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June 10, 2015

The Honorable Bernard Sanders
Ranking Member
Subcommittee on Primary Health and Retirement Security
Committee on Health, Education, Labor, and Pensions
United States Senate

Older Americans Act: Updated Information on Unmet Need for Services

Dear Senator Sanders:

The Older Americans Act of 1965 (OAA) was enacted to, among other things, help older adults remain in their homes and communities. Programs authorized and funded by OAA Title III grants provide a broad range of assistance to older adults in need of such services, including congregate and home-delivered meals, home-based care, and transportation services.[1,2] While Title III programs are not entitlements, all people age 60 and older are eligible for services.[3] In fiscal year 2014, approximately $1.156 billion was provided in grants to states for home and community-based services under Title III of the OAA.

In 2011, we analyzed 2008 data and found that approximately 9 percent of low-income older adults received meals like those provided by Title III programs (an estimated 1.6 million out of 17.6 million low-income older adults).[4] We also found that approximately 12 million of 16 million older adults who had difficulties with daily activities received limited or no home-based care and that about 8 million individuals age 65 and older likely needed transportation services. While funding provided to states for Title III programs has decreased somewhat

[1] 42 U.S.C. §§ 3021-3030s-2. The act requires the Administration on Aging within the Department of Health and Human Services to provide funding and technical assistance to states and local agencies involved in planning and delivering these services and supports.

[2] In addition to Title III programs, older adults, especially those with low incomes, may also receive similar services through other federal and state programs, such as Medicaid. 42 U.S.C. § 1396(a)(10)(A)(ii)(VI). According to the Centers for Medicare & Medicaid Services, Medicaid is the primary payer for long-term services and supports for low-income individuals. 42 U.S. C. §§ 1396-1396w-5. Federal expenditures for Medicaid home and community-based services were at least $37.6 billion in fiscal year 2013. For more information on these services, and various federal programs' support for them, see GAO, *Older Adults: Federal Strategy Needed to Help Ensure Efficient and Effective Delivery of Home and Community-Based Services and Supports*, GAO-15-190 (Washington, D.C.: May 20, 2015).

[3] 42 U.S.C. §§ 3002(40).

[4] Our analysis focused on adults age 60 and older living in households below 185 percent of the poverty threshold. GAO, *Older Americans Act: More Should Be Done to Measure the Extent of Unmet Need for Services*, GAO-11-237 (Washington, D.C.: Feb. 28, 2011).

from 2009 through 2013 (it was $1.178 billion in 2009 and $1.128 billion in 2013),[5] the number of older adults has increased. According to Census data, there are approximately 62.9 million people over the age of 60 in the United States in 2013, compared to 55.5 million in 2009.[6] As Congress considers reauthorization of the OAA, if current trends continue, the number of adults who need services like those provided by OAA Title III grants may continue to increase with the retirement of the baby boom generation. In light of these issues, you asked us to update certain findings from our 2011 report. This report provides an update on the following question:

1. What is known about older Americans' reported need for home and community-based services like those funded by the OAA and the potential unmet need for these services, based on national survey data?

On May 20, 2015, we briefed committee staff on our preliminary findings, and this report transmits an updated final version of the briefing slides (see enclosure I for briefing slides).

To conduct this work, we analyzed the most recent data from two national surveys, the 2013 Current Population Survey (CPS) and the 2012 Health and Retirement Study (HRS).[7,8] To estimate potential need and receipt of meals services like those funded by Title III of the OAA, we used the 2013 CPS Food Security Supplement.[9] Specifically, we estimated "likely need" for meals services by examining the percentages of low-income older adults who were food insecure, using the U.S. Department of Agriculture's measure of food insecurity,[10] or had one or more types of functional impairments that may have made it difficult to obtain or prepare meals. We then estimated the percentages of these individuals who received

[5] The American Recovery and Reinvestment Act of 2009 appropriated an additional $65 million for congregate meals and $32 million for home-delivered meals under Title III. Pub. L. No. 111-5, 123 Stat. 115, 179. Those funds were available for obligation through September 30, 2010, and according to the Administration on Aging, states had until December 30, 2010, to expend them. § 1603, 123 Stat. 302.

[6] U. S. Census Bureau, 2009 and 2013 American Community Surveys.

