106TH CONGRESS 1ST SESSION S. 1987

To amend the Violence Against Women Act of 1994, the Family Violence Prevention and Services Act, the Older Americans Act of 1965, and the Public Health Service Act to ensure that older women are protected from institutional, community, and domestic violence and sexual assault and to improve outreach efforts and other services available to older women victimized by such violence, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 19, 1999

Mr. DURBIN (for himself, Ms. COLLINS, Mr. KOHL, Mr. WELLSTONE, Mr. REID, Mr. GRAHAM, Mr. HARKIN, Ms. MIKULSKI, Ms. LANDRIEU, Mr. DODD, Mrs. BOXER, Mr. JOHNSON, and Mr. CLELAND) introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

- To amend the Violence Against Women Act of 1994, the Family Violence Prevention and Services Act, the Older Americans Act of 1965, and the Public Health Service Act to ensure that older women are protected from institutional, community, and domestic violence and sexual assault and to improve outreach efforts and other services available to older women victimized by such violence, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,

1 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

- 2 (a) SHORT TITLE.—This Act may be cited as the
- 3 "Older and Disabled Women's Protection From Violence
- 4 Act of 1999".
- 5 (b) TABLE OF CONTENTS.—The table of contents for
- 6 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Findings.

TITLE I—VIOLENCE AGAINST WOMEN ACT OF 1994

Sec. 101. Elder abuse, neglect, and exploitation.

TITLE II—FAMILY VIOLENCE PREVENTION AND SERVICES ACT

- Sec. 201. Definitions.
- Sec. 202. Domestic abuse services for older and disabled individuals.
- Sec. 203. State grants.
- Sec. 204. Demonstration grants for community initiatives.

TITLE III—OLDER AMERICANS ACT OF 1965

- Sec. 301. Definitions.
- Sec. 302. Research about the sexual assault of women who are older individuals.
- Sec. 303. State Long-Term Care Ombudsman program.
- Sec. 304. Domestic violence shelters and programs for older individuals.
- Sec. 305. Authorization of appropriations.
- Sec. 306. Community initiatives and outreach.
- Sec. 307. Training for health professionals, and other providers of services to older individuals, on screening for elder abuse, neglect, and exploitation.

TITLE IV—PUBLIC HEALTH SERVICE ACT

Sec. 401. Area health education centers. Sec. 402. Geriatric centers and training.

TITLE V—FINANCIAL EXPLOITATION OF OLDER INDIVIDUALS

Sec. 501. Study and report.

7 SEC. 2. FINDINGS.

- 8 Congress finds that—
- 9 (1) of the estimated more than 1,000,000 per-
- 10 sons age 65 and over who are victims of abuse each
- 11 year, at least two-thirds are women;

1	(2) national statistics are not available on the
2	incidence of domestic or family violence and sexual
3	assault against disabled women, although several
4	studies indicate that abuse of disabled women is of
5	a longer duration compared to abuse suffered by
6	women who are not disabled;
7	(3) in almost 9 out of 10 incidents of domestic
8	elder abuse and neglect, the perpetrator is a family
9	member and adult children of the victims are the
10	largest category of perpetrators and spouses are the
11	second largest category of perpetrators;
12	(4) the number of reports of elder abuse in the
13	United States increased by 150 percent between
14	1986 and 1996 and is expected to continue growing;
15	(5) it is estimated that at least 5 percent of the
16	Nation's elderly are victims of moderate to severe
17	abuse and that the rate for all forms of abuse may
18	be as high as 10 percent;
19	(6) elder abuse is severely underreported, with
20	1 in 5 cases being reported in 1980 and 1 in 8 cases
21	being reported today;
22	(7) elder abuse takes on many forms, including
23	physical abuse, sexual abuse, psychological (emo-
24	tional) abuse, neglect (intended or unintended), and
25	financial exploitation;

