

# UNITED STATES DEPARTMENT OF AGRICULTURE

Age Discrimination Act Report For Fiscal Year 2024

## UNITED STATES DEPARTMENT OF AGRICULTURE AGE DISCRIMINATION ACT REPORT

The United States Department of Agriculture (USDA) Fiscal Year (FY) 2024 Report on the Age Discrimination Act of 1975 (the Age Act), as amended, provides complaint and departmental compliance review activity per the requirements of Section 308(a) of the Age Act. Activities for FY 2024 are summarized below and in the attached data tables<sup>1</sup>.

# SUMMARY OF ACTIVITIES

#### I. Status of Agencies Regulations

The Age Act regulation, 7 CFR Part 15c, "Nondiscrimination on the Basis of Age in Programs or Activities Receiving Federal Financial Assistance from the U.S. Department of Agriculture," was finalized and published on January 1, 2016.<sup>2</sup> The regulation prohibits discrimination on the basis of age in programs and activities receiving Federal financial assistance from USDA. All USDA Mission Areas and agencies are required to adhere to the provisions set forth in the regulation and related guidance on nondiscrimination on the basis of age. In addition, USDA Mission Areas and agencies have implemented guidance to ensure compliance with overarching policies in 7 CFR Part 15c.<sup>3</sup>

### II. Complaint Activity

During FY 2024, USDA received 79 complaints citing or alleging age as a basis of discrimination (age complaints) in its Federally assisted programs. In addition, 25 age complaints were continued from FY 2023, resulting in a total inventory of 104 age complaints for FY 2024. Table 1 below illustrates USDA's FY 2024 age discrimination complaint activity:

Agency	Carried Over from FY 2023Received in FY 2024Total		Total Workload
USDA Total	25	79	104

## Table 1: Age Discrimination Complaint Activity

<sup>&</sup>lt;sup>1</sup> 1 See Attachment I.

<sup>&</sup>lt;sup>2</sup> The regulation can be found at <u>https://www.govinfo.gov/content/pkg/CFR-2023-title7-vol1/pdf/CFR-2023-title7-vol1-part15c.pdf</u>.

<sup>&</sup>lt;sup>3</sup> For example, the Forest Service (FS) has its Civil Rights Handbook 1709.11 Chapter 70 Federal Financial Assistance which was updated on January 23, 2024. Chapter 70 describes FS's responsibility to ensure that recipients of Federal financial assistance will prohibit age discrimination, along with other protected bases, and outlines compliance expectations and monitoring schedules.

Of the 79 age complaints received in FY 2024, 59 age complaints (75%) were from Food and Nutrition Service (FNS), 16 age complaints (20%) were from Rural Development (RD), two (2) age complaints (3%) were from the NRCS, one (1) age complaint (1%) was from Forest Service (FS), and one (1) age complaint (1%) was from the Agricultural Marketing Service (AMS).

FNS's complaint activity for FY 2024 was attributed to communication and customer service issues between program users and staff at the state and local agencies receiving Federal financial assistance from FNS's Supplemental Nutrition Assistance Program (SNAP), Emergency Food Assistance Program, and the National School Lunch Program (NSLP). There were no patterns or practices of discrimination identified in the age-based complaints received in FY 2024.

RD's complaint activity for FY 2024 was related to multi-family rental housing projects for the elderly (62 years or older) or intermediate loan programs where the beneficiary must be of legal age (or emancipated minor) to contract with the government. Additionally, complaint activity was evident when age was used as an eligibility criteria or factor, resulting in non-compliance with Age Act requirements. There was no pattern or practice of age discrimination evidenced in RD-assisted programs.

NRCS's complaint activity in FY 2024 was investigated by USDA's Office of the Assistant Secretary for Civil Rights (OASCR). The complaint activity was related to an entity that received federal funding from NRCS. The first complaint's claims of age discrimination involved the denial of a reasonable accommodation and dismissal from a veteran farmers program. The second complaint was administratively withdrawn by OASCR prior to NRCS receiving notification of the complaint. OASCR withdrew the complaint due to a lack of evidence of a pattern or practice of age discrimination.

