

Virginia Department of Medical Assistance Services

Building and Transforming Coverage, Services, and Supports for a Healthier Virginia Section 1115 Demonstration

Section 1115 Annual Monitoring Report –
Former Foster Care Youth

Demonstration Waiver 1115
Project 11 – W- 00297/3

Demonstration Year: 10 (01/01/2024 – 12/31/2024)
Quarter 4 (10/01/2024-12/31/2024)
Approval Period (1/1/2020-12/31/2024)



**Annual
Report
2024**

Former Foster Care Youth

INTRODUCTION

Individuals in foster care face a number of challenges upon the termination of their state custodianship, including access to health care. The “Former Foster Care Child Under Age 26 Years” Medicaid covered group provides an opportunity for this population to continue receiving Medicaid coverage until age 26, allowing these individuals time to transition into managing the responsibilities of living independently.

BACKGROUND

On March 23, 2010, the Affordable Care Act (ACA) was signed into law, making a number of changes to Medicaid eligibility effective January 1, 2014. To further the overall goal of expanding health coverage, the ACA included section 2004, which added a new mandatory Medicaid covered group at section 1902(a)(10)(A)(i)(IX) of the Act to provide an opportunity for former foster care youth to obtain Medicaid coverage until age 26 from the state responsible for the individual’s foster care. DMAS initially received approval from CMS to cover former foster care youth who received their foster care and Medicaid in Virginia, as well as former foster care youth who received their foster care and Medicaid from another state but who are now living in Virginia.

In November 2016, CMS notified states that they could no longer cover the former foster care youth who received their services from another state but are now living in Virginia under the State Plan. States who wished to continue covering this population could do so under a Section 1115 Demonstration waiver.

In 2017, DMAS submitted and received approval of an amendment to the GAP Demonstration Waiver (now named “Building and Transforming Coverage, Services, and Supports for a Healthier Virginia”) to provide Medicaid coverage to former foster care youth who were enrolled in Medicaid and foster care in another state and who are now living in Virginia and are applying for Virginia Medicaid. Then in 2022, CMS provided guidance to states regarding changes made to Section 1002(a) of the Substance Use Disorder Prevention that Promotes Opioid Recovery and Treatment for Patients and Communities (SUPPORT) Act. These changes expanded eligibility to individuals who were in foster care in another state if they reach age 18 on or after January 1, 2023. States who wished to cover all individuals who received foster care in another state, including those who turned 18 before January 1, 2023, could seek authority through a section 1115 demonstration.

Most recently on December 30, 2019, the Centers for Medicare and Medicaid Services (CMS) approved a five-year extension of Virginia’s Medicaid demonstration, Addiction and Recovery Treatment Services (ARTS) Delivery System Transformation (Project Number 11-W0029713). Under the approved Special Terms and Conditions (STCs) DMAS continues to provide coverage to FFCY up to age 26 who aged out of foster care in another state before January 1, 2023, and now reside in Virginia.

GOALS

Virginia's overall goal for the FFCY benefit is to provide former foster care youth with the access to health services they need, through the Demonstration Waiver.

The objectives of the FFCY demonstration are: (1) to increase and strengthen coverage of former foster care youth who were in Medicaid and foster care in a different state and (2) to improve or maintain health outcomes for these youth.

ELIGIBILITY AND BENEFIT INFORMATION

Individuals eligible in this demonstration group are those former foster care youth who: (1) were in the custody of another state or American Indian tribe, (2) were receiving foster care and Medicaid services until discharge from foster care upon turning age 18 or older, (3) are not eligible in a mandatory Medicaid coverage group, and (4) are under the age of 26. All individuals in the Former Foster Care Child Under Age 26 covered group receive the full Medicaid benefit package, including long-term supports and services, if medically necessary.

ELIGIBILITY AND ENROLLMENT COUNTS

TABLE 1: FFCY Eligibility and Enrollment Information

Month	Count	Narrative
Total Enrollment		
Total number unduplicated enrolled (as of the last day of the month)		
January 2024	116	<i>The number of total enrollments aligns with the State's expectations. The number of total enrollments is expected to continue to decrease each quarter. Members from out of state who age out of foster care and turn 18 on or after January 1, 2023 are now covered under Virginia's State Plan.</i>
February 2024	113	
March 2024	109	
April 2024	98	
May 2024	92	
June 2024	88	
July 2024	87	
August 2024	82	
September 2024	77	
October 2024	74	
November 2024	75	

