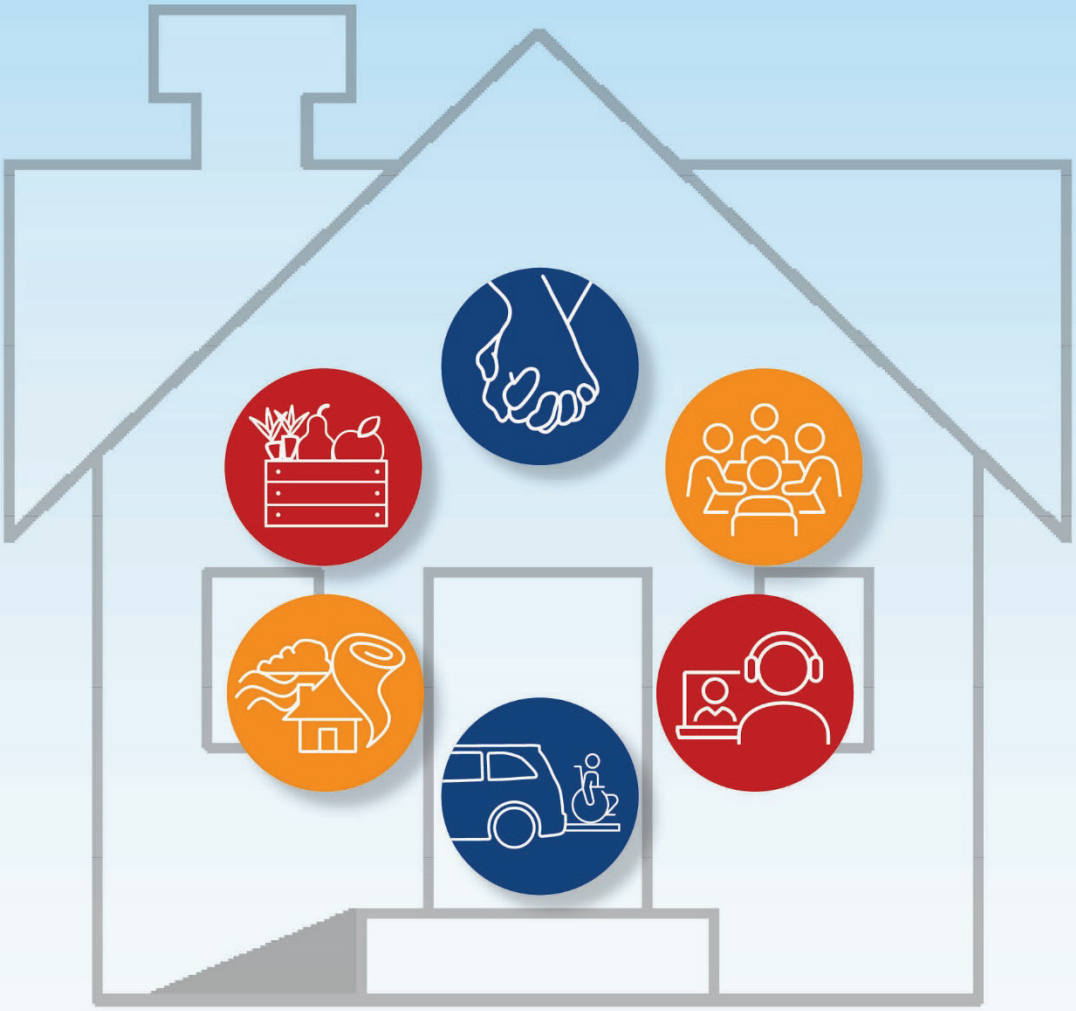
Biennial Evaluation, Performance, and Analysis Report

