Title X (Public Health Service Act) Family Planning Program

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Summary

The federal government provides grants for family planning services through the Family Planning Program, Title X of the Public Health Service Act (42 U.S.C. §§300 to 300a-6). Enacted in 1970, it is the only domestic federal program devoted solely to family planning and related preventive health services. In 2015, Title X-funded clinics served 4.0 million clients.

Title X is administered through the Office of Population Affairs (OPA) in the Department of Health and Human Services (HHS). Although the authorization of appropriations for Title X ended with FY1985, funding for the program has continued through appropriations bills for the Departments of Labor, Health and Human Services, and Education, and Related Agencies (Labor-HHS-Education).

The Consolidated Appropriations Act, 2017 (P.L. 115-31) provided $286.5 million for Title X, the same as the FY2016 level. The FY2017 act continued previous years' requirements that Title X funds not be spent on abortions, that all pregnancy counseling be nondirective, and that funds not be spent on promoting or opposing any legislative proposal or candidate for public office. Grantees continued to be required to certify that they encourage "family participation" when minors seek family planning services and to certify that they counsel minors on how to resist attempted coercion into sexual activity. The appropriations law also clarified that family planning providers are not exempt from state notification and reporting laws on child abuse, child molestation, sexual abuse, rape, or incest.

The President's FY2018 budget request includes $286.5 million for Title X, the same as the FY2017 enacted level. The House-reported FY2018 Labor-HHS-Education Appropriations bill, H.R. 3358, would provide no funding for the Title X program in FY2018. The House Rules Committee has announced that H.R. 3354, the Make America Secure and Prosperous Appropriations Act, 2018, would be the legislative vehicle for several FY2018 appropriations bills, including the House Labor-HHS-Education appropriations bill. H.R. 3354, as posted on the House Rules Committee website on August 16, 2017, would provide no funding for the Title X program in FY2018. As of this writing, an FY2018 Labor-HHS-Education Appropriations bill has not been introduced in the Senate.

In December 2016, OPA released a final rule to limit the criteria Title X grantees could use to restrict subawards: "No recipient making subawards for the provision of services as part of its Title X project may prohibit an entity from participating for reasons other than its ability to provide Title X services." On April 13, 2017, the President signed P.L. 115-23, which nullified the rule under the Congressional Review Act.

Federal law (42 U.S.C. §300a-6) prohibits the use of Title X funds in programs where abortion is a method of family planning. According to OPA, family planning projects that receive Title X funds are closely monitored to ensure that federal funds are used appropriately and that funds are not used for prohibited activities such as abortion. The prohibition on abortion does not apply to all the activities of a Title X grantee, but only to activities that are part of the Title X project. A grantee's abortion activities must be "separate and distinct" from the Title X project activities.

Contents

Title X Program Administration and Grants ... 1
Administration ... 1
Family Planning Services Grants ... 1
Services ... 1
Client Charges ... 2
Client Characteristics ... 3
Grantees and Clinics ... 4
Family Planning Training and Research Grants ... 4
Funding ... 4
FY2017 Funding ... 5
FY2018 Budget Request ... 6
House FY2018 Appropriations Activity ... 7
History of Funding ... 8
Institute of Medicine Evaluation ... 10
The Patient Protection and Affordable Care Act and Title X ... 11
Effect of the ACA on Title X ... 11
Recent Legislative and Executive Actions Potentially Impacting Title X ... 17
Nullification of Rule on Selecting Subrecipients ... 19
Abortion and Title X ... 21
Teenage Pregnancy and Title X ... 23
Confidentiality for Minors and Title X ... 24
Planned Parenthood and Title X ... 26

Figures

Figure 1. Title X Family Planning Program Appropriations, FY1978-FY2017 ... 10

Tables

Table 1. Title X Family Planning Program Appropriations, FY1971-FY2017 ... 9

Contacts

Author Contact Information ... 27

Title X Program Administration and Grants

The federal government provides grants for family planning services through the Family Planning Program, Title X of the Public Health Service Act (42 U.S.C. §§300 to 300a-6). Enacted in 1970, it is the only domestic federal program devoted solely to family planning and related preventive health services. Participation in family planning services by Title X clients is, by law, voluntary.[1]

Although Title X is the only federal domestic program primarily focused on family planning, other programs also finance family planning, among their other services. These programs include Medicaid, the Health Center program under Section 330 of the Public Health Service Act, Maternal and Child Health Block Grants, Social Services Block Grants, and Temporary Assistance for Needy Families. In FY2015, Medicaid accounted for 75% of U.S. public family planning expenditures (including federal, state, and local government spending). In comparison, Title X accounted for 10%.[2]

Administration

Title X is administered by the Office of Population Affairs (OPA) under the Office of the Assistant Secretary for Health in the U.S. Department of Health and Human Services (HHS). Although the program is administered through OPA, funding for Title X activities is provided through the Health Resources and Services Administration (HRSA) in HHS. Authorization of appropriations expired at the end of FY1985, but the program has continued to be funded through appropriations bills for the Departments of Labor, Health and Human Services, and Education, and Related Agencies (Labor-HHS-Education).

OPA administers three types of project grants under Title X: family planning services;[3] family planning personnel training;[4] and family planning service delivery improvement research.[5]

Family Planning Services Grants

Services

Ninety percent of Title X funds are used for clinical services.[6] Grants for family planning services fund family planning and related preventive health services, such as contraceptive services;

[1] 42 U.S.C. §300a-5 states: "The acceptance by any individual of family planning services or family planning or population growth information (including educational materials) provided through financial assistance under this title (whether by grant or contract) shall be voluntary and shall not be a prerequisite to eligibility for or receipt of any other service or assistance from, or to participation in, any other program of the entity or individual that provided such service or information."

[2] Kinsey Hasstedt, Adam Sonfield and Rachel Benson Gold, *Public Funding for Family Planning and Abortion Services, FY1980-2015*, Guttmacher Institute, April 2017, https://www.guttmacher.org/report/public-funding-family-planning-abortion-services-fy-1980-2015. (The Guttmacher Institute was originally, but is no longer, part of the Planned Parenthood Federation of America.) More background is in Institute of Medicine (IOM), "Non-Title X Family Planning Funding Sources," in *A Review of the HHS Family Planning Program: Mission, Management, and Measurement of Results*, ed. Adrienne Stith Butler and Ellen Wright Clayton (Washington: The National Academies Press, 2009), pp. 117-121, http://www.nap.edu/catalog/12585/a-review-of-the-hhs-family-planning-program-mission-management.

[3] *Catalog of Federal Domestic Assistance (CFDA)*, Program number 93.217, http://www.cfda.gov/programs/93.217.

[4] *CFDA*, Program number 93.260, http://www.cfda.gov/programs/93.260.

[5] *CFDA*, Program number 93.974, http://www.cfda.gov/programs/93.974.

natural family planning methods; infertility services; services to adolescents; breast and cervical cancer screening and prevention; sexually transmitted disease (STD) and HIV prevention education, counseling, testing, and referral; preconception health services; and counseling on establishing a reproductive life plan.[7] The services must be provided "without coercion and with respect for the privacy, dignity, social, and religious beliefs of the individuals being served."[8]

OPA has expressed a commitment to integrating HIV-prevention services in family planning clinics.[9] OPA has provided supplemental grants to help Title X projects implement the Centers for Disease Control and Prevention's (CDC's) "Revised Recommendations for HIV Testing of Adults, Adolescents, and Pregnant Women in Health Care Settings."[10]

Title X services offered to males include condoms, education and counseling, STD testing and treatment, HIV testing, and, in some cases, vasectomy services.[11]

Client Charges

Priority for services is given to persons from low-income families, who may not be charged for care.[12] Clients from families with income between 100% and 250% of the federal poverty guidelines are charged on a sliding scale based on their ability to pay. Clients from families with income higher than 250% of the federal poverty guidelines are charged fees designed to recover the reasonable cost of providing services. If a third party (such as a state Medicaid program or a private health insurance plan) is authorized or legally obligated to pay for a client's services, all reasonable efforts must be made to obtain the third-party payment without discounts.[13]

(...continued)

[6] U.S. Department of Health and Human Services (HHS), Health Resources and Services Administration, *Fiscal Year 2018 Justification of Estimates for Appropriations Committees*, p. 289, https://www.hrsa.gov/sites/default/files/hrsa/about/budget/budget-justification-2018.pdf.

[7] Title X clinical guidelines are laid out in Loretta Gavin, Susan Moskosky, and Marion Carter, et al., "Providing Quality Family Planning Services: Recommendations of CDC and the U.S. Office of Population Affairs," *Morbidity and Mortality Weekly Report*, vol. 63, no. RR-4 (April 25, 2014), pp. 1-29, http://www.cdc.gov/mmwr/preview/mmwrhtml/rr6304a1.htm; and Loretta Gavin and Karen Pazol, "Update: Providing Quality Family Planning Services—Recommendations from CDC and the U.S. Office of Population Affairs, 2015," *Morbidity and Mortality Weekly Report,* vol. 65, no. 9 (March 11, 2016), pp. 231-234, https://www.cdc.gov/mmwr/volumes/65/wr/mm6509a3.htm.

[8] *CFDA*, Program number 93.217. See also 42 C.F.R. §59.5.

[9] HHS, Office of Population Affairs (OPA), *HIV Prevention in Family Planning*, https://www.hhs.gov/opa/title-x-family-planning/preventive-services/hiv-prevention/index.html.

[10] Centers for Disease Control and Prevention (CDC), "Revised Recommendations for HIV Testing of Adults, Adolescents, and Pregnant Women in Health-Care Settings," *MMWR Recommendations and Reports*, vol. 55, no. RR-14 (September 26, 2006), pp. 1-17. See also CDC, *HIV Testing in Clinical Settings*, http://www.cdc.gov/hiv/testing/clinical/index.html.

[11] HHS, OPA, *Title X Male Services*, https://www.hhs.gov/opa/title-x-family-planning/preventive-services/title-x-male-services/index.html.

[12] 42 C.F.R. §59.2 defines "low-income family" as having income at or below 100% of the federal poverty guidelines. The regulation states that "'[l]ow-income family' also includes members of families whose annual family income exceeds this amount, but who, as determined by the project director, are unable, for good reasons, to pay for family planning services. For example, unemancipated minors who wish to receive services on a confidential basis must be considered on the basis of their own resources."

[13] 42 C.F.R. §59.5.

Client Characteristics

In 2015, Title X-funded clinics served 4.018 million clients, primarily low-income women and adolescents.[14] Of those clients, 10% were male, 66% had incomes at or below the federal poverty guidelines, and 86% had incomes at or below 200% of the federal poverty guidelines.[15] One survey found that for 61% of clients, Title X clinics were their "usual" or only regular source of health care.[16] In 2015, 48% of Title X clients were uninsured.[17]

The number of Title X clients served in 2015 was 3% lower than in 2014 (when there were 4.129 million clients), 12% lower than in 2013 (when there were 4.558 million clients), and 23% lower than in 2010 (when there were 5.225 million clients).[18] The *Family Planning Annual Report* and the HRSA FY2017 *Budget Justification* suggested several reasons for grantees' decreased capacity to serve clients,[19] including

- reduced revenues for family planning projects, such as decreases in funding from state and local government programs, Title X, block grants, and other funding sources.
- staffing shortages for family planning projects, for example, due to difficulties in provider recruitment and retention.
- increased unit cost of providing services and upfront costs for infrastructure improvements (such as purchasing new health information technology and entering new contracts with insurers).

Grantees also suggested several potential reasons for a decrease in demand,[20] including

- Patient Protection and Affordable Care Act (ACA) insurance coverage expansions, because newly insured clients can choose to seek care from private practitioners and other non-Title X providers.
- increased use of long-acting reversible contraception (LARC), which could reduce the frequency of client visits in the long run, compared with some other types of contraception (such as oral contraceptives that require refills).[21]

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[14] Christina Fowler, Julia Gable, Jiantong Wang, and Beth Lasater, *Family Planning Annual Report: 2015 National Summary*, RTI International, Research Triangle Park, NC, August 2016, p. 8, https://www.hhs.gov/opa/sites/default/files/title-x-fpar-2015.pdf. To view a county map with the numbers of female Title X contraceptive clients who were served in 2015, see Jennifer J. Frost, Lori Frohwirth, Nakeisha Blades, et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015*, Guttmacher Institute, April 2017, https://www.guttmacher.org/report/publicly-funded-contraceptive-services-us-clinics-2015. Click "Go to state and county maps," then choose "# of clients served at Title X-funded clinics" from the pull-down menu.

[15] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. 9, 21-22, https://www.hhs.gov/opa/sites/default/files/title-x-fpar-2015.pdf.

[16] Jennifer J. Frost, *U.S. Women's Use of Sexual and Reproductive Health Services: Trends, Sources of Care and Factors Associated with Use, 1995–2010*, Guttmacher Institute, May 2013, p. 1 https://www.guttmacher.org/report/us-womens-use-sexual-and-reproductive-health-services-trends-sources-care-and-factors.

