

**Alabama**  
**Plan First Medicaid Family Planning**  
**Section 1115 Quarterly Report**  
**Demonstration Year 12, Quarter 4**  
**Fiscal Quarter 2**  
**May 31, 2013**

**Introduction**

The Alabama Medicaid Plan First program began October 1, 2000, and represents a collaborative effort between the Alabama Medicaid Agency and the Alabama Department of Public Health to increase the availability of family planning services to all women of childbearing age (19-55) with incomes at or below 133% of the federal poverty level that would not otherwise qualify for Medicaid. Plan First was predicated on the recognized need for continued family planning once SOBRA Medicaid eligibility for pregnancy was terminated after the post partum period and for those women who would not otherwise qualify for Medicaid unless pregnant. The program's overall goal is to reduce unintended pregnancies. When the program began, approximately 60,000 women were automatically enrolled. Enrollment increased steadily for the first five years of the program to over 100,000 women, after which there was a decline. Despite the initial decline and the increased potential eligible population due to the recession of 2008, actual enrollment numbers in the Plan First program have been stable overall, with enrollment exceeding 75% for eligibles in the key reproductive age group of 20 – 29. The program continues to make substantial progress in achieving the program objectives with enrollment in 2011 reaching 67% of estimated eligible women.

**Executive Summary**

- **Brief description of Demonstration population**

The Plan First program extends Medicaid eligibility for family planning services to all women of childbearing age (19 through 55) with incomes at or below 133% of the federal poverty level who would not otherwise qualify for Medicaid.

- **Goal of Demonstration**

**Goal 1.** Increase the portion of income eligible women, ages 19 – 55, enrolled in Plan First and reduce age, race, and geographic disparities among enrollees

**Goal 2.** Maintain the high level of awareness of the Plan First program among program enrollees.

**Goal 3.** Increase the portion of Plan First enrollees using family planning services initially after enrollment and in subsequent years of enrollment by improving access to services and increasing the rate of return visits for care.

**Goal 4.** Increase the portion of family planning visits that include referrals for primary care services where indicated.

**Goal 5.** Maintain birth rates among Plan First service users that are lower than the estimated birth rates that would be occurring in the absence of the Plan First demonstration.

- **Program highlights**

Through Plan First, women are able to take advantage of all family planning services that are offered through the Alabama Medicaid Agency. Any qualified provider can enroll as a provider for the Plan First Program. Direct services are augmented with care coordination and tracking for “high risk” and “at risk” women to ensure compliance with the woman’s chosen birth control method. Care coordination services are designed to provide special assistance to those women who are at high risk for an unintended pregnancy and allows for enhanced contraceptive education on appropriate use of the chosen method, further assurance of correct and continued usage, and successful family planning with spacing of pregnancies. Effective for dates of service October 1, 2012, the Alabama Medicaid Agency began covering selected smoking cessation products for recipients enrolled in the Plan First program. Products covered are nicotine patches, nicotine gum, nicotine lozenges, bupropion tablets and varenicline tablets. As of the end of March, ADPH had referred 510 Plan First recipients to the Alabama Quitline for smoking cessation treatment and counseling. During the reporting quarter there were 1012 claims paid for smoking cessation products for a total of \$12,095.24. Education on this benefit continues to be available for new providers and appropriate staff as an on-demand webcast through the ADPH television network.

<b>Demonstration Year</b>	<b>Begin Date</b>	<b>End Date</b>	<b>Quarterly Report Due Date (60 days following end of quarter)</b>
<b>Quarter 1</b>	<b>April 1</b>	<b>June 30</b>	<b>August 30</b>
<b>Quarter 2</b>	<b>July 1</b>	<b>September 30</b>	<b>November 30</b>
<b>Quarter 3</b>	<b>October 1</b>	<b>December 31</b>	<b>February 28</b>
<b>Quarter 4</b>	<b>January 1</b>	<b>March 31</b>	<b>May 31</b>