(8) many older and disabled women fail to re-
port abuse because of shame or as a result of prior
unsatisfactory experiences with individual agencies
or others who lacked sensitivity to the concerns or
needs of other people;
(9) many older and disabled women also fail to
report abuse because they are dependent on their
abusers and fear being abandoned or institutional-
ized;
(10) disabled women may fear reporting abuse
because they are fearful of losing their children in
a custody case;
(11) many older persons fail to report abuse be-
cause they are dependent on their abusers and fear
being abandoned or institutionalized;
(12) public and professional awareness and
identification of elder abuse and abuse against the
disabled is difficult because older and disabled per-
sons are not tied into many social networks (such as
schools or jobs), and may become isolated in their
homes, which are increase the risk of abuse;
(13) older persons would greatly benefit from
policies that develop, strengthen, and implement pro-
grams for the prevention of abuse, including neglect

and exploitation, and provide related assistance for 1 2 victims. TITLE I—VIOLENCE AGAINST 3 WOMEN ACT OF 1994 4 5 SEC. 101. ELDER ABUSE, NEGLECT, AND EXPLOITATION. 6 The Violence Against Women Act of 1994 (108 Stat. 7 1902) is amended by adding at the end the following: "Subtitle H—Elder Abuse, Neglect, 8 and Exploitation, Including Do-9 mestic Violence and Sexual As-10 sault Against Older or Disabled 11 Individuals 12 13 "SEC. 40801. DEFINITIONS. "In this subtitle: 14 15 "(1) IN GENERAL.—The terms 'elder abuse, ne-16 glect, and exploitation', 'domestic violence', and 17 'older individual' have the meanings given the terms 18 in section 102 of the Older Americans Act of 1965 19 (42 U.S.C. 3002). "(2) DISABLED.—The term 'disabled' with re-20 21 spect to an individual has the meaning given the 22 term 'disability' in section 3(2) of the Americans 23 with Disabilities Act of 1990 (42 U.S.C. 12102(2)). "(3) SEXUAL ASSAULT.—The term 'sexual as-24 25 sault' has the meaning given the term in section

2003 of the Omnibus Crime Control and Safe 1 2 Streets Act of 1968 (42 U.S.C. 3796gg–2). 3 SEC. 40802. LAW SCHOOL CLINICAL PROGRAMS ON ELDER 4 ABUSE, FAMILY VIOLENCE, NEGLECT, AND 5 **EXPLOITATION.** 6 "The Attorney General shall make grants to law 7 school clinical programs for the purposes of funding the 8 inclusion of cases addressing issues of elder abuse, neglect, 9 and exploitation, including domestic violence, and sexual assault, against older or disabled individuals. 10

11 "SEC. 40803. TRAINING PROGRAMS FOR LAW ENFORCE-12MENT OFFICERS.

13 "The Attorney general shall develop curricula and 14 offer, or provide for the offering of, training programs to 15 assist law enforcement officers (including tribal law enforcement officers), prosecutors, and relevant officers of 16 17 Federal, State, tribal, and local courts in recognizing, addressing, investigating, and prosecuting instances of elder 18 abuse, neglect, and exploitation, including domestic vio-19 20 lence, and sexual assault, against older or disabled individ-21 uals.

22 "SEC. 40804. AUTHORIZATION OF APPROPRIATIONS.

23 "There are authorized to be appropriated such sums24 as may be necessary to carry out this subtitle.".

1TITLEII—FAMILYVIOLENCE2PREVENTION ANDSERVICES3ACT

4 SEC. 201. DEFINITIONS.

5 Section 309 of the Family Violence Prevention and
6 Services Act (42 U.S.C. 10408) is amended by adding at
7 the end the following:

8 "(7) The term 'elder domestic abuse' means do-9 mestic violence, as defined in section 102 of the 10 Older Americans Act of 1965 (42 U.S.C. 3002), 11 against an older individual, as defined in such sec-12 tion.".

