

## **Table of Contents for Mississippi Medicaid Workforce Training Initiative**

Initial Complete Application (Submitted 01/16/2018).....	Page 2
Supplemental Budget Neutrality Information (Submitted 07/12/2018).....	Page 26
Supplemental Application Materials (Submitted 05/29/2018).....	Page 31



**David J. Dzielak, Ph.D.**  
Executive Director

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**MEMORANDUM**

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TO: Governor Phil Bryant

FROM: David J. Dzielak, Ph.D.

DATE: OCT 27 2017

RE: Medicaid Workforce Training Initiative 1115 Demonstration Waiver Application

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The Medicaid Workforce Training Initiative 1115 Demonstration Waiver Application is being submitted to allow the Division of Medicaid to extend eligibility for low-income parents and caretaker relatives receiving Transitional Medical Assistance (TMA) and provide those beneficiaries with workforce training opportunities. This demonstration application also provides workforce training opportunities to non-disabled adults currently covered under traditional Medicaid, including low-income parents and caretaker relatives and individuals eligible for TMA. The Division of Medicaid is requesting an enhanced federal match rate for this demonstration.


- Waiver Summary
- Medicaid Workforce Training Initiative 1115 Demonstration Waiver Application

Please indicate your response below. Questions may be directed to Fran Ingram at 601-359-5552 or [Fran.Ingram@medicaid.ms.gov](mailto:Fran.Ingram@medicaid.ms.gov).

☒ APPROVED

☐ APPROVED WITH COMMENTS: \_\_\_\_\_

☐ DISAPPROVED

  
Phil Bryant, Governor

11-9-2017  
Date

# State of Mississippi

Medicaid Reform Demonstration Project

**Medicaid Workforce Training Initiative**

1115 Revised Waiver Demonstration Application

January 16, 2018

## Table of Contents

Introduction.....	2
Program Description .....	4
Demonstration Eligibility.....	8
Demonstration Benefits and Cost Sharing Requirements .....	9
Delivery System and Payment Rates for Services .....	9
Implementation of Demonstration .....	9
Demonstration Financing and Budget Neutrality .....	10
List of Proposed Waivers and Expenditure Authorities.....	10
Public Notice.....	11
Demonstration Administration.....	12

## Introduction

The Mississippi Division of Medicaid (DOM) is the single state agency responsible for administering the Medicaid program. DOM currently covers almost 755,000 Mississippians – approximately 25% of the state’s population. Medicaid was established over 50 years ago to provide healthcare to a vulnerable population who did not have access to healthcare. The program was originally established to provide benefits to individuals who were blind, elderly (65 years of age and older), and disabled. The program also provided medical benefits to low-income children deprived of parental support and their caretaker relatives. Through the years, the Medicaid program has been expanded to include additional populations:

- 1986 – Pregnant women and infants (under age 1) at or below 100% of FPL was established as a state plan option under Medicaid;
- 1989 – Pregnant women and children under age 6 and at 133% of FPL federally mandated under Medicaid;
- 1997 – Balanced Budget Act of 1997 created the State Children’s Health Insurance Program (SCHIP) and states were given the option to expand their Medicaid program, create a separate program for children who met SCHIP criteria, or a combination of both;
- 2014 – the Affordable Care Act (ACA) provided states with the option to expand Medicaid to all non-Medicare individuals under age 65 with incomes at or below 138% of the FPL.

While the State of Mississippi did not expand our Medicaid program to certain adults with incomes below 138% of the FPL, we continue to see an increase in expenditures. DOM believes that the Medicaid program serves as a safety net for the state’s most vulnerable population and, therefore, continually seeks to improve our Medicaid program while maintaining access to affordable, quality health care coverage for our residents.

With each passing year, DOM finds it more difficult to provide the array of services necessary for the population we are charged to serve. We are continually tasked with finding new and innovative ways to continue to serve a large population with few resources at our disposal. We continue to examine areas for costs savings and implement those we believe will assist us in continuing to provide services to our population without reducing benefits or limiting enrollment. For example, DOM moved to a managed care delivery model in 2011 in an effort to improve health outcomes and control costs. We continue to explore cost savings options to serve a vulnerable population, and believe increasing our member engagement activities by connecting individuals with various organizations within the community will provide additional resources to members designed to assist them with various aspects of their life. For example, working with organizations devoted to workforce training opportunities will allow DOM to assist members achieve employment security.

Currently, both the Temporary Assistance for Needy Families (TANF) and the Supplemental Nutrition Assistance Program (SNAP) contain certain work requirements for individuals participating in those programs. DOM believes we can leverage those resources to develop a process to provide a level of health security to Medicaid members while they gain the tools necessary for them to become independent of Medicaid.

DOM understands the importance of connecting individuals with the appropriate tools necessary for long-term success. Therefore, DOM is seeking this opportunity to strengthen our Medicaid program by establishing policies that will increase participants' ability to obtain and maintain employment and employer-sponsored health care, slow down the rising costs of health care spending, and familiarize individuals with private health insurance practices, particularly for those with fluctuating incomes. We believe the initiatives outlined in this application will assist us in ensuring the viability of the Medicaid program for future generations. To help us achieve our goal, we will partner with agencies such as the Department of Human Services (DHS) and the Office of Employment Security (OES) to identify candidates that meet requirements to participate in workforce training activities.

DOM is seeking this waiver to assist individuals with building a foundation for success – both in their personal life and their health. Our goal is to begin building a future of healthy citizens in the state of Mississippi. We look forward to working with CMS as we move towards approval of this waiver application and the creation of a sustainable Medicaid program for current and future participants.

## Program Description

Under this 1115 Waiver Application, Mississippi is proposing to:

- a. Identify individuals eligible for workforce training opportunities and assist them with accessing workforce training.
- b. Garner enhanced federal matching funds to assist with workforce training programs for individuals covered under this waiver.

DOM is seeking to implement workforce training activities for non-disabled adults currently covered under traditional Medicaid, including low-income parents and caretakers eligible under Section 1931 and individuals eligible for transitional medical assistance. Mississippi Medicaid workforce training or work activities will not be applicable to the following: Native Americans, pregnant women, children under the age of 19, disabled individuals, individuals enrolled in 1915(c) waivers, individuals over 65 years of age, or individuals residing in an institution.

Individuals can fulfill the workforce training requirement in a variety of ways. The following list contains acceptable activities and may be amended as necessary depending on individual needs:

- Working in paid employment at least 20 hours per week;
- Self-employment for at least 20 hours per week;
- Participation with the Office of Employment Security;
- Volunteering with approved agencies;
- Participation in an alcohol or other drug abuse (AODA) treatment program; and
- Compliance with SNAP and TANF work requirements.

DOM understand there are circumstances that limit or prevent a member from being able to work or receive employment training; therefore, a member will be exempt from the such training and work activities if any one of the following conditions is met:

- The member is diagnosed with a mental illness.
- The member receives Social Security Disability Insurance (SSDI) or Supplemental Security Income (SSI).
- The member is a primary caregiver for a person who cannot care for himself or herself.
- The member is physically or mentally unable to work.
- The member is receiving or has applied for unemployment insurance.
- The member is taking part in an alcohol or other drug abuse (AODA) treatment program.
- The member is enrolled in an institution of higher learning at least half-time.
- The member is a high school student age 19 or older, attending high school at least half-time.
- The member is receiving treatment for cancer, including those receiving treatment through the Department's Breast and Cervical Cancer Program.

Eligible individuals will be assessed at the point of application or reassessment to determine if they meet requirements to participate in workforce training activities and will be notified by mail of all applicable requirements at the time of approval of benefits. DOM will enter into a data sharing

agreement with the Office of Employment Security to identify and track those individuals who comply with the workforce training activities. DOM will also monitor claim activity to identify individuals who are eligible for workforce training activities and who are participating in AODA treatment programs so they continue to be exempt from workforce training activities.

