

Money Follows the Person: Updated MFP Grant Recipient Transitions as of December 31, 2021

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Overview

The Money Follows the Person (MFP) Demonstration, initially established by Congress through section 6071 of the Deficit Reduction Act of 2005,² enables state and territory³ Medicaid programs to help Medicaid beneficiaries who live in certain 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).⁴ MFP was designed to achieve four goals:

- Increase the use of home and community-based services (HCBS), rather than institutional, LTSS, under the Medicaid program;
- Eliminate barriers or mechanisms, whether in state law, state Medicaid plans, the state budget, or otherwise, that prevent or restrict the flexible use of Medicaid funds to enable Medicaid-eligible individuals to receive support for appropriate and necessary LTSS in the settings of their choice;
- Increase the ability of state Medicaid programs to assure continued provision of HCBS to eligible individuals who choose to transition from an institutional to a community setting; and
- Ensure that procedures are in place (at least comparable to those required under the qualified HCBS program) to provide quality assurance for eligible individuals receiving Medicaid HCBS and to provide for continuous quality improvement in such services.⁵

¹ Suggested reference: Murray, Caitlin, Alexandra Carpenter, and Jessica Ross. "Money Follows the Person: Updated MFP Grant Recipient Transitions as of December 31, 2021." Chicago, IL: Mathematica, June 2, 2024.

² P.L. 109-171. Section 6071 of the Deficit Reduction Act of 2005 authorizes the Secretary of the Department of Health and Human Services (HHS) to award, on a competitive basis, grants to States for demonstration projects designed to achieve four enumerated objectives with respect to institutional and home- and community-based long-term care services under State Medicaid programs. More information is available at: <https://www.congress.gov/bill/109th-congress/senate-bill/1932/text>.

³ Section 6071(b)(9) of the Deficit Reduction Act of 2005 provides that the term "State" has the meaning given to such term for purposes of title XIX of the Social Security Act. Under section 1101(a)(1) of the Social Security Act, the term "State," except where otherwise provided, when used in title XIX includes the District of Columbia, Puerto Rico, the U.S. Virgin Islands, Guam, the Northern Mariana Islands, and American Samoa. MFP grants were made available to U.S. territories for the first time in August 2022, with American Samoa and Puerto Rico each being awarded up to \$5 million to support the planning and implementation of MFP programs. More information is available at <https://www.cms.gov/newsroom/press-releases/hhs-expands-home-and-community-based-services-five-new-states-and-territories-older-adults-and>.

⁴ More information on the MFP Demonstration program is available at <https://www.medicaid.gov/medicaid/long-term-services-supports/money-follows-person/index.html>.

⁵ These goals are set forth in section 6071(a) of the Deficit Reduction Act of 2005 (P.L. 109-171).

To be eligible, participants in an MFP Demonstration must be Medicaid beneficiaries residing in an inpatient facility (such as a hospital, nursing facility, or intermediate care facility for individuals with intellectual disabilities) for 60 consecutive days⁶ or more.⁷ Participants must move to a qualified residence in the community, which includes homes either owned or leased by the participant or their family member, apartments, and small group homes.⁸ After transitioning to a qualified residence in the community, participants continue to receive HCBS through MFP for 365 days.

States and territories awarded MFP grants 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 mental health or substance use disorders. A small percentage of MFP participants have other types of conditions, such as traumatic brain injury and HIV/AIDS. From the time transitions began in 2008 to the end of 2021, MFP grant recipients transitioned 112,883 people to community living through MFP.

This report relies primarily on self-reported data provided through MFP grant recipients' semi-annual progress reports from 2017 through 2021. These progress reports are designed to capture information on MFP grant recipients' progress toward their annual goals to transition eligible people to the community and increase Medicaid support for community-based LTSS. The reports also capture information on MFP grant recipients' progress and challenges encountered in all dimensions of the program.

On an annual basis, MFP grant recipients submit Worksheet for Proposed Budget data to CMS, which includes past and projected program expenditures by state or territory and calculations of the federal share of expenditures. In addition, these worksheets include transition data that serve as a supplemental source of information on MFP transition numbers. The 2021 transition numbers shown in this report are based on MFP grant recipient-validated data from the semi-annual progress reports and Worksheets for Proposed Budget.

Methods

We identified transitions for each MFP grant recipient by target population by using semi-annual progress reports for calendar years (CY) 2017 to 2020, and MFP semi-annual progress reports and Worksheet for Proposed Budget data for CY 2021. To calculate cumulative transitions since the start of the program, we summed CY 2020 cumulative transitions with CY 2021 MFP data. For Tables 2 to 6, which focus on transitions in each calendar year, we only listed MFP grant recipients who participated in the MFP Demonstration at any point in that year. Appendix Table 1 shows the MFP grant recipients that have closed, and in some cases reopened, their MFP program as of April 2024.

⁶ Section 204(e) of Division CC of the Consolidated Appropriations Act, 2021 (CAA, 2021) (P.L. 116-260), which extended the MFP Demonstration through Fiscal Year 2023, reduced the time period from 90 to 60 days. The CAA, 2021 also removed the provision that excluded short term rehabilitation days in counting toward the 60-day time period. These provisions were effective as of January 26, 2021. More information is available at <https://www.congress.gov/bill/116th-congress/house-bill/133/text>.

⁷ 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.

⁸ To be a qualified residence, the small group home must have no more than 4 unrelated individuals residing therein.

