



Common Sense Initiative

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Business Impact Analysis

Agency, Board, or Commission Name: **OHIO DEPT. OF AGING**

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Regulation/Package Title (a general description of the rules' substantive content):

OLDER AMERICANS ACT NUTRITION PROGRAM: HOME-DELIVERED MEALS

Chapter 173-4 of the Administrative Code establishes the requirements for AAA-provider agreements paid, in whole or in part, with Older Americans Act funds for nutrition services.

Rule Number(s): 173-4-05.2

Date of Submission for CSI Review: July 14, 2025

Public Comment Period End Date: July 27, 2025 at 11:59PM.

Rule Type/Number of Rules:

☐ New/___ rules

☒ Amended: 1 rule (FYR? ☒)

☐ No Change/___ rules (FYR? ☐)

☐ Rescinded/___ rules (FYR? ☐)

The Common-Sense Initiative is established in R.C. 107.61 to eliminate excessive and duplicative rules and regulations that stand in the way of job creation. Under the Common-Sense Initiative, agencies must balance the critical objectives of regulations that have an adverse impact on business with the costs of compliance by the regulated parties. Agencies should promote transparency, responsiveness, predictability, and flexibility while developing regulations that are fair and easy to follow. Agencies should prioritize compliance over punishment, and to that end, should utilize plain language in the development of regulations.

Reason for Submission

1. R.C. 106.03 and 106.031 require agencies, when reviewing a rule, to determine whether the rule has an adverse impact on businesses as defined by R.C. 107.52. If the agency determines that it does, it must complete a business impact analysis and submit the rule for CSI review.

Which adverse impact(s) to businesses has the agency determined the rule(s) create?

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The rule(s):

- a. ☐ Requires a license, permit, or any other prior authorization to engage in or operate a line of business.
- b. ☐ Imposes a criminal penalty, a civil penalty, or another sanction, or creates a cause of action for failure to comply with its terms.
- c. ☒ Requires specific expenditures or the report of information as a condition of compliance.
- d. ☐ Is likely to directly reduce the revenue or increase the expenses of the lines of business to which it will apply or applies.

Regulatory Intent

2. Please briefly describe the draft regulation in plain language.

Please include the key provisions of the regulation as well as any proposed amendments.

This rule exists to establish requirements to include in, or exclude from, every AAA¹-provider agreement (i.e., contract or grant) for home-delivered meals that is paid, in whole or in part, with Older Americans Act funds.

The U.S. Dept. of Health and Human Services (HHS) adopted [45 CFR 1321.87](#) on February 14, 2024. The federal rule allows providers to provide home-delivered meals by home delivery, pick-up, carry-out, drive-through, or similar methods. It also allows providers to encourage meal participants to attend congregate dining options. ODA proposes to amend this rule to implement both of these flexibilities..

3. Please list the Ohio statute(s) that authorize the agency, board or commission to adopt the rule(s) and the statute(s) that amplify that authority.

RC §§ [121.07](#), [173.01](#), [173.02](#), [173.392](#).

4. Does the regulation implement a federal requirement? Is the proposed regulation being adopted or amended to enable the state to obtain or maintain approval to administer and enforce a federal law or to participate in a federal program?

If yes, please briefly explain the source and substance of the federal requirement.

[42 USC 3025](#) establishes ODA's responsibility regarding Older Americans Act policy development in Ohio.

This rule refers to standards in [42 USC 3030f](#) and [3030g-21](#).

[45 CFR 1321.9](#) requires ODA to "develop policies governing all aspects of [Older Americans Act] programs."

This rule refers to standards in [45 CFR 1321.87\(a\)\(2\)](#).

5. If the regulation implements a federal requirement, but includes provisions not specifically required by the federal government, please explain the rationale for exceeding the federal requirement.

¹ "AAA" means "area agency on aging."

This rule exists to implement the state laws ODA listed in its response to #2, which require ODA to establish the standards for AAA-provider agreements, and the federal law and rules that ODA listed in its response to #3, which require ODA to develop policies for all aspects of the Older Americans Act programs in Ohio.

6. What is the public purpose for this regulation (i.e., why does the Agency feel that there needs to be any regulation in this area at all)?