Participants who fail to comply with the workforce training requirements will lose eligibility on the first day of the month following the report or identification of non-compliance. Individuals whose eligibility is terminated due to non-compliance with workforce training opportunities will be reinstated upon future compliance provided they are within their original time period of eligibility.

DOM is not alone in our desire to assist Mississippians with obtaining workforce training to assist them in obtaining the skills they need to become independent. During this demonstration waiver, we will partner with agencies such as the Department of Human Services (DHS) and the Office of Employment Security (OES) to assist with identifying and providing necessary workforce skills training to qualified Medicaid members. All agencies will work towards the common goal of assisting Medicaid members in gaining the necessary tools they need to become dependent of Medicaid and transition to other healthcare insurance programs.

DOM will work with these agencies to make sure that all individuals receive necessary assessments and are provided with opportunities to participate in workforce training or work activities that meet the criteria outlined in this waiver application. In the event an individual chooses not to participate in one of the approved activities and is not in an exempted group, Medicaid eligibility will be terminated.

Providing workforce training activities requires increased administrative functions and responsibilities for DOM. However, we believe it will further the objectives of the Medicaid program by providing individuals with increased time, health security, and resources to transition from Medicaid to private healthcare. DOM believes these actions are critical first steps in creating a sustainable program for current and future participants. Therefore, DOM is also seeking to garner enhanced federal funding designed to assist with workforce training activities.

A study in the *Journal of Health and Social Policy* suggests that policies designed to increase the economic self-sufficiency of low-income families, such as employment programs, focus on workforces, and the use of work incentives offer promise for improving health.<sup>1</sup> DOM believes that partnering with agencies that specialize in workforce training activities will enable us to better serve our Medicaid members who are eligible, willing, and able to find employment. DOM believes the increased length of eligibility is critical to assisting individuals participating in the program to achieving a successful completion and becoming independent of Medicaid. And, eventually move Mississippi's health status a little higher on the health ranking scale.

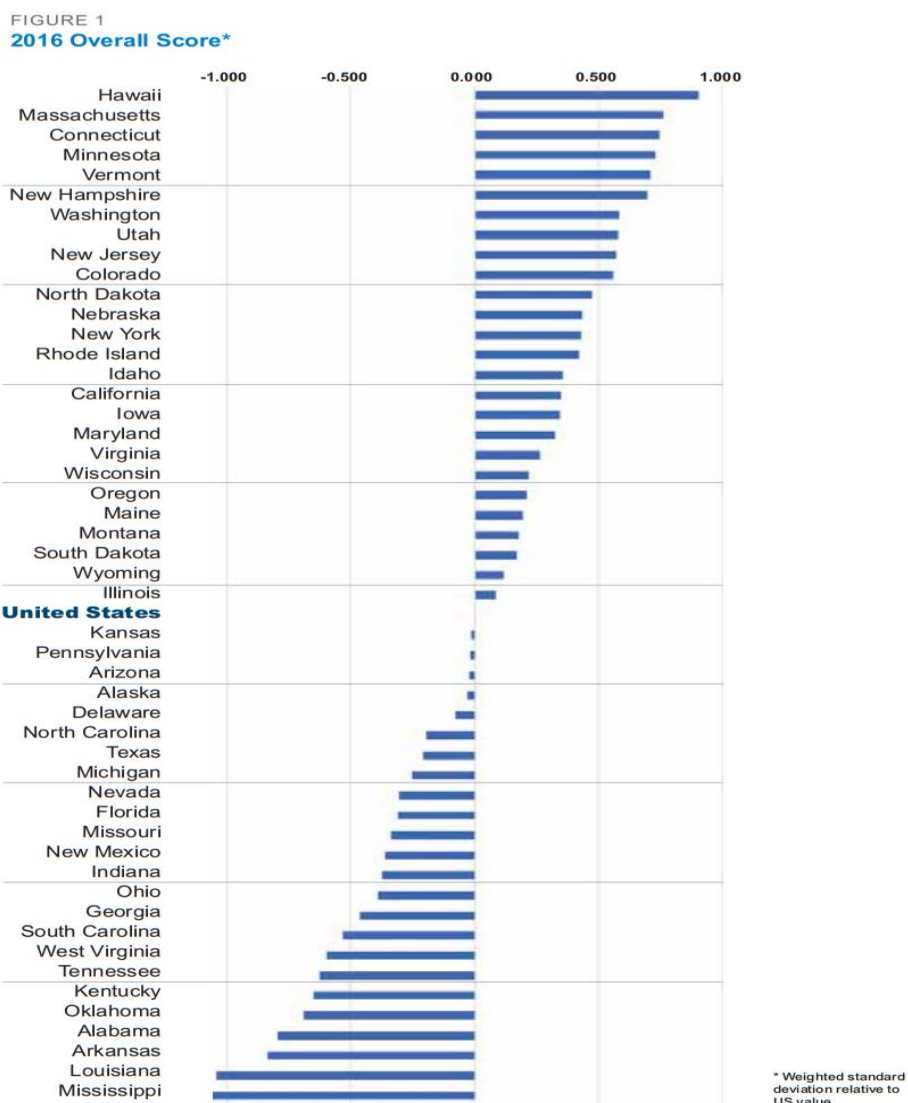
According to America's Health Rankings, Mississippi has consistently been at the bottom of the healthcare rankings, as depicted in the following scale. Medicaid is the state's largest payer of healthcare services in the state, as such, DOM believes improving the health of the Medicaid population is the first step to improving the overall health status of our state. We believe extended eligibility combined with workforce training assistance activities will provide a basis for future improvements to our healthcare delivery system. The process of assisting individuals move from the

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<sup>1</sup> [http://dx.doi.org/10.1300/J045v21n01\\_04](http://dx.doi.org/10.1300/J045v21n01_04)



Medicaid program to other forms of health insurance via workforce training activities will lead to a deeper understanding of barriers that are preventing us from moving higher on the health ranking scale.



Source: <http://www.americashealthrankings.org/explore/2016-annual-report/state/ALL>

The following table further demonstrates Mississippi's low health ranking status in several common health factors as well as our overall ranking:

State	Cancer Deaths	Diabetes	Drug Deaths	Heart Disease	High Cholesterol	Obesity	Overall
Alabama	43	48	18	44	50	47	47
Arkansas	46	44	14	48	49	45	48

Louisiana	47	45	30	46	46	50	49
Mississippi	49	50	8	41	41	47	50
Tennessee	45	45	40	41	47	42	44

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Source: <http://www.americashealthrankings.org/explore/2016-annual-report/state/ALL>

Approximately twenty-five percent of Mississippi's population is enrolled in Medicaid and we believe our proposal to provide workforce training opportunities to those who qualify, will enable us to reduce the number of individuals who churn in and out of Medicaid on a routine basis. We believe that increased health security while participating in employment training programs will not only assist in promoting long-term success for the individuals, but also their relatives for whom they are caretakers. DOM is seeking this waiver to assist individuals with building a foundation for success – both in their personal life and their health. Our goal is to begin building a future of healthy Mississippians by providing those we are charged to serve with the necessary tools to improve certain areas of their lives that have a direct impact on their health status.

During the approval period, DOM will test the following hypotheses:

- Providing workforce training opportunities will result in transitions to other health insurance.
- Providing workforce training opportunities will result in an increase in the number of individuals entering the workforce.

A detailed evaluation design will be developed for review and approval by CMS. The evaluator will use relevant data from the DOM program and its managed care organizations as well as information from other pertinent organizations such as the Department of Employment Security and the Mississippi Insurance Department. Data elements may include eligibility, enrollment, claims, payment, encounter/utilization, chart reviews, and other administrative data. The evaluator may also conduct surveys and focus groups of beneficiaries and providers and other original data collection, as appropriate. Both interim and final evaluations will be conducted to help inform the state, CMS, stakeholders, and the public about the performance of the demonstration. All evaluation reports will be made public and posted on the DOM website.

