

HCBS Pre-Conference Intensive: Aging and Disability 101

Aging & Disability 101 Overview of the OAA



Older Americans Act: The Foundation of the Aging Services Network

Aging & Disability 101 Pre-Conference Intensive

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Older Americans Act of 1965, P.L. 89-73, July 14, 1965



Population Age 65 and over as a Percent of US Population

- 1965 – 9 percent
- 2020 – 17 percent
– 56 million
- 2030 – 20 percent, a demographic turning point
– 73 million

Source: U.S. Bureau of the Census, “Demographic Turning Points for the United States.” <https://www.census.gov/library/publications/2020/demo/p25-1144.html>

OAA: The Foundation for Evolving National Public Policy on Aging

- Creation of strategies, programs, and services to meet needs of older adults
- Tangible and intangible help to innumerable older adults
- Continuous and dynamic identification of the supportive services needs of older adults
- Development of nationwide aging infrastructure
- Recruitment of thousands of career professionals to the field of aging

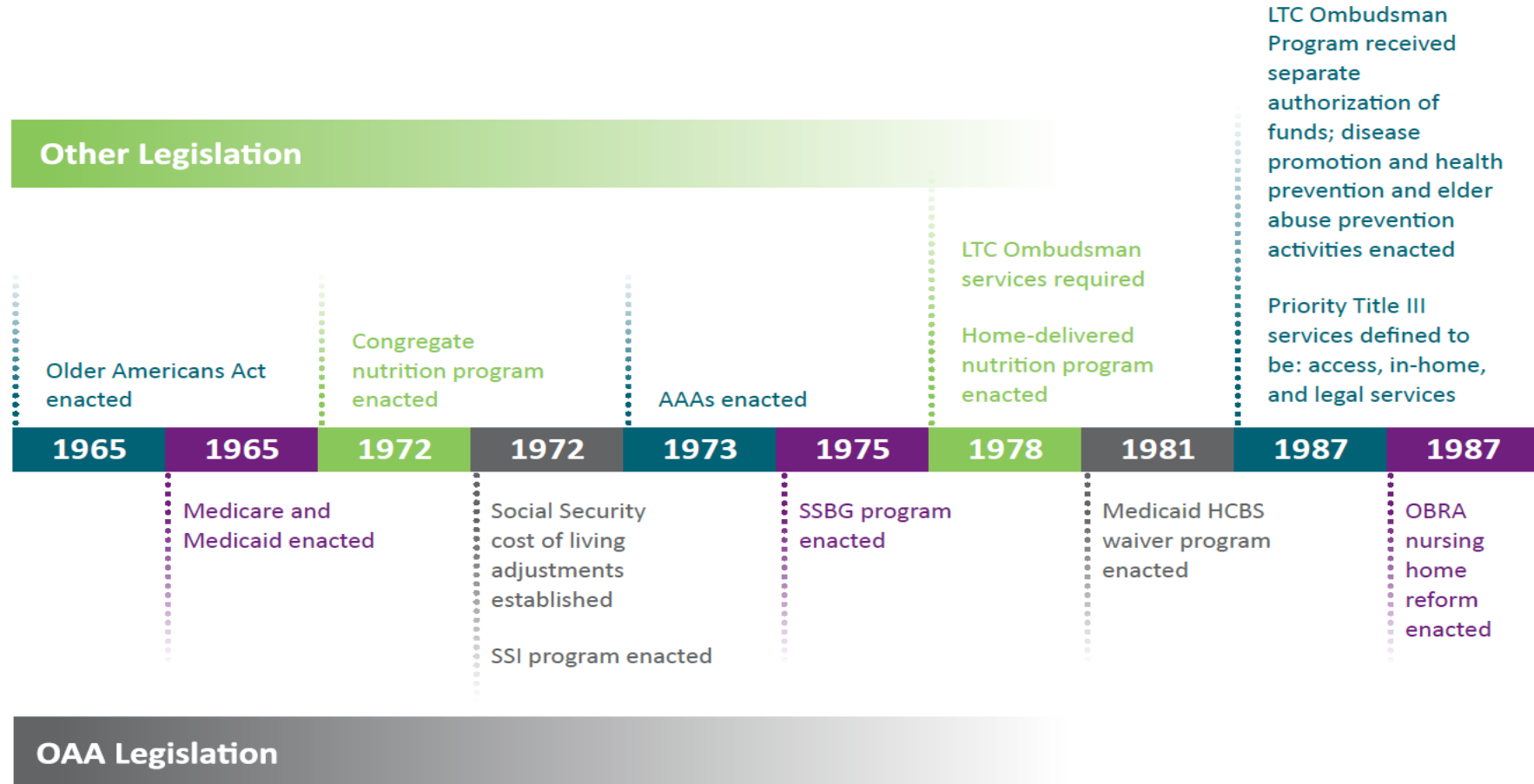
Source: Robert Binstock, "From the Great Society to the Aging Society—25 Years of the Older Americans Act. Generations, 1991