This rule exists to (1) comply with the state laws mentioned in ODA's response to #3, which require ODA to establish requirements for AAA-provider agreements, and (2) ensure necessary safeguards are in place to protect the health and safety of consumers receiving services paid with Older Americans Act funds.

7. How will the Agency measure the success of this regulation in terms of outputs and/or outcomes?

To ensure compliance fostering the health and safety of consumers receiving services paid with Older Americans Act funds and compliance with monitoring (i.e., auditing) requirements under [2 CFR Part 200, Subpart F](#): (1) ODA regularly monitors AAAs for compliance with this rule and (2) AAAs regularly monitor providers for their compliance with AAA-provider agreements. The rule is judged as being successful when (1) ODA funds few violations in AAA-provider agreements and (2) AAAs find few violations against AAA-provider agreements.

8. Are any of the proposed rules contained in this rule package being submitted pursuant to R.C. 101.352, 101.353, 106.032, 121.93, or 121.931?

If yes, please specify the rule number(s), the specific R.C. section requiring this submission, and a detailed explanation.

No.

Development of the Regulation

9. Please list the stakeholders included by the Agency in the development or initial review of the draft regulation.

If applicable, please include the date and medium by which the stakeholders were initially contacted.

ODA's guide [Participating in ODA's Rule Development](#) and the [main rules webpage](#) on ODA's website encourage stakeholders and the general public to contact ODA's policy-development manager at rules@age.ohio.gov to give input on improving ODA's rules. Outside of email responses to the outreach efforts below, this email address has not received any email from any person or entity regarding this rule since the last time that ODA amended it.

On March 26, 2025, ODA conducted an online stakeholder meeting for AAAs, providers, and other organizations to give ODA recommendations for implementing new federal requirements in [45 CFR 1321.87](#) into ODA's rules. ODA invited every AAA and the following providers and organizations to participate in this meeting:

- Academy of Senior Health Sciences, Inc.
- Carroll County CoA.
- Comfort Keepers.
- Guernsey County Senior Citizens Center, Inc.
- Kno-Ho-Co-Ashland Community Action Commission (KHCA).
- LeadingAge Ohio.
- LifeCare Alliance.
- OhioAging (O4A).

- Ohio Association of Senior Centers (OASC).
- Ohio Council for Home Care and Hospice (OCHCH).
- Ohio Health Care Association (OHCA).
- Ohio Jewish Communities (OJC).
- Preble County Senior Center.
- Senior Resource Connection.
- State Long-Term Care Ombudsman.
- United Senior Services.

On May 29, 2025, ODA emailed AAAs and OhioAging to solicit feedback on a draft of this rule. ODA previously discussed this rule with AAAs, providers, and other organizations at its March meeting.

10. What input was provided by the stakeholders, and how did that input affect the draft regulation being proposed by the Agency?

During the March 26 meeting, ODA received 3 comments from 2 stakeholders on this rule. The table below shows each comment and ODA's reply to it.

	Stakeholder	Comment	ODA's Reply
1	AAA1 and several others.	There are considerations for providers to make regarding pick-up and carry-out options for home-delivered meals because providing food by different methods may require compliance with different food-safety standards. Additionally, how the consumer treats the meal after pick-up or carry-out can create additional food safety issues which are out of the provider's control.	During the meeting, ODA indicated that these are valid concerns for an AAA to consider for its area plan and for a provider to consider before offering pick-up and carry-out options.
2	LifeCare Alliance	Food safety is in the hands of the consumer after the meal leaves the provider's place of business. This provider wanted providers to establish these food safety standards.	ODA emailed the stakeholder to provide the following response: The Ohio Departments of Agriculture and Health jointly have jurisdiction to establish Ohio's food-safety standards. These standards do not regulate consumers. 45 CFR 1321.87(a)(2) allows providers to offer pick-up or carry-out options for home-delivered meals. That federal rule does not require providers to offer pick-up or carry-out options. If a provider is concerned that it cannot ensure that consumers will maintain safe food handling at home or on the way home, then the provider may not want to offer a pick-up or carry-out option to consumers. In rule 173-4-05.2 of the Administrative Code, ODA proposes to retain the flexibility allowed under 45 CFR 1321.87(a)(2).

