

SERVICES FOR OLDER ADULTS

This focus report provides a summary of States' Social Services Block Grant (SSBG) expenditures for, and recipients of, support services for older adults across all SSBG service categories. The SSBG program defines older adults as individuals 60 years of age and older. An analysis of 5-year trends in the use of SSBG expenditures for these services is also included.

States have substantial discretion in the use of SSBG funds and may determine what services to provide, who is eligible to receive services, and how funds are used.¹ States may use SSBG funds to support a variety of services for older adults. While data presented in this report will review older adults served in all SSBG service categories, greater analysis will focus on eight service categories with the highest percentages of SSBG expenditures spent on older adults:

- adult day care
- adult foster care
- adult protective services
- congregate meals
- home-based services
- home-delivered meals
- recreational services
- transportation services²

The 2013 American Communities Survey, conducted by the U.S. Census Bureau, identified approximately 59 million individuals 60 years of age and older who accounted for approximately 19% of the total population.³ States may use SSBG funds to support a variety of services for older adults. These services may help older adults remain in their homes and

¹ For purposes of this report, "States" include the 50 States, the District of Columbia, and Puerto Rico.

² SSBG service definitions can be found on the Office of Community Services website:

<http://www.acf.hhs.gov/programs/ocs/resource/uniform-definition-of-services>.

³ U.S. Census Bureau. (2015). 2013 American Community Survey 1-Year Estimates. Retrieved from

http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_DP05&src=pt.



communities, live independently, and improve their quality of life. Services may also be provided to prevent or remedy abuse, neglect, or exploitation of older adults.⁴

SSBG EXPENDITURES FOR AND RECIPIENTS OF SERVICES FOR OLDER ADULTS IN 2013

SSBG disburses funds to States in proportion to their population. In addition, a State may transfer up to 10% of its annual Temporary Assistance to Needy Families (TANF) block grant allocation into its SSBG program.⁵ States report annually on SSBG expenditures and recipients in a post-expenditure report. SSBG expenditures are the expenditures of the SSBG allocation combined with TANF funds transferred into the SSBG program (TANF transfer).

(See figure 1.)

Figure 1
Expenditure Terminology



States report the number of adult recipients in two categories—age 59 years and younger and age 60 years and older. If a State does not collect data on the age of adult recipients, recipients are reported as “adults of unknown age.” Therefore, the number of older adult recipients for services supported in whole or in part by SSBG may be an under representation of the number of adults age 60 years and older receiving services.

In 2013, 39 States reported spending approximately \$292 million for services to older adults, accounting for 10% of all SSBG expenditures.⁶ (See table 1.)

Among the 39 States that reported SSBG expenditures for services for older adults, the percentage of SSBG expenditures used for this purpose varied from less than 1% to 50% (see table 2):

- Puerto Rico reported spending 50% of its SSBG expenditures for services for older adults. The State used approximately \$8 million in SSBG expenditures on services for this population in 2013.

⁴ For in-depth information on the use of SSBG funds for adult protective services, see: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services. (2015). Social Services Block Grant Program Focus Reports 2013, Adult Protective Services. Retrieved from <http://www.acf.hhs.gov/programs/ocs/programs/ssbg>.

⁵ 42 U.S.C. §604(d)(3)(B).

⁶ SSBG expenditures for services for older adults are calculated by multiplying the percentage of recipients age 60 years of age and older by SSBG expenditures in each service category for each State and summing the results.

- An additional nine States used between 20% and 50% of their SSBG expenditures for services for older adults—Texas (47%), Maryland (39%), Georgia (32%), North Carolina (29%), South Dakota (26%), Nebraska (24%), South Carolina (22%), Mississippi (21%), and the District of Columbia (20%).
- Twenty-nine States used less than 20% of their SSBG expenditures on services for older adults

Approximately 1.9 million adults 60 years of age and older received services funded, in whole or in part, by the SSBG in 2013. This represents 12% of the total adult population served by SSBG in 2013. (See tables 1 and 2.) This number may be an under representation of the number of adults age 60 years and older receiving services supported by SSBG. Approximately 7.7 million adults of unknown age received services supported in whole or in part by SSBG.