13 SEC. 202. DOMESTIC ABUSE SERVICES FOR OLDER AND 14 DISABLED INDIVIDUALS.

15 "Section 311(a) of the Family Violence Prevention
16 and Services Act (42 U.S.C. 10410(a)) is amended—

17 (1) in paragraph (4), by striking "and" at the18 end;

(2) in paragraph (5), by striking the period atthe end; and

21 (3) by adding at the end the following:

"(6) work with domestic violence programs to
encourage the development of programs, including
outreach, support groups, and counseling, targeted
to victims of elder domestic abuse; and

"(7) work with domestic violence programs to
 encourage the development of programs, including
 outreach, support groups, and counseling, targeted
 to individuals with disabilities who are victims of do mestic violence.".

6 SEC. 203. STATE GRANTS.

7 Section 303(a)(2)(C) of the Family Violence Preven8 tion and Services Act (42 U.S.C. 10402(a)(2)(C)) is
9 amended by inserting "age or disability," after "because
10 of".

11 SEC. 204. DEMONSTRATION GRANTS FOR COMMUNITY INI12 TIATIVES.

Section 318(b)(2)(F) of the Family violence Prevention and Services Act (42 U.S.C. 10418(b)(2)(F)) is
amended by inserting "and adult protective services entities" before the semicolon.

17 TITLE III—OLDER AMERICANS 18 ACT OF 1965

19 SEC. 301. DEFINITIONS.

20 Section 102 of the Older Americans Act of 1965 (42
21 U.S.C. 3002) is amended by adding at the end the fol22 lowing:

23 "(45) The term 'domestic violence' means an
24 act or threat of violence, not including an act of self
25 defense, committed—

1	"(A) by a current or former spouse of the
2	victim;
3	"(B) by a person related by blood or mar-
4	riage to the victim;
5	"(C) by a person who is cohabiting with or
6	has cohabited with the victim;
7	"(D) by a person with whom the victim
8	shares a child in common;
9	"(E) by a person who is or has been in the
10	social relationship of a romantic or intimate na-
11	ture with the victim; or
12	"(F) by a person similarly situated to a
13	spouse of the victim, or by any other person, if
14	the domestic or family violence laws of the ju-
15	risdiction of the victim provide for legal protec-
16	tion of the victim from the person.
17	"(46) The term 'sexual assault' has the mean-
18	ing given the term in section 2003 of the Omnibus
19	Crime Control and Safe Streets Act of 1968 (42)
20	U.S.C. 3796gg–2).".
21	SEC. 302. RESEARCH ABOUT THE SEXUAL ASSAULT OF
22	WOMEN WHO ARE OLDER INDIVIDUALS.
23	Section $202(d)(3)(C)$ of the Older Americans Act of
24	1965 (42 U.S.C. 3012(d)(3)(C)) is amended—
25	(1) by striking "and" at the end of clause (i);

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(2) by striking the period at the end of clause
(ii) and inserting "; and"; and
(3) by adding at the end the following:
"(iii) in establishing research prior-
ities under clause (i), consider the impor-
tance of research about the sexual assault
of women who are older individuals.".
SEC. 303. STATE LONG-TERM CARE OMBUDSMAN PROGRAM.
"Section 303(a)(1) of the Older Americans Act of
1965 (42 U.S.C. 3023(a)(1)) is amended by inserting be-
fore the period the following: ", except that for grants to
carry out section $321(a)(10)$, there are authorized to be
appropriated such sums as may be necessary without fiscal
year limitation".
SEC. 304. DOMESTIC VIOLENCE SHELTERS AND PROGRAMS
FOR OLDER INDIVIDUALS.
"Section 422(b) of the Older Americans Act of 1965
(42 U.S.C. 3035a(b)) is amended—
(1) by striking "and" at the end of paragraph
(11);
(2) by striking the period at the end of para-
graph (12) and inserting a semicolon; and
(3) by adding at the end the following:
"(13) expand access to domestic violence and
sexual assault programs (including shelters, rape cri-

1 sis centers, and support groups), including mental 2 health services, safety planning and legal advocacy 3 for older individuals and encourage the use of senior 4 housing, hotels, or other suitable facilities or services 5 when appropriate as emergency short-term shelters 6 or as are otherwise appropriate for older individuals 7 who are the victims of elder abuse, including domes-8 tic violence, and sexual assault, against older individuals; and 9

"(14) promote research on legal, organizational,
or training impediments to providing services to
older individuals through shelters and programs,
such as impediments to provision of the services in
coordination with delivery of health care or senior
services.".