Data sets that will be used to evaluate the system will include the number of individuals who transition from Medicaid into the workforce as well as the number of individuals who transition from Medicaid and obtain other health insurance.

The Demonstration will operate statewide.

DOM is requesting a five-year waiver approval period for this Demonstration.

The Demonstration will not affect or modify other components of the State's current Medicaid and CHIP programs outside of eligibility.

## Demonstration Eligibility

Current data elements indicate approximately 56,467 individuals could be eligible for workforce training activities. However, since certain data elements that would exempt an individual from participation in workforce training are not captured in our data. The following information obtained post eligibility will reduce the number of individuals who will participate in workforce training activities:

- The member is diagnosed with a mental illness.
- The member is physically or mentally unable to work.
- The member is enrolled in an institution of higher learning at least half-time.
- The member is a high school student age 19 or older, attending high school at least half-time.
- The member is currently participating in workforce training through the Department of Human Services.

The following table includes information regarding the population that DOM will include in this Demonstration Waiver:

Eligibility Group Name	Social Security Act and CFR Citations	Income Level
<b>Mandatory State Plan Groups</b>		
Low Income Families Parents/Caretaker Relatives	1931 42 CFR 435.110	Under 100% of FPL
Transitional Medical Assistance	408(a)(11)(A) 42 CFR 435.112 1931(c)(2) 1925 1902(a)(52)	Under 100% of FPL

## **Demonstration Benefits and Cost Sharing Requirements**

The benefits provided under the demonstration will not differ from those provided under the Medicaid State Plan.

Cost sharing requirements under the Demonstration will not differ from those provided under the Medicaid State Plan.

## **Delivery System and Payment Rates for Services**

The delivery system used to provide benefits to the Demonstration participants will not differ from the Medicaid State Plan.

No deviation will be made for services furnished through fee-for-service. Likewise, no deviations will be made for Managed Care capitation rates and contracting requirements.

No quality-based supplemental payments are being made to any providers or class of providers under this demonstration.

## **Implementation of Demonstration**

Mississippi plans to implement any approved provisions at least one year after CMS approval. This time period allows sufficient time to communicate with participants the changes in the program and for the state to prepare and implement operational and administrative changes. Immediately after CMS approval, DOM will work on a communication and an implementation plan that clearly lays out the timing, content, and methodology in which individuals will be notified of program changes. Internally, employees will be educated and systems updated to ensure a smooth transition to the new waiver applications.

As part of our implementation, DOM will partner with the Mississippi Department of Human Services (MDHS). To assist Mississippi families in obtaining self-sufficiency, the MDHS has implemented a multigenerational approach referred to as Generation Plus (Gen+). The Gen+ approach seeks to provide the basic needs of the family and provide skills that will enable the family to become self-sufficient and ensure future well-being. The model is based on a unique assessment of individuals seeking SNAP/TANF benefits designed to indicate the need for additional services and supports specifically designed to increase employability and improve child development. Based on the DHS assessment individuals are referred to WIOA, other DHS services, DOM services, and the broad array of community based services provided by Families First for Mississippi (FFFM) across the state. We believe this partnership will not only assist those Medicaid individuals who participate in work requirements with employment opportunities,

but will also identify and provide other needed services designed to help them achieve independence.

## **Demonstration Financing and Budget Neutrality**

The Budget Neutrality Demonstration for this 1115 Waiver Application is included as Appendix A.

## **List of Proposed Waivers and Expenditure Authorities**

### **Title XIX Waiver Requests**

#### **1. Eligibility**

#### **Section 1902(a)(10)(A)**

To the extent necessary, to enable DOM to make compliance with the workforce training a condition of eligibility for the population identified in Section II of this application.

### **Expenditure Authorities**

#### **1. Costs Not Otherwise Matchable**

DOM requests that expenditures related to costs associated with employment training as a covered benefit for the demonstration population be regarded as expenditures under the State's Medicaid Title XIX State Plan and receive an enhanced match rate equal to 90%.

## **Public Notice**

DOM conducted public hearings and public notice in accordance with the requirements in 42 CFR 431.408. The following describes the actions taken by DOM to ensure the public was informed and had the opportunity to provide input on the proposed waiver.

DOM published a press release and posted a full public notice seeking input of the draft waiver application in major newspapers around the state on October 31, 2017. The 30-day public comment period began on October 31, 2017 and ended on December 1, 2017. DOM created a public webpage that includes the public notice, the public input process, scheduled public hearings, the draft application, and a link to the Medicaid webpage on Section 1115 demonstrations. The webpage, which will be updated as the application process moves forward, can be found at <https://medicaid.ms.gov/medicaid-workforce-training-initiative-1115-demonstration-waiver-application/>

After the initial publication, DOM revised the waiver application to remove the request to extend TMA for an additional 12 months. In addition, another application was posted on November 9 to correct an error in the budget neutrality calculation.

The webpage and public notice clearly stated that a copy of the waiver application documents, including the final waiver application once complete, could be obtained from DOM at no charge by downloading the documents from the website, by visiting the DOM office, or by requesting a copy via telephone. The webpage and public notice explained that public comments were welcome and would be accepted for 30 days from October 31, 2017 to December 1, 2017. Written comments on the changes could be sent by email, or regular mail. DOM conducted two public hearings in geographically distinct areas of the state and included teleconference capabilities for both hearings.

The first public hearing and teleconference on this proposed demonstration request was held on Wednesday, November 15, 2017, from 10:00 a.m. until 11:00 a.m. at the Woolfolk Building, Room 145, 501 North West Street, Jackson, Mississippi 39201.

The second public hearing on this proposed demonstration request was held Friday, November 17, 2017, from 10:00 a.m. until 11:00 a.m. at the Mississippi War Memorial Building, 120 North State Street, Jackson, Mississippi 39201.

The Department held a Tribal meeting on December 12, 2017 with Mississippi's federally recognized tribe. As the Tribe is exempt from the requirements outlined in the waiver, they offered no comments.

A summary of the public comments and DOM's response is located in Appendix B.

An acknowledgement of the Tribal consultation is located in Appendix C.

## **Demonstration Administration**

Mississippi's point of contact for this demonstration waiver application is as follows:

Name and Title: Margaret Wilson

Telephone Number: (601) 359-5248

Email Address: [Margaret.wilson@medicaid.ms.gov](mailto:Margaret.wilson@medicaid.ms.gov)