ODA received the following 2 comments from 3 of Ohio's 12 AAAs on this rule in response to the May 29 email. The table below shows each comment and ODA's reply to it.

	AAA	Comment	ODA's Reply
1	AAA1	¶(B)(3) Flexibility around how the meals are delivered- drop off, pick up We appreciate the flexibility with delivery options. A few considerations with regards to food safety raises concern. Currently the rule states no items are allowed to be taken to go for this reason. Providers will have no control over how the food is managed once it leaves the provider's hands. Delivery options will have a direct correlation with menu options, which may be a concern for providers. Will providers be required to have different menus for different delivery options to accommodate menu options that should be served chilled, frozen, and hot? What impact will expanded delivery models have on senior center participation? Many senior centers are struggling to maintain participation post-pandemic. We want to emphasize the importance of the socialization aspect of the congregate meal program, which is not available to participants of alternative meal delivery options.	The Ohio Departments of Agriculture and Health jointly have jurisdiction to establish Ohio's food-safety standards. These standards do not regulate consumers. 45 CFR 1321.87(a)(2) allows providers to offer pick-up or carry-out options for home-delivered meals. That federal rule does not require providers to offer pick-up or carry-out options. If a provider is concerned that it cannot ensure that consumers will maintain safe food handling at home or on the way home, then the provider may not want to offer a pick-up or carry-out option to consumers. In rule 173-4-05.2 of the Administrative Code, ODA proposes to retain the flexibility allowed under 45 CFR 1321.87(a)(2).
2	AAA7	General The AAA7 team has reviewed the attachments and have no further comments to submit.	Thank you!
3	AAA9	General At this time, AAA9 does not have any comments or concerns to provide regarding the proposed updates to the four rules attached.	Thank you!

11. What scientific data was used to develop the rule or the measurable outcomes of the rule? How does this data support the regulation being proposed?

ODA is not proposing to amend this rule due to scientific data.

12. What alternative regulations (or specific provisions within the regulation) did the Agency consider, and why did it determine that these alternatives were not appropriate? If none, why didn't the Agency consider regulatory alternatives? *Alternative regulations may include performance-based regulations, which define the required outcome, but do not dictate the process the regulated stakeholders must use to comply.*

[RC§173.392](#) requires ODA to adopt rules to establish requirements for AAA-provider agreements. Additionally, the federal law and regulation ODA listed in its response to #3 require ODA to develop policies for all aspects of the Older Americans Act programs.

13. What measures did the Agency take to ensure that this regulation does not duplicate an existing Ohio regulation?

[RC§173.392](#) authorizes only ODA to adopt rules to establish requirements for AAA-provider agreements.

14. Please describe the Agency's plan for implementation of the regulation, including any measures to ensure that the regulation is applied consistently and predictably for the regulated community.

Before the proposed amendments take effect, ODA will email subscribers of our rule-notification service to feature this rule. Through regular monitoring (i.e., auditing) requirements under [2 CFR Part 200, Subpart F](#): (1) ODA will regularly monitor AAAs for compliance with this rule and (2) AAAs will regularly monitor providers for their compliance with AAA-provider agreements.

Adverse Impact to Business

15. Provide a summary of the estimated cost of compliance with the rule(s). Specifically, please do the following:

a. Identify the scope of the impacted business community, and

Every provider with an AAA-provider agreement to be paid with Older Americans Act funds to provide home-delivered meals in Ohio.

b. Quantify and identify the nature of all adverse impact (e.g., fees, fines, employer time for compliance, etc.).

The adverse impact can be quantified in terms of dollars, hours to comply, or other factors; and may be estimated for the entire regulated population or for a representative business. Please include the source for your information/estimated impact.

This rule refers to the requirements to include in every AAA-provider agreement for a home-delivered meals paid, in whole or in part, with Older Americans Act funds in rules [173-3-06](#) and [173-4-05](#) of the Administrative Code. The reference in this rule does not create an adverse impact, because rule 173-3-06 of the Administrative Code already regulates every agreement and rule 173-4-05 of the Administrative Code already regulates every nutrition project. ODA includes the reference to rules 173-3-06 and 173-4-05 of the Administrative Code in this rule due to the tendency of the public to find rules by googling. If a person searches for "home-delivered meals," ODA wants the person to find this rule and know to also read rules 173-3-06 and 173-4-05 of the Administrative Code.