[17] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. 21 and 23.

[18] Ibid., p. A-6.

[19] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. ES-3 and C-2. HRSA, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 391, https://www.hrsa.gov/sites/default/files/about/budget/budgetjustification2017.pdf.

[20] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. ES-3 and C-2. HRSA, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 392.

[21] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. A-20 to A-22.

- recent clinical guideline changes. For example, pap tests are now recommended every three years instead of annually.[22]

Grantees and Clinics

In 2015, there were 91 Title X family planning services grantees. Such grantees included 46 state, local, and territorial health departments and 45 nonprofit organizations, such as community health agencies, family planning councils, and Planned Parenthood affiliates.[23]

Title X grantees can provide family planning services directly or they can subaward Title X monies to other public or nonprofit entities to provide services. Although there is no fixed matching amount required for grants, regulations specify that no Title X projects may be fully supported by Title X funds.[24] In 2015, Title X provided services through 3,951 clinics located in the 50 states, the District of Columbia, and the U.S. territories and Freely Associated States.[25]

Family Planning Training and Research Grants

Family planning training grants are used to train staff and to improve the use and career development of paraprofessionals.[26] Staff are trained through a Family Planning National Training Center and a National Clinical Training Center.[27] These programs have produced provider education resources, training tools, podcasts, and webinars on topics such as ACA implementation, the Zika virus, mandated child abuse reporting, and clinical efficiency, among other topics.[28] Family planning service delivery improvement research grants are used for studies to improve the service delivery of Title X projects.[29]

For more information on the Title X program, see https://www.hhs.gov/opa/title-x-family-planning.

Funding

Title X is a discretionary program, meaning its funding is provided in and controlled by annual appropriations acts. The Consolidated Appropriations Act, 2017 (P.L. 115-31) provided $286.479 million for Title X in FY2017, the same as the FY2016 enacted level.

[22] Loretta Gavin, Susan Moskosky, and Marion Carter, et al., "Providing Quality Family Planning Services: Recommendations of CDC and the U.S. Office of Population Affairs," *Morbidity and Mortality Weekly Report*, vol. 63, no. RR-4 (April 25, 2014), p. 20. Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. A-23.

[23] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. 7. A directory of Title X grantees is at HHS, OPA, *Title X Grantees*, https://www.hhs.gov/opa/title-x-family-planning/title-x-grantees/index.html.

[24] 42 C.F.R. §59.7(c).

[25] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. 7. A searchable directory of Title X grantees, subawardees, and clinic sites is at https://www.opa-fpclinicdb.com. For a map with the number of Title X clinics by county in 2015, see Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015*, https://www.guttmacher.org/report/publicly-funded-contraceptive-services-us-clinics-2015. Click "Go to state and county maps," then choose "# of Title X-funded clinics" from the pull-down menu.

[26] *CFDA,* Program number 93.260.

[27] HHS, OPA, *National Training Centers*, https://www.hhs.gov/opa/title-x-family-planning/training-and-resources/national-training-centers/index.html.

[28] Family Planning National Training Center, https://fpntc.org.

[29] *CFDA*, Program number 93.974.

The President's FY2018 budget request includes $286.479 million for Title X, the same as the FY2017 enacted level. The House-reported FY2018 Labor-HHS-Education Appropriations bill, H.R. 3358, would provide no funding for the Title X program in FY2018. The House Rules Committee has announced that H.R. 3354, the Make America Secure and Prosperous Appropriations Act, 2018, would be the legislative vehicle for several FY2018 appropriations bills, including the House Labor-HHS-Education appropriations bill. H.R. 3354, as posted on the House Rules Committee website on August 16, 2017, would provide no funding for the Title X program in FY2018. As of this writing, an FY2018 Labor-HHS-Education Appropriations bill has not been introduced in the Senate.[30]

FY2017 Funding

As mentioned, P.L. 115-31 provided $286.479 million for Title X in FY2017, the same as the FY2016 enacted level.[31] The FY2017 act continued previous years' requirements that Title X funds not be spent on abortions, among other requirements (see text box "Requirements on the Use of Title X Funds in P.L. 115-31, Consolidated Appropriations Act, 2017").

FY2017 appropriations are subject to a clause, known as the Weldon amendment, stating that "None of the funds made available in this Act may be made available to a Federal agency or program, or to a State or local government, if such agency, program, or government subjects any institutional or individual health care entity to discrimination on the basis that the health care entity does not provide, pay for, provide coverage of, or refer for abortions."[32] Some have argued that the Weldon amendment conflicts with regulations that require Title X family planning services projects to give pregnant women the opportunity to receive information, counseling, and referral upon request for several options, including "pregnancy termination."[33] In the February 23, 2011, *Federal Register*, HHS stated that potential conflicts would be handled on a case-by-case

[30] For current information on congressional FY2018 appropriations activity, see the CRS Appropriations Status Table: FY2018, http://www.crs.gov/AppropriationsStatusTable/.

[31] P.L. 115-31, Division H, Title II; P.L. 114-113, Division H, Title II.

[32] P.L. 115-31, Division H, Title V, §507(d). The Weldon Amendment was originally adopted as part of the FY2005 Labor-HHS-Education appropriations law, and has been attached to each subsequent Labor-HHS-Education appropriations law: P.L. 108-447, Division F, §508(d), 118 Stat. 3163 (FY2005); P.L. 109-149, §508(d), 119 Stat. 2879 (FY2006). Under P.L. 110-5, §2, 121 Stat. 8, FY2007 appropriations were subject to the same conditions as during FY2006. P.L. 110-161, Division G, §508(d), 121 Stat. 1844 (FY2008). P.L. 111-8, Division F, §508(d), 123 Stat. 803 (FY2009). P.L. 111-117, Division D, §508(d), 123 Stat. 3280 (FY2010). Under P.L. 112-10, Division B, §§1101 and 1104, FY2011 appropriations were subject to the same conditions as during FY2010. P.L. 112-74, Division F, §507(d), 125 Stat. 111 (FY2012). Under P.L. 113-6 §§1101 and 1105, FY2013 appropriations are subject to the same conditions as during FY2012 under P.L. 112-74. P.L. 113-76, Division H, Title V, §507(d), 128 Stat. 409 (FY2014). P.L. 113-235, Division G, Title V, §506(d), 128 Stat. 2515 (FY2015); P.L. 114-113, Division H, Title V, §507(d), 129 Stat. 2649 (FY2016).

[33] 42 C.F.R. §59.5(a)(5). Examples of this argument appear in "Weldon Amendment," *Congressional Record*, daily edition, vol. 151, no. 51 (April 25, 2005), p. S4222; and "Federal Refusal Clause," *Congressional Record*, daily edition, vol. 151, no. 52 (April 26, 2005), p. S425. The National Family Planning and Reproductive Health Association (NFPRHA), many of whose members provide Title X services, filed a lawsuit challenging the Weldon Amendment in the U.S. District Court for the District of Columbia. The court found that "While Weldon may not provide the level of guidance that NFPRHA or its members would prefer, may create a conflict with pre-existing agency regulations, and may impose conditions that NFPRHA members find unacceptable, none of these reasons provides a sufficient basis for the court to invalidate an act of Congress in its entirety." Upon appeal, the U.S. Court of Appeals for the District of Columbia Circuit found that the plaintiff lacked the standing to challenge the Weldon Amendment. See *National Family Planning and Reproductive Health Association, Inc., v. Alberto Gonzales, et al*., 468 F.3d 826 (D.C. Cir. 2006), and 391 F. Supp. 2d 200, 209 (D.D.C. 2005).

basis: "The approach of a case by case investigation and, if necessary, enforcement will best enable the Department to deal with any perceived conflicts within concrete situations."[34]

Requirements on the Use of Title X Funds in P.L. 115-31, Consolidated Appropriations Act, 2017

P.L. 115-31 continues previous years' requirements regarding the use of Title X funds:

- Title X funds shall not be spent on abortions.
- All pregnancy counseling shall be nondirective.[35]
- Funds shall not be spent on promoting or opposing any legislative proposal or candidate for public office.
- Grantees must certify that they encourage "family participation" when minors decide to seek family planning services and that they counsel minors on how to resist attempted coercion into sexual activity.
- Family planning providers are not exempt from state notification and reporting laws on child abuse, child molestation, sexual abuse, rape, or incest.

Sources: P.L. 115-31, Division H, Title II, and §207 and §208.; U.S. Office of Management and Budget, *The Budget of the U.S. Government, Fiscal Year 2018*, *Appendix*, pp. 418, 480, https://www.whitehouse.gov/sites/whitehouse.gov/files/omb/budget/fy2018/hhs.pdf.

FY2018 Budget Request

As mentioned, President Trump's FY2018 budget, submitted May 23, 2017, includes $286.479 million for Title X, the same as the FY2017 enacted level.[36] This budget would continue previous years' provisions in appropriations laws prohibiting the use of Title X funds for abortion, among other requirements (see text box "Requirements on the Use of Title X Funds in P.L. 115-31, Consolidated Appropriations Act, 2017").

According to the HRSA *Justification*, the proposed FY2018 funding level would support family planning services for 4 million clients. OPA intends to award 90% of available Title X funds for family planning services, including "recommended chlamydia screening, screening for undiagnosed cervical tissue abnormalities, preconception care and counseling, basic infertility services, pregnancy testing and counseling, contraceptive method provision and related education and counseling, including counseling on fertility awareness-based methods."[37]

The program's FY2018 goals include preventing 905,000 unintended pregnancies, having 11.3% of contraceptive clients use long-acting reversible contraception, and reducing infertility by screening 959,300 young women for chlamydia.[38] The FY2018 target for cost per client served is

[34] HHS, "Regulation for the Enforcement of Federal Health Care Provider Conscience Protection Laws," 76 *Federal Register* 9973, February 23, 2011.

[35] OPA has explained that "grantees may provide as much factual, neutral information about any option, including abortion, as they consider warranted by the circumstances, but may not steer or direct clients toward selecting any option, including abortion, in providing options counseling." (65 *Federal Register* 41273).

[36] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees*, p. 288.

[37] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees*, p. 289. Fertility awareness methods are described at HHS, OPA, *Fertility Awareness and Natural Family Planning,* https://www.hhs.gov/opa/pregnancy-prevention/non-hormonal-methods/fertility-awareness-and-natural-family-planning/index.html.

[38] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees*, pp. 289-290. Outcome measures for the Title X program are also described in "Enclosure II: Department of Health and Human Services' Evaluations of Title X Family Planning Program Outcomes," in U.S. Government Accountability Office (GAO), *Health Care Funding: Federal Obligations to and Expenditures by Selected Entities Involved in Health-Related Activities, 2010–2012*, GAO-15-270R, March 20, 2015, pp. 16-18, http://www.gao.gov/products/GAO-15-270R.

$336.69, with the goal of maintaining the increase in cost per client below the medical care inflation rate.[39]

OPA also plans to use FY2018 funds to continue supporting a Family Planning Delivery System Improvement Center. The *Justification* also states that the program will likely continue addressing the Zika virus and other conditions affecting reproductive-age persons, including but not limited to clients at Title X service sites.[40]

According to the *Justification*, the Title X program has encouraged clinics to implement electronic health records. The program has also encouraged clinics to improve financial sustainability by having more contracts with insurance plans and by recovering more costs through reimbursements and billing third-party payers.[41]

House FY2018 Appropriations Activity

On July 24, 2017, the House Appropriations Committee reported H.R. 3358, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 2018. H.R. 3358 would provide no funding for the Title X program in FY2018. Section 226 of the bill states, "None of the funds appropriated in this Act may be used to carry out title X of the PHS [Public Health Service] Act."

Title X is also mentioned in a provision restricting funds to certain prohibited entities. Section 529 would block the bill's funds from being made available to a prohibited entity "either directly, through a State (including through managed care contracts with a State), or through any other means[.]"[42] This prohibition would apply "[n]otwithstanding any other provision of law[.]"[43] The bill defines *prohibited entity* as an entity, including its affiliates, subsidiaries, successors, and clinics, that meets all these criteria at the time of enactment:

(1) It is a nonprofit organization under Internal Revenue Code section 501(c)(3);[44]

(2) It is an essential community provider primarily engaged in family planning services, reproductive health, and related medical care;[45]

[39] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees*, pp. 289-290.

[40] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees*, pp. 289-290.

[41] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees*, p. 288.

[42] This funding prohibition is written broadly enough to potentially apply to, for example, indirect funding through the bill's block grants to states (such as the Social Services Block Grant and the Maternal and Child Health Services Block Grant), and federal Medicaid funds (including federal funds for Medicaid managed care).

[43] For example, the prohibition would override the "freedom of choice" statutory requirement that Medicaid enrollees may obtain family planning services from the provider of their choice. The "freedom of choice" requirement is discussed in "Who Provides Family Planning and Reproductive Health Services for Medicaid Beneficiaries?" in CRS Report R44130, *Federal Support for Reproductive Health Services: Frequently Asked Questions*.