AMS's complaint activity for FY 2024 cited issues related to failure to provide technical assistance by a certifier of organic farms under the National Organic Program.

USDA resolved 88 age complaints (85%) of the 104 total age complaints inventory in FY 2024. Of the 88 age complaints resolved, 16 age complaints (18%) were resolved based on insufficient evidence of a violation, one (1) age complaint (1%) was resolved with an agreement for corrective action/other change without a specific finding of a violation, and 71 age complaints (81%) were administratively resolved.

Table 2 below illustrates USDA's FY 2024 age discrimination complaint resolution activity:

Cases Resolved Based on Insufficient Evidence of a Violation	Cases Resolved w/ Agreement for Corrective Action/Other Change Without a Specific Finding of a Violation	Resolved Based on Specific Finding of Violation	Cases Resolved Administratively	Total Cases Resolved in FY 2024
16	1	0	71	88

 Table 2: Age Discrimination Complaint Resolution Activity

#### III. Significant Cases

USDA had no significant cases to report in FY 2024.

### IV. Mediation

Under the Administrative Dispute Resolution (ADR) Act of 1996, the Federal Mediation and Conciliation Service (FMCS) was officially authorized to share its expertise in all aspects of dispute resolution with Federal agencies, including third-party dispute resolution assistance, dispute resolution training for agency personnel, and consultation/systems design. As stated above in Section II, Complaint Activity, in FY 2024, USDA received a total of 79 age complaints in federally assisted programs. Overall, six (6) age complaints were referred to FMCS for ADR services and 73 age complaints were not referred to FMCS.

Table 3 below illustrates USDA's referral activity:

Table 3: Age Complaints	<b>Referred to FMCS</b>
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Referred to FMCS in FY 2024	Not Referred to FMCS in FY 2024
6	73

Specifically, RD referred six (6) age complaints in Federal assisted programs to FMCS for mediation. Six (6) cases were referred to FMCS; however, mediation was unsuccessful. Of the 73 age complaints not referred to FMCS, 59 of the complaints filed with FNS were not referred due to a lapse of funding, ten (10) age complaints were not referred by RD, and four (4) age complaints were not referred by OASCR. FNS notes 59 cases were not referred due

to changes in funding for FMCS services. FNS has secured funding for an interagency agreement with FMCS for FY 2025. However, FNS conducted ADR in-house for 20 agebased complaints that were accepted and investigated. Additionally, OASCR did not forward four (4) age based assisted program discrimination complaints to FMCS, due to time constraints related to the 225-day processing time initiative<sup>4</sup>.

## V. Compliance Reviews

USDA agencies total compliance review workload was 1,747 for Federally assisted programs. In FY 2024, Mission Areas and agencies developed and implemented plans to accomplish compliance review goals. Encompassed in those plans were interviews of recipients, examination of documents, and assessments of activities and the effectiveness of the enforcement of civil rights laws, Executive Orders and Departmental and agency regulations. The assessment of recipients' compliance with the Age Act was one component of several components reviewed for compliance with Federal civil rights laws. None of the compliance review activities were limited exclusively to age. Based on the compliance reviews conducted, no pattern, practice, or findings of any age-related discrimination was found.

Table 4 below illustrates USDA's compliance review activity:

Agency	Carried Over from FY 2023	Initiated in FY 2024	Total Workload in FY 2024		Reviews Pending at the End of FY 2024
USDA	83 <sup>5</sup> *	1,664	1,747	1,627	120

## Table 4: Compliance Review Activity

## VI. Technical Assistance, Staff Training, Outreach and Distribution of Information

#### A. Technical Assistance

USDA consists of eight (8) Mission Areas<sup>6</sup> and 18 agencies<sup>7</sup> which have federally assisted programs. The following technical assistance was provided by Mission Areas and agencies to its recipients in compliance with the Age Act:

<sup>&</sup>lt;sup>4</sup> OASCR has established a policy to reduce processing times for program complaints to 225 days in FY 2024.

