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House File 2463

Analysis of the Meal Programs Coordinated Through the Area Agencies on Aging

December 15, 2014

Prepared by the Iowa Department on Aging

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House File 2463 Mandate

During its 2014 session, Iowa's 85th General Assembly passed House File 2463, which was subsequently signed into law by Governor Branstad. House File 2463 mandates "the Department on Aging shall analyze the meal programs coordinated through the Areas Agencies on Aging and shall submit its findings by December 15, 2014 to the persons designated in this Act for submission of reports."

Nutrition Program Background and Requirements

The Nutrition Program coordinated by Iowa's Area Agencies on Aging is governed by the Older Americans Act. The Nutrition Program services include home delivered meals, congregate meals, nutrition education, and nutrition counseling. The Older Americans Act of 1965 mandates the coordination of a service delivery system that assists older Americans to remain independent and in their own homes and communities.

The Nutrition Program coordinated by Iowa's AAAs is governed by the *Older Americans Act*

The Older Americans Act is divided into several titles. Title III of the Older Americans Act mandates how states and Area Agencies on Aging shall coordinate and provide various home and community-based services including support services, congregate and home-delivered meals, and the caregiver support program. Subtitle C of Title III allocates federal funds to each State to administer a nutrition program. As stated in the Act, "[t]he purpose of the nutrition program is to:

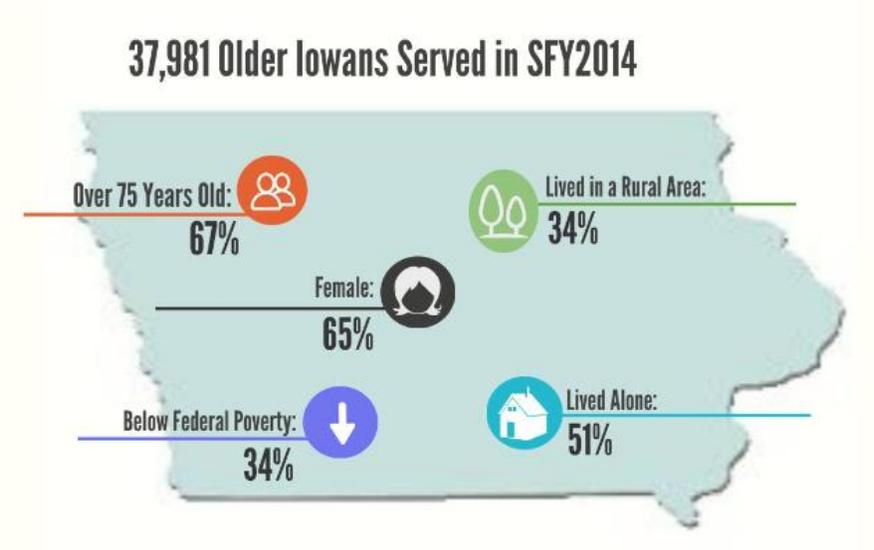
- Reduce hunger and food insecurity;
- Promote socialization of older individuals; and
- Promote the health and well-being of older individuals by assisting such individuals to gain access to nutrition and other disease prevention and health promotion services to delay the onset of adverse health conditions resulting from poor nutritional health or sedentary behavior."

(Older Americans Act, Title III, Part C, Section 330)

The Older Americans Act mandates that States that establish and operate a meal program pursuant to the Act adhere to several criteria. A full list of criteria is included with this Report in Appendix A – Older Americans Act Nutrition Program Criteria.

Consumers Served

Iowa’s six Area Agencies on Aging implement the Nutrition Program statewide. (Refer to Appendix B for a map and listing of Iowa’s Area Agencies on Aging.) The Nutrition Program’s primary services are home-delivered meals and congregate meals.



Targeting Mandates

The Older Americans Act mandates that all services be targeted and prioritized for individuals with the greatest economic and social need. Iowa’s Older Americans Act programs have and continue to excel in fulfilling this mandate.