MFP Transitions

Transitions from 2017 to 2021

Across MFP grant recipients, the total number of MFP transitions decreased by 45 percent between CY 2017 and 2021, with transitions trending downward each year from 2017 to 2019 and trending upward in 2020 and 2021 (Table 1). In CY 2017, MFP grant recipients transitioned a total of 10,396 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS.⁹ Transitions declined by 26 percent between CY 2017 to 2018, from 10,396 to 7,671. From CY 2018 to 2019, transitions declined by 46 percent, from 7,671 to 4,173. This trend reversed in CY 2020, as transitions increased by 9 percent over the previous calendar year, from 4,173 to 4,549. Transitions continued to increase in CY 2021, growing 27 percent from 4,549 transitions reported in CY 2020 to 5,755 in 2021.

Transitions varied by MFP grant recipient. Most MFP grant recipients reported decreased transitions between CY 2017 to 2021, and one state (Georgia) reported declining transitions every year. While no MFP grant recipient reported consistent increases in transitions, two states (North Dakota and Pennsylvania) more than doubled the number of transitions reported from CY 2017 to 2021.

During most of the period from 2017 to 2021, the MFP Demonstration faced uncertainties with long-term funding. The Deficit Reduction Act of 2005 first established the MFP Demonstration through September 30, 2011, and the Patient Protection and Affordable Care Act (P.L. 111–148) extended funding through September 30, 2016. From October 2016 to January 2019, there was a lapse in annual appropriations, but MFP grant recipients were authorized to use any unspent Fiscal Year (FY) 2016 funds through FY 2020. In 2019 and 2020, the MFP Demonstration received a series of short-term continuations in funding, until the Consolidated Appropriations Act, 2021, which extended funding through September 30, 2023.¹⁰

The COVID-19 Public Health Emergency (PHE) coincided with this period and had a major impact on high-risk Medicaid populations, including individuals eligible for or enrolled in the MFP Demonstration. Given the considerable COVID-19 mortality rates among individuals residing in long-term care facilities, along with state policy actions that addressed the impact of COVID-19 among Medicaid LTSS users that altered the composition and number of Medicaid LTSS users in different settings, service use patterns, and payments, it is likely that the PHE impacted trends in the 2020 and 2021 MFP transitions shown in this brief. The size and scope of that impact are difficult to assess; however, it is likely to vary by MFP grant recipient and target population.

In August 2022, CMS awarded grants to five states and territories to support the planning and implementation of new MFP programs.¹¹ In December 2022, the Consolidated Appropriations Act, 2023

⁹ In addition to MFP, states can also operate other transition programs. The data in this report might be an undercount of all transitions in the state and do not include transitions funded through other Medicaid and non-Medicaid sources.

¹⁰ As authorized by statute, MFP funding is available to grant recipients for the fiscal year in which it was awarded plus four additional fiscal years.

¹¹ American Samoa, Illinois, Kansas, New Hampshire, and Puerto Rico received up to \$5 million each to support planning and implementation of their MFP programs.

(P.L. [117-328](#)) was signed into law, which extended funding for the MFP Demonstration through September 30, 2027..¹²

¹² As authorized by statute, MFP funding is available to grant recipients for the fiscal year in which it was awarded plus four additional fiscal years.

Table 1. CY 2017–2021 total transitions

MFP Grant Recipient	2017	2018	2019	2020	2021
Total	10,396 (n = 44)	7,671 (n = 43)	4,173 (n = 41)	4,549 (n = 34)	5,755 (n = 34)
Alabama	119	115	55	51	105
Arkansas	120	106	30	24	38
California	421	485	153	202	433
Colorado	83	132	104	17	0
Connecticut	616	538	502	584	433
Delaware ^a	45	0	0	NR	NR
District of Columbia	39	32	0	**	68
Georgia	237	230	216	196	140
Hawaii	68	75	81	0	60
Idaho	76	76	95	63	39
Illinois ^b	348	0	0	NR	NR
Indiana	201	274	**	137	288
Iowa	76	99	>10	69	75
Kansas ^c	137	0	0	NR	NR
Kentucky	**	43	**	**	21
Louisiana	446	411	271	203	286
Maine	25	16	**	0	**
Maryland	266	277	187	146	72
Massachusetts ^d	50	NR	NR	NR	NR
Michigan ^e	222	0	NR	NR	NR
Minnesota	146	142	106	156	131
Mississippi ^f	89	11	65	NR	NR
Missouri	194	208	91	126	95
Montana	**	28	**	16	12
Nebraska ^g	72	53	13	NR	NR
Nevada	60	49	32	**	**
New Hampshire ^h	0	0	0	NR	NR
New Jersey	352	335	291	284	369
New York	425	489	453	452	455
North Carolina	155	113	148	152	143
North Dakota	37	53	35	39	95
Ohio	1,915	1,475	222	642	554
Oklahoma	30	31	**	>10	32
Oregon ⁱ	NR	NR	NR	NR	NR
Pennsylvania	281	173	355	42	586
Rhode Island	45	57	47	42	61
South Carolina	30	45	13	**	21

MFP Grant Recipient	2017	2018	2019	2020	2021
South Dakota	45	34	>20	24	27
Tennessee ^j	335	347	NR	NR	NR
Texas	1,149	0	146	263	381
Vermont	87	0	54	29	83
Virginia ^k	202	64	0	NR	NR
Washington	769	795	232	397	486
West Virginia	92	68	25	55	47
Wisconsin	248	192	80	98	109

Source: MFP semi-annual progress reports for 2017–2020, MFP semi-annual progress reports and Worksheet for Proposed Budget data for 2021, and updated information provided by CMS on which MFP grant recipients closed out or restarted programs as of April 2024.

