



ELDERLY NUTRITION PROGRAMS

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STATE ELDERLY NUTRITION PROGRAMS

The state's two elderly nutrition programs deliver meals in homes (e.g., "meals-on-wheels") and at congregate sites to individuals who meet certain criteria.

Meals for both programs must meet federal nutrition standards.

The programs are funded by a combination of federal and state dollars.

ISSUE

Provide information on the State's Aging and Social Services departments' elderly nutrition programs. Briefly describe the major elderly nutrition programs in Massachusetts, Rhode Island, and Vermont.

SUMMARY

Connecticut has two statewide elderly nutrition programs, one administered by the State Department on Aging (SDA) and the other by the Department of Social Services (DSS).

The SDA program, through the five Connecticut Area Agencies on Aging ([AAAs](#)), provides meals at over 200 congregate sites (known as [senior community cafés](#)) or delivers them to the homes of elderly people too frail to cook or travel to the congregate sites. In general, individuals must meet functional eligibility criteria to receive services. The meals are free to participants, although voluntary contributions are encouraged.

DSS administers the Connecticut Home Care Program for the Elderly (CHCPE), which provides home- and community-based services to frail elders as an alternative to nursing home care. The services include home-delivered, but not congregate, meals. Individuals must meet functional and financial eligibility criteria to receive services. A copyay may be required.

Meals provided by both programs must conform to the federal Older American Act's (OAA) nutrition standards. According to the federal [Administration on Aging](#), all meals must meet the [Dietary Guidelines for Americans](#) and provide at least



one-third of the [Dietary Reference Intakes](#) (e.g., nutrient requirements). Service providers may, within these standards, create meals that serve the needs of the people they serve.

The SDA program receives federal OAA funds and a partial state match. CHCPE is funded through a combination of federal and state grants.

Similar to Connecticut, Massachusetts, Rhode Island, and Vermont use federal OAA funds to administer elderly nutrition programs. Each state distributes funds through a primary access agency (like the SDA), which then distributes the money to regional agencies (such as AAAs) or contracts directly with service providers.

Each state also has at least one Medicaid or Medicaid-waiver program that provides elderly nutrition services. (Unlike traditional Medicaid, waiver programs allow states to expand eligibility and limit services to specific populations or geographic areas.) Medicaid and Medicaid-waiver programs are funded by the state with partial federal reimbursement.

In general, AAAs and Medicaid-waiver programs do not reimburse home-delivered meal providers for mileage. Like Connecticut's elderly nutrition programs, those in Massachusetts do not reimburse service providers separately for travel, mileage, or other associated costs. However, at least two Vermont AAAs appear to reimburse for mileage in limited circumstances.

SDA ELDERLY NUTRITION PROGRAM

SDA administers its program through the five regional [AAAs](#): [Eastern](#), [North Central](#), [South Central](#), [South Western](#), and [Western](#) Connecticut. These AAAs independently contract with elderly nutrition service providers to deliver meals to the homes of qualified seniors or in a congregate setting.

Eligibility for Meals

Eligibility differs based on whether the meal is delivered to the home or served at a congregate site. Eligibility may be restricted if an individual receives certain other elderly nutrition services. According to SDA, individuals may not receive, on the same day, a (1) home-delivered and congregate meal or (2) meal from SDA and from a state-funded program (i.e., CHCPE). Table 1 shows the people eligible for meals under the program.

Table 1: People Eligible for Home-Delivered and Congregate Meals

<i>Home-Delivered Meals</i>	<i>Congregate Meals</i>
<ul style="list-style-type: none"> • Individuals age 60 or older who are homebound because of illness or an incapacitating disability, or who are otherwise isolated • The spouse of an individual age 60 or older, regardless of age, if the receipt of the meal is in the best interest of the individual age 60 or older • Individuals with disabilities younger than age 60 who live at home with a person who also receives home-delivered meals 	<ul style="list-style-type: none"> • Individuals age 60 or older • The spouse of an eligible participant, regardless of age • Individuals with disabilities younger than age 60 who reside in housing facilities occupied primarily by older persons at which congregate services are provided • Individuals volunteering for the nutrition program during meal hours, at the option of the nutrition project and on the same basis as meals are provided to elderly participants • Individuals with disabilities who live at home and accompany older eligible individuals

Source: State Department on Aging

Total Meals and Individuals Served

Table 2 lists the total number of meals served by AAAs statewide for the past four years. FY 2015 data is not yet available.