The OAA Enacted in 1965 – A Legacy of the 1960s Great Society Programs

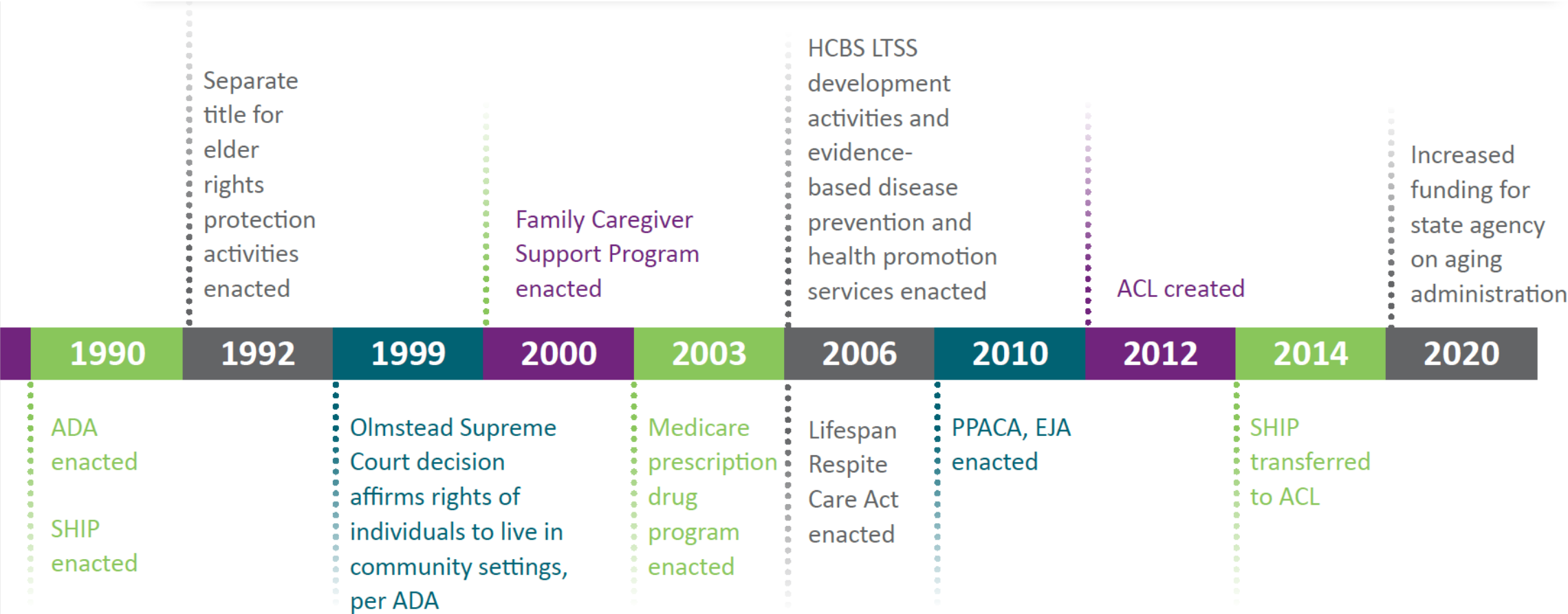
- Stipulated 10 broad national policy objectives to enhance the lives of older people
- Creation of the Administration on Aging (AoA) as the federal focal point on aging in the federal government
- Created state grants for community planning and services
- Created authority for research, demonstration and training projects in the field of aging

OAA Brief Historical Development

Figure 2. Timeline of Major Events



OAA Historical Timeline, cont.



OAA Titles at a Glance

Title I. Declaration of Objectives

- Sets out broad policy objectives oriented toward improving the lives of all older people.

Title II. Administration on Aging

- Establishes AoA within the Department of Health & Human Services as the chief federal agency advocate for older adults and sets out responsibilities of AoA and the Assistant Secretary for Aging. Establishes aging network activities

Title III. Grants for State and Community Programs on Aging

- Authorizes activities of state & area agencies on aging & funds for supportive & nutrition services, family caregiver support, & disease prevention & health promotion

Title IV. Activities for Health, Independence, and Longevity

- Authorizes research, training, and demonstration projects in the field of aging

OAA Titles at a Glance, cont.