[7] Our methodology to analyze data from these two surveys is consistent with the methodology we used in GAO-11-237.

[8] To the extent possible, we defined "likely need" to align with the program's purposes, as described in the OAA. Title III meals programs are designed to aid older adults and certain individuals living with older adults by: (1) reducing hunger and food insecurity; (2) promoting socialization; and, (3) promoting health and well-being, according to the OAA. 42 U.S.C. § 3030d-21.

[9] Because the CPS questions asked whether older adults received meals services in general, rather than Title III meals programs in particular, our analysis is indicative of all congregate and home-delivered meals services, rather than just those provided by Title III meals programs.

[10] For our purposes, individuals are considered food insecure if they report three or more food-insecure conditions, such as worrying that food will run out before getting money to buy more, skipping meals because there wasn't enough money for food, or not eating for a whole day because there was not enough money for food.

home-delivered or congregate meals.[11] Our analysis of CPS data focused on adults age 60 and older living in households with incomes that were below 185 percent of the poverty threshold and is not generalizeable to older adults with higher incomes.[12] To estimate likely need for and receipt of home-based care like those provided by Title III programs, we analyzed 2012 HRS data on whether respondents of all incomes age 60 and older reported having difficulty with one or more daily activities and whether they received help. To estimate the number of older adults that may need transportation services like those provided by Title III programs, we analyzed HRS questions about driving capabilities and car access for all individuals age 65 and older.[13] Data were not available to estimate receipt of transportation services. We assessed the reliability of the data we used by reviewing relevant documentation and conducting electronic testing on data fields necessary for our analysis. We found the data to be reliable for our purposes. Unless otherwise noted, our estimates based on the 2013 CPS and 2012 HRS data have 95 percent confidence intervals that are within 5 and 4.1 percentage points or less of the estimate, respectively (see enclosure II for a more detailed description of our scope and methodology).

We conducted this performance audit from April 2015 through June 2015 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

In summary:

Many older adults may need but do not receive meals and home-based care services, like those provided by OAA Title III programs, according to our analysis of 2012 and 2013 data, the most recent available. Overall, these results were similar to the results we reported in 2011 using 2008 data, though some aspects have improved, such as receipt of home-based care.

[11] Individuals can receive home-delivered meals (known as “Meals on Wheels”), congregate meals (served at sites such as schools or adult day care centers), or both.

[12] We included this income restriction because these are the individuals who were asked all questions related to participation in home-delivered and congregate meals in the CPS Food Security Supplement.

[13] While older adults 60 and older are eligible for transportation services, our analysis related to transportation was restricted to older adults 65 and older because HRS only collects such information for those age 65 and older.

- **Per 2013 Data, Many Older Adults with Low Incomes Who Likely Need Meals Do Not Receive Them.** An estimated 90 percent of low-income older adults do not receive meals services like those funded by Title III programs, according to our analysis of 2013 CPS data. About 83 percent do not receive meals among low-income adults who are food insecure, meaning they report three or more conditions such as skipping meals because they did not have enough money for food. Similarly, an estimated 83 percent of low-income older adults who have difficulties with two or more daily activities do not receive meals. While some of these figures are similar to those we found using 2008 data, more low-income older adults are food insecure than in 2008 (about 19 percent in 2008 compared to 24 percent in 2013), though a substantially larger percentage of this population are receiving meals services (11 percent in 2008 compared to 17 percent in 2013) (see enclosure III for additional detail).

- **Approximately Two-Thirds of People Age 60 and Older Who Have Difficulties with Daily Activities Receive Limited or No Home-Based Care, Though Some Improvements Seen Since 2008.** An estimated 27 percent (about 16 million) of people age 60 and older likely need home-based care like the services provided by Title III programs because they report difficulties with one or more daily activities. Depending on the number and type of difficulty, between an estimated 67 and 78 percent of older adults who likely need home-based care do not receive help with all of their difficulties, according to our analysis of 2012 HRS data. However, some aspects of home-based care have improved since 2008. For example, among those who reported three or more difficulties with basic activities such as bathing or walking, more older adults received professional help in 2012 with these difficulties (about 19 percent in 2008 compared to 30 percent in 2012) (see enclosure IV for additional detail).

