Washington State Health Care Authority

REPORT TO THE LEGISLATURE

Oral Health Connections Project

Enhanced Periodontal Services for Women Experiencing Pregnancy and Adult Clients with Diabetes

Substitute Senate Bill 5883; Section 213(1)(nn); Chapter 1; Laws of 2017; 3rd Special Session PV

Engrossed Substitute Senate Bill 6032; Section 213(1)(oo); Chapter 299; Laws of 2018 PV

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Washington State Health Care Authority

ARCORA
The Foundation of Delta Dental of Washington

Oral Health Connections Pilot Project

Clinical Quality and Care Transformation
P.O. Box 45502
Olympia, WA 98504
Phone: (360) 725-1612
Fax: (360) 586-9551
http://hca.wa.gov

P.O. Box 75688
Seattle, WA 98175
Phone: (800) 554-1907
http://www.ArcoraFoundation.org

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Executive Summary

Substitute Senate Bill (SSB) 5883, Section 213(1)(nn) [2017], and Engrossed Substitute Senate Bill (ESSB) 6032, Section 213(1)(oo) [2018], direct the Health Care Authority (HCA), in collaboration with Arcora Foundation (previously known as the Washington Dental Service Foundation or WDSF), to review its adult dental program, develop and implement a plan to add additional oral health services for adult diabetics and adult pregnant women, and report on the results.

The Legislature provided $500,000 in General Fund (GF)-State and $500,000 in GF-Federal to HCA for the demonstration in Fiscal Year (FY) 2019. The purpose of the pilot is to test the effect of enhanced oral health services on the overall health of adult diabetics and adult pregnant women.

This legislation directed HCA, in partnership with Arcora Foundation, to:

- Implement the pilot project in Yakima, Adams, and Cowlitz counties;
- Model the pilot on the Access to Baby and Child Dentistry (ABCD) program, a public-private partnership that increases access to dental care for children under age 6 who are covered by Apple Health (Medicaid);
- Include enhanced reimbursement rates for participating dental providers; and
- Increase the allowable number of periodontal treatments from one to four within a 12-month period.

HCA and Arcora Foundation began work on the pilot in spring 2017. Additional analysis and modeling informed a proviso the Legislature included in the supplemental 2018-2019 state budget. This included:

- Pilot counties will include Thurston and Spokane counties in place of Yakima and Adams counties based on readiness of Thurston and Spokane county providers;
- Determination of covered services, focusing on those that are critical to addressing periodontal disease;
- Development of fee schedules for covered services with increased reimbursement rates for pilot providers to increase clients' access to care; and
- Assessment of the additional funds needed to implement the pilot.

HCA and Arcora Foundation have made significant progress in planning the pilot, including finalizing the project timeline so the pilot begins in January 2019. The primary issues identified are:

- Integrating the Oral Health Connections Pilot in the first contracts for dental managed care [mandated by SSB 5883, Section 213 (1)(c)]; and
- HCA did not receive the requested additional $85,258 GF-State and the additional $878,116 GF-Federal for FY 2019 to address provider reimbursement.

Background

In 2015, the Legislature passed ESSB 6052, Section 213(1)(z) which directed HCA, in collaboration with Arcora Foundation (previously known as the Washington Dental Service Foundation, or WDSF), to review its adult dental program, develop and implement a plan to add additional oral health services for adult diabetics and adult pregnant women, and report on the results. The Washington State Diabetes Epidemic and Action Report notes that dental care is critical to maintaining health for people with diabetes. In the 2015 legislative report, HCA and Arcora Foundation recommended funding a pilot demonstration to gain additional information on whether or not enhanced periodontal (gum) care in these populations could lead to improved health outcomes and reduced health care costs.

The purpose of the three year Oral Health Connections Pilot is to test the effect of enhanced oral health services on the overall health of two specific populations: adult diabetics and adult pregnant women.

The legislation directs HCA to:

- Implement the pilot project in Thurston, Spokane, and Cowlitz counties;
- Model the pilot on the Access to Baby and Child Dentistry (ABCD) program, a public-private partnership that increases access to dental care for children under age 6 who are covered by Apple Health;
- Include enhanced reimbursement rates for participating dental providers; and
- Increase the allowable number of periodontal maintenance treatments from one to an additional three per twelve-month period.

It calls for a partnership between Arcora Foundation and HCA in which Arcora Foundation would:

- Provide community wraparound services to link patients to care through DentistLink;
- Perform pilot program evaluation;
- Develop and implement patient identification and referral processes ;
- Develop and implement provider and patient communications plans, strategies, and tools; and
- In partnership with the University of Washington (UW) School of Dentistry develop provider training curriculum and certification process; train and certify providers.