December 2024	74	
New Enrollment		
Total number of new enrollees (as of the last day of the month)		
January 2024	1	The number of new enrollments aligns with Virginia’s expectations. Virginia Medicaid’s website includes resource material to highlight health care information for FFCY. Virginia includes questions about foster care in its Medicaid Application to identify potentially eligible recipients. Virginia also shares information about eligibility for FFCY from out of state through existing stakeholder meetings and statewide trainings.
February 2024	4	
March 2024	4	
April 2024	2	
May 2024	6	
June 2024	5	
July 2024	2	
August 2024	2	
September 2024	3	
October 2024	2	
November 2024	3	
December 2024	1	
Re-Enrollment		
Total number of beneficiaries who disenrolled and later reenrolled (as of the last day of the month)		
January 2024	1	There was an increase in re-enrollments from DY10Q3 to DY10Q4. However, this increase was minimal at four (4) members re-enrolling throughout the quarter in Q4, up from one (1) member in Q1 and Q3 and (o) zero in Q2. This does not indicate what the State would consider a trend, and continues to align with the State’s expectations.
February 2024	0	
March 2024	0	
April 2024	0	
May 2024	0	
June 2024	0	
July 2024	0	
August 2024	0	
September 2024	1	
October 2024	1	
November 2024	0	

December 2024	2	
Disenrollment		
Total number of beneficiaries who disenrolled (as of the last day of the month)		
January 2024	2	<i>During DY10 there were a total of 56 disenrollments. There were 15 disenrollments in DY10Q1, 20 disenrollments in DY10Q2, 18 disenrollments in DY10Q3, and 8 disenrollments in DY10Q4. The disenrollment number is aligned with Virginia's expectations. In February of 2024, Virginia initiated its last group of redeterminations out of the unwinding cohort from the national Public Health Emergency. This may have impacted the sharp increase in disenrollments in April and May 2024. Virginia then sees in the two subsequent quarters that disenrollment numbers continued to level out. Disenrollment rates are now in alignment with the State's expectations. The historical primary reason for disenrollment is "aging out" of the program. Recipients are frequently reminded to report address changes. DMAS will continue to monitor future months and quarters to determine whether any trends or findings need to be addressed.</i>
February 2024	3	
March 2024	10	
April 2024	11	
May 2024	8	
June 2024	1	
July 2024	3	
August 2024	5	
September 2024	5	
October 2024	2	
November 2024	4	
December 2024	2	

OPERATIONAL UPDATES

The waiver amendment to add the former foster care youth from out of state was approved in September 2017. Most recently on December 30, 2019, the Centers for Medicare and Medicaid Services (CMS) approved a five-year extension of Virginia's Medicaid demonstration, through December 31, 2024.

On July 26, 2024, Virginia submitted an extension request to the BTCSSHV section 1115 demonstration to extend the substance use disorder (SUD) program and continue coverage for Former Foster Care Youth (FFCY) from out of state who turned 18 prior to January 1, 2023. Virginia also requested to remove authority for the High Needs Supports component of the demonstration. The extension request was for another 5 years, from January 1, 2025 through December 31, 2029. Between May 30 and June 29, 2024, Virginia Medicaid provided an opportunity for the public to review and provide input on the Demonstration application. Virginia hosted two public hearings to review and seek input on the Demonstration and provide an overview of the populations served. These public presentations were held on June 18 and June 26, 2024, and were available to the public in person or by teleconference and webinar. The federal public comment period was open from August 5, 2024 through September 4, 2024. Virginia received 27 public comments, two of which were related to the Former Foster Care

Youth portion of the Demonstration. The two FFCY comments were clarifying questions about eligibility. Virginia considered all questions and issues raised by the public during the comment period when developing the final demonstration application.

There have been no policy or administrative difficulties in operating the Former Foster Care Youth component of the demonstration waiver. There have been no challenges, issues, or complaints identified. Former Foster Care Youth from out of state who turned 18 prior to January 1, 2023 will continue to be covered under this 1115 waiver. Former Foster Care Youth from out of state who turned 18 after January 1, 2023 will continue to be covered under Virginia's State Plan.

PERFORMANCE METRICS

By implementing the demonstration, Virginia anticipated increasing healthcare coverage for former foster care youth, while improving health outcomes. The demonstration has been successful in maintaining access to Medicaid for the former foster care youth who were in foster care and receiving Medicaid in another state and are now Virginia residents.

The evaluation design for the FFCY member population addresses two questions:

1. Does/did the demonstration provide continuous Medicaid coverage to former foster care individuals?
 - a. Virginia anticipates that beneficiaries will be continuously enrolled for 12 months
 - b. The metric for evaluating these hypotheses include number of beneficiaries continuously enrolled compared to total enrollees
2. How do/did former foster care individuals in the demonstration use Medicaid-covered healthcare services?
 - a. Virginia anticipates that beneficiaries will access health services.
 - b. The metrics for evaluating these hypotheses include number of beneficiaries who had the following: ambulatory care visit, emergency department visit, inpatient visit, and behavioral health encounter, compared to total beneficiaries.