Note: Data are self-reported by MFP grant recipients. Data are current as of June 2, 2024, and include all 45 MFP grant recipients that ever operated an MFP-funded program. The sample size n reported in the first row indicates the total number of MFP grant recipients that reported each calendar year. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

“**” signifies the cell has been suppressed.

^a As of September 8, 2021, Delaware was no longer operating an MFP-funded program.

^b As of February 8, 2021, Illinois was no longer operating an MFP-funded program. The state stopped accepting new referrals as of July 2017. In August 2022, Illinois received grant funding to reactivate its MFP program.

^c As of August 17, 2020, Kansas was no longer operating an MFP-funded program. In August 2022, Kansas received grant funding to reactivate its MFP program.

^d Massachusetts ended MFP-funded transitions in mid-2017 and then followed MFP Demonstration participants for 365 days post-transition. The state exhausted MFP funding on December 31, 2017, and then received grant funding to reactivate its program in March 2022.

^e As of February 26, 2020, Michigan was no longer operating an MFP-funded program.

^f As of May 3, 2021, Mississippi was no longer operating an MFP-funded program.

^g As of December 28, 2020, Nebraska was no longer operating an MFP-funded program.

^h As of February 19, 2021, New Hampshire was no longer operating an MFP-funded program. In August 2022, New Hampshire received grant funding to reactivate its MFP program.

ⁱ Oregon suspended MFP program operations in 2010 and, as of September 21, 2016, was no longer operating an MFP-funded program.

^j Tennessee did not have an active MFP program in 2019, 2020, or 2021. In August 2022, Tennessee received grant funding to reactivate its MFP program.

^k As of February 8, 2021, Virginia was no longer operating an MFP-funded program.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; NR = not reported.

Transitions in 2017

In CY 2017, 44 MFP grant recipients that submitted reports had transitioned a total of 10,396 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS (Table 2).¹³

In 2017, two target populations—adults with physical disabilities and older adults—represented more than three-quarters of all transitions (38 and 36 percent, respectively). These were followed by people with intellectual or developmental disabilities (14 percent), people with mental health or substance use disorders (10 percent), and people categorized in the other subpopulation group (2 percent).¹⁴

In addition, of the 44 MFP grant recipients reporting in Period 1 and Period 2 in 2017, the majority of MFP transitions were concentrated in a small subset of the MFP grant recipients. In all, 15 MFP grant recipients accounted for 77 percent of transitions that occurred in 2017, and the top five MFP grant recipients accounted for just under half (47 percent) of all transitions that year. These top five MFP grant recipients, in descending order, were Ohio, Texas, Washington, Connecticut, and Louisiana.

¹³ New Hampshire submitted reports but did not report any transitions in 2017.

¹⁴ 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.

Table 2. CY 2017 transitions by target population

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Total	10,396	3,691	3,981	1,476	1,006	242
Alabama	119	>57	51	<11	0	0
Arkansas	120	27	51	42	0	0
California	421	180	164	58	19	0
Colorado	83	<11	32	<11	<11	32
Connecticut	616	271	283	29	33	0
Delaware	45	<11	>32	<11	<11	0
District of Columbia	39	>14	14	<11	0	0
Georgia	237	61	151	11	14	0
Hawaii	68	>31	26	<11	0	0
Idaho	76	21	>27	17	<11	0
Illinois	348	73	105	<11	>159	0
Indiana	201	135	66	0	0	0
Iowa	76	0	0	60	0	16
Kansas	137	45	>65	16	0	<11
Kentucky	**	17	**	0	<11	<11
Louisiana	446	219	182	45	0	0
Maine	25	>13	<11	0	0	<11
Maryland	266	101	134	20	0	11
Massachusetts ^a	50	12	>26	<11	<11	0
Michigan	222	136	86	0	0	0
Minnesota	146	29	19	21	<11	>66
Mississippi	89	33	>30	15	<11	0
Missouri	194	64	>102	17	0	<11
Montana	**	<11	<11	0	<11	0
Nebraska	72	33	>27	<11	0	<11
Nevada	60	21	>28	<11	0	0
New Hampshire ^b	0	0	0	0	0	0
New Jersey	352	144	150	58	0	0
New York	425	131	143	72	0	79
North Carolina	155	36	44	75	0	0
North Dakota	37	<11	**	<11	0	<11
Ohio	1,915	234	529	421	731	0
Oklahoma	30	<11	**	0	0	<11
Pennsylvania	281	112	116	36	0	17
Rhode Island	45	23	22	0	0	0
South Carolina	30	13	17	0	0	0
South Dakota	45	<11	>20	14	0	0
Tennessee	335	>167	157	<11	0	0

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Texas	1,149	524	431	194	0	0
Vermont	87	65	22	0	0	0
Virginia	202	32	39	131	0	0
Washington	769	386	288	75	20	0
West Virginia	92	43	49	0	0	0
Wisconsin	248	110	>127	<11	0	0

Source: MFP 2017 Period 1 and Period 2 semi-annual progress reports.

Note: Data are self-reported by MFP grant recipients and have not been validated by CMS. Data are current as of July 20, 2022. MFP grant recipients that did not participate in the MFP Demonstration at any point in 2017 are not listed in the table. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

“***” signifies the cell has been suppressed.

^a Massachusetts ended MFP-funded transitions in mid-2017 and then followed MFP Demonstration participants for 365 days post-transition. The state exhausted MFP funding on December 31, 2017, and then received grant funding to reactivate its program in March 2022.

^b New Hampshire did not report any transitions in the 2017 Period 1 or Period 2 semi-annual progress reports.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; ID/DD = intellectual or developmental disabilities; MH/SUD = mental health or substance use disorders; PD = physical disabilities; NR = not reported.