- **About One in Five People Age 65 and Older Potentially Need Transportation Services.** About 20 percent of people age 65 and older are potentially at-risk for needing transportation services, such as those provided by Title III programs, according to our analysis of 2012 HRS data. This estimate is similar to the percentage we reported in a prior report using 2008 data. Then, as now, the extent of unmet transportation need is unknown among the population that may need it. In 2011, we recommended that the Secretary of Health and Human Services partner with others to develop uniform data collection procedures for obtaining information on older adults with unmet needs. The agency said it would explore options to implement this recommendation, though it has not fully implemented the recommendation to date.

Agency Comments

We provided a draft of this report to the Department of Health and Human Services (HHS) for review and comment. HHS provided technical comments, which we incorporated in the report, as appropriate.

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As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from its issue date. At that time, we will send copies of this report to the appropriate congressional committees and the Secretary of Health and Human Services. In addition, the report will be made available at no charge on the GAO website at http://www.gao.gov.

If you or your staff have any questions about this report, please contact me at (202) 512-7215 or jeszeckc@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff members who made key contributions to this report are listed in enclosure V.

Sincerely yours,

Charles A. Jeszeck
Director, Education, Workforce, and Income Security Issues

Enclosures – 5

Enclosure I: Briefing Slides

[Refer to accessible PDF of Briefing Slides, “GAO-15-601R_slides_508.pptx”]

Enclosure II: Objectives, Scope, and Methodology

We examined what is known about older Americans' reported need for home and community-based services like those funded by the OAA and the potential unmet need for these services, based on national survey data. To conduct this work, we analyzed the most recent data from two national surveys, the 2013 Current Population Survey (CPS) and the 2012 Health and Retirement Study (HRS). Our methodology to analyze data from these two surveys is consistent with the methodology we used in a 2011 report, with one exception.[14] Specifically, in this report we did not analyze social isolation data from CPS because of changes in how survey respondents were selected to answer relevant social isolation questions since the prior survey.

To estimate likely need and receipt of meals services like those funded by Title III of the OAA, we used the 2013 CPS Food Security Supplement.[15] Specifically, we estimated "likely need" for meals services by examining the percentages of low-income older adults who were food insecure, using the U.S. Department of Agriculture's measure of food security,[16] or had one or more types of functional impairments that may have made it difficult to obtain or prepare meals. Functional impairments included difficulties with instrumental activities of daily living (IADL) such as shopping or housework, activities of daily living (ADL) such as dressing or bathing, and cognitive impairments.[17] We then estimated the percentages of these individuals who received home-delivered or congregate meals.[18] Our analysis of CPS data focused on adults age 60 and older living in households with incomes that were below 185 percent of the poverty threshold and is not generalizeable to older adults with higher incomes.[19] About 10 percent of the persons in our sample were younger than age 60 but

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[14] To the extent possible, we defined "likely need" to align with the program's purposes, as described in the OAA. Title III meals programs are designed to aid older adults and certain individuals living with older adults by: (1) reducing hunger and food insecurity; (2) promoting socialization; and, (3) promoting health and well-being, according to the OAA. 42 U.S.C. § 3030d-21. For a detailed description of our methodology related to the 2011 report, see GAO, *Older Americans Act: More Should Be Done to Measure the Extent of Unmet Need for* Services, GAO-11-237 (Washington, D.C.: Feb. 28, 2011).

[15] Because the CPS questions asked whether older adults received meals services in general, rather than Title III meals programs in particular, our analysis is indicative of all congregate and home-delivered meals services, rather than just those provided by Title III meals programs.

[16] For our purposes, individuals are considered food insecure if they report three or more food-insecure conditions, such as worrying that food will run out before getting money to buy more, skipping meals because there wasn't enough money for food, or not eating for a whole day because there wasn't enough money for food. For a more complete description of this measure of food insecurity, see Coleman-Jensen, Alisha, Christian Gregory, and Anita Singh. *Household Food Security in the United States in 2013*. ERR-173, United States Department of Agriculture, Economic Research Service (September 2014).

