



**Administration for Community Living
Office of Performance and Evaluation**

Volunteerism Study

Final Study Report

FINAL

*Prepared for: Administration for Community Living
Office of Performance and Evaluation*

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Abstract

Volunteers play a key role for the capacity of the Older Americans Act (OAA) Title III programs, the OAA Title VII Long-Term Care Ombudsman Program, and the State Health Insurance Assistance Program to provide support services to older adults (generally age 60 and older). These three programs that help to maintain the health and well-being of millions of older adults rely on the contribution of unpaid volunteers. The results of this study show that unpaid volunteers across the three program areas contribute 6–14 hours per month on average. Importantly, volunteers contributed about 56% of the total annual labor in fiscal year 2019 for OAA Title III area agencies on aging, for an estimated annual value of \$1.7 billion. Volunteers for the Long-Term Care Ombudsman Program contributed about 15.9% of the total certified ombudsmen annual labor in that year, or roughly \$14 million in total estimated annual value. For the State Health Insurance Assistance Program, volunteers contributed about 28.2% of the total annual labor, or roughly \$28 million in total estimated annual value. Given fiscal year 2019 federal funding levels for these programs, volunteers represented an essential resource that all these programs depended on to serve clients.

Background

Older Americans Act Programs

Enacted in 1965, the Older Americans Act (OAA) authorized public funding for supports and services to help millions of older Americans live independently (OAA, 42 U.S.C. § 3018). Today, OAA programs provide a wide array of essential services to meet the needs of older adults (i.e., generally those age 60 and older), including home-delivered and congregate meals, family caregiver support, in-home assistance, preventive health services, transportation, job training, protection from abuse, and other supportive services. These services are primarily targeted to older adults with the greatest unmet needs, particularly those who live in low-income households, have limited English proficiency, or live in rural areas. These programs play a vital role in helping to maintain the health and well-being of millions of adults age 60 and older, reaching one in five older adults.

The largest amount of funding for the various OAA programs is allocated to the **Title III program** (72.3% of OAA funding). The Title III program authorizes grants to states and local entities for supportive and nutrition services (e.g., home-delivered meals and congregate meals served at group sites; nutrition education and counseling; family caregiver supports; supportive services such as home care, adult day services, and transportation). Another important OAA program is the **Title VII program**, which seeks to ensure the safety and protection of the rights of older adults. It includes the Long-Term Care Ombudsman Program (LTCOP), which investigates and resolves complaints made by or on behalf of nursing facility residents or other institutionalized populations.

Federal funding for OAA programs is provided in annual U.S. Department of Health and Human Services appropriations, except for OAA Title V, which is supported by annual Department of Labor appropriations. In fiscal year (FY) 2019, OAA federal funding was \$2.06 billion, with OAA Title III services accounting for the largest portion of the Act's funding (\$1.49 billion). However, a significant amount of funding for Title III is also provided by other sources. For example, for OAA Title III home-delivered meal services and personal care services, OAA federal funding accounted for 35.5% and 15%, respectively, of the programs' expenditures in FY 2019. States are required to provide a nonfederal match of 25% for

family caregiver support expenses and 15% for expenses related to supportive services, preventive health, and meals (Ujvari et al., 2019). Additional sources of funding for these services include federal Medicare and Medicaid, states, private donations, and voluntary contributions from seniors for services received (Government Accountability Office, 2010). For FY 2019, the OAA Title VII programs were funded at a total of \$21.7 million, with the majority of OAA Title VII funding (\$16.9 million) supporting the LTCOP (Congressional Research Service, 2021).

State Health Insurance Assistance Program

Created under the Omnibus Budget Reconciliation Act of 1990, State Health Insurance Assistance Programs (SHIPs) are designed to empower, educate, and assist Medicare-eligible individuals, their families, and their caregivers through outreach, one-on-one assistance, counseling, and training, to make better informed health insurance decisions that optimize access to care and benefits. Specifically, SHIPs assist individuals in obtaining coverage through Original Medicare (Parts A & B), Medicare Advantage (Part C), Medicare Prescription Drug Coverage (Part D), and Medicare Supplements (Medigap plans). SHIPs also assist beneficiaries with limited income to apply for Medicaid, or the Medicare Savings Program and Extra Help/Low Income Subsidy, which help to reduce out-of-pocket payments for health care services (Administration for Community Living [ACL], n.d.-b).

ACL provides federal grants to states and territories to **fund local SHIPs** and establish community-based networks of counselors who provide assistance in-person and by phone, make group presentations, and use a variety of media outlets to educate Medicare beneficiaries. In FY 2019, the federal government provided \$49 million in discretionary appropriations for SHIPs and an additional \$13 million in mandatory funding for outreach and assistance to low-income Medicare beneficiaries (Congressional Research Services, 2019).