Transitions in 2018

In CY 2018, 43 MFP grant recipients that submitted reports had transitioned a total of 7,671 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS (Table 3).¹⁵ Transition numbers declined by 26 percent from CY 2017 to 2018, from 10,396 to 7,671.

In 2018, two target populations—adults with physical disabilities and older adults—represented more than three-quarters of all transitions (each comprising 36 percent of the total). These were followed by people with intellectual or developmental disabilities (13 percent), people with mental health or substance use disorders (10 percent), and people categorized in the other subpopulation group (5 percent).

In addition, of the 43 MFP grant recipients reporting in Period 1 and Period 2 in 2018, 15 MFP grant recipients accounted for 83 percent of all transitions that occurred in 2018, and the top five MFP grant recipients accounted for approximately half (49 percent) of all transitions that year. These top five MFP grant recipients, in descending order, were Ohio, Washington, Connecticut, New York, and California. In 2017, the top five MFP grant recipients accounted for 47 percent of all transitions that year (in descending order, these were Ohio, Texas, Washington, Connecticut, and Louisiana).

¹⁵ Seven MFP grant recipients (Delaware, Illinois, Kansas, Michigan, New Hampshire, Texas, and Vermont) submitted reports but did not report any transitions in 2018.

Table 3. CY 2018 transitions by target population

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Total	7,671	2,735	2,790	1,030	754	362
Alabama	115	64	51	0	0	0
Arkansas	106	30	45	31	0	0
California	485	163	198	104	20	0
Colorado	132	<11	54	0	12	>55
Connecticut	538	211	192	30	105	0
Delaware ^a	0	0	0	0	0	0
District of Columbia	32	19	13	0	0	0
Georgia	230	101	>99	19	<11	0
Hawaii	75	44	31	0	0	0
Idaho	76	**	35	<11	<11	0
Illinois ^b	0	0	0	0	0	0
Indiana	274	197	77	0	0	0
Iowa	99	0	0	71	0	28
Kansas ^c	0	0	0	0	0	0
Kentucky	43	>17	15	0	0	<11
Louisiana	411	210	142	59	0	0
Maine	16	<11	<11	0	0	<11
Maryland	277	124	128	13	0	12
Michigan ^d	0	0	0	0	0	0
Minnesota	142	17	<11	<11	<11	106
Mississippi	11	<11	<11	0	0	0
Missouri	208	87	102	19	0	0
Montana	28	<11	**	0	<11	0
Nebraska	53	>16	25	<11	0	<11
Nevada	49	17	>21	<11	0	0
New Hampshire ^e	0	0	0	0	0	0
New Jersey	335	129	141	65	0	0
New York	489	184	183	30	0	92
North Carolina	113	37	44	32	0	0
North Dakota	53	13	>14	15	0	<11
Ohio	1,475	177	359	348	591	0
Oklahoma	31	11	20	0	0	0
Pennsylvania	173	57	43	21	0	52
Rhode Island	57	29	28	0	0	0
South Carolina	45	25	20	0	0	0
South Dakota	34	<11	**	<11	0	0
Tennessee	347	160	>176	<11	0	0
Texas ^f	0	0	0	0	0	0

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Vermont ^g	0	0	0	0	0	0
Virginia	64	13	22	29	0	0
Washington	795	>378	304	102	<11	0
West Virginia	68	30	38	0	0	0
Wisconsin	192	94	98	0	0	0

Source: MFP 2018 Period 1 and Period 2 semi-annual progress reports.

Note: Data are self-reported by MFP grant recipients and have not been validated by CMS. Data are current as of July 20, 2022. MFP grant recipients that did not participate in the MFP Demonstration at any point in 2018 are not listed in the table. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

“***” signifies the cell has been suppressed.

^a Delaware did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

^b Illinois did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

^c Kansas did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

^d Michigan did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

^e New Hampshire did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

^f Texas did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

^g Vermont did not report any transitions in the 2018 Period 1 or Period 2 semi-annual progress reports.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; ID/DD = intellectual or developmental disabilities; MH/SUD = mental health or substance use disorders; PD = physical disabilities; NR = not reported.

Transitions in 2019

In CY 2019, 41 MFP grant recipients that submitted reports had transitioned a total of 4,173 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS (Table 4).¹⁶ Transition numbers declined by 46 percent from CY 2018 to 2019, from 7,671 to 4,173. A contributing factor behind this decline could be the lapse in annual appropriations between October 1, 2016, and January 2019. During this period MFP grant recipients were authorized to use any unspent fiscal year (FY) 2016 funds through FY 2020. In 2019, two target populations—adults with physical disabilities and older adults—represented more than three-quarters of all transitions (38 and 39 percent, respectively). These were followed by people with intellectual or developmental disabilities (12 percent), people categorized in the other subpopulation group (8 percent), and people with mental health or substance use disorders (4 percent).

In addition, of the 42 MFP grant recipients reporting in Period 1 and Period 2 in 2019, 15 MFP grant recipients accounted for 86 percent of all transitions that occurred in 2019, and the top five MFP grant recipients accounted for just under half (45 percent) of all transitions that year. These top five MFP grant recipients, in descending order, were Connecticut, New York, Pennsylvania, New Jersey, and Louisiana. In

¹⁶ Six MFP grant recipients (Delaware, Illinois, Kansas, New Hampshire, Tennessee, and Virginia) and the District of Columbia submitted reports but did not report any transitions in 2019. Michigan did not submit a 2019 Period 1 or Period 2 semi-annual progress report.