October 2023–September 2024

Administration for Community Living



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EXECUTIVE SUMMARY

This report, the third Biennial Evaluation, Performance, and Analysis report, provides updates to the first two reports on the Administration for Community Living's (ACL's) evaluation, performance, and analysis projects that occurred since October 2020.[1] The current report summarizes selected projects for the time period from October 2023 through September 2024. RTI collected updates from project representatives between April and July 2024. This report includes information on 21 projects: one is a completed project from a prior report that had additional next steps that were substantial (e.g., final report published), ten are new projects, and the remaining ten are ongoing projects that also appeared in the 2022-2023 Biennial Evaluation, Performance, and Analysis Report. See **ES Exhibit 1** for a summary of completed projects with additional next steps since the prior report. See **ES Exhibit 2** for a summary of new projects. See **ES Exhibit 3** for a summary of projects that continued from the last report. See **ES Exhibit 4** for the number of included projects by ACL Center.

ES Exhibit 1. Completed Projects with Additional Next Steps Since Last Report

Project Name
National Survey of Older Americans Act Participants (NSOAAP) Covid Analysis

ES Exhibit 2. New Projects Since Last Report

Project Name
Person-Centered Nutrition
Title VI Qualitative Interviews
Family Caregiver Support
Native American Action Plan
Peer Support and Augmentative and Alternative Communication (AAC)
Individuals with Intellectual and/or Developmental Disabilities (I/DD) Counts
Aging with a Disability
Climate Change and HCBS
Community Care Hubs Evaluation
National Study of Caregiver Support Services

ES Exhibit 3. Ongoing Projects Since Last Report

Project Name
Building Utilization-Focused Developmental Disabilities Impact Evaluation Skills (BUDDIES) Project
The State of the States in Developmental Disabilities

[1] Previous reports can be viewed on https://acl.gov/programs/program-evaluations-and-reports

Project Name
Access to Integrated Employment: National Data Collection on Day and Employment Services for Citizens with Intellectual/Developmental Disabilities
Residential Information Systems Project (RISP)
Community Collaboration for Employment Program Evaluability Study
Evaluation of the National Paralysis Resource Center (NPRC) and Performance Management Support
National Beneficiary Satisfaction Survey
National Survey of Older Americans Act Participants (NSOAAP)
Process Evaluation of the Aging Network Structure Including Business Acumen
ACL Services in the U.S. Territories

ES Exhibit 4. 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 are 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 relevant questions of interest 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.[2]

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 2023 and September 2024.

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?

[2] 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 four 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 could provide their input on the third Biennial Report, including those that participated in the second Biennial Report. ACL reached out to new and previous points of contact for projects that were new, ongoing, or completed but had next steps listed in the second Biennial Report. Early outreach included inviting those points of contact to participate in the third Biennial Report's data collection effort or to identify a colleague who could serve in that role and complete the data collection document.

Concurrent with prior outreach of 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.[3] 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 2023 and September 2024. The projects outlined in this report are not exhaustive to all efforts ongoing at ACL. Data collection was conducted between April and July 2024.[4] ACL contacted their staff to participate 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 21 projects are summarized below.

[3] 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 inclusion of 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.

[4] Please note: The information contained in this report is current as of July 16, 2024, when the data collection period closed.

SUMMARY OF EVALUATION, PERFORMANCE, AND ANALYSIS ACTIVITIES

Of the 21 selected projects underway between October 2023 and September 2024, most were led by the Administration on Disabilities (nine), followed by the Center for Policy and Evaluation (eight), the Administration on Aging (three), and the Center for Innovation and Partnership (one). These projects are summarized in the following sections. Although this report details activities between October 2023 and September 2024, data were collected between April and July 2024. Data are accurate as of the 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, 2023a, 2023b). Three projects from two of the five AoA offices are summarized below. [5]

Office of Nutrition and Health Promotion Programs

New! **Person-Centered Nutrition**

FY 2024

Addresses Priorities 1 & 2

ACL Center Partners: CPE

- **Study Purpose:** To understand how person-centered senior nutrition programs (SNPs) provide resources to establish flexible programming and offer examples of successful person-centered SNPs from around the U.S.
- **Methods:** Environmental scan of the current person-centered senior nutrition landscape throughout the U.S., and interviews with 20 senior nutrition program leaders who have developed flexible, person-centered programming to support the diverse needs of the older adults they serve.
- **Status:** Completion in 2024.