Service Delivery and Volunteers

Services and supports funded through the OAA programs and SHIP are delivered in all 50 states, the District of Columbia, and five U.S. territories through a comprehensive infrastructure known as the **national aging services network**. At present, the network consists of 56 state units on aging, 244 tribal organizations, two native Hawaiian organizations representing 400 tribes, 629 area agencies on aging (AAAs), and nearly 20,000 local service providers (ACL, n.d.-a). These agencies and their staff play a key role as they plan and provide the services to OAA and SHIP service recipients. Specifically, AAAs serve as local entities that, either directly or through contract with local service providers, oversee the delivery of OAA and SHIP services.

However, the delivery of services largely depends on the efforts of **unpaid volunteers**. Because funding is limited, without volunteers many AAAs and local services providers would not be able to provide nearly as many services or reach nearly as many individuals in the community as they currently do.

Study Purpose

Anecdotally, we know that volunteers¹ generate significant value through their contributions to OAA programs and SHIPs. However, to date, little or no information is available about the actual or estimated economic value that volunteers contribute to these programs. To lay the foundation for addressing this gap, ACL funded this initial study to estimate the economic value of volunteers to OAA programs and SHIPs using available data.

This study focused on two main levels of analysis:

- the national ACL program level based on OAA Title III, OAA Title VII LTCOP, and SHIP aggregate data for all U.S. states and territories, and
- the local program level based on data obtained from OAA and SHIP grantees (i.e., AAAs and local service providers).

This brief summarizes key findings from analyses conducted at the national ACL program level. Results from analyses conducted at the local program level for select programs are provided in the [Supplement](#).

Methodology

Data Sources

Program Performance Data

OAA and SHIP program performance data were obtained to provide context about the programs and their reach. Performance data for the OAA Title III² and OAA Title VII LTCOP³ were exported from ACL's AGing, Independence, and Disability (AGID) Program Data Portal for FY 2019.⁴ Performance data for the SHIP⁵ were provided by ACL program staff for grant year (GY) 2019.⁶

Volunteer Data

Available annual data for the number of volunteers, volunteer hours, and full-time equivalent (FTE) counts for volunteers and paid staff, for OAA Title III and OAA Title VII LTCOP were exported from AGID for FYs 2015–2019.⁷ National aggregate data for the number of volunteers, volunteer hours, and FTE counts for volunteers and paid staff for the SHIPs were provided by ACL program staff for GY 2019.

¹ For the purpose of this study, volunteer work refers to unpaid noncompulsory work—that is, time individuals give without pay to activities performed through an organization outside their own household (International Labour Office, 2011).

² Number of service recipients and number of service unit

³ Number of nursing homes, board and care homes, number of complaints, and number of consultations

⁴ FY 2019 is October 1, 2018 – September 30/2019.

⁵ Number of individuals reached

⁶ SHIPs report data by grant year, which includes the period from April through March of the following year: GY 2019 is April 1, 2019 – March 31, 2020.

⁷ For OAA Title III, national and state level annual State Program Report data include volunteers and paid staffing full-time equivalent (FTE) counts at the AAAs. Data for head counts of volunteers and staff are not collected. For OAA Title VII LTCOP, national and state level National Ombudsman Reporting System data include number of volunteers and paid staff, FTE counts, and number of volunteer hours donated. Volunteer data represent data for certified volunteer ombudsmen (not other volunteers).

Analytic Methods

To estimate the economic value of volunteers for these programs, we applied a two-stage analytic approach. The first stage included an analysis of national aggregate data to estimate the **average number of hours per month** that a volunteer contributes to each program: OAA Title III program, OAA Title VII LTCOP, and SHIP. Due to data gaps (e.g., Title III does not collect data about the number of volunteers) and differences in reporting across the programs, each program-specific data source was assessed separately. To the extent feasible, based on available data, we then examined the **share of the total labor effort** (volunteers and paid staff) that was performed by volunteers for each program. Because the vast majority of volunteers in these programs are likely to work part-time, the unit of analysis was total hours worked or number of FTEs rather than numbers of volunteers.

In the second stage of analysis, we used results from stage one to estimate the **economic value of volunteer labor** for the programs. This analysis applied a replacement cost approach (based on observed market proxies of wages) to develop the estimates. Conceptually, this approach involves the following hypothetical question: If there were no volunteers today, how many paid staff members would need to be hired (or paid staff hours diverted) to replace the work activities performed by volunteers, and what would their wage be to do the same work as volunteers?