- **Significant program changes**

Initially enrollment goals were met at the end of the first demonstration period but net enrollment declined over the next five years due to the requirement for annual re-enrollment in Medicaid to retain coverage in Plan First. By DY10, however, the percent of enrollees increased to 54%, with overall actual enrollment numbers in the Plan First program quite stable. Alabama Medicaid Agency began using a Social Security Administration data match in January 2010 to verify citizenship, which has helped to streamline the enrollment process. Alabama has implemented automated Express-lane Eligibility renewals on Plan First women as well as children as of February 2013. This is an expedited renewal completed totally by the system without the worker or recipient having to participate. Going forward, Medicaid plans to continue increasing service utilization in the Plan First Program by improving communication with enrollees on enrollment and coverage issues, and making improvements to our mechanisms for verifying eligibility to facilitate enrollment for new participants. To facilitate this, Alabama Department of Public Health (ADPH) Care Coordinators have been placed in some private provider offices around the State. The reception to this new service being provided has been very positive and other Plan First providers have inquired about placement of care coordinators in their practices. (See Program Outreach and Awareness Notification for more information regarding this quarter's activity).

- **Policy issues and challenges**

Changes in eligibility determination, such as the implementation of Express-lane Eligibility in February 2013, and acceptance of insured women will increase the number of never-before-enrolled women enrolling in Plan First, and will increase the portion of women who renew eligibility within 60 days of the end of the previous enrollment period. The changes in determination processes should impact low income women, but not the women automatically enrolled from SOBRA maternity, and the acceptance of enrollment of women with other forms of insurance should impact women with TPL (third party liability). Alabama Medicaid also plans the use of an administrative renewal for Plan First women without children, which was not allowed in the previous period. These measures should ease barriers to enrollment and re-enrollment and will shift the composition of the enrolled population closer to that of the eligible population.

The Alabama Medicaid Agency submitted their initial transition plan to CMS on 6/13/2012 as part of the contract renewal. To date, the State of Alabama has continued to opt-out of Medicaid expansion as required by the Affordable Care Act. Currently the State does plan to renew its 1115 Demonstration Waiver.

**Enrollment**

- As mentioned, Medicaid proposes to continue increasing utilization in Plan First by improving communication with enrollees and making improvements to our mechanisms for verifying eligibility. Close to the first working day of each month before the regular renewal packets are sent, Medicaid sends DHR a file of recipients approaching redetermination that will be matched by DHR with their SNAP and TANF data. Those cases where all individuals match will receive an Express-lane eligibility renewal and those who do not match will be sent a regular review package so they can renew. Individuals who are renewed through Express-lane eligibility receive a letter informing them their case has been renewed, and there is no action required of an eligibility worker or the family. Alabama implemented automated Express-lane Eligibility renewals on Plan First women as well as children in February 2013. This is an expedited renewal completed totally by the system without the worker or recipient having to participate. For the past three months 44% of our renewals have been completed using this method. Currently there are 35,920 active Plan First participants. (Since implementing the automated ELE feature, cumulative totals are no longer available. When recipient data is matched with TANF and SNAP the program adds ELE indicators, but it also removes ELE indicators on recipients who are no longer active through ELE). Going forward, Alabama Medicaid will continue to monitor trends on an ongoing basis, quarterly and annually
  
- Enrollment figures: enrollees and participants within the Demonstration in addition to member months, as outlined in STCs 25 & 33. This Demonstration has two eligible populations, as described in STC14:
  - Population 1: women losing Medicaid pregnancy coverage at the conclusion of 60 days postpartum
  - Population 2: women who have an income at or below 133 percent of the FPL.

<b>DY 12</b>	<b>Quarter 1: April - June 2012</b>		
	<b>Population 1</b>	<b>Population 2</b>	<b>Total Population</b>
<b># of Newly Enrolled</b>	5,508	11,098	105,431
<b># of Total Enrollees</b>	5,508	11,098	105,431
<b># of Participants</b>	*	*	38,141♦