[17] We used four CPS questions about functional impairments including having cognitive impairments and/or difficulties with instrumental activities of daily living (IADLs) or activities of daily living (ADLs) to identify older adults likely to need meals programs based on difficulty preparing or obtaining food. For example, questions ask about difficulty dressing, walking, and visiting a doctor's office. We included the question regarding cognitive impairments because older adults may have difficulties obtaining or preparing food due to cognitive or memory difficulties, which may not be captured through questions about IADLs and ADLs.

[18] Individuals can receive home-delivered meals (known as "Meals on Wheels"), congregate meals (served at sites such as schools or adult day care centers), or both.

[19] We included this income restriction because these are the individuals who were asked all questions related to participation in home-delivered and congregate meals. Additionally, CPS generally assumes households with income above 185 percent of the poverty threshold who indicate no food stress to be food secure. There was survey nonresponse for the CPS and the Food Security Supplement, leading to a nonresponse rate of 26.6

they were included in our sample because they lived in a household with someone age 60 and older and were either their spouses or household members with disabilities, who are also eligible for meals services.

To estimate potential need for and receipt of home-based care like those provided by Title III programs, we analyzed 2012 HRS data on whether respondents age 60 and older reported having difficulty with one or more IADL or ADL.[20] We decided to estimate likely need in terms of these types of difficulties rather than the existence of particular medical conditions, because the services provided by Title III home-based services are designed to address such difficulties and the survey questions concerning IADLs and ADLs are designed to capture difficulties with particular actions, regardless of which particular health or memory conditions cause these difficulties.[21] We then examined whether individuals who had difficulty with IADLs and ADLs received help with each identified activity. To estimate the number of older adults that may need transportation services like those provided by Title III programs, we analyzed HRS questions about driving capabilities and car access for individuals age 65 and older.[22] Our definition of likely need for Title III transportation programs includes those who (1) are unable to drive, (2) have not driven in the past month, and/or (3) are able to drive, but do not have a car available. We excluded all older adults who live in assisted living facilities that provide transportation services, because the availability of such services would make them unlikely to need Title III services. Data were not available to estimate receipt of transportation services. Our analysis of HRS data focused on individuals of all income levels. Estimates based on HRS and CPS data represent the non-institutionalized population.

We assessed the reliability of the data we used by reviewing relevant documentation and conducting electronic testing on data fields necessary for our analysis. We found the data to be reliable for our purposes. Unless otherwise noted, our estimates based on the 2013 CPS and 2012 HRS data have 95 percent confidence intervals that are within 5 and 4.1 percentage points or less of the estimate, respectively. For some results in this report, we make note of whether or not the results are similar to or different than the results from our 2011 report. We assessed statistically significant differences by comparing confidence intervals and make note of differences only in instances where there is no overlap in the intervals between the 2011 results and those in this report. When discussing similarities between the 2011 results and the estimates in this report, we conducted testing to ensure that no statistically significant difference existed. We conducted this performance audit from April 2015 through June 2015 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient,

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percent for the Food Security Supplement. To the extent that these nonrespondents differ from respondents in terms of food security, this will not be captured in our CPS estimates.

[20] The 11 HRS questions we used to measure difficulties with daily activities are different than the 4 questions we used from the CPS, though there are similarities. For example, HRS includes questions about difficulty dressing, walking, and grocery shopping.

[21] Three Title III services provide home-based care: homemaker, chore, and personal care services. We are defining likely need for these services as having difficulties with IADLs and ADLs, based on the types of help provided through Title III services.

[22] While older adults 60 and older are eligible for transportation services, our analysis related to transportation was restricted to older adults 65 and older because HRS only collects such information for those age 65 and older. Although some older adults may be less likely to need Title III transportation services because they use public transportation, we were not able to exclude these individuals from our estimates of likely need, due to a lack of data.

appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Enclosure III: Additional Detail on Likely Need and Receipt of Home-Delivered and Congregate Meals for Low-Income Older Adults

In our analyses of likely need and receipt of meals, we used data from the 2013 Current Population Survey (CPS) and generally focused on the population 60 and older who were in households with incomes that were below 185 percent of the poverty threshold. In about 10 percent of the cases, the population includes individuals younger than 60 because they are younger spouses of individuals age 60 and older or because they are younger household members with disabilities, who are also eligible for meals services like those provided by Title III funding from the Older Americans Act. Table 1 shows a summary of some of our findings.

