

Money Follows the Person: State Transitions as of December 31, 2019

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Overview

The Money Follows the Person (MFP) demonstration, established by Congress through Section 6071 of the Deficit Reduction Act of 2005, enables state Medicaid programs to help Medicaid beneficiaries who live in institutions to transition into the community and gives people with disabilities and older adults more choice in deciding where to live and receive long-term services and supports (LTSS).¹ The MFP program was extended through federal fiscal year (FY) 2016 through the Patient Protection and Affordable Care Act. Congress also authorized a series of short-term funding extensions in 2019 and 2020.

MFP was designed with four goals:

- Increase the use of home and community-based services (HCBS) and reduce the use of institutionally-based services
- Eliminate barriers in state law, state Medicaid plans, and state budgets that restrict the use of Medicaid funds so that Medicaid-eligible people can receive support for appropriate and necessary LTSS in the settings of their choice
- Strengthen the ability of Medicaid programs to provide HCBS to people who choose to transition out of institutions
- Establish procedures to provide quality assurance and improve HCBS

To be eligible, participants must be Medicaid beneficiaries residing in an inpatient facility (such as a hospital, nursing facility, or intermediate care facility for people with intellectual disability) for 90 days or more, not counting short-term rehabilitation days.² Participants must move to a qualified residence in the community, which includes homes either owned or leased by the participant or a family member, apartments, and small group homes. After transitioning to a qualified residence in the community, participants are eligible for MFP services for 365 days.

States may choose the populations and types of facilities on which to focus their MFP transition efforts. Grantee states are primarily transitioning four targeted populations: (1) older adults; (2) people with physical disabilities; (3) people with intellectual or developmental disabilities; and (4) people with severe mental illness. Some MFP programs also serve other targeted populations, such as people with traumatic brain injury and people with HIV/AIDS.

MFP grantee states report on the number of transitions in a semiannual progress report to the Centers for Medicare & Medicaid Services (CMS). This brief relies on self-reported data provided through these semiannual reports to present state transitions as of December 31, 2019. The progress reports are designed to capture information on states' progress toward their annual goals to transition eligible people to the

¹ More information on the MFP program is available at <https://www.medicaid.gov/medicaid/long-term-services-supports/money-follows-person/index.html>.

² An inpatient facility can also include an institution for mental diseases, but only to the extent that there is Medicaid coverage for the services provided by the institution.

community and increase state Medicaid support for community-based LTSS. The reports also capture information on states' progress and challenges encountered in all dimensions of the program. MFP programs differ in program design, infrastructure, service capacity, and experience implementing transition programs for older adults and people with disabilities.

Methods

We used MFP grantees' semiannual progress reports for the second period of 2019 (which covers progress from July to December 2019) to present transitions during 2019 and cumulative transitions since the start of the program. If a state was missing Period 2 2019 reports, we used information from the latest reporting period available to summarize cumulative transitions. For the calendar year 2019 transitions total, we did not include states that had not submitted a Period 1 or Period 2 semiannual report for 2019 as of June 2020.³ We also included information provided by CMS on the states that have closed out or plan to close out programs (as of June 2020).

MFP transitions

Transitions in 2019

This section presents transitions that took place during calendar year 2019. As of the end of calendar year 2019, MFP grantee states had transitioned a total of 4,173 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS (Table 1).

Transition numbers declined by 46 percent from calendar year 2018 to calendar year 2019, from 7,671 transitions reported in 2018 to 4,173 in 2019.⁴ This decline in transitions from 2018 to 2019 might be attributable to a number of factors, including data gaps or errors and MFP programs slowing down or ceasing operations over time.⁵ In total, six states and the District of Columbia (Delaware, Illinois, Kansas, New Hampshire, Tennessee, and Virginia) submitted reports but reported zero transitions in 2019; of these states, all except Tennessee indicated plans to close out their program in 2020. The District of Columbia, Tennessee, and Virginia represented a combined total of 443 transitions in 2018, while the remaining four did not report transitions in 2018.