As the table shows, the number of congregate meals served fell from 832,916 in 2011 to 748,042 in 2014. The number of individuals served at congregate meal sites also fell from 18,554 to 16,467 over the same period. With regard to home-delivered meals, the number of people receiving meals fell from 6,239 in 2011 to 6,194 in 2014, but the number of actual meals delivered in that time frame grew from 1,235,921 to 1,279,961. (Clients receiving home-delivered meals may receive more than one meal.)

Table 2: Number of Meals and Individuals Served by the SDA Elderly Nutrition Program

	2011	2012	2013	2014
Number of People who Received Congregate Meals	18,554	18,008	17,209	16,467
Number of Congregate Meals Served	832,916	811,055	775,709	748,042
Number of People who Received Home-Delivered Meals	6,239	6,340	6,314	6,194
Number of Home-Delivered Meals Served	1,235,921	1,258,156	1,278,797	1,279,961

Source: State Department on Aging

Per Meal Price and Contracted Rates for Services

Each AAA independently contracts with service providers for home-delivered and congregate meal services. The per-meal price varies depending on certain factors such as the program size (larger programs benefit from economies of scale); costs (e.g., a central kitchen or catering model); support levels (e.g., the number of volunteers or private donations); and participant contributions.

Using service-provider contracts, we calculated a weighted-average meal price for each AAA, listed in Table 3 below. (We are waiting for more information from two AAAs, and will update this report if we receive it.) Individual service-provider contracts are available upon request.

Table 3: Average Contracted Meal Rates for Regional AAAs

<i>Area Agency on Aging</i>	<i>Home-Delivered Meals (Average Contracted Price)</i>	<i>Congregate Meals (Average Contracted Price)</i>
Eastern	No data available	No data available
North Central	\$4.84	\$6.10
South Central	No data available	No data available
Southwestern	\$4.40	\$7.00
Western	\$4.03	\$7.08

Source: AAA Service Provider Contracts

Program Funding and Total State Costs

Funding comes primarily from the federal OAA (also called Title III C-1 and C-2 funds for congregate and home-delivered meals, respectively) and a partial matching contribution from the state. In addition, SDA receives a federal Department of Agriculture performance-based [Nutrition Services Incentive Program](#) (NSIP) grant and a social services block grant, which is allocated to SDA by DSS (see Table 4).

Table 4: Funding Amounts and Sources for SDA's Elderly Nutrition Program

	2011	2012	2013	2014	2015
Federal Title III C-1 Funds (Congregate Meals)	\$5,241,542	\$5,241,542	\$5,241,542	\$5,241,542	\$5,241,542
Federal Title III C-2 Funds (Home-Delivered Meals)	\$2,533,609	\$2,564,007	\$2,402,675	\$2,508,765	\$2,487,455
Federal NSIP funds	\$1,504,816	\$1,423,479	\$1,341,616	\$1,460,498	\$1,502,950
State Nutrition funds	\$2,495,942	\$2,313,688	\$2,495,942	\$2,508,482	\$2,508,482

Table 4 (continued)

	2011	2012	2013	2014	2015
OAA State Nutrition Match	\$150,327	\$150,237	\$142,811	\$143,681	\$143,682
Social Services Block Grant Funds	\$0	\$182,254	\$500,000	\$291,975	\$450,000
Total Annual Funding	\$11,926,236	\$11,875,207	\$12,124,586	\$12,154,943	\$12,334,021

Source: State Department on Aging

These funds are distributed by SDA to the AAAs based on OAA, NSIP, and state funding formulas. In addition, each AAA may ask participants for a suggested contribution, usually ranging up to a few dollars. Annual reports, which detail each AAA's individual funding, are available from their respective websites.

CHCPE

CHCPE is a Medicaid waiver and state-funded program that provides home and community-based services, including home-delivered meals, for qualified individuals age 65 and older as an alternative to institutionalization. The program is administered by DSS.

Eligibility and Category Descriptions

CHCPE clients fall into one of five categories. Eligibility and levels of support for the categories vary. While all five categories provide nutrition services, only categories 1, 2, 3, and 5 serve elderly constituents. (Category 4 provides intermediate home care for individuals under age 65 with a degenerative neurological condition who are ineligible for Medicaid.)

Category 1 provides limited home care for moderately frail elders. It is open to elderly individuals at risk of hospitalization or short-term nursing home placement. There is no individual income limit; asset limits are \$35,766 for individuals or \$47,688 for couples.