## **APPENDIX A – Budget Neutrality Demonstration**



# Mississippi 1115 Demonstration Waiver Application – Workforce Training Budget Neutrality Demonstration

Overall Demonstration Chart					
Without Waiver Total Cost Demonstration					
	DY 1	DY 2	DY 3	DY 4	DY 5
Enrollment (in Member Months)	735,793	662,246	596,050	536,471	482,847
PMPM	\$521.17	\$540.71	\$560.99	\$582.03	\$603.85
<b>Expenditures</b>	<b>\$383,473,180.44</b>	<b>\$358,085,451.31</b>	<b>\$334,378,509.33</b>	<b>\$312,241,078.46</b>	<b>\$291,569,249.69</b>
With Waiver Total Cost Demonstration					
	DY 1	DY 2	DY 3	DY 4	DY 5
Enrollment Increase (Decrease)	(58,995)	(53,098)	(47,791)	(43,015)	(38,714)
Enrollment (in Member Months)	677,612	609,743	548,694	493,776	444,366
PMPM Increase (Decrease)	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
PMPM	\$522.78	\$541.08	\$560.01	\$579.61	\$599.90
WW Population Change Multiplied by WOW PMPM Cost (Savings)	(\$30,841,482.92)	(\$28,730,068.23)	(\$26,763,626.59)	(\$24,931,864.24)	(\$23,224,328.10)
New PMPM Multiplied by Waiver Population Cost (Savings)	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Waiver Cost (Savings)	(\$30,841,482.92)	(\$28,730,068.23)	(\$26,763,626.59)	(\$24,931,864.24)	(\$23,224,328.10)
<b>Total Waiver Expenditures</b>	<b>\$352,631,697.53</b>	<b>\$329,355,383.09</b>	<b>\$307,614,882.73</b>	<b>\$287,309,214.22</b>	<b>\$268,344,921.59</b>
With Waiver Enrollment (in Member Months) and PMPM					
Enrollment (in Member Months) Change Summary Chart					
	2019	2020	2021	2022	2023
<i>Employment Training Introduction Increase (Decrease)</i>	<i>(58,995)</i>	<i>(53,098)</i>	<i>(47,791)</i>	<i>(43,014)</i>	<i>(38,714)</i>
Total Increase (Decrease)	(58,995)	(53,098)	(47,791)	(43,014)	(38,714)
<i>Cost (Savings) of Employment Training on Enrollment</i>	<i>(\$30,841,482.92)</i>	<i>(\$28,730,068.23)</i>	<i>(\$26,763,626.59)</i>	<i>(\$24,931,864.24)</i>	<i>(\$23,224,328.10)</i>
<b>Total Cost (Savings) of Enrollment Adjustment</b>	<b>(\$30,841,482.92)</b>	<b>(\$28,730,068.23)</b>	<b>(\$26,763,626.59)</b>	<b>(\$24,931,864.24)</b>	<b>(\$23,224,328.10)</b>
<b>Federal Share</b>	<b>(\$23,131,112.19)</b>	<b>(\$21,547,551.17)</b>	<b>(\$20,072,719.94)</b>	<b>(\$18,698,898.18)</b>	<b>(\$17,418,246.07)</b>
<b>State Share</b>	<b>(\$7,710,370.73)</b>	<b>(\$7,182,517.06)</b>	<b>(\$6,690,906.65)</b>	<b>(\$6,232,966.06)</b>	<b>(\$5,806,082.02)</b>

## **APPENDIX B – Summary of Public Comments**

## **Summary of Public Comments**

DOM received approximately eleven (11) written comments from 10 organizations and individuals representing various establishments devoted to healthcare in Mississippi. DOM also received comments from 4 individuals during the public hearings held on November 15 and November 17. All comments were reviewed and considered by DOM in development of the final waiver application.

One commenter was in favor of the waiver and encouraged at the opportunity the waiver would have in assisting with development of the workforce in Mississippi. The commenter was from the Center for Public Policy and stated he believed the waiver would create new opportunities for individuals. However, the commenter also stated that he did not think the waiver was not enough for the state of Mississippi in promoting healthcare solutions and improving the quality of healthcare. He offered various recommendations regarding additional action the state could take to reform the healthcare delivery system in Mississippi.

The remainder of the comments contained the following common themes:

- Concern regarding loss of and access to healthcare for individuals impacted by the waiver;
- Increased administrative costs associated with the waiver;
- Lack of employment opportunities in Mississippi;
- Lack of employment opportunities that provide health insurance benefits;
- The number of individuals who currently receive Medicaid and who may be working; and
- As Mississippi is not an expansion state, individuals who are at or below 138% of the poverty level will not be eligible for Advanced Payment Tax Credits offered on the Federal Health Insurance Exchange and will lack access to healthcare.

## **DOM Response:**

### **Loss of and Access to Healthcare**

DOM appreciates all comments and concerns regarding this waiver application. However, the individuals subject to workforce training as outlined in this document will eventually leave the Medicaid program due to their enrollment in the Transitional Medical Assistance (TMA) eligibility category. Therefore, DOM believes it is imperative to identify individuals who are eligible for workforce training opportunities so we can assist them with learning new skills or obtaining employment prior to their Medicaid eligibility ending through the process currently in place. Our goal is to assist individuals transition from the Medicaid program and we believe that the program, in its current state, does not provide assistance to individuals who reach the end of their TMA eligibility period. Therefore, we are requesting this waiver to garner additional funds for development of workforce training activities for those who qualify and are willing to participate in such activities.

Based on comments received, DOM revised exemptions to workforce requirements to include SSI beneficiaries, and individuals receiving treatment for cancer, including those enrolled in the breast and cervical cancer program through DOM.

### **Increased Administrative Costs**

DOM acknowledges there may be a slight increase in administrative expenses associated with this waiver. However, we will be using existing resources and believe minimal technology changes will be necessary to identify and track individuals subject to workforce training requirements. Based on the public comments, DOM is amending the requirement that non-compliant individuals will have to submit a new application if they are within 6 months of their current eligibility end-date or re-assessment date. DOM will allow non-compliant individuals to re-enroll in Medicaid when they become compliant, regardless of the amount of time remaining on their current eligibility period. This will negate the need for an additional application to be completed.

### **Lack of Employment Opportunities in Mississippi**

The Department believes the various methods of acceptable activities encompass more than paid employment and should be sufficient for the individuals who will be subject to workforce training requirements.

### **Lack of Employment Opportunities that Provide Health Insurance**

The Department understands that some employers do not offer health insurance benefits. However, we also understand that the individuals who will be subject to workforce training opportunities will lose Medicaid eligibility when their TMA benefits expire. Therefore, our goal is to assist them with workforce training opportunities that we believe will be beneficial when their TMA benefits expire.

### **Number of Individuals Receiving Medicaid who are Already Working**

DOM acknowledges that some Medicaid members may already be working. These individuals will be viewed as meeting the workforce training requirements and will not lose benefits.

### **Lack of Advanced Payment Tax Credits (APTC) for Those Under 138% of FPL**

Similar to lack of employers who may not offer health insurance, we understand that some individuals may not qualify for APTC. No changes were made as a result of this comment. Individuals who receive Medicaid eligibility through the TMA program understand that the benefits are time-limited and temporary.

In conclusion, the Department understands that this waiver in and of itself is not enough to guarantee successful transitions to other health insurance. However, we believe this waiver is the first step in properly assessing workforce training activities and their impact on the Medicaid population. Unlike other states, Mississippi is not adding additional requirements such as increased cost sharing or other burdensome mandates that may impact a larger portion of Mississippi's Medicaid population. We are simply requesting an opportunity to work with a small portion of the Medicaid population to demonstrate the degree to which workforce training opportunities may be effective for those we serve. We look forward to working with CMS throughout the approval process.



## **APPENDIX C – Tribal Consultation and Comments**

OFFICE OF THE GOVERNOR  
Walter Sillers Building | 550 High Street, Suite 1000 | Jackson, Mississippi 39201



MISSISSIPPI DIVISION OF  
**MEDICAID**

OCT 26 2017

Ms. Mary Harrison  
Deputy Health Director  
Choctaw Health Center  
210 Hospital Circle  
Choctaw, MS 39350

Dear Ms. Harrison:

This letter is to inform the Mississippi Band of Choctaw Indians of the intent to submit the Medicaid Workforce Training Initiative 1115 Demonstration Waiver Application. The Division of Medicaid is requesting approval of this demonstration application to extend eligibility for low-income parents and caretaker relatives receiving Transitional Medical Assistance (TMA) and provide those beneficiaries with workforce training opportunities. This demonstration application also provides workforce training opportunities to non-disabled adults currently covered under traditional Medicaid, including low-income parents and caretaker relatives and individuals eligible for TMA. The Division of Medicaid is requesting an enhanced federal match rate for this demonstration.

Please send comments to [Margaret.Wilson@medicaid.ms.gov](mailto:Margaret.Wilson@medicaid.ms.gov) or by faxing to (601) 359-6294 by November 27, 2017.