16 SEC. 305. AUTHORIZATION OF APPROPRIATIONS.

(a) OMBUDSMAN PROGRAM.—Section 702(A) of the
Older Americans Act of 1965 (42 U.S.C. 3058a(a)) is
amended to read as follows:

20 "(a) OMBUDSMAN PROGRAM.—There are authorized
21 to be appropriated to carry out chapter 2 such sums as
22 may be necessary without fiscal year limitation.".

23 (b) ELDER ABUSE PREVENTION PROGRAM.—Section
24 702(b) of the Older Americans Act of 1965 (42 U.S.C.
25 3058a(b)) is amended to read as follows:

1 "(b) PREVENTION OF ELDER ABUSE, NEGLECT, AND 2 EXPLOITATION.—There are authorized to be appropriated 3 to carry out chapter 3 such sums as may be necessary 4 without fiscal year limitation.". 5 SEC. 306. COMMUNITY INITIATIVES AND OUTREACH. 6 Title VII of the Older Americans Act of 1965 (42) 7 U.S.C. 3058 et seq.) is amended— 8 (1) by redesignating subtitle C as subtitle D; 9 (2) by redesignating sections 761 through 764 as sections 771 through 774, respectively; and 10 11 (3) by inserting after subtitle B the following: "Subtitle C—Community Initiatives 12 and Outreach 13 14 **"SEC. 761. COMMUNITY INITIATIVES TO COMPARE ELDER** 15 ABUSE, NEGLECT, AND EXPLOITATION. "(a) IN GENERAL.—The Assistant Secretary shall 16 make grants to nonprofit private organizations or tribal 17 organizations to support projects in local communities, in-18 volving diverse sectors of each community, to coordinate 19 activities concerning intervention in and prevention of 20 21 elder abuse, neglect, and exploitation, including domestic 22 violence, and sexual assault, against older individuals. 23 "(b) AWARD REQUIREMENT.—In awarding grants 24 under subsection (a) the Assistant Secretary shall take into consideration— 25

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"(1) State and tribal efforts to carry out the
 activities described in such subsection; and

3 "(2) encouraging coordination among the State
4 and tribal efforts, State adult protective service ac5 tivities, and activities of private nonprofit organiza6 tions.

7 "SEC. 762. OUTREACH TO OLDER INDIVIDUALS.

8 "(a) IN GENERAL.—The Assistant Secretary shall 9 make grants to develop and implement outreach programs 10 directed toward assisting older individuals who are victims of elder abuse, neglect, and exploitation (including domes-11 12 tic violence, and sexual assault, against older individuals), 13 including programs directed toward assisting the individuals in senior housing complexes, nursing homes, board 14 15 and care facilities, and senior centers.

16 "(b) AWARD REQUIREMENT.—In awarding grants
17 under subsection (a) the Assistant Secretary shall take
18 into consideration—

19 "(1) State and tribal efforts to develop and im20 plement outreach programs described in such sub21 section; and

"(2) encouraging coordination among the State
and tribal efforts, State adult protective service activities, and activities of private nonprofit organizations.

1 "SEC. 763. AUTHORIZATION OF APPROPRIATIONS.

2 "There are authorized to be appropriated to carry out
3 this subtitle such sums as may be necessary without fiscal
4 year limitation.".

5 SEC. 307. TRAINING FOR HEALTH PROFESSIONALS, AND
6 OTHER PROVIDERS OR SERVICES TO OLDER
7 INDIVIDUALS, ON SCREENING FOR ELDER
8 ABUSE, NEGLECT, AND EXPLOITATION.