- **Economic Need.** According to the Older Americans Act, economic need means the need resulting from an income level at or below the poverty line. Iowa’s Area Agencies on Aging have successfully targeted older Iowans in greatest economic need. Program data showed that in SFY2014, 34% of meal participants’ income was at or below the federal poverty level. For comparison, only 7% of Iowa’s 60+ population have income at or below the poverty level. Further, 25% of meal recipients indicated that they don’t always have enough money to buy the food they need.

Iowa’s 60+ Population at Poverty Level	Meal Participant Population at Poverty Level
7%	34%

- **Social Need.** The Older Americans Act defines social need as the need caused by non-economic factors including social or geographic isolation. The Nutrition Program’s success in targeting this population is evidenced in the chart below. Over half of meal participants are individuals living alone, compared to 30% of all Iowans aged 65+ living alone. Iowa’s Area Agencies on Aging have also made a concerted effort to target individuals residing in rural areas. Meal participants living in rural areas is 34%, a comparable statistic to the 41% of Iowa’s 60+ population living in rural areas.

Iowa’s 65+ Population Living Alone	Meal Participant Population Living Alone
30%	51%

Meal Program Trends

Declining Numbers of Meals Served and Participants: The home-delivered and congregate nutrition programs reach more lowans than any other service or program operated by the Area Agencies on Aging. In SFY2014, over 2.5 million meals were provided to nearly 38,000 older lowans. Despite the Nutrition Program’s significant reach, the program has experienced a decline in the number of meals served and number of individuals receiving meals.

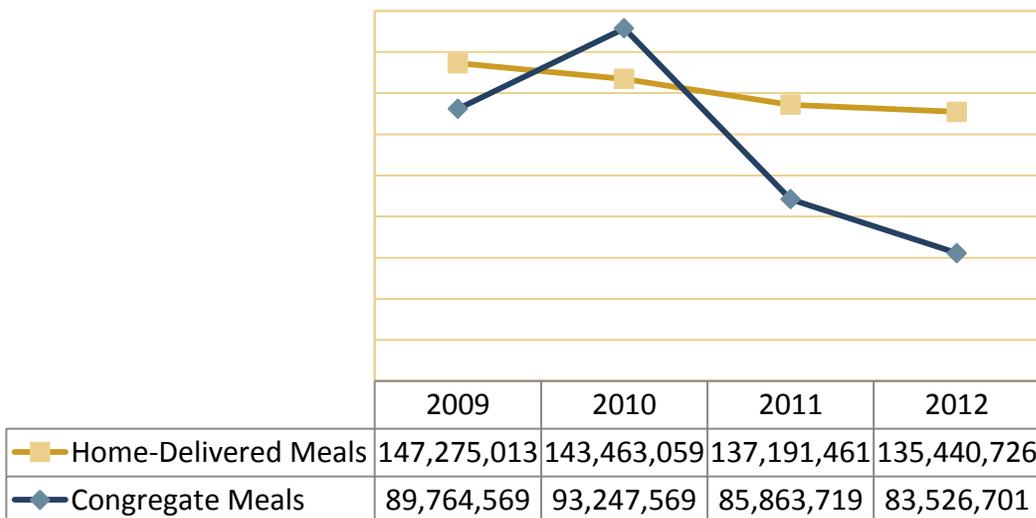
In the past three years, the number of congregate meals served declined by 17% while the number of home-delivered meals served declined by 7%. The number of individuals receiving congregate meals declined by 13% and the number of individuals receiving home-delivered meals declined by 14%.

Percentages based on data from SFY 2012 – SFY 2014

Type of Meal	Meals Served	Individuals Served
Congregate Meals	-17%	-13%
Home-Delivered Meals	-7%	-14%

The downward trend in meals served and individuals receiving meals is not unique to Iowa. National data also shows a continuing decrease of meals in both home-delivered and congregate settings.