Since finding the actual wage of paid workers was not feasible given the scope and design of the study, we applied a **generalist wage assumption (\$27.20)** based on existing studies in the literature. This generalist wage is a 2019 national estimate of the value of volunteer time established by Independent Sector (Independent Sector, 2020). It is based on the annual average hourly earnings⁸ (not seasonally adjusted) for all production and nonsupervisory workers on private nonfarm payrolls plus a 15.7% adjustment to account for the value of fringe benefits (Independent Sector, 2019). The annual earnings estimate was obtained from the Current Employment Statistics database which is maintained by the Bureau of Labor Statistics (U.S. Bureau of Labor Statistics, 2021).

Study Results

OAA Title III

Program Reach

In FY 2019, OAA Title III funded 892 AAAs and 10,185 senior centers that coordinated and offered services to older adults. In addition, the program provided support to more than 202,000 caregivers serving older adults. More than 10.8 million older persons received OAA Title III services—including almost 150 million home-delivered meals; more than 73 million congregate meals; and 20 million rides

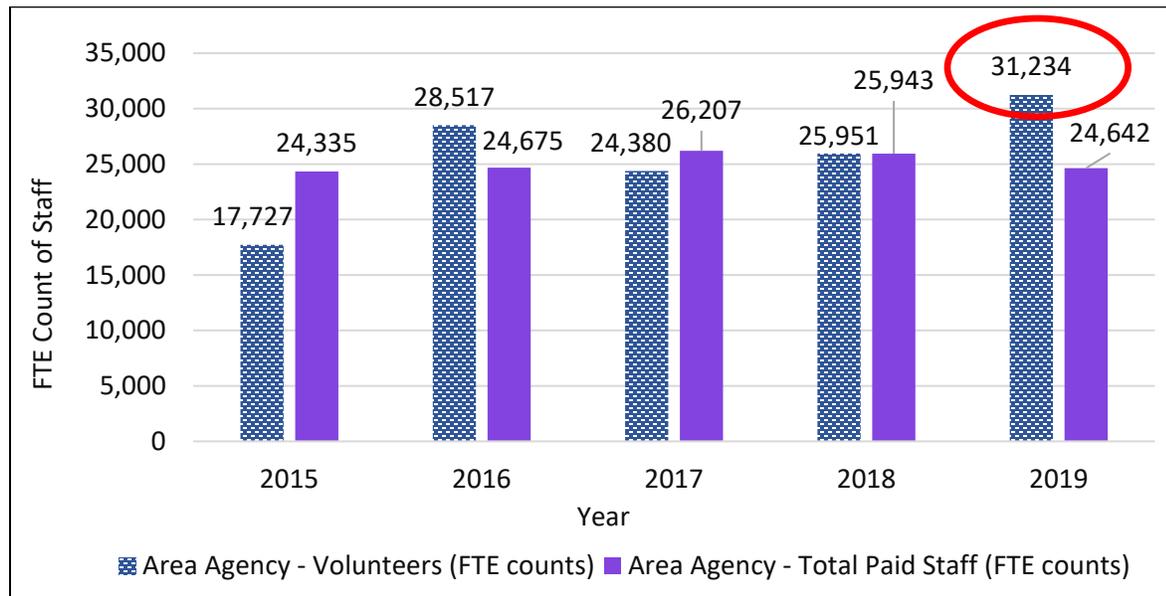
⁸ The Independent Sector value for our economic valuation was used rather than federal minimum wage (\$7.25), which is much lower, as it is a more appropriate wage assumption. According to efficiency wage theory (Campbell, 1993; Katz, 1986), there are productivity and efficiency benefits to paying workers above the market wage. Based on labor economic models, it has been shown that higher wages improve workers' productivity and deter workers from leaving, thereby reducing turnover rates. At the minimum wage level, workers may be less committed to their jobs and more likely to leave. Essentially, if a company pays market price for wages, then the cost to each worker of losing their job is essentially the cost of finding a new job. If the company pays its workers more than market price, however, then the cost to each worker of losing their job will be substantially higher, so turnover will be lower.

to medical appointments, grocery stores, and other activities—and 21.8 million hours of homemaker services.

Volunteer Contribution and Share of Labor Effort

Supporting the program in FY 2019 to provide the services were 24,642 AAA paid staff FTEs and 31,234 AAA volunteer FTEs.⁹ AAA volunteers donated an estimated 62,467,200 hours¹⁰ of their time to provide the services and supports. OAA Title III AAA FTE data for 2015–2019 show that AAA volunteer FTE counts¹¹ were greater than AAA paid staff FTEs for 3 of the 5 years, and the number of AAA volunteer FTEs has been increasing since 2017.

