

EVALUATION OF
THE ACL TITLE VI
PROGRAMS

YEAR 2 INTERIM REPORT

January 2019



BACKGROUND

WHAT IS TITLE VI?

In 1965, the Older Americans Act (OAA) was authorized to protect the well-being of older Americans. The OAA promotes community and home-based services to support independent living, physical and mental health, suitable housing, restorative services for those requiring institutional care, and retirement in “health, honor, and dignity” (OAA Title I, Sec. 101: 42 U.S.C. 3001).

In 1978, the OAA was amended to include home- and community-based supportive services for older American Indian, Alaska Native, and Native Hawaiian (AI/AN/NH) populations. This amendment, Title VI, recognizes that older AI/AN/NHs are a “vital resource entitled to all benefits and services available” (OAA Title VI, Sec. 602: 42 U.S.C. 3057a).

Title VI provides nutrition and supportive services for elders, including congregate and home-delivered meals, information referral services, transportation, and other services. The program also provides caregiver services for individuals providing care for elders or for elders caring for grandchildren. Services include information and outreach, respite care, and related services.

The Administration for Community Living (ACL), Administration on Aging (AoA), administers the Title VI Programs. In fiscal year 2016, ACL awarded 3-year grants for the following:

- ▶ 270 grants for Nutrition and Supportive Services
- ▶ 233 grants for the Caregiver Support Program

ICF has been contracted to conduct the Evaluation of ACL’s AI/AN/NH Programs (OAA Title VI) Title VI Grant Program under ACL contract #1600197A. This report presents a summary and findings from Year 2 of the evaluation.

»»» TITLE VI PROGRAM SERVICES

- ▶ Nutrition and supportive services for tribal elders
- ▶ Caregiver services for individuals providing care for elders or for elders caring for grandchildren

WHAT IS THE EVALUATION OF THE ACL TITLE VI PROGRAMS?

Forty years after Title VI was established, the Evaluation of the ACL Title VI Programs is an opportunity to understand the impact of the Title VI Programs on stakeholders, including elder program participants, caregivers of elders, and program staff. The evaluation consists of two studies: an implementation study and an outcomes study.

The evaluation uses a mix of information that grantees already collect (secondary data), as well as new sources of information (primary data) to describe the implementation and outcomes across nutrition services, supportive services, and caregiver support services.

With the help of a stakeholder advisory committee (Steering Committee) representing tribal, local, national, and state partners to the ACL Title VI Programs, the evaluation is grounded by a medicine wheel representing the four quadrants of indigenous practice: **Spiritual, Mental, Emotional, and Physical** (see Appendix A). Each quadrant of the medicine wheel reflects the expected outcomes of the Title VI Programs on program participants.

»»» **IMPLEMENTATION STUDY:** Looks at the context of the Title VI Program, including barriers and facilitators to program implementation.

»»» **OUTCOMES STUDY:** Assesses the impact of the program, particularly to understand the impact of the program on elders and the community.



Title VI celebrated its 40th year in 2018.

SNAPSHOT OF THE EVALUATION OF THE ACL TITLE VI PROGRAMS

EVALUATION QUESTIONS

1. How do tribes operate their Title VI Programs?
2. What is the effect of Title VI Programs on elders in the community? Are there differences nationally or by tribe/tribal groups?
3. Do Title VI Programs that rely only on Title VI funds have a different impact than programs that have money from other programs or agencies?

TWO STUDIES: IMPLEMENTATION & OUTCOMES

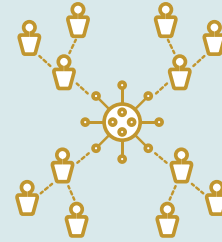
Primary Data

- Staff, Caregiver, Elder Focus Groups
- Staff, Elder Interviews
- Caregiver Survey

Secondary Data

- Title VI Needs Assessment
- n4a Survey
- Program Performance Reports
- Title VI Applications