Title V. Community Senior Services Opportunities Act

- Authorizes funds to support part-time employment opportunities for unemployed low-income people age 55 and older who have poor employment prospects

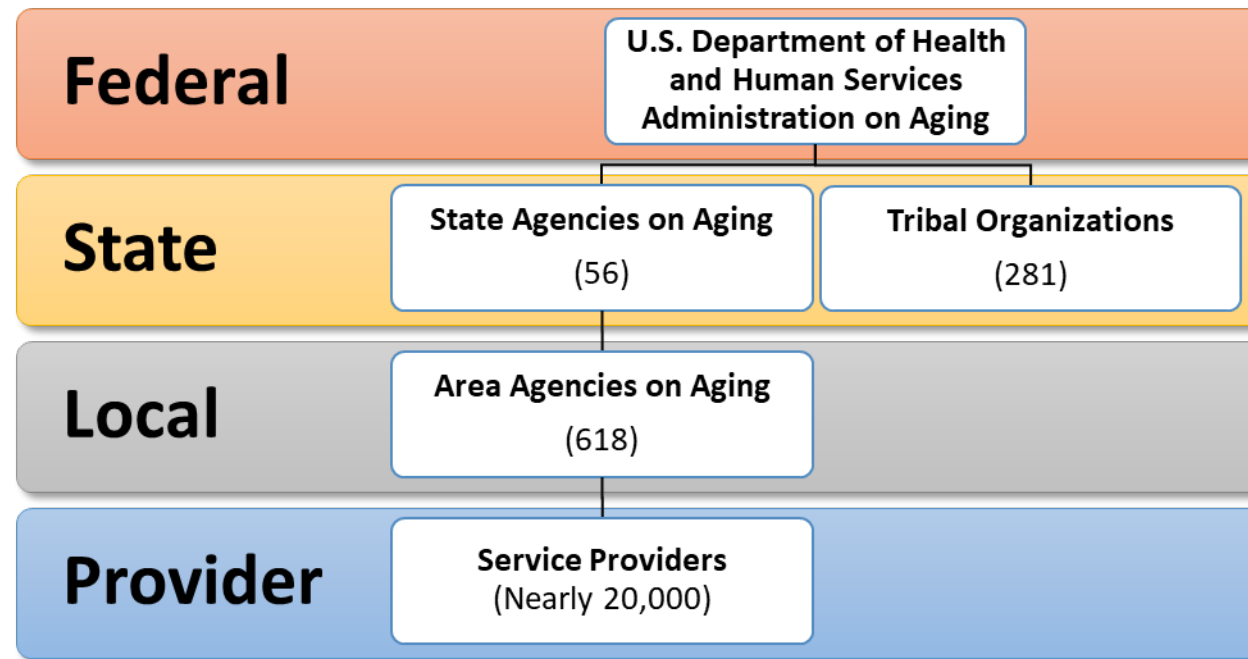
Title VI. Grants for Native Americans

- Authorizes grants for supportive, nutrition services, and caregiver services for American Indians, Alaskan Natives, and Native Hawaiians

Title VII. Vulnerable Elder Rights Protection Activities

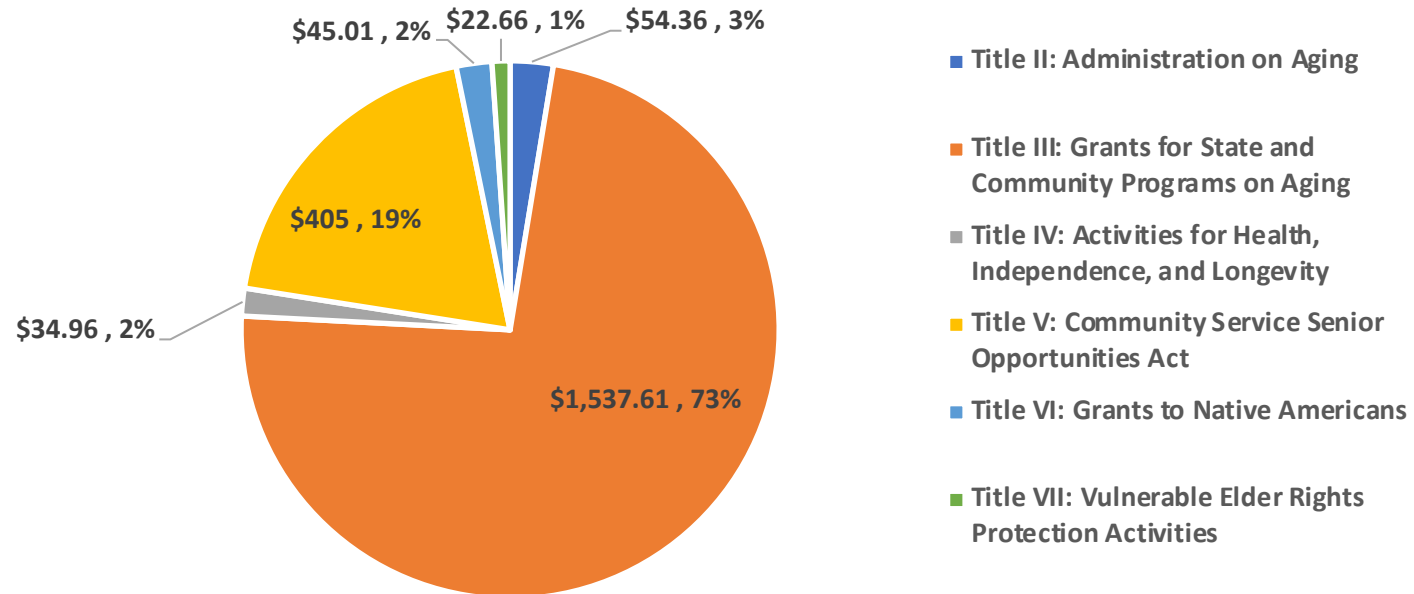
- Authorizes funds for the long-term care ombudsman program & services to prevent elder abuse, neglect, & exploitation