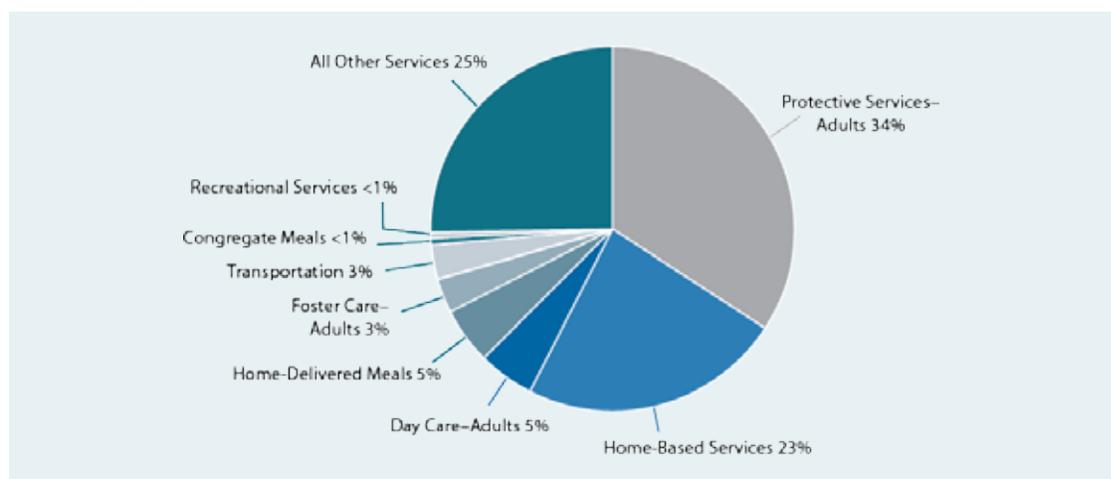
Thirteen States reported that 60% or more of the adults served were age 60 and older—Mississippi (88%), Puerto Rico (85%), South Dakota (83%), Tennessee (77%), New Mexico (76%), Hawaii (76%), Colorado (73%), South Carolina (72%), Georgia (69%), Kansas (69%), Delaware (64%), West Virginia (64%), and Arkansas (60%). (See table 2.)

SSBG EXPENDITURES AND RECIPIENTS IN EIGHT SERVICE CATEGORIES FOR OLDER ADULTS

Of the estimated \$292 million in SSBG expenditures for services for older adults, approximately 75% (\$217 million) was reported for eight service categories—adult protective services, home-based services, adult day care, home-delivered meals, adult foster care, transportation services, congregate meals, and recreational services.

Adult protective services accounted for 34% of SSBG expenditures for services for older adults. Home-based services accounted for 23% of SSBG expenditures for older adult services. Adult day care and home-delivered meals each accounted for 5% of SSBG expenditures for older adults. Adult foster care and transportation each accounted for 3% of older adult expenditures. Congregate meals and recreational services each accounted for less than 1% of SSBG expenditures for older adults. (See figure 2.)

Figure 2
SSBG Expenditures for Older Adults in Eight Service Categories, 2013



The following sections describe the services, expenditures, and number of older adult recipients in each of these eight service categories.

Adult protective services are designed to prevent or remedy abuse, neglect, or exploitation of adults who are unable to protect themselves. In this service category, SSBG funds may be used for a variety of services including investigation, intervention, emergency medical services, emergency shelter, and counseling:

- Twenty-nine States reported spending approximately \$99 million for adult protective services for older adults.
- Older adults accounted for 37% of all adult recipients of this service.

Home-based services are provided to individuals or families to assist with household or personal care activities that improve or maintain the recipient’s well-being. SSBG funds used for this service may be used for homemaker or chore services, home maintenance, and household management:

- Twenty-five States reported SSBG expenditures of approximately \$68 million in 2013 for home-based services for older adults.
- Older adults accounted for 42% of all adult recipients of this service.

Adult day care services are intended for adults who require care or supervision for some portion of the day. The services provided in adult day care centers typically include: medical, health, and personal care services; social and recreational services; meals; transportation; and caregiver support:

- Fourteen States reported SSBG expenditures of approximately \$16 million for adult day care for older adults.
- Older adults accounted for 28% of all adult recipients of this service.