REPORTING & DISSEMINATION



Evaluation Grantees

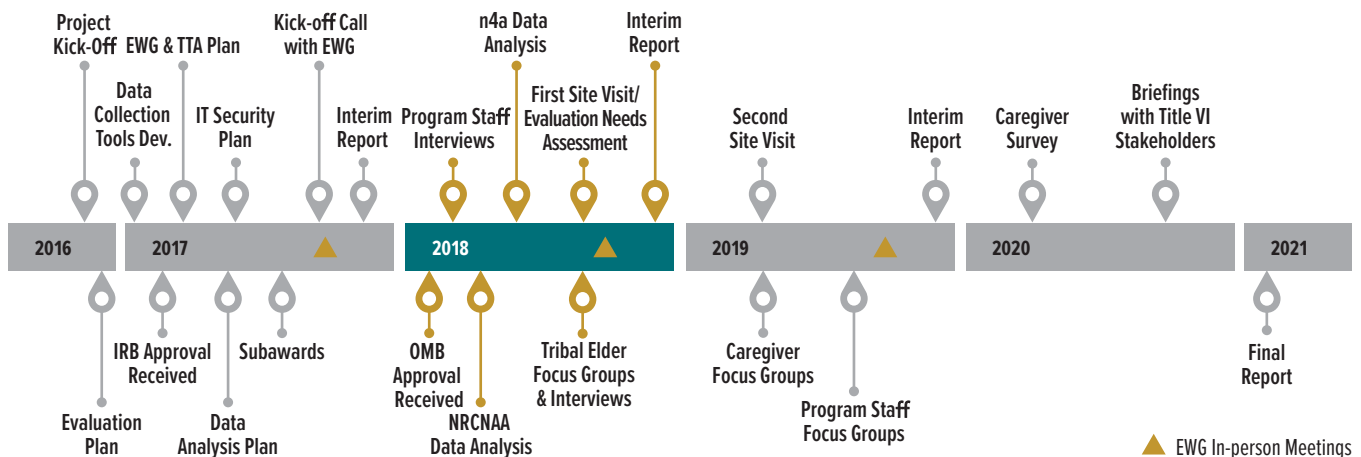
Twelve Title VI grantees representing 5 Title VI regions and 6 states are participating in the Evaluation of the ACL Title VI Programs (see Appendix B). Each grantee identified 2-3 people from their Title VI Program, including the Title VI program director, to serve on the Evaluation Working Group (EWG). The EWG guides and informs all stages of the evaluation, including data collection instruments, recruiting participants to take part in focus groups and interviews, and local data collection and technical assistance needs.

Training and Technical Assistance

As part of the evaluation, the ICF evaluation team provides training and technical assistance (TTA) to the EWG on topics that include *Evaluation 101: Making Evaluation Work for You*; *Human Subjects Protection: Participant's Rights and Local Decisions*; *Using Data to Inform Programming*; and *Everyday Evaluations*. TTA is provided through annual in-person meetings with the EWG, virtual trainings/webinars, quarterly calls with a dedicated evaluation liaison, and in-person site visits.