<sup>&</sup>lt;sup>5</sup> This number differs from the FY 2023 report because some of the agencies updated the numbers reported for FY 2024 to accurately reflect the number of compliance reviews under the purview of this reporting effort. The incorrect reporting in FY 2023 was due to a thorough review of what constituted a compliance review under the purview of this reporting effort.

<sup>&</sup>lt;sup>6</sup> Information on USDA Mission Areas can be found at <u>https://www.usda.gov/our-agency/about-usda/mission-areas</u>.

<sup>&</sup>lt;sup>7</sup> Information on USDA agencies can be found at <u>https://www.usda.gov/our-agency/agencies</u>.

- Food Safety and Inspection Service (FSIS) provided technical assistance and outreach to its federally assisted State Meat and Poultry Inspection (MPI) programs by ensuring its "at least equal to" guidelines address Civil Rights requirements for State programs, to include the prohibition of discrimination on the basis of age, were made available to the State MPI programs through the Agency's website.
- The Mission Areas and agencies continue to ensure the Nondiscrimination Statement is included on materials and displayed in offices. Additionally, the Assisted "And Justice for All" poster is posted online and in offices for the public.
- FSIS Civil Rights Staff met with the State Directors to discuss the States' obligations as they pertain to nondiscrimination policies, public notification, training, and compliance with the applicable Civil Rights laws and USDA regulations.
- FSIS conducted comprehensive Title VI compliance reviews for nine (9) of its 29 federally assisted MPI programs. The reviews assessed eight major components: (1) Civil Rights Assurances; (2) State Infrastructure and Program Accountability; (3) Public Notification; (4) Civil Rights Complaints of Discrimination; (5) Civil Rights Training; (6) Disability Compliance; (7) Limited English Proficiency (LEP); and (8) Compliance with the Age Discrimination Act of 1975. The 29 States were also required to conduct an annual self-assessment of their civil rights program to ensure that it was "at least equal to" that of FSIS. The self-assessments included a of review the States' nondiscrimination policy, public notification efforts, and other information relative to their compliance with the previously referenced eight major components under which they are required to be compliant.
- The Foreign Agricultural Service (FAS) provided extensive technical assistance while conducting 17 civil rights program compliance reviews and found no evidence of discriminatory patterns or practices based on age. The scope of the program compliance reviews included a review of the requirements pursuant to the Age Discrimination Act of 1975.
- FAS ensures its *General Terms and Conditions -National Policy General Terms and Conditions* states that "All recipients must comply with the requirements of the Age Discrimination Act of 1975 (Title 42 U.S. Code, § 6101 et seq.), which prohibits discrimination on the basis of age in any program or activity receiving Federal financial assistance."<sup>8</sup> FNS' Civil

<sup>&</sup>lt;sup>8</sup> The policy can be found at: <u>https://fas.usda.gov/sites/default/files/2023-</u> 12/General%20%2B%20Nat%27l%20Policy%20T%26Cs%20Update%2012-19-2023.pdf

Rights staff implemented the requirements of the Age Act through training, meetings, conferences, technical assistance, and compliance reviews. The Regional Civil Rights Officers routinely provide technical assistance as part of the compliance review process. The Civil Rights Division conducted training for FNS regional program staff, Indian Tribal Organizations (ITO), State Directors, and State and local agency staff at national, regional, and triregional conferences reaching 4,325 state agency attendees and 479 regional program attendees. The Age Act is discussed during training as part of the overview of Civil Rights authorities. Regional Civil Rights Officers conducted a Civil Rights Overview for new regional office staff during new employee orientation and for new State Program Directors for programs; including topics such as SNAP Special Supplemental Nutrition Program for Women, Infants, and Children. In addition, program recipients received specialized training on Meal Modification requirements for the National Lunch Program, the Child and Adult Care Food Program, or the Summer Food Service Program. Other specialized trainings included the Farmer's Market Nutrition Program, Senior Farmer's Market Nutrition Program; the Temporary Emergency Food Assistance Program; Disaster Training; and Complaint Processing;