Aging Services Network



OAA 2020 Funding

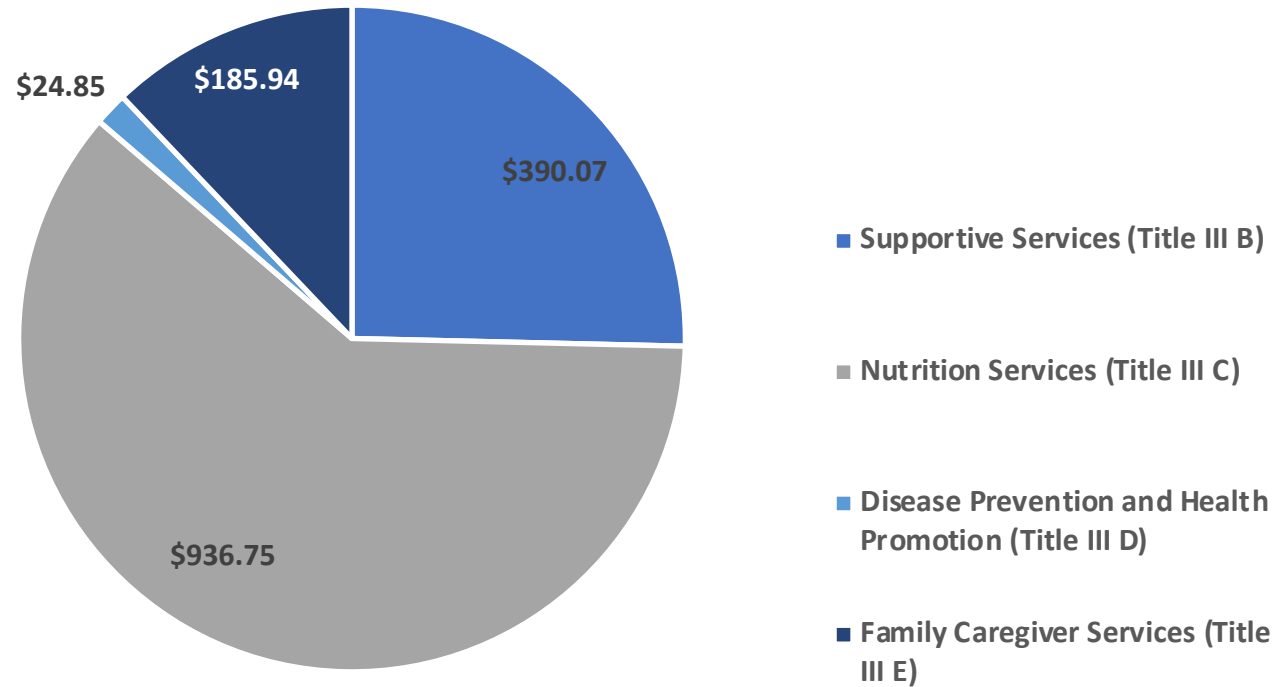
Total Appropriations (in millions) = \$2.1 billion



- Colello, Kirsten J. and Angela Napili, Congressional Research Service, R43414, *Older Americans Act: Overview and Funding*, April 22, 2020 <https://crsreports.congress.gov/product/pdf/R/R43414>

Title III Grants for State and Community Programs, FY 2020

Total Appropriations Title III: \$1.5 billion



- Colello, Kirsten J. and Angela Napili, Congressional Research Service, R43414, *Older Americans Act: Overview and Funding*, April 22, 2020 <https://crsreports.congress.gov/product/pdf/R/R43414>