In 2019, two target populations—people with physical disabilities and older adults—represented more than three-quarters of all transitions (38 percent each). These were followed by people with intellectual or developmental disabilities (12 percent), people categorized as other (8 percent), and people with mental illness (4 percent).⁶ People with physical disabilities and older adults also comprised the majority of MFP

³ Of the 44 states and the District of Columbia listed in Table 1, three states (Massachusetts, Michigan, and Oregon) had not submitted either a Period 1 or Period 2 report for 2019; all remaining states submitted reports for both periods in 2019. Massachusetts indicated it intended to close out its program by September 30, 2020, Michigan closed out its program in 2020, and Oregon suspended program operations in 2010 and later rescinded its grant award.

⁴ In addition to MFP, states can also operate other transition programs. The data in this report (based on states' MFP semiannual reports) might be an undercount of all transitions in the state and do not include transitions funded through other Medicaid and non-Medicaid sources.

⁵ Delaware, Illinois, Kansas, Massachusetts, Michigan, Mississippi, Nebraska, New Hampshire, and Virginia intend to or will have closed out their program by the end of 2020.

⁶ The "other" category includes populations such as people with HIV/AIDS, traumatic brain injuries, and multiple chronic conditions who are residing in qualified inpatient facilities.

transitions in 2018 (74 percent), followed by people with intellectual or developmental disabilities (16 percent), people with mental illness (8 percent), and people categorized as other (2 percent).

In addition, of the 42 states reporting in Period 1 and Period 2 2019, the majority of MFP transitions were concentrated in a small subset of the states. In 2019, 15 states accounted for 86 percent of transitions, and the top five states (Connecticut, New York, Pennsylvania, New Jersey, and Louisiana) accounted for just under half (45 percent) of all transitions.

Cumulative Transitions over Time

This section provides an overview of cumulative transitions that have taken place since MFP began in 2008. From the time transitions began in 2008 to the end of 2019, states had transitioned 101,540 people to community living through MFP (Table 2).

The number of cumulative transitions greatly varies across states. Variation in program size reflects differences in program start dates and design, a state's history with transition programs, program infrastructure and capacity, state population size, and the availability of affordable and accessible housing, among other factors. The number of cumulative transitions ranged from a low of 143 reported by Maine and 157 reported by South Carolina to the two highest total transitions of 13,207 reported by Ohio and 13,114 reported by Texas. Similar to transitions in 2019, most MFP transitions are concentrated in a subset of the 44 grantees states. As of December 2019, 15 states represented about 78 percent of cumulative transitions, and the top five states (Connecticut, Ohio, Tennessee, Texas, and Washington) accounted for slightly less than half (45 percent) of all cumulative transitions.

Comparing the 15 states that represented the majority of transitions in 2019 with states that have the greatest cumulative transitions totals reveals significant overlap. Of the 15 states with highest 2019 transitions, 9 were also among those with the highest cumulative transitions through the end of 2019 (Ohio, Texas, Washington, Connecticut, Georgia, New York, Pennsylvania, Louisiana, and New Jersey).

Similar to calendar year 2019, two target populations—people with physical disabilities and older adults—represented almost three-quarters of all cumulative transitions. People with intellectual or developmental disabilities make up the next largest target population (12 percent of transitions in 2019).

Table 1. Calendar year 2019 transitions by target population and total, as of December 31, 2019

