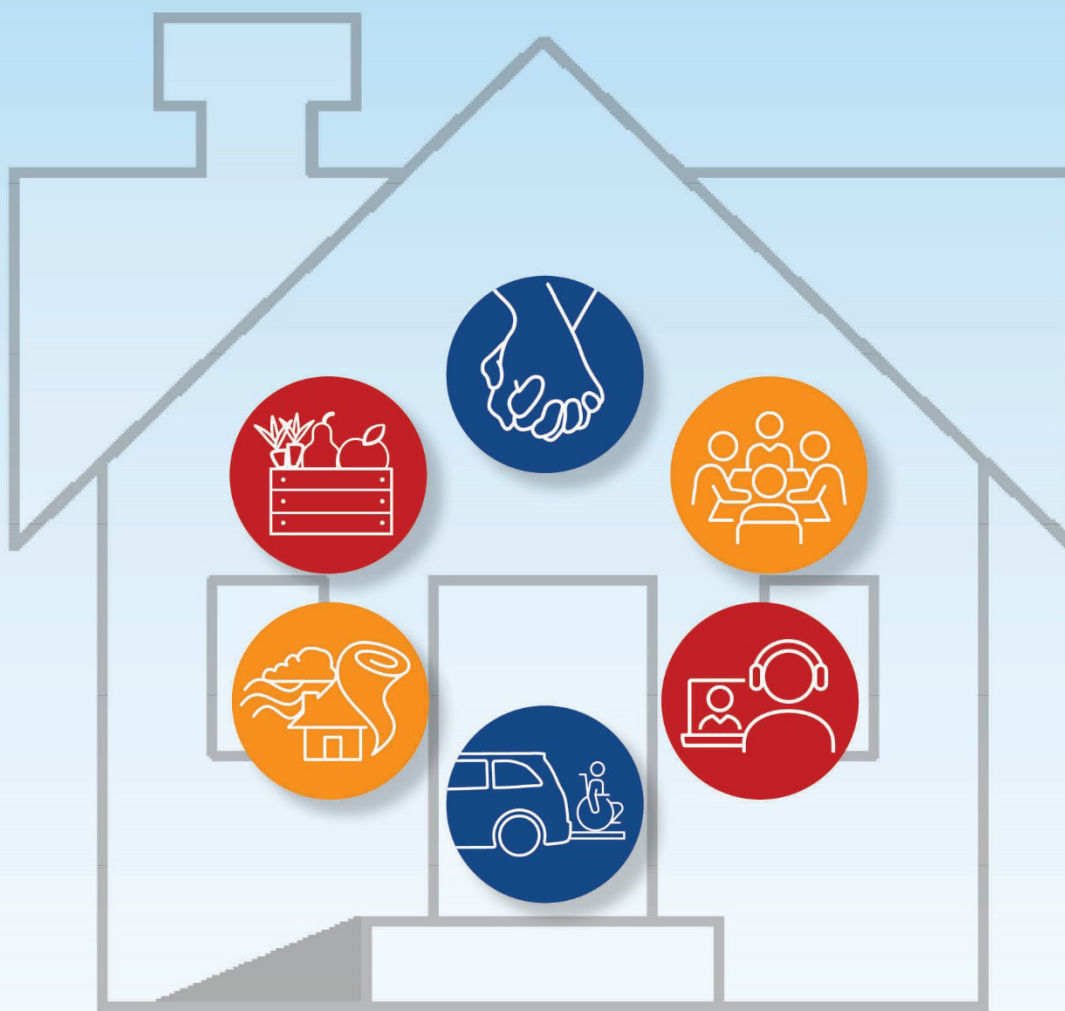


# Biennial Evaluation, Performance, and Analysis Report October 2022–September 2023



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## EXECUTIVE SUMMARY

This report provides updates to the inaugural Biennial Evaluation, Performance, and Analysis Report,<sup>1</sup> which covered the Administration for Community Living's (ACL's) evaluation, performance, and analysis projects that occurred between October 2020 and September 2022. The current report provides summaries of selected projects for the time period from October 2022 through September 2023. RTI collected updates from project representatives in April and May 2023. This report includes information on 22 projects: eight are new projects, and 14 are ongoing projects since last report. See **ES Exhibit 1** for a summary of new projects. See **ES Exhibit 2** for a summary of projects that continued since last report. See **ES Exhibit 3** for the number of included projects by ACL Center.