This is the second progress report mandated by the legislation, due by December 1, 2018. The first mandated report was submitted December 1, 2017.

Program Description

Diabetes and pregnancy are both conditions that are associated with increased dental problems and conversely, dental problems like periodontal disease exacerbates diabetes complications and may be associated with adverse pregnancy outcomes. Furthermore, there is evidence that untreated periodontal disease may be associated with other generalized health problems, like coronary artery and cerebrovascular disease.

This pilot will be conducted in three counties. In these counties, adult Apple Health clients who are living with diabetes or are pregnant will receive all of the existing dental benefits, plus three additional periodontal maintenance visits within a 12-month period. The pilot program will pay participating dentists an enhanced dental benefit rate for providing specific services to eligible clients with qualifying diagnoses. The enhanced dental benefit rates will be one component of a comprehensive program that also includes community wraparound services such as dental and medical provider training; coaching, support and collaboration to identify and treat disease; patient outreach and education; and coordination by local organizations contracted with Arcora Foundation. Success will be determined through measures evaluating access, cost, and health outcomes. Arcora Foundation will lead the evaluation effort, partnering with the Department of Social and Health Services (DSHS) Research and Data Analysis (RDA), an evaluation firm and conducting data analysis to track outcomes and monitor the project's progress over time.

Oral Health Connections will be modeled after the Access to Baby and Child Dentistry (ABCD) Program, a nationally recognized public-private partnership between the state, dental providers and their associations, and academic institutions. (See the Appendix for more information about the ABCD Program.)

Like the ABCD Program, the Oral Health Connections Pilot Program will be organized and implemented jointly by HCA and Arcora Foundation. Medical practitioners in the pilot counties will be engaged to assess the oral health of their patients who are pregnant or have diabetes and refer clients to a dentist participating in the pilot. Participating dentists will be required to obtain specific training regarding the populations' medical and dental needs. Pilot-eligible dental providers will receive enhanced reimbursement for pilot services. The training will be developed by Arcora Foundation and the UW School of Dentistry.

Apple Health clients served in this pilot will have access to a better integrated dental and medical system in which their medical practitioner addresses oral health and refers to participating trained dentists who provide care and treatment aimed at enhancing clients' overall health and well-being.

Adult clients in pilot communities who have diabetes or are pregnant will be eligible for up to three additional periodontal maintenance treatments in a 12-month period and will be encouraged by their medical practitioners and dentists to schedule visits quarterly. This is an increase from the standard adult Apple Health benefit of one periodontal maintenance treatment every 12 months.

HCA and Arcora Foundation hope to demonstrate that increased access to comprehensive dental care improves the health outcomes of clients with these conditions. If it does, the pilot may provide valuable information on the potential link between client participation in enhanced periodontal care and maintenance, improved health outcomes and reduced health care costs. At the conclusion of the pilot, information will be available to determine recommendations for potential continuation or expansion of the program.

Division of Responsibilities

While HCA and Arcora Foundation share overall responsibility for the program, Arcora Foundation will have primary responsibility for developing and implementing all community-based implementation efforts and non-dental services contracting. Arcora Foundation will also be responsible for developing and funding the pilot evaluation. HCA is responsible for overall project implementation, publications, payments and Centers for Medicare and Medicaid Services (CMS) approval. Each organization will play a consultative role for the areas that it does not hold primary responsibility. (Table 1 outlines the areas for which each organization holds primary responsibility.)

Table 1: Responsibilities by Organization

Deliverable	HCA	Arcora Foundation
CMS (ABP/APM) pilot approval	✓	
Update contracts with dentists (P1 indicator)	✓	
Communications (PCPs, dentists, clients, and community)		✓
Update ProviderOne (Claims)	✓	
Update Washington Administrative Code	✓	
Update Provider Billing Guides	✓	
Determine the billing codes to apply to this pilot	✓	
Funding request (DP)	✓	
Partner with University of Washington to develop a training module and exam for participating dental providers		✓
Contract for dentists' training and other needed community support		✓

Deliverable	HCA	Arcora Foundation
Elicit PCP participation and design and coordinate referral process and education		✓
Elicit dentist participation and design and coordinate referral process and education		✓
MCO contract enhancement	✓	
HCA internal staff communication and training	✓	
Legislative report	✓	
Develop and implement evaluation: Conducting data analysis and tracking outcomes		✓

*ABP=Alternative Benefit Plan, APM=Alternative Payment Model, P1=Provider One—the State Medicaid Management Information System, PCPs=Primary Care Providers, DP=Decision Package, MCO=Managed Care Organization

Progress to Date

HCA and Arcora Foundation continue to advance in the development of the Oral Health Connections Pilot Project. Since the report completed December 1, 2017, HCA and Arcora Foundation staff have been meeting regularly to plan and develop the implementation and evaluation of the pilot.