Major State and AAA Functions

Planning and coordination of services and advocacy for older adults

Evaluation of needs older adults in the state and each planning and service area (PSA)

State and AAA plans developed on a multi-year basis

Administration of wide range of service programs

Primary Service Categories

Primary Service Categories

Access to Services	Nutrition	Home and Community-based LTSS	Disease Prevention and Health Promotion	Family Caregiver Support	Vulnerable Elder Rights Protection
<p>Outreach, information and assistance regarding benefits</p> <p>Case management</p> <p>Transportation</p>	<p>Congregate and home-delivered meals</p> <p>Nutrition counseling and education</p>	<p>Home care, chore, personal care</p> <p>Adult day care</p> <p>Home modification</p>	<p>Evidence-based health promotion</p> <p>Health risk assessments</p> <p>Routine health screening</p> <p>Physical fitness programs</p>	<p>Individual counseling</p> <p>Access and information and assistance</p> <p>Support groups and caregiver training</p> <p>Respite care</p>	<p>Long-term care ombudsman</p> <p>Prevention of elder abuse, neglect and exploitation</p>

Title III Programs: Supportive Services

Title III-B:

Purpose: help older adults remain independent in their own homes and communities

Percent of OAA Funding: 19%

Priority services: access services (CM, I&R/A, transportation) home care, and legal assistance

Multiplicity of services: on average, AAAs provide 27 services

Title III Programs: Nutrition Programs

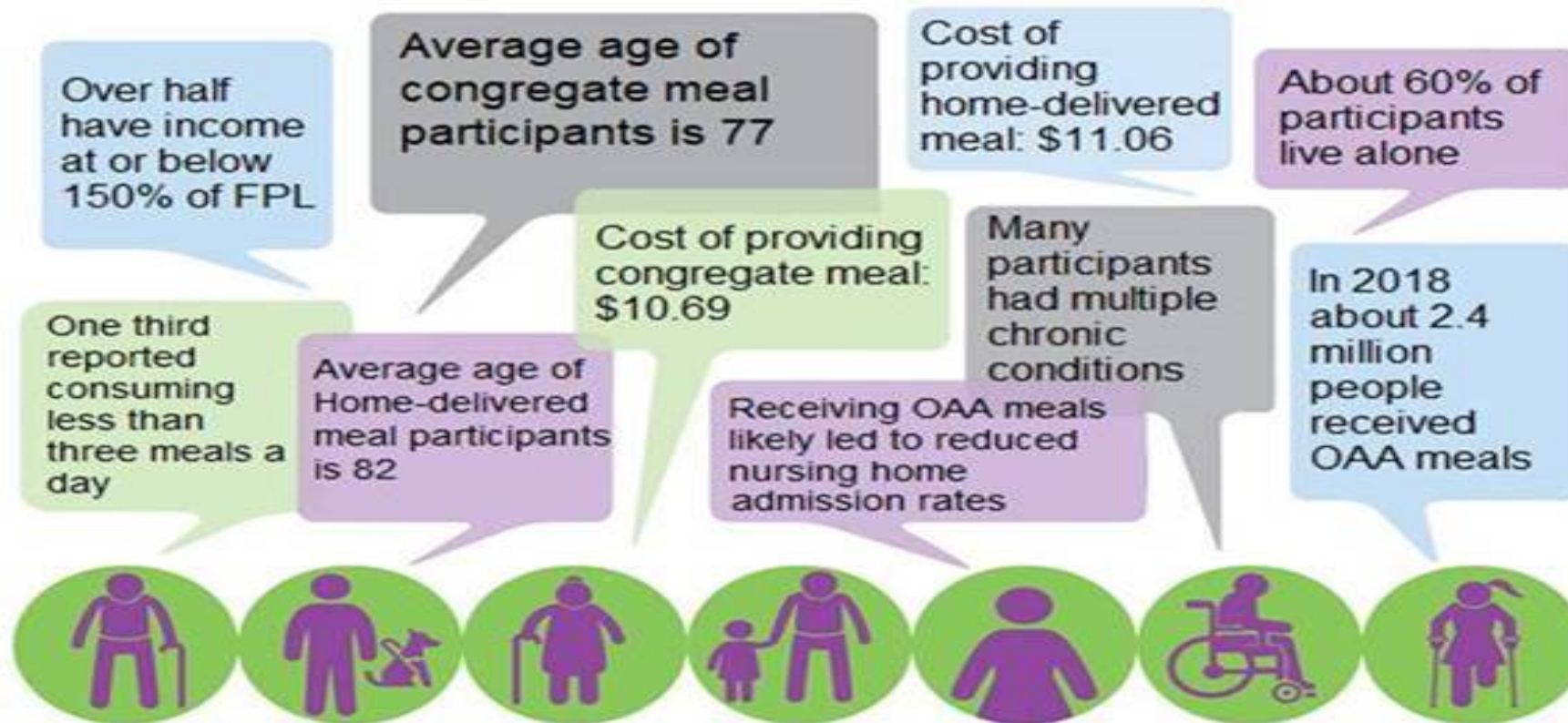
- **Title III C-1: Congregate Meals**
- **Title III C-2: Home-Delivered Meals**
- **Section 311: Nutrition Services Incentive Program**