Table 1: Estimated Percentages of Low-Income Older Adults with Each Characteristic of Likely Need and Percentages Who Do and Do Not Receive Meals Services, per 2013 Data

	Food security [Note A]		**Numbers of difficulties with activities [Note B]**		
Characteristics of likely need	Food secure	Food insecure	None	One	Two or more
Have each characteristic	76.5	23.5	64.4	18.7	16.9
Receive home-delivered meals	4.0	9.8	3.2	6.8	12.0
Do not receive home-delivered meals	96.0	90.2	96.8	93.2	88.0
Receive congregate meals	4.4	9.9	4.8	7.6	7.1
Do not receive congregate meals	95.6	90.1	95.2	92.4	92.9
Receive either type of meal	7.6	17.4	7.1	13.1	17.2
Receive neither type of meal	92.4	82.6	92.9	86.9	82.8

Source: GAO analysis of 2013 Current Population Survey (CPS) data. | GAO-15-601

Note: All estimates in this table have 95 percent confidence intervals within +/- 3.2 percentage points.

Note A: We used a series of CPS questions commonly used to measure food insecurity.

Note B: We used four CPS questions about functional impairments including having cognitive impairments and/or difficulties with instrumental activities of daily living (IADL) or activities of daily living (ADL) to identify older adults likely to have need for meals programs based on potential difficulties preparing or obtaining food.

Table 2 shows the estimated characteristics of the population represented by our sample. Approximately 5 percent of the population report receiving a home-delivered meal in the past 30 days, an estimated 6 percent receive a congregate meal, and approximately 10 percent receive either one or the other. These percentages are far lower than the percentage of individuals in the population who are in food insecure households, which comprises about 24 percent of the population. Table 2 also shows that roughly one-third of eligible low-income individuals have at least one type of functional impairment (i.e. difficulty with daily activities), and about 17 percent have two or more types of impairments. We also found that an estimated 23 percent of the individuals in this group of low-income seniors received food stamps in the past year.[23] With respect to demographic characteristics,

[23] Also known as Supplemental Nutrition Assistance Program benefits.

approximately 90 percent of the population is 60 or older (and about 21 percent are 80 or older), about 60 percent are female, 22 percent are non-white, and about 15 percent are Hispanic. Slightly less than half are married, about 27 percent are widowed, and an estimated 29 percent are in the “other” marital status category, which includes divorced individuals and individuals who were never married. We estimate that about half of this group have incomes below $20,000. More than one-third live alone, and about one in four live in households with more than two persons. More than two-thirds have a high school education or less, and approximately 15 percent are employed. Approximately two-thirds of the persons in low-income households live in homes that are owned and more than three-fourths live in metropolitan areas. We estimate that between 16 and 22 percent are from the Northeastern, Midwestern, and Western states. The remaining two-fifths are from the South.

Table 2: Estimated Numbers and Percentages of Low-Income Older Adults by Various Characteristics, per 2013 Data

Characteristic	Category	Number	Percent
Home-delivered meal	No	15,746,997	94.7
	Yes	888,873	5.3
Congregate meal	No	15,685,900	94.3
	Yes	949,970	5.7
Home or congregate meal	No	14,985,434	90.1
	Yes	1,650,436	9.9
Food security	Food secure	12,712,766	76.5
	Food insecure	3,911,985	23.5
Impairments	None	10,713,835	64.4
	One	3,103,677	18.7
	Two or more	2,818,357	16.9
Food stamps	No	12,816,107	77.0
	Yes	3,819,763	23.0
Age	Under 60	1,635,853	9.8
	60 to 69	6,841,977	41.1
	70 to 79	4,705,039	28.3
	80 plus	3,453,001	20.8
Sex	Male	6,703,405	40.3
	Female	9,932,465	59.7
Race	White	12,936,178	77.8
	Black	2,475,961	14.9
	Other	1,223,731	7.4
Hispanic origin	Hispanic	2,479,145	14.9
	Non Hispanic	14,156,725	85.1
Marital status	Married	7,367,980	44.3
	Widowed	4,428,940	26.6
	Other	4,838,950	29.1
Income	Less than $10,000	2,702,598	16.2
	$10,000 - $19999	6,359,034	38.2
	$20,000 - $29999	5,735,377	34.5
	$30,000 or more	1,838,861	11.1
Household size	Living alone	5,985,946	36.0