Sincerely,

Fran D. Ingram, J.D.  
Deputy Administrator for Appeals, Policy and Program Integrity

Copy to: Merry Irons  
Tina Scott  
Wendy Moran  
Durnene Farmer  
Laura Dees  
Elliot Milholland  
Cheryl Hamby  
Roberta Taylor

Employment Training Stated Assumptions			Employment Training Unstated Assumptions Administrative element of proving work will not deter enrollment Employment status will remain static Exemption status will remain static
Assumption	Figure	Source	
Enrollment Growth	-10%	Trended DOM Data	
Members Not Meeting Requirement	64%	PCG Research	
Members with an Exemption	28%	Trended DOM Data	
Members Utilizing Job Training	42%	PCG Research	
Members Who Will Meet WR	70%	PCG Research	

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PMPM	\$522.78	\$541.08	\$560.01	\$579.61	\$599.90
<b>Expenditures</b>	<b>\$384,657,080.69</b>	<b>\$358,325,451.38</b>	<b>\$333,796,348.88</b>	<b>\$310,946,381.56</b>	<b>\$289,660,604.53</b>
With Waiver Total Cost Demonstration					
	DY 1	DY 2	DY 3	DY 4	DY 5
Enrollment Increase (Decrease)	(58,995)	(53,098)	(47,791)	(43,015)	(38,714)
Enrollment (in Member Months)	677,612	609,743	548,694	493,776	444,366
PMPM Increase (Decrease)	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
PMPM	\$522.78	\$541.08	\$560.01	\$579.61	\$599.90
WW Population Change Multiplied by WOW PMPM Cost (Savings)	(\$30,841,482.92)	(\$28,730,068.23)	(\$26,763,626.59)	(\$24,931,864.24)	(\$23,224,328.10)
New PMPM Multiplied by Waiver Population Cost (Savings)	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Waiver Cost (Savings)	(\$30,841,482.92)	(\$28,730,068.23)	(\$26,763,626.59)	(\$24,931,864.24)	(\$23,224,328.10)
<b>Total Waiver Expenditures</b>	<b>\$353,815,597.77</b>	<b>\$329,595,383.15</b>	<b>\$307,032,722.29</b>	<b>\$286,014,517.33</b>	<b>\$266,436,276.43</b>
With Waiver Enrollment (in Member Months) and PMPM					
Enrollment (in Member Months) Change Summary Chart					
	2019	2020	2021	2022	2023
<i>Employment Training Introduction Increase (Decrease)</i>	<i>(58,995)</i>	<i>(53,098)</i>	<i>(47,791)</i>	<i>(43,014)</i>	<i>(38,714)</i>
Total Increase (Decrease)	(58,995)	(53,098)	(47,791)	(43,014)	(38,714)
<i>Cost (Savings) of Employment Training on Enrollment</i>	<i>(\$30,841,482.92)</i>	<i>(\$28,730,068.23)</i>	<i>(\$26,763,626.59)</i>	<i>(\$24,931,864.24)</i>	<i>(\$23,224,328.10)</i>
<b>Total Cost (Savings) of Enrollment Adjustment</b>	<b>(\$30,841,482.92)</b>	<b>(\$28,730,068.23)</b>	<b>(\$26,763,626.59)</b>	<b>(\$24,931,864.24)</b>	<b>(\$23,224,328.10)</b>
<b>Federal Share</b>	<b>(\$23,131,112.19)</b>	<b>(\$21,547,551.17)</b>	<b>(\$20,072,719.94)</b>	<b>(\$18,698,898.18)</b>	<b>(\$17,418,246.07)</b>
<b>State Share</b>	<b>(\$7,710,370.73)</b>	<b>(\$7,182,517.06)</b>	<b>(\$6,690,906.65)</b>	<b>(\$6,232,966.06)</b>	<b>(\$5,806,082.02)</b>

Interim Section 1115 Demonstration Application Budget Neutrality Table Shell

	A	B	C	D	E	F	G
1	<b>5 YEARS OF HISTORIC DATA</b>						
2							
3	<b>SPECIFY TIME PERIOD AND ELIGIBILITY GROUP DEPICTED:</b>						
4		<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	
5	<b>Medicaid Pop 1</b>	<b>HY 1</b>	<b>HY 2</b>	<b>HY 3</b>	<b>HY 4</b>	<b>HY 5</b>	<b>5-YEARS</b>
6	<b>TOTAL EXPENDITURES</b>	\$ 213,738,599	\$ 228,150,797	\$ 313,342,705	\$ 332,391,494	\$ 314,370,133	\$ 1,401,993,728
7	<b>ELIGIBLE MEMBER MONTHS</b>	544,914	610,068	725,118	743,220	681,138	
8	<b>PMPM COST</b>	\$ 392.24	\$ 373.98	\$ 432.13	\$ 447.23	\$ 461.54	
9	<b>TREND RATES</b>						<b>5-YEAR</b>
10				<b>ANNUAL CHANGE</b>			<b>AVERAGE</b>
11	TOTAL EXPENDITURE		6.74%	37.34%	6.08%	-5.42%	10.13%
12	ELIGIBLE MEMBER MONTHS		11.96%	18.86%	2.50%	-8.35%	5.74%
13	PMPM COST		-4.66%	15.55%	3.50%	3.20%	4.15%
14							

## HEALTH INSURANCE FLEXIBILITY AND ACCOUNTABILITY DEMONSTRATION COST DATA

	A	B	C	D	E	F	G	H	I	J	K
1	DEMONSTRATION WITHOUT WAIVER (WOW) BUDGET PROJECTION: COVERAGE COSTS FOR POPULATIONS										
2											
3											
4	ELIGIBILITY	TREND	MONTHS	BASE YEAR	TREND	DEMONSTRATION YEARS (DY)					TOTAL
5	GROUP	RATE 1	OF AGING	DY 00	RATE 2	DY 01	DY 02	DY 03	DY 04	DY 05	WOW
6											
7	Medicaid Pop 1										
8	Pop Type:	Medicaid									
9	Eligible Member Months	5.7%	0	12,960	5.7%	13,704	14,491	15,322	16,202	17,132	
10	PMPM Cost	4.2%	0	\$ 461.54	4.2%	\$ 480.69	\$ 500.64	\$ 521.42	\$ 543.06	\$ 565.60	
11	Total Expenditure					\$ 6,587,330	\$ 7,254,528	\$ 7,989,335	\$ 8,798,528	\$ 9,689,713	\$ 40,319,434
12											
13											
14											
15											
16											
17											
18											

**DEMONSTRATION WITH WAIVER (WW) BUDGET PROJECTION: COVERAGE COSTS FOR POPULATIONS**

ELIGIBILITY GROUP		DEMO TREND RATE	DEMONSTRATION YEARS (DY)					TOTAL WW
DY 00			DY 01 FY19	DY 02 FY20	DY 03 FY21	DY 04 FY22	DY 05 FY23	
Medicaid Pop 1								
Pop Type: Medicaid								
Eligible Member								
Months	12,960	5.7%	13,704	14,491	15,322	16,202	17,132	
PMPM Cost	\$ 461.54	4.2%	\$ 480.69	\$ 500.64	\$ 521.42	\$ 543.06	\$ 565.60	
Total Expenditure			\$ 6,587,330	\$ 7,254,528	\$ 7,989,335	\$ 8,798,528	\$ 9,689,713	\$ 40,319,434

**NOTES**

For a per capita budget neutrality model, the trend for member months is the same in the with-waiver projections as in the without-waiver projections. This is the default setting.

