

AGING STRATEGIC ALIGNMENT PROJECT

State Profile for

PENNSYLVANIA

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

Background

- Pennsylvania's 60+ population was 2,576,689 in 2008 (20.7% of the state's total population), with 8.6% below the federal poverty level.¹
- The 60+ population is projected to be 3,515,445 in 2025 (27.5% of the state's total population).²
- About 26.8% of all households in 2007 had one or more persons age 65 years and older, and 38.6% of persons age 65 years and older had a disability.³
- Of the 1,721,707 Medicaid beneficiaries in the state in 2003, 10.4% were aged, 22.4% were blind and disabled, 19.1% were Dual Eligible, and 1% were HCBS waiver beneficiaries.⁴
- Medicaid expenditures for institutional long-term care were 71.7% of total long-term-care expenditures, compared to 28.3% for HCBS in fiscal year 2007.⁵

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:** Pennsylvania Department of Aging (PDA). www.aging.state.pa.us/
- **State Medicaid Agency:** Pennsylvania Department of Public Welfare (DPW). www.dpw.state.pa.us/omap/dpwomap.asp
- Pennsylvania has a consolidated agency for long-term-care programs. The Office of Long-Term Living handles long-term care.
- The director of Pennsylvania's SUA reports to the Governor.
- There are 52 Area Agencies on Aging in Pennsylvania.

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

- Pennsylvania has an ADRC but it is not statewide.
- Some ADRC sites have a physical (bricks and mortar) infrastructure; all ADRC sites operate under a virtual model.
- In addition to serving older adults, Pennsylvania's ADRC serves those with MRDD, physical disabilities, cognitive impairments, Alzheimer's disease and related conditions, and veterans.

Assessment Process

Medicaid

- For Medicaid applicants, in determining functional eligibility for nursing facility pre-admission, Pennsylvania requires an in-person assessment by someone other than nursing facility staff. The assessment is conducted by local AAAs. (Pennsylvania Department of Public Welfare is the state authority for this function).

Non-Medicaid

- For non-Medicaid applicants in Pennsylvania, nursing facility pre-admission assessment is not performed by someone other than nursing facility staff.

State Medicaid Plan

- Pennsylvania provides HCBS through the state Medicaid plan.
- Refer to Table 1 for specific services provided.
- **PACE:** Pennsylvania has 10 PACE providers and 16 PACE centers. There are an additional seven PACE providers currently under development (expected to be operational by early 2009).

Medicaid Waivers

- Pennsylvania has five waivers that provide HCBS to older adults and/or adults with physical disabilities. These are: Aging, Attendant Care, Elwyn, Independence, and Michael Dallas Waiver.
- **Aging:** This program serves those age 60 and older, who are receiving Medicaid services and are living at home or are transitioning back into the community. Individuals who are imminently at risk of nursing facility placement within 24-72 hours also qualify. The Office of Long Term Living, part of the Department of Public Welfare, is responsible for the regulations and provisions of this waiver. The Office of Long-Term Living serves as the operating agency, as part of the state Medicaid agency handling the daily program activities. There are both an agency model and a consumer-employer model available in this program. Under the Agency Model option, participants may choose to receive their services through an agency of their choice (option available statewide). Under the Consumer-Employer Model, the participant has employer authority using a fiscal employer agency (option available statewide). The income and asset limits for an individual to financially qualify for this program are \$2,022 per month and \$2,000, respectively. Financial eligibility is based on the individual's income and assets.
- **Attendant Care:** This program serves those between the ages of 18 and 59 who are physically disabled. To receive services, an applicant must meet all of the following conditions: (1) be between the ages of 18 and 59; (2) be mentally alert with a physical disability that can be expected to last for a continuous period of not less than 12 months or results in death; (3) be capable

of selecting, supervising, and if needed, firing an attendant; (4) be capable of managing his or her own financial and legal affairs; (5) require assistance to perform functions of daily living, self-care, and mobility; (6) meet the financial eligibility requirements to receive Medicaid benefits and services, as determined by the County Assistance Office of the Department of Public Welfare; and, (7) have exhausted all other available third-party benefits prior to being served by this program. The philosophy of the program is to prevent inappropriate institutionalization of the specific target population by enabling these individuals to have a more independent lifestyle. An individual receiving services under this program and approaching 60 years of age is given the choice to either stay on this waiver or move to the Aging Waiver. The income and asset limits for an individual to financially qualify for this program are \$2,022 per month and \$2,000, respectively.

- **Elwyn:** This program serves those age 40 and older who are physically disabled, use American Sign Language as their primary mode of communication and reside in Delaware County. The income and asset limits for an individual to financially qualify for this program are \$2,022 per month and \$2,000, respectively. Currently, consumer-directed options are not available under this waiver.
- **Independence:** This program serves adults between the ages of 18 and 59 who meet the following conditions: (1) are physically disabled, but not with mental retardation, a major mental disorder as a primary diagnosis, or on a ventilator; (2) reside in a nursing facility or in the community but are determined to need services at the nursing facility level of care; and, (3) have three or more substantial functional limitations in major life activity (i.e., self-care, understanding and use of language, learning, mobility). The income and asset limits for an individual are \$2,022 per month and \$2,000, respectively. The program's philosophy is to prevent inappropriate institutionalization of this specific target population by enabling these individuals to have a more independent lifestyle. The Consumer-Employer model of service enables participants to hire, fire, schedule and supervise their workers with the assistance of a fiscal employer agency.