| State | Total | Older adults | PD | ID/DD | MI | Other |
|-----------------------------------|--------------|--------------|--------------|------------|------------|------------|
| Total | 4,173 | 1,603 | 1,568 | 497 | 172 | 333 |
| Alabama | 55 | 34 | 21 | 0 | 0 | 0 |
| Arkansas | 30 | 3 | 10 | 17 | 0 | 0 |
| California | 153 | 75 | 78 | 0 | 0 | 0 |
| Colorado | 104 | 11 | 54 | 1 | 7 | 31 |
| Connecticut | 502 | 212 | 190 | 23 | 77 | 0 |
| Delaware ^a | 0 | 0 | 0 | 0 | 0 | 0 |
| District of Columbia ^b | 0 | 0 | 0 | 0 | 0 | 0 |
| Georgia | 216 | 86 | 114 | 3 | 13 | 0 |
| Hawaii | 81 | 50 | 31 | 0 | 0 | 0 |
| Idaho | 95 | 32 | 42 | 20 | 1 | 0 |
| Illinois ^c | 0 | 0 | 0 | 0 | 0 | 0 |
| Indiana | 9 | 7 | 2 | 0 | 0 | 0 |
| Iowa | 14 | 0 | 0 | 10 | 0 | 4 |
| Kansas ^d | 0 | 0 | 0 | 0 | 0 | 0 |
| Kentucky | 7 | 2 | 3 | 0 | 0 | 2 |
| Louisiana | 271 | 118 | 122 | 31 | 0 | 0 |
| Maine | 10 | 3 | 5 | 0 | 0 | 2 |
| Maryland | 187 | 69 | 107 | 5 | 2 | 4 |
| Massachusetts ^e | NR | NR | NR | NR | NR | NR |
| Michigan ^f | NR | NR | NR | NR | NR | NR |
| Minnesota | 106 | 7 | 12 | 16 | 0 | 71 |
| Mississippi ^g | 65 | 31 | 28 | 5 | 1 | 0 |
| Missouri | 91 | 42 | 49 | 0 | 0 | 0 |
| Montana | 4 | 1 | 2 | 0 | 1 | 0 |
| Nebraska ^h | 13 | 5 | 7 | 1 | 0 | 0 |
| Nevada | 32 | 13 | 19 | 0 | 0 | 0 |
| New Hampshire ⁱ | 0 | 0 | 0 | 0 | 0 | 0 |
| New Jersey | 291 | 78 | 138 | 75 | 0 | 0 |
| New York | 453 | 159 | 182 | 32 | 0 | 80 |
| North Carolina | 148 | 35 | 43 | 70 | 0 | 0 |
| North Dakota | 35 | 5 | 20 | 8 | 0 | 2 |
| Ohio | 222 | 122 | 35 | 0 | 65 | 0 |
| Oklahoma | 5 | 1 | 4 | 0 | 0 | 0 |
| Oregon ^j | NR | NR | NR | NR | NR | NR |
| Pennsylvania | 355 | 145 | 63 | 10 | 0 | 137 |
| Rhode Island | 47 | 28 | 19 | 0 | 0 | 0 |
| South Carolina | 13 | 11 | 2 | 0 | 0 | 0 |

| State | Total | Older adults | PD | ID/DD | MI | Other |
|------------------------|-------|--------------|----|-------|----|-------|
| South Dakota | 22 | 3 | 9 | 10 | 0 | 0 |
| Tennessee ^k | 0 | 0 | 0 | 0 | 0 | 0 |
| Texas | 146 | 40 | 32 | 74 | 0 | 0 |
| Vermont | 54 | 43 | 11 | 0 | 0 | 0 |
| Virginia ^l | 0 | 0 | 0 | 0 | 0 | 0 |
| Washington | 232 | 84 | 58 | 85 | 5 | 0 |
| West Virginia | 25 | 10 | 15 | 0 | 0 | 0 |
| Wisconsin | 80 | 38 | 41 | 1 | 0 | 0 |

Source: MFP Grantee Semiannual Reports, Period 1 and Period 2 2019, and updated information provided by CMS on which states have or plan to close out programs (as of June 2020).

Note: Transition numbers are self-reported by MFP state grantees and have not been validated by CMS.

^a Delaware did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated it intended to close out its program on or before September 30, 2020.

^b The District of Columbia did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports.

^c Illinois did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated in its 2019 Semiannual Period 1 report that it stopped accepting new referrals as of July 1, 2017 and has also indicated it intended to close out its program on or before September 30, 2020.

^d Kansas did not report any transitions in the 2019 Semiannual Period 1 and 2 reports. The state indicated it intended to close out its program on or before September 30, 2020.

^e Massachusetts did not submit a 2019 Period 1 or Period 2 report. The state indicated it intended to close out its program on or before September 30, 2020.

^f Michigan did not submit a 2019 Semiannual Period 1 or Period 2 report. The state closed out its program in 2020.