Exhibit 1. Volunteer and Paid Staff OAA Title III AAA FTE Counts in 2015–2019, States, DC, and Territories.



Economic Value

Based on the estimated hours contributed by OAA Title III AAA volunteers in FY 2019, the economic value of AAA volunteers is equal to approximately \$1.7 billion¹² for that fiscal year. This represents a significant economic value, considering that federal funding for OAA Title III in FY 2019 was \$1.49 billion.

OAA Title VII LTCOP

Program Reach

According to the National Ombudsman Reporting System (the program’s administrative reporting system), ombudsman programs were responsible for advocating for residents in 16,263 nursing homes

⁹ For OAA Title III, staffing data include FTE counts for AAA volunteers and paid staff. Data on head counts of volunteers and paid staff are not collected.

¹⁰ Total number of volunteer hours = FTE count of volunteers multiplied by 2000 hours.

¹¹ The high AAA volunteer FTE counts are driven by five states each year; the volunteer FTE count would be much smaller, compared to the paid staff FTE count, if data from these five states were removed. (For the years 2015, 2017, and 2019, volunteer FTE counts would be about half of the paid staff FTE counts if the data from these states were removed.)

¹² 62,467,200 hours multiplied by \$27.20.

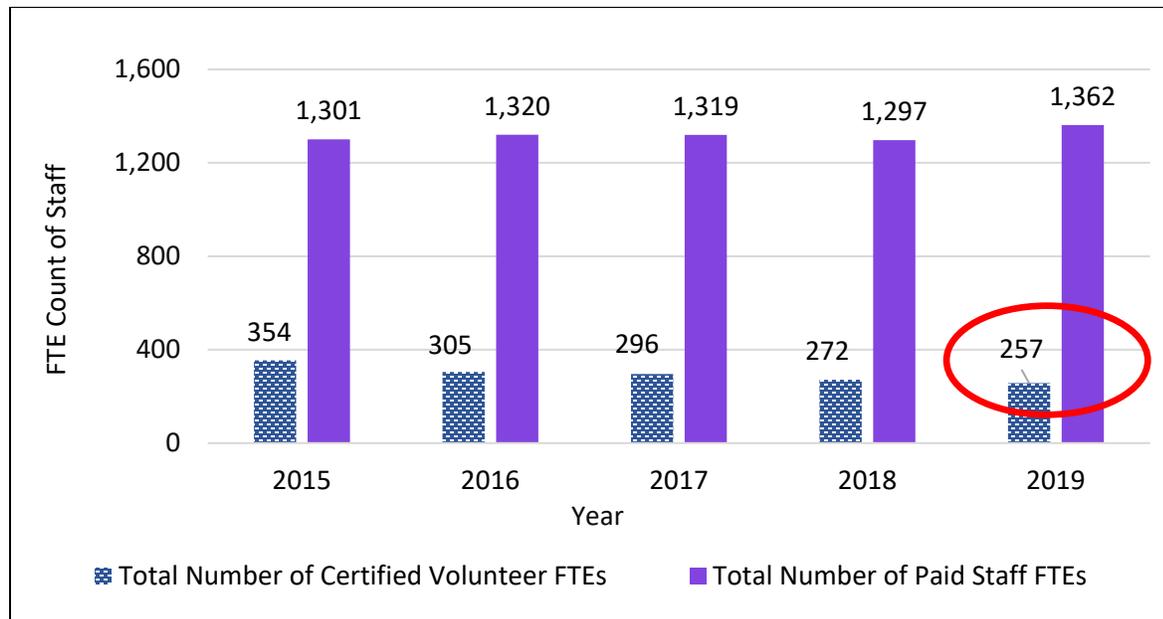
and 58,837 board and care homes in FY 2019. During this period, ombudsmen responded to 198,502 complaints from 123,863 individuals, and they provided information on rights, care, and related services to individuals and long-term care facility managers and staff on 425,084 occasions.

Volunteer Contribution and Share of Labor Effort

Supporting the program in FY 2019 in these responsibilities were 1,118 people working full-time and 5,947 certified volunteer ombudsmen.¹³ Paid staff represented 1,362 FTEs. Volunteers donated 514,095 hours of time to OAA Title VII LTCOPs, the equivalent of approximately 257 volunteer FTEs. On average, each volunteer contributed 7.2 hours of work per month to the program, or 86.5 hours per year. These results suggest that OAA Title VII LTCOP volunteers contribute more hours on average than volunteers in general. Specifically, according to the September 2015 Current Population Survey, volunteers spent a median of 52 hours (4.3 hours/month) on volunteer activities during the period from September 2014 to September 2015 (U.S. Bureau of Labor Statistic, 2015).