- RD provides on their website, for all members of the public, including recipients, information regarding all the statutes and regulations overseen by them. They also provide a link <sup>9</sup> entitled "Complying with Civil Rights Requirements" that has extensive information on what Federal Civil Rights laws must be followed to ensure compliance, including the Age Act.
- Farm Production and Conservation (FPAC) continues to share information on the Age Act in its non-discrimination statement on all outreach training materials, brochures, advertisements, and training presentations at farmers' meetings, conferences, broadcasts, and other visual and audio media, as required. FPAC ensures that program participants and the public are aware that its farm loan and farm programs have no age minimum nor maximum thresholds. Recipients are provided direct technical assistance regarding equal opportunity including the Age Act, and they must establish, maintain, and carry out an effective Equal Employment Opportunity Program. In addition, their recipients are required to comply with age mandates when producing marketing materials and providing community outreach for their programs.
- Forest Service's (FS) Special Use Permit Administrators and Grants and Agreements Specialists continued to issue the "Partner-in-Service" resource package to recipients at the time of pre-award and post-award compliance reviews. The information disseminated contains valuable tools to help partners

<sup>&</sup>lt;sup>9</sup> RD's Complying with Civil Rights Requirements can be found here.

https://www.rd.usda.gov/sites/default/files/508 RD ComplyingWithCRRequirements.pdf.

understand their roles and responsibilities under the Age Discrimination Act, Title VI of the Civil Rights Act, Title IX of the Education Amendments Act, and Section 504 of the Rehabilitation Act.

- National Institute of Food and Agricultural (NIFA) conducted extensive technical assistance while conducting their designated compliance reviews and found no evidence of discriminatory patterns or practices based on age. Of the 24 compliance reviews initiated in FY 2024, the preliminary review of data received from recipients identified that only six (6) out of 24 recipients currently required Age Act-related civil rights trainings, in efforts to reduce age discrimination in federally funded programs and activities as required. The scope of the reviews includes a review of the requirements of the Age Act and the "And Justice For All" poster which includes "Age" as a protected basis to be displayed by its recipients for customers.
- NIFA plans to proactively address the low number of Age Act-related civil rights trainings amongst recipients by providing direct technical assistance to ensure age discrimination does not emerge as an issue for NIFA-funded programs and activities. Also, NIFA continued to routinely provide technical assistance and oversight to its grantees to ensure the Age Act requirements are aligned with the equal opportunity and civil rights compliance and training activities.

### A. Staff Training

USDA emphasized and performed the following staff training on the Age Act:

- APHIS provided Fundamentals of Human Resource Management (FHRM) training throughout the year to new supervisors. The sessions for FY 2024 were held October 18, 2023; November 16, 2023; January 11, 2024; February 15, 2024; March 20, 2024; May 2, 2024; July 17, 2024; August 15, 2024; and September 19, 2024.
- FPAC Civil Rights and Equal Employment Opportunity Division offered a Natural Resources Conservation Service (NRCS) Civil Rights in Compliance Program Delivery (CRCPD) course which covered the Age Act.
- RD on a monthly basis, conducted a comprehensive Civil Rights and Compliance Review training for Agency staff that oversee Assisted Programs. In addition to the Regional monthly training conducted virtually, from the National Office, there was also one in-person training provided to all State Directors. On an annual basis, the Civil Rights training team updates its training work plan, which focuses on measures to train internal and external customers on all the laws and regulations overseen by the Agency, including the Age Act.

- FS Civil Rights Specialists conducted Equal Opportunity training to approximately 500 employees nationwide. The Equal Opportunity training included policy guidance on Title VI of the Civil Rights Act, Title IX of the Education Amendments Act, Age Discrimination Act, limited English proficiency (E.O. 13166), Section 504 and 508, and the Architectural Barriers Act. In addition, FS Civil Rights Specialists developed an Age Discrimination component in their Conducted and Assisted Programs training module and presented to approximately 100 employees nationwide.
- FNS Civil Rights staff provided training to Agency program staff. Regional program staff also attended training conducted for State Directors, State and local agency staff. The Age Act was covered during training which included scenarios to illustrate age issues.
- FSIS staff continued to attend numerous civil rights related webinars, conferences, and trainings that discussed age as a prohibited protected base.
- NIFA conducted New Employee Orientation in April 2024, for approximately 100 new employees, which included an overview of Federal civil rights laws and the Age Act. The session was recorded and is accessible for all new NIFA employees through AgLearn, USDA's enterprise training and workforce development system.