	Two persons	6,443,723	38.7
	Three or more persons	4,206,201	25.3
Education	Less than high school	5,269,355	31.7
	High school graduate	6,238,148	37.5
	Some college	3,366,016	20.2
	College graduate	1,762,351	10.6
Employment status	Employed	2,450,236	14.7
	Retired	10,136,399	60.9
	Disabled	2,838,802	17.1
	Other	1,210,432	7.3
Home owner	Owner	11,263,617	67.7
	Rent or other	5,372,253	32.3
Metropolitan status	Metropolitan	12,740,645	77.1
	Non-metropolitan	3,778,419	22.9
Region	Northeast	2,607,787	15.7
	Midwest	3,634,591	21.8
	South	7,001,538	42.1
	West	3,391,954	20.4

Source: GAO analysis of 2013 Current Population Survey data. | GAO-15-601

Note: Data in the table are derived from individuals in the sample of households age 60 and older with incomes below 185 percent of the poverty threshold that were represented in the 2013 Current Population Survey Food Security Supplement. This includes spouses and disabled household members of individuals age 60 and older, who may have been under age 60 but were still eligible for meals services like those provided by Title III programs. Percentage estimates in this table have a maximum margin of error at the 95 percent confidence interval of plus or minus 1.5 percentage points.

Table 3 shows the percentages of low-income older adults with different characteristics who report receiving home-delivered meals, congregate meals, or either home-delivered or congregate meals in the 30 days prior to completing the survey.

Table 3: Estimated Percentages of Low-Income Older Adults Receiving Home-Delivered or Congregate Meals Among Various Likely Need and Demographic Groups, per 2013 Data

	Percent of low-income older adults	Receive home-delivered meals	Do not receive home-delivered meals	Receive congregate meals	Do not receive congregate meals	Receive either type of meal	Do not receive either type of meal
Food security: Food secure	76.5	4.0	96.0	4.4	95.6	7.6	92.4
Food security: Food insecure	23.5	9.8	90.2	9.9	90.1	17.4	82.6
Impairments: None	64.4	3.2	96.8	4.8	95.2	7.1	92.9

Impairments: One	18.7	6.8	93.2	7.6	92.4	13.1	86.9
Impairments: Two or more	16.9	12.0	88.0	7.1	92.9	17.2	82.8
Food stamps: No	77.0	3.9	96.1	4.7	95.3	7.9	92.1
Food stamps: Yes	23.0	10.2	89.8	9.0	91.0	16.7	83.3
Age: Under 60	9.8	5.9	94.1	3.9	96.1	8.8	91.2
Age: 60 to 69	41.1	4.8	95.2	4.5	95.5	8.3	91.7
Age: 70 to 79	28.3	4.6	95.4	6.4	93.6	9.9	90.1
Age: 80 plus	20.8	7.2	92.8	8.2	91.8	13.7	86.3
Sex: Male	40.3	5.0	95.0	4.9	95.1	9.0	91.0
Sex: Female	59.7	5.5	94.5	6.2	93.8	10.5	89.5
Race: White	77.8	5.1	94.9	5.5	94.5	9.5	90.5
Race: Black	14.9	7.2	92.8	6.4	93.6	12.5	87.5
Race: Other	7.4	4.4	95.6	6.7	93.3	9.2	90.8
Hispanic origin: Hispanic	14.9	5.4	94.6	4.5	95.5	9.2	90.8
Hispanic origin: Non Hispanic	85.1	5.3	94.7	5.9	94.1	10.0	90.0
Marital status: Married	44.3	3.5	96.5	3.2	96.8	6.3	93.7
Marital status: Widowed	26.6	6.5	93.5	7.8	92.2	12.7	87.3
Marital status: Other	29.1	7.1	92.9	7.6	92.4	12.9	87.1
Income: Less than $10,000	16.2	7.8	92.2	8.1	91.9	14.5	85.5
Income: $10.000 to $19,999	38.2	6.1	93.9	7.1	92.9	11.7	88.3
Income: $20,000 to $29,999	34.5	4.2	95.8	3.9	96.1	7.3	92.7
Income: $30,000 or more	11.1	2.8	97.2	2.8	97.2	5.3	94.7
Household size: Living	36.0	6.4	93.6	8.9	91.1	13.6	86.4