Purpose: to reduce hunger, food insecurity, malnutrition, promote socialization, and delay onset of poor health resulting from poor nutrition or sedentary lifestyle. Provides indirect income support for older adults

Percent of OAA Funding: 45%

Current status: Number of HDMs outpacing CMs due to greater demand, leveraging of non-federal funds for HDMs, and state initiatives to expand services for frail older adults at home

OAA Nutrition: National Evaluation



Source: Mathematica Policy Research

Title III Programs: Evidence-Based Health Promotion and Disease Prevention

Title III-D

Purpose: Wide range of services authorized by law, e.g. health risk assessments and screening, nutritional counseling, physical fitness, medicine management

Percent of OAA Funding: 2%

Current issues:

- limited funding ...
- Therefore, program is intended to provide seed money to leverage other funding sources

Title III Programs: Family Caregiving Services

Title III-E

Purpose: Support for millions of caregivers provide informal, unpaid care to older and younger adults who have mental/physical impairments. One study found 1 and 5 Americans are caregivers.

Services: I&R/A, individual counseling, support groups, caregiver training and respite care

Percent of OAA Funding: 9%

Current issues: Many consider caregiving stress a growing public health issue

Title III-E Family Caregiving Services Cont.

Title III-E

Recipients: adult caregivers to older adults, people with Alzheimer's disease of any age, older relatives providing care to children under age 18

National evaluation results:

- caregivers provide care for average of 7 years and 9 hours/day
- reduces caregiver burden
- focus on those with intense caregiving responsibilities
- 40% of AAAs have waiting lists, esp. for respite care

Title III: Priority for Services

Eligibility for Services:

- Individuals over the age of 60 with priority for those with “greatest economic and social need”
- No means testing for services

“**Greatest social need**” is defined in law as those with low income and whose racial or ethnic status may heighten the need for services, older individuals residing in rural areas, as well as or those who have needs related to social factors, such as those with a physical or mental disability experience cultural, social, or geographic isolation that restricts their ability to perform normal daily tasks or threatens their capacity to live independently.

“**Greatest economic need**” is defined as having an income below the official federal poverty level (FPL).

Title III: Who Receives Services?

In 2018, about 15% of adults age 60 and over received any OAA service – about 11 million people

A smaller number – about 2.7 million people – about 4% of older adults received services on a regular basis

ACL data show that the program reaches most vulnerable

- 1/3 of recipients of regular services had income below the FPL compared to 10% of all older adults
- 32% were members of minority groups compared to 26% of all older adults

Voluntary contributions allowed

- Voluntary contributions are allowed for any Title III services if the method of solicitation is non-coercive. Contributions may be solicited for congregate and home-delivered meals, transportation, and senior center services among others

Cost sharing allowed

- Cost sharing is allowed for certain services other than those that are specifically prohibited. These may include home care, respite care, adult day care, transportation, home repair and others.

Cost sharing prohibited

- Information & assistance & outreach
- Congregate & home delivered meals
- Benefits counseling
- Case management
- Ombudsman services
- Elder abuse prevention services
- Legal assistance
- Other consumer protection services
- Any services delivered by tribal organizations

Title III: Studies of Unmet Need

- Two GAO reports 2011 and 2015
 - Large majority (89%) who were food insecure did not receive OAA meals
 - Large majority (90%) who were limited in 2 or more ADLs did not receive home-delivered meals
 - Interviews with state officials indicated that funding constraints and lack of knowledge of programs contributed to unmet needs

Title V: Senior Community Service Employment Program (SCSEP)

Purpose: provide part-time employment for unemployed low-income people age 55 and over with poor employment prospects AND to help enrollees transition to unsubsidized employment. Enrollees work in community services jobs and often in Title III services programs, such as nutrition sites, hospitals, and schools.

Eligibility for Services: People over the age of 55 with incomes less than 125% FPL.

Percent of OAA Funding: 19%

Administered by: Department of Labor

SCSEP Continued

- Participants earn the higher of federal or state minimum wage or local prevailing rate of pay; receive training, counseling and other work-related benefits
- DOL contracts with states and 19 national organizations as host agencies that recruit and enroll participants

Title VI: Grants for Services for Native Americans

Recipient organizations: Recipient organizations must represent at least 50 people age 60 and older

Services: nutrition and supportive and caregiver services funded through three programs.