2018, the top five MFP grant recipients accounted for 49 percent of all transitions that year (in descending order, these were Ohio, Washington, Connecticut, New York, and California).

Table 4. CY 2019 transitions by target population

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Total	4,173	1,603	1,568	497	172	333
Alabama	55	34	21	0	0	0
Arkansas	30	<11	<11	**	0	0
California	153	75	78	0	0	0
Colorado	104	11	54	<11	<11	>27
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	>106	<11	13	0
Hawaii	81	50	31	0	0	0
Idaho	95	32	>32	20	<11	0
Illinois ^c	0	0	0	0	0	0
Indiana	**	<11	<11	0	0	0
Iowa	>10	0	0	<11	0	<11
Kansas ^d	0	0	0	0	0	0
Kentucky	**	<11	<11	0	0	<11
Louisiana	271	118	122	31	0	0
Maine	**	<11	<11	0	0	<11
Maryland	187	>67	107	<11	<11	<11
Michigan ^e	NR	NR	NR	NR	NR	NR
Minnesota	106	<11	12	16	0	>67
Mississippi	65	31	>22	<11	<11	0
Missouri	91	42	49	0	0	0
Montana	**	<11	<11	0	<11	0
Nebraska	13	<11	<11	<11	0	0
Nevada	32	13	19	0	0	0
New Hampshire ^f	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	<11	20	<11	0	<11
Ohio	222	122	35	0	65	0
Oklahoma	**	<11	<11	0	0	0
Pennsylvania	355	>144	63	<11	0	137
Rhode Island	47	28	19	0	0	0
South Carolina	13	**	<11	0	0	0
South Dakota	>20	<11	<11	<11	0	0
Texas	146	40	32	74	0	0
Vermont	54	43	11	0	0	0

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Virginia ^a	0	0	0	0	0	0
Washington	232	84	58	>79	<11	0
West Virginia	25	<11	>14	0	0	0
Wisconsin	80	38	>31	<11	0	0

Source: MFP 2019 Period 1 and Period 2 semi-annual progress reports.

Note: Data are self-reported by MFP grant recipients and have not been validated by CMS. Data are current as of July 20, 2022. MFP grant recipients that did not participate in the MFP Demonstration at any point in 2019 are not listed in the table. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

“***” signifies the cell has been suppressed.

^a Delaware did not report any transitions in the 2019 Period 1 or Period 2 semi-annual progress reports.

^b The District of Columbia did not report any transitions in the 2019 Period 1 or Period 2 semi-annual progress reports.

^c Illinois did not report any transitions in the 2019 Period 1 or Period 2 semi-annual progress reports.

^d Kansas did not report any transitions in 2019 Period 1 or Period 2 semi-annual progress reports.

^e Michigan did not submit a 2019 Period 1 or Period 2 semi-annual progress report.

^f New Hampshire did not report any transitions in the 2019 Period 1 or Period 2 semi-annual progress reports.

^g Virginia did not report any transitions in the 2019 Period 1 or Period 2 semi-annual progress reports.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; ID/DD = intellectual or developmental disabilities; MH/SUD = mental health or substance use disorders; PD = physical disabilities; NR = not reported.

Transitions in 2020

In CY 2020, 34 MFP grant recipients that submitted reports had transitioned a total of 4,549 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS (Table 5).¹⁷ Transition numbers increased by 9 percent from CY 2019 to 2020, from 4,173 to 4,549.

In 2020, two target populations—older adults and adults with physical disabilities—represented 80 percent of all transitions (45 and 35 percent, respectively). These were followed by people with intellectual or developmental disabilities (10 percent), people categorized in the other subpopulation group (5 percent), and people with mental health or substance use disorders (5 percent).

In addition, of the 35 MFP grant recipients reporting in Period 1 and Period 2 in 2020, 15 MFP grant recipients accounted for 89 percent of all transitions that occurred in 2020, and the top five MFP grant recipients accounted for just over half (52 percent) of all transitions that year. These top five MFP grant recipients, in descending order, were Ohio, Connecticut, New York, Washington, and New Jersey. In 2019, the top five MFP grant recipients accounted for 45 percent of all transitions that year (in descending order, these were Connecticut, New York, Pennsylvania, New Jersey, and Louisiana).

¹⁷ Eight MFP grant recipients (Delaware, Illinois, Kansas, Michigan, Mississippi, Nebraska, New Hampshire, and Virginia) did not submit Period 1 or Period 2 reports and went on to close out their programs in 2020 or 2021.

Table 5. CY 2020 transitions by target population

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Total	4,549	2,038	1,570	466	234	241
Alabama	51	23	28	0	0	0
Arkansas	24	<11	<11	>12	0	0
California	202	108	94	0	0	0
Colorado	17	<11	<11	0	<11	<11
Connecticut	584	238	227	20	99	0
Delaware ^a	NR	NR	NR	NR	NR	NR
District of Columbia	**	<11	<11	0	0	0
Georgia	196	>93	92	<11	0	0
Hawaii ^b	0	0	0	0	0	0
Idaho	63	>18	18	16	<11	0
Illinois ^c	NR	NR	NR	NR	NR	NR
Indiana	137	119	18	0	0	0
Iowa	69	0	0	54	0	15
Kansas ^d	NR	NR	NR	NR	NR	NR
Kentucky	**	<11	<11	0	0	0
Louisiana	203	99	89	15	0	0
Maine ^e	0	0	0	0	0	0
Maryland	146	58	>77	0	0	<11
Michigan ^f	NR	NR	NR	NR	NR	NR
Minnesota	156	26	18	<11	0	>101
Mississippi ^g	NR	NR	NR	NR	NR	NR
Missouri	126	66	60	0	0	0
Montana	16	<11	<11	0	<11	0
Nebraska ^h	NR	NR	NR	NR	NR	NR
Nevada	**	<11	<11	0	0	0
New Hampshire ⁱ	NR	NR	NR	NR	NR	NR
New Jersey	284	117	132	35	0	0
New York	452	160	180	44	0	68
North Carolina	152	34	41	77	0	0
North Dakota	39	<11	<11	20	0	<11
Ohio	642	386	129	0	127	0
Oklahoma	>10	<11	<11	0	0	0
Pennsylvania	42	0	<11	0	0	>31
Rhode Island	42	30	12	0	0	0
South Carolina	**	<11	<11	0	0	0
South Dakota	24	<11	13	<11	0	0
Texas	263	124	70	69	0	0
Vermont	29	>18	<11	0	0	0