Home-delivered meals are provided to individuals in their residences. In addition to providing nutritious meals, the daily visit reduces social isolation. Component services may also include assessment of nutritional and dietary needs, nutritional education and counseling, and referral to other services:

- Eleven States reported SSBG expenditures of approximately \$15 million in 2013 for home-delivered meals for older adults.
- Older adults accounted for 85% of all adult recipients of this service.

Adult foster care is intended for adults that need substitute care due to social, physical, or mental health challenges, or as a consequence of abuse or neglect. Component services may include case planning and management, counseling services, assistance in obtaining necessary supportive services, and the recruitment and licensing of adult foster care providers:

- Ten States reported SSBG expenditures of approximately \$10 million in 2013 for adult foster care for older adults.
- Older adults accounted for 17% of all adult recipients of this service.

Transportation services are critical for older adults who are unable to drive or use public transportation. These services provide individuals with transportation in order to access services, medical care, or employment:

- Fifteen States reported SSBG expenditures of approximately \$8 million of SSBG expenditures in 2013 for transportation services for older adults.
- Older adults accounted for 55% of all adult recipients of this service.

Congregate meals are served to individuals in group settings, providing nutritional meals as well as lessening the likelihood of institutionalization or social isolation. Congregate meal services may include nutritional education and counseling, and transportation to and from the meal site:

- Eight States reported SSBG expenditures of approximately \$716,000 in 2013 for congregate meals for older adults.
- Older adults accounted for 65% of all adult recipients of this service.

Recreational services are provided to facilitate involvement in recreational activities, improve social interaction, and reduce social isolation:

- Five States reported SSBG expenditures of approximately \$460,000 in 2013 for recreational services for older adults.
- Older adults accounted for 99% of all adult recipients of this service.

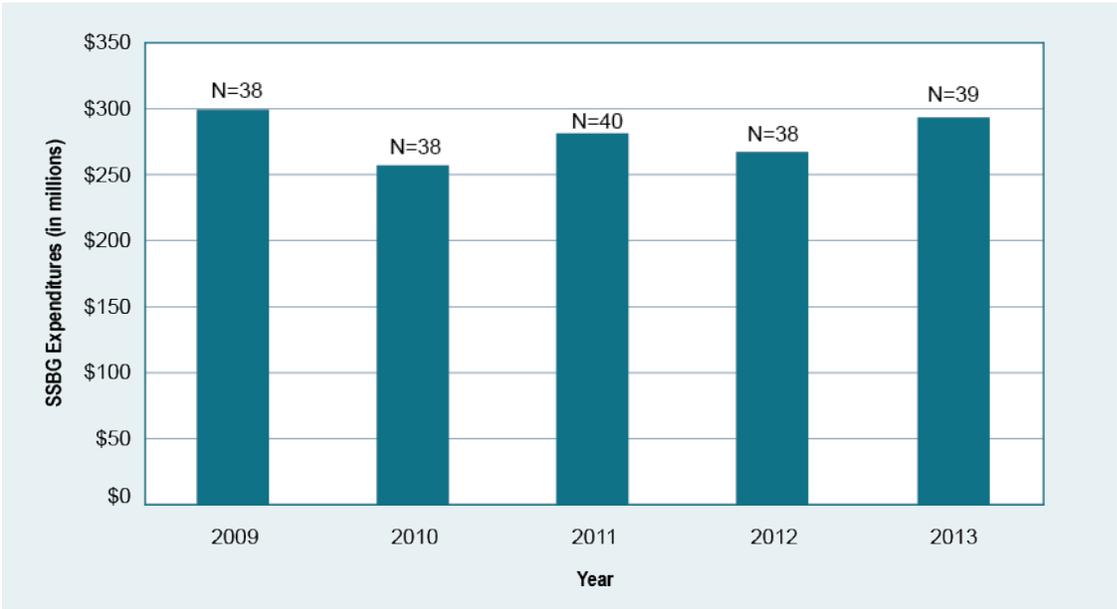
SSBG EXPENDITURE TRENDS FOR SERVICES FOR OLDER ADULTS: 2009–2013⁷

Between 2009 and 2013, SSBG expenditures for services for older adults decreased by 2% from \$299 million to \$291 million. (See figure 3.) During this period, expenditures fluctuated, ranging from a high of \$299 million in 2009 (38 States) to a low of \$257 million in 2010 (38 States). Of the eight SSBG services detailed above, SSBG expenditures for older adults increased for adult day care and recreational services from 2009 to 2013. SSBG expenditures for older adults decreased for adult protective services, home-based services, home-delivered meals, adult foster care, transportation services, and congregate meals from 2009 to 2013. (See table 3).