**Budget Neutrality Summary**

**Without-Waiver Total Expenditures**

	DEMONSTRATION YEARS (DY)					TOTAL
	DY 01	DY 02	DY 03	DY 04	DY 05	
<u>Medicaid Populations</u>						
Medicaid Pop 1	\$ 6,587,330	\$ 7,254,528	\$ 7,989,335	\$ 8,798,528	\$ 9,689,713	\$ 40,319,434
<u>DSH Allotment Diverted</u>	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>TOTAL</b>	<b>\$ 6,587,330</b>	<b>\$ 7,254,528</b>	<b>\$ 7,989,335</b>	<b>\$ 8,798,528</b>	<b>\$ 9,689,713</b>	<b>\$ 40,319,434</b>

**With-Waiver Total Expenditures**

	DEMONSTRATION YEARS (DY)					TOTAL
	DY 01	DY 02	DY 03	DY 04	DY 05	
<u>Medicaid Populations</u>						
Medicaid Pop 1	\$ 6,587,330	\$ 7,254,528	\$ 7,989,335	\$ 8,798,528	\$ 9,689,713	\$ 40,319,434
<b>TOTAL</b>	<b>\$ 6,587,330</b>	<b>\$ 7,254,528</b>	<b>\$ 7,989,335</b>	<b>\$ 8,798,528</b>	<b>\$ 9,689,713</b>	<b>\$ 40,319,434</b>
<b>VARIANCE</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

Population Status Drop-Down

Medicaid

Hypothetical

Expansion

# State of Mississippi

Medicaid Reform Demonstration Project

**Medicaid Workforce Training Initiative**

1115 Revised Waiver Demonstration Application

May 29, 2018

## Table of Contents

<b>Introduction.....</b>	<b>2</b>
<b>Program Description .....</b>	<b>3</b>
<b>Demonstration Eligibility .....</b>	<b>5</b>
<b>Demonstration Benefits and Cost Sharing Requirements .....</b>	<b>7</b>
<b>Delivery System and Payment Rates for Services.....</b>	<b>7</b>
<b>Implementation of Demonstration .....</b>	<b>7</b>
<b>Demonstration Financing and Budget Neutrality.....</b>	<b>8</b>
<b>List of Proposed Waivers and Expenditure Authorities .....</b>	<b>8</b>
<b>Public Notice.....</b>	<b>9</b>
<b>Demonstration Administration.....</b>	<b>10</b>
<b>APPENDIX A – Summary of Public Comments .....</b>	<b>11</b>
<b>APPENDIX B – Tribal Consultation and Comments .....</b>	<b>14</b>



## Introduction

The Mississippi Division of Medicaid (DOM) is the single state agency responsible for administering the Medicaid program. DOM currently covers nearly 740,000 Mississippians, approximately 25% of the state's population. Medicaid was established over 50 years ago to provide healthcare to individuals who were blind, elderly (65 years of age and older), and disabled as well as to low-income children deprived of parental support and their caretaker relatives.

DOM believes that the Medicaid program serves as a safety net for the healthcare of the state's most vulnerable population and continually seeks to improve Mississippi's Medicaid program while maintaining access to affordable, quality health care coverage for beneficiaries. Mississippi's Medicaid program has seen changes since its inception to include coverage for pregnant women and infants (under age 1) at or below 100% of FPL in 1986, pregnant women and children under age 6 and at 133% of FPL in 1989, and children under a separate State Children's Health Insurance Program (CHIP) in 1997.

DOM recognizes the importance of connecting beneficiaries with the tools necessary for long-term success. The initiatives outlined in this demonstration application will assist DOM in contributing to the improvement of health outcomes, promotion of financial stability and independence from government assistance for current and future generations by promoting access to workforce training for job readiness. To help achieve this goal, DOM aims to partner with other state agencies and entities such as the Department of Human Services (DHS) and the Mississippi Department of Employment Security (MDES)/State Workforce Investment Board (SWIB) to identify applicants that meet requirements to participate in workforce training or community engagement activities.

Currently, both the Temporary Assistance for Needy Families (TANF) and the Supplemental Nutrition Assistance Program (SNAP) contain certain work requirements for individuals participating in those programs. These resources can be used to develop a process that provides Medicaid beneficiaries with services necessary to obtain meaningful employment while maintaining access to healthcare.

## Program Description

Under this Section 1115 demonstration application, DOM is proposing to:

- a. Identify applicants and beneficiaries eligible for workforce training or community engagement activities,
- b. Provide opportunities for accessing workforce training or community engagement activities, and
- c. Ensure adequate access to healthcare during the transition period between government assistance and independence/stability.

New Medicaid applicants beginning July 1, 2019 and those beneficiaries whose annual renewals become due on January 1, 2020 and after, who are included in the low-income parents and other caretaker relatives category of eligibility under Section 1931 and individuals eligible for transitional medical assistance (TMA), will be required to participate in the workforce training or community engagement activities as a condition of Medicaid coverage. Participation is optional for beneficiaries who are members of the Mississippi Band of Choctaw Indians (MBCI).

Beneficiaries can fulfill the workforce training or community engagement requirement in a variety of ways. The following list contains acceptable activities and may be amended as necessary:

- Working in paid employment at least 20 hours per week;
- Self-employment for at least 20 hours per week;
- Participation with MDES/SWIB;
- Volunteering with approved agencies;
- Participation in an alcohol or other drug abuse (AODA) treatment program; and
- Compliance with SNAP and TANF work requirements.

An additional 12 months of services will be offered to individuals who continue to fulfill the workforce training or community engagement requirement once the 12 month TMA coverage is exhausted.

DOM understands there are circumstances that limit or prevent a beneficiary from being able to work, receive workforce training or participate in community engagement; therefore, a beneficiary will be exempt from the workforce training or community engagement requirements if any one of the following conditions is met:

- The beneficiary is a pregnant woman.
- The beneficiary is a child under the age of 19.
- The beneficiary is determined disabled by Social Security.
- The beneficiary is enrolled in a 1915(c) waiver.
- The beneficiary is over the age of 65.
- The beneficiary resides in an institution.
- The beneficiary is diagnosed with a mental illness.
- The beneficiary is the primary caregiver for:

- A child under the age of 6 years.
- A person diagnosed with a mental illness.
- A disabled family member.
- The beneficiary is physically or mentally unable to work.
- The beneficiary is receiving or has applied for unemployment insurance.
- The beneficiary is taking part in an AODA treatment program.
- The beneficiary is enrolled in an institution of higher learning at least half-time.
- The beneficiary is a high school student age 19 or older, attending high school at least half-time.
- The beneficiary is receiving treatment for cancer.

New Medicaid applicants beginning July 1, 2019 and those beneficiaries whose annual renewals become due on January 1, 2020 and after will be evaluated for participation in the workforce training initiative following their eligibility determination. DOM will partner with state agencies such as MDES/SWIB and DHS to identify beneficiaries who comply with the workforce training or community engagement requirements. Claims data will be reviewed to monitor certain beneficiaries' exempt status.

Additionally, DHS and MDES/SWIB will assist DOM with identifying and providing necessary workforce training or community engagement opportunities to beneficiaries choosing to participate. These agencies will work together evaluating, assisting and providing beneficiaries with opportunities to participate in workforce training or community engagement activities that meet the criteria outlined in this demonstration application.

Beneficiaries who choose not to participate in workforce training or community engagement activities will be assessed for eligibility in other categories and auto-enrolled when possible. Those who choose not to participate in the workforce training or community engagement activities and who do not qualify for another category of eligibility will lose coverage. Beneficiaries who lose coverage due to lack of participation will be reinstated immediately upon notification of compliance.

A study in the *Journal of Health and Social Policy* suggests that policies designed to increase the economic self-sufficiency of low-income families, such as employment programs, focus on workforces, and the use of work incentives offer promise for improving health.<sup>1</sup> Partnering with other state agencies that specialize in workforce training or community engagement activities will enable eligible beneficiaries who are willing and able to find employment or engage in community activities. The increased length of Medicaid eligibility mentioned above is necessary to ensure beneficiaries participating in the demonstration continue to receive healthcare coverage while transitioning to financial stability and independence from government dependency.