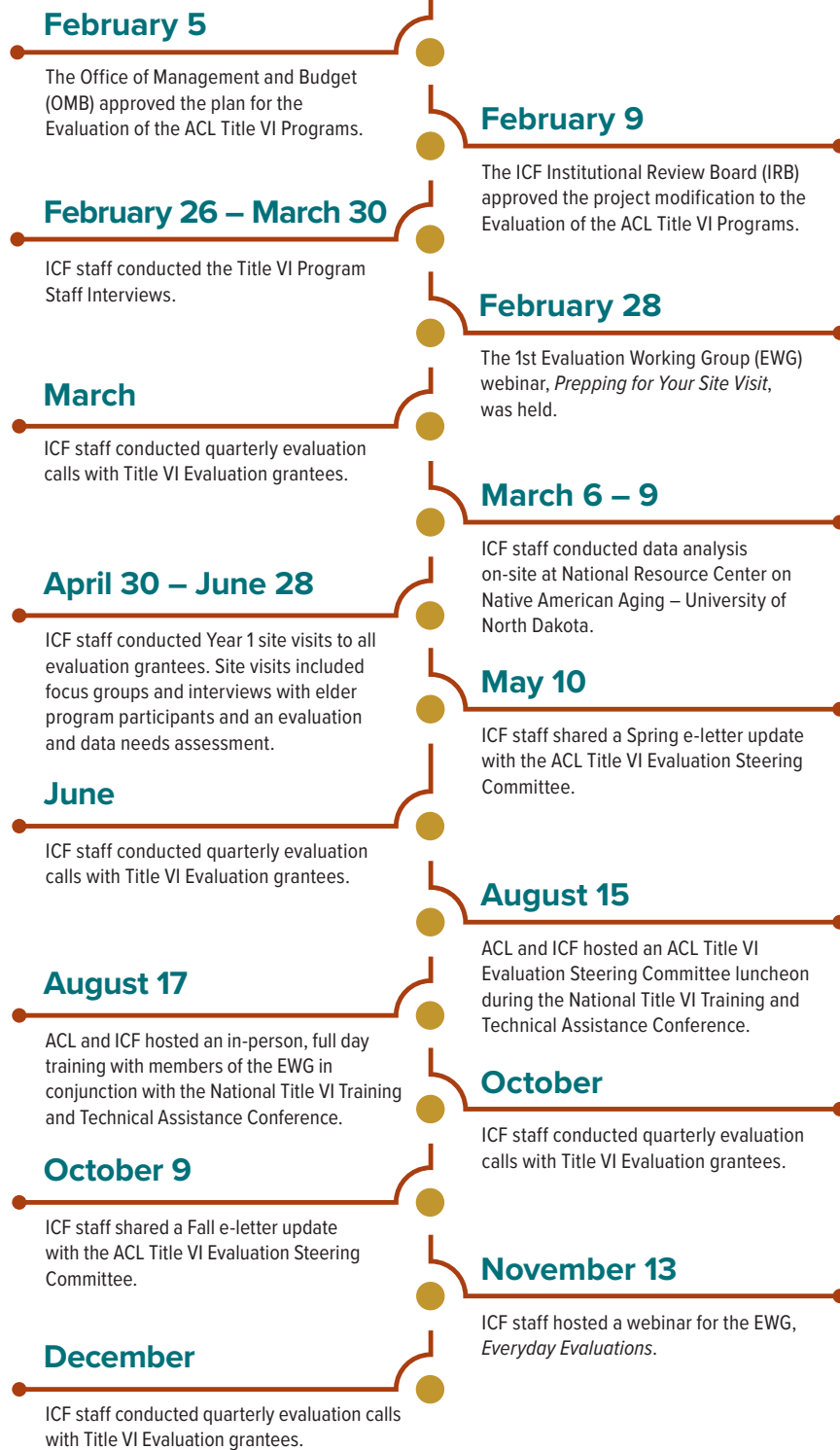
EVALUATION TIMELINE

The first year of the evaluation focused on evaluation planning and preparation. Activities included development of data collection tools and recruitment of Title VI grantees to participate in the evaluation. The second year of the evaluation focused on data collection and TTA with the evaluation grantees.



KEY ACHIEVEMENTS IN YEAR 2 OF THE EVALUATION OF ACL TITLE VI PROGRAMS

2018



WHAT WE'VE LEARNED

This year, the evaluation team focused on understanding the Title VI Programs from the perspective of program staff and elders. The following sections include a summary of emerging themes from the evaluation based on data collection and analysis in 2018. The evaluation uses mixed methods, including quantitative (primary and secondary) and qualitative (primary) data sources (see Appendix C). At the end of the evaluation in 2020, all data sources will be combined to describe the implementation and impact of Title VI.

The evaluation team analyzed multiple data sources to present a first look at the Title VI Programs. Emerging themes include elders' met and unmet needs, social connectedness, and independence and quality of life.

