By the Committee on Health, Aging, and Long-Term Care

317-859A-04

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A bill to be entitled An act relating to the long-term-care service delivery system; amending s. 409.912, F.S.; requiring the Department of Elderly Affairs to assess certain nursing home residents to facilitate their transition to a community-based setting; amending s. 430.205, F.S.; requiring the Department of Elderly Affairs and the Agency for Health Care Administration to develop an integrated long-term-care service-delivery system; requiring the Department of Elderly Affairs and the agency to phase in implementation of the integrated long-term-care system; specifying timeframes and activities for each implementation phase; authorizing the agency to seek federal waivers to implement the changes; requiring the department to integrate certain database systems; requiring development of pilot projects; requiring the agency and the department to develop capitation rates for certain services; providing rulemaking authority to the agency and the department; requiring reports to the Governor and the Legislature; amending s. 430.7031, F.S.; requiring the department and the agency to review the case files of a specified percentage of Medicaid nursing home residents annually for the purpose of determining whether the residents are able to move to community placements; amending s. 430.705, F.S.;

providing additional eligibility requirements for entities that provide services under the long-term-care community diversion pilot projects; requiring the annual evaluation and certification of capitation rates; providing additional requirements to be used in developing capitation rates for the pilot projects; amending s. 430.709, F.S.; providing additional requirements for evaluating the long-term-care diversion pilot projects; requiring a report to the Governor and the Legislature; repealing s. 430.041, F.S.; eliminating the Office of Long-Term-Care Policy and its advisory council; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Subsection (15) of section 409.912, Florida Statutes, is amended to read:

409.912 Cost-effective purchasing of health care. -- The agency shall purchase goods and services for Medicaid recipients in the most cost-effective manner consistent with the delivery of quality medical care. The agency shