 2020 and the Older Americans Act Reauthorization Act of 2016 (2016 OAA).

In FY 2021, SCSEP grantees included 56 units of state and territorial government and 19 competitively-selected national grantees. SCSEP-funded services are available in nearly all 3,000 U.S. counties and territories.

# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## Resource and Program Data Community Service Employment for Older Americans (Dollars in Thousands)

Data Category	FY 2021 Enacted	FY 2022 Enacted	FY 2023 President's Budget
<b>Resource Data:</b>			
Service Grant	401,852	401,852	401,852
Formula	88,480	88,480	88,480
Competitive	313,372	313,372	313,372
Research Evaluation	488	488	488
Demonstration Development			
Training/Technical Assistance	2,025	2,025	2,025
Program Support	635	635	635
<b>Total Resources</b>	<b>405,000</b>	<b>405,000</b>	<b>405,000</b>
<b>Program Data:</b>			
Total Grants	75	75	75
New Starts	401,852	401,852	401,852
#	75	75	75
\$			
Continuing			
#	0	0	0
\$	0	0	0
Contracts			
#	6	6	6
\$	2,025	2,025	2,025
Interagency Agreements			
#	0	0	0
\$	0	0	0

# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## Five-Year Budget Activity History

<u>Fiscal Year</u>	<u>Funding</u> (Dollars in Thousands)	<u>FTE</u>
2018	\$400,000	0
2019	\$400,000	0
2020	\$405,000	0
2021	\$405,000	0
2022	\$0	0

NOTE: A full-year 2022 appropriation for this account was not enacted at the time the budget was prepared.

## Funding Mechanism

The SCSEP program operates on a Program Year (PY) basis (July 1 to June 30) and SCSEP funds are distributed by a statutorily prescribed formula. In general, the formula allocates funds to every state, the District of Columbia, and Puerto Rico, based on U.S. Census data on the number of individuals in that jurisdiction who have low income and are 55 and older. Under current law, prior to determining the amount available to be allocated to the states, the District of Columbia, and Puerto Rico, funds are reserved for the following: 1) up to 1.5 percent of the total authorization as determined by the Secretary of Labor for pilots, demonstrations, and evaluation projects; 2) a fixed percentage of 0.75 percent of the total allocation to the territories of Guam, the U.S. Virgin Islands, American Samoa, and the Commonwealth of the Northern Mariana Islands; and 3) a portion determined by the Secretary of Labor for national public or non-profit agencies to serve eligible American Indian and Pacific Island/Asian American individuals.

After the reserved amounts are specified and the funding proportion for each state is determined by the formula, funds are allocated to and administered through grants to all state governors, Puerto Rico, the District of Columbia, and four territories, as well as national non-profit agencies. Approximately 22-percent of formula funds are awarded to the governors, with 78 percent competitively awarded to national non-profit agencies for services across the country. Under the OAA, these grants are renewed annually for four years, with an optional one-year extension.

## FY 2023

In FY 2023, \$405,000,000 is requested for Program Year (PY) 2023, which covers the period of April 1, 2023, through June 30, 2024. Seventy-five grantees are expected to provide low-income seniors with subsidized work experience in community service employment assignments. The Department anticipates that SCSEP will serve approximately 38,446 participants (based on PY 2020 cost per participant) in PY 2023. SCSEP remains a mandatory partner with American Job Centers and, pursuant to WIOA, SCSEP grantees must carry out the responsibilities of one-stop partner programs, such as coordinating and aligning programs to better serve job seekers and businesses.

## **COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS**

SCSEP advances racial and gender equity and supports underserved communities in several ways. The program only serves unemployed low-income persons 55 years of age or older, a population historically underserved, marginalized, and adversely affected by persistent poverty and inequality. SCSEP provides further priority of service to several other populations including individuals with a disability, and those who have low literacy skills or limited English proficiency, reside in a rural area, or are homeless or at risk of homelessness. An annual Minority Report to Congress holds the program accountable to its levels of service to minority SCSEP participants; the report must include a description of each grantee's efforts to serve minority individuals and recommendations for increasing participation of minority individuals in the program. State grantees also must provide an annual Equitable Distribution Report and a State Plan every four years, which includes strategy for serving minority older individuals under SCSEP. SCSEP further expands opportunity and access to formerly incarcerated individuals through recent statutory recognition of this population as "most-in-need" of assistance.