This rule establishes standards on the following topics:

- Delivery standards:
 - a. Availability.
 - b. Determining when a delivery is successful.
 - c. Delivery method. ODA proposes to add this topic to the rule. See ODA's response to question #16 for more information.
- Emergency closings.
- Quality assurance.
- New option to encourage meal recipients to participate in congregate dining. See ODA's response to question #16 for more information.

Additionally, this rule establishes reporting items needed to comply with the service verification requirements in rule 173-3-06 of the Administrative Code.

Providers establish the rate they are paid when they respond to a request for proposal (RFP) by submitting their bid to the AAA for how much they will charge per unit. The amount an AAA pays a provider is an all-inclusive rate. It's intended to cover all costs incurred in providing the project or service, including administration, training, and reporting. Therefore, the provider's bid includes all costs anticipated in providing the service.

If the provider's bid wins, the provider is paid what it bid during the open and free competition for the AAA-provider agreement (cf., [2 CFR 200.319](#), plus rules [173-3-04](#) and [173-3-05](#) of the Administrative Code).

16. Are there any proposed changes to the rules that will reduce a regulatory burden imposed on the business community? Please identify. (*Reductions in regulatory burden may include streamlining reporting processes, simplifying rules to improve readability, eliminating requirements, reducing compliance time or fees, or other related factors*).

As previously stated, the U.S. Dept. of Health and Human Services (HHS) adopted [45 CFR 1321.87](#) on February 14, 2024. The federal rule allows providers to provide home-delivered meals by home delivery, pick-up, carry-out, drive-through, or similar methods. The rule also allows providers to encourage meal recipients to participate in congregate dining. ODA proposes to amend this rule to implement both flexibilities. No provider is required to implement either flexibility.

17. Why did the Agency determine that the regulatory intent justifies the adverse impact to the regulated business community?

[RC§173.392](#) requires ODA to develop rules establishing standards for AAA-provider agreements (*i.e.*, contracts and grants) and [RC§173.01](#) requires ODA to represent the interests older Ohioans. Establishing standards for AAA-provider agreements in this rule ensures the health and safety of the older Ohioans who are consumers of services through Older Americans Act programs, which fulfills both statutes.

There is no requirement for a provider to enter into an AAA-provider agreement to provide services in this state. An AAA-provider agreement is not a gateway to doing business in Ohio. Instead, a provider who wants to add the Older Americans Act programs to its lines of business may enter into an AAA-provider agreement for those Older Americans Act programs to pay the provider for the services it wants to provide to the consumers of those programs.

Additionally, providers voluntarily bid for AAA-provider agreements. A provider is only required to comply with an AAA-provider agreement if (1) the provider bids on providing the service to be paid with Older Americans Act funds, and (2) the provider's bid is a winning bid. Providers may provide the same service without entering into an AAA-provider agreement when paid by private pay, third-party insurers, or other government programs that do not use Older Americans Act funds.

Regulatory Flexibility

18. Does the regulation provide any exemptions or alternative means of compliance for small businesses? Please explain.

Because the primary purpose of this rule is to ensure the health and safety of consumers receiving services paid with Older Americans Act funds within ODA's scope of regulatory authority, this rule treats all providers the same, regardless of their size.

19. How will the agency apply Ohio Revised Code section 119.14 (waiver of fines and penalties for paperwork violations and first-time offenders) into implementation of the regulation?

ODA is concerned primarily about protecting the health and safety of consumers receiving services paid with Older Americans Act funds through compliance with this rule. Whenever possible, ODA or AAAs treats administrative violations that do not involve health and safety as opportunities for improvement through warning notices and solicitation of corrective action.

20. What resources are available to assist small businesses with compliance of the regulation?

ODA and AAAs are available to help providers of all sizes with their questions. Any person may contact ODA's [rules and policy administrator](#) with questions about ODA's proposals for this rule.