

117TH CONGRESS
1ST SESSION

H. R. 2999

To award grants for the recruitment, retention, and advancement of direct care workers.

IN THE HOUSE OF REPRESENTATIVES

MAY 4, 2021

Mr. SCOTT of Virginia (for himself, Ms. WILD, and Mrs. LEE of Nevada) introduced the following bill; which was referred to the Committee on Education and Labor, and in addition to the Committee on Energy and Commerce, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To award grants for the recruitment, retention, and advancement of direct care workers.

1 *Be it enacted by the Senate and House of Representa-*

2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Direct Creation, Ad-
5 vancement, and Retention of Employment Opportunity
6 Act” or the “Direct CARE Opportunity Act”.

7 **SEC. 2. FINDINGS.**

8 Congress finds the following:

1 (1) Nearly 20,000,000 adults in the United
2 States require assistance completing self-care and
3 other daily tasks due to physical, cognitive, develop-
4 mental, or behavioral conditions. This number in-
5 cludes about 17,000,000 individuals living in the
6 community, 1,500,000 residing in nursing homes,
7 and nearly 1,000,000 in residential care. The num-
8 ber of people needing this type of assistance is ex-
9 pected to rise as the percentage of the population
10 that is over age 65 increases dramatically in the
11 coming decades.

12 (2) The assistance of direct care workers allows
13 older individuals and individuals with disabilities to
14 live with dignity and safety, and to exercise their
15 right to live independently in their own homes and
16 communities, in keeping with what is most appro-
17 priate for their needs and preferences. Older individ-
18 uals and individuals with disabilities may also par-
19 ticipate in the direct care workforce, further sup-
20 porting their ability to live independently.

21 (3) According to PHI, direct care workers pro-
22 vide most of the paid, hands-on care for older indi-
23 viduals and individuals with disabilities.

24 (4) From 2014 to 2024, home care occupations
25 are projected to add more jobs than any other single

1 occupation, with an additional 633,100 new jobs.
2 Home care is also among the top 10 fastest-growing
3 occupations, and with the projected growth in the
4 population over age 65, this may underestimate the
5 number of home care workers that will be needed to
6 provide care for this growing population.

7 (5) Many direct care workers lack access to a
8 career pathway or advanced training opportunities.
9 This limits their ability to build competency and ex-
10 pertise in their field that, when gained, may lead to
11 an increase in their earning capacity. According to
12 PHI, more than half of home care workers have
13 completed no formal education beyond high school,
14 making high-quality, transferable training essential
15 to success on the job.

16 (6) As of 2018, the median wage for direct care
17 workers is \$12.27 per hour and wages and earnings
18 for home care workers are even lower in rural areas.
19 Because of low wages, variable work hours, and the
20 inability to access workplace-based benefits, 44 per-
21 cent of such workers live in low-income households,
22 and 15 percent of the workers from such households
23 live below the poverty line. Nearly half of direct care
24 workers rely on some form of public assistance to
25 support themselves and their families.

1 (7) According to PHI, the direct care workforce
2 is primarily comprised of low income women and
3 people of color. Approximately 9 in 10 direct care
4 workers are women, more than half are women of
5 color, and one quarter of direct care workers are im-
6 migrants.

7 (8) The direct care workforce is plagued with
8 high turnover, low job satisfaction, and workforce
9 shortages. These conditions can contribute to re-
10 duced quality of care and threaten the availability of
11 supports for older individuals and individuals with
12 disabilities.

13 (9) Because of the nature of the work, direct
14 care workers suffer from disproportionately high
15 rates of injury. In 2016, the injury rate for nursing
16 assistants was 337 per 10,000 as compared to 100
17 per 10,000 for other occupations.

18 (10) Training has been shown to reduce worker
19 turnover, reduce rates of injury, and lead to in-
20 creased job satisfaction.

21 (11) The Institute of Medicine found that to
22 ensure that the United States is prepared to meet
23 the health care needs of older individuals during the
24 21st century, it is essential that the capacity of the
25 direct care workforce be enhanced in both the num-

1 ber of workers available and their ability to meet
2 their own health care and quality of life needs.