Category 2 provides intermediate home care for very frail elders with some assets above the Medicaid limits. It is open to elderly individuals in need of short or long-term nursing home care. It has no income limit; asset limits are \$35,766 for individuals or \$47,688 for couples.

Category 3 provides extensive home care for very frail elders who would otherwise be in a nursing home on Medicaid. It is open to individuals in need of long-term nursing home care. There is an income limit of \$2,199 per month and asset limits of \$1,600 for a couple (if both people are CHCPE clients) or \$25,444 if one spouse is a CHCPE client. (If one spouse enters CHCPE, the other spouse may keep certain assets, called the community spouse protected amount.)

Category 5 provides limited home care for moderately frail elders. It is open to elderly individuals who are at risk of hospitalization or short-term nursing home placement and who receive certain types of Medicaid. It has income limits of \$1,472 and asset limits of \$1,600 per person.

(Categories 2, 3, and 5 are currently open and accepting applicants. [PA 15-5, June Sp. Sess., § 383](#) freezes access to Category 1 for FY 16 and FY 17 while Category 4 is limited to 100 slots and is currently wait-listing applicants.)

Table 5 lists the number of active CHCPE clients as of September 2015. Over 16,000 clients were active in categories 1, 2, 3, 5. (Category 4, which is not included in this total, had 94 active clients). Not every active client receives nutrition services.

Table 5: Active CHCPE Clients by Category as of September 2015

Regions	Category 1	Category 2	Category 3	Category 5	Total
(3) Eastern	74	198	1129	35	1436
(4) North Central	364	686	3687	315	5052
(5) North Western	114	388	1479	15	1996
(2) South Central	242	496	2360	85	3183
(1) Southwestern	20	298	2150	50	2518
(5) Western	38	112	948	44	1142
Subtotal	852	2178	11753	544	15327
Programs					
Self-Directed	38	43	104	17	202
Private Asst. Living	7	91	19	0	117
Other Asst. Living	81	162	206	5	454
Subtotal	126	296	329	22	773
Totals	978	2474	12082	566	16100

Source: Department of Social Services. Regions are presented in alphabetical order with the region number in parenthesis. Region 5 is divided into two sub-regions, Western (which services Waterbury) and North Western (which services the other towns in the region).

Total Meals and Individuals Served

DSS contracts with service providers to deliver meals to clients' homes. DSS serves an estimated 1,319,556 meals each year, at an approximate cost of \$10,795,517. The number of unique individuals served is not clear. The department provided specific data for August 2015. Table 6 lists the total meals served for categories 1, 2, 3, and 5.

Table 6: Total CHCPE Meals Served in Categories 1, 2, 3, and 5, August 1 – 31, 2015

Meal Type	Total Number of Meals	CHCPE Category
Single Meal	852	1
Double Meal (one hot and one cold)	3,560	1
Single Meal	3,025	2
Double Meal (one hot and one cold)	8,053	2
Single Meal	13,574	3
Double Meal (one hot and one cold)	75,004	3
Single Meal	588	5
Double Meal (one hot and one cold)	5,307	5
Total	109,963	

Source: Department of Social Services

Per Meal Price and Contracted Rates

According to DSS, CHCPE reimburses service providers for home-delivered meals [at the Medicaid rates](#) of between \$4.84 (for a single hot meal) and \$8.85 (for one hot and one cold meal). They are not reimbursed separately for mileage or other related delivery costs (see below).

Program Funding and Total State Costs

According to DSS, the total estimated meal cost for individuals in categories 1 and 2 is \$1,453,506.24. Both categories are funded by the state, but individuals in these categories may be required to pay for a portion of the costs of services they receive.

The total meal cost for individuals in categories 3 and 5 is \$ \$9,342,011.04, which is funded by the state with a 50% federal reimbursement. (Categories 3 and 5 are Medicaid-waiver and Medicaid programs, respectively.)

According to DSS, the data from Table 6 above can be extrapolated for a yearly estimate. Table 7 provides the annual estimates based on the data from August 2015.

Table 7: Estimated Annual Meals and Costs for CHCPE Categories 1, 2, 3, and 5.