### **FY 2022**

In FY 2022, \$405,000,000 is requested for Program Year (PY) 2022, which covers the period of April 1, 2022, through June 30, 2023. Seventy-five grantees are expected to provide low-income seniors with subsidized work experience in community service employment assignments. The Department anticipates that SCSEP will serve approximately 38,446 participants (based on PY 2020 cost per participant) in PY 2022. SCSEP remains a mandatory partner with American Job Centers and, pursuant to WIOA, SCSEP grantees must carry out the responsibilities of one-stop partner programs, such as coordinating and aligning programs to better serve job seekers and businesses.

### **FY 2021**

In FY 2021, \$405,000,000 was appropriated for Program Year (PY) 2021, which covers the period of April 1, 2021, through June 30, 2022. Seventy-five grantees will provide low-income seniors with subsidized work experience in community service employment assignments. The Department anticipates that SCSEP will serve approximately 56,050 participants in PY 2021. SCSEP remains a mandatory partner with American Job Centers and, pursuant to WIOA, SCSEP grantees must carry out the responsibilities of one-stop partner programs, such as coordinating and aligning programs to better serve job seekers and businesses.

## COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

<b>WORKLOAD AND PERFORMANCE SUMMARY</b>							
		<b>PY 2020 Revised Enacted</b>		<b>PY 2021 Revised Enacted</b>		<b>PY 2022 Enacted</b>	<b>PY 2023 Request</b>
		<b>Target</b>	<b>Result</b>	<b>Target</b>	<b>Result</b>	<b>Target</b>	<b>Target</b>
<b>Community Service Employment for Older Americans</b>							
<b>Strategic Goal 1 - Build Opportunity and Equity for All</b>							
<b>Strategic Objective 1.1 - Advance training, employment, and return-to-work opportunities that connect workers to higher-wage jobs, especially in ways that address systemic inequities.</b>							
ETA-WIOA SCSEP-01	Employment Rate – 2nd Quarter After Exit (WIOA Senior Community Service Employment Program)	37.0%	37.7%	37.7%	TBD	37.9%	40.0%
ETA-WIOA SCSEP-02	Employment Rate – 4th Quarter After Exit (WIOA Senior Community Service Employment Program)	30.0%	33.1%	33.1%	TBD	33.3%	35.3%
ETA-WIOA SCSEP-03	Median Earnings – 2nd Quarter After Exit (WIOA Senior Community Service Employment Program)	\$3,162	\$3,132	\$3,132	TBD	\$3,195	\$3,259

Legend: (r) Revised (e) Estimate (base) Baseline -- Not Applicable TBD - To Be Determined [p] - Projection

# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## Workload and Performance

The OAA Reauthorization Act of 2016 more closely aligned SCSEP performance indicators to those of WIOA. The Department continues to highlight three indicators related to employment and earnings for the purposes of tracking program progress and showing the Department's return on investment. SCSEP grantees began reporting on these measures in Program Year 2018. For Employment Rate in the 2nd Quarter after Exit, the grantees achieved 37.7% nationwide in PY 2020. The PY2020 performance measure for Employment Rate in the 4th Quarter after Exit saw grantees achieve 33.1%. Finally, for the PY 2020 performance measure for Median Earnings in the 2nd Quarter after Exit, grantees achieved \$3,132. Please note that due to the impact of the COVID-19 pandemic on employment, the Department anticipates results to decrease for the employment rates in PYs, 2021, 2022 and 2023. The Department anticipates the results of these indicators to begin to increase again in PY 2024. In PY 2020, the cost per participant was \$10,534, reflecting a decrease in new enrollments of participants due to the impact of the Covid-19 pandemic.



# COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

## CHANGES IN FY 2023

(Dollars in Thousands)

**Activity Changes**

**Built-In**

To Provide For:

Costs of pay adjustments	\$0
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Grants, subsidies, and contributions	0
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<b>Built-Ins Subtotal</b>	<b>\$0</b>
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<b>Net Program</b>	<b>\$0</b>
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<b>Direct FTE</b>	<b>0</b>
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	Estimate	FTE
<b>Base</b>	<b>\$405,000</b>	<b>0</b>
<b>Program Increase</b>	<b>\$0</b>	<b>0</b>
<b>Program Decrease</b>	<b>\$0</b>	<b>0</b>