3 **SEC. 3. DEFINITIONS.**

4 In this Act:

5 (1) APPRENTICESHIP PROGRAM.—The term
6 “apprenticeship program” means an apprenticeship
7 program registered under the Act of August 16,
8 1937 (commonly known as the “National Appren-
9 ticeship Act”; 50 Stat. 664, chapter 663; 29 U.S.C.
10 50 et seq.), including any requirement, standard, or
11 rule promulgated under such Act, as such require-
12 ment, standard, or rule was in effect on January 1,
13 2020.

14 (2) DIRECT CARE WORKER.—The term “direct
15 care worker” has the meaning given the term in sec-
16 tion 799B of the Public Health Service Act (42
17 U.S.C. 295p).

18 (3) ELIGIBLE ENTITY.—The term “eligible enti-
19 ty” means—

20 (A) a State;
21 (B) a nonprofit organization, a labor orga-
22 nization, a joint labor-management organiza-
23 tion, or an employer—

1 (i) with an established record of re-
2 cruiting or providing training to direct care
3 workers; or

4 (ii) that establishes a training pro-
5 gram in consultation with an organization
6 with an established record of providing
7 training to direct care workers;

8 (C) a local board;

9 (D) an entity carrying out an apprentice-
10 ship program;

11 (E) an Indian tribe or tribal organization;

12 or

13 (F) a consortium of entities listed in sub-
14 paragraph (A), (B), (C), (D), or (E) that may
15 also include an institution of higher education.

16 (4) EMPLOY; EMPLOYER.—The terms “employ”
17 and “employer” have the meanings given the terms
18 in section 3 of the Fair Labor Standards Act (29
19 U.S.C. 203 et seq.).

20 (5) INDIAN TRIBE; TRIBAL ORGANIZATION.—
21 The terms “Indian tribe” and “tribal organization”
22 have the meanings given such terms in section 4 of
23 the Indian Self-Determination and Education Assist-
24 ance Act (25 U.S.C. 5304).

1 (6) INSTITUTION OF HIGHER EDUCATION.—The
2 term “institution of higher education” has the
3 meaning given the term in section 101 of the Higher
4 Education Act of 1965 (20 U.S.C. 1001).

5 (7) PROJECT PARTICIPANT.—The term “project
6 participant” means an individual participating in a
7 project assisted with a grant under this Act, includ-
8 ing a direct care worker or an individual training to
9 be such a worker.

10 (8) SECRETARY.—The term “Secretary” means
11 the Secretary of Labor, except as otherwise specified
12 in this Act.

13 (9) STATE.—The term “State” has the mean-
14 ing given the term in section 3 of the Carl D. Per-
15 kins Career and Technical Education Act of 2006
16 (20 U.S.C. 2302).

17 (10) SUPPORTIVE SERVICES.—The term “sup-
18 portive services” means services such as transpor-
19 tation, child care, dependent care, housing, and
20 needs-related payments, that are necessary to enable
21 an individual to participate in a project assisted with
22 a grant under this Act.

23 (11) WORKFORCE INNOVATION AND OPPOR-
24 TUNITY ACT TERMS.—The terms “career pathway”,
25 “career planning”, “in-demand industry sector or

1 occupation”, “individual with a barrier to employ-
2 ment”, “individual with a disability”, “local board”,
3 “older individual”, “one-stop center”, “on-the-job
4 training”, “recognized postsecondary credential”,
5 “region”, and “State board” have the meanings
6 given such terms in section 3 of the Workforce Inno-
7 vation and Opportunity Act (29 U.S.C. 3102).

8 (12) WORK-BASED LEARNING.—The term
9 “work-based learning” has the meaning given the
10 term in section 3 of the Carl D. Perkins Career and
11 Technical Education Act of 2006 (20 U.S.C. 2302).

12 **SEC. 4. AUTHORITY TO AWARD GRANTS; DURATION.**

13 (a) AUTHORITY TO AWARD GRANTS.—

14 (1) IN GENERAL.—Not later than 12 months
15 after the date of enactment of this Act, the Sec-
16 retary, in consultation with the Secretary of Health
17 and Human Services, shall award grants to eligible
18 entities to develop and carry out projects for pur-
19 poses of recruiting, retaining, or providing advance-
20 ment opportunities to direct care workers.