OAA Title VII LTCOP FTE data show that certified volunteer ombudsmen contributed about 15.9% of the total certified ombudsmen annual labor in FY 2019. However, volunteer FTE counts have been steadily decreasing over time, from 354 in 2015 to 257 in 2019 for the LTCOP.

Exhibit 2. Volunteer and Paid Staff LTCOP FTE Counts in 2015–2019, States, DC, and Territories.



Economic Value

Based on the hours contributed by certified LTCOP volunteers in FY 2019, the economic value of volunteers is equal to \$14 million¹⁴ for that year. (OAA Title VII LTCOP federal funding was \$16.9 million

¹³ “Ombudsman” refers to the State Ombudsman. All other staff that perform duties of the Office are “designated representatives of the Office” although many use the term “ombudsman” in practice. The National Ombudsman Reporting System uses the term “certified” rather than “designated.” Volunteer data represent data for certified volunteer ombudsmen (not other volunteers).

¹⁴ 514,095 hours multiplied by \$27.20.

for FY 2019). This translates into \$2,351 per volunteer per year. With an average contribution of 7.2 hours of work per volunteer per month, each volunteer provided an average economic value of \$196 per month. This represents a greater economic value than the value contributed by volunteers in general, who contributed a median of 4.3 hours per month in 2015 (U.S. Bureau of Labor Statistic, 2015), for an estimated economic value of \$117 per month.

SHIP

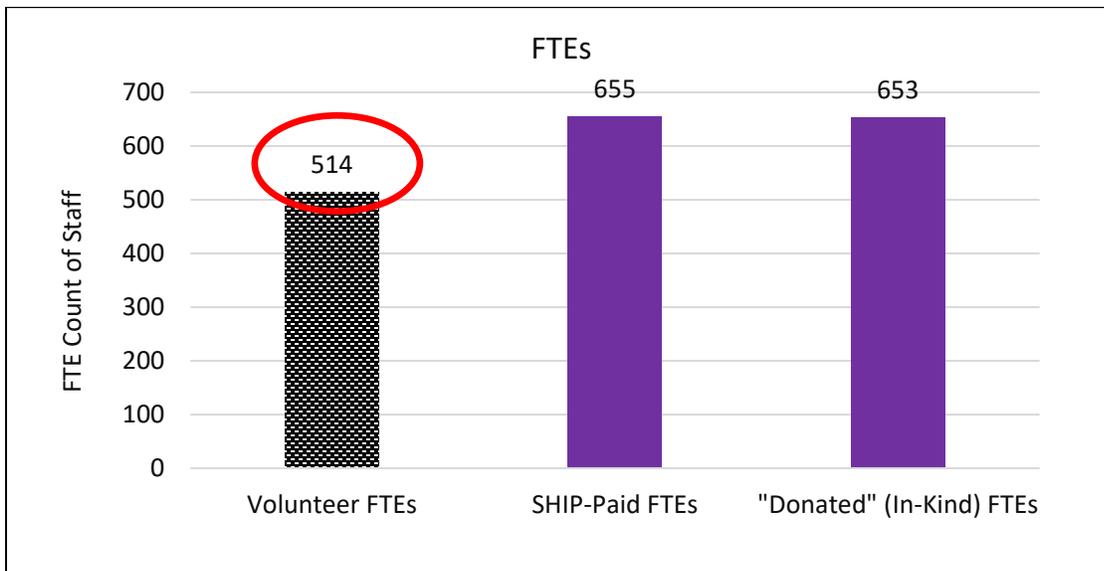
Program Reach

For GY 2019, the SHIPs reached 2,367,410 individuals via one-on-one assistance; 278,313 of these sessions were with individuals under 65 receiving Medicare due to disability. In addition, the programs reached 3,615,079 individuals through outreach activities.

Volunteer Contribution and Share of Labor Effort

Supporting the program in GY 2019 in these responsibilities were 2,651 FTE workers paid through SHIP, 4,495 donated FTE workers paid in kind,¹⁵ and 6,403 volunteer workers. Volunteers donated 1,027,358 hours of their time, equating to approximately 514 volunteer FTE workers. On average, each volunteer contributed 13.4 hours of work per month to the program, or 160.5 hours per year. These results suggest that SHIP volunteers also contribute more hours on average than volunteers in general (1.34 hours/month vs 4.3 hours/month). Based on SHIP FTE data, volunteers contributed about 28.2% of the total annual labor for the SHIP in GY 2019.

Exhibit 3. Volunteer and Paid Staff SHIP FTE Counts for GY 2019.



¹⁵ "Donated" (In Kind): Anyone working with the program that is paid by a source other than SHIP—e.g., care managers at Housing and Urban Development housing who are doing SHIP work as part of their job with the housing complex.