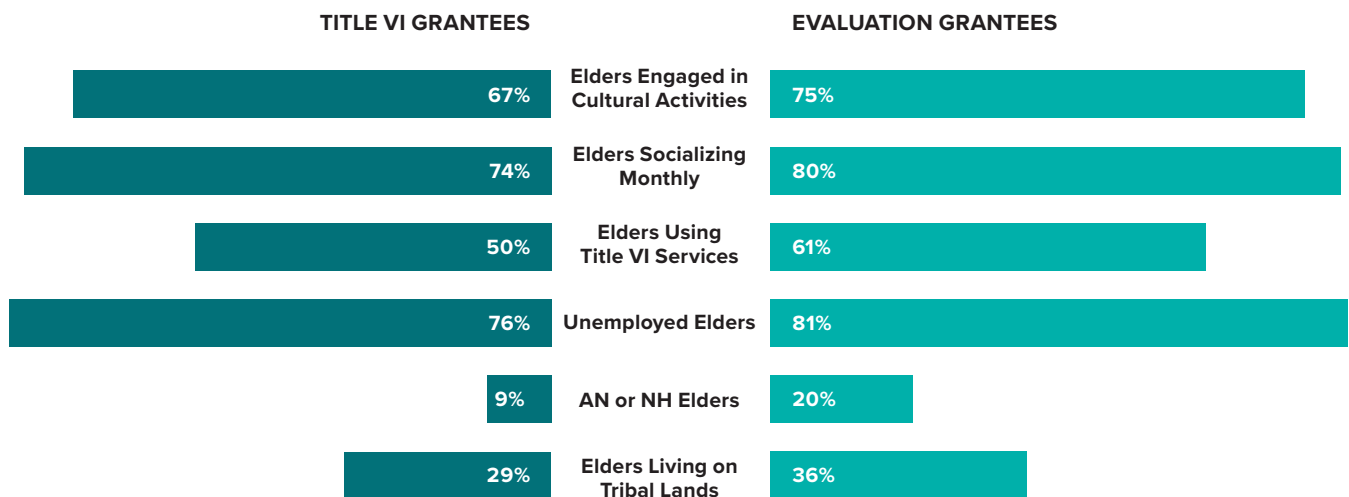
TITLE VI EVALUATION GRANTEEES

The Title VI Evaluation grantees represent 4% of all Title VI programs and 10% of those that participate in the Elder Needs Assessment. While Title VI programs are diverse in terms of program structure, location, and cultural traditions, Title VI Evaluation grantees are similar to other Title VI grantees in important ways including elder characteristics and number of elders participating in nutrition programs (see related figures that follow in this report section). Thus, Title VI Evaluation grantees may be considered representative of Title VI grantees as a whole.

2018 EVALUATION DATA SOURCES

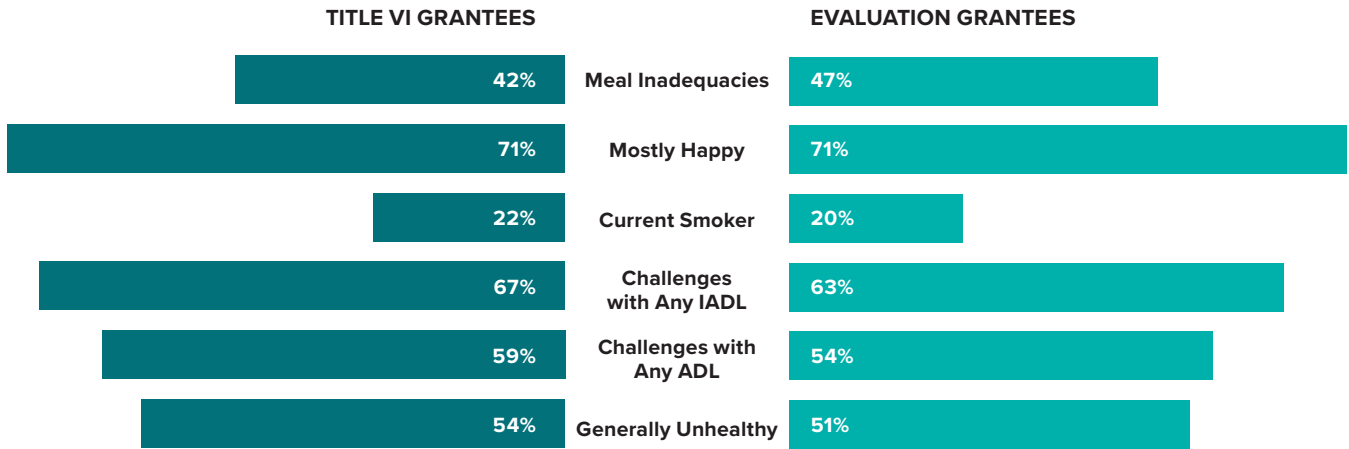
- ▶ National Resource Center on Native American Aging/University of North Dakota's Identifying Our Needs: A Survey of Elders (Elder Needs Assessment)
- ▶ Program Staff Interviews
- ▶ Tribal Elder Interviews and Focus Groups
- ▶ Evaluation and Data Needs Assessment
- ▶ Title VI Grant Application
- ▶ n4a Title VI Survey
- ▶ Title VI Program Performance Report

ELDERS' CHARACTERISTICS ACROSS TITLE VI AND EVALUATION GRANTEEES



Data Source: Elder Needs Assessment

ELDERS' HEALTH AND NUTRITION STATUS ACROSS TITLE VI AND EVALUATION GRANTEEES



Data Source: Elder Needs Assessment




AVERAGE NUMBER OF TITLE VI CLIENTS AND MEALS PROVIDED ACROSS TITLE VI AND EVALUATION GRANTEEES

PROGRAM DELIVERY	ALL TITLE VI GRANTEEES	EVALUATION GRANTEEES
Congregate Meal Clients	217	156
Congregate Meals Served	9,436	8,952
Home-Delivered Meal Clients	74	54
Home-Delivered Meals Served	9,365	9,027

Data Source: Title VI Program Performance Report

Elder Health and Nutrition

Overall, as described, Title VI Evaluation elders are similar to those of other Title VI grantees. While elders in both groups experience challenges related to their health and overall well-being, they also largely report feeling happy:

-  Feel generally unhealthy
-  Have challenges with at least one Activity of Daily Living (ADL) and Instrumental Activity of Daily Living (IADL)
-  Feel mostly happy

PROGRAM CONTEXT AND DELIVERY

Data sources, including the n4a Title VI Survey, Program Staff Interviews, and the Evaluation and Data Needs Assessment, were used to describe program context and service delivery for Title VI Evaluation grantees. This section presents an overview of Title VI service provision, including service locations, administration, staffing structures and roles, and sources of additional program support.