21 (2) PROJECTS FOR ADVANCEMENT OPPORTUNI-
22 TIES.—Not less than 30 percent of projects assisted
23 with grants under this Act for a fiscal year shall be
24 projects to provide advancement opportunities to di-
25 rect care workers.

- 1 (b) TREATMENT OF CONTINUATION ACTIVITIES.—
2 An eligible entity that carries out activities for purposes
3 of recruiting, retaining, or providing advancement oppor-
4 tunities to direct care workers prior to receipt of a grant
5 under this Act may use such grant to continue carrying
6 out such activities, and shall be treated as an eligible enti-
7 ty carrying out a project described in subsection (a)(1).
8 (c) DURATION.—A grant under this Act shall be for
9 not less than 5 years.

10 **SEC. 5. PROJECT PLANS; CONSULTATION.**

- 11 (a) PROJECT PLANS.—
12 (1) IN GENERAL.—To receive a grant under
13 this Act, an eligible entity shall submit to the Sec-
14 retary a project plan for each project to be developed
15 and carried out (or for activities to be continued)
16 with the grant at such time and in such manner as
17 the Secretary may determine, and which shall con-
18 tain the information described in paragraph (2).
19 (2) CONTENTS.—A project plan submitted by
20 an eligible entity under paragraph (1) shall include
21 a description of each of the following:
22 (A) Demographic information regarding
23 the population in the State or relevant geo-
24 graphic area, including a description of the pop-
25 ulations likely to need long-term care services,

1 such as people with significant disabilities and
2 the aging population.

3 (B) Projections of unmet need for direct
4 care services based on enrollment waiting lists
5 under home and community-based waivers
6 under section 1115 of the Social Security Act
7 (42 U.S.C. 1315) or section 1915(c) of such
8 Act (42 U.S.C. 1396n(c)) and other relevant
9 data to the extent practicable and feasible.

10 (C) Current or projected job openings for,
11 or relevant labor market information related to,
12 direct care workers in the State or region to be
13 served by the project, and the geographic scope
14 of the workforce to be served by the project.

15 (D) Specific efforts and strategies that the
16 project will undertake to reduce barriers to re-
17 cruitment, retention, or advancement of direct
18 care workers, including an assurance that such
19 efforts and strategies will—

20 (i) be undertaken in consultation with
21 the individuals served by the entities de-
22 scribed in subsection (b); and

23 (ii) include—

24 (I) an assessment of the wages or
25 other compensation or benefits nec-

1 essary to recruit and retain direct
2 care workers; and

3 (II) a description of the project's
4 projected wages and other compensa-
5 tion or benefits for direct care work-
6 ers at the State or local level, includ-
7 ing a comparison of such projected
8 wages to regional and national wages.

9 (E) In the case of a project offering an
10 education and training program, a description
11 of such program (including any curricula, mod-
12 els, and standards used under the program, and
13 any associated recognized postsecondary creden-
14 tials for which the program provides prepara-
15 tion, as applicable), which shall include an as-
16 surance that such program will provide to each
17 project participant in such program—

18 (i) relevant training regarding the
19 rights of recipients of direct care services,
20 including their rights to—

21 (I) receive services in the most
22 integrated setting;

23 (II) exercise self-determination;
24 and

- 1 (III) be free from physical, sex-
2 ual, and financial abuse;
- 3 (ii) relevant training regarding the
4 provision of culturally competent services
5 to recipients of direct care;
- 6 (iii) an apprenticeship program, work-
7 based learning, or on-the-job training op-
8 portunities;
- 9 (iv) supervision or mentoring; and
- 10 (v) for the on-the-job training portion
11 of the program, a progressively increasing,
12 clearly defined schedule of wages to be
13 paid to each such participant that—
- 14 (I) is consistent with skill gains
15 or attainment of a recognized postsec-
16 ondary credential received as a result
17 of participation in or completion of
18 such program; and
- 19 (II) ensures the entry wage is not
20 less than the greater of—
- 21 (aa) the minimum wage re-
22 quired under section 6(a) of the
23 Fair Labor Standards Act of
24 1938 (29 U.S.C. 206(a)); or

1 (bb) the applicable wage re-
2 quired by other applicable Fed-
3 eral or State law, or a collective
4 bargaining agreement.