^g Mississippi indicated it intended to close out its program on or before September 30, 2020.

^h Nebraska indicated it intended to close out its program on or before September 30, 2020.

ⁱ New Hampshire did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated it intended to close out its program on or before September 30, 2020.

^j Oregon suspended program operations in 2010 and later rescinded its grant award.

^k Tennessee did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports.

^l Virginia did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated it intended to close out its program on or before September 30, 2020.

ID/DD = intellectual or developmental disabilities; MI = mental illness; PD = physical disabilities; NR = not reported

Table 2. Cumulative transitions by target population and total, as of December 31, 2019

| State | Total | Older adults | PD | ID/DD | MI | Other |
|-----------------------------------|----------------|---------------|---------------|---------------|--------------|--------------|
| Total | 101,540 | 36,625 | 38,961 | 16,199 | 7,436 | 2,319 |
| Alabama | 354 | 260 | 94 | 0 | 0 | 0 |
| Arkansas ^a | 899 | 165 | 274 | 459 | 1 | 0 |
| California | 4,290 | 1,365 | 1,667 | 1,083 | 89 | 86 |
| Colorado | 581 | 39 | 230 | 51 | 58 | 203 |
| Connecticut | 5,754 | 2,575 | 2,330 | 313 | 536 | 0 |
| Delaware ^b | 328 | 116 | 175 | 29 | 8 | 0 |
| District of Columbia ^c | 319 | 139 | 74 | 106 | 0 | 0 |
| Georgia | 4,328 | 935 | 2,484 | 653 | 256 | 0 |
| Hawaii | 733 | 422 | 296 | 15 | 0 | 0 |
| Idaho | 665 | 260 | 240 | 130 | 35 | 0 |
| Illinois ^d | 3,177 | 795 | 982 | 324 | 1,076 | 0 |
| Indiana ^e | 2,130 | 1,204 | 622 | 111 | 193 | 0 |
| Iowa | 769 | 0 | 0 | 669 | 0 | 100 |
| Kansas ^f | 1,728 | 422 | 975 | 274 | 0 | 57 |
| Kentucky | 760 | 223 | 236 | 203 | 10 | 88 |
| Louisiana | 3,109 | 1,375 | 1,226 | 508 | 0 | 0 |
| Maine | 143 | 56 | 61 | 0 | 0 | 26 |
| Maryland | 3,466 | 1,619 | 1,413 | 333 | 0 | 101 |
| Massachusetts ^g | 2,151 | 1,002 | 965 | 54 | 130 | 0 |
| Michigan ^h | 2,979 | 1,470 | 1,509 | 0 | 0 | 0 |
| Minnesota | 614 | 76 | 89 | 47 | 49 | 353 |
| Mississippi ⁱ | 616 | 147 | 221 | 245 | 3 | 0 |
| Missouri | 1,981 | 565 | 969 | 407 | 0 | 40 |
| Montana | 168 | 58 | 65 | 21 | 24 | 0 |
| Nebraska ^j | 677 | 316 | 269 | 70 | 0 | 22 |
| Nevada | 424 | 147 | 248 | 29 | 0 | 0 |
| New Hampshire ^k | 308 | 125 | 121 | 15 | 3 | 44 |
| New Jersey | 2,943 | 997 | 987 | 959 | 0 | 0 |
| New York | 3,946 | 1,169 | 1,225 | 617 | 0 | 935 |
| North Carolina | 1,190 | 332 | 373 | 485 | 0 | 0 |
| North Dakota | 490 | 114 | 203 | 153 | 0 | 20 |
| Ohio | 13,207 | 2,185 | 4,228 | 1,965 | 4,829 | 0 |
| Oklahoma | 800 | 161 | 323 | 313 | 0 | 3 |
| Oregon ^l | 306 | 105 | 144 | 50 | 0 | 7 |
| Pennsylvania | 3,625 | 1,975 | 1,055 | 361 | 0 | 234 |
| Rhode Island | 426 | 255 | 171 | 0 | 0 | 0 |
| South Carolina | 157 | 88 | 69 | 0 | 0 | 0 |