Meal Served Nationally



Meal Site Closures: Simultaneously, meal site closures have increased. A total of 44 meal sites have closed in the past three years, with 23 of those closures occurring in 2014. Refer to Appendix C for a complete listing of meal site closures.

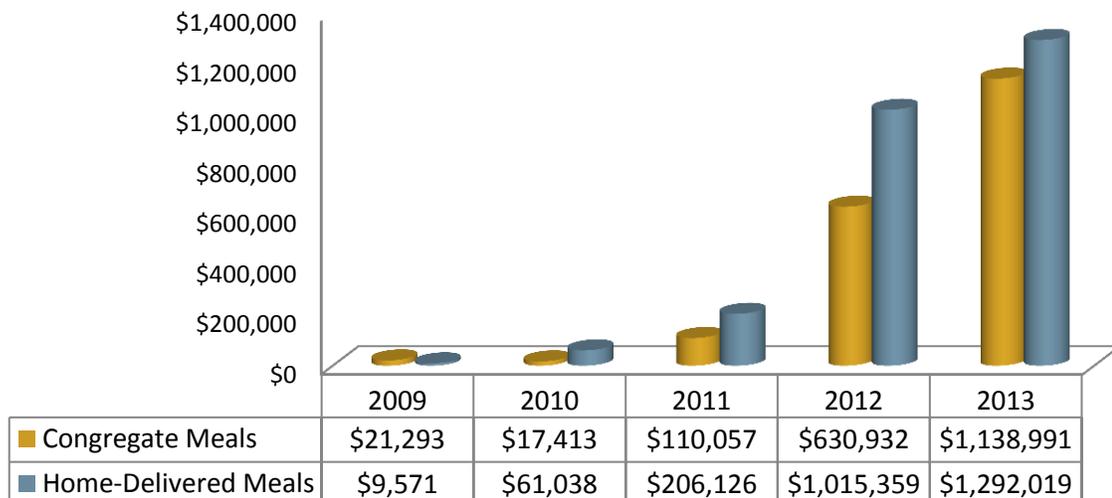
The Department has not identified a singular cause for meal site closures. Area Agencies on Aging reported to the Department the following contributing factors to meal site closures:

- An increase in food, labor, and transportation costs;
- A decrease in voluntary contributions by meal participants;
- Lack of volunteers to perform essential functions;
- Difficulty filling meal site staff positions;
- Lack of reliable and reasonably-priced transportation to and from meal site locations;
- Minimal number of meal participants; and
- Challenges in balancing the nutrition requirements with meal participants' satisfaction and expectation of meals.

Funding Shifts: Nutrition Program funding has shifted considerably over the past several years. Since Fiscal Year 2007, the federal funds decreased 9%, program income that includes individual contributions decreased 18%, and state funds increased 344%.

Home Delivered Meals				Congregate Meals			
Year	Federal Expenditures	Program Income Received	State Expenditures	Year	Federal Expenditures	Program Income Received	State Expenditures
2009	\$2,181,678	\$2,884,839	\$9,571.00	2009	\$4,601,366	\$2,943,611	\$21,293.00
2010	\$2,195,353	\$2,401,030	\$61,038.00	2010	\$4,300,716	\$2,985,937	\$17,413.00
2011	\$2,344,970	\$2,817,627	\$206,126.00	2011	\$4,439,181	\$2,711,957	\$110,057.00
2012	\$2,418,036	\$2,558,148	\$1,015,359.00	2012	\$3,986,594	\$2,787,195	\$630,932.00
2013	\$2,331,706	\$2,650,713	\$1,292,019.00	2013	\$4,163,107	\$2,389,281	\$1,138,991.00

State Funds Meal Expenditures



Strategies

The Iowa Department on Aging and the Area Agencies on Aging are working to address identified issues in the Nutrition Program. Initiatives taken by the Department and the Area Agencies on Aging include:

- Working with AARP on the “Drive to End Hunger” campaign
- Holding community forums in Spring 2015 to develop innovative strategies to address aging issues, including issues surrounding the nutrition program
- Exploring ways to improve the Older Americans Act nutrition program through dialogue with federal policymakers and partners
- Holding a summit with Area Agencies on Aging to discuss facts, barriers, cost containment strategies, and other innovative approaches regarding the meal program.