Between 2009 and 2013, the total number of older adults receiving SSBG-funded services increased by 9%, from approximately 1.7 million in 2009 to approximately 1.9 million in 2013. (See figure 4.) During this time, recipient numbers fluctuated, with a low of 1.6 million in 2010 and a high of 1.9 million recipients in both 2011 and 2013.

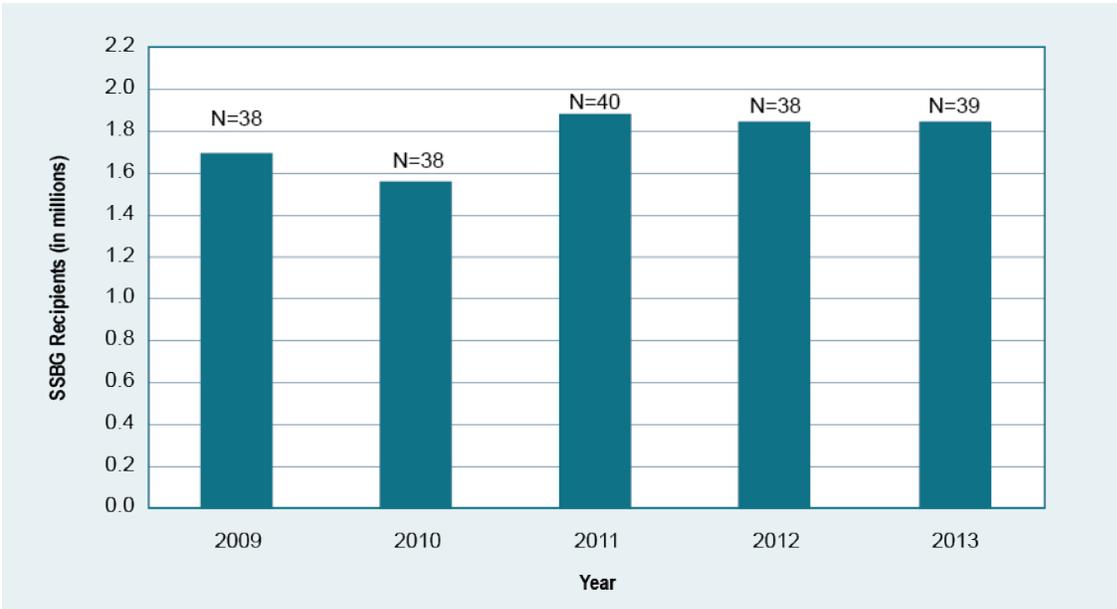
⁷ Between the time SSBG Annual Reports are produced and the production of the SSBG Focus Reports, some States may update their expenditures data. As a result, some estimates will differ slightly between SSBG Annual Reports and SSBG Focus Reports.

Figure 3
SSBG Expenditures for Services for Older Adults, 2009–2013



N = Number of States reporting expenditures and older adult recipients for older adult services

Figure 4
Older Adult Recipients of Services Funded by SSBG, 2009–2013



N = Number of States reporting expenditures and older adult recipients for older adult services

SUMMARY

In 2013, SSBG supported a variety of services to help older adults remain in their homes and communities and to improve their quality of life. Three quarters of the States (39 of 52) reported SSBG expenditures for services to approximately 1.9 million older adults. Three out of every four dollars spent on older adults services in SSBG in 2013 were used to provide one of eight services: adult day care, adult protective services, adult foster care, congregate meals, home-based services, home-delivered meals, recreational services, and transportation services.