<b># of Member Months</b>	11,090	21,911	266,475
<b>Total # Recipients Enrolled w/ ELE to date</b>			---♣
<b>DY 12</b>	<b>Quarter 2: July - September 2012</b>		
	<b>Population 1</b>	<b>Population 2</b>	<b>Total Population</b>
<b># of Newly Enrolled</b>	6209	14,239	106,446
<b># of Total Enrollees</b>	---	---	106,446
<b># of Participants</b>	*	*	38,673♦
<b># of Member Months</b>	12,186	28,668	257,994
<b>Number of recipients active on Plan First through ELE</b>			12,033
<b>DY 12</b>	<b>Quarter 3: October - December 2012</b>		
	<b>Population 1</b>	<b>Population 2</b>	<b>Total Population</b>
<b># of Newly Enrolled</b>	6,435	14,758	107,013
<b># of Total Enrollees</b>	6,435	14,758	107,013
<b># of Participants</b>	*	*	38,624
<b># of Member Months</b>	12,896	31,324	257,460
<b>Number of recipients active on Plan</b>			17,936

<b>First through ELE</b>	
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DY 12	Quarter 4: January – March 2013		
	Population 1	Population 2	Total Population
<b># of Newly Enrolled</b>	6399	14,375	109,469
<b># of Total Enrollees</b>	6399	14,375	109,469
<b># of Participants</b>	*	*	
<b># of Member Months</b>	12,737	27,947	266,103
<b>Number of recipients active on Plan First through ELE</b>			35,920

♣ Numbers not available at time of report

\*Currently Alabama Medicaid is unable to track Populations 1 & 2 ongoing as once a recipient “flips” from maternity to Plan First or is awarded Plan First coverage, they become part of the total population the following month – they do not stay in Population 1 or Population 2

♦Of the total population of eligibles, this is the number of recipients with a billable service during the quarter (active participants).

### **Service and Providers**

- **Service Utilization**

As reported in January, 2012, the overall portion of enrollees using services increased between DY6 and DY10 from 54% to about 56% of enrollment. The increase in portion of enrollees using services occurred primarily because the size of the enrolled population declined, and non-service users in particular did not re-enroll. The actual number of clients using services increased 1.3% between DY6 and DY10, while the number of enrollees declined by 24%. The

portion of maternity care service users who received at least one Plan First visit increased by nearly 18% between DY6 and DY10. In DY11 the number of service users increased compared to DY10, but the number of enrollees increased as well, resulting in a net portion of enrollees using services of 45%, which is below performance targets. There was a decline in the portion of women with Medicaid deliveries in the year and previous year who used Plan First services in DY11, which may be in part because more women are receiving family planning services during the postpartum period when they are still covered under Medicaid maternity care. Based on these statistics the performance targets still have not been met but continue to move closer than performance in previous demonstration years.

Since Plan First began providing smoking cessation products and counseling to recipients on October 1, 2012, recipients have been taking advantage of the new benefit and ADPH has referred 510 women for smoking cessation treatment and counseling.

- **Provider participation**

Providers must enroll with Medicaid to participate in the Plan First program, but participation is voluntary. They must be certified to participate in the Alabama Medicaid program, be in full compliance with federal civil rights and anti-discrimination legislation, provide services to clients until they elect to terminate care, provide family planning on a voluntary and confidential basis, and assure freedom of choice of family planning method unless medically contraindicated. All Alabama counties currently have public provider options for Plan First care. In DY10, 4 counties gained a private provider and by DY11 only 2 counties did not have private provider participation. Overall the total number of private providers participating in Plan First has increased across the state. Likewise, the total number of visits made to private providers has increased, suggesting that these were re-distributed across other providers in neighboring counties.

As mentioned, providers were given access to satellite training in September 2012 re the Plan First waiver renewal with coverage of tobacco cessation products and counseling through the ADPH Quitline. Providers who could not take advantage of the initial training can access training via an on-demand webcast, and find handouts, forms and other information via the ADPH website on the Plan First page.

### **Program Outreach Awareness and Notification**

- **General Outreach and Awareness**

Outreach strategies include relationship building and partnerships with other programs, such as maternal health programs, to link patients to Plan First. The

targeted recipient population is young adults ages 19 – 29. Training of private providers to outreach targeted populations, distribute marketing materials to CHIP clinics/providers and flyers containing “coupons” to pass on to family and friends are also outreach strategies. Funding for these outreach programs comes from the State’s Public Health Department. Medicaid will continue its efforts in provider outreach through brochures, Alert notices, website updates, and publications, such as the “Provider Insider”.