[44] The criteria is that the entity "is an organization described in section 501(c)(3) of the Internal Revenue Code of 1986 and exempt from taxation under section 501(a) of such Code." Sec. 501(c)(3) organizations are commonly referred to as "charitable" organizations and are tax-exempt under sec. 501(a). See Internal Revenue Service, *Exemption Requirements - 501(c)(3) Organizations*, https://www.irs.gov/charities-non-profits/charitable-organizations/exemption-requirements-section-501-c-3-organizations. Internal Revenue Code sec. 501 is codified in the *U.S. Code* at 26 U.S.C. 501, http://uscode.house.gov/view.xhtml?req=(title:26%20section:501%20edition:prelim).

[45] The Essential Community Provider (ECP) regulation is 45 C.F.R. §156.235. For the 2018 plan year, HHS maintains a list of ECPs, but insurers may identify additional ECPs through a write-in process. The ECP list is at https://data.healthcare.gov/dataset/FINAL-PY-2018-ECP-LIST/dwyq-rebe/data.

(3) It performs, or provides any funds to any other entity that performs, abortions (other than in cases of rape, incest, and certain physician-certified cases where the woman is in danger of death unless an abortion is performed);

(4) Total federal Title X grants to the entity (including affiliates, subsidiaries, or clinics) exceeded $23 million in FY2016.

The prohibited entity definition would no longer apply to an entity that certifies that it will no longer perform, nor fund any other entity that performs, an abortion (other than in cases of rape, incest, and when the woman is in danger of death unless an abortion is performed). The HHS Secretary would be required to seek repayment of any federal assistance if the certification's terms are violated.

Section 529 of H.R. 3358 does not mention Planned Parenthood Federation of America (PPFA). However, the provision could possibly prohibit the bill's funds, including federal funds from Medicaid and other HHS programs, from going to PPFA and its affiliates and clinics.[46] PPFA could potentially avoid the funding prohibition by certifying that all PPFA affiliates and clinics will not perform abortions (other than in cases of rape, incest, and when the woman is in danger of death unless an abortion is performed).[47]

On August 16, 2017, the House Rules Committee announced that H.R. 3354, the Make America Secure and Prosperous Appropriations Act, 2018, would be the legislative vehicle for several FY2018 appropriations bills, including the House Labor-HHS-Education appropriations bill.[48] The above provisions (Section 226 and Section 529) are included in H.R. 3354 as posted on the House Rules Committee website on August 16, 2017.[49]

History of Funding

Table 1 shows Title X appropriations amounts since FY1971, when the program was created. **Figure 1** shows Title X appropriations amounts since FY1978, in current dollars (not adjusted for inflation) and constant FY2016 dollars (adjusted for medical care inflation).

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[46] There are PPFA-affiliated organizations listed in (1) the Internal Revenue Service's "Select Check" database of tax-exempt nonprofit organizations, https://www.irs.gov/charities-non-profits/exempt-organizations-select-check; (2) HHS's list of essential community providers, https://data.healthcare.gov/dataset/FINAL-PY-2018-ECP-LIST/dwyq-rebe/data; and (3) the National Abortion Federation's directory of abortion providers, https://prochoice.org/think-youre-pregnant/find-a-provider/. According to HHS's Tracking Accountability in Government Grants System (TAGGS), total FY2016 Title X awards to Planned Parenthood-affiliated grantees exceeded $23 million: https://taggs.hhs.gov/saved-search/3dwffj.

[47] In March 2017, the *New York Times* reported that PPFA rejected an earlier informal White House proposal to preserve federal funding if PPFA stopped providing abortions. Maggie Haberman, "Trump Tells Planned Parenthood Its Funding Can Stay if Abortion Goes," *New York Times*, March 6, 2017, https://www.nytimes.com/2017/03/06/us/politics/planned-parenthood.html; PPFA, "Planned Parenthood Statement on New York Times Story," press release, March 6, 2017, https://www.plannedparenthood.org/about-us/newsroom/press-releases/planned-parenthood-statement-on-new-york-times-story.

[48] House Rules Committee, "*Amendment Process Announcement for* H.R. 3354*,"* August 16, 2017, https://rules.house.gov/news/announcement/amendment-process-announcement-hr-3354.

[49] House Rules Committee, Rules Committee Print 115-31, Text of ''Interior and Environment, Agriculture and Rural Development, Commerce, Justice, Science, Financial Services and General Government, Homeland Security, Labor, Health and Human Services, Education, State and Foreign Operations, and Transportation, Housing and Urban Development Appropriations Act, 2018'' [showing the text of H.R. 3354, H.R. 3268, H.R. 3267, H.R. 3280, H.R. 3355, H.R. 3358, H.R. 3362, and H.R. 3353 as reported by the Committee on Appropriations with modifications], August 16, 2017, pp. 790 and 843-855, https://rules.house.gov/sites/republicans.rules.house.gov/files/BILLS%20-115HR3354HR3268HR3267HR3280HR3355HR3358HR3362HR3353-RCP115-31.pdf.

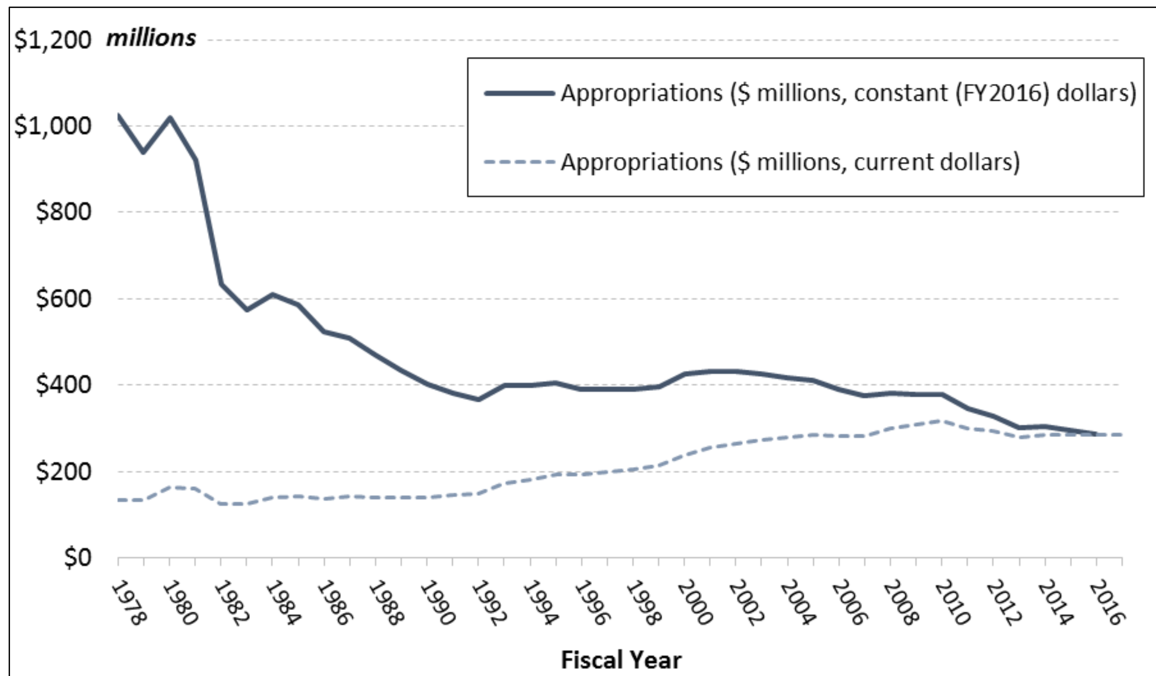
Table 1. Title X Family Planning Program Appropriations, FY1971-FY2017

(in millions, current dollars, not adjusted for inflation)

FY	Appropriation	FY	Appropriation	FY	Appropriation
1971	$6.0	1987	$142.5	2003	$273.4
1972	$61.8	1988	$139.7	2004	$278.3
1973	$100.6	1989	$138.3	2005	$286.0
1974	$100.6	1990	$139.1	2006	$282.9
1975	$100.6	1991	$144.3	2007	$283.1
1976	$100.6	1992	$149.6	2008	$300.0
1977	$113.0	1993	$173.4	2009	$307.5
1978	$135.0	1994	$180.9	2010	$317.5
1979	$135.0	1995	$193.3	2011	$299.4
1980	$162.0	1996	$192.6	2012	$293.9
1981	$161.7	1997	$198.5	2013	$278.3
1982	$124.2	1998	$203.5	2014	$286.5
1983	$124.1	1999	$215.0	2015	$286.5
1984	$140.0	2000	$238.9	2016	$286.5
1985	$142.5	2001	$253.9	2017	$286.5
1986	$136.4	2002	$265.0		

Sources: FY1971-FY2005: Department of Health and Human Services, Office of Population Affairs, *Title X Funding History*, https://www.hhs.gov/opa/title-x-family-planning/about-title-x-grants/funding-history/index.html; FY2006: Senate Appropriations Committee, S.Rept. 109-287, p. 325; FY2007: *Consolidated Appropriations Act, 2008 Committee Print of the House Committee on Appropriations on* H.R. 2764/P.L. 110-161, Division G, p. 1793, http://www.gpo.gov/fdsys/pkg/CPRT-110HPRT39564; FY2008-FY2009: "Explanatory Statement Submitted by Mr. Obey, Chairman of the House Committee on Appropriations, Regarding H.R. 1105, Omnibus Appropriations Act, 2009," *Congressional Record*, daily edition, vol. 155, no. 31 (February 23, 2009), p. H2378. FY2010: P.L. 111-117, 123 Stat. 3239. FY2011: P.L. 112-10, §1810 and §1119. FY2012: HHS, HRSA, *Fiscal Year 2013 Justification of Estimates for Appropriations Committees*, p. 347. FY2013: HHS, HRSA, *Sequestration Operating Plan for FY2013,* https://web.archive.org/web/20170429160747/https://www.hrsa.gov/about/budget/operatingplan2013.pdf. FY2014: P.L. 113-76, Division H, Title II. FY2015: P.L. 113-235, Division G, Title II. FY2016: P.L. 114-113, Division H, Title II. FY2017: P.L. 115-31, Division H, Title II.

Figure 1. Title X Family Planning Program Appropriations, FY1978-FY2017



Sources: Current dollars, see **Table 1**. Constant (FY2016) dollars, calculated by CRS using a fiscal year inflation adjustment based on monthly data for the Consumer Price Index All - Urban Consumers for Medical Care published by the Bureau of Labor Statistics, http://data.bls.gov/timeseries/CUUR0000SAM/. Final FY2017 Consumer Price Index data are not yet available.

Institute of Medicine Evaluation

At the request of OPA's Office of Family Planning, the Institute of Medicine (IOM, now the National Academy of Medicine) of the National Academy of Sciences independently evaluated the Title X program and made recommendations in *A Review of the HHS Family Planning Program: Mission, Management, and Measurement of Results* (2009).[50]

IOM found that family planning—"helping people have children when they want to and avoid conception when they do not—is a critical social and public health goal," and that the "federal government has a responsibility to support the attainment of this goal." IOM argued, for example, that family planning can prevent unintended and high-risk pregnancies, thereby reducing fetal, infant, and maternal mortality and morbidity. IOM also stated that the appropriate use of contraception can reduce abortion rates and cited "ample evidence that family planning services are cost-effective."[51] IOM made specific recommendations to increase program funding and to improve program management, administration, and evaluation.

[50] Institute of Medicine (IOM), Committee on a Comprehensive Review of the HHS Office of Family Planning Title X Program, *A Review of the HHS Family Planning Program: Mission, Management, and Measurement of Results*, ed. Adrienne Stith Butler and Ellen Wright Clayton (Washington, DC: The National Academies Press, 2009), http://www.nap.edu/catalog/12585/a-review-of-the-hhs-family-planning-program-mission-management.

[51] Ibid., pp. 4, 70. See also Jennifer J. Frost, Adam Sonfield, and Mia Zolna, et al., "Return on Investment: A Fuller Assessment of the Benefits and Cost Savings of the US Publicly Funded Family Planning Program," *Milbank Quarterly*, vol. 92, no. 4 (December 2014), pp. 696-749, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4266172/pdf/milq0092-0667.pdf.