Services Provided

All Title VI Evaluation grantees provide:



Meals
(congregate or delivered)



Outreach



Telephone Reassurance



**Special Events/
Activities**

More than two-thirds of programs provide:







Elder abuse prevention and intervention services, including case management for victims of abuse or neglect and community education.

OUTREACH

Program directors provide outreach for elders and caregivers in various ways.



-  Home Visits: **100%**
-  Verbal Announcements: **92%**
-  Informal Conversations: **92%**
-  Posters and flyers: **77%**

Data Source: n4a Title VI Survey and Title VI Program Staff Interviews

Administration and Guidance



58% of program directors reported that their Title VI program is administered as an independent division of the tribe, tribal consortium, or inter-tribal council.



54% of program directors reported that their Title VI program has an advisory board or committee.

Service Locations



On average, Title VI Programs report having 2.4 service delivery sites and/or office locations.


The greatest distance that Title VI program staff travel to provide services is about 24 miles (one-way).




The average round trip for home-delivered meal service requires about 3 hours (including driver stops for meal delivery or related activity).

Title VI Program Staffing Structure

While not supported solely through Title VI funding, Title VI program staff and volunteers include, on average:

 5 full-time employees

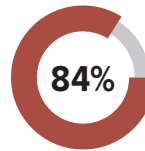
 4 part-time employees

 5 unpaid volunteers

Many programs use volunteers to support program activities.

“Like the wintertime, right now, there’s a lot of our elders that need help, stacking wood. And if we didn’t have our volunteers to go out and do that right now, I don’t know what. We’d be lost.”

— Title VI Program Director



Most Title VI programs receive support from non-Title VI program staff who help to implement program activities and services.

PROGRAM STAFF ROLES

- ▶ Information and assistance
- ▶ Intake assessment
- ▶ Meal preparation and service
- ▶ Transportation coordination
- ▶ Caregiver coordination

OTHER (NON-TITLE VI) STAFF SUPPORTING TITLE VI PROGRAMS

- ▶ Nurses
- ▶ Behavioral health professionals
- ▶ Nutritionist/dietitian
- ▶ Coordinators or benefit counselors
- ▶ Evidence-based program coordinator
- ▶ Wellness coach

TITLE VI PROGRAM PARTNERS

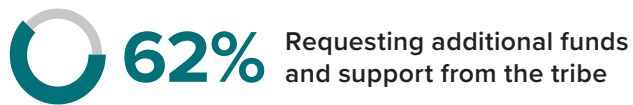
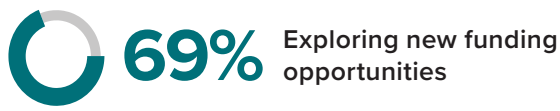
Title VI programs partner with other agencies to provide services to elders.

- ▶ Veterans Administration
- ▶ Nursing homes and assisted-living facilities
- ▶ Non-tribal health department
- ▶ State Health Insurance Assistance Program
- ▶ Transportation agencies
- ▶ Tribal health department
- ▶ Adult protective services

Program Resources

In addition to their Title VI funding, the majority of Title VI programs rely on supplemental funding to support service delivery. Often, the tribe is a major source of additional funding. Nearly 70% of program directors receive funding from the local Title III organization or Area Agency on Aging. Several program directors also describe holding community fundraising activities, applying for other state or regional grants, and receiving donations, including produce from a community garden, gift certificates, and supplies. Most Title VI Programs (75%) do not bill Medicaid for any home- and community-based services.

Title VI program directors address limited funding in the following ways:



»» SUPPLEMENTAL FUNDING SOURCES

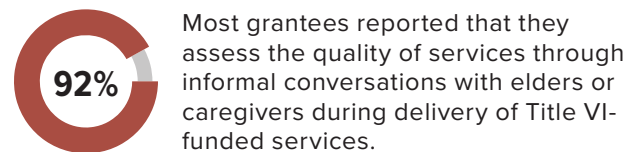
- ▶ Tribe (general funding)
- ▶ United States Department of Agriculture reimbursement for meals
- ▶ Older Americans Act nutrition services incentive program
- ▶ Medicare Improvements for Patients and Providers Act (MIPPA)
- ▶ AmeriCorps—services for elders
- ▶ Local associations

Program Monitoring and Evaluation

All Title VI Evaluation grantees collect some program data. Examples include:

- ▶ Number of congregate and home-delivered meal clients and units served
- ▶ Transportation mileage
- ▶ Elder intake information (demographics and nutrition needs assessment)

In addition to the required annual Program Performance Report, some grantees provide monthly program reports for their tribal council, department head, or other funders (e.g., state).