5 (F) If applicable, any other innovative
6 models or processes the eligible entity will im-
7 plement to support the retention and career ad-
8 vancement of direct care workers.

9 (G) The supportive services and benefits to
10 be provided to project participants to support
11 the retention and career advancement of em-
12 ployment of direct care workers.

13 (H) How the eligible entity will make use
14 of career planning to support the identification
15 of advancement opportunities and career path-
16 ways for direct care workers in the State or re-
17 gion to be served by the project.

18 (I) How the eligible entity will collect and
19 submit to the Secretary workforce data and
20 outcomes of the project.

21 (J) How the project will provide adequate
22 and safe equipment, and facilities for training
23 and supervision, which—

24 (i) may include the provision of per-
25 sonal protective equipment and other nec-

1 essary equipment to prevent the spread of
2 infectious disease among workers and re-
3 cipients of services; and

4 (ii) will include—

5 (I) a safe work environment free
6 from discrimination; and

7 (II) adequate training for men-
8 tors and qualified instructors to en-
9 sure compliance with this subpara-
10 graph, including any equipment that
11 may be provided under clause (i).

12 (K) How the eligible entity will consult on
13 the implementation of the project, or coordinate
14 the project with, the entities described in sub-
15 section (b).

16 (L) An assurance that the eligible entity
17 will take such steps necessary to reduce or
18 eliminate costs to project participants for any
19 benefit or service provided under the project.

20 (M) How the eligible entity will consult
21 with individuals employed as direct care work-
22 ers, representatives of such workers, individuals
23 assisted by such workers, and the families of
24 such individuals throughout the project.

1 (N) Outreach efforts to individuals for participation in such project, including targeted
2 outreach efforts to—
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4 (i) individuals who are recipients of assistance under a State program funded
5 under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.) or individuals who are eligible for such assistance;
6 and
7

8 (ii) individuals with barriers to employment.
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10 (3) CONSIDERATIONS.—In selecting eligible entities to receive a grant under this Act, the Secretary
11 shall—
12

13 (A) ensure—
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15 (i) equitable geographic and demographic diversity, including among rural
16 and urban areas; and
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18 (ii) that selected eligible entities will serve areas where direct care, or a related
19 occupation, is an in-demand industry sector or occupation; and
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21 (B) give priority to eligible entities proposing to predominantly serve the individuals
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1 described in clauses (i) and (ii) of paragraph
2 (2)(N).

3 (b) CONSULTATION.—Each eligible entity receiving a
4 grant under this Act shall consult on the implementation
5 of each project assisted with such grant, or coordinate the
6 project with—

7 (1) each applicable State board or local board;
8 and

9 (2) to the extent practicable—

10 (A) institutions of higher education in the
11 State or local areas to be served by the project;

12 (B) the State Apprenticeship Agency rec-
13 ognized under the Act of August 16, 1937
14 (commonly known as the “National Apprentice-
15 ship Act”; 50 Stat. 664, chapter 663; 29
16 U.S.C. 50 et seq.), for the State or region to be
17 served by the eligible entity or, if no such agen-
18 cy has been recognized in the State or region,
19 the Office of Apprenticeship of the Department
20 of Labor;

21 (C) one-stop centers in the State or local
22 areas to be served by the project;

23 (D) the State agency responsible for ad-
24 ministering the State plan under title XIX of
25 the Social Security Act (42 U.S.C. 1396 et

1 seq.) (or waiver of the plan), or the State agency
2 with primary responsibility for providing services and supports for individuals with intellectual disabilities and individuals with developmental disabilities;

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6 (E) in the case of a project that carries out an education and training program, a nonprofit organization with demonstrated experience in the development or delivery of curricula or coursework;

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11 (F) an organization that fosters the professional development and collective engagement of direct care workers, including labor organizations or joint labor-management organizations;