[5] Please note: the yellow box with a check mark indicates the project is completed.

***New!* Title VI Qualitative Interviews**

FY 2024

Addresses Priorities 1, 2, & 3

- **Study Purpose:** To understand how Title VI grantees served elders during the COVID-19 pandemic.
- **Methods:** Quantitative findings (Part A of final report) come from ACL's analysis of Title VI grantee program performance report submissions. Qualitative findings (Part B of final report) come from interviews with Title VI grantee organization, followed by thematic analysis.
- **Status:** Completion in 2024.

Office of Supportive and Caregiver Services

***New!* Family Caregiver Support**

FY 2024

Addresses Priority 1

- **Study Purpose**: To provide support and guidance to the grantees, the new TA Center, and ACL in helping refine and operationalize their evaluation frameworks specific to the goals of the 2022 National Strategy to Support Family Caregivers.
- **Methods**: Review of the grantee submissions, materials prepared by the Lewin Group, developing memos and evaluation framework/template.
- **Status:** Completion in 2024.

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, 2023c). Nine projects from across all three AoD offices are summarized below.[6]

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.

[6] Please note: the yellow box with a check mark indicates the project is completed.

Office of Independent Living Programs

New! **Native American Action Plan**

FY 2023–FY 2024

Addresses Priority 1, 2, 3, 4, 5

- **Study Purpose:** To develop an action plan from information and data derived from prior AoD investments in resources, demonstration projects, and other activities to increase cultural competence of AoD programs to support American Indian and Alaska Native (AI/AN) communities.
- **Methods:** Review of ACL-funded projects that prioritize AI/AN communities.
- **Status:** Completion in 2024.

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.
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

- **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 and interviews with people participating in grantee activities; web surveys of program participants.
- **Status:** This project is ongoing.

New! **Peer Support and Augmentative and Alternative Communication (AAC)**

FY 2023–FY 2026

Addresses Priority 2, 5, & 6

- **Study Purpose:** To create (and/or build upon) a partnership to develop and plan to advance peer-to-peer models for AAC. The AAC partnership plays an active role in the project, providing guidance and general direction in the design and implementation of the project.
- **Methods:** Comprehensive review and analysis (CRA) of peer-to-peer models; engagement with AAC users and potential users and individuals in their support network; analysis of a range of peer-to-peer support models, including innovations or gaps in such models to promote AAC use.
- **Status:** This project is ongoing.

New! **Individuals with I/DD Counts**

FY 2024–Ongoing

Addresses Priority 3, 4, & 5

- **Study Purpose:** To develop a 10-year Road Map to guide the development of more robust surveillance and data systems representing health, prevalence, and outcomes that include people with intellectual and/or developmental disabilities (I/DD). The Road Map aims are to establish 1) collaborative partnerships with stakeholders; 2) estimated data on prevalence, health status, and outcomes, 3) enhanced capacity for data access and analysis, 4) enhanced visibility through data utilization and dissemination.
- **Methods:** Planning study on establishing an ID/DD Data Center of Excellence, providing recommendations to ACL and the member agencies of the Federal agencies represented on the I/DD Partnership workgroup.
- **Status:** The 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, 2024a). One project from one of the three CIP offices is summarized below.[7]

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.

[7] Please note: the yellow box with a check mark indicates the project is completed.

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). Eight projects from one of the two CPE offices are summarized below. [8]

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.

[8] Please note: the yellow box with a check mark indicates the project is completed.

Process Evaluation of the Aging Network Structure Including Business Acumen

FY 2021–FY 2024

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 2024.