1) Indian Program; 2) Native Hawaiian Program; 3) Native American Caregiver Support Program

Percent of OAA Funding: 2.1%

Title VII: Vulnerable Elder Rights Protection Activities

State LTC Ombudsman:

Purpose: Based on a consumer advocacy model to improve quality of care for residents of nursing homes, assisted living facilities, and board and care homes. Active representation and protection of resident rights. Intended to complement federal and state oversight of facilities by federal and state inspection required by Medicare/Medicaid.

Eligibility for Services: Serves residents *regardless of age*.

Percent of OAA Funding: 1.1%

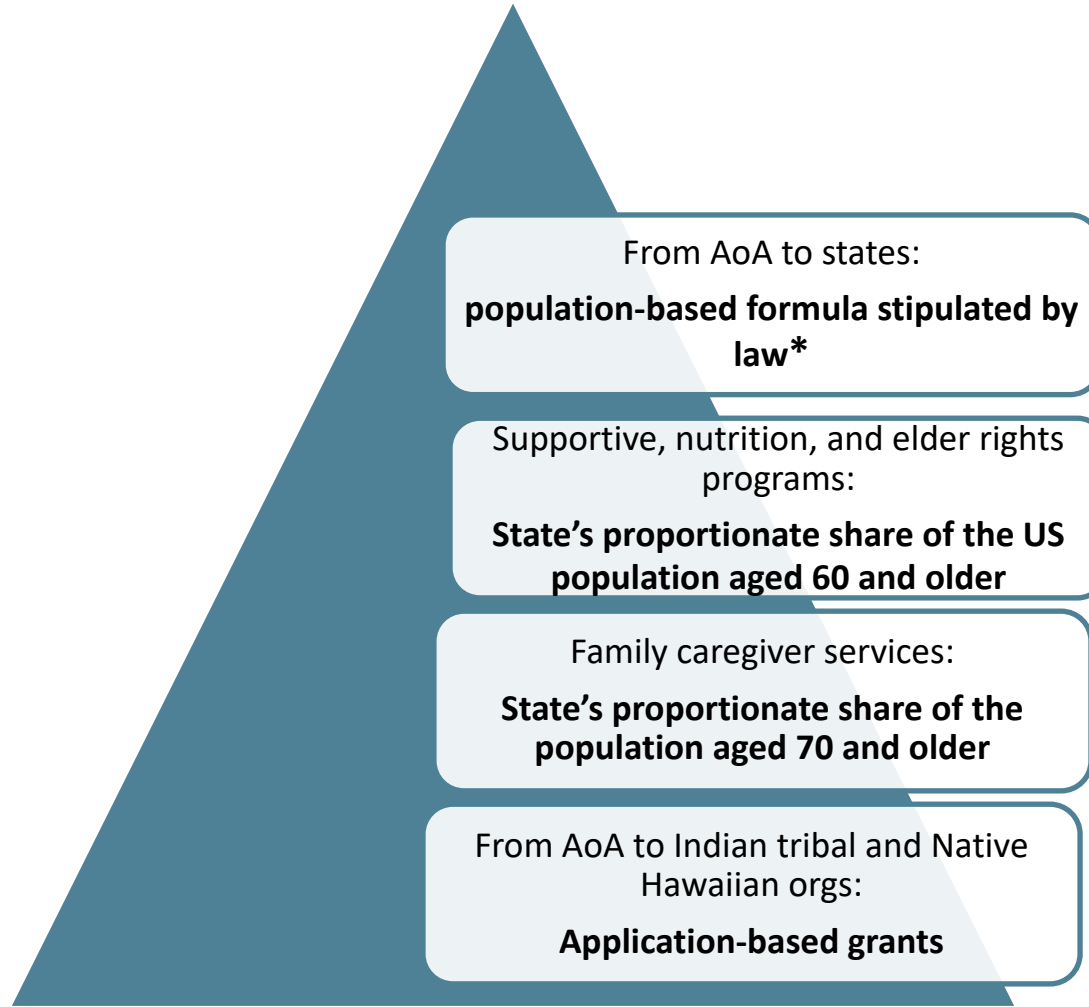
LTC Ombudsman, Continued

- Program relies heavily on volunteers – over 60% of ombudsman workforce
- Significant funding from state and local sources
- BUT limited funding threatens program's ability to meet legislative mandates

Title VII, Continued

- **Prevention of Elder Abuse, Neglect and Exploitation**
 - State required to create public awareness of ways to identify and prevent abuse/neglect/exploitation
 - Develop state systems and legal protections to protect those who report abuse/neglect/exploitation
 - Most funding for adult protective services comes from other sources, primarily the Social Services Block Grant (SSBG) program and state and local sources.