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23 (G) a nonprofit organization with expertise in identifying and addressing the care needs of older individuals and individuals with disabilities and their caregivers (including area agencies on aging, as defined in section 102 of the Older Americans Act of 1965 (42 U.S.C. 3002), and centers for independent living, as described in part C of title VII of the Rehabilitation Act of 1973 (29 U.S.C. 796f et seq.));

24
25 (H) the State Developmental Disability Council (as such term is used in subtitle B of

1 title I of the Developmental Disabilities Assist-
2 ance and Bill of Rights Act of 2000 (42 U.S.C.
3 15021 et seq.);

4 (I) Aging and Disability Resource Centers
5 (as defined in section 102 of the Older Ameri-
6 cans Act of 1965 (42 U.S.C. 3002));

7 (J) a nonprofit State provider association
8 that represents providers who employ direct
9 care workers, where such associations exist; and

10 (K) an entity that employs direct care
11 workers.

12 **SEC. 6. USES OF FUNDS; SUPPLEMENT, NOT SUPPLANT.**

13 (a) USES OF FUNDS.—

14 (1) IN GENERAL.—Each eligible entity receiving
15 a grant under this Act shall use such funds to carry
16 out at least 1 project or to continue activities com-
17 menced prior to receipt of such grant that—

18 (A) develop and implement a strategy for
19 the recruitment, retention, or advancement of
20 direct care workers, which includes the activi-
21 ties described in section 5(a)(2); and

22 (B) provide compensation to each project
23 participant for any training received under the
24 project or activities.

1 (2) ADMINISTRATIVE COSTS.—Each eligible en-
2 tity receiving a grant under this Act shall not use
3 more than 5 percent of the funds of such grant for
4 costs associated with the administration of activities
5 under this Act.

6 (3) DIRECT SUPPORT.—Each eligible entity re-
7 ceiving a grant under this Act shall use not less than
8 5 percent of the funds of such grant to provide di-
9 rect financial assistance, such as supportive services,
10 to project participants to support the financial needs
11 of such individuals to enter, remain enrolled in, and
12 complete the project (or activities) assisted with such
13 grant.

14 (b) SUPPLEMENT, NOT SUPPLANT.—An eligible enti-
15 ty receiving a grant under this Act shall use such grant
16 only to supplement, and not supplant, the amount of funds
17 that, in the absence of such grant, would be available to
18 address the recruitment, retention, or advancement of di-
19 rect care workers in the State or region served by the eligi-
20 ble entity.

21 **SEC. 7. EVALUATIONS AND REPORTS.**

22 (a) REPORTS.—

23 (1) ELIGIBLE ENTITIES.—

24 (A) IN GENERAL.—Each eligible entity re-
25 ceiving a grant under this Act shall submit to

1 the Secretary and the Secretary of Health and
2 Human Services, with respect to each project
3 assisted with such grant—

4 (i) for each year of the grant period,
5 an annual report on the progress and out-
6 comes of the project; and

7 (ii) not later 6 months after the com-
8 pletion of such project, a final report on
9 the progress and outcomes of the project.

10 (B) DISAGGREGATION.—Each report sub-
11 mitted under paragraph (A) shall—

12 (i) include the information described
13 in subparagraph (C); and

14 (ii) disaggregate such information in
15 the manner described in subparagraph
16 (D).

17 (C) CONTENTS.—Each report submitted
18 under subparagraph (A) shall include each of
19 the following:

20 (i) The number of project partici-
21 pants, including—

22 (I) the number of such partici-
23 pants who completed an education
24 and training program offered by such
25 project, disaggregated by the type of

1 education and training completed (in-
 2 cluding work-based learning, on-the-
 3 job training, an apprenticeship pro-
 4 gram, and a professional development
 5 or mentoring program); and

6 (II) the number of such partici-
 7 pants who—

8 (aa) completed an education
 9 and training program offered by
 10 such project; and

11 (bb) attained employment as
 12 a direct care worker after partici-
 13 pating in such project.

14 (ii) The number of individuals or fam-
 15 ilies assisted by project participants.