<i>Meal Type</i>	<i>Estimated Annual Meals</i>	<i>Estimated Annual Cost</i>	<i>CHCPE Category</i>
Single Meal	10,224	\$49,484.16	1
Double Meal (one hot and one cold)	42,720	\$377,753.64	1
Single Meal	36,300	\$175,692.00	2
Double Meal (one hot and one cold)	96,636	\$850,576.44	2
Single Meal	162,888	\$788,377.92	3
Double Meal (one hot and one cold)	900,048	\$7,955,912.16	3
Single Meal	7,056	\$34,151.04	5
Double Meal (one hot and one cold)	63,684	\$563,569.92	5
Total	1,319,556	\$10,795,517	

Source: Department of Social Services

SERVICE PROVIDERS

SDA Elderly Nutrition Program

We contacted each AAA for a list of their FY 15 service providers. Table 8 lists these providers.

Table 8: Contracted Service Providers by Regional AAA

		<i>Providers</i>	
		<i>Home-Delivery</i>	<i>Congregate</i>
Connecticut Regional Area Agency on Aging	<i>Eastern</i>	<ul style="list-style-type: none"> • TVCCA • Estuary Council of Seniors, Inc. • CW Resources, Inc. 	<ul style="list-style-type: none"> • TVCCA • Estuary Council of Seniors, Inc. • CW Resources, Inc.
	<i>North Central</i>	<ul style="list-style-type: none"> • CRT ENP • HOH Manna Wknd ENP • City of Hartford ENP 	<ul style="list-style-type: none"> • CRT ENP • HOH Manna Wknd ENP • City of Hartford ENP
	<i>South Central</i>	No data available	No data available
	<i>South Western</i>	<ul style="list-style-type: none"> • Catholic Charities of Fairfield • CW Resources, Inc. 	<ul style="list-style-type: none"> • Catholic Charities of Fairfield • CW Resources, Inc.
	<i>Western</i>	<ul style="list-style-type: none"> • New Opportunities • LH City of Torrington • CW Resources, Inc. 	<ul style="list-style-type: none"> • New Opportunities • LH City of Torrington • CW Resources, Inc.

Source: AAA Service Provider Contracts

CHCPE

DSS contracts with four access agencies to assess what services CHCPE participants may need and develop individualized care plans with them and their families. Three of the access agencies are also AAAs (Western, South Western, and South Central), while the fourth, [Connecticut Community Care](#), is a nonprofit entity.

Direct client services, other than care management, are administered by service providers registered with DSS and credentialed by Allied Community Resources. According to DSS, there are over 100 service providers.

MILEAGE AND TRAVEL REIMBURSEMENT

In general, AAAs and Medicaid-waiver programs do not reimburse home-delivered meal providers for mileage.

According to DSS, providers of home-delivered meals through the CHCPE program are not reimbursed separately for mileage, although the per-meal rate may incorporate a mileage component. Stephanie Marino, the State Department on Aging program manager, confirmed that the meal rate for the State Department of Aging Elderly Nutrition Program is all inclusive, and there is no separate reimbursement for mileage, travel, or other associated costs.

Connecticut AAAs contract with meal providers on a per meal basis and often rely on volunteers for meal delivery. Although meal providers may use a combination of compensated and volunteer drivers, any compensation is negotiated at the program and not the state level.

The OAA provides [Title III-B funds](#), which can pay for transporting seniors to congregate meal sites, among other places.

ELDERLY NUTRITION PROGRAMS IN THREE STATES

Massachusetts

Massachusetts has two elderly nutrition programs, the Elderly Nutrition Program and the MA Frail Elder Medicaid-Waiver Program.

[The Massachusetts Elderly Nutrition Program](#) offers [home-delivered and congregate meals](#) to elderly individuals, according to the Massachusetts Executive Office of Elder Affairs website. No [income or asset test is required](#), and the program is funded at least in part through the federal OAA. We were unable to verify whether there were additional NSIP or state funds.

According to Medicaid.gov, [Massachusetts' MA Frail Elder Medicaid Waiver-Program](#) provides home-delivered meals to individuals age 65 and older (or individuals age 60 and older with disabilities).

Neither program reimburses for mileage or travel expenses. Massachusetts AAAs use a competitive bid process to contract with providers of home-delivered meals. The bid price reflects all costs, including mileage and travel, according to Shirley Chao, Director of Nutrition at the Massachusetts Executive Office of Elder Affairs.

Rhode Island

Rhode Island has two elderly nutrition programs, the Ocean State Senior Dining Program and Meals on Wheels Rhode Island.