General community based outreach, provided by the ADPH Care Coordinators through the use of posters, brochures, presentations and booths at health fairs, is an ongoing activity. Care Coordinators contact women by phone or mail who have just had a Medicaid delivery. These women are advised of their automatic enrollment in Plan First and how they can obtain services.

Print ad and commercial streaming was purchased for use at the al.com website from January 31, 2013 through May 31, 2013. **Al.com** is Alabama’s largest online newspaper. Plan First will also be advertised through al.com’s search engine research program specifically targeting the internet usage on over 12,000 nationally known web sites of those women who appear to meet the Plan First eligibility requirements. The banners, print ads and commercial all provide direct links to the Plan First web site. As of the end of March, the al.com advertising linked 3,171 individuals to the Plan First web site. The Plan First hotline received 942 calls during January through March.

### **Program Evaluation, Transition Plan, and Monitoring**

The Alabama Medicaid Agency tracks complaints/grievances received from recipients and providers related to Plan First services. During the quarter ending 3/31/2013 no Plan First complaints from providers or recipients were received at Medicaid.

The quarterly audit submitted by the eleven Public Health Areas identified that 22,317 women received a Plan First care coordination service. Of those, 10,669 women received their annual face-to-face risk assessment and 5,867 were identified as high risk for an unintended pregnancy and offered care coordination. A total of 946 audits were completed for this quarter and the compliance rate was 99%. No complaints or grievances were received at ADPH during this quarter.

As specified in the transition plan submitted to CMS 6/13/12, the Agency intends to expand enrollment using the “Flip” process currently in place for recipients who “flip” from maternity coverage to Plan First coverage after the 60<sup>th</sup> post partum day. This would allow for a seamless transition from the Plan First category to the expanded coverage category should coverage expansion go into effect January 1, 2014. This process already works effectively for transition from maternity to family planning coverage, and will likewise facilitate transition to full coverage.

## Quarterly Expenditures

	<b>Demonstration Year 12 October 1, 2011 – September 30, 2012</b>			
<b>Reporting Quarter*</b>	<b>Service Expenditures as Reported on CMS-64</b>	<b>Administrative Expenditures as Reported on CMS-64</b>	<b>Total Expenditures as Reported on CMS-64</b>	<b>Expenditures as requested on CMS-37</b>
<b>Quarter 1 Expenditures</b>	\$12,534,596.00	\$42,561.00	\$12,577,157.00	\$9,612,000.00
	<b>Demonstration Year 13 October 1, 2012 – September 30, 2013</b>			
<b>Quarter 2 Expenditures</b>	\$9,521,225.00	\$47,392.00	\$9,568,617.00	\$9,612,000.00
<b>Quarter 3 Expenditures</b>	\$19,748.07	\$54,660.12	\$74,408.19	\$9,842,454.00
<b>Quarter 4 Expenditures</b>	\$10,300,705.62	\$34,164.87	\$10,334,870.49	\$9,942,454.00

\*Reporting quarters for waiver renewal do not coincide with quarters in fiscal year. See chart on page 2 for reporting quarters and report due dates.

- **Activities for Next Quarter**

State-wide outreach will continue next quarter through al.com and general community based outreach, provided by the ADPH Care Coordinators through the use of posters, brochures, presentations and booths at health fairs will continue to be an ongoing activity. Care Coordinators will also continue to contact women by phone or mail who have recently had a Medicaid delivery to advise them of automatic enrollment in Plan First and how they can obtain services.

Providers will continue to have access to the Smoking Cessation Initiative satellite training, and materials for instruction, promotion and patient awareness through Medicaid and ADPH. Responses to questions regarding smoking from recipient surveys will be evaluated as they are received and help to establish a baseline for further evaluation of smoking cessation products and counseling. The expectation is that this participation will continue as the program is promoted by care coordinators in the Maternity Care Program and Plan First. Providers will continue to receive education, updates and Medicaid program/policy issues through the "Provider Insider" and through "Alert"

messages sent by the Agency. Ongoing program evaluation will also continue through the University of Alabama at Birmingham School of Public Health.