In addition to these initiatives, House File 2473, Section 9, appropriated \$250,000 from the general fund to “award to each area agency on aging designated under section 231.32 in the proportion that the estimated amount of older individuals in Iowa served by that area agency on aging bears to the total estimated amount of older individuals in Iowa, to be used to provide congregate meals and home-delivered meals to food-insecure older individuals in Iowa.”

To meet the requirements of this initiative, the Department on Aging and Area Agencies on Aging have taken the following action:

- Reviewed and analyzed nutrition program data, trends and systemic barriers.
- Based upon this analysis, developed a plan to test an innovative and flexible meal strategy.
- Researched and developed public-private partnership models to provide meals designed to fit the lifestyle and needs of food insecure Iowans and a new generation of older adults.
- Designed a pilot meal program that offers meals in a venue that is not specific for older adults and would allow participants to enjoy a meal with family and friends of all ages.
- Provides flexible eating times and a variety of food choices.

The Iowa Department on Aging will continue to work on strategies to improve the nutrition program with the input and assistance of consumers, stakeholders, partners and policymakers. The Department is optimistic that together we will continue to modernize the nutrition program by exploring, developing and implementing innovative methods to exceed the expectations of older Iowans.

Appendix A – Older Americans Act Nutrition Program Criteria

The Older Americans Act mandates that a State shall establish and operate a nutrition project under this chapter shall:

1. Solicit the expertise of a dietitian, or equivalent, in the planning of nutritional services;
2. Ensure that meals comply with the most recent Dietary Guidelines for Americans, published by the Secretary and the Secretary of Agriculture, and provide to each participating older individual the following:
 - A minimum of 33 1/3 percent of the dietary reference intakes established by the Food and Nutrition Board of the Institute of Medicine of the National Academy of Sciences, if the project provides one meal per day,
 - A minimum of 66 2/3 percent of the allowances if the project provides two meals per day, and
 - 100 percent of the allowances if the project provides three meals per day, and;
3. To the maximum extent practicable, are adjusted to meet any special dietary needs of program participants. Provide flexibility to local nutrition providers in designing meals that are appealing to program participants;
4. Encourage providers to enter into contracts that limit the amount of time meals must spend in transit before they are consumed;
5. Where feasible, encourage joint arrangements with schools and other facilities serving meals to children in order to promote intergenerational meal programs;
6. Provide that meals, other than in-home meals, are provided in settings in as close proximity to the majority of eligible older individuals' residences as feasible;
7. Comply with applicable provisions of State or local laws regarding the safe and sanitary handling of food, equipment, and supplies used in the storage, preparation, service, and delivery of meals to an older individual;
8. Ensure that meal providers solicit the advice and expertise of: 1) a dietitian or equivalent; 2) meal participants; and (3) other individuals knowledgeable with regard to the needs of older individuals;
9. Ensure that each participating area agency on aging establishes procedures that allow nutrition project administrators the option to offer a meal to individuals providing volunteer services during the meal hours and to individuals with disabilities who reside at home with older individuals eligible under this chapter;
10. Ensure that nutrition services will be available to older individuals and to their spouses, and may be made available to individuals with disabilities who are not older individuals but who reside in housing facilities occupied primarily by older individuals at which congregate nutrition services are provided;
11. Provide for nutrition screening and nutrition education, and nutrition assessment and counseling if appropriate; and
12. Encourage individuals who distribute nutrition services under subpart 2 to provide, to homebound older individuals, available medical information approved by health care professionals, such as informational brochures and information on how to get vaccines, including vaccines for influenza, pneumonia, and shingles, in the individuals' communities.