How do OAA dollars flow?



*Also includes requirements for hold harmless, minimum amounts for small states and territories

How do dollars flow? (Title V)

- Complex formula hold harmless at grantees' 2000 level of funding; division of remaining funds into two parts for national organizations and states; and population age 55 and older in each state
- Generally, in recent years, 78% of funds to national organizations and 22% to states

Key Takeaways

Broad mission, limited resources

Centerpiece of aging services network. State and AAA planning, coordination and advocacy functions and state-wide partnerships to improve well-being of older adults

Services well-targeted to most in need

Prohibition on means testing provides flexibility to fill gaps of means-tested program

Key Takeaways

Advocacy functions have led to leveraging of non-OAA funding to complement limited OAA funding

BUT continued constraints on resources will stress the aging services network in the future

OAA Report

- In January 2021 ADvancing States will release a new primer on the OAA
- Useful for an array of constituencies
- Will be available in electronic and print formats



**Older Americans Act:
The Foundation of the
Aging Services Network**

Policies for the Future

- How should programs be changed to accommodate changing older population?
- What actions are necessary to prepare for the older adult population in 2030—the 1 in 5 of the US population?
- What are major priorities for the next reauthorization of the OAA (in 2024)?

Appendix

Themes in Legislative Developments

Participation of older adults in OAA programs

Universal vs targeted participation

Tension between federal designated services and state and local needs

Balance between planning/coordination/ advocacy functions and day-to-day management of service programs

Themes in Legislative Developments

Some R&D initiatives become operating programs e.g., nutrition program, long-term care ombudsman

Tension between requirements to develop “comprehensive and coordinated service system,” but limited control over non-OAA funds – “power of persuasion” “in the other guys’ pockets”

Selected Resources

- Administration on Community Living, Profile of State OAA Programs: 50 States + DC & Territories, State Profiles, 2018 [tps://agid.acl.gov/StateProfiles/Profile/Pre/?id=109&topic=0](https://agid.acl.gov/StateProfiles/Profile/Pre/?id=109&topic=0)
- AARP and the National Alliance for Caregiving, Caregiving in the U.S. 2020 Report, May 2020 https://www.caregiving.org/wp-content/uploads/2020/06/AARP1316_ExecSum_CaregivingintheUS_WEB.pdf
- Robert Binstock, “From the Great Society to the Aging Society –25 Years of the Older Americans Act. Generations, 1991
- Avison, Cecilia, et al., Westat, “Outcome Evaluation of the National Family Caregiver Support Program,” December 5, 2018 https://acl.gov/sites/default/files/programs/2018-12/Caregiver_Outcome_Evaluation_Final_Report.pdf
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- James Mabli, et al., Mathematica Policy Research, “Final Report Evaluation of the Effect of the Older Americans Act Title III-C Nutrition Services Program on Participants’ Health Care Utilization.” September 14, 2018 https://acl.gov/sites/default/files/programs/2018-10/NSPEvaluation_healthcareutilization.pdf
- James Mabli and Maris Shenk, Mathematica Policy Research, “Needs of and Service Use Among Participants in the Older Americans Act Title III-C Nutrition Services Program.” October 5, 2018 <https://acl.gov/sites/default/files/programs/2018-11/AoAParticipantNeedProgramUse.pdf>
- The Lewin Group, Inc. “Process Evaluation of the Older Americans Act Title III-E National Family Caregiver Support Program: Final Report Executive Summary” https://acl.gov/sites/default/files/programs/2017-02/NFCSP_Final_Report-executive-summary.pdf
- U.S. Bureau of the Census, “Demographic Turning Points for the United States,: Population Projects for 2020 to 2060,” Current Population Reports, P25-1144, by Jonathan Vespa , et al., February 2020 <https://www.census.gov/content/dam/Census/library/publications/2020/demo/p25-1144.pdf>
- National Association of Area Agencies on Aging and Scripps Gerontology Center, Miami University, 2020 National Survey of Area Agencies on Aging Report, Meeting the Needs of Today’s Older Adults <https://www.n4a.org//Files/AAA-Survey-Report-508.pdf>
- U.S. Bureau of the Census, “Demographic Turning Points for the United States,: Population Projects for 2020 to 2060,” Current Population Reports, P25-1144, by Jonathan Vespa , et al., February 2020 <https://www.census.gov/content/dam/Census/library/publications/2020/demo/p25-1144.pdf>
- U.S. Government Accountability Office, Older Americans Act: Updated Information on Unmet Need for Services, GAO-15-601R, June 10, 2015.



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