| State | Total | Older adults | PD | ID/DD | MI | Other |
|------------------------|--------|--------------|-------|-------|-----|-------|
| South Dakota | 176 | 33 | 81 | 62 | 0 | 0 |
| Tennessee ^m | 4,940 | 2,484 | 2,223 | 233 | 0 | 0 |
| Texas | 13,114 | 5,048 | 4,955 | 3,111 | 0 | 0 |
| Vermont | 421 | 300 | 121 | 0 | 0 | 0 |
| Virginia ⁿ | 1,433 | 258 | 289 | 886 | 0 | 0 |
| Washington | 8,505 | 4,248 | 3,493 | 629 | 135 | 0 |
| West Virginia | 399 | 173 | 226 | 0 | 0 | 0 |
| Wisconsin | 2,011 | 824 | 960 | 226 | 1 | 0 |

Source: MFP Grantee Semiannual Reports and updated information provided by CMS on which states have or plan to close out programs (as of June 2020).

Note: Transition numbers are self-reported by MFP state grantees and have not been validated by CMS.

^a A comparison of 2019 Semiannual Period 1 and Period 2 reports show that Arkansas reported 899 cumulative transitions for both Period 1 and Period 2; the state reported 20 transitions occurred in 2019 Period 2, and the state reports, "Totals have been inaccurate for several report periods."

^b Delaware did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated it intended to close out its program on or before September 30, 2020.

^c A comparison of the 2019 Period 1 and Period 2 reports show that the District of Columbia reported differing cumulative transitions in Period 1 and Period 2; the District of Columbia did not report adding any transitions between Periods 1 and 2. The Period 2 report cumulative transitions were included in this table.

^d Illinois did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated in its 2019 Semiannual Period 1 report that it stopped accepting new referrals as of July 1, 2017 and has also indicated it intended to close out its program on or before September 30, 2020.

^e Indiana reported a cumulative transition total of 2,130 in its 2019 Semiannual Period 2 report, increasing by 2 from 2018. In its 2019 Semiannual Period 2 report, Indiana reported 2 transitions during Period 1 and 7 transitions during period 2, for a total of 9 transitions in 2019.

^f Kansas did not report any transitions in the 2019 Semiannual Period 1 and 2 reports. The cumulative totals are based on the 2018 Period 2 Semiannual report. The state indicated it intended to close out its program on or before September 30, 2020.

^g Massachusetts did not submit a 2019 Semiannual Period 1 or Period 2 report. The state indicated it intended to close out its program on September 30, 2020. Cumulative totals are based on the 2018 Period 1 Semiannual report.

^h Michigan did not submit a 2019 Semiannual Period 1 or Period 2 report. The state indicated it intended to close out its program on or before September 30, 2020. The cumulative totals are based on the 2018 Period 2 Semiannual report.

ⁱ Mississippi indicated it intended to close out its program on or before September 30, 2020.

^j Nebraska indicated it intended to close out its program on or before September 30, 2020.

^k New Hampshire did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated it intended to close out its program on or before September 30, 2019. The cumulative totals are based on the 2018 Period 2 Semiannual report.

^l Oregon suspended program operations in 2010 and later rescinded its grant award. Cumulative totals are based on data reported from "Money Follows the Person Demonstration: Overview of State Grantee Progress, January to December 2016," Final report submitted to the Centers for Medicare and Medicaid Services. Cambridge, MA: Mathematica Policy Research, September 25, 2017. Available at <https://www.mathematica.org/our-publications-and-findings/publications/money-follows-the-person-demonstration-overview-of-state-grantee-progress-january-to-december-2016>.

^m Tennessee did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The cumulative totals are based on the 2018 Period 2 Semiannual report.

ⁿ Virginia did not report any transitions in the 2019 Semiannual Period 1 and Period 2 reports. The state indicated it intended to close out its program on September 30, 2020. The cumulative totals are based on the 2018 Period 2 report.

ID/DD = intellectual disabilities/ developmental disabilities; MI = mental illness; PD = physical disabilities

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