#### **B.** Outreach and Distribution of Information

USDA provided educational information to its recipients in accordance with the Age Act. Additional outreach and distribution of information activities include:

- FS continues to sponsor the interagency Senior Pass that provides admission to Forest Service, National Park Service, Bureau of Land Management, Bureau of Reclamation, and Fish and Wildlife Service sites that charge entrance or standard amenity fees. Those eligible for the Senior Pass must be U.S. citizens who are over 62 years of age. Admission is provided for the pass holder and any accompanying passengers in a private non-commercial vehicle. This pass is valid for the pass holder's lifetime.
- NIFA conducted individualized entrance conferences for all 24 compliance reviews initiated in FY 2024, with each of the recipients' leadership to go over the compliance review process. This entailed a discussion on Federal civil rights laws enforced by NIFA, including the Age Discrimination Act of 1975. NIFA also informed recipients of a recorded webinar regarding the Age Act, which is accessible from NIFA's website. The webinar provided an overview of the of the Age Act, including language, established requirements, permissible use of age distinctions, and best practices.

### VII. Other Agency Efforts to Reduce Age Discrimination

In FY 2024, USDA conducted the following additional efforts to reduce age discrimination:

- Conducted Civil Rights Impact Analyses on proposed rules and regulations for assisted programs to ensure recipients and beneficiaries protected under the Age Act are not adversely or disproportionately impacted by agency decisions and when necessary, alleviate or eliminate impacts through outreach, mitigation, and monitoring and evaluation strategies; and
- Implemented the USDA, *Diversity, Equity, Inclusion, and Accessibility (DEIA) Strategic Plan* for Fiscal Years 2022 – 2026, in support of Executive Order 14035, *DEIA* in the Federal Workforce. This plan outlines actions USDA will take to help ensure equitable experiences and service to the American people and USDA's global constituents and partners in an effort to reduce age discrimination.

In addition, in FY 2024 the following actions were taken by Mission Areas and Agencies:

- NRCS has a Memorandum of Agreement (MOA) and Cooperative Working Agreement with all recipients who in turn provide benefits or services to beneficiaries. All recipients of NRCS funding and services are provided direct technical assistance regarding equal opportunity including the Age Act. Additionally, NRCS recipients were required to comply with diversity mandates (including age) when producing marketing materials and providing community outreach for their programs.
- RMA shared information on the Age Act in the full non-discrimination statement on all outreach training materials, brochures, advertisements, and training presentations at farmers meetings and conferences.

#### VIII. Analysis and Conclusion

USDA continues to work collaboratively with its Mission Areas, agencies, and recipients to reduce the number of age complaints. Activities cited above indicate our demonstrated commitment to implement the USDA's Age Act regulation, which provides guidance to all USDA employees and enhances the Department's prevention of age discrimination in federally assisted programs. In addition, USDA continues to ensure recipients are compliant with the Age Act requirements and employees are educated regarding the Age Act.

The DEIA Strategic Plan also serves as USDA's roadmap in creating and nurturing a workplace culture that consistently places equity at the center of our workforce. The goals, objectives, and strategies of the Strategic Plan are designed to create an environment in which DEIA, civil rights, and the Age Act are integrated into the programs and activities that USDA operates.

Additionally, the OASCR Strategic Plan<sup>10</sup> developed in FY 2024 for FY 2025 through FY 2029 lays out the strategic framework for civil rights across USDA. Each goal outlined in the Strategic Plan was developed with the support of stakeholders across USDA. The OASCR Strategic Plan aims to ensure equal access to USDA programs and services, to prevent discrimination, and to foster a diverse and inclusive workforce. The OASCR Strategic Plan is a cornerstone for advancing USDA's vision by prioritizing accountability, transparency, and continuous improvement to foster a more equitable and just environment within USDA and beyond, for both customers and employees.