### ES Exhibit 1. New Projects Since Last Report

Project Name
Stepwise Creation of a Research Agenda for Administration on Aging's (AoA's) Nutrition Services Program
Nutrition Restaurant Model Project
Analysis of Evidence-Based Health Promotion and Disease Prevention Review Process
Administration on Disabilities (AoD) Technical Assistance Evaluation
Senior Medicare Patrol (SMP) Interviews
Older Adults and HIV
ACL Services in the U.S. Territories
Community Collaboration for Employment (CCE)/Living Well Evaluation

### ES Exhibit 2. Ongoing Projects Since Last Report

Project Name
Building Utilization-Focused Developmental Disabilities Impact Evaluation Skills (BUDDIES) Project
Caregiver Disparities
Lifespan Respite Performance Measures
The State of the States in Developmental Disabilities
Access to Integrated Employment: National Data Collection on Day and Employment Services for Citizens with Intellectual/Developmental Disabilities
Residential Information Systems Project (RISP)
Evaluation of the National Paralysis Resource Center (NPRC) and Performance Management Support
National Beneficiary Satisfaction Survey
Medicare Improvement for Patients and Providers Act (MIPPA) Evaluation and Equity Assessment
Developing a Business Case for the No Wrong Door System

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<sup>1</sup> The report was initially called the [Biennial Research and Evaluation Report](#). ACL has changed the title and scope of the report in 2023, and it is now the Biennial Evaluation, Performance, and Analysis Report.

Project Name
No Wrong Door Strategic Planning Key Informant Interviews
National Survey of Older Americans Act Participants (NSOAAP)
Process Evaluation of the Aging Network Structure Including Business Acumen
NSOAAP COVID Analysis

**ES Exhibit 3. Number of Evaluation, Performance, and Analysis Activities by ACL Center**



## BACKGROUND

As described in the inaugural Biennial Evaluation, Performance, and Analysis Report, ACL implements programs and initiatives authorized through numerous statutes to support older Americans and Americans with disabilities to live independently at home with dignity and fully participate in their communities. In keeping to the spirit of the 2019 [Foundations for Evidence-Based Policymaking Act](#) (House Resolution 4174; Evidence Act), ACL undertakes evaluation, performance management, and analytic activities to ensure that its programs are effective, staff are prepared, collaboration and coordination is occurring between the aging and disability networks, and emerging areas from the field and knowledge gaps are identified.

ACL develops an annual plan for identifying and addressing policy questions that outline the agency's priorities. **Exhibit 1** lists ACL-wide dynamic priority questions intended to guide ACL's evaluation, performance, and analysis activities along with a brief description of the aim of each priority question.<sup>2</sup>

In 2020, ACL contracted with RTI International to develop the Biennial Evaluation, Performance, and Analysis Report. The purpose of the report is to outline ACL's priority evaluation, performance management, and analytic activities. This report provides project updates from the last report and summarizes select activities underway between October 2022 and September 2023.

### Exhibit 1. ACL Priority Questions

#### Priority Question 1

- What is the efficacy and effectiveness of ACL programs and initiatives?

#### Priority Question 2

- What are states funded by ACL doing to enhance and promote aging and disability services and programs?

#### Priority Question 3

- How does ACL prepare its staff to better support the aging and disability networks?

#### Priority Question 4

- What are the current avenues for collaboration and coordination between the aging and disability networks that ACL works with? How can ACL encourage better collaboration and coordination?

#### Priority Question 5

- What new research and information are being generated, by both ACL and in the field, on aging and disability? How is ACL implementing it, and how can ACL better implement it?

#### Priority Question 6

- What are the knowledge gaps between ACL, research, and stakeholders? How can ACL close the knowledge gaps?

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<sup>2</sup> These six priority questions are agency-wide and come from the FY 2022 U.S. Department of Health and Human Services Evaluation Plan and the FY 2022 Administration for Community Living Evaluation Plan.

## METHODS

Data for this report were collected from ACL staff members across five of its eight centers. The data collection steps are described in more detail below.

### Identify and Invite ACL Staff to Participate

Participants in this data collection effort included ACL Office Directors and their supporting staff who participated in the inaugural Biennial Report. RTI reached out to previous points of contact for projects that were ongoing or completed but had next steps listed in the inaugural Biennial Report. Early outreach included inviting those points of contact to participate in the second Biennial Report's data collection effort or to identify a colleague who could serve in that role and complete the data collection document.