From 2009 to 2013, SSBG expenditures decreased by 2% for services for older adults, while older adult recipients increased by 9%. Among the eight services with the highest percentage of SSBG expenditures for older adults, SSBG expenditures for older adults increased for adult day care and recreational services between 2009 and 2013, while decreasing for adult protective services, home-based services, home-delivered meals, adult foster care, transportation services, and congregate meals.

Table 1
SSBG Expenditures and Recipients for Services for Older Adults
by Service Category, 2013

Service Category	SSBG Expenditures for Service	Estimated SSBG Expenditures for Adults Age 60 Years and Older ¹	Percentage of SSBG Expenditures for Adults Age 60 Years and Older	Total Adult Recipients	Number of Adult Recipients Age 60 Years of Age and Older ²	Percentage of Adult Recipients Age 60 Years and Older	Number of States Providing Service to Older Adults
Adoption Services	\$ 39,265,792	\$ 18,974	<1%	9,597	186	2%	4
Case Management	\$ 204,482,427	\$ 22,410,937	11%	3,870,009	720,895	19%	15
Congregate Meals	\$ 1,482,637	\$ 715,726	48%	109,150	70,416	65%	8
Counseling Services	\$ 31,462,170	\$ 1,444,704	5%	105,211	15,324	15%	11
Day Care—Adults	\$ 23,951,834	\$ 15,621,225	65%	62,850	17,724	28%	14
Day Care—Children	\$ 307,327,592	\$ 0	0%	1	0	0%	0
Education and Training Services	\$ 6,865,719	\$ 1,818,211	26%	498,706	51,995	10%	5
Employment Services	\$ 8,416,258	\$ 524,477	6%	26,532	1,007	4%	6
Family Planning Services	\$ 7,660,478	\$ 35,627	<1%	116,070	537	<1%	1
Foster Care Services—Adults	\$ 36,608,012	\$ 9,993,847	27%	57,070	9,827	17%	10
Foster Care Services—Children	\$ 428,918,942	\$ 43,788	<1%	3,351	109	3%	2
Health-Related Services	\$ 21,346,694	\$ 3,130,878	15%	118,828	34,866	29%	11
Home-Based Services	\$ 144,098,452	\$ 68,086,287	47%	161,748	68,545	42%	25
Home-Delivered Meals	\$ 20,657,987	\$ 15,039,416	73%	86,955	74,094	85%	11
Housing Services	\$ 15,765,612	\$ 590,203	4%	141,994	17,664	12%	8
Independent/Transitional Living	\$ 11,689,093	\$ 1,481,412	13%	16,096	1,559	10%	6
Information and Referral	\$ 22,094,769	\$ 2,203,811	10%	1,849,752	231,396	13%	9
Legal Services	\$ 14,734,073	\$ 1,803,245	12%	52,698	12,160	23%	9
Pregnancy and Parenting	\$ 9,687,163	\$ 40,097	<1%	159,902	34	<1%	2
Prevention and Intervention	\$ 312,754,821	\$ 4,760,175	2%	5,518,503	48,523	1%	15
Protective Services—Adults	\$ 187,821,429	\$ 99,235,591	53%	516,475	189,736	37%	29
Protective Services—Children	\$ 373,396,067	\$ 343,609	<1%	473,184	34,121	7%	4
Recreational Services	\$ 729,567	\$ 460,410	63%	45,039	44,439	99%	5
Residential Treatment	\$ 100,421,467	\$ 278,029	<1%	6,787	344	5%	4
Special Services—Disabled	\$ 275,752,446	\$ 9,410,144	3%	414,032	20,341	5%	14
Special Services—Youth at Risk	\$ 68,387,606	\$ 0	0%	68	0	0%	0
Substance Abuse Services	\$ 13,370,097	\$ 162,467	1%	35,567	3,259	9%	5
Transportation	\$ 23,858,843	\$ 8,199,005	34%	163,161	89,719	55%	15
Other Services	\$ 177,648,974	\$ 23,811,779	13%	305,780	97,041	32%	16
Administrative Costs	\$ 70,884,864						
TOTAL	\$ 2,961,541,885	\$ 291,664,076	10%	14,925,116	1,855,861	12%	39

¹ SSBG expenditures for services for older adults are calculated by multiplying the percentage of recipients age 60 years of age and older by SSBG expenditures in each service category for each State and summing the results. The State-level data used for the calculation are not included in this table.