Economic Value

Based on the hours contributed by SHIP volunteers in GY 2019, the economic value of volunteers is equal to almost \$28 million¹⁶ for that year. (Federal funding for the SHIP through discretionary appropriations was \$49 million in FY 2019.) This translates into \$4,364 per volunteer per year. With an average contribution of 13.4 hours of work per volunteer per month, each volunteer provides an average economic value of \$364 per month. This represents more than triple the economic value contributed by volunteers in the general U.S. population, who contributed a median of 4.3 hours per month in 2015 (U.S. Bureau of Labor Statistic, 2015), for an estimated economic value of \$117 per month.

Summary and Implications

Volunteers play a critical role in the capacity of OAA Title III programs, the OAA Title VII LTCOP, and SHIP to provide essential services to older adults (i.e., generally age 60 and older). These programs play a vital role in helping to maintain the health and well-being of millions of seniors age 60 and older, reaching one in five older adults. Serving these adults would not be possible without the significant and continuous contribution of volunteers, who, according to interviews of program leadership conducted as part of this study, often volunteer for these programs for up to 10–15 years. The results from this study also indicate that, on average, volunteers for the OAA programs and SHIPs contribute more hours per month than other volunteers.

Importantly, through their commitment, OAA and SHIP volunteers represent a significant invisible labor force for these programs, providing an annual economic value of approximately \$1.7 billion to OAA Title III programs, \$14 million to OAA Title VII LTCOP, and \$28 million to SHIP. Given FY 2019 federal funding levels for these programs, this contribution is significant, as the value of volunteer labor exceeds the federal¹⁷ funding level for OAA Title III and nearly equals the federal funding level for OAA Title VII LTCOP. Given these results, it is likely that, without volunteers, these programs at current funding levels would face great challenges in reaching those in need.

The results underscore just how essential volunteers are to these programs. In addition, they suggest that the programs may face major challenges if they encounter a significant decrease in the volunteer workforce. Volunteer data from FY 2020–2021 may provide insight about the potential impact of a decreased volunteer workforce because many programs have reported losing a significant number of volunteers during the COVID-19 pandemic. Additional analyses of volunteerism for OAA programs should examine the impact of COVID-19 on the number of volunteers and volunteer hours contributed to OAA programs.

With the U.S. aging population expected to increase substantially over the next 40 years (U.S. Census Bureau, 2020), and funding for many programs not keeping pace with the increase in the aging population, it is more important than ever to effectively engage existing volunteers and recruit new volunteers to help OAA programs and SHIPs meet the needs of our communities and ensure that services are provided continuously, reliably, and effectively.

¹⁶ 1,027,985 hours multiplied by \$27.20.

¹⁷ A significant amount of funding for OAA Title III is also provided by other sources.

Supplement – Local Program Level Results¹⁸

This supplement presents results of analyses calculating the economic value of volunteers at the local OAA and SHIP grantee level (i.e., AAAs and local service providers).

Methodology

Data Collection Methods

As part of the study, researchers interviewed staff from nine grantee programs that use volunteers to provide ACL-funded services and supports as part of OAA Title III, OAA Title VII LTCOP, or SHIP. Among other questions, staff were asked about the number of volunteers¹⁹ and the total number of hours volunteers contributed in 2019. Programs that tracked these data provided them either during the interviews or in follow-up emails. If no data for 2019 were available, program staff were asked to provide their best estimate based on existing data from other years. Six²⁰ of the nine interviewed programs were able to provide volunteer data. They included three OAA Title III programs, one OAA Title VII LTCOP, and two SHIPs.

Analysis Methods

The same two-stage analysis approach as that used in the national-level analysis described previously was applied to estimate the economic value of volunteers for each of the grantee programs. Specifically, the analysis included estimating the average number of hours contributed per volunteer per month, volunteer FTEs, and economic value of the volunteer labor based on applying the Independent Sector generalist wage assumption (\$27.20).

Study Results – OAA Title III

Maine AAA (Spectrum Generations)

[Spectrum Generations](#) is the Central Maine AAA and Aging and Disability Resource Center, providing information and advice, referrals, programs, and activities for adults for over 40 years. From September 1, 2018, to August 30, 2019, Spectrum Generations served 33,057 individuals, delivering 218,005 meals and serving 2,141 individuals as part of their congregate meal program. In addition, Spectrum Generations provided 480 individuals and their families with caregiver support, training, counseling, and respite and provided 11,825 Information and Assistance contacts to 5,297 individuals seeking resources to care for a loved one (Spectrum Generations, 2019).