- **Michael Dallas Waiver:** This program serves those of any age who are technology-dependent (requiring technology to sustain life or replace vital functions and avert immediate threat to life). An individual's income must be equal to or less than 300% of the federal poverty limit (FPL) with assets of \$2,000 or less. The Consumer-Employer model of service enables participants to hire, fire, schedule, and supervise their workers with the assistance of a fiscal employer agency.
- 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

- Pennsylvania has one CMS-funded grant that provides HCBS to older adults and/or adults with physical disabilities. This is called Integrating Long-Term Supports with Affordable Housing.
- **Integrating Long-Term Supports with Affordable Housing:** This grant is not based on a specific disability or diagnostic group and there is no financial assessment process. It has allowed the state to partner with housing authorities to provide additional housing opportunities for individuals transitioning from nursing facilities. The Office of Long-Term Living and Pennsylvania's state housing authority were able to successfully work with 10 county housing authorities to give individuals transitioning from nursing facilities a priority for renting apartments. The Affordable Apartment Locator provides a listing of vacant accessible units. The grant has increased collaboration at both the state and local levels between housing and supportive services. It also expanded the number of housing authorities that provide individuals with tenant-based rental assistance as they transition from nursing facilities, and made improvements in the quality and accuracy of the information in the Pennsylvania Apartment Locator.
- Refer to Table 2 for an overview of selected HCBS programs. Table 1 shows the types of services offered.

State-funded HCBS Programs

- Pennsylvania has four state-funded HCBS programs that provide HCBS to older adults and/or adults with

physical disabilities. These are: Act 150, Act 150 Age Out, Family Caregiver Support Program, and OPTIONS.

- **Act 150:** This program provides basic and ancillary services that enable participants to remain in their homes and the community rather than an institution and to carry out functions of daily living, self-care, and mobility. An applicant must meet the following criteria: (1) have a physical disability; (2) be mentally alert; (3) be at least 18 years of age but less than 60; and, (4) have a medical determination that the physical impairment is expected to last for a continuous period of not less than 12 months or may result in death. The eligible applicant is capable of selecting, supervising and, if needed, firing an attendant. In addition, participants must manage their own financial and legal affairs. The Act 150 program does not have income or asset limits for determining eligibility. However, individuals with family incomes over 300% of the FPL pay a weekly fee toward the cost of their services based on the individual's income as specified on a sliding fee schedule.
- **Act 150 Age Out:** This program provides basic and ancillary services that enable participants to remain in their home and community rather than an institution and to carry out functions of daily living, self-care and mobility. The individual must have been in the Act 150 program prior to turning 60. All other eligibility criteria are the same as the eligibility criteria used in the Act 150 program.
- **Family Caregiver Support Program:** This program is available for those of any age with Alzheimer's disease. To financially qualify for this program, eligibility is based on the total household income of the applicant. The income limit is 380% of the FPL and there are no asset limits. The program's goal is to reduce caregiver stress and burden through various benefits and supports.
- **OPTIONS:** This program serves those age 60 and older who are functionally eligible for nursing facility care as well as those who are not nursing facility eligible. Financial eligibility for this program is up to 300% of the FPL. Those with incomes above 125% are ex-

pected to contribute to the cost of services via a sliding fee scale (information and referral, assessment, and care management services are an exception to the cost-sharing guidelines). The consumer-directed option is available under the Consumer-Employer model of service. Under the Consumer-Employer model, participants may hire, fire, schedule and supervise their workers with the assistance of a fiscal employer agency.

- Refer to Table 2 for an overview of select HCBS programs. Table 1 shows the types of services offered.

Locally Funded HCBS Programs

- Pennsylvania uses local funds for HCBS for older adults and/or adults with physical disabilities. Local monies may be used for various programs, but there is no state mandate for local entities to use local funds for HCBS.

OAA-funded Programs and Grants

- Refer to Table 1 for services provided through Title III of the OAA.
- Pennsylvania uses cost-sharing mechanisms or sliding fee scales in the delivery of Title III services.
- Pennsylvania has a program that uses other OAA funds for direct services: Alzheimer's Disease Demonstration Grants to States.

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

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

Consumer Direction

- Pennsylvania offers consumer-directed options. The HCBS programs in the state that offer consumer direction are: Aging Waiver, Attendant Care, Independ-

ence, Family Caregiver Support Program, and OPTIONS.

- Models of consumer direction available in the state include a Cash & Counseling grant.
- Those permitted to provide services under consumer direction in Pennsylvania are: adult children of the consumer, other family members, and friends.
- Pennsylvania uses fiscal intermediary services in connection with consumer direction; there are 28 in the state.