Among IOM's recommendations was that OPA's Office of Family Planning "review and update the Program Guidelines to ensure that they are evidence-based." IOM noted, for example, that the guidelines required female Title X clients, including adolescents, to have pelvic and breast examinations within six months of their initial visit, though "relevant abnormalities are rarely found in adolescents." At the time of the IOM report, Title X Program Guidelines had not been updated since 2001.[52]

In response to the IOM recommendations, OPA released new program guidelines in April 2014.[53] The new guidelines draw on systematic literature reviews and existing recommendations from organizations, such as the CDC, the U.S. Preventive Services Task Force, the American Congress of Obstetricians and Gynecologists, the American Academy of Pediatrics, the American Society for Reproductive Medicine, and the American Urological Association. For example, the new guidelines state that pelvic exams and clinical breast exams are "not needed routinely to provide contraception safely to a healthy client" (though they may be recommended for some cases, such as inserting an intrauterine device, fitting a diaphragm, cancer screening for nonadolescents, assessing gestational age after a positive pregnancy test, if the client has certain STD symptoms, as part of infertility care, or to address other noncontraceptive health needs). OPA stated that the new guidelines have "a foundation of empirical evidence and information supporting clinical practice."[54] Also in response to the IOM report, HHS contracted with IOM to convene a Standing Committee to advise the Title X program on issues raised by the 2009 report, as well as other emerging family planning issues.[55]

The Patient Protection and Affordable Care Act and Title X

Effect of the ACA on Title X

The Patient Protection and Affordable Care Act (ACA, P.L. 111-148, as amended) has numerous provisions impacting Title X clinics. Notably, ACA increases access to health insurance.[56] (In

[52] IOM, *A Review of the HHS Family Planning Program: Mission, Management, and Measurement of Results*, pp. 13, 15, 240; the 2001 guidelines are reprinted in Appendix D.

[53] HHS, OPA, *Program Guidelines*, https://www.hhs.gov/opa/guidelines/program-guidelines/index.html. The new guidelines are comprised of two documents: HHS, OPA, *Program Requirements for Title X Funded Family Planning Projects*, April 2014, https://www.hhs.gov/opa/sites/default/files/ogc-cleared-final-april.pdf; and Loretta Gavin, Susan Moskosky, and Marion Carter, et al., "Providing Quality Family Planning Services: Recommendations of CDC and the U.S. Office of Population Affairs," *Morbidity and Mortality Weekly Report*, vol. 63, no. RR-4 (April 25, 2014), pp. 1-29.

[54] HHS, HRSA, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 394.

[55] The National Academies, Standing Committee on Family Planning, http://www.nationalacademies.org/hmd/Activities/Women/FamilyPlanning.aspx.

[56] The Congressional Budget Office (CBO) and Joint Committee on Taxation (JCT) have estimated that 24 million more nonelderly people would have health insurance in 2017 than would have without the ACA. CBO, *Federal Subsidies for Health Insurance Coverage for People Under Age 65: 2016 to 2026,* March 24, 2016, Table 4, "Effects of the Affordable Care Act on Health Insurance Coverage for People Under Age 65" https://www.cbo.gov/publication/51385. One study found that uninsurance rates among reproductive age women declined by almost 40% between 2012 and 2015. Rachel K. Jones and Adam Sonfield, "Health Insurance Coverage Among Women of Reproductive Age Before and After Implementation of the Affordable Care Act," *Contraception*, vol. 93, no. 5 (May 2016), pp. 386-391, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4951091/.

2015, 48% of Title X clients were uninsured, down from 63% in 2013.)[57] Federal ACA regulations and guidance also require most health plans and health insurers to cover contraceptive services without cost-sharing.

ACA has several provisions that may increase health insurance coverage in the populations served by Title X. These provisions could help free up funds that Title X clinics have historically spent on serving the uninsured. For example,

- States can expand Medicaid eligibility to include most nonelderly, nonpregnant individuals with income at or below 133% of the federal poverty guidelines, effectively 138% with the 5% income disregard.[58] (In 2015, 66% of Title X clients had incomes under 101% of the federal poverty guidelines; another 14% had incomes between 101% and 150% of the federal poverty guidelines.)[59]
- ACA gives states the option, through a Medicaid state plan amendment, of providing targeted Medicaid family planning services and supplies to certain individuals who would otherwise be ineligible for Medicaid.[60]
- ACA requires most private health plans that offer dependent coverage for children to continue to make such coverage available for young adult children under the age of 26.[61] (In 2015, 45% of Title X clients were younger than 25 years old; another 22% were aged 25 to 29.)[62]
- ACA provides certain individuals and small businesses with access to private health plans through health insurance exchanges and subsidizes premium expenses and cost-sharing out-of-pocket costs for certain individuals. To ensure access for low-income individuals, exchange plans

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[57] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. A-19.

[58] P.L. 111-148, §2001 as modified by §10201; P.L. 111-152, §1004 and §1201. This provision is summarized in CRS In Focus IF10399, *Overview of the ACA Medicaid Expansion*. Medicaid is jointly financed by federal and state governments. All state Medicaid programs are mandated to include family planning services and supplies in their benefit packages, with no cost-sharing. In states that choose to expand Medicaid eligibility, the federal government pays 100% of Medicaid expenditures for those in the new eligibility group in 2014 through 2016, including family planning expenditures, gradually declining to 90% in 2020 and thereafter. For all other Medicaid enrollees, the federal government pays 90% of Medicaid family planning expenditures.

[59] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. 22.

[60] P.L. 111-148, §2303. This provision was effective upon enactment. Prior to ACA, states could provide these Medicaid family planning expansions only by obtaining special waivers. This provision is summarized in CRS Report R41210, *Medicaid and the State Children's Health Insurance Program (CHIP) Provisions in ACA: Summary and Timeline*. As of August 1, 2017, 15 states have had state plan amendments approved under this new authority. Guttmacher Institute, *State Laws and Policies: Medicaid Family Planning Eligibility Expansions*, https://www.guttmacher.org/state-policy/explore/medicaid-family-planning-eligibility-expansions. Federal guidance is provided in Cindy Mann, director, Center for Medicaid, CHIP and Survey & Certification, *State Medicaid Directors Letter #10-013, Family Planning Services Option and New Benefit Rules for Benchmark Plans,* July 2, 2010, http://downloads.cms.gov/cmsgov/archived-downloads/SMDL/downloads/SMD10013.pdf, and *State Medicaid Directors Letter #14-003*, *Family Planning and Family Planning Related Services Clarification*, April 16, 2014, http://www.medicaid.gov/Federal-Policy-Guidance/downloads/SMD-14-003.pdf.

[61] P.L. 111-148, §1001, as amended by P.L. 111-152, §2301. This dependent coverage provision is effective for plan years beginning on or after September 23, 2010. The provision is summarized in CRS Report R42069, *Private Health Insurance Market Reforms in the Patient Protection and Affordable Care Act (ACA)*.

[62] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. 10-11.

are required to have a sufficient number and geographic distribution of "essential community providers," which include Title X projects.[63]

- ACA's individual mandate provision requires most individuals to have health insurance or pay a penalty.[64]

OPA established FY2017 Program Priorities to guide the project plans of family planning services grantees. In response to ACA, one of these priorities is demonstrating Title X clinics' ability to bill Medicaid and private health insurance. Project plans should have "Evidence of contracts with insurance plans and systems for third party billing as well as the ability to facilitate the enrollment of clients into private insurance and Medicaid, optimally onsite; and to report on numbers of clients assisted and enrolled."[65] A survey of publicly funded family planning clinics found that in 2015, 79% of Title X clinics had contracts to bill Medicaid plans (compared with 35% in 2010), and 69% had contracts to bill private health insurance plans (compared with 26% in 2010).[66]

Title X clinics also provide enrollment assistance to clients eligible for Medicaid or exchange plans under ACA.[67] OPA awarded one-year grants in FY2014 and FY2015 to help Title X clinics enroll uninsured clients in health coverage.[68] According to the FY2017 HRSA *Justification,* the Obama Administration expected that Title X clinics would increase revenue, in part by raising the proportion of clients who have health insurance and by billing third parties.[69]

Title X supporters state that, although clinics funded by Title X could see increased revenues from Medicaid and private insurance, the Title X program is still necessary under the ACA:

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[63] U.S. Centers for Medicare & Medicaid Services (CMS), Center for Consumer Information and Insurance Oversight (CCIIO), *Addendum to 2018 Letter to Issuers in the Federally-facilitated Marketplaces*, February 17, 2017, p. 33, https://www.cms.gov/CCIIO/Resources/Regulations-and-Guidance/Downloads/Final-2018-Letter-to-Issuers-in-the-Federally-facilitated-Marketplaces-and-February-17-Addendum.pdf. For the 2018 plan year, a plan issuer will have satisfied the requirement for a "sufficient number and geographic distribution" of essential community providers (ECPs) if, among other criteria, the issuer contracts with at least 20% of available ECPs in the service area to participate in the plan's provider network. For the 2018 plan year, HHS maintains a list of ECPs, but issuers may identify additional ECPs through a write-in process. HHS, CMS, "Patient Protection and Affordable Care Act; Market Stabilization," 82 *Federal Register* 18372-18374, April 18, 2017. The HHS ECP list is at https://data.healthcare.gov/dataset/FINAL-PY-2018-ECP-LIST/dwyq-rebe/data. The ECP regulation is at 45 C.F.R. §156.235.

[64] P.L. 111-148, §1501 and §10106, as amended by P.L. 111-152, §1002. This provision is summarized in CRS Report R44438, *The Individual Mandate for Health Insurance Coverage: In Brief*.

[65] HHS, OPA, *Program Priorities*, https://www.hhs.gov/opa/title-x-family-planning/about-title-x-grants/program-priorities/index.html.

[66] Mia R. Zolna and Jennifer J. Frost, *Publicly Funded Family Planning Clinics in 2015: Patterns and Trends in Service Delivery Practices and Protocols*, Guttmacher Institute, November 2016, Table 11, p. 44, https://www.guttmacher.org/sites/default/files/report_pdf/publicly-funded-family-planning-clinic-survey-2015_1.pdf. Jennifer J. Frost, Rachel Benson Gold, and Lori Frohwirth, et al., *Variation in Service Delivery Practices Among Clinics Providing Publicly Funded Family Planning Services in 2010*, Guttmacher Institute, May 2012, Table 8, p. 37, https://www.guttmacher.org/sites/default/files/report_pdf/clinic-survey-2010.pdf.

[67] "Connecting Clients to Coverage," in Adam Sonfield, Kinsey Hasstedt, and Rachel Benson Gold, *Moving Forward: Family Planning in the Era of Health Reform*, Guttmacher Institute, March 2014, pp. 34-35, https://www.guttmacher.org/report/moving-forward-family-planning-era-health-reform.

[68] HHS, OPA, *FY14 Announcement of Availability of Funds to Enroll Family Planning Clients into Health Insurance Programs,* April 3, 2014, http://www.grants.gov/web/grants/view-opportunity.html?oppId=253413. HHS, OPA, *FY15 Announcement of Availability of Funds to Enroll Family Planning Clients into Health Insurance Programs*, May 13, 2015, http://www.grants.gov/web/grants/view-opportunity.html?oppId=275157. HHS, HRSA, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 393.

[69] HHS, HRSA, *Fiscal Year 2017 Justification of Estimates for Appropriations Committees*, p. 394.

> In addition to medical care, Title X supports activities that are not reimbursable under Medicaid and commercial insurance plans… Title X has made a major contribution to the training of clinicians; that need remains today… Title X helps to support staff salaries, not just for clinicians but for front-desk staff, educators and finance and administrative staff. Title X provides for individual patient education as well as community-level outreach and public education about family planning and women's health issues. Title X also helps to support the infrastructure necessary to keep the doors open—subsidizing rent, utilities and infrastructure needs like health information technology.[70]

Some Title X supporters argue that Medicaid and private health insurance reimbursements do not cover the full cost of providing care.[71] Some advocates also argue that even with ACA's health coverage expansions, family planning services will still be sought by uninsured persons[72] and dependents who, for confidentiality reasons, might not wish to bill reproductive health services to their parent's or spouse's health insurance.[73] Advocates maintain that even with the ACA, there is still strong demand for safety net providers, such as many Title X clinics, that provide health care to underserved populations.[74]

ACA requires most private health plans to cover certain preventive services for women without cost-sharing.[75] HHS commissioned the Institute of Medicine to recommend preventive services to

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[70] Clare Coleman and Kirtly Parker Jones, "Title X: A Proud Past, An Uncertain Future," *Contraception*, vol. 84 (September 2011), pp. 209-211, http://www.arhp.org/publications-and-resources/contraception-journal/september-2011. See also "The Ongoing Need for Title X," in Sonfield, Hasstedt, and Gold, *Moving Forward: Family Planning in the Era of Health Reform*, Guttmacher Institute, March 2014, pp. 29-30.

[71] Adam Sonfield, Andrea Rowan, and Joseph L. Alifante, et al., *Assessing the Gap Between the Cost of Care for Title X Family Planning Providers and Reimbursement from Medicaid and Private Insurance*, Guttmacher Institute, New York, NY, January 2016, https://www.guttmacher.org/pubs/Title-X-reimbursement-gaps.pdf.

[72] CBO and JCT have estimated that under the ACA, about 27 million people will be uninsured in 2027. CBO, *Federal Subsidies Under the Affordable Care Act for Health Insurance Coverage Related to the Expansion of Medicaid and Nongroup Health Insurance: Tables from CBO's January 2017 Baseline* , January 2017, Table 1. One study found that as of 2015, uninsurance rates had not declined significantly for Latinas and low-income women in states that did not expand Medicaid. Rachel K. Jones and Adam Sonfield, "Health Insurance Coverage Among Women of Reproductive Age Before and After Implementation of the Affordable Care Act," *Contraception*, vol. 93, no. 5 (May 2016), pp. 386-391, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4951091/. See also Euna M. August, Erika Steinmetz, and Lorrie Gavin, et al., "Projecting the Unmet Need and Costs for Contraception Services After the Affordable Care Act," *American Journal of Public Health*, vol. 106, no. 2 (February 2016), pp. 334-341, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4985850/.