WHAT IS WORKING



Nearly 70% of program directors shared they are able to meet at least some of their elders' needs (e.g., nutrition, transportation, referrals).



66% of elders' met needs are congregate and home-delivered meals.

"I would say it helps me growing old. To grow old and to be neglected would be really, I'm searching for the right word. It would be disastrous."

— Elder Client

Data Source: n4a Title VI Survey

NUTRITION SERVICES

The majority of elders and program staff report the Nutrition Services fulfill a critical need for elders. Many elders shared that the meal programs provide their only hot and nutritious meal of the day. They also genuinely like the food served and praised the skill of the cooks. For many elders, due to illness or disability, cooking is difficult. The Title VI Programs help to remove the stress of having to worry about meals. The home-delivered and congregate meals also give elders something to look forward to and peace of mind knowing they are being taken care of.

Meals

Elders shared that the congregate and home-delivered meals are balanced and nutritious, helping them to improve their health, combat illness, and maintain their overall well-being. Many elders appreciated that the programs often serve traditional, native food.

*"And I know we're getting our vitamins because I look at the food...and I know it's the vitamins that we need."**

*"We come here and share. Everybody is eating it. It makes you feel good...It's the way the cook prepares it. The native culture, you have it here and we all share that, because we can't go home to do that, have the native food."**

*"You know, homebound...elderly might not have a balanced meal in the home. Maybe that's the only meal they get in the day."**

Social Connection

For many elders who participate in congregate meals, the communal dining experience provides far more than a meal. It is an event that enhances their mood and provides for friendship and a sense of belonging to the community. Similarly, for homebound elders, a visit from a meal delivery driver provides an opportunity for much-needed social contact and support from a caring staff member.

*"When you're home alone, you might fix something but you're not happy, because you know you're all alone, sitting there trying to eat that meal. And when you're here, you have people around you talking, laughing, and seem to enjoy the meal."**

*"[I like best] that somebody comes into my house when I'm really down and they take the time to come in and say hello and give you a hug."**

* Elder Client

Additional Benefits

Title VI Nutrition Services also provide support for elders in many other ways. The meal service provides elders with “something to look forward to” and relieves stress and burden as elders do not have to worry about preparing meals. In addition, the meal delivery service for homebound elders provides an opportunity for the driver to check in on elders and assess their health and overall well-being, providing elders a sense of being looked after and cared for. Moreover, the meal service reduces the burden on family caregivers, which often relieves stress for elders.

*“[The program is] something to look forward to. Sometimes you don’t have anything to look forward to in the daytime. I know I get that way sometimes.”**

*“I’m disabled and I can’t prepare good meals for myself, you know, that’s why I count on the delivery system there to provide me with beneficial meals like that.”**

*“And we just think the world of our drivers....They’re checking on us....And that’s safety, and they’re eyeballing us and making sure, things like that. I think that’s a plus for us.”**

PROGRAM STAFF PERSPECTIVE

Program staff described home-delivered and congregate meals as the **most used** Title VI service and the service having **the most significant impact** on elders. Confirming what elders’ shared, while the meal program is meant to provide supplementary nutrition for elders, for many elders it is their only meal of the day.

*“I have my daughter who I live with and [the meal delivery] helps quite a bit because she prepares my breakfast and my dinners and this...just gives her a chance to go and do things on her own that she wants to do....And it makes me feel better that she can do other things.”**

SUPPORTIVE SERVICES

Title VI programs provide supportive services to elders. These services include information and assistance, outreach, case management and transportation, and homemaker and chore support, among others. Elders identified transportation, educational opportunities, physical activity, and linkages and referrals as most helpful to them.

Transportation

Many elders spoke to the importance of transportation services that help them access medical appointments, shopping and errands, and congregate meals.

*“If there were no transportation, I’d be in trouble. I don’t have no more horses. I don’t have a burro, I don’t have no mules to carry me around. So I have to depend on these two right here.”**

*“Transportation plays a big role over here, having them pick us up or take us home, or even taking you to your appointments or wherever you want to go to make an appointment at the tribal office or whatever.”**

*“It’s very hard to get around and all that. And if that transportation was not there either, we won’t be able to come over here.”**

PROGRAM STAFF PERSPECTIVE

Many program staff shared that transportation is an important need for elders, particularly for **rural communities without centralized services**. Title VI transportation helps elders access medical, pharmacy, and shopping services. While recognized as important, not all programs are able to provide this service.