Iowa's Area Agencies on Aging



#1: Elderbridge Agency on Aging www.elderbridge.org

- 22 N. Georgia, Ste. 216
Mason City, Iowa 50401
641-424-0678 or 800-243-0678
- 308 Central Ave.
Fort Dodge, Iowa 50501
515-955-5244 or 800-243-0678
- 603 N. West Street
Carroll, Iowa 51401
712-792-3512 or 800-243-0678
- 714 10th Ave. East
Spencer, Iowa 51301
712-262-1775 or 800-243-0678

#2: Northeast Iowa Area Agency on Aging www.nei3a.org

- 2101 Kimball Ave., Ste. 320
Waterloo, Iowa 50702
866-468-7887
- 808 River Street
Decorah, Iowa 52101
866-468-7887
- 2728 Asbury Road
Dubuque, Iowa 52001
866-468-7887

#3: Aging Resources of Central Iowa www.agingresources.com

- 5835 Grand Ave., Ste. 106
Des Moines, Iowa 50312-1437
515-255-1310 or 800-747-5352

#4: Heritage Area Agency on Aging www.heritageaaa.org

- 6301 Kirkwood Blvd. SW
Cedar Rapids, Iowa 52404
319-398-5559 or 800-332-5934

#5: Milestones Area Agency on Aging www.milestonesaaa.org

- 509 Jefferson Street
Burlington, Iowa 52601
319-752-5433 or 855-410-6222
- 935 E. 53rd Street
Davenport, Iowa 52807
563-324-9085 or 855-410-6222
- 623 Pennsylvania Ave.
Ottumwa, Iowa 52501
641-682-2270 or 855-410-6222

#6: Connections Area Agency on Aging www.connectionsaaa.org

- 300 W. Broadway, Ste. 240
Council Bluffs, Iowa 51503
712-328-2540 or 800-432-9209
- 109 N. Elm Street
Creston, Iowa 50801
641-782-4040 or 800-432-9209
- 2301 Pierce Street
Sioux City, Iowa 51104
712-279-6900 or 800-432-9209

LifeLong Links: 866-468-7887 www.lifelonglinks.org

Appendix C - Meal Site Closures

2014 – 23 sites closed

Solon United Methodist Church in Solon 1-1-14
 La Porte City 1-2-14
 Alverno Apartments in Dubuque 1-13-14
 Curlew 3-10-14
 Nashua 3-12-14
 Ely 4-30-14
 Springville Community Center in Springville 4-30-14
 St Mark's United Methodist Church in Cedar Rapids 4-30-14
 Marion Lowe Park Activity Center in Marion 4-30-14
 Hiawatha Community Center in Hiawatha 4-30-14
 Granger 5-14
 Woodward 5-14
 McGregor 5-6-14
 Victor 6-30-14
 St. Lucas 6-8-14
 Galva 8-1-14
 Holstein 8-1-14
 Whiting 8-1-14
 Sloan 8-1-14
 Onawa 8-1-14
 Ireton 10-1-14
 Garnavillo 11-26-14
 Royal 12-1-14
 Larchwood 12-1-14

2013 – 8 sites closed

Aurora 5-2-13
 Chit Chat Café in Hospers 6-26-13
 Roosevelt Community Senior Center in Davenport 6-23-13
 Richland 6-24-13
 Irving Point Assisted Living Center in Cedar Rapids 7-1-13
 Lone Tree 7-1-13
 Pomeroy 11-5-13
 Ayrshire 11-19-13

2012 – 13 sites closed

Hornick 2-24-12
 Pierson 2-24-14
 Kingsley community center and Kingston Apartments in Kingsley 2-24-14
 Maple Heights in Sioux City 2-24-14
 West Park Apartments in Sioux City 2-24-14
 Chatterbox Café in Stacyville 2-17-12
 Pulaski 6-29-12
 Coralville Methodist Church in Coralville 9-13-12
 North Liberty Recreation Center in North Liberty 9-13-14
 Emerson Point 9-13-12
 Little Rock 11-1-12
 Grattinger 11-1-12
 Quasqueton meal site 11-29-12