The [Ocean State Senior Dining Program](#) provides congregate meals at more than 75 sites, according to the Rhode Island Department of Human Services' Elderly Affairs Division. Meals are provided by one of five Rhode Island Senior Nutrition Program service providers, which contract independently with the state and receive funding based on the percentage of meals served in the prior fiscal year. The program receives approximately \$1.5 million from Title III and NSIP, and approximately \$40,000 from the state General Fund.

[Meals on Wheels of Rhode Island](#), the state's only home-delivery program, provides lunches to seniors who meet certain functional eligibility criteria. The program is funded through the OAA and the state. According to a Meals on Wheels official, of the approximately \$2.2 million operating budget, roughly 38% comes from OAA, 8.2% from NSIP, 24% from the state, 16% from client donations, and 15% from services billed to Medicaid.

According to Medicaid.gov, "[RIte Care](#)," a Medicaid-waiver demonstration program, provides plan enrollees with nutrition services.

Vermont

Vermont has at least two elderly nutrition programs, the Senior Food and Nutrition Program and Choices for Care.

Vermont's [Senior Food and Nutrition Program](#) offers home-delivered and congregate meals to seniors and is funded by OAA. The program's OAA funding is approximately \$1.1 million for home-delivered meals and \$2 million for congregate meals, according to a Vermont Division of Disability and Aging Services official. The official was not able to confirm the extent of NSIP or state matching funds.

The official also noted that Vermont spends approximately \$450,000 from its General Fund on home-delivered meals. This meal program is distinct from the Senior Food and Nutrition Program.

At least two of Vermont's five AAAs reimburse separately for mileage and travel. According to an official from the Vermont Northeast Kingdom Council on Aging, it reimburses providers at the federal reimbursement rate of 57.5 cents per mile. Funds come from the general operating budget, and neither state nor OAA funds are explicitly allocated for mileage reimbursement.

According to an official at the Southwestern Vermont Council on Aging, the council also provides some mileage reimbursement. Most meals are delivered through volunteers or paid staff (i.e., staff on the payroll who deliver meals as part of their duties). This council contracts with two providers; one of which is reimbursed a flat rate of 50 cents per mile, and the other at a flat rate regardless of the miles traveled. (The official declined to share the contracted amount.)

Two other Vermont AAAs either do not reimburse for mileage and travel or reimburse only under certain circumstances (e.g., when a full-time employee filling in to deliver a meal would be reimbursed for his or her excess mileage).

We contacted the fifth Vermont AAA, and will update this report if we receive additional information.

Vermont's Medicaid program, [Choices for Care](#), provides some nutritional services through adult day centers, but elderly nutrition services are provided mostly through the Senior Food and Nutrition Program, according to a Choices for Care official.

RESOURCES

The following resources are listed in the order in which they appear in the report.

Connecticut Association of Agencies on Aging, <http://www.ctagenciesonaging.org/>, last visited October 8, 2015.

State Department on Aging, *Senior Community Cafés*, <http://www.ct.gov/agingservices/cwp/view.asp?a=2512&q=313040>, last visited October 8, 2015.

U.S. Department of Health and Human Services, Administration for Community Living, http://www.aoa.gov/AoA_Programs/HPW/Nutrition_Services/index.aspx#nutrition, last visited October 8, 2015.

Office of Disease Prevention and Health Promotion, *Dietary Guidelines*, <http://health.gov/dietaryguidelines/>, last visited October 8, 2015.

U.S. Department of Agriculture, *Dietary Reference Intakes*, <http://fnic.nal.usda.gov/dietary-guidance/dietary-reference-intakes>, last visited October 8, 2015.

Senior Resources Agency on Aging, <http://www.seniorresourcesec.org/>, last visited October 8, 2015.

North Central Area Agency on Aging, <http://www.ncaact.org/>, last visited October 8, 2015.

Area Agency on Aging of South Central Connecticut, <https://www.aoascc.org/>, last visited October 8, 2015.

Southwestern CT Area Agency on Aging and Independent Living, <http://www.swcaa.org/>, last visited October 8, 2015.

Western Connecticut Area Agency on Aging and Disability Resources Center, <http://www.wcaaa.org/>, last visited October 8, 2015.

U.S. Department of Agriculture, *Nutrition Services Incentive Program (NSIP)*, <http://www.fns.usda.gov/nsip/nutrition-services-incentive-program-nsip>, October 8, 2015.

Connecticut Department of Social Services, *Provider Fee Schedule Download*, <https://www.ctdssmap.com/CTPortal/Provider/ProviderFeeScheduleDownload/tabid/54/Default.aspx>, last visited October 8, 2015.

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