

AGING STRATEGIC ALIGNMENT PROJECT

State Profile for

MASSACHUSETTS

Home- and Community-based Services for Older Adults and Adults with Physical Disabilities

Background

- Massachusetts' 60+ population was 1,207,231 in 2008 (18.6% of the state's total population), with 8.9% below the federal poverty level.¹
- The 60+ population is projected to be 1,763,694 in 2025 (25.4% of the state's total population).²
- About 24.3% of all households in 2007 had one or more persons age 65 years and over, and 36.7% of persons age 65 years and older had a disability.³
- Of the 1,042,103 Medicaid beneficiaries in the state in 2003, 8.7% were aged, 23.1% were blind and disabled, 22.0% were Dual Eligible, and 2.1% were HCBS waiver beneficiaries.⁴
- Medicaid expenditures for institutional long-term care were 61.3% of total long-term-care expenditures, compared to 38.7% for HCBS in fiscal year 2007.⁵ *Note: Data do not include managed long-term-care expenditures.*

Abbreviations

AAA	Area Agency on Aging
ADL	Activities of Daily Living
AoA	Administration on Aging
CMS	Centers for Medicare and Medicaid Services
HCBS	Home- and Community-based Services
IADL	Instrumental Activities of Daily Living
MRDD	Mental Retardation and Developmental Disabilities
OAA	Older Americans Act
PACE	Program of All-inclusive Care for the Elderly
SUA	State Unit on Aging

¹ Department of Health and Human Services, Administration on Aging. (2009). *AGing Integrated Database (AGID): American Community Survey (ACS) demographic data 2004-2007 and state-level population estimates data 2000-2008* [Data files]. Available from <http://198.136.163.234/default.asp>

² Department of Health and Human Services, Administration on Aging. (2009). *Aging statistics: Projected future growth of the Older population; By state: 2005-2030; Aged 60 and above* [Data files]. Available from http://www.aoa.gov/AoARoot/Aging_Statistics/future_growth/future_growth.aspx.

³ Reimbursement and Research Department, American Health Care Association. (2006, August 29). *The state long-term health care sector 2005: Characteristics, utilization, and government funding*. Washington, DC: Author.

⁴ U.S. Census Bureau, 2007 American Community Survey, United States and States. *Percent of households with one or more people 65 years and over* (R1104) and *Percent of people 65 years and over with a disability* (R1803).

⁵ Burwell, B., Sredl, K., & Eiken, S. (2008, September 26). *Medicaid long term care expenditures FY 2007*. Eagan, MN: Thomson Reuters.

Government Structure to Manage HCBS

- **SUA:** Executive Office of Elder Affairs.
www.mass.gov/?pageID=eldershomepage&L=1&L0=Home&sid=Eelders
- **State Medicaid Agency:** Office of MassHealth.
www.mass.gov
- Massachusetts has a consolidated agency for long-term-care programs. Under the Executive Office of Elder Affairs, there is the Office of Long Term Care, which controls the state-funded programs for the elderly and the Medicaid long-term-care community-based programs.
- The Secretary of Massachusetts's SUA is a cabinet-level position, appointed by the Governor, who reports to the Secretary of Health and Human Services.
- Massachusetts has 23 Area Agencies on Aging.

Single Point of Entry (SPE)/Aging and Disability Resource Center (ADRC)

- Massachusetts has a network of Aging Services Access Points (ASAPs). The 27 ASAPs are private, non-profit agencies that contract with the Executive Office of Elder Affairs to provide case management and coordination of services for elders in every geographic region of the state. Twenty of the 27 ASAPs are also AAAs and are SPEs in the state. The ASAPs participate as an equal partner in 11 ADRCs with 11 Independent Living Centers throughout the state.
- All ADRCs operate under a virtual model as a partnership between geographically specific ASAPs and Independent Living Centers.
- In addition to serving older adults, Massachusetts' ADRCs serve adults with physical disabilities, MRDD, cognitive impairment, Alzheimer's disease and related conditions; and veterans.

Assessment Process

Medicaid

- For Medicaid applicants, in determining functional eligibility for nursing home pre-admission, Massachusetts requires an in-person assessment by someone other than nursing home staff. The assessment is conducted by the ASAPs.

Non-Medicaid

- The ASAPs determine functional eligibility for non-Medicaid applicants under the authority of the Executive Office of Elder Affairs.

State Medicaid Plan

- Massachusetts provides HCBS through the state Medicaid plan.
- Refer to Table 1 for specific services provided.
- **PACE:** Massachusetts has six PACE programs with 18 sites.

Medicaid Waivers

- Massachusetts has one waiver that provides HCBS to older adults and/or adults with physical disabilities. This is: Frail Elderly Waiver.
- **Frail Elderly Waiver:** This program serves those age 60 and older. The program's goals are to maintain elders in their own homes, delay or shorten nursing facility stays, meet the preferences of elders regarding their living arrangements, and provide cost-effective alternatives to support elders' care needs. Participants in the program have a range of needs from basic to intensive level of care. Income limits are 300% of federal poverty level with a \$2,000 asset limit for individuals (all applicants are considered individuals).
- Refer to Table 2 for an overview of selected HCBS programs. Table 1 shows the types of services offered under each program.

CMS-funded Programs and Grants

- Massachusetts does not have CMS-funded programs and grants that provide HCBS to older adults and/or adults with physical disabilities.