² These numbers may be underestimates of adults age 60 years of age and older, since the age of some recipients is unknown.

Table 2

SSBG Expenditures and Recipients for Services for Older Adults by State, 2013

State	SSBG Expenditures for All Services	Estimated SSBG Expenditures for Adults Age 60 Years and Older ¹	Percentage of SSBG Expenditures for Older Adults	Number of Adult Recipients	Number of Adults Recipients Age 60 Years and Older ²	Percentage of Adult Recipients Age 60 Years and Older	Number of Services Provided to Older Adults
Alabama	\$ 30,812,196	\$ 0	0%	5,003	0	0%	0
Alaska	\$ 8,247,074	\$ 0	0%	74	0	0%	0
Arizona	\$ 66,123,261	\$ 11,823,124	18%	4,704,841	65,677	1%	16
Arkansas	\$ 16,373,663	\$ 2,631,570	16%	123,300	74,303	60%	8
California	\$ 567,779,981	\$ 7,589,494	1%	407,273	26,367	6%	3
Colorado	\$ 32,819,772	\$ 1,437,716	4%	6,738	4,919	73%	1
Connecticut	\$ 33,540,000	\$ 2,877,224	9%	423,992	87,702	21%	14
Delaware	\$ 4,748,985	\$ 815,852	17%	1,140	732	64%	6
District of Columbia	\$ 7,559,932	\$ 1,515,924	20%	15,264	1,444	9%	2
Florida	\$ 160,192,353	\$ 7,937,641	5%	1,279,279	30,327	2%	3
Georgia	\$ 50,535,344	\$ 16,047,774	32%	39,414	27,253	69%	4
Hawaii	\$ 13,186,229	\$ 250,496	2%	1,107	836	76%	2
Idaho	\$ 8,610,715	\$ 21,495	<1%	4,581	458	10%	1
Illinois	\$ 69,348,120	\$ 919,112	1%	433,105	42,760	10%	3
Indiana	\$ 34,007,109	\$ 5,545,350	16%	664,680	48,165	7%	10
Iowa	\$ 28,728,847	\$ 145,793	1%	52,187	4,546	9%	2
Kansas	\$ 25,384,510	\$ 4,914,730	19%	14,480	9,958	69%	2
Kentucky	\$ 23,170,141	\$ 316,125	1%	62,019	11,226	18%	2
Louisiana	\$ 37,393,959	\$ 38,730	<1%	3,538	101	3%	1
Maine	\$ 14,419,150	\$ 0	0%	81,174	0	0%	0
Maryland	\$ 52,917,780	\$ 20,545,017	39%	35,736	13,097	37%	6
Massachusetts	\$ 80,774,536	\$ 0	0%	42,762	0	0%	0
Michigan	\$ 128,384,578	\$ 0	0%	45,492	0	0%	0
Minnesota	\$ 31,988,303	\$ 3,440,416	11%	88,144	29,350	33%	17
Mississippi	\$ 24,012,154	\$ 4,942,165	21%	18,745	16,435	88%	7
Missouri	\$ 52,648,266	\$ 0	0%	37,377	0	0%	0
Montana	\$ 7,134,167	\$ 539,068	8%	6,537	2,895	44%	2
Nebraska	\$ 9,487,163	\$ 2,267,577	24%	25,129	10,652	42%	8
Nevada	\$ 14,503,038	\$ 2,670,051	18%	158,444	17,918	11%	8
New Hampshire	\$ 6,392,727	\$ 0	0%	105,185	0	0%	0
New Jersey	\$ 62,888,393	\$ 11,391,064	18%	792,647	443,163	56%	17
New Mexico	\$ 10,720,695	\$ 2,040,107	19%	1,169	890	76%	1
New York	\$ 466,290,219	\$ 42,655,990	9%	161,469	7,559	5%	9
North Carolina	\$ 62,990,781	\$ 18,181,102	29%	118,794	53,770	45%	16
North Dakota	\$ 3,521,345	\$ 0	0%	4,464	0	0%	0
Ohio	\$ 105,137,330	\$ 10,335,892	10%	242,720	44,624	18%	19
Oklahoma	\$ 34,049,393	\$ 0	0%	7,925	0	0%	0
Oregon	\$ 20,521,801	\$ 0	0%	0	0	0%	0
Pennsylvania	\$ 96,253,487	\$ 2,226,142	2%	3,437,158	553,802	16%	3
Puerto Rico	\$ 15,949,353	\$ 8,035,560	50%	4,706	4,021	85%	2
Rhode Island	\$ 14,576,508	\$ 407,107	3%	273,651	45,701	17%	16
South Carolina	\$ 24,587,081	\$ 5,332,913	22%	2,651	1,919	72%	3
South Dakota	\$ 7,339,993	\$ 1,920,246	26%	4,229	3,507	83%	2
Tennessee	\$ 34,158,282	\$ 5,712,463	17%	15,398	11,780	77%	3
Texas	\$ 161,887,457	\$ 75,812,506	47%	759,657	110,282	15%	8
Utah	\$ 24,935,291	\$ 1,178,091	5%	96,785	22,819	24%	18
Vermont	\$ 7,960,610	\$ 400,193	5%	14,992	1,536	10%	5
Virginia	\$ 55,512,297	\$ 0	0%	49,708	0	0%	0
Washington	\$ 40,840,658	\$ 0	0%	2,643	0	0%	0
West Virginia	\$ 20,570,301	\$ 3,309,217	16%	12,933	8,235	64%	2
Wisconsin	\$ 44,851,242	\$ 3,493,041	8%	34,677	15,132	44%	12
Wyoming	\$ 4,775,315	\$ 0	0%	0	0	0%	0
TOTAL	\$ 2,961,541,885	\$ 291,664,076	10%	14,925,116	1,855,861	12%	27