Concurrent to RTI's outreach of previous ACL points of contact, Office of Performance and Evaluation staff reached out to select ACL Office Directors requesting their participation in the data collection for new evaluation, performance, and analysis projects being led by their Office.<sup>3</sup> Those Office Directors or supporting staff were provided the data collection document to complete and submit.

### Data Collection Effort

Information collected for this Biennial Report was limited to those projects underway at any point between October 2022 and September 2023. The projects outlined in this report are not exhaustive to all efforts ongoing at ACL. Data collection was conducted between April and early May 2023.<sup>4</sup> RTI contacted ACL staff participating in the data collection effort with a link to the data collection document along with instructions on how to complete the document. A total of 22 projects are summarized below.

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<sup>3</sup> It should be noted that many ACL Offices are doing other forms of evaluation, performance, and analysis activities, but the parameters established for this effort may have precluded those projects in this data call across the agency. For example, these parameters excluded activities primarily led by other agencies or organizations, such as grants.

<sup>4</sup> Please note: The information contained in this report is current as of May 5, 2023, when the data collection period closed.

## **SUMMARY OF EVALUATION, PERFORMANCE, AND ANALYSIS ACTIVITIES**

Of the 22 selected projects underway between October 2022 and September 2023, most were led by the Administration on Disabilities (seven), followed by the Administration on Aging (five), the Center for Innovation and Partnership (five), the Center for Policy and Evaluation (four), and the Center for Regional Operations (one). These projects are summarized in the following sections. Although this report details activities between October 2022 and September 2023, data were collected between April and May 2023. Data are accurate as of data collection date.



# Administration on Aging

The Administration on Aging (AoA) is the principal U.S. Department of Health and Human Services (HHS) component designated to carry out the provisions of the Older Americans Act (ACL, 2017, 2023a). Five projects from two of the five AoA offices are summarized below.

## Office of Nutrition and Health Promotion Programs

### **New!** Stepwise Creation of a Research Agenda for AoA's Nutrition Services Program

FY 2023

Addresses Priorities 1, 5, & 6

ACL Center Partners: CPE



- **Study Purpose:** To develop an initial draft of a long-term research agenda to guide ONHPP's research and data collection activities as they increase support to state and local agencies and to improve their ability to demonstrate and evaluate program impact.
- **Methods:** Inventory of data collection efforts focused on older adult nutrition; scoping literature review; interviews with federal and non-federal stakeholders with expertise in the field of older adult nutrition and related programs.
- **Status:** Completion in FY 2023.

### **New!** Nutrition Restaurant Model Project

FY 2023

Addresses Priorities 1 & 2

ACL Center Partners: CPE



- **Study Purpose:** To explore how communities partner with restaurants to deliver senior nutrition support and to identify what resources are required to engage in these partnerships.
- **Methods:** Literature review and key informant interviews with senior nutrition support program staff and fiscal managers who oversee existing restaurant model partnerships.
- **Status:** Completion in FY 2023.

**New!** Analysis of Evidence-Based  
Health Promotion and Disease

FY 2023

Addresses Priorities 1 & 6

ACL Center Partners: CPE



- **Study Purpose:** To explore the extent to which the ACL Evidence-Based Program Review Process has undergone changes, to identify challenges that program developers are facing in receiving evidence-based approval, and to understand the processes these program developers are implementing to receive this designation.
- **Methods:** Literature review; interviews with ACL staff and other stakeholders.
- **Status:** Completion in FY 2023.

## Office of Supportive and Caregiver Services

Caregiver Disparities

FY 2022–FY 2023

Addresses Priority 6

ACL Center Partners: CPE



- **Study Purpose:** To review 2019 and 2021 NSOAAP responses to questions related to demographics, caregiving intensity, unmet needs, service usage, and COVID-19 to better understand potential differences in caregivers' service needs and usage.
- **Methods:** Literature review of peer-reviewed publications; analytic file creation; data analysis of the 2019 and 2021 NSOAAP Family Caregiver Survey data.
- **Status:** Completion in FY 2023.