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<sup>1</sup> Michael J. Austin PhD, Kathy Lemon MSW & Ericka Leer BA (2008) Promising Practices for Meeting the Multiple Needs of Low-Income Families in Poverty Neighborhoods, *Journal of Health & Social Policy*, 21:1, 95-117,

The State of Mississippi Medicaid Workforce Training Initiative is designed to encourage beneficiaries to obtain and maintain employment or participate in meaningful community engagement activities that research has shown positively impact health status.<sup>2 3 4</sup> Based upon Centers for Medicare and Medicaid Services' (CMS') State Medicaid Director (SMD) letter 18-0002, this demonstration waiver will test the following hypotheses:

- Access to workforce training or community engagement opportunities will decrease the number of non-acute emergency department visits and inpatient hospital admissions.
- Providing access to workforce training or community engagement opportunities will result in an increase in the number of individuals entering the workforce.

A detailed evaluation design will be developed for review and approval by CMS. The evaluator will use relevant data from the DOM program and its managed care organizations as well as information from other partner organizations. Data elements may include but are not limited to eligibility, enrollment, claims, payment, encounter/utilization, chart reviews, and other administrative data. The evaluator may also conduct surveys and focus groups of beneficiaries and providers and other original data collection, as appropriate. Both interim and final evaluations will be conducted to help inform the state, CMS, stakeholders, and the public about the performance of the demonstration. All evaluation reports will be made public and posted on the DOM website.

The demonstration will operate statewide.

DOM is requesting a 5 year demonstration period beginning with the implementation date of July 1, 2019.

The demonstration will not affect or modify other components of the State's current Medicaid and CHIP programs outside of eligibility.

## **Demonstration Eligibility**

In calendar year 2017, there were 19,213 new applicants and 37,254 beneficiaries at re-determination who were eligible for Medicaid in the low-income parent and other caregiver relatives category of eligibility. DOM estimates that these beneficiaries could be eligible for workforce training or community engagement activities. However, certain data elements that would exempt an individual from participation in workforce training or community engagement are not captured in DOM's eligibility data. Information obtained post eligibility may reduce the number of individuals who will participate in workforce training or community engagement activities.

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<sup>2</sup> Goodman, N. The Impact of Employment on the Health Status and Health Care Costs of Working-age People with Disabilities (2015) LEAD Center.

<sup>3</sup> Waddell, G. and Burton, AK. Is Work Good For Your Health And Well-Being? (2006) EurErg Centre for Health and Social Care Research, University of Huddersfield, UK.

<sup>4</sup> Van der Noordt, M, Jzelenberg, H, Droomers, M, and Proper, K. Health effects of employment: a systemic review of prospective studies. BMJournals. Occupational and Environmental Medicine. 2014: 71 (10).

The following table includes information regarding the population that DOM will include in this Demonstration Waiver:

Eligibility Group Name	Social Security Act and CFR Citations	Income Level
<b>Mandatory State Plan Groups</b>		
Low Income Families Parents/Caretaker Relatives	1931 42 CFR 435.110	Under 100% of FPL
Transitional Medical Assistance	408(a)(11)(A) 42 CFR 435.112 1931(c)(2) 1925 1902(a)(52)	Under 100% of FPL

This demonstration has 4 eligible populations as listed below:

Population 1: Beneficiaries who qualify for the Low Income Families Parents/Caretaker Relatives category of eligibility and who are exempt from workforce training and community engagement activities. These beneficiaries will retain eligibility and benefits.

Population 2: Beneficiaries who qualify for the Low Income Families Parents/Caretaker Relatives category of eligibility, who are not exempt, who choose to participate in workforce training or community engagement and whose income level subsequently exceeds Mississippi Medicaid limits. These beneficiaries will continue to have coverage through transitional medical assistance for twelve months and will then qualify for an additional twelve months of coverage contingent upon continued participation.

Population 3: Beneficiaries who qualify for the Low Income Families Parents/Caretaker Relatives category of eligibility, who are not exempt, who choose to participate in workforce training or community engagement and have an income level which does not exceed Mississippi Medicaid limits. These individuals will retain eligibility and benefits.

Population 4: Beneficiaries who qualify for the Low Income Families Parents/Caretaker Relatives category of eligibility, who are not exempt, who choose not to participate in workforce training or community engagement, will be assessed for eligibility in other categories and auto-enrolled when possible. Those who choose not to participate in the workforce training or community engagement activities and who do not qualify for another category of eligibility will lose coverage. Beneficiaries who lose coverage due to lack of participation will be reinstated immediately upon notification of compliance.

A beneficiary will be exempt from the workforce training and community engagement requirements if any one of the following conditions is met:

- The beneficiary is a pregnant woman.
- The beneficiary is a child under the age of 19.
- The beneficiary is determined disabled by Social Security.
- The beneficiary is enrolled in a 1915(c) waiver.

- The beneficiary is over the age of 65.
- The beneficiary resides in an institution.
- The beneficiary is diagnosed with a mental illness.
- The beneficiary is the primary caregiver for:
  - A child under the age of 6 years.
  - A person diagnosed with a mental illness.
  - A disabled family member.
- The beneficiary is physically or mentally unable to work.
- The beneficiary is receiving or has applied for unemployment insurance.
- The beneficiary is taking part in an AODA treatment program.
- The beneficiary is enrolled in an institution of higher learning at least half-time.
- The beneficiary is a high school student age 19 or older, attending high school at least half-time.
- The beneficiary is receiving treatment for cancer.

## **Demonstration Benefits and Cost Sharing Requirements**

The benefits provided under the demonstration will differ from those provided under the Medicaid State Plan by assisting non-exempt beneficiaries with access to workforce training and community engagement as well as providing an additional 12 months of coverage for continued participation in workforce training or community engagement. Cost sharing requirements under the demonstration will not differ from those provided under the Medicaid State Plan.

## **Delivery System and Payment Rates for Services**

The delivery system used to provide benefits to the demonstration participants will not differ from the Medicaid State Plan.

No quality-based supplemental payments are being made to any providers or class of providers under this demonstration.

## **Implementation of Demonstration**

DOM plans to implement the approved demonstration July 1, 2019 for new applicants and January 1, 2020 for beneficiary annual renewals. This time period will allow sufficient time to educate individuals about the requirements of the demonstration and for DOM to prepare and implement operational and administrative changes. Immediately after CMS approval, DOM will work on a communication and an implementation plan that clearly lays out the timing, content, and methodology in which individuals will be notified of program changes. Internally, employees will be educated and systems updated to ensure a smooth transition.

DOM may partner with other state agencies or non-profits to assist Mississippi families in obtaining self-sufficiency. These partnerships will not only assist those Medicaid individuals who participate in the workforce training or community engagement, but will also identify and provide other needed services designed to help them achieve independence.

## **Demonstration Financing and Budget Neutrality**

For budget neutrality, DOM considered historical expenditures and eligibility member months for the Low Income Families Parents/Caretaker Relatives category of eligibility. This population included all beneficiaries described in the Populations 1-4 as described above in the demonstration eligibility section of the waiver application. A base per member per month (PMPM) cost was calculated using this data. This base PMPM was used for the with and without waiver projections included in the attached excel spreadsheet. The eligible member months for the with and without waiver projections are an estimate of Population 2 only.

DOM projects over the span of the waiver that average annual enrollment for Population 2 to be approximately 1,280 and the average annual cost to be \$8,063,887.

## **List of Proposed Waivers and Expenditure Authorities**

### **Title XIX Waiver Requests**

#### **1. Eligibility**

#### **Section 1902(a)(10)(A)**

To the extent necessary, this waiver is requested to enable DOM to make compliance with the workforce training a condition of eligibility for the population identified in Section II of this application.

### **Expenditure Authorities**

#### **1. Costs Not Otherwise Subject to Federal Match**

DOM requests federal coverage for expenditures related to costs associated with an additional 12 months of coverage for continued participation in workforce training or community engagement.

## **Public Notice**

DOM conducted public hearings and public notice in accordance with the requirements in 42 CFR 431.408. The following describes the actions taken by DOM to ensure the public was informed and had the opportunity to provide input on the proposed waiver.