Arcora Foundation and HCA have been working with state and local agencies to develop the plans and processes needed to implement the pilot by January 1, 2019. To date these efforts include:

- Identifying health care delivery systems/medical practices and Apple Health medical managed care organizations (MCOs) that would identify patients that qualify for Oral Health Connections and provide referrals to dental care.
    - HCA and Arcora Foundation presented Oral Health Connections to the MCO Operations group on May 11, 2018, and will train MCO case managers to refer patients to dental care via DentistLink, an online referral tool, in the fall.
    - HCA and Arcora Foundation are working with Apple Health medical MCOs to incorporate Oral Health Connections information and referrals into patient education materials, intake visits and programs for pregnant and diabetic adults, and into MCO care coordination and case management services.
    - Arcora Foundation is conducting outreach to medical practices serving significant numbers of pregnant and diabetic adult patients in each of the three pilot counties. These practices can provide education and referrals via DentistLink for patients who qualify for Oral Health Connections.

- Testing and scaling DentistLink in the three pilot communities to ensure adult patients and partners are easily and effectively able to use the online tool to refer patients to dental care.
- Contracting with local agencies to provide care coordination for Oral Health Connections patients in need of extra help and support in making and keeping dental appointments.
    - In Spokane, Arcora Foundation is contracting with Aging and Long Term Care of Eastern Washington (ALTCEW) and the Spokane Regional Health District (SRHD) to provide care coordination services.
    - In Thurston and Cowlitz Counties, Arcora Foundation is contracting with CHOICE Regional Health Network (CHOICE) to provide care coordination services.
    - This summer, these local agencies, in collaboration with DentistLink, will test pathways and processes for supporting patients in need of care coordination and connecting those patients with dental care.
- Conducting outreach to Federally Qualified Health Centers (FQHCs) and Tribes/Urban Indian Health Programs to develop plans for care.
    - FQHCs may identify/prioritize their pregnant and diabetic medical adult patients for dental care in their systems and/or serve as community referral partners.
    - Tribes and Urban Indian Health Programs with dental programs may prioritize their pregnant and diabetic adult medical patients and/or provide other pregnant and diabetic adult patients eligible for dental services at those programs with dental care.
    - Tribes without dental programs may work with Arcora Foundation to develop patient identification and referral pathways so that their Tribal members and other Native/non-Native people served by these Tribes who qualify for Oral Health Connections can connect patients with dental care.
- Developing dental provider networks in each of the three pilot communities.
    - Arcora Foundation and local partners are visiting dental offices to talk about Oral Health Connections, solicit feedback, and engage dentists and other providers to participate in the pilot.
    - Arcora Foundation and local partners are hosting small group feedback sessions with dentists, medical partners, and other key stakeholder groups in each of the three communities.
    - Arcora Foundation is partnering with dental societies in each of the three pilot communities to plan Oral Health Connections provider training and certification sessions.
    - HCA and Arcora Foundation solicited dentists from each of the three pilot communities as well as dental leaders that serve in statewide roles to participate in an Oral Health Connections Clinical Advisory Group. HCA and Arcora Foundation convened this group via webinar on May 22, 2018. The group convened in August.

- Developing the Oral Health Connections provider training curriculum and certification process.
    - Arcora Foundation and University of Washington School of Dentistry faculty drafted the Oral Health Connections training curriculum that includes clinical guidance for managing and treating pregnant and diabetic adult patients, information about the Oral Health Connections system of care and DentistLink, and information about how to bill Apple Health. It was reviewed by HCA will be shared with and beta tested by the Oral Health Connections Clinical Advisory Group.
    - Arcora Foundation developed a provider certification process modeled after the ABCD dental and medical certification process.
- Contracting with evaluators to develop Oral Health Connections evaluation frameworks and plans.
    - Arcora Foundation is contracting with DSHS Research Data and Analysis (RDA) to develop and implement an evaluation of the Oral Health Connections pilot.
    - Spokane Regional Health District will provide a complementary qualitative evaluation of Oral Health Connections.
- Developing Oral Health Connections partner, provider, and patient education materials.
    - Arcora Foundation developed draft materials. HCA and members of the Clinical Advisory Group reviewed and commented on the materials.