9 Section 411 of the Older Americans Act of 1965 (42
10 U.S.C. 3031) is amended by adding at the end the fol11 lowing:

12 (f)(1) The Assistant Secretary for Aging shall, in 13 consultation with the Assistant Secretary for Children and Families, the Surgeon General, the Indian Health Service, 14 the Director of the National Institute on Aging, the Fam-15 16 ily Violence Prevention Fund, the National Center on Elder Abuse, the National Coalition Against Domestic Vi-17 olence, National Coalition Against Sexual Assault, and 18 19 other specialists working in the areas of domestic violence 20and sexual assault against seniors and elder abuse, update 21 and improve curricula and implement continuing edu-22 cation training programs for adult protective service work-23 ers, persons carrying out a State Long-Term Care Om-24 budsman program, health care providers (including home health care providers) and mental health providers (in-25 26 cluding specialists), social workers, clergy, domestic vio-

lence and sexual assault service providers, and other com-1 2 munity-based social service providers in settings, including 3 senior centers, adult day care facilities, nursing homes, 4 board and care facilities, senior housing, and the homes 5 of older and disabled individuals, to improve the ability of the persons using the curriculum and training programs 6 7 to recognize and address instances of elder abuse, neglect, 8 and exploitation, including domestic violence, and sexual 9 assault, against older and disabled individuals.

"(2) In carrying out paragraph (1), the Assistant
Secretary shall develop and implement separate curricula
and training programs for medical students, physicians,
mental health providers, physician assistants, nurse practitioners, nurses, and social workers.

15 "(3) In carrying out paragraph (1), the Assistant
16 Secretary shall provide information about the curricula
17 and training programs to appropriate grantees under
18 parts C and D of title VII of the Public Health Service
19 Act.".

20 TITLE IV—PUBLIC HEALTH 21 SERVICE ACT

22 SEC. 401. AREA HEALTH EDUCATION CENTERS.

Subparagraphs (C) of section 751(b)(3) of the Public
Health Service Act (as added by Public Law 105–392)
is amended by inserting ", which may include training in

domestic violence and sexual assault and elder abuse
 screening and referral protocols." before the semicolon.

3 SEC. 402. GERIATRIC CENTERS AND TRAINING.

4 (a) GERIATRIC EDUCATION CENTERS.—Section 5 753(a)(2)(C) of the Public Health Service Act (as added 6 by Public Law 105–392) is amended by inserting ", in-7 cluding training and retraining of faculty to provide in-8 struction regarding identification and treatment of older 9 individuals who are the victims of domestic violence and 10 sexual assault and elder abuse" before the semicolon.

(b) GERIATRIC TRAINING REGARDING PHYSICIANS
12 AND DENTISTS.—Section 753(b)(2)(E) of the Public
13 Health Service Act (as added by Public Law 105–392)
14 is amended—

(1) by striking "and exposure" and inserting
", exposure"; and

17 (2) by inserting ", and screening for elder
18 abuse and domestic violence and sexual assault"
19 after "of elderly individuals".

20 TITLE V—FINANCIAL EXPLOI21 TATION OF OLDER INDIVID22 UALS

23 SEC. 501. STUDY AND REPORT.

24 (a) DEFINITIONS.—In this section—

1	(1) the term "financial exploitation" means any
2	fraud, coercion, or other conduct by a caregiver,
3	family member, or fiduciary that constitutes a viola-
4	tion of any Federal, State, or tribal law, including
5	any legally enforceable professional standard appli-
6	cable to any profession or occupation;
7	(2) the term "financial institution" has the
8	meaning given the term in section 1101 of the Right
9	to Financial Privacy Act of 1978 (12 U.S.C. 3401);
10	(3) the term "older individual" has the meaning
11	given the term in section 102 of the Older Ameri-
12	cans Act of 1965 (42 U.S.C. 3002); and
13	(4) the term "Secretary" means the Secretary
14	of the Treasury.
15	(b) STUDY.—The Secretary, in consultation with the
16	Attorney General of the United States, State attorneys
17	general, and tribal and local prosecutors, shall conduct a
18	study of the nature and extent of financial exploitation
19	of older individuals.
20	(c) CONSULTATION.—In conducting the study under
21	this section, the Secretary shall solicit comments and in-
22	formation from—
23	(1) senior citizen advocacy groups;
24	(2) law centers specializing in elder law;
25	(3) financial institutions;