DOM published a press release and posted a full public notice seeking input of the draft waiver application in major newspapers around the state on October 31, 2017. The 30-day public comment period began on October 31, 2017 and ended on December 1, 2017. DOM created a public webpage that includes the public notice, the public input process, scheduled public hearings, the draft application, and a link to the Medicaid webpage on Section 1115 demonstrations. The webpage, which will be updated as the application process moves forward, can be found at <https://medicaid.ms.gov/medicaid-workforce-training-initiative-1115-demonstration-waiver-application/>

After the initial publication, DOM revised the waiver application to remove the request to extend TMA for an additional 12 months. In addition, another application was posted on November 9 to correct an error in the budget neutrality calculation.

The webpage and public notice clearly stated that a copy of the waiver application documents, including the final waiver application once complete, could be obtained from DOM at no charge by downloading the documents from the website, by visiting the DOM office, or by requesting a copy via telephone. The webpage and public notice explained that public comments were welcome and would be accepted for 30 days from October 31, 2017 to December 1, 2017. Written comments on the changes could be sent by email, or regular mail. DOM conducted two public hearings in geographically distinct areas of the state and included teleconference capabilities for both hearings.

The first public hearing and teleconference on this proposed demonstration request was held on Wednesday, November 15, 2017, from 10:00 a.m. until 11:00 a.m. at the Woolfolk Building, Room 145, 501 North West Street, Jackson, Mississippi 39201.

The second public hearing on this proposed demonstration request was held Friday, November 17, 2017, from 10:00 a.m. until 11:00 a.m. at the Mississippi War Memorial Building, 120 North State Street, Jackson, Mississippi 39201.

DOM held a Tribal meeting on December 12, 2017 with Mississippi's federally recognized tribe. As the Tribe is exempt from the requirements outlined in the waiver, they offered no comments.

A summary of the public comments and DOM's response is located in Appendix B.

An acknowledgement of the Tribal consultation is located in Appendix C.



## **Demonstration Administration**

Mississippi's point of contact for this demonstration waiver application is as follows:

Name and Title: Margaret Wilson, Nurse Office Director, Policy

Telephone Number: (601) 359-5248

Email Address: [Margaret.wilson@medicaid.ms.gov](mailto:Margaret.wilson@medicaid.ms.gov)

## **APPENDIX A – Summary of Public Comments**

## **Summary of Public Comments**

DOM received approximately eleven (11) written comments from 10 organizations and individuals representing various establishments devoted to healthcare in Mississippi. DOM also received comments from 4 individuals during the public hearings held on November 15 and November 17. All comments were reviewed and considered by DOM in development of the final waiver application.

One commenter was in favor of the waiver and encouraged at the opportunity the waiver would have in assisting with development of the workforce in Mississippi. The commenter was from the Center for Public Policy and stated he believed the waiver would create new opportunities for individuals. He offered various recommendations regarding additional action the state could take to reform the healthcare delivery system in Mississippi.

The remainder of the comments contained the following common themes:

- Concern regarding loss of and access to healthcare for individuals impacted by the waiver;
- Increased administrative costs associated with the waiver;
- Lack of employment opportunities in Mississippi;
- Lack of employment opportunities that provide health insurance benefits;
- The number of individuals who currently receive Medicaid and who may be working; and
- As Mississippi is not an expansion state, individuals who are at or below 138% of the poverty level will not be eligible for Advanced Payment Tax Credits offered on the Federal Health Insurance Exchange and will lack access to healthcare.

## **DOM Responses:**

### **Loss of and Access to Healthcare**

DOM appreciates all comments and concerns regarding this waiver application. However, the individuals subject to workforce training as outlined in this document will eventually leave the Medicaid program due to their enrollment in the Transitional Medical Assistance (TMA) eligibility category. Therefore, DOM believes it is imperative to identify individuals who are eligible for workforce training opportunities so we can assist them with learning new skills or obtaining employment prior to their Medicaid eligibility ending through the process currently in place. Our goal is to assist individuals transition from the Medicaid program and we believe that the program, in its current state, does not provide assistance to individuals who reach the end of their TMA eligibility period. Therefore, we are requesting this waiver to garner additional funds for development of workforce training activities for those who qualify and are willing to participate in such activities.

Based on comments received, DOM revised exemptions to workforce requirements to include SSI beneficiaries, and individuals receiving treatment for cancer, including those enrolled in the breast and cervical cancer program through DOM.

### **Increased Administrative Costs**

DOM acknowledges there may be a slight increase in administrative expenses associated with this waiver. However, we will be using existing resources and believe minimal technology changes will be necessary to identify and track individuals subject to workforce training requirements. Based on the public comments, DOM is amending the requirement that non-compliant individuals will have to submit a new application if they are within 6 months of their current eligibility end-date or re-assessment date. DOM will allow non-compliant individuals to re-enroll in Medicaid when they become compliant, regardless of the amount of time remaining on their current eligibility period. This will negate the need for an additional application to be completed.

### **Lack of Employment Opportunities in Mississippi**

DOM believes the various methods of acceptable activities encompass more than paid employment and should be sufficient for the individuals who will be subject to workforce training requirements.

### **Lack of Employment Opportunities that Provide Health Insurance**

DOM understands that some employers do not offer health insurance benefits. However, we also understand that the individuals who will be subject to workforce training opportunities will lose Medicaid eligibility when their TMA benefits expire. Therefore, our goal is to assist them with workforce training opportunities that we believe will be helpful in achieving financial stability and independence from government assistance.

### **Number of Individuals Receiving Medicaid who are Already Working**

DOM acknowledges that some Medicaid members may already be working. These individuals will be viewed as meeting the workforce training requirements and will not lose benefits.

### **Lack of Advanced Payment Tax Credits (APTC) for Those Under 138% of FPL**

Similar to lack of employers who may not offer health insurance, we understand that some individuals may not qualify for APTC. No changes were made as a result of this comment. Individuals who receive Medicaid eligibility through the TMA program understand that the benefits are time-limited and temporary.

In conclusion, DOM understands that this waiver in and of itself is not enough to guarantee successful transitions to other health insurance. However, we believe this waiver is the first step in properly assessing workforce training activities and their impact on the Medicaid population. Unlike other states, Mississippi is not adding additional requirements such as increased cost sharing or other burdensome mandates that may impact a larger portion of Mississippi's Medicaid population. We are simply requesting an opportunity to work with a small portion of the Medicaid population to demonstrate the degree to which workforce training opportunities may be effective for those we serve. We look forward to working with CMS throughout the approval process.

## **APPENDIX B – Tribal Consultation and Comments**

OFFICE OF THE GOVERNOR  
Walter Sillers Building | 550 High Street, Suite 1000 | Jackson, Mississippi 39201



MISSISSIPPI DIVISION OF  
**MEDICAID**

OCT 26 2017

Ms. Mary Harrison  
Deputy Health Director  
Choctaw Health Center  
210 Hospital Circle  
Choctaw, MS 39350

Dear Ms. Harrison:

This letter is to inform the Mississippi Band of Choctaw Indians of the intent to submit the Medicaid Workforce Training Initiative 1115 Demonstration Waiver Application. The Division of Medicaid is requesting approval of this demonstration application to extend eligibility for low-income parents and caretaker relatives receiving Transitional Medical Assistance (TMA) and provide those beneficiaries with workforce training opportunities. This demonstration application also provides workforce training opportunities to non-disabled adults currently covered under traditional Medicaid, including low-income parents and caretaker relatives and individuals eligible for TMA. The Division of Medicaid is requesting an enhanced federal match rate for this demonstration.

Please send comments to [Margaret.Wilson@medicaid.ms.gov](mailto:Margaret.Wilson@medicaid.ms.gov) or by faxing to (601) 359-6294 by November 27, 2017.

Sincerely,

[Redacted Signature]  
Fran D. Ingram, J.D.  
Deputy Administrator for Appeals, Policy and Program Integrity

Copy to: Merry Irons  
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