Educational Opportunities

Elders also described the educational opportunities they have through Title VI, including “lunch and learns” on nutrition, Medicaid services, and substance abuse, among others.

*“But since we had the talk, I’m more aware of the food I’m putting in my mouth. I’m kind of paying attention to what’s going on and the sugar part of it, cutting that out, cutting down on it.”**

*“I guess it’s about being well informed about what we’re supposed to do at our age and when we have people come to speak to us and tell us about our high blood pressure, about our diabetes. So that’s good, that keeps us well informed, and I like that.”**

Physical Activity and Exercise

Many programs offer physical activity and opportunities for exercise, including Senior Olympics. Elders enjoy these and shared they help to keep them physically and mentally active.

*“We did a line dance here and it’s an exercise. You know, when you exercise your legs and stuff that’s really helpful. So I’m glad somebody brought that exercise because we need that as we age.”**

*“They always tell me, my doctors, to not just sit around. I just need to move around, exercise....And we really need that, no matter what age we are, we need that regular exercise.”**

Linkages/Referrals

Many elders described that they appreciated assistance in being linked through their Title VI program to other needed resources and supports.

*“...what I think is so neat is if I needed handrails in my house, I know she’d know where the resources are at. She’s a good resource person for us seniors. All we have to do is pick up the phone and she’ll direct us or check on it herself.”**

*“But I appreciate everything that happens here, the staff, they’re very attentive. And they’re very observant in terms of, at least, help. They’ll ask you, they’ll address your issue: How are you doing, what’s happening, do you need help?”**

MAINTAINING CULTURE, BUILDING COMMUNITY

A CULTURAL CONNECTION

In addition to the meals, many elders shared that the Title VI program helps to feed their hunger for cultural knowledge and connection. Many elders, especially younger elders, appreciate the opportunity to learn from the “old elders”—the ones seen as culture bearers. Many elders see this as a valuable way to keep their culture alive.

*“Since I’ve been in the program, I’ve been getting into learning about the culture. I am just starting to hula, which I never did in my whole life.”**

*“Because when you think about it, if we don’t grab onto it now, it’s just going to fade away. We have to do it now because a lot of it is already gone, so we have to start doing it now within ourselves.”**

Several elders shared that their local Title VI programs practices and promotes the cultural values of their tradition.

*“...but truly the Native American community is a family. We are a family and those values are here and the senior center promotes that. And it’s the glue moving that culturally forward so that’s the big importance there, too.”**

TITLE VI PROGRAMS PROVIDE



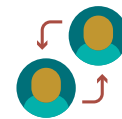
Traditional, Native Foods



Speaking Native Language



Exposure to Cultural Practices



Peer Sharing and Learning



Intergenerational Experiences

A SOCIAL EXPERIENCE

The Title VI programs provide an important sense of social connection for many elders. Elders shared the communal experience of gathering together for meals and activities sets Title VI apart as exceptional in meeting their needs. For many homebound elders, meal delivery sends a powerful message that they are not alone or forgotten.

*“It’s a lot of camaraderie here. People getting along, making new friends, etc. So, friendship—that’s one of the main things. You get to see people, meet people, talk with people. A building is just a building, but the people make the place a place. And there’s some pretty good people around. That’s the main reason why I come.”**

*“I’d be very, very down if somebody didn’t stop to see me every day. Some days are long, long, long when you’re not feeling good. And them coming in personally and check on you...and I rely on them coming to see I’m alright and if I tell them something, they’ll go do it for me.”**

PROGRAM STAFF PERSPECTIVE

A majority of program staff also described how the congregate meal program provides much more than nutrition for the elders. Staff shared that the meals provide a **much-needed chance for elders to tell stories about their lives, to ask questions, and share their concerns or needs with Title VI program staff.**

* Elder Client

OPPORTUNITIES FOR GROWTH

According to Title VI program directors, the top 5 unmet needs for elders

HOMEMAKER HELP



PERSONAL CARE



TRANSPORTATION



HOME MODIFICATION



DISASTER/ EMERGENCY PREPAREDNESS



NUTRITION SERVICES

While elders largely shared positive feedback about the nutrition services provided, some offered suggestions for improvement or changes in the meal programs.

Expand Meal Services

In the case of programs that do not provide home-delivered meals, many elders shared that this is a need in their community. Several elders shared that it is difficult for them to attend congregate meals due to their health or home-life commitments and that having a home-delivered meal would improve their nutritional health. In the case of the one program that does not currently provide congregate meals, elders expressed a need for a place to come together to talk and share with other elders.