State-funded HCBS Programs

- Massachusetts has numerous state-funded programs that provide HCBS to older adults and/or adults with physical disabilities. One of them is: Home Care Program.
- **Home Care Program:** This program serves those age 60 and older. The program requires participants to have six to 10 IADL or ADL impairments. Within this program, there is a sub-program called Enhanced Community Options Program, which targets elders at nursing facility level of care. The income limit for individuals is a little more than 300% of federal poverty level with no asset limit. There is one program that has a consumer employer model option that allows participants to choose to be the employer of record and hire, train and fire workers using a fiscal intermediary. The goal of the program is to provide in-home support to help individuals remain in their homes and communities with dignity and independence.
- Refer to Table 2 for an overview of selected HCBS programs. Table 1 shows the types of services offered.

Locally Funded HCBS Programs

- Massachusetts uses local funds for HCBS for older adults and/or adults with physical disabilities.

OAA-funded Programs and Grants

- Refer to Table 1 for services provided through Title III of the OAA.
- Massachusetts uses cost-sharing mechanisms or sliding fee scales in the delivery of Title III services.
- Massachusetts has four other OAA-funded programs and grants that provide HCBS to older adults and/or adults with physical disabilities. These are: Nursing Home Diversion Modernization Grant – Veterans

Component; Senior Medicare Patrol (SMP) Integration Grant; Empowering Older People to Take More Control of Their Health; and Community-based Alzheimer's grant.

Social Service Block Grants (SSBG) and Community Service Block Grants (CSBG) for HCBS

- Massachusetts does not use SSBG to provide HCBS for older adults and/or adults with physical disabilities.
- Massachusetts does not use CSBG to provide HCBS for older adults and/or adults with physical disabilities.

Consumer Direction

- Massachusetts offers consumer-directed options. The Home Care Program offers consumer direction in one service option.
- The model of consumer direction available in the state is the consumer employer model, similar to the state's personal care attendant program in which the participant is the employer of record.
- Those permitted to provide services under consumer direction in Massachusetts are different in each program. The vast majority of providers, however, are agencies. Spouses can provide services under state-funded programs, but not under programs for non-elders.
- Massachusetts uses fiscal intermediary services in connection with consumer direction. There are 3 fiscal agents/intermediaries in the state.
- Massachusetts anticipates receiving grant funds for a Cash and Counseling program, which will be part of a new combined waiver program that serves both elders and adults with disabilities.

Managed Care

- Massachusetts has a HCBS program run by a managed care health plan.

- The Senior Care Options Program targets those age 65 and older and combines Medicare and Medicaid funding.

Major Accomplishments and Initiatives

- In recent years, Massachusetts has worked to broaden the types and availability of consumer direction programs, incorporated person-centered principles into its existing programs, and put a greater focus on family and other caregivers.
- The state continues to rebalance its long-term-care programs by pushing its resource allocation away from more restrictive settings toward HCBS programs.
- In the next two years, the economic downturn will affect the state's ability to move more aggressively on rebalancing by limiting its ability to build the infrastructure for HCBS.
- Plans to implement a new 1115 demonstration waiver are underway. It will combine the Elderly Waiver with the Traumatic Brain Injury Waiver, and include another target population, adults with disabilities. The state is also attempting to raise the asset level to \$10,000 and targeting those who are not nursing-home eligible but may become so within a year.

Table 1: Types of Home- and Community-based Services Provided Under Massachusetts's Programs for Older Adults and Adults with Physical Disabilities

Types of Services	Program Type / Funding Source			
	Medicaid Waivers	State-funded Programs	State Medicaid Plan	OAA Title III
	Frail Elder Waiver (1915c)	Home Care Program		
Adult Day Care / Adult Day Health	X	X	X	X
Assisted Living				
Caregiver Services / Respite / Education	X	X		
Case Management / Care Coordination	X	X		
Chore / Homemaking	X	X		
Companion Services / Socialization Activities	X	X		X
Employment				
Equipment / Supplies / Modifications / Assistive Technology	X	X	X	
Health Promotion Activities				X
Home Health / Personal Care	X	X	X	
Information / Assistance / Referral		X		X
Legal Assistance / Financial Advice		X		X
Medical / Dental / Medication Care				
Mental and Behavioral Health Services		X		
Nursing	X	X	X	
Nutrition / Meals	X	X		X
Personal Supports for Community Living / Transitioning	X	X		X
Rehabilitation / Therapy			X	
Residential Services		X	X	
Transportation	X	X	X	X
Other/Unspecified HCBS		X		X

Table 2: Selected HCBS Programs for Older Adults and Adults with Physical Disabilities in Massachusetts

Program Type / Funding Source	Program Name	Ages Served	Nursing Home Level of Care Required	Entity Responsible for Functional Assessment	Entity Responsible for Financial Assessment	Entity Responsible for Case Management	Waiting List (Number)	Consumer Direction Option
Medicaid Waivers	Frail Elder Waiver (1915c)	60+	Yes	State agency: Executive Office of Elder Affairs, Office of Long Term Care; Aging Services Access Points (ASAPs)	State agency: Office of MassHealth	State agency: Executive Office of Elder Affairs; Aging Services Access Points (ASAPs)	No	No
State-funded Programs	Home Care Program	60+	No	State agency: Executive Office of Elder Affairs, Office of Long Term Care; Aging Services Access Points (ASAPs)	State agency: Office of MassHealth	State agency: Executive Office of Elder Affairs; Aging Services Access Points (ASAPs)	No	Yes