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Virginia ^j	NR	NR	NR	NR	NR	NR
Washington	397	193	124	80	0	0
West Virginia	55	24	31	0	0	0
Wisconsin	98	43	>44	<11	0	0

Source: MFP 2020 Period 1 and Period 2 semi-annual progress reports.

Note: Data are self-reported by MFP grant recipients and have not been validated by CMS. Data are current as of July 20, 2022. MFP grant recipients that did not participate in the MFP Demonstration at any point in 2020 are not listed in the table. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

*** signifies the cell has been suppressed.

^a Delaware did not submit a 2020 Period 1 or Period 2 semi-annual progress report.

^b Hawaii did not report any transitions in the 2020 Period 2 semi-annual progress report. Hawaii did not submit a 2020 Period 1 semi-annual progress report.

^c Illinois did not submit a 2020 Period 1 or Period 2 semi-annual progress report.

^d Kansas did not submit a 2020 Period 1 or Period 2 semi-annual progress report. As of August 2020, Kansas was no longer operating an MFP-funded program. In August 2022, Kansas received grant funding to reactivate its MFP program.

^e Maine did not report any transitions in the 2020 Period 1 or Period 2 semi-annual progress reports.

^f Michigan did not submit a 2020 Period 1 or Period 2 semi-annual progress report. As of February 2020, Michigan was no longer operating an MFP-funded program.

^g Mississippi did not submit a 2020 Period 2 semi-annual progress report. In its 2020 Period 1 report, Mississippi noted "MFP transitions were ended 12/31/2019."

^h Nebraska did not submit a 2020 Period 1 or Period 2 semi-annual progress report. As of December 2020, Nebraska was no longer operating an MFP-funded program.

ⁱ New Hampshire did not submit a 2020 Period 1 or Period 2 semi-annual progress report.

^j Virginia did not submit a 2020 Period 1 or Period 2 semi-annual progress report.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; ID/DD = intellectual or developmental disabilities; MH/SUD = mental health or substance use disorders; PD = physical disabilities; NR = not reported.

Transitions in 2021

In CY 2021, 34 MFP grant recipients that submitted reports had transitioned a total of 5,755 Medicaid beneficiaries from long-term institutional care to home and community-based LTSS (Table 6).¹⁸ Transition numbers increased by 27 percent from CY 2020 to 2021, from 4,549 to 5,755. This represents a modest bounce-back of transition numbers relative to both CY 2020 and 2019, as transition numbers declined by 46 percent from CY 2018 to 2019 and increased by 9 percent from CY 2019 to 2020. A contributing factor behind this increase in CY 2021 could be the Consolidated Appropriations Act, 2021, which extended funding through September 30, 2023.¹⁹ In 2021, two target populations—older adults and adults with physical disabilities—represented 82 percent of all transitions (49 and 33 percent, respectively). These were followed by people with intellectual or developmental disabilities (11 percent), people categorized in the other subpopulation group (5 percent), and people with mental health or substance use disorders (2 percent).

In addition, of the 35 MFP grant recipients for which we have 2021 transition data, 15 MFP grant recipients accounted for 85 percent of all transitions that occurred in 2021, and the top five MFP grant recipients accounted for just under half (44 percent) of all transitions that year. These top five MFP grant recipients, in descending order, were Pennsylvania, Ohio, Washington, New York, and California. In 2020, the top five MFP grant recipients accounted for 52 percent of all transitions that year (in descending order, these were Ohio, Connecticut, New York, Washington, and New Jersey).

¹⁸ Five states (Delaware, Illinois, Mississippi, New Hampshire, and Virginia) did not have 2021 transition data and went on to close out their programs in 2021.

¹⁹ As authorized by statute, MFP funding is available to grant recipients for the fiscal year in which it was awarded plus four additional fiscal years.