alone							
Household size: Two persons	38.7	4.2	95.8	3.6	96.4	6.9	93.1
Household size: Three or more persons	25.3	5.7	94.3	4.3	95.7	9.2	90.8
Education: Less than high school	31.7	7.1	92.9	5.9	94.1	11.7	88.3
Education: High school graduate	37.5	5.1	94.9	5.8	94.2	10.0	90.0
Education: Some college	20.2	4.5	95.5	5.2	94.8	8.4	91.6
Education: College graduate	10.6	2.5	97.5	5.7	94.3	7.3	92.7
Employment status: Employed	14.7	1.6	98.4	2.4	97.6	3.4	96.6
Employment status: Retired	60.9	5.1	94.9	6.4	93.6	10.3	89.7
Employment status: Disabled	17.1	10.6	89.4	6.5	93.5	15.6	84.4
Employment status: Other	7.3	2.4	97.6	4.7	95.3	6.6	93.4
Home owner: owner	67.7	4.4	95.6	4.2	95.8	8.0	92.0
Home owner: Rent or other	32.3	7.3	92.7	8.9	91.1	14.0	86.0
Metropolitan status: Metropolitan	77.1	5.0	95.0	5.6	94.4	9.6	90.4
Metropolitan status: Non-Metropolitan	22.9	6.7	93.3	5.5	94.5	10.9	89.1
Region: Northeast	15.7	5.5	94.5	7.8	92.2	11.2	88.8
Region: Midwest	21.8	6.8	93.2	5.5	94.5	11.0	89.0
Region: South	42.1	5.1	94.9	4.8	95.2	9.1	90.9
Region: West	20.4	4.2	95.8	6.2	93.8	9.4	90.6

Source: GAO analysis of 2013 Current Population Survey data. | GAO-15-601

Note: Data in the table are derived from individuals in the sample of households age 60 and older with incomes below 185 percent of the poverty threshold that were represented in the 2013 Current Population Survey Food

Security Supplement. This includes spouses and disabled household members of individuals age 60 and older, who may have been under age 60 but were still eligible for meals services like those provided by Title III programs. Percentage estimates in this table have a maximum margin of error at the 95 percent confidence interval of plus or minus 3 percentage points.

Table 4 shows the percentages of low-income older adults who are food insecure, and report receiving home-delivered meals, congregate meals, or either home-delivered or congregate meals in the last 30 days. The percentages in each subgroup who received either one or the other type of meal is nearly always smaller than the sum of the percentages who received home-delivered meals and congregate meals, since some individuals had received both home-delivered and congregate meals.

Table 4: Estimated Percentages of Low-Income Older Adults With Various Characteristics: Who Are Food Insecure, Who Report Receiving Home-Delivered Meals, Congregate Meals, or Either Type of Meal in the Past 30 Days, per 2013 data

		Food insecure	Home-delivered meal	Congregate meal	Home or congregate meal
Food security	**Food secure**	…	4.0	4.4	7.6
	Food insecure	…	9.8	9.9	17.4
Impairments	**None**	19.2	3.2	4.8	7.1
	One	30.9	6.8	7.6	13.1
	Two or more	31.9	12.0	7.1	17.2
Food stamps	**No**	15.3	3.9	4.7	7.9
	Yes	51.0	10.2	9.0	16.7
Age	**Under 60**	36.6*	5.9	3.9	8.8
	60 to 69	29.9	4.8	4.5	8.3
	70 to 79	18.3	4.6	6.4	9.9
	80 plus	11.7	7.2	8.2	13.7
Sex	**Male**	23.3	5.0	4.9	9.0
	Female	23.7	5.5	6.2	10.5
Race	**White**	21.7	5.1	5.5	9.5
	Black	34.3	7.2	6.4	12.5
	Other	20.8*	4.4	6.7	9.2
Hispanic origin	**Hispanic**	28.2*	5.4	4.5	9.2
	Non Hispanic	22.7	5.3	5.9	10.0
Marital status	**Married**	19.4	3.5	3.2	6.3
	Widowed	17.8	6.5	7.8	12.7
	Other	35.0	7.1	7.6	12.9
Income	**Less than $10,000**	34.9	7.8	8.1	14.5
	$10,000 - $19999	25.1	6.1	7.1	11.7
	$20,000 - $29999	15.1	4.2	3.9	7.3
	$30,000 or more	27.5	2.8	2.8	5.3
Household size	**Living alone**	22.1	6.4	8.9	13.6
	Two persons	18.8	4.2	3.6	6.9
	Three or more persons	32.8	5.7	4.3	9.2