16 (iii) Other services, benefits, or sup-
 17 ports (other than the services, benefits, or
 18 supports described in clause (i)) provided
 19 to assist in the recruitment, retention, or
 20 advancement of direct care workers, the
 21 number of individuals who accessed such
 22 services, benefits, or supports, and the im-
 23 pact of such services, benefits, or supports.

24 (iv) How the project assessed satisfac-
 25 tion with respect to—

1 (I) project participants assisted
2 by the project;

3 (II) individuals receiving services
4 delivered by project participants, in-
5 cluding—

6 (aa) any impact on the
7 health or health outcomes of such
8 individuals; and

9 (bb) any impact on the abil-
10 ity of individuals to transition to
11 or remain in the community in
12 an environment that meets the
13 criteria established in the section
14 441.301(c)(4) of title 42, Code of
15 Federal Regulations (or successor
16 regulations); and

17 (III) employers of such project
18 participants, as determined in accord-
19 ance with section 116(b)(2)(A)(i)(VI)
20 of the Workforce Innovation and Op-
21 portunity Act (29 U.S.C.
22 3141(b)(2)(A)(i)(VI)).

23 (v) The performance of the eligible en-
24 tity with respect to the indicators of per-
25 formance on unsubsidized employment, me-

1 dian earnings, credential attainment, meas-
2 urable skill gains, and employer satisfac-
3 tion, as described under section
4 116(b)(2)(A)(i) of the Workforce Innova-
5 tion and Opportunity Act (29 U.S.C.
6 3141(b)(2)(A)(i)).

7 (vi) Any other information with re-
8 spect to outcomes of the project, including
9 outcomes related to cost savings achieved
10 by the project based on increased access to
11 an environment described in clause
12 (v)(II)(bb) and cost savings related to re-
13duced emergency care or hospitalizations.

14 (D) DISAGGREGATION.—The information
15 described under subparagraph (C) shall be
16 disaggregated by race, ethnicity, sex, and age in
17 accordance with section 116(d)(2)(B) of the
18 Workforce Innovation and Opportunity Act (29
19 U.S.C. 3141(d)(2)), by each population listed in
20 section 3(24) of the Workforce Innovation and
21 Opportunity Act (29 U.S.C. 3102(24)), and by
22 the individuals described in clauses (i) and (ii)
23 of section 5(a)(2)(N).

24 (2) REVIEW AND REPORTS.—

1 (A) ANNUAL PERFORMANCE REVIEW.—

2 The Secretary shall annually conduct a performance review of each project carried out by
3 an eligible entity receiving a grant under this
4 Act, including—

5 (i) the performance of the project with
6 respect to the indicators of performance
7 described in paragraph (1)(C)(vi), and
8 disaggregated in the manner described in

9 paragraph (1)(D); and

10 (ii) the efficacy of the project plan
11 submitted under section 5(a)—

12 (I) for recruiting, retaining, or
13 providing advancement opportunities
14 for direct care workers; and

15 (II) on the methods used to recruit, retain, or provide advancement
16 opportunities to direct care workers.

17 (B) REPORT TO CONGRESS.—Not later
18 than 1 year after the completion of each project
19 assisted with a grant under this Act, the Secretary
20 shall prepare and submit to Congress,
21 and make publicly available, a report containing—

23 (b) TECHNICAL ASSISTANCE.—Not later than 5
24 months after the date of enactment of this Act, the Sec-
25 retary shall provide technical assistance to eligible entities

1 receiving a grant under this Act, for purposes of compli-
2 ance with subsection (a)(1) of this section, on—

3 (1) the disaggregation requirements of section
4 116(d)(2)(B) of the Workforce Innovation and Op-
5 portunity Act (29 U.S.C. 3141(d)(2)); and

6 (2) the data collection requirements of section
7 116(b)(2)(A)(i) of such Act (29 U.S.C.
8 3141(b)(2)(A)(i)).

9 **SEC. 8. AUTHORIZATION OF APPROPRIATIONS.**

10 There are authorized to be appropriated
11 \$300,000,000 to carry out this Act for each of fiscal years
12 2022 through 2027.