COLLECTION & VERIFICATION OF UTILIZATION & ENROLLMENT DATA

The former foster care youth demonstration population are identified through Medicaid enrollment files. Monthly enrollment by eligibility group is tracked for all Medicaid members, and there are specific eligibility codes for those enrolled through the former foster care youth program. The enrollment files do not specifically identify whether enrollees were in foster care and Medicaid in a different state before they enrolled in Virginia Medicaid. To identify the demonstration population, we identify those enrolled in Medicaid through the former foster care youth program who were not continuously enrolled in Medicaid in the year prior to their 18th birthday.

The contracted evaluation team at Virginia Commonwealth University extracted enrollment and claims data for the demonstration population. All data was collected retrospectively through administrative data, and no prospective data (e.g., beneficiary surveys, interviews, focus groups, or other quantitative or qualitative data) was collected due to resource limitations and population size. The evaluation did not include pretest (or baseline) data because DMAS only has access to data on individuals in the demonstration after they receive Medicaid coverage. There are no changes to the evaluation design.

BUDGET NEUTRALITY AND FINANCIAL REPORTING

The State’s budget neutrality workbook contains information for the period of January 1, 2024, to December 31, 2024. The information for all of DY10 and specifically DY10Q4 can be ascertained from the workbook.

CONSUMER ISSUES

Benefits are provided through the state’s fee-for-service and managed-care delivery systems. No complaints or issues have been identified to date. The State has not received any grievances or appeals regarding eligibility or medical services for out of state FFCY members for DY10.

CONTRACTOR REPORTING REQUIREMENTS

No contracts needed to be amended when the FFCY component was added to this waiver. These individuals were previously covered under the Medicaid State Plan; therefore, no changes needed to be made when the waiver was approved.

RECOVERY NAVIGATORS

The FFCY demonstration does not utilize Recovery Navigators.

LESSONS LEARNED

There is nothing to report at this time.

EVALUATION ACTIVITIES

TABLE 2: FFCY Utilization Monitoring

Month	Benes with Any Claim	Benes with Primary Care Appointments	Benes with Behavioral Health Appointments	Benes with Emergency Dept. Visits	Benes with Inpatient Visits
January 2024	37	11	2	4	1
February 2024	42	13	3	9	3

March 2024	43	7	1	16	3
April 2024	50	9	4	18	3
May 2024	41	7	2	13	3
June 2024	32	9	3	7	2
July 2024	43	10	3	14	2
August 2024	40	8	5	8	3
September 2024	38	12	3	9	2
October 2024	44	9	2	12	0
November 2024	39	10	1	7	1
December 2024	35	4	0	5	0
Year	Benes with Any Claim	Benes with Ambulatory Care Visit	Benes with Emergency Dept. Visits	Benes with Inpatient Visit	Benes with Behavioral Health Encounter
2020	71	55	41	13	13
2021	88	70	37	13	14
2022	90	70	48	15	13
2023	95	74	51	11	4
2024	96	78	56	15	15
P-value	0.003*	0.004*	0.004*	0.18	0.78
Trend over time	significant	significant	significant	insignificant	insignificant

*Significant at 5% level

The demonstration has been successful in maintaining access to Medicaid for the former foster care youth who were in foster care and receiving Medicaid in another state and are now Virginia residents. The data in Table 1 indicates that the number of beneficiaries with continuous health coverage decreased slightly throughout DY10, aligning with DMAS expectations. Beginning in January 2024 there were 116 enrollees, and in December 2024 there were 74 enrollees in FFCY from other states. Due to the Public Health Emergency Unwinding and Section 1002(a) of the SUPPORT Act providing state plan coverage to individuals who turn 18 on or after January 1, 2023 Virginia anticipates fewer individuals qualifying for coverage under the demonstration, and fewer new enrollees.

Utilization data discussed in Table 2 indicates the FFCY beneficiaries covered in this demonstration have access to ambulatory care, emergency department, inpatient, and behavioral health visits. They also utilized services not chosen for monitoring, which indicates they have access to multiple types of services. The encounter claims indicate that 59% of FFCY beneficiaries utilized a service in October 2024, 52% in November, and 47% in December. This is consistent with Virginia's expectations.

CONCLUSION

The demonstration was implemented as a measure to continue Medicaid coverage for former foster care youth who received their services in another state but who are now living in Virginia. The results indicate that the demonstration was effective in achieving the goals and objectives established at the beginning of the demonstration.

STATE CONTACT(S)

If there are any questions about the Former Foster Care contents of this report, please contact:

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