Managed Care

- Managed care is utilized for certain waivers; however, those waivers are not within the scope of this report.

Major Accomplishments and Initiatives

- A major accomplishment in Pennsylvania is the establishment of the Office of Long-Term Living. This entity coordinates the entire long-term-care system in terms of delivery and management of services under one office within the Department of Aging and Department of Public Welfare. The goal is to rebalance the home- and community-based services and nursing facility care in the state.
- Pennsylvania has passed an Assisted Living Act to provide such services in the state.
- Another accomplishment is the development of a training institute to promote the development of qualified staff in the Long-Term Living system.
- The state has expanded HCBS by 10% in the last two years.
- Future initiatives include the on-going efforts of the Assisted Living Act, expansion of Adult Day Care activities, and growth of the PACE and LIFE (Living Independently for Elders) programs.
- The Services My Way model of service is being rolled out in 21 counties in both the Attendant Care and Aging Waivers. The state submitted amendments to these two waivers to add a consumer-directed option for participants to have budget authority for their services.
- Pennsylvania is concerned with how the economy will affect future HCBS endeavors.

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

	Program Type / Funding Source				
	Medicaid Waivers				
Types of Services	Aging	Attendant Care	Elwyn	Independence	Michael Dallas Waiver
Adult Day Care / Adult Day Health	X				
Assisted Living			X		
Caregiver Services / Respite / Education	X			X	X
Case Management / Care Coordination		X		X	X
Chore / Homemaking	X				
Companion Services / Socialization Activities	X		X		
Employment					
Equipment / Supplies / Modifications / Assistive Technology	X	X	X	X	X
Health Promotion Activities					
Home Health / Personal Care	X	X	X	X	X
Information / Assistance / Referral				X	
Legal Assistance / Financial Advice	X			X	
Medical / Dental / Medication Care					
Mental and Behavioral Health Services	X		X	X	
Nursing				X	X
Nutrition / Meals	X				
Personal Supports for Community Living / Transitioning	X	X		X	X
Rehabilitation / Therapy				X	
Residential Services					
Transportation	X		X	X	
Other/Unspecified HCBS					

Table 1: Types of Home- and Community-based Services Provided Under Pennsylvania’s Programs for Older Adults and Adults with Physical Disabilities (Continued)

Types of Services	Program Type / Funding Source						
	CMS-funded Programs and Grants	State-funded Programs				State Medicaid Plan	OAA Title III
	Integrating Long Term Supports with Affordable Housing	Act 150	ACT 150 (Age Out)	Family Caregiver Support Program	OPTIONS		
Adult Day Care / Adult Day Health				X	X	X	X
Assisted Living							
Caregiver Services / Respite / Education				X	X	X	
Case Management / Care Coordination		X	X	X	X		X
Chore / Home-making				X	X	X	X
Companion Services / Socialization Activities				X	X		X
Employment						X	
Equipment / Supplies / Modifications / Assistive Technology		X	X	X	X	X	
Health Promotion Activities				X	X		
Home Health / Personal Care		X	X	X	X	X	X
Information / Assistance / Referral				X	X		X
Legal Assistance/ Financial Advice				X	X		X
Medical / Dental / Medication Care					X	X	
Mental and Behavioral Health Services				X	X	X	X
Nursing						X	
Nutrition / Meals				X	X		X
Personal Supports for Community Living / Transitioning						X	
Rehabilitation / Therapy						X	
Residential Services	X						
Transportation				X	X	X	X
Other/ Unspecified HCBS				X	X		X

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

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	Aging	60+	Yes	Area Agency on Aging	State agency: County Assistance Office	Area Agency on Aging	No	Yes
	Attendant Care	18-59	Yes	Local providers and Area Agency on Aging	State agency: County Assistance Office	Local Service Coordination providers	No	Yes
	Elwyn	40+	Yes	Area Agency on Aging	State agency: County Assistance Office	Area Agency on Aging	No	No
	Independence	18-59	Yes	Area Agency on Aging; Local providers	State agency: County Assistance Office	Supports coordination agency chosen by the participant or participant's representative	No	Yes
	Michael Dallas Waiver	Not based on age	Yes	Local providers	State agency: County Assistance Office	Local Service Coordination providers	No	Yes
CMS-funded Programs and Grants	Integrating Long Term Supports with Affordable Housing	18+	No	Information not reported	No financial assessment	Information not reported	Information not reported	Information not reported
State-funded Programs	Act 150	Adults age 18 - 59	No	Local providers	No financial assessment	Local providers	No	Yes
	Act 150 - Age Out (60+)	Persons with physical disabilities that age out of the state-funded ACT 150 under 60 program	No	Area Agency on Aging and local providers under contract	Area Agency on Aging and local providers under contract	Area Agency on Aging and local providers under contract	No	Yes
	Family Caregiver Support Program	Any age with Alzheimers and older adults 60+	No	Area Agency on Aging	Area Agency on Aging; County	Area Agency on Aging	Yes	Yes
	OPTIONS	60+	No	Area Agency on Aging	Area Agency on Aging	Area Agency on Aging	Yes	Yes