Education	**Less than high school**	27.2	7.1	5.9	11.7
	High school graduate	21.6	5.1	5.8	10.0
	Some college	24.3	4.5	5.2	8.4
	College graduate	17.9	2.5	5.7	7.3
Employment status	**Employed**	20.0	1.6	2.4	3.4
	Retired	17.2	5.1	6.4	10.3
	Disabled	44.1	10.6	6.5	15.6
	Other	35.4*	2.4	4.7	6.6
Home owner	**Owner**	18.7	4.4	4.2	8.0
	Rent or other	33.7	7.3	8.9	14.0
Metropolitan status	**Metropolitan**	24.9	5.0	5.6	9.6
	Non-Metropolitan	18.9	6.7	5.5	10.9
Region	**Northeast**	20.1	5.5	7.8	11.2
	Midwest	22.3	6.8	5.5	11.0
	South	25.2	5.1	4.8	9.1
	West	24.0	4.2	6.2	9.4

Source: GAO analysis of 2013 Current Population Survey data. | GAO-15-601

Note: Data in the table are derived from individuals in the sample of households age 60 and older with incomes below 185 percent of the poverty threshold that were represented in the 2013 Current Population Survey Food Security Supplement. This includes spouses and disabled household members of individuals age 60 and older, who may have been under age 60 but were still eligible for meals services like those provided by Title III programs. Unless otherwise noted, percentage estimates in this table have a maximum margin of error at the 95 percent confidence level of plus or minus 4 percentage points. Percentages marked with an * have a margin of error that is between 4.2 and 5.0.

Enclosure IV: Additional Detail on Likely Need and Receipt of Home-Based Care for Older Adults

In our analyses of likely need and receipt of home-based care, we used data from the 2012 Health and Retirement Study (HRS). Our analysis is representative of all adults age 60 and older who are not in an institution, such as a prison or nursing home. We analyzed 2012 HRS data on whether respondents age 60 and older reported having difficulties with instrumental activities of daily living (IADL) such as shopping or housework, or activities of daily living (ADL) such as dressing or bathing. We then examined whether they received help with each identified activity. Table 5 shows a summary of some of our findings.

Table 5: Estimated Proportion and Number of Older Adults in Likely Need Who Receive and Do Not Receive Home-based Care, per 2012 Data

Type of difficulty	Percent and number who do not receive any help with identified difficulties, from any source	Percent and number who receive help with some, but not all identified difficulties, from any source	Percent and number who receive help with all identified difficulties, from any source	Among those receiving any help, percent and number who receive at least some help from professionals or organizations
Difficulty with one or more instrumental activities of daily living (IADL)	56 percent (3.2 million)	11 percent (0.6 million)	33 percent (1.9 million)	8 percent (0.2 million)
Difficulty with one or two activities of daily living (ADL) [Note A]	47 percent (3.3 million)	30 percent (2.1 million)	24 percent (1.7 million)	12 percent (0.5 million)
Difficulty with three or more ADLs [Note A]	8 percent (0.3 million)	70 percent (2.5 million)	23 percent (0.8 million)	30 percent (1 million)

Source: GAO analysis of 2012 Health and Retirement Study data. | GAO-15-601

Note: All estimates in this table have 95 percent confidence intervals within +/- 3.5 percentage points, except for the percentage of older adults with difficulty with three or more ADLs who received help with some activities (+/- 4.1) and who received help with all activities (+/- 3.7). The first three columns may not add to 100 percent, due to rounding.

Note A: Individuals with one or more ADLs may or may not have any number of IADLs. Those who have difficulties with multiple ADLs (such as dressing or bathing) are generally considered to have more severe conditions than those who have difficulties with IADLs (such as shopping or housework).

Enclosure V: GAO Contact and Staff Acknowledgements

GAO Contact

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Staff Acknowledgments

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