¹ SSBG expenditures for services for older adults are calculated by multiplying the percentage of recipients age 60 years of age and older by SSBG expenditures in each service category for each State and summing the results. The State-level data used for the calculation are not included in this table.

² These numbers may be underestimates of adults age 60 years of age and older, since the age of some recipients is unknown.

Table 3
Services for Older Adults Expenditure Increases and Decreases, 2009–2013¹

Service Category	2009 SSBG Expenditures	2013 SSBG Expenditures	Percent Change 2009–2013
Protective Services–Adults	\$ 107,307,750	\$ 99,235,591	-8%
Home-Based Services	\$ 70,967,556	\$ 68,086,287	-4%
Day Care–Adults	\$ 13,355,588	\$ 15,621,225	+17%
Home-Delivered Meals	\$ 16,810,719	\$ 15,039,416	-11%
Foster Care Services–Adults	\$ 11,825,124	\$ 9,993,847	-15%
Transportation	\$ 10,267,355	\$ 8,199,005	-20%
Congregate Meals	\$ 783,177	\$ 715,726	-9%
Recreational Services	\$ 413,454	\$ 460,410	+11%

¹ This table contains trend information on SSBG expenditures for the eight individual services with the highest percentages of expenditures for older adult recipients.

This report was prepared for the Office of Community Services, Administration for Children and Families, U.S. Department of Health and Human Services by WRMA, Inc., under contract #GS10F0297L. Information about the Social Services Block Grant (SSBG) program is available at <http://www.acf.hhs.gov/programs/ocs/programs/ssbg>.

For additional information, contact the SSBG Federal Project Officer at the following address:

Marsha Werner, SSBG Program Specialist
Office of Community Services
Administration for Children and Families
U.S. Department of Health and Human Services
370 L'Enfant Promenade, SW, 5th Floor West
Washington, DC 20447
Phone: 202-401-5281
marsha.werner@acf.hhs.gov

Material contained in this report is in the public domain and may be reproduced, fully or partially, without permission from the Federal Government. The courtesy of crediting the source of the material is requested. The recommended citation follows:

U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services. (2015). *Social Services Block Grant Program Focus Reports 2013, Services for Older Adults*. Retrieved from <http://www.acf.hhs.gov/programs/ocs/programs/ssbg>.