In 2019, Spectrum Generations had 423 volunteers, who donated 29,347 hours in total, equating to approximately 15 FTE volunteer workers. On average, each volunteer contributed 6 hours of work per month to the agency, or 69 hours per year. This represents an estimated total economic value of approximately \$798,238 for 2019, or \$157 per volunteer per month.

¹⁸ Programs have given permission to be named in this brief and to have their information included. All program staff were given the opportunity to review the content.

¹⁹ Data about paid staff are not available.

²⁰ One program (Healthy Living for ME) was able to provide data about its own use of volunteers as well as for the AAA it contracts with (Maine AAA).

Exhibit 4. Maine AAA Volunteer Data and Value of Volunteer Time, 2019.

Variable	Maine AAA
Number of Volunteers	423
Number of Volunteer Hours/Year	29,347
Volunteer FTEs	15 ²¹
Number of Volunteer Hours per Volunteer/Year	69
Number of Hours per Volunteer/Month	6
Value of Volunteer Time/Year	\$798,238
Value of Volunteer Time per Volunteer/Year	\$1,887
Value of Volunteer Time /per Volunteer/Month	\$157

Maine Evidence-Based Program Provider (Healthy Living for ME)²²

[Healthy Living for ME](#) delivers programs to help adults manage chronic health conditions, prevent falls, and foster well-being. It focuses on four main training programs: Falls Prevention, Diabetes Prevention & Self-Management, Caregiver Support, and Chronic Pain & Disease Management. It is one of the local service providers that Spectrum Generations contracts with to provide services to individuals in the community. Volunteers are tasked with leading one or two trainings per year. Each training requires 6–20 hours to deliver, depending on the program.

In 2019, Healthy Living for ME had four volunteers, who donated approximately 78 hours per year.²³ This represents an estimated total economic value of approximately \$2,121 for 2019, or \$29 per volunteer per month.

Wyoming Senior Center (The Hub on Smith)

[The Hub on Smith](#) (the Hub) is a multipurpose Senior Center that has been serving older adults throughout Sheridan County in Wyoming for more than 40 years. Last year the Hub served over 4,800 individuals by providing many different types of support, including information and access to services; congregate, home-delivered, and grab-and-go meals; home and personal care services; and family caregiver support.

²¹ Number of volunteer hours/year divided by 2,000

²² Results for the value of volunteers for a similar evidence-based program in Tennessee was provided to ACL program staff via email. The [Stay Active and Independent for Life \(SAIL\) program](#) is an evidence-based strength, balance, and fitness program for adults 65 and older provided by the Tennessee Commission on Aging & Disability. The program was funded with \$148,752 in grant money for a 3-year period. During that period, volunteers contributed a total of 13,795 hours, for an estimated economic value of \$378,810 (which is more than 2.5 times the value of the grant funding).

²³ Low estimate is 24 hours/per year (4 volunteers multiplied by 6 hours multiplied by 1 training); average estimate is 78 hours/year (4 volunteers * 13 hours * 1.5 trainings); high estimate is 160 hours/per year (4 volunteers * 20 hours * 2 trainings).

The Hub staff estimated that, on average, 106 volunteers contribute a total of 8,778 hours²⁴ per year, equating to approximately 4.4 FTE volunteer workers. On average, each volunteer contributes an estimated 7 hours of work per month to the center, or 83 hours per year. This represents an estimated total economic value of approximately \$238,762, or \$188 per volunteer per month.

Maryland Home-Delivered Meals (Cecil County)

The Maryland Home-Delivered Meals (HDM) program, operated by [Cecil County Department of Community Services](#) (DCS), provides meals to homebound persons aged 60 and over through the efforts of dedicated volunteers. Two meals, one hot and one cold, are delivered on Mondays, Wednesdays, and Fridays to clients along eight routes.

In 2019, the program had 40 volunteers, who donated 2,800 hours in total. On average, each volunteer contributed 6 hours of work per month to the program, or 70 hours per year. This represents an estimated total economic value of approximately \$76,160 for 2019, or \$159 per volunteer per month.

Exhibit 5, below, summarizes the extent and estimated value of volunteer time across these three OAA Title III programs in 2019.

Exhibit 5. OAA Title III Grantee Volunteer Data and Value of Volunteer Time, 2019.