Lifespan Respite Performance Measures

FY 2022–FY 2023

Addresses Priority 1

ACL Center Partners: CPE



- **Study Purpose:** To develop a set of performance measures for Lifespan Respite Program grantees. To create a grantee data reporting tool and instructions for grantees, and to create a summary spreadsheet and instructions for ACL's use in aggregating grantee reports.
- **Methods:** Review of Lifespan Respite Program notice of funding opportunity, Lifespan Respite Program 2020 and 2021 grantee reporting, the 2019 Lifespan Respite Program report prepared by the Lewin Group, and grantee reporting tools and aggregate reports used by other AoA programs.
- **Status:** Completion in FY 2023.

# Administration on Disabilities

The Administration on Disabilities (AoD) collaborates with states, communities, and partners in the disability network to equip individuals with disabilities of all ages with opportunities, tools, and supports to lead lives of their choice in their community. Under the provisions established through various [authorizing statutes](#), AoD seeks to improve opportunities for people with disabilities to access quality community services and supports, achieve economic self-sufficiency, and experience equality, equity, and inclusion in all facets of community life (ACL, 2023b). Seven projects from all three AoD offices are summarized below.

## Office of Intellectual and Developmental Disability Programs

### Building Utilization-Focused Developmental Disabilities Impact Evaluation Skills (BUDDIES) Project

FY 2022- FY 2026

Addresses Priorities 1 & 6

- **Study Purpose:** To build evaluation capacity and competencies so that staff from State/Territory Councils on Developmental Disabilities are able to engage in continuous quality improvements, data-driven decision making and to communicate the impact of their Council.
- **Methods:** Surveys of State/Territory Councils on Developmental Disabilities staff.
- **Status:** This project is ongoing.

# Office of Independent Living Programs

## **New!** AoD Technical Assistance Evaluation

FY 2022–FY 2023

Addresses Priority 1

ACL Center Partners: CPE



- **Study Purpose:** To assess the current technical assistance (TA) delivery to the Centers for Independent Living (CILs), Statewide Independent Living Councils (SILCs), and Designated State Entities (DSEs).
- **Methods:** Key informant interviews; literature review; survey of CILs, SILCs, and DSEs.
- **Status:** Completion in FY 2023.

# Office of Disability Services Innovations

## The State of the States in Developmental Disabilities

FY 1982–Ongoing

Addresses Priorities 3, 5, & 6

- **Study Purpose:** To investigate the determinants of public spending for intellectual and developmental disability (I/DD) services in the United States.
- **Methods:** Quantitative analysis of data on the state of supports and services in the United States, including data on community services and supports, public and private institutions, fiscal efforts in states, and demand for services and supports.
- **Status:** This project is ongoing.

## Access to Integrated Employment: National Data Collection on Day and Employment Services for Citizens with Intellectual/Developmental Disabilities

FY 1988–Ongoing

Addresses Priority 6

- **Study Purpose:** To describe day and employment services for individuals with I/DDs and to contribute to an understanding of the factors that influence employment at the individual, service provider, and state levels.
- **Methods:** Longitudinal data collection from state I/DD agencies, the vocational rehabilitation system, and community organizations providing employment support to people with I/DDs.
- **Status:** This project is ongoing.

Residential Information Systems Project  
(RISP)

FY 1977–Ongoing

Addresses Priorities 5 & 6

- **Study Purpose:** To gather, maintain, and analyze longitudinal data on Medicaid-funded residential and in-home supports for people with I/DDs.
- **Methods:** Annual surveys of state I/DD agencies and state-operated I/DD facilities serving 16 or more people.
- **Status:** This project is ongoing.

*New!* Community Collaboration for  
Employment (CCE)/ Living Well Evaluation

FY 2023–FY 2027

Addresses Priority 2

- **Study Purpose:** To understand what works in transition services and activities to increase the number of youth with I/DDs in finding and keeping employment, graduating from education programs, and living and fully participating in their communities.
- **Methods:** CCE grantee interviews; stakeholder interviews; virtual site visits; grantee surveys; review of CCE grantee semiannual reports.
- **Status:** This project is ongoing.