Many elders also voiced a need for additional days per week of meals provided, whether congregate or home-delivered. This was especially true for elders in programs that operate fewer than 5 days per week.

More Variety

While elders in some programs expressed complete satisfaction with the variety and quality of meals provided, elders in other programs offered suggestions on ways to improve the meals. Elders' suggestions included more menu rotation; serving more traditional foods; and providing separate menus to meet special dietary needs (e.g., allergies, diabetic meals).

PROGRAM STAFF PERSPECTIVE

Program staff noted that if they had additional funding, they would **increase the number of meals provided and improve the quality and variety of meals.**

»» ELDERS' PERSPECTIVE: ELDERS' TOP NEEDS

- ▶ More meals per week
- ▶ More traditional foods
- ▶ Homemaker and personal care services
- ▶ Transportation services
- ▶ Exercise programming

SUPPORTIVE SERVICES

Across programs, elders offered a variety of suggestions on how supportive services could better meet their needs. These suggestions varied by program based on what services their program already provides.

Personal Care Assistant/In-home Help

Several elders, particularly homebound elders, expressed a need for help in the home to help them with ADLs and IADLs (e.g., bathing, dressing, light housework, chores).

*“I have no caregiver support, which I would like somebody to come here and help me when my kids are not available. To help me put my shoes on or pants on. You know, it’s hard. I don’t even take a shower...if my kids aren’t home. I won’t take a shower or bath, and I won’t open the door for anybody. I’m just not able to take care of myself 100%.”**

Transportation Support

Many elders expressed frustration over the lack or limited nature of transportation services. Elders shared that transportation should be added or expanded to support elders in attending congregate meals, as well as doing shopping or paying bills.

*“It’s such a good program but certain islands are lacking the program. And the most important is transportation because a lot of Kupunas are older and a lot of them don’t drive, and the transportation that they have is such a small van, you can’t fit everybody. And to get to everybody’s house to pick them up, it takes about an hour already.”**

Exercise Programming

Many elders shared a desire for more physical activity or exercise programs to support their well-being.

*“I wish that we would do more types of movement exercising and stuff. I don’t want to exercise. I tell you the truth, I hate to exercise and I love to eat but I know for myself that I have to do it.”**

Field Trips and Outings

The majority of elders in programs that provide outings and field trip activities shared how they look forward to these events as opportunities to come together and suggested increasing the frequency of them.



Program Opportunities for Growth

92% of program directors report having significant unmet program needs.

TOP TECHNOLOGY, EQUIPMENT, OR INFRASTRUCTURE UNMET NEEDS RELATING TO PROGRAM DELIVERY

- ▶ Staff computer literacy
- ▶ Software
- ▶ Lack of vehicles to provide services
- ▶ Poor roadways
- ▶ Cell phone reception

Lack of Available or Interested Assistants

A few elders shared that while they would benefit from a personal care assistant, finding such a person has been difficult, in part because potential individuals are either not interested or cannot pass the required background check.

*“And her children can’t find anybody to come in. And the children want to pay somebody but they can’t find anybody around the village that will come in and take care of her.”**

Program Funding

Among major program challenges, over the past two years, program directors reported experiencing financial constraints. For example, many program directors describe that home-delivered meals and home-based services are among the most difficult to provide to the extent needed due to insufficient funding. Some program directors also described that their elder populations are growing and becoming frailer, with increasing dementia and other health problems. As a result, they require more intensive services, including in-home care, nursing homes, or other 24-hour care that are lacking in many of the communities.

“For our elders...nutrition is always big. That, we’re able to do, but sometimes home delivery is a greater need than we can necessarily provide for. So I know there are some gaps in our service area because we just can’t get to some people.”

— Title VI Program Director

* Elder Client

WHAT'S NEXT?

During the third year of the evaluation, ICF will continue to provide evaluation TTA to the Evaluation grantees, as well as collect program data, including feedback from caregiver participants. Year 3 evaluation activities will include:



Two EWG Virtual Trainings/Webinars

Webinars will include helping grantees prepare for the second site visit, as well as continue to provide evaluation capacity and skills building.



Site Visits

Evaluation liaisons will work with grantees to schedule 2-day site visits in the spring of 2019. The site visits will be an opportunity for:

1. One-on-one support for grantees.
2. Conducting focus groups or small group interviews with Title VI caregiver clients.



Third Annual EWG In-person Meeting

The third annual EWG in-person meeting will occur in late summer of 2019, in conjunction with the National Title VI Training and Technical Assistance Conference. The in-person meeting will include evaluation TTA, as well as focus groups with Title VI program staff.

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