Variable	Healthy Living for ME	The Hub	HDM
Number of Volunteers	4	106	40
Number of Volunteer Hours/Year	78	8,778	2,800
Volunteer FTEs	0.04	4.4	1.4
Number of Volunteer Hours per Volunteer/Year	13	83	70
Number of Hours per Volunteer/Month	1	7	6
Value of Volunteer Time/Year	\$2,121	\$238,762	\$76,160
Value of Volunteer Time per Volunteer/Year ³	\$354	\$2,252	\$1,904
Value of Volunteer Time /per Volunteer/Month	\$29	\$188	\$159

Study Results – OAA Title VII LTCOP

California San Luis Obispo County LTCOP

[LTCO Services of San Luis Obispo County](#), a small not-for-profit agency, provides residents of care facilities in San Luis Obispo County, California, with access to advocacy services, complaint investigation and resolution, facility monitoring visits, and witnessing advanced health care directives. The agency was created in 1978 and on average has 15 ombudsman volunteers serving over 3,000 clients. Since its

²⁴ For 6 months during the COVID-19 pandemic, the 106 volunteers contributed 3,511 hours. The Hub staff estimated that these hours would have been approximately 25% higher during “non-COVID times”: (3,511+878)*2 = 8,778.

inception, volunteers have contributed thousands of hours to improve the quality of life for San Luis Obispo County facility residents. Funding for ombudsman services is provided by the AAA, the County of San Luis Obispo, and private donations.

In 2019, the agency had 11 volunteers who donated 1,515 hours in total, equating to approximately one FTE volunteer worker. On average, each volunteer contributed 11 hours of work per month, or 138 hours per year. This represents an estimated total economic value of approximately \$41,208 for 2019, or \$321 per volunteer per month. Exhibit 6, below, summarizes the amount and estimated value of volunteer time for this LTCOP in 2019.

Exhibit 6. Ombudsman Services Volunteer Data and Value of Volunteer Time, 2019.

Variable	San Luis Obispo County LTCOP
Number of Volunteers	11
Volunteer FTEs	1
Number of Volunteer Hours/Year	1,515
Number of Volunteer Hours/Volunteer/Year	138
Number of Hours/Volunteer/Month	11
Value of Volunteer Time/Year	\$41,208
Value of Volunteer Time/Volunteer/Year	\$3,746
Value of Volunteer Time/Volunteer/Month	\$312

Study Results – SHIP

Florida SHIP (SHINE)

[SHINE](#) (Serving Health Insurance Needs of Elders) is a free program offered by the Florida Department of Elder Affairs and the local AAA. Specially trained volunteers assist Florida seniors with Medicare, Medicaid, and health insurance questions by providing one-on-one counseling and information. Services provided by this state agency are completely run by volunteers.

In 2019, the agency had 450 volunteers,²⁵ who donated 78,000 hours in total, equating to approximately 39 FTE volunteer workers. On average, each volunteer contributed 14.4 hours of work per month, or 173 hours per year. This presents an estimated total economic value of approximately \$2,121,600 for 2019, or \$393 per volunteer per month.

Michigan SHIP (MMAP)

[MMAP, Inc.](#) (formerly Michigan Medicare/Medicaid Assistance Program) is a nonprofit grantee of the Michigan Aging and Adult Services Agency to administer Michigan's SHIP grant. It operates under the direction of a volunteer Board of Directors who represent a variety of organizations that provide

²⁵ Volunteers serve as volunteers for the Florida SHINE program and the Florida Senior Medical Patrol program.

services to Michigan’s older adults and people with disabilities. MMAP provides free health-benefit counseling services at regional AAAs, County Departments on Aging, Senior Services Agencies, Commissions on Aging, and other similar organizations located throughout Michigan. MMAP has over 200 counseling locations serving 83 counties with more than 600 trained MMAP team members available to serve Michigan's 1.9 million Medicare beneficiaries. In FY 2019–2020, MMAP reached 187,478 Michigan Medicare beneficiaries through counseling and outreach activities, helping them save \$48,121,214.00 on their health care expenses (MMAP, 2020).

In 2019, MMAP had 566 volunteers who donated 11,634 hours in total, equating to approximately six FTE volunteer workers. On average, each volunteer contributed 1.7 hours of work per month, or 21 hours per year. This represents an estimated total economic value of approximately \$316,445 for 2019, or \$47 per volunteer per month.

Exhibit 7, below, summarizes the extent and estimated value of volunteer time across these two SHIPs in 2019.

Exhibit 7. Florida and Michigan SHIP Volunteer Data and Value of Volunteer Time, 2019.

Variable	SHINE	MMAP
Number of Volunteers	450	566
Volunteer FTEs	39	6
Number of Volunteer Hours/Year	78,000	11,634
Number of Volunteer Hours/Volunteer/Year	173	21
Average Number of Hours/Volunteer/Month	14.44	1.71
Value of Volunteer Time/Year	\$2,121,600	\$316,445
Value of Volunteer Time/Volunteer/Year	\$4,715	\$560
Value of Volunteer Time/Volunteer/Month	\$393	\$47

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