Evaluation of the National Paralysis  
Resource Center (NPRC) and Performance  
Management Support

FY 2022–FY 2025

Addresses Priority 1

ACL Center Partners: CPE

- **Study Purpose:** To conduct a process evaluation and an outcome evaluation of the NPRC to assess whether the NPRC has (1) improved health and quality of life for individuals with paralysis of all ages, their families, and their support systems; and (2) increased awareness of services, access to services, empowerment, confidence, independence, support system strength, and community living opportunities for individuals living with paralysis. This task also supports ACL in monitoring the performance of the grantee.
- **Methods:** Development of a performance monitoring tool to track outputs; interviews with NPRC staff; focus groups with people participating in grantee activities; web surveys of program participants.
- **Status:** This project is ongoing.

# Center for Innovation and Partnership

The Center for Innovation and Partnership (CIP) oversees the administration of programs and initiatives that serve both older adults and people with disabilities, including consumer access and protection programs. This includes the State Health Insurance Assistance Program, grants to improve Medicare beneficiaries' access to low-income subsidies, and the State No Wrong Door System program for access to long-term services and supports (ACL, 2023c). Five projects from two of the three CIP offices are summarized below.

## Office of Healthcare Information and Counseling

### National Beneficiary Satisfaction Survey

FY 2020–FY 2025

Addresses Priorities 1 & 3

- **Study Purpose:** To develop and administer National Beneficiary Satisfaction Surveys to assess the quality and effectiveness of the services provided by State Health Insurance Assistance Program (SHIP) and Senior Medicare Patrol (SMP) grantees.
- **Methods:** Survey of SHIP and SMP clients that have received one-on-one assistance from the program or have attended public outreach events.
- **Status:** This project is ongoing.

### MIPPA Evaluation and Equity Assessment

FY 2020–FY 2023

Addresses Priorities 1 & 3

ACL Center Partners: CPE

- **Study Purpose:** To evaluate the MIPPA program by examining the program's current state, determining equity within the benefit enrollment centers (which account for 15%–20% of total program funding), assessing equity within the entire program, and defining the program's future state.
- **Methods:** Stakeholder interviews; analysis of National Council on Aging data, MIPPA state program data, American Community Survey census data, and 2019 Center for Medicare & Medicaid Services enrollment data.
- **Status:** Completion in FY 2023.

**New!** SMP Interviews

FY 2022–FY 2023

Addresses Priorities 1, 2, 3, & 6

ACL Center Partners: CPE



- **Study Purpose:** To understand how grantees implement the SMP program to protect, detect, and report fraud among beneficiaries, with a particular focus on understanding challenges in implementing equity initiatives for low-income and rural Medicare beneficiaries.
- **Methods:** Analysis of SMP performance data and interviews with SMP program directors and staff.
- **Status:** Completion in FY 2023.

## Office of Network Advancement

Developing a Business Case for the No Wrong Door System

FY 2019–FY 2023

Addresses Priority 1



- **Study Purpose:** To conduct a set of analyses to research the association of state-level No Wrong Door (NWD) Systems, nursing facility admission rates, and overall health care costs to Medicaid and Medicare programs.
- **Methods:** Data collection and analysis of core outcome measures. Data and measures are identified and collected by participating grantee states.
- **Status:** Completion in FY 2023.

No Wrong Door Strategic Planning Key Informant Interviews

FY 2022–FY 2023

Addresses Priorities 3 & 4



- **Study Purpose:** To understand the perception and penetration of the NWD System and its guiding principles across ACL programs.
- **Methods:** Key informant interviews conducted with five ACL program staff members.
- **Status:** Completion in FY 2023.

# Center for Policy and Evaluation

The Center for Policy and Evaluation (CPE) collects and analyzes data on populations and services, develops strategic goals and objectives, evaluates the effectiveness of programs, and plans and coordinates the development of policies designed to ensure that older Americans and persons with disabilities are able to fully participate in and contribute to an inclusive community life. CPE works with colleagues across the agency and HHS on big-picture policy issues that affect multiple centers and programs within ACL (ACL, 2020). Four projects from one of the two CPE offices are summarized below.

## Office of Performance and Evaluation

### National Survey of Older Americans Act Participants (NSOAAP)

FY 2004–Ongoing

Addresses Priorities 1, 2, 5, & 6

ACL Center Partners: AoA & CRO

- **Study Purpose:** To assess the effectiveness of the Title III programs, maintain accountability, and demonstrate the program’s success in achieving legislative goals. NSOAAP is composed of six annual surveys of select Title III service areas. The survey instruments focus on consumers’ assessment of service quality and outcomes and measure client characteristics.
- **Methods:** Multimode survey conducted each year.
- **Status:** This project is ongoing.