Moving forward, USDA strives to continue utilizing proactive strategies to train management, employees, and recipients on the Age Act. Additionally, USDA will ensure all Mission Areas and agencies disseminate information, monitor complaint activity, and focus on the prevention of age discrimination in its federally assisted programs and activities.

<sup>&</sup>lt;sup>10</sup> The OASCR Strategic Plan can be found here: <u>https://www.usda.gov/sites/default/files/documents/oascr-strategic-plan-fy2025-2029.pdf</u>

### ATTACHMENT I

TABLE I:	INVENTORY OF AGE DISCRIMINATION ACT COMPLAINTS

- TABLE II: INVENTORY OF AGE DISCRIMINATION ACT COMPLIANCE REVIEWS
- TABLE III: INVENTORY OF AGE DISCRIMINATION ACT MEDIATION ACTIVITIES

# TABLE I: INVENTORY OF AGE DISCRIMINATION ACT COMPLAINTS (Carried Into and Received During FY 2024)

(1) Age Act Complaint Workload FY 2024		
(a) Age Act Complaints Carried Over from FY 2023		25
(b) Age Act Complaints Received in FY 2024		79
(c) Total Workload FY 2024	SUM (a) plus (b)	104
(2) Age Act Complaints Closed in FY 2024		
(a) Resolved based on insufficient evidence of a violation or no violation		16
(b) Resolved based on agreement to implement corrective action or other change, without a specific finding of a violation		1
(c) Resolved based on a specific finding of a violation, issuance of a Letter of Findings, and agreement to take corrective action		0
(d) Resolved administratively (e.g., no jurisdiction, complaint withdrawn, etc.)		71
(e) Total Closures FY 2024	SUM (a) through (d)	88
(3) Age Act Cases Pending at the End of FY 2024	Line (1)(c) minus Line (2)(e)	16

# TABLE II: INVENTORY OF AGE DISCRIMINATION ACT COMPLIANCE REVIEWS (Carried Into and Initiated During FY 2024)

(:	1) Age Act Compliance Review Workload FY 2024			
	(a) Compliance Reviews Carried Over from FY 2023		83	
	(b) Compliance Reviews Initiated in FY 2024		1,664	
	(c) Total Compliance Review Workload FY 2024	SUM (a) plus (b)	1,747	
				1
(2	2) Age Act Compliance Reviews Closed in FY 2024			
	(a) Resolved based on insufficient evidence of a violation or no violation		1,610	
	(b) Resolved based on agreement to implement corrective action or other change, without a specific finding of a violation		9	
	(c) Resolved based on a specific finding of a violation, issuance of a Letter of Findings, and agreement to take corrective action		0	
	(d) Resolved administratively or other closure (explain below)		8	
	(e) Total Closures FY 2024	SUM (a) through (d)	1,627	
			1	1
*	(3) Age Act Compliance Reviews Pending at the End of FY 2024	Line (1)(c) minus Line (2)(e)	120	

# TABLE III: INVENTORY OF AGE DISCRIMINATION ACT MEDIATION ACTIVITIES (Carried Into and Initiated During FY 2024)

(1)	Age Act Complaints Referred to FMCS in FY 2024		6
(2)	Age Act Complaints Not Referred to FMCS in FY 2024		
	(a)because referred to another mediator		0
	(b)because mediated in-house		0
	(c)because referred in a previous year		0
	(d)because complaint was resolved through administrative closure (e.g., no jurisdiction, etc.)		10
	(e)for another reason; please explain below		63 <sup>11</sup>
	(f) Total Complaints Not Referred in FY 2024	Sum (a) though (e)	73

<sup>&</sup>lt;sup>11</sup> FNS did not refer 59 age-based complaints to FMCS for processing in accordance with USDA's Departmental Regulations due to the lapse of funding with FMCS. However, FNS did note 20 of these cases were mediated inhouse. OASCR did not refer four (4) age-based complaints to FMCS due to time constraints related to the 225-day processing time initiative.