[73] Confidentiality issues are discussed in Kathleen P. Tibb, Erica Sedlander, and Gingi Pica, et al., *Protecting Adolescent Confidentiality Under Health Care Reform: The Special Case Regarding Explanation of Benefits (EOBs)*, Philip R. Lee Institute for Health Policy Studies and Division of Adolescent and Young Adult Medicine, Department of Pediatrics, University of California, San Francisco, June 2014, http://nahic.ucsf.edu/resources/protecting-adolescent-confidentiality-under-health-care-reform-the-special-case-regarding-explanation-of-benefits-eobs/; and Adam Sonfield, Kinsey Hasstedt, and Rachel Benson Gold, *Moving Forward: Family Planning in the Era of Health Reform*, Guttmacher Institute, March 2014, p. 16. Tibb et al. state that as of March 2013, an estimated 15 million young adults aged 15 to 25 were on their parents' health plans, in part due to ACA's dependent coverage provisions.

[74] Kinsey Hasstedt, Yana Vierboom, and Rachel Benson Gold, "Still Needed: The Family Planning Safety Net Under Health Reform," *Guttmacher Policy Review*, vol. 18, no. 3 (Summer 2015), pp. 56-61, https://www.guttmacher.org/gpr/2015/08/still-needed-family-planning-safety-net-under-health-reform. See also Marion Carter, Kathleen Desilets, and Lorrie Gavin, et al., "Trends in Uninsured Clients Visiting Health Centers Funded by the Title X Family Planning Program—Massachusetts, 2005–2012," *Morbidity and Mortality Weekly Report*, vol. 63, no. 3 (January 24, 2014), pp. 59-62, http://www.cdc.gov/mmwr/preview/mmwrhtml/mm6303a3.htm. In 2006, Massachusetts passed its health reform law; subsequently the state's uninsurance rate decreased, to 3% in 2011. The authors found that "Title X program data from 2005–2012 indicate that client volume remained high throughout the period," though the percentage of the state's Title X clients who were uninsured declined from 59% in 2005 to 36% in 2012. In Massachusetts, Title X client volume in 2012 was 90% of what it was in 2005.

[75] P.L. 111-148, §1101. This requirement does not apply to grandfathered plans. Grandfathered plans are those that (continued...)

be included in this requirement.[76] Adopting the IOM recommendations, federal rules and guidelines require that most health plans cover, without cost-sharing, "All Food and Drug Administration approved contraceptive methods, sterilization procedures, and patient education and counseling for all women with reproductive capacity," as prescribed.[77] Some have stated that this requirement, by removing up-front cost barriers, could result in more women switching to longer-acting contraceptive methods, such as hormonal implants and intrauterine devices.[78] OPA has identified "patient access to a broad range of contraceptive options, including long acting reversible contraceptives (LARC)" as one of the key Title X issues in FY2017.[79] HHS has also added Title X clients' rate of LARC use to the list of outcome measures for assessing program performance.[80]

The *Family Planning Annual Report: 2015 National Summary* contains Title X program data from 2015, the second year that ACA's major coverage provisions were in effect. Clients' insurance coverage rates have risen: 50% of Title X clients had health insurance in 2015, compared with 43% in 2014, and 35% in 2013.[81] Projects that received Title X funds also reported increased revenues from private third-party payers such as private health insurance plans: $104.0 million in 2015, compared with $95.1 million in 2014, and $69.2 million in 2013.[82]

The number of Title X clients served in 2015 (4.018 million) was 3% lower than in 2014 (when there were 4.129 million clients), and 12% lower than in 2013 (when there were 4.558 million clients).[83] As discussed above in "Client Characteristics," a decrease in demand might be

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(...continued)

existed on March 23, 2010, and have not made certain specified changes (for example, to benefits and cost-sharing).

[76] IOM, *Clinical Preventive Services for Women: Closing the Gaps* (Washington, DC: The National Academies Press, 2011), http://www.nap.edu/catalog/13181/clinical-preventive-services-for-women-closing-the-gaps.

[77] The requirement is effective for plan years beginning on or after August 1, 2012, with some exceptions and accommodations for religious objections. Condoms and vasectomies are not included. HHS, HRSA, *Women's Preventive Services: Required Health Plan Coverage Guidelines*, http://www.hrsa.gov/womensguidelines/. For health insurance plan/policy years beginning on or after December 20, 2017, updated guidelines are at HHS, HRSA, *Women's Preventive Services Guidelines*, https://www.hrsa.gov/womensguidelines2016/index.html. HHS, Centers for Medicare & Medicaid Services, Center for Consumer Information & Insurance Oversight, *Fact Sheet: Women's Preventive Services Coverage, Non-Profit Religious Organizations, and Closely-Held For-Profit Entities*, http://www.cms.gov/CCIIO/Resources/Fact-Sheets-and-FAQs/womens-preven-02012013.html. CRS In Focus IF10169, *The Affordable Care Act's Contraceptive Coverage Requirement: History of Regulations for Religious Objections*.

[78] Michelle Andrews, "Insurance Coverage Might Steer Women To Costlier—But More Effective—Birth Control," *Kaiser Health News*, February 20, 2012, http://khn.org/news/contraceptives-coverage-022112/. Jonathan M. Bearak, Lawrence B. Finer, and Jenna Jerman, et al., "Changes in out-of-pocket costs for hormonal IUDs after implementation of the Affordable Care Act: an analysis of insurance benefit inquiries," *Contraception*, February 2016, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4780678/. Nora Becker and Daniel Polsky, "Women Saw Large Decrease In Out-Of-Pocket Spending For Contraceptives After ACA Mandate Removed Cost Sharing," *Health Affairs*, vol. 34, no. 7 (July 2015), pp. 1204-1211. However, some studies of ACA's early effects have not found that the ACA caused increased LARC use. See Jonathan Bearak and Rachel K. Jones, "Did Contraceptive Use Patterns Change After the Affordable Care Act?: A Descriptive Analysis," *Women's Health Issues*, March 2017; and Lydia E. Pace, Stacie B. Dusetzina, and Nancy L. Keating, "Early Impact of the Affordable Care Act on Uptake of Long-acting Reversible Contraceptive Methods," *Medical Care*, vol. 54, no. 9 (September 2016), pp. 811-817.

[79] HHS, OPA, *Program Priorities*, https://www.hhs.gov/opa/title-x-family-planning/about-title-x-grants/program-priorities/index.html.

[80] In FY2015, 15.56% of female clients used LARC as their primary contraception method. The FY2018 target is 11.3%. HHS, HRSA, *Fiscal Year 2018 Justification of Estimates for Appropriations Committees*, p. 290.

[81] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. A-19.

[82] Ibid., p. A-32. Actual dollars.

[83] Ibid., p. A-6.

explained in part by ACA coverage expansions, because newly insured clients can now seek care from private practitioners and other providers. Increased LARC use could also affect demand by reducing the frequency of client visits in the long run, compared with some other contraceptive methods (such as oral contraceptives that require refills). The number of female Title X clients using hormonal implants or intrauterine devices in 2015 was 11% higher than in 2014, 16% higher than in 2013, and 50% higher than in 2010.[84]

ACA has also impacted the Title X program in other ways. For example, because ACA increased the Medicaid rebate percentage paid by drug makers, Title X clinics receive larger discounts on drugs purchased through the 340B drug pricing program. As a result of receiving larger drug discounts through the 340B program, Title X clinics receive more revenue on drugs dispensed to clients.[85]

ACA also increased funding for teen pregnancy prevention efforts, expanded health care workforce programs, and increased funding for community health centers (many of which are Title X providers).[86] HHS contracted with IOM to convene a Standing Committee to advise the Title X program. Among other topics, the IOM Standing Committee was tasked with examining the roles of family planning, reproductive health, and Title X in health reform.[87] OPA also awarded FY2014 research funding to "conduct data analysis and related research and evaluation on the impact of the Affordable Care Act on Title X funded family planning centers."[88] For Title

[84] Ibid., p. A-20. 451,625 female Title X clients used the LARC methods of hormonal implants or intrauterine devices in 2015, compared to 405,310 in 2014, 387,875 in 2013, and 300,136 in 2010. A separate CDC study found that among teens seeking contraceptive services at Title X clinics, 7.1% used long-acting reversible contraception in 2013, compared with 0.4% in 2005. Lisa Romero, Karen Pazol, and Lee Warner, et al., "Vital Signs: Trends in Use of Long-Acting Reversible Contraception Among Teens Aged 15–19 Years Seeking Contraceptive Services—United States, 2005-2013," *Morbidity and Mortality Weekly Report*, vol. 64 (April 10, 2015), pp. 363-369. Title X guidelines encourage providers to explain to clients that LARC methods are "safe and effective for most women, including those who have never given birth and adolescents." (Gavin et al., "Providing Quality Family Planning Services: Recommendations of CDC and the U.S. Office of Population Affairs," p. 8.)

[85] P.L. 111-148, §2501. Title X clinics are among the entities eligible to receive discounts on certain drugs' prices under §340B of the Public Health Service Act. The maximum prices that drug manufacturers can charge 340B entities are calculated using the Medicaid rebate formula. The ACA provision is summarized in CRS Report R41210, *Medicaid and the State Children's Health Insurance Program (CHIP) Provisions in ACA: Summary and Timeline*. The 340B program website is http://www.hrsa.gov/opa. A 340B program overview is in Medicare Payment Advisory Commission, *Overview of the 340B Drug Pricing Program: Report to Congress*, May 2015, p. viii, http://www.medpac.gov/docs/default-source/reports/may-2015-report-to-the-congress-overview-of-the-340b-drug-pricing-program.pdf. It states: "Covered entities can purchase 340B drugs for all eligible patients, including patients with Medicare or private insurance, and generate revenue if the reimbursements for the drugs from payers exceed the discounted prices they pay for the drugs. Because the 340B statute does not restrict how covered entities can use this revenue, entities can use these funds to expand the number of patients served, increase the scope of services offered to low-income and other patients, invest in capital, cover administrative costs, or for any other purpose."

[86] These and other ACA provisions that could potentially impact Title X clinics are summarized in CRS Report R41278, *Public Health, Workforce, Quality, and Related Provisions in ACA: Summary and Timeline* and CRS Report R41210, *Medicaid and the State Children's Health Insurance Program (CHIP) Provisions in ACA: Summary and Timeline*.

[87] IOM, *Standing Committee on Family Planning*, http://iom.nationalacademies.org/Activities/Women/FamilyPlanning.aspx. HHS, HRSA, *Fiscal Year 2013 Justification of Estimates for Appropriations Committees*, p. 351, https://www.hrsa.gov/sites/default/files/about/budget/budgetjustification2013.pdf.

[88] HHS, OPA, *FY14 Announcement of Availability of Funds for Family Planning Affordable Care Act (ACA) Impact Analysis Research Cooperative Agreements*, March 7, 2014, http://www.grants.gov/web/grants/view-opportunity.html?oppId=252304. HHS, OPA, *Affordable Care Act Collaborative*, https://www.hhs.gov/opa/title-x-family-planning/affordable-care-act/initiatives/aca-collaborative/index.html.

X grantees and clinics, the Title X Family Planning National Training Centers compiled resources and provided training on how ACA may affect Title X.[89]

Recent Legislative and Executive Actions Potentially Impacting Title X

The Trump Administration may use the executive branch to change ACA regulations, guidance, or enforcement activities.[90] For example, on May 4, 2017, President Trump signed an executive order on "Promoting Free Speech and Religious Liberty," which directs the Treasury, Labor, and HHS Secretaries to consider amending regulations. These changes would address conscience-based objections to the requirement that most health plans cover certain women's preventive services, such as contraception.[91]

Legislation has also been introduced to amend, repeal, or replace some or all of the ACA.[92] For example, during the 115th Congress, H.R. 1628 and some of its amendments have been legislative vehicles for several ACA-related proposals, including but not limited to

- the House's American Health Care Act (AHCA), a version of which passed the House as H.R. 1628 on May 4, 2017,
- the Senate's Better Care Reconciliation Act (BCRA), a version of which was considered and ruled out of order in the Senate as S.Amdt. 270 to H.R. 1628 on July 25, 2017,[93]
- the Senate's Obamacare Repeal Reconciliation Act (ORRA), a version of which was rejected in the Senate as S.Amdt. 271 to H.R. 1628 on July 26, 2017, and
- the Senate's Health Care Freedom Act (HCFA), which was rejected in the Senate as S.Amdt. 667 to H.R. 1628 on July 28, 2017.

The above proposals do not explicitly mention Title X, but some of their provisions could affect the program indirectly. For example, AHCA and BCRA have provisions that would potentially impact the insurance status of some Title X clients, including provisions to eliminate the ACA's individual mandate penalty, provisions to restructure ACA exchange subsidies, and provisions projected to reduce Medicaid enrollment compared with current

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[89] National Family Planning Training Centers, *Affordable Care Act,* https://web.archive.org/web/20161224191445/http://fpntc.org/topics/affordable-care-act.

[90] See, for example, Executive Order 13765, "Minimizing the Economic Burden of the Patient Protection and Affordable Care Act Pending Repeal," 82 *Federal Register* 8351, January 24, 2017.

[91] Executive Order 13798, "Promoting Free Speech and Religious Liberty," 82 Federal Register 21675, May 9, 2017. See also HHS, "Secretary Price Welcomes Opportunity to Reexamine Contraception Mandate," press release, May 4, 2017, https://www.hhs.gov/about/news/2017/05/04/secretary-price-welcomes-opportunity-to-reexamine-contraception-mandate.html. Religious accommodations as they existed prior to the executive order are described at HHS, Centers for Medicare & Medicaid Services, Center for Consumer Information & Insurance Oversight, *Fact Sheet: Women's Preventive Services Coverage, Non-Profit Religious Organizations, and Closely-Held For-Profit Entities*, http://www.cms.gov/CCIIO/Resources/Fact-Sheets-and-FAQs/womens-preven-02012013.html.

[92] Examples of such legislation can be found in the Legislative Information System (access for congressional offices only), http://lis.gov. From the Topics pull-down menu, choose PPACA (Patient Protection and Affordable Care Act) (111th-) to generate a list of bills with titles or summaries mentioning ACA.

[93] A point of order was raised that S.Amdt. 270 violated the Congressional Budget Act (CBA) Sec. 311(a)(2)(B). The Senate voted against a motion to waive applicable CBA sections for this amendment (roll call vote no. 168). Subsequently, the chair upheld the point of order. Senate, *Congressional Record*, vol. 163, no. 125, daily edition, July 25, 2017, p. S4183.

law.[94] Such changes would potentially affect demand for Title X's free and discounted services.

The Congressional Budget Office (CBO) estimated that AHCA and BCRA would reduce federal Medicaid spending compared with current law;[95] thus they would also potentially impact Title X projects' Medicaid revenue. Federal regulations specify that no Title X projects may be 100% supported by Title X funds.[96] That is, Title X projects must have some revenues from non-Title X sources. In 2015, Title X projects reported that Medicaid accounted for 40% of their total revenues. In comparison, Title X funds accounted for 19% of their total revenues.[97]

AHCA,[98] BCRA,[99] ORRA, [100] and HCFA[101] would also restrict federal Medicaid funding to Planned Parenthood Federation of America (PPFA) and its clinics for one year, according to CBO. The Guttmacher Institute found that in 2015, 13% of Title X clinics were affiliated with PPFA.[102]

AHCA, BCRA, ORRA, and HCFA would also affect Title X clinics' revenues from the federal Health Center Program.[103] The Health Center program is administered by the U.S. Bureau of Primary Health Care (BPHC) under Section 330 of the Public Health Service Act. It supports a

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[94] CRS Report R44883, *Comparison of the American Health Care Act (AHCA) and the Better Care Reconciliation Act (BCRA)*. Congressional Budget Office (CBO), *Cost Estimate for* H.R. 1628*, American Health Care Act of 2017, As passed by the House of Representatives on May 4, 2017*, May 24, 2017, p. 13, https://www.cbo.gov/publication/52752. CBO, *Cost Estimate for* H.R. 1628*, the Better Care Reconciliation Act of 2017: An Amendment in the Nature of a Substitute [ERN17500], as Posted on the Website of the Senate Committee on the Budget on July 20, 2017*, Table 5, July 20, 2017, https://www.cbo.gov/publication/52941.

[95] CBO, *Cost Estimate for* H.R. 1628*, American Health Care Act of 2017, As passed by the House of Representatives on May 4, 2017*, May 24, 2017, p. 13, https://www.cbo.gov/publication/52752. CBO, *Cost Estimate for* H.R. 1628*, the Better Care Reconciliation Act of 2017: An Amendment in the Nature of a Substitute [ERN17500], as Posted on the Website of the Senate Committee on the Budget on July 20, 2017*, July 20, 2017, Table 4, https://www.cbo.gov/publication/52941. CBO, *Longer-Term Effects of the Better Care Reconciliation Act of 2017 on Medicaid Spending*, June 29, 2017, https://www.cbo.gov/publication/52859.

[96] 42 C.F.R. §59.7(c).

[97] Fowler et al., *Family Planning Annual Report: 2015 National Summary,* Exhibit A-14b, p. A-33.

[98] AHCA, H.R. 1628 Engrossed in House, May 4, 2017, Sec. 103 would restrict certain federal funding for one year to a prohibited entity (including its affiliates, subsidiaries, successors, and clinics) if it meets certain criteria. CBO expects that, according to the specified criteria, PPFA would be a prohibited entity. The restriction would apply only to mandatory spending (such as Medicaid reimbursements) and would not apply to funds from discretionary spending programs such as Title X. CRS Report R44785, *H.R. 1628: The American Health Care Act (AHCA)*. CBO, *American Health Care Act Budget Reconciliation Recommendations of the House Committees on Ways and Means and Energy and Commerce, March 9, 2017*, March 13, 2017, https://www.cbo.gov/system/files/115th-congress-2017-2018/costestimate/americanhealthcareact.pdf. Subsequent amendments were made to the bill before it was passed by the House, however these amendments did not change the bill's Planned Parenthood provision.

[99] BCRA Sec. 123 is identical to AHCA Sec. 103. CRS Report R44883, *Comparison of the American Health Care Act (AHCA) and the Better Care Reconciliation Act (BCRA)*.

[100] CBO, *Cost estimate for* H.R. 1628*, Obamacare Repeal Reconciliation Act of 2017, An Amendment in the Nature of a Substitute [LYN17479] as Posted on the Website of the Senate Committee on the Budget on July 19, 2017*, July 19, 2017, p. 4, https://www.cbo.gov/publication/52939. CRS Report R44903, *Provisions of Obamacare Repeal Reconciliation Act of 2017 (ORRA)*. The version of ORRA that was rejected in the Senate contained the PPFA provision.

[101] CBO, *Cost estimate for* H.R. 1628*, the Healthcare Freedom Act of 2017, an Amendment in the Nature of a Substitute [S.A. 667],* July 27, 2017, https://www.cbo.gov/publication/52979.

[102] Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015,* pp. 1, 9, https://www.guttmacher.org/report/publicly-funded-contraceptive-services-us-clinics-2015.

[103] CRS Report R43937, *Federal Health Centers: An Overview*.

wide range of outpatient health services, not just family planning.[104] AHCA, BCRA, ORRA, and HCFA would provide an additional $422 million for FY2017 for the Community Health Center Fund, which appropriates mandatory funds to the Health Center program.[105] Although the legislation does not require it, some health centers could opt to use the additional funds to provide family planning services.[106] In 2015, 26% of clinics receiving Title X funds participated in the Health Center program as well.[107] In 2015, Title X clinics reported that 1% of their Title X family planning project revenues came from programs administered by BPHC including the Health Center program.[108]

Such executive and legislative branch actions could further impact Title X in the future. Depending on what these actions are, and because many of ACA's effects on Title X are indirect, potential consequences for Title X are unclear at this point.

Nullification of Rule on Selecting Subrecipients

As mentioned, Title X grantees can provide family planning services directly, or they can subaward Title X funds to other government or nonprofit entities (subrecipients) to provide services. In December 2016, OPA promulgated the final rule "Compliance With Title X Requirements by Project Recipients in Selecting Subrecipients."[109] It became effective January 18, 2017. P.L. 115-23 (April 13, 2017) nullified the rule.[110]

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[104] See CRS Report R44295, *Factors Related to the Use of Planned Parenthood Affiliated Health Centers (PPAHCs) and Federally Qualified Health Centers (FQHCs)*.

[105] AHCA (H.R. 1628 Engrossed in the House) Sec 102; BCRA (S.Amdt. 270) Sec. 203; ORRA (S.Amdt. 271) Sec. 203; and HCFA (S.Amdt. 667) Sec. 202.

[106] The provisions do not specify which services the additional $422 million may be used for; however, some have suggested that the funds may be used for women's health care. In a press conference on an earlier version of the AHCA, the House Ways and Means Committee chair stated that "we are de-funding Planned Parenthood and redirecting those dollars to community health centers so women have those services where they need them." ("Reps. Brady and Walden Hold News Conference on American Health Care Act," *CQ Newsmaker Transcripts*, March 7, 2017, http://www.cq.com/doc/newsmakertranscripts-5055592). HHS Secretary Dr. Tom Price has said of the AHCA: "It's also important to appreciate that through community health centers, the bill that's being proposed right now would allow greater access for women to healthcare in greater numbers of facilities across this land." (White House, "Press Briefing by Press Secretary Sean Spicer, 3/7/2017, #18," press release, March 7, 2017, https://www.whitehouse.gov/the-press-office/2017/03/07/press-briefing-press-secretary-sean-spicer-372017-18). From the House Speaker's web page *The American Health Care Act: Your Questions Answered:* "Why are you cutting women's health services? We're not. In fact, we're expanding women's access to health services by redirecting Planned Parenthood dollars to community health centers, which vastly outnumber Planned Parenthood clinics." (House Speaker Paul Ryan*, The American Health Care Act: Your Questions Answered (Part 3),* May 4, 2017, http://www.speaker.gov/general/american-health-care-act-your-questions-answered-part-3).

[107] Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015*, pp. 1, 9.

[108] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, pp. 59, A-33.

[109] Office of Population Affairs, Office of the Secretary, U.S. Department of Health and Human Services, "Compliance With Title X Requirements by Project Recipients in Selecting Subrecipients," 81 *Federal Register* 91852-91860, December 19, 2016, https://www.federalregister.gov/d/2016-30276. It was preceded by a proposed rule and public comment period, see 81 *Federal Register* 61639-61646, September 7, 2016, https://www.federalregister.gov/d/2016-21359.

[110] When asked if any actions were taken to implement the rule before its nullification, HHS responded: "No - no actions were taken to implement the rule because of timing. Recipients that would have been impacted were those whose applications were submitted on or after January 18, 2017. All of those applicants would have had funding dates of July 1, 2017, but the rule was nullified prior to that." Email from HHS, Office of the Assistant Secretary for Legislation, May 1, 2017.

The rule would have applied to grantees that make subawards; it would not have affected grantees that provide all their Title X services directly. It would have added the following language to Title X Family Planning Services grant program regulations:

> No recipient making subawards for the provision of services as part of its Title X project may prohibit an entity from participating for reasons other than its ability to provide Title X services.[111]

On April 13, 2017, the President signed P.L. 115-23, "Providing for congressional disapproval under chapter 8 of title 5, United States Code, of the final rule submitted by Secretary of Health and Human Services relating to compliance with title X requirements by project recipients in selecting subrecipients." P.L. 115-23 nullified the rule under the Congressional Review Act.[112] As a result, the rule "shall be treated as though such rule had never taken effect."[113] That is, the rule is deemed not to have had any effect at any time. Furthermore, HHS is prohibited from reissuing the nullified rule in "substantially the same form" or issuing a "new rule that is substantially the same" as the nullified rule.[114]

In the December 2016 preamble accompanying the rule, OPA explained that some states had taken actions to limit Title X participation by certain types of providers.[115] For example, some states enacted laws to prohibit state and local agencies from giving Title X subawards to abortion providers.[116] Some other states had established a priority system for allocating Title X subawards, for example by giving preference to state health departments, primary care providers, and community health centers over specialized family planning clinics.[117] OPA argued that "these policies, and varying court decisions on their legality, have led to uncertainty among recipients, inconsistency in program administration, and reduced access to services for Title X priority populations."[118]

The rule would have limited the criteria a grantee could use to restrict entities from Title X subawards, disallowing "reasons other than [the entity's] ability to provide Title X services." The preamble explained that applicants for new and continuing[119] Title X grants would be required to

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[111] The rule would have amended 42 C.F.R. §59.3 and revised the section's heading to read "Who is eligible to apply for a family planning services grant or to participate as a subrecipient as part of a family planning project?" The section's current heading is "Who is eligible to apply for a family planning services grant?"

[112] The Congressional Review Act is codified at 5 U.S.C. §§801-808.

[113] 5 U.S.C. §801(f).

[114]See CRS Insight IN10660, *What Is the Effect of Enacting a Congressional Review Act Resolution of Disapproval?* and CRS Report R43992, *The Congressional Review Act (CRA): Frequently Asked Questions*.

[115] According to the rule preamble, "Since 2011, 13 states have placed restrictions on or eliminated subawards with specific types of providers based on reasons other than their ability to provide Title X services." (81 *Federal Register* 91852). Some of this state activity is tracked by Guttmacher Institute, *State Family Planning Funding Restrictions*, https://www.guttmacher.org/state-policy/explore/state-family-planning-funding-restrictions, and Usha Ranji, Alina Salganicoff, and Laurie Sobel, et al., *Financing Family Planning Services for Low-income Women: The Role of Public Programs*, Kaiser Family Foundation, May 11, 2017, Table 1, http://kff.org/womens-health-policy/issue-brief/financing-family-planning-services-for-low-income-women-the-role-of-public-programs.

[116] OPA noted the example of Florida law H.B. 1411, 2016 Leg., Reg. Sess. (Fla. 2016). According to OPA, this law was permanently enjoined on August 18, 2016, in an unpublished court order. (81 *Federal Register* 91853, footnote 8).

[117] OPA discussed the example of the Texas state government's "tiered" system for Title X subaward competition in 2011. (81 *Federal Register* 91853; Texas General Appropriations Act, 82nd Leg., R.S., ch. 1355, art. II, rider 77, at II-71, http://www.lrl.state.tx.us/scanned/ApproBills/82_0/82_R_ALL.pdf#page=179.) In FY2013, the Women's Health and Family Planning Association of Texas became the state's Title X grantee; previously it had been the Texas Department of State Health Services.

[118] 81 *Federal Register* 91858.

[119] Title X family planning services projects have "project periods," typically up to three years, during which HHS does (continued...)

describe their criteria for choosing subrecipients. The preamble stated that, under this rule, HHS would have reviewed these submissions for rule compliance and would have made "every effort to help entities come into compliance, and will award replacement grants to other providers when necessary to minimize any disruption of services."[120]

Supporters of the rule argued that it would have protected funding to specialized family planning providers, such as Planned Parenthood,[121] and that it would have protected vulnerable individuals' access to family planning services.[122] Critics of the rule argued that states should have the discretion to administer Title X funds consistently with state policy,[123] and that the rule would have violated the conscience rights of voters and states that object to public funding of abortion providers.[124]

Abortion and Title X

The law prohibits the use of Title X funds in programs where abortion is a method of family planning.[125] On July 3, 2000, OPA released a final rule with respect to abortion services in family planning projects.[126] The rule updated and revised regulations that had been promulgated in 1988.[127] The major revision revoked the "gag rule," which restricted family planning grantees

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not require the grantee to recompete for funds. Within these project periods, continuing awards are generally funded in annual increments (one-year budget periods). Continuing awards are contingent on factors such as appropriations, program priorities, and grantees' compliance with federal requirements. See HHS, OPA, *Announcement of Anticipated Availability of Funds for Family Planning Services Grants, FY2017,* p. 11, https://www.hhs.gov/opa/sites/default/files/FY-17-Title-X-FOA-New-Competitions.pdf; HHS, OPA, *Program Requirements for Title X Funded Family Planning Projects,* April 2014, p. 10.

[120] 81 *Federal Register* 91853-91854.

[121] See, for example, The Times Editorial Board, "One Obama rule that Trump should keep: Making sure family planning funds reach everyone who needs them," *Los Angeles Times*, December 27, 2016, http://www.latimes.com/opinion/editorials/la-ed-titlex-new-rule-20161221-story.html; and The New York Times Editorial Board, "A Way to Protect Planned Parenthood Services," *New York Times*, September 10, 2016, p. A18, New York edition, http://www.nytimes.com/2016/09/10/opinion/a-way-to-protect-planned-parenthood-services.html.

[122] See, for example, Letter from 34 U.S. Senators to President-Elect Donald J. Trump, December 22, 2016, http://www.help.senate.gov/download/title-x-trump; and Letter from 41 U.S. Senators to the Honorable Sylvia Mathews Burwell, Secretary, Department of Health and Human Services, October 7, 2016, https://www.regulations.gov/document?D=HHS-OS-2016-0014-14254.

[123] See, for example, U.S. House of Representatives, Select Investigative Panel of the Energy and Commerce Committee, *Final Report*, December 30, 2016, pp. xlii and 408, https://energycommerce.house.gov/sites/republicans.energycommerce.house.gov/files/114/Analysis/20161230Select_Panel_Final_Report.pdf.

[124] See, for example, Bradford Richardson, "Obama administration 'stunt' would force states to fund Planned Parenthood," *Washington Times*, September 7, 2016, http://washingtontimes.com/news/2016/sep/7/obama-administration-stunt-would-force-states-to-f/; and Robert King, "Conservative chides feds over protecting Planned Parenthood," *Washington Examiner*, September 6, 2016, http://www.washingtonexaminer.com/conservative-chides-feds-over-protecting-planned-parenthood/article/2601071.

[125] 42 U.S.C. §300a-6. In addition, language in annual Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations bills have also prohibited the use of Title X funds for abortions. (In FY2017, this provision appeared in P.L. 115-31, Division H, Title II). For background on abortion funding restrictions in general, see CRS Report RL33467, *Abortion: Judicial History and Legislative Response*.

[126] HHS, OPA, "Standards of Compliance for Abortion-Related Services in Family Planning Services Projects," 65 *Federal Register* 41270–41280, July 3, 2000, https://federalregister.gov/a/00-16758; and HHS, OPA, "Provision of Abortion-Related Services in Family Planning Services Projects, " 65 *Federal Register* 41281-41282, July 3, 2000, https://federalregister.gov/a/00-16759.

[127] HHS, Public Health Service, "Statutory Prohibition on Use of Appropriated Funds in Programs Where Abortion is a (continued...)

from providing abortion-related information. The regulation at 42 C.F.R. §59.5 had required, and continues to require, that abortion not be provided as a method of family planning. The July 3, 2000, rule amended the section to add the requirement that a project must give pregnant women the opportunity to receive information and counseling on each of the following options: prenatal care and delivery; infant care, foster care, or adoption; and pregnancy termination. If the woman requests such information and counseling, the project must give "neutral, factual information and nondirective counseling on each of the options, and referral upon request, except with respect to any option(s) about which the pregnant woman indicates she does not wish to receive such information and counseling."[128]

According to OPA, family planning projects that receive Title X funds are closely monitored to ensure that federal funds are used appropriately and that funds are not used for prohibited activities such as abortion. The prohibition on abortion does not apply to all the activities of a Title X grantee, but only to activities that are part of the Title X project. The grantee's abortion activities must be "separate and distinct" from the Title X project activities.[129] Safeguards to maintain this separation include (1) careful review of grant applications to ensure that the applicant understands the requirements and has the capacity to comply with all requirements; (2) independent financial audits to examine whether there is a system to account for program-funded activities and nonallowable program activities; (3) yearly comprehensive reviews of the grantees' financial status and budget report; and (4) periodic and comprehensive program reviews and site visits by OPA regional offices.[130]

It is unclear precisely how many Title X clinics also provide abortions through their non-Title X activities. In 2015, the Guttmacher Institute surveyed a nationally representative sample of publicly funded family planning clinics. Respondents included 535 clinics that received Title X funds. Based on that survey, an estimated 10% of clinics that received any Title X funding reported offering abortions separately from their Title X project.[131]

In 2004, following appropriations conference report directions, HHS surveyed its Title X grantees on whether their clinic sites also provided abortions with nonfederal funds.[132] Grantees were informed that responses were voluntary and "without consequence, or threat of consequence, to

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Method of Family Planning; Standard of Compliance for Family Planning Services Projects," 53 *Federal Register* 2922, February 2, 1988. The 1988 rule was subsequently challenged in court, and in 1993, the HHS Secretary suspended the rule (HHS, Public Health Service, "Standards of Compliance for Abortion-Related Services in Family Planning Service Projects," 58 *Federal Register* 7462, February 5, 1993).

[128] On December 19, 2008, HHS published a provider conscience rule which, according to HHS at the time, was "inconsistent" with the requirement that Title X grantees provide clients with abortion referrals upon request (73 *Federal Register* 78087). The rule was later rescinded in 2011 (76 *Federal Register* 9968).

[129] 65 *Federal Register* 41281-41282, July 3, 2000.

[130] Email from HHS, Office of the Assistant Secretary for Legislation, May 1, 2017. Site visits and comprehensive program reviews are described in IOM, *A Review of the HHS Family Planning Program: Mission, Management, and Measurement of Results*, pp. 349-354.

[131] Guttmacher Institute, unpublished tabulations from a 2015 Survey of Publicly Funded Family Planning Clinics. The survey methodology is described in Mia R. Zolna and Jennifer J. Frost, *Publicly Funded Family Planning Clinics in 2015: Patterns and Trends in Service Delivery Practices and Protocols*, Guttmacher Institute, November 2016, https://www.guttmacher.org/sites/default/files/report_pdf/publicly-funded-family-planning-clinic-survey-2015_1.pdf. For details by abortion type, see Appendix Table A, Questions Q11ee and Q11ii, p. 54.

[132] HHS, Report to Congress Regarding the Number of Family Planning Sites Funded Under Title X of the Public Health Service Act That Also Provide Abortions with Non-Federal Funds, 2004. HHS was directed to conduct the survey by FY2004 appropriations conference report H.Rept. 108-401, pp. 800-801.

non-responsiveness." The survey did not request any identifying information. HHS mailed surveys to 86 grantees and received 46 responses. Of these, 9 indicated that at least one of their clinic sites (17 clinic sites in all) also provided abortions with nonfederal funds, and 34 indicated that none of their clinic sites provided abortions with nonfederal funds; 3 responses had no numerical data or said the information was unknown.

Title X supporters argue that family planning reduces unintended pregnancies, thereby reducing abortion.[133] HHS estimates that Title X services helped avert 901,838 unintended pregnancies in FY2015, and the Guttmacher Institute estimates that Title X services helped avert 822,300 unintended pregnancies in calendar year 2015.[134] It is unclear exactly how many unintended pregnancies would have ended in abortion; however, the Guttmacher Institute estimates that in 2015, clinics receiving Title X funds helped avert 277,800 abortions, including 54,500 abortions among teens.[135]

In contrast, Title X critics argue that federal funds should be withheld from any organization that performs abortions, such as PPFA. They argue that federal funding for nonabortion activities frees up Planned Parenthood's other resources for its abortion activities.[136] Some critics also argue that if a family planning program is operated by an organization that also performs abortions, the implicit assumption and the message to clients is that abortion is a method of family planning.[137]

Teenage Pregnancy and Title X

In 2015, 18% of Title X clients were aged 19 or younger.[138] Critics argue that by funding Title X, the federal government is implicitly sanctioning nonmarital sexual activity among teens. These critics argue that a reduced teenage pregnancy rate could be achieved if family planning programs emphasized efforts to convince teens to delay sexual activity, rather than efforts to decrease the percentage of sexually active teens who become pregnant.[139] (See CRS Report RS20301, *Teenage Pregnancy Prevention: Statistics and Programs*.)

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[133] Examples of this argument can be found in Rachel Benson Gold, Adam Sonfield, and Cory L. Richards, et al., *Next Steps for America's Family Planning Program: Leveraging the Potential of Medicaid and Title X in an Evolving Health Care System*, Guttmacher Institute, New York, 2009, pp. 16-17, http://www.guttmacher.org/pubs/NextSteps.pdf, and in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Labor, Health and Human Services, Education, and Related Agencies, *Threat to Title X and Other Women's Health Services*, 104th Cong., 1st sess., August 10, 1995, S.Hrg. 104-416 (Washington: GPO, 1996), pp. 16-21.

[134] HHS, HRSA, *Fiscal Year 2018, Justification of Estimates for Appropriations Committees,* p.290. Jennifer J. Frost, Lori Frohwirth, Nakeisha Blades, et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015*, Guttmacher Institute, April 2017, pp. 1, 10, https://www.guttmacher.org/sites/default/files/report_pdf/publicly_funded_contraceptive_services_2015_1.pdf.

[135] Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015,* pp. 1, 10, 11.

[136] Examples of this argument can be found in House debate, *Congressional Record*, daily edition, vol. 154, no. 112 (July 9, 2008), pp. H6320-H6326. According to the Planned Parenthood Federation of America's most recent *Annual Report*, abortions accounted for 3% of Planned Parenthood services. From October 1, 2013, through September 30, 2014, Planned Parenthood health centers performed 323,999 abortion procedures. During that period, Planned Parenthood health centers provided 9.5 million services to 2.5 million patients during 4 million clinical visits. PPFA, *Planned Parenthood 2014-2015 Annual Report,* 2015, pp. 29-30, http://www.plannedparenthood.org/about-us/annual-report.

[137] An example of these arguments can be found in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Labor, Health and Human Services, Education, and Related Agencies, *Threat to Title X and Other Women's Health Services*, pp. 22-35.

[138] Fowler et al., *Family Planning Annual Report: 2015 National Summary*, p. 9.

[139] An example of these arguments can be found in U.S. Congress, Senate Committee on Appropriations,
(continued...)

The program's supporters, in contrast, argue that the Title X program should be expanded to serve more people in order to reduce the rate of unintended pregnancies. The Guttmacher Institute estimates that in 2015, Title X family planning services helped avert an estimated 188,700 unintended teen pregnancies.[140] The Guttmacher Institute estimates that without Title X clinics' services, the 2015 U.S. teen pregnancy rate would have been 44% higher.[141] Supporters of expanding family planning services argue that the United States has a higher teen pregnancy rate than some countries (such as Sweden) where a similar percentage of teens are sexually active, in part because U.S. teens use contraception less consistently. Some also argue that recent declines in U.S. teen birth rates can be explained in part by changes in teen contraceptive use.[142]

Confidentiality for Minors and Title X

By law, Title X providers are required to "encourage" family participation when minors seek family planning services.[143] However, confidentiality is required for personal information about Title X services provided to individuals, including adolescents.[144] OPA instructs grantees on confidentiality for minors:

> It continues to be the case that Title X projects may not require written consent of parents or guardians for the provision of services to minors. Nor can any Title X project staff notify a parent or guardian before or after a minor has requested and/or received Title X family planning services.[145]

(...continued)

Subcommittee on Labor, Health and Human Services, Education, and Related Agencies, *Threat to Title X and Other Women's Health Services*, pp. 22-35.

[140] Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015,* p. 11. See also the discussion of publicly funded family planning services in "Programs to Reduce Unintended Pregnancy," in The Institute of Medicine, *The Best Intentions: Unintended Pregnancy and the Well-Being of Children and Families* (Washington: National Academy Press, 1995), p. 220, http://www.nap.edu/catalog/4903/the-best-intentions-unintended-pregnancy-and-the-well-being-of.

[141] Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015,* p. 1.

[142] An example of these arguments can be found in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Labor, Health and Human Services, Education, and Related Agencies, *Threat to Title X and Other Women's Health Services*, pp. 16-21. See also Jacqueline E. Darroch, et al., "Differences in Teenage Pregnancy Rates Among Five Developed Countries: The Roles of Sexual Activity and Contraceptive Use," *Family Planning Perspectives*, vol. 33, no. 6 (November/December 2001), pp. 244-251; John S. Santelli and Andrea J. Melnikas, "Teen Fertility in Transition: Recent and Historic Trends in the United States," *Annual Review of Public Health*, vol. 31 (2010), pp. 371-383; Heather D. Boonstra, "What Is Behind the Declines in Teen Pregnancy Rates?" *Guttmacher Policy Review,* vol. 17, no. 3 (Summer 2014), pp. 15-21; and Laura Lindberg, John Santelli, and Sheila Desai, "Understanding the Recent Decline in Adolescent Fertility in the United States, 2007-2013," *Journal of Adolescent Health*, vol. 58, no. 2, Supplement (February 2016), pp. S100-S101.

[143] 42 U.S.C. 300(a) states that Title X grantees shall encourage family participation "to the extent practical." P.L. 114-113, Division H, §207 requires Title X grantees to certify that they encourage family participation in minors' decisions to seek family planning services.

[144] 42 C.F.R. §59.11. Also, several court cases have interpreted Title X statute as supporting confidentiality for minors; see Glenn A. Guarino, "Provision of family planning services under Title X of Public Health Service Act (42 U.S.C.A. §300-300a-8) and implementing regulations," *American Law Reports Federal*, 1985, 71 A.L.R. Fed. 961.

[145] HHS, OPA, *Clarification regarding "Program Requirements for Title X Family Planning Projects": Confidential Services to Adolescents*, OPA Program Policy Notice 2014-1, June 5, 2014, https://www.hhs.gov/opa/sites/default/files/ppn2014-01-001.pdf.

The April 2014 Title X guidelines state,

> Providers of family planning services should offer confidential services to adolescents and observe all relevant state laws and any legal obligations, such as notification or reporting of child abuse, child molestation, sexual abuse, rape, or incest, as well as human trafficking. Confidentiality is critical for adolescents and can greatly influence their willingness to access and use services. As a result, multiple professional medical associations have emphasized the importance of providing confidential services to adolescents.
>
> Providers should encourage and promote communication between the adolescent and his or her parent(s) or guardian(s) about sexual and reproductive health. Adolescents who come to the service site alone should be encouraged to talk to their parents or guardians. Educational materials and programs can be provided to parents or guardians that help them talk about sex and share their values with their child. When both parent or guardian and child have agreed, joint discussions can address family values and expectations about dating, relationships, and sexual behavior.[146]

Although minors are to receive confidential services, Title X providers are not exempt from state notification and reporting laws on child abuse, child molestation, sexual abuse, rape, or incest.[147]

Some minors who use Title X clinics have dependent health coverage through a parent's private health insurance policy. However, for confidentiality reasons, they may not wish to bill family planning or STD services to their parent's health insurance.[148] In one study conducted at 17 Title X sites, 4% of family planning visits were by clients who said they had insurance but did not want to use it. Of those, 44% cited confidentiality concerns. Of those citing confidentiality concerns, 39% were under the age of 18.[149] According to OPA, Title X clinics "commonly forgo billing" health insurers to maintain confidentiality.[150]

As for payment of services provided to minors, Title X regulations indicate that "unemancipated minors who wish to receive services on a confidential basis must be considered on the basis of

[146] Gavin et al., "Providing Quality Family Planning Services: Recommendations of CDC and the U.S. Office of Population Affairs," p. 13. For an overview of Title X efforts to encourage family participation, see RTI International, *An Assessment of Parent Involvement Strategies in Programs Serving Adolescents: Final Report*, 2007, http://web.archive.org/web/20160830233907/http://www.hhs.gov/opa/pdfs/parent-involvement-final-report.pdf. The report found that parent involvement is associated with several positive outcomes, such as delayed sexual initiation and lower rates of pregnancy and sexually transmitted infections.

[147] P.L. 114-113, Division H, Title II, §208. HHS, OPA, *Clarification regarding "Program Requirements for Title X Family Planning Projects": Confidential Services to Adolescents*, OPA Program Policy Notice 2014-1, June 5, 2014.

[148] Private health insurance policy holders often receive "explanations of benefits" that describe services charged to their insurance policy. Often policy holders may also view a history of claims made under their policies. These common health insurance practices may inadvertently breach the confidentiality of dependents who receive care through those policies. See Guttmacher Institute, *State Laws and Policies: Protecting Confidentiality for Individuals Insured as Dependents*, https://www.guttmacher.org/state-policy/explore/protecting-confidentiality-individuals-insured-dependents. The financial impact on Title X is discussed at National Family Planning & Reproductive Health Association, *Confidential and Covered,* https://www.confidentialandcovered.com.

[149] Jennifer Yarger et al., *Impacts of an Intervention to Improve Screening for Patients' Health Insurance and Need for Payment Privacy in the Title X Network*, National Family Planning & Reproductive Health Association, June 2017, pp. 16-18, https://www.confidentialandcovered.com/file/1-research/1.1-research—findings/CC_InterventionReport.pdf.

[150] OPA has awarded research funding to study these practices' effects on Title X clinics' revenues. HHS, OPA, *FY14 Announcement of Availability of Funds for Family Planning Affordable Care Act (ACA) Impact Analysis Research Cooperative Agreements*, March 7, 2014, pp. 5-6, 10-11, https://www.grantsolutions.gov/gs/preaward/previewPublicAnnouncement.do?id=49223. HHS, OPA, *Affordable Care Act Collaborative*, https://web.archive.org/web/20170702154202/https://www.hhs.gov/opa/title-x-family-planning/affordable-care-act/initiatives/aca-collaborative/index.html.

their own resources."[151] Program requirements instruct that "Eligibility for discounts for unemancipated minors who receive confidential services must be based on the income of the minor."[152]

Supporters of confidentiality argue that parental notification or parental consent requirements would lead some sexually active adolescents to delay or forgo family planning services, thereby increasing their risk of pregnancy or sexually transmitted diseases.[153]

Critics argue that confidentiality requirements can interfere with parents' right to know of and to guide their children's health care. Some critics also disagree with discounts for minors without regard to parents' income, because the Title X program was intended to serve "low-income families."[154]

Planned Parenthood and Title X

PPFA operates through a national office and 56 affiliates, which operate approximately 600 local health centers.[155] Affiliates participating in Title X can receive funds directly from HHS or indirectly from other Title X grantees, such as their state or local health departments. The Guttmacher Institute found that in 2015, Planned Parenthood clinics made up 13% of Title X clinics, but served 41% of female Title X clients.[156]

In March 2015, the Government Accountability Office (GAO) released a report with data on the obligations, disbursements, and expenditures of federal funds for several nonprofit organizations, including PPFA and its affiliates.[157]

According to the GAO report, in FY2012, HHS reported obligating $18.67 million, and disbursing $19.08 million, to PPFA affiliates through the Title X program.[158] These figures reflected funds that HHS provided directly to these organizations. They did not include Title X

[151] 42 C.F.R. §59.2.

[152] HHS, OPA, *Program Requirements for Title X Funded Family Planning Projects*, April 2014, p. 13, https://www.hhs.gov/opa/sites/default/files/ogc-cleared-final-april.pdf.

[153] An example of this argument is in Rachel K. Jones, Alison Purcell, and Susheela Singh et al., "Adolescents' Reports of Parental Knowledge of Adolescents' Use of Sexual Health Services and Their Reactions to Mandated Parental Notification for Prescription Contraception," *JAMA*, vol. 293, no. 3 (January 19, 2005), pp. 340-348. See also "Adolescent Services – Confidential Services" in Gavin et al., "Providing Quality Family Planning Services: Recommendations of CDC and the U.S. Office of Population Affairs," pp. 38-39.

[154] Examples of these arguments appear in *Congressional Record*, daily edition, vol. 142 (July 11, 1996), pp. H7348-H 7349, and U.S. Congress, Senate Committee on Appropriations, Subcommittee on Labor, Health and Human Services, Education, and Related Agencies, *Threat to Title X and Other Women's Health Services*, pp. 22-23. See also the discussion in RTI International, *An Assessment of Parent Involvement Strategies in Programs Serving Adolescents: Final Report*, 2007, pp. 5-9.

[155] Planned Parenthood Federation of America, *Planned Parenthood at a Glance*, http://www.plannedparenthood.org/about-us/who-we-are/planned-parenthood-at-a-glance.

[156] Frost et al., *Publicly Funded Contraceptive Services At U.S. Clinics, 2015,* pp. 1, 9, https://www.guttmacher.org/sites/default/files/report_pdf/publicly_funded_contraceptive_services_2015_3.pdf.

[157] U.S. Government Accountability Office (GAO)*, Health Care Funding: Federal Obligations to and Expenditures by Selected Entities Involved in Health-Related Activities, 2010–2012*, GAO-15-270R, March 20, 2015, http://www.gao.gov/products/GAO-15-270R.

[158] According to GAO, the term obligation refers to "a definite commitment by a federal agency that creates a legal liability to make payments immediately or in the future," while the term disbursement refers to "amounts paid by federal agencies, in cash or cash equivalents, to satisfy government obligations." GAO, *Health Care Funding: Federal Obligations to and Expenditures by Selected Entities Involved in Health-Related Activities, 2010–2012*, pp. 30, 32.

funds that reached Planned Parenthood or its affiliates indirectly through subgrants or that passed through from state agencies or other organizations.

The GAO report also showed PPFA affiliates' expenditures of Title X funds. Most of these expenditures were identified through audit reports that PPFA affiliates submitted to comply with Office of Management and Budget (OMB) audit requirements.[159] Expenditures included federal funds provided directly or indirectly to these organizations. The most recent expenditure data were from FY2012, when Planned Parenthood and its affiliates reported spending $64.35 million from the Title X Family Planning Services program.[160]

On September 22, 2015, the CBO estimated that PPFA and its affiliates receive approximately $60 million annually through the Title X program.[161]

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[159] Organizations with annual expenditures of federal funds of $500,000 or more are required to have an audit. For several PPFA affiliates that did not meet the expenditure threshold for audits, GAO obtained data directly from the affiliates. GAO, *Health Care Funding: Federal Obligations to and Expenditures by Selected Entities Involved in Health-Related Activities, 2010–2012*, pp. 2, 39, 40.

[160] Tables 24 and 25, GAO, *Health Care Funding: Federal Obligations to and Expenditures by Selected Entities Involved in Health-Related Activities, 2010–2012*, pp 39, 40. In their single audits to the Federal Audit Clearinghouse, PPFA affiliates reported spending $58.03 million in Title X funds in FY2012 (Table 24). According to data GAO obtained directly from PPFA, affiliates spent an additional $6.32 million in Title X funds in FY2012 that they were not required to report to the Federal Audit Clearinghouse because the amounts did not meet the reporting threshold (Table 25). These two dollar amounts total $64.35 million. However, the total is approximate, because expenditure data were reported using affiliates' 12-month fiscal years, which vary.

[161] Congressional Budget Office, *Budgetary Effects of Legislation That Would Permanently Prohibit the Availability of Federal Funds to Planned Parenthood*, September 22, 2015, p. 2, https://www.cbo.gov/publication/50833.