Table 6. CY 2021 transitions by target population

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Total	5,755	2,825	1,886	634	135	275
Alabama	105	66	39	0	0	0
Arkansas	38	<11	11	>16	0	0
California	433	244	189	0	0	0
Colorado ^a	0	0	0	0	0	0
Connecticut	433	190	180	17	46	0
Delaware ^b	NR	NR	NR	NR	NR	NR
District of Columbia	68	49	19	0	0	0
Georgia	140	72	>57	<11	0	0
Hawaii	60	>31	18	<11	0	0
Idaho	39	<11	>17	<11	0	0
Illinois ^c	NR	NR	NR	NR	NR	NR
Indiana	288	218	66	<11	<11	0
Iowa	75	0	0	56	0	19
Kentucky	21	<11	>10	0	0	0
Louisiana	286	130	105	51	0	0
Maine	**	<11	0	0	0	0
Maryland	72	29	>21	<11	0	<11
Minnesota	131	26	>17	0	<11	77
Mississippi ^d	NR	NR	NR	NR	NR	NR
Missouri	95	58	37	0	0	0
Montana	12	<11	<11	0	0	0
Nevada	**	<11	<11	0	0	0
New Hampshire ^e	NR	NR	NR	NR	NR	NR
New Jersey	369	155	165	49	0	0
New York	455	168	206	35	0	46
North Carolina	143	33	31	79	0	0
North Dakota	95	30	43	>11	0	<11
Ohio	554	353	129	<11	>61	0
Oklahoma	32	>11	0	<11	15	0
Pennsylvania	586	360	>92	<11	0	123
Rhode Island	61	38	23	0	0	0
South Carolina	21	<11	>10	0	0	0
South Dakota	27	<11	<11	>11	0	0
Texas	381	153	119	109	0	0
Vermont	83	60	23	0	0	0
Virginia ^f	NR	NR	NR	NR	NR	NR
Washington	486	221	137	128	0	0
West Virginia	47	22	25	0	0	0

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Wisconsin	109	44	27	38	0	0

Source: MFP semi-annual progress reports and Worksheet for Proposed Budget data.

Note: Data come from semi-annual progress reports and Worksheets for Proposed Budget and are self-reported and validated by MFP grant recipients. Data are current as of June 2, 2024. MFP grant recipients that did not participate in the MFP Demonstration at any point in 2021 are not listed in the table. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

“**” signifies the cell has been suppressed.

^a Colorado did not report any transitions in 2021.

^b Delaware did not have 2021 transition data. As of September 2021, Delaware was no longer operating an MFP-funded program.

^c Illinois did not have 2021 transition data. As of February 2021, Illinois was no longer operating an MFP-funded program. The state stopped accepting new referrals as of July 2017. In August 2022, Illinois received grant funding to reactivate its MFP program.

^d Mississippi did not have 2021 transition data. As of May 2021, Mississippi was no longer operating an MFP-funded program.

^e New Hampshire did not have 2021 transition data. As of February 2021, New Hampshire was no longer operating an MFP-funded program. In August 2022, New Hampshire received grant funding to reactivate its MFP program.

^f Virginia did not have 2021 transition data. As of February 2021, Virginia was no longer operating an MFP-funded program.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; ID/DD = intellectual or developmental disabilities; MH/SUD = mental health or substance use disorders; PD = physical disabilities; NR = not reported.

Cumulative transitions over time

From the time transitions began in 2008 to the end of 2021, MFP grant recipients had transitioned 112,883 people to community living through MFP (Table 7). Between the end of 2020 and 2021, cumulative transitions increased by 5.4 percent, from 107,128 to 112,883.

The number of cumulative transitions greatly varies across MFP grant recipients. Variation in program size reflects differences in program start dates and design, a state or territory’s history with transition programs, program infrastructure and capacity, the availability of affordable and accessible housing, and the size of the eligible population, among other factors. The number of cumulative transitions ranged from a low of 144 reported by Maine and 181 reported by South Carolina to the two highest total transitions of 14,962 reported by Ohio and 13,705 reported by Texas. Similar to trends seen in the most recent calendar years, most MFP transitions are concentrated in a subset of the 45 MFP grant recipients. As of December 2021, 15 MFP grant recipients represented about 78 percent of cumulative transitions—and the top five MFP grant recipients (Ohio, Texas, Washington, Connecticut, and Tennessee) accounted for slightly less than half (44 percent) of all cumulative transitions.

Similar to each of the recent calendar years from 2017 to 2021, two target populations—adults with physical disabilities and older adults—represented three-quarters of all cumulative transitions (38 and 37 percent, respectively). These were followed by people with intellectual or developmental disabilities (15 percent), people with mental health or substance use disorders (7 percent), and people categorized in the other subpopulation group (3 percent).

Table 7. Cumulative transitions from 2008 to 2021 by target population (as of December 31, 2021)

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Total	112,883	41,600	42,984	17,372	8,059	2,868
Alabama	481	338	143	0	0	0
Arkansas	961	179	290	>481	<11	0
California	5,055	1,773	2,023	1,083	90	86
Colorado	702	57	279	52	76	238
Connecticut	6,771	3,003	2,737	350	681	0
Delaware ^a	328	116	>172	29	<11	0
District of Columbia	397	190	103	104	0	0
Georgia	4,664	1,110	2,643	655	256	0
Hawaii	793	463	314	16	0	0
Idaho	780	298	280	166	36	0
Illinois ^b	3,177	795	982	324	1,076	0
Indiana	2,418	1,422	688	114	194	0
Iowa	905	0	0	769	0	136
Kansas ^c	1,728	422	975	274	0	57
Kentucky	789	233	>254	203	<11	88
Louisiana	3,602	1,604	1,420	578	0	0
Maine	144	57	61	0	0	26
Maryland	3,600	1,678	1,483	334	0	105
Massachusetts ^d	2,151	1,002	965	54	130	0
Michigan ^e	3,256	1,470	1,786	0	0	0
Minnesota	909	130	134	58	51	536
Mississippi ^f	616	147	221	>237	<11	0
Missouri	2,202	689	1,066	407	0	40
Montana	196	72	75	21	28	0
Nebraska ^g	677	316	269	70	0	22
Nevada	441	153	259	29	0	0
New Hampshire ^h	308	>117	121	15	<11	44
New Jersey	3,598	1,271	1,284	1,043	0	0
New York	4,888	1,510	1,621	705	0	1,052
North Carolina	1,485	399	445	641	0	0
North Dakota	628	156	253	188	0	31
Ohio	14,962	3,017	4,642	2,038	5,265	0
Oklahoma	855	182	>329	318	15	<11
Oregon ⁱ	306	105	>140	50	0	<11
Pennsylvania	4,253	2,335	1,153	368	0	397
Rhode Island	529	324	205	0	0	0
South Carolina	181	99	82	0	0	0
South Dakota	227	41	102	84	0	0