Issues

Dental Delivery System Changes

ESSB 6032 directs HCA to contract with dental MCOs throughout the state to administer the Apple Health dental benefit, effective January 1, 2019. HCA will include programs such as the Oral Health Connections Pilot Program and the ABCD program in the initial rollout of the dental MCO contracts. While the overarching goal is to move forward with a dental managed care delivery system, HCA wants to ensure consistent management of these specialized programs. Most of all, HCA does not want providers who participate in the pilot and in similar programs, like ABCD, to discontinue their participation (and thus reduce access to dental care) because of frustrations with changes in requirements and expectations as we move to a new delivery system.

Financing and Costs

The budget proviso in SSB 5883 provides $1 million in FY 2019 ($500,000 GF-State and $500,000 GF-Federal) to implement this pilot. After careful analysis, HCA found that implementation costs exceeded these amounts.

HCA developed the project's benefit package by focusing on the services and procedures that are known to address periodontal disease. These represent the minimum services needed to effectively test a model of offering enhanced dental benefits with the goal of improving clients' health and, on balance, reducing overall health care costs. Likewise, the enhanced benefit rates for participating providers are key to ensuring that clients have access to care.

HCA did not receive a requested additional $85,258 GF-State or a requested additional $878,116 GF-Federal for FY 2019 to address provider reimbursement. To address the shortfall the projected reimbursement for the enhanced codes changed from 75 percent above current Apple Health rates to 57 percent above current Apple Health rates.

One hundred percent of these costs are for the increase in provider reimbursements; no costs for staffing or administration are included.

Table 1:

- All projections take in to account the move from FFS to Dental MC;
- Projected FMAPs are higher than the budget allocation due to Expansion (ACA); and
- Estimates have changed from previous reports due to:
    - CY19 start date instead of SFY19; and
    - Increased caseload due to a new methodology for identifying pregnant women.

Table 1: Total Cost of the Oral Health Connections Pilot Program

Fiscal Impact by Fund Source	State Fiscal Year 2019 (6 months)	State Fiscal Year 2020	State Fiscal Year 2021
General Fund — State	$307,968	$650,440	$675,660
General Fund — Federal	$731,922	$1,499,505	$1,547,517
Total	**$1,039,889**	**$2,149,945**	**$2,223,178**
Federal Medical Assistance Percentage (FMAP)	*70.38%*	*69.75%*	*69.61%*

Next Steps

The following table describes the work plan and timeline for development of the Oral Health Connections Pilot Project.

Table 2: Oral Health Connections Pilot Project Work Plan and Timeline

Task	Timeline
Determine best methods to integrate dental program delivery system model for pilot in managed care	Oct 2017–Nov 2018
Draft the Washington Administrative Code (WAC) for the pilot	Oct 2017–Sep 2018
Engage local partners in planning care coordination and support services	Ongoing
Statewide clinical advisory committee meetings	Aug 2018
Obtain CMS approval for the pilot	Aug 2018
Develop a presentation to inform internal stakeholders of the pilot program	Sept–Nov 2018
Provider training and certification session/ Cowlitz	Oct 9, 2018
Provider training and certification session/ Spokane	Oct 19, 2018
Provider training and certification session/ Thurston	Nov 14, 2018
Finalize billing guide	Dec 2018
Obtain additional funding for the pilot or reduce pilot expenditures to meet budget allocation	Jan 2019-May 2019

Summary

HCA and Arcora Foundation have made great strides toward implementation of the Oral Health Connections Pilot Project. These include: establishing a benefit design, completing financial modeling, submitting a decision package to fund the pilot, developing an evaluation plan, identifying and contracting with local agencies to deliver care coordination services, and developing an implementation plan.

HCA and Arcora Foundation anticipate the pilot will begin as directed on January 1, 2019.

Appendix A: Access to Baby and Child Dentistry Program

The ABCD program serves infants and children under 6 years old who are covered by Apple Health. Since 2007 the HCA has partnered with Arcora Foundation to manage this program. The leadership group that advises HCA on ABCD program administration includes the UW, the Washington State Dental Association (WSDA), Arcora Foundation and the Department of Health (DOH). The roles and responsibilities of each partner are outlined below.

HCA is responsible for:

- Maintaining and updating the ABCD Washington Administrative Codes;
- Maintaining and updating the ABCD provider guidelines;
- Providing enhanced reimbursement rates to participating dentists for specific procedures;
- Contracting and working with the UW School of Dentistry to train and certify participating dentists;
- Providing Medicaid match to participating local health jurisdictions and other qualified organizations;
- Participating in the dentist training sessions organized by local programs; and
- Participating in and leading the ABCD program's Leadership and Operations group.