ACL Services in the U.S. Territories

FY 2023–FY 2024

Addresses Priority 1

ACL Center Partner: CRO

- **Study Purpose:** To understand how the Territory Units on Aging deliver programs and services, provide outreach, monitor results, and adapt to challenges in their unique contexts and sociodemographic characteristics.
- **Methods:** Environmental scan, qualitative interviews, analysis of decennial Census data.
- **Status:** Completion in 2024.

NSOAAP COVID Analysis

FY 2022–FY 2023

Addresses Priority 1

ACL Center Partners: AoA & CRO

- **Study Purpose:** To better understand how the COVID-19 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 2023.

***New!* Aging with a Disability**
FY 2024–FY 2025
Addresses Priorities 4

- **Study Purpose:** To understand the supports and services available to individuals aging with disabilities and how ACL-funded aging and disability networks provide these supports and services that can help this population remain living safely in their homes and communities and reduce the need for institutionalization.
- **Methods:** Scoping review of the literature, secondary data analysis (county-level Census data), and interview data collected during six site visits.
- **Status**: This project is ongoing.

***New!* Climate Change and HCBS**
FY 2024
Addresses Priorities 1

- **Study Purpose:** To provide ACL with insight from the literature into ways in which climate change preparedness is being incorporated into HCBS, including current examples of what is currently being implemented.
- **Methods:** Scoping review of the literature.
- **Status**: Completion in 2024.

***New!* Community Care Hubs Evaluation**
FY 2023–FY 2027
Addresses Priorities 4

- **Study Purpose:** To assess the Community Care Hub Grant Program and its alignment with health outcomes, health care costs, and health services use.
- **Methods:** Surveys, interviews, secondary data analysis.
- **Status**: This project is ongoing.

***New!* National Study of the Use of Caregiver Support Services**

FY 2024

Addresses Priorities 5 & 6

ACL Center Partners: AoA

- **Study Purpose:** To analyze data from the most recently available National Health and Aging Trends Study (NHATS)/National Study of Caregiving (NSOC) to better understand if the programs and services caregivers utilized in the last year differ by demographic characteristics or care needs of the older adult for whom they are providing care.
- **Methods:** Secondary data analysis.
- **Status**: Completion in 2024.

FINDINGS

Projects

Between October 2023 and September 2024, ACL had a sample of 21 evaluation, performance, and analysis projects underway. Eight of those projects are scheduled to end in FY 2024, with the remainder scheduled to end beyond FY 2024. Four ACL Centers are represented in this report.

Priorities

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. Priorities 2 (promotion of aging and disability programming), 5 (emerging areas from the field), and 6 (knowledge gaps) were the next most common. Lastly, priorities 3 (staff preparation) and 4 (collaboration and coordination between aging and disability networks) was the least represented.

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. ACL center partners for activities were either AoA or CPE.

Dissemination

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. Additionally, many projects offer greater access to datasets through data use agreements.

Challenges

Few projects experienced challenges. Of the few challenges that occurred, there were no consistent patterns. Challenges were varied including requiring additional funding to complete tasks, difficulties connecting with state contacts or obtaining secondary data, and shifts in data collection methods or project goals.

CONCLUSION

The findings from this report offer insight into how the highlighted ACL activities support the development of solutions for the agency's priority questions. Additionally, findings may provide a roadmap for future evaluation and performance activities centered around areas where gaps may exist. For example, both this report and previous reports indicate that Priority 4 (collaboration and coordination between aging and disability networks) was significantly less represented than other priority areas among the included projects. There may be opportunities to balance the evidence supporting all the priority areas.

Like the inaugural and secondary reports, most of the activities included in this report involved stakeholders and engaged the aging or disability networks, such as grantees. Across four of its eight centers, we highlighted 21 evaluation, performance, and analysis projects underway between October 2023 and September 2024. This list is not exhaustive; rather, it highlights work within ACL. The findings from this and future Biennial Reports may be used to inform evaluation activities, including internal and external collaborations.

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