### Process Evaluation of the Aging Network Structure Including Business Acumen

FY 2021–FY 2023

Addresses Priorities 1, 2, & 4



- **Study Purpose:** To better understand how the aging network programs are structured at the state and local levels and their progress toward their goals and mission.
- **Methods:** Literature review; survey of State Units on Aging (SUAs), AAAs, and Title VI grantees; and nine interviews following the survey.
- **Status:** Completion in FY 2023.



### NSOAAP COVID Analysis

FY 2022–FY 2023

Addresses Priority 1

ACL Center Partners: AoA & CRO



- **Study Purpose:** To better understand how the pandemic has disrupted and changed the service delivery of six OAA programs and the lives of program clients.
- **Methods:** Analysis of NSOAAP COVID-19 module data.
- **Status:** Completion in FY 2023.

### *New!* Older Adults and HIV

FY 2023

Addresses Priorities 1 & 4



- **Study Purpose:** To (1) develop a foundational understanding of HIV-related services provided by AAAs, and (2) explore older adults with HIV's level of engagement with AAAs.
- **Methods:** Literature review, environmental scan, and qualitative interviews from aging network staff and HIV and aging network experts.
- **Status:** Completion in FY 2023.

# Center for Regional Operations

The Center for Regional Operations (CRO) includes ten regional offices that serve as the focal point for the development, coordination, and administration of ACL programs and activities (ACL, 2022). One CRO project is summarized below.

**New!** ACL Services in the U.S. Territories  
FY 2023–FY 2024  
Addresses Priority 1  
ACL Center Partner: CPE

- **Study Purpose:** To understand how the Territory Units on Aging deliver programs and services, provide outreach, monitor results, and adapt to challenges.
- **Methods:** Environmental scan, qualitative interview, analysis of decennial census data.
- **Status:** Completion in FY 2024.

## FINDINGS

### Projects

Between October 2022 and September 2023, ACL had 22 select evaluation, performance, and analysis projects underway. Of those, half are scheduled to end in FY 2023. Five ACL Centers are represented in this report.

Findings reveal how ACL's current activities are supporting its progress in meeting its priorities. More than half of projects discussed in this report addressed multiple priorities. Priority 1 (efficacy and effectiveness) was the most-addressed priority. Priority 6 (knowledge gaps) was the next most common. Priorities 2 (promotion of aging and disability programming), 3 (staff preparation), and 5 (emerging areas from the field) were the next most common. Priority 4 (collaboration and coordination between aging and disability networks) was the least represented.

### Priorities

### Collaboration

All projects included in this report involved stakeholders in some capacity. These stakeholders included other ACL Center and Office staff, advisory panels or committees, grantees, community-based organizations, contractors, and others. The most common ACL Center partner for activities was CPE.

Most projects included in this report have created or plan to create interim or final reports. Of those, most are or will be publicly available.

### Dissemination

### Challenges

Approximately a fifth of projects included in this report did face challenges. Challenges included difficulties connecting with state contacts or obtaining secondary data, staff turnover, delays in the posting of Paperwork Reduction Act packages, and shifts in data collection methods or project goals.

Multiple new projects were tied to previously completed projects. For example, the Exploratory Study of OAA Nutrition Services During COVID-19 had concluded prior to this report but influenced two new projects for FY 2023: Stepwise Creation of a Research Agenda for AoA's Nutrition Services Program, and the Nutrition Restaurant Model Project.

### Continuity

## CONCLUSION

Findings from this report provide insight into how the highlighted ACL activities support finding answers to the agency's priority questions. The findings also may provide a roadmap for future evaluation and performance activities focusing on areas where gaps may exist. For example, in this report and the last report, Priority 4 (collaboration and coordination between aging and disability networks) was significantly less represented than Priority 1 (efficacy and effectiveness) for the included projects. This suggests that future activities may want to include a focus on this priority to balance the evidence supporting all the priority areas.

Like the inaugural report, most of the activities included in this report involved stakeholders and engaged the aging or disability networks, such as grantees. Across five of its eight centers, we identified 22 evaluation, performance, and analysis projects underway between October 2022 and September 2023. Along with any new projects undertaken, ongoing projects at the end of the reporting period will be included in the FY 2024 Biennial Report. The findings from this and future Biennial Reports may be used to inform evaluation activities, including internal and external collaborations.

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