MFP Grant Recipient	Total	Older adults	PD	ID/DD	MH/SUD	Other
Tennessee ^j	5,118	2,560	2,312	246	0	0
Texas	13,705	5,314	5,129	3,262	0	0
Vermont	539	387	152	0	0	0
Virginia ^k	1,433	258	289	886	0	0
Washington	9,388	4,662	3,754	837	135	0
West Virginia	501	219	282	0	0	0
Wisconsin	2,236	919	>1,041	265	<11	0

Source: MFP semi-annual progress reports for 2017–2020, MFP semi-annual progress reports and Worksheet for Proposed Budget data for 2021.

Note: Data are self-reported by MFP grant recipients. Data are current as of December 31, 2021, and include all 45 MFP grant recipients that ever operated an MFP-funded program. Certain cells have been replaced with ranges of plausible values or suppressed based on small cell sizes. Data has also been replaced with ranges of plausible values or suppressed where it would have been possible to derive the small cell values.

“***” signifies the cell has been suppressed.

^a As of September 8, 2021, Delaware was no longer operating an MFP-funded program. Cumulative totals reflect transitions reported in the 2019 Period 2 semi-annual progress report.

^b As of February 8, 2021, Illinois was no longer operating an MFP-funded program. The state stopped accepting new referrals as of July 2017. In August 2022, Illinois received grant funding to reactivate its MFP program. Cumulative totals reflect transitions reported in the 2019 Period 2 semi-annual progress report.

^c As of August 17, 2020, Kansas was no longer operating an MFP-funded program. In August 2022, Kansas received grant funding to reactivate its MFP program. Cumulative totals reflect transitions reported in the 2019 Period 2 semi-annual progress report.

^d Massachusetts ended MFP-funded transitions in mid-2017 and then followed MFP Demonstration participants for 365 days post-transition. The state exhausted MFP funding on December 31, 2017, and then received grant funding to reactivate its program in March 2022. Cumulative totals reflect transitions reported in the 2018 Period 1 semi-annual progress report.

^e As of February 26, 2020, Michigan was no longer operating an MFP-funded program. Cumulative totals reflect transitions reported in the 2018 Period 2 semi-annual progress report.

^f As of May 3, 2021, Mississippi was no longer operating an MFP-funded program. Cumulative totals reflect transitions reported in the 2020 Period 1 semi-annual progress report.

^g As of December 28, 2020, Nebraska was no longer operating an MFP-funded program. Cumulative totals reflect transitions reported in the 2020 Period 1 semi-annual progress report.

^h As of February 19, 2021, New Hampshire was no longer operating an MFP-funded program. In August 2022, New Hampshire received grant funding to reactivate its MFP program. Cumulative totals reflect transitions reported in the 2018 Period 2 semi-annual progress report.

ⁱ 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 & 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>.

^j Tennessee did not have an active MFP program in 2019, 2020, or 2021. In August 2022, Tennessee received grant funding to reactivate its MFP program. Cumulative totals reflect transitions reported in the 2018 Period 2 semi-annual progress report.

^k As of February 8, 2021, Virginia was no longer operating an MFP-funded program. Cumulative totals reflect transitions reported in the 2018 Period 2 semi-annual progress report.

CMS = Centers for Medicare & Medicaid Services; MFP = Money Follows the Person; ID/DD = intellectual disabilities/developmental disabilities; MH/SUD = mental health or substance use disorders; PD = physical disabilities.

Appendix

Table A.1. Closeouts and reactivations of MFP programs as of April 2024

MFP Grant Recipient	Date of the final Notice of Award to closeout each grant / Date of reactivation
Delaware	Closed-out September 8, 2021.
Illinois	As of February 8, 2021, Illinois was no longer operating an MFP-funded program. The state stopped accepting new referrals as of July 2017. In August 2022, Illinois received grant funding to reactivate its MFP program.
Kansas	As of August 17, 2020, Kansas was no longer operating an MFP-funded program. In August 2022, Kansas received grant funding to reactivate its MFP program.
Massachusetts	The state ended MFP-funded transitions in mid-2017 and then followed MFP Demonstration participants for 365 days post-transition. The state exhausted MFP funding December 31, 2017. In March 2022, Massachusetts received grant funding to reactivate its MFP program.
Michigan	Closed-out February 26, 2020.
Mississippi	Closed-out May 3, 2021.
Nebraska	Closed-out December 28, 2020.
New Hampshire	As of February 19, 2021, New Hampshire was no longer operating an MFP-funded program. In August 2022, New Hampshire received grant funding to reactivate its MFP program.
Oregon	Closed-out September 21, 2016.
Tennessee	Tennessee did not have an active MFP program in 2019, 2020, or 2021. In August 2022, Tennessee received grant funding to reactivate its MFP program.
Virginia	Closed-out February 8, 2021.

Source: Information provided by CMS on which MFP grant recipients have closed out and/or reactivated programs as of April 2024.

Note: The date of the final Notice of Award to close out each grant represents the end of the overall period of performance for the grant award and effectively terminates program implementation.

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Suggested reference

Murray, Caitlin, Alexandra Carpenter, and Jessica Ross. "Money Follows the Person: Updated MFP Grant Recipient Transitions as of December 31, 2021." Chicago, IL: Mathematica, June 2, 2024.