The University of Washington is responsible for:

- Providing Apple Health client linkage and education materials;
- Providing ABCD outreach to providers;
- Providing ABCD calibration training to dental champions and certifying trained providers;
- Participating on the ABCD leadership group;
- Providing annual ABCD dental provider educational reports; and
- Collaborating and consulting with HCA on best practices.

The Washington State Dental Association is responsible for:

- Participating on the ABCD leadership group;
- Providing ABCD Training to Champions; and
- Encouraging and recruiting ABCD providers.

Arcora Foundation is responsible for:

- Supporting the transition of existing ABCD programs so they perform efficiently and effectively through the evolution to Oral Health Connections and dental managed care;
- Supporting the ABCD Program's public and private partners for the benefit of Apple Health eligible children in Washington state;
- Serving as the Managing Partner for the ABCD Program;

- Co-leading, convening and staffing a statewide Leadership Group that has evolved to serve Oral Health Connections as well. Members include, but are not limited to representatives from:
    - HCA,
    - UW School of Dentistry,
    - WSDA,
    - WSDHA,
    - DOH, and
    - Local ABCD programs;
- Co-leading, convening and staffing regular meetings of the ABCD operations group to resolve administrative issues and efficiencies that cut across agency lines. Members include, but are not limited to representatives from:
    - HCA,
    - UW School of Dentistry, and
    - WSDA;
- Convening and staffing meetings of the statewide ABCD Program Coordinators three to four times a year;
- Providing technical assistance to HCA and local ABCD programs to integrate with Oral Health Connections and a regional approach through Accountable Communities of Health (ACHs);
- Developing and distributing statewide referral tools and communications materials to support the work of local programs and assist other partners in their access to care efforts; and
- Analyzing and sharing data to improve program performance.

DOH is responsible for:

- Participating on the ABCD leadership group; and
- Consulting on best practices and opportunities to organizations serving target populations, including the Women and Infant Children program (WIC).

Appendix B: Clinical Advisory Member Roster

Organization	Name	Role	Location
Arcora Foundation	Sarah Borgida	Director	Statewide
Arcora Foundation	Alison Mondi	Policy Analyst	Statewide
Arcora Foundation	Nicole Woodruff	ARNP/Partner	Statewide
Arcora Foundation	Kathy O'Meara-Wyman	ABCD Managing Director	Statewide
Arcora Foundation	Diane Oakes	President and CEO	Statewide
Arcora Foundation	Dianne Riter	Senior Director	Statewide
NeighborCare Health	Dr. Sarah Vander Beek	Dental Director	Seattle Area
Nisqually Tribe	Dr. Sue Bohanon	Dental Director	Thurston County/ Nisqually Tribe
Private Practice	Dr. Allison Brault	General Dentist	Cowlitz County
Private Practice	Dr. Cameron Lasley	General Dentist	Thurston County
Private Practice	Dr. Eve Rutherford	General Dentist	Snohomish
Private Practice	Dr. Jagger Sapp	General Dentist	Thurston County
Private Practice	Dr. Randall Stephens	General Dentist	Spokane County
Private Practice	Dr. Rod Wentworth	General Dentist	Bellevue
Public Health-Seattle & King County	Dr. Moffett Burgess	Dental Director	King County
Seattle Special Care Dentistry, Swedish Hospital	Dr. Amy Winston	Dental Director	Seattle Area
UW School of Dentistry	Dr. Bea Gandara	Oral medicine, Faculty	Statewide
UW School of Dentistry	Dr. Amy Kim	Dentist, Faculty	Statewide

Organization	Name	Role	Location
UW School of Dentistry	Dr. Frank Roberts	Periodontist, Faculty	Statewide
Valley View Community Health Center	Dr. Lou Ann Mercier	Dental Director	Thurston, Lewis Counties
Washington State Health Authority	Dr. John Berwind	Dental Consultant	Statewide
Washington State Health Authority	Chelsi Edinger	Occupational Nurse	Statewide
Washington State Health Authority	Dr. Charissa Fotinos	Deputy Chief Medical Officer	Statewide
Washington State Health Authority	Angela Hanson	Contracts Specialist	Statewide
Washington State Health Authority	Dr. David Houten	Dental Consultant	Statewide
Washington State Health Authority	Pixie Needham, RDH	Dental Program Manager	Statewide
Washington State Health Authority	Dr. Russ Timms	Dental Consultant	Statewide
Washington State Health Authority	Trevon Vanairsdale	Medical Assistance Program	Statewide
Yakima Valley Farmworkers	Dr. Mark Koday	Dental Director	Yakima/ Eastern Washington