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1	(4) elder abuse coalitions;
2	(5) privacy experts;
3	(6) providers of adult protective services;
4	(7) Indian tribes, the Director of Indian Health
5	Service of the Department of Health and Human
6	Services, and the Commissioner of Indian Affairs of
7	the Department of the Interior;
8	(8) State Long-Term Care Ombudsmen de-
9	scribed in the Older Americans Act of 1965 (42)
10	U.S.C. 3001 et seq.);
11	(9) area agencies on aging (as defined in sec-
12	tion 102 of the Older Americans Act of 1965 (42
13	U.S.C. 3002);
14	(10) recipients of grants under title VI of the
15	Older Americans Act of 1965 (42 U.S.C. 3057 et
16	seq.); and
17	(11) other service providers.
18	(d) PURPOSE OF STUDY.—In conducting the study
19	under this section, the Secretary shall—
20	(1) define and describe the scope of the problem
21	of financial exploitation of older individuals;
22	(2) conduct a survey of financial institutions in
23	order to obtain—
24	(A) an estimate of the number and type of
25	financial transactions that are considered by

those institutions to constitute financial exploi-
tation of older individuals; and
(B) a detailed description of the types and
characteristics of risk faced by elderly cus-
tomers with respect to financial exploitation;
(3) examine whether Federal, State, and tribal
laws and the regulatory practices are adequate to
protect older individuals from financial exploitation;
and
(4) examine the extent to which a better public
understanding of Federal, State, and tribal laws
would help to prevent financial exploitation of older
individuals, including an examination regarding
whether improved training of officers, employees,
and agents of financial institutions concerning their
responsibilities under section 1103 of the Right to
Financial Privacy Act of 1978 (12 U.S.C. 3403)
would help to combat the problem of financial exploi-
tation of older individuals.
(e) Recommendations.—
(1) IN GENERAL.—Based on the results of the
study under this section, the Secretary, in consulta-
tion with the Attorney General and State attorneys

general, shall develop recommendations for legisla-

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1	tive or other action to prevent the financial exploi-
2	tation of older individuals.
3	(2) FACTORS FOR CONSIDERATION.—In devel-
4	oping the recommendations under paragraph (1) ,
5	the Secretary shall—
6	(A) balance the needs of older individuals
7	to be free from financial exploitation with their
8	need for financial privacy, and their right
9	against self-incrimination;
10	(B) consider the most effective and least
11	intrusive legislative solutions to combat the
12	problem of financial exploitation of older indi-
13	viduals;
14	(C) with respect to their reporting of
15	incidences of financial exploitation of older indi-
16	viduals, consider—
17	(i) the appropriate Federal, State, or
18	tribal agency to which such incidences
19	should be reported, and the means by
20	which a financial institution would obtain
21	information regarding the manner in which
22	to report such incidence; and
23	(ii) whether there should be limita-
24	tions on the authority of a financial insti-
25	tution to disclose information relating to

1	an older individual who is a customer of
2	the financial institution in order to combat
3	the problem of financial exploitation of
4	older individuals, including limitations
5	on—
6	(I) the number of times such a
7	disclosure may be made;
8	(II) the number and type of gov-
9	ernmental or tribal agencies to which
10	such a disclosure may be made; and
11	(III) the duration of the author-
12	ity of the financial institution to make
13	such a disclosure; and
14	(D) whether there is a need for adult pro-
15	tective services to combat such exploitation.
16	(f) REPORT.—Not later than 18 months after the
17	date of enactment of this Act, the Secretary shall submit
18	to Congress a report, which shall include—
19	(1) the results of the study conducted under
20	this section, including an analysis of the extent of
21	the problem of financial exploitation of older individ-
22	uals; and
23	(2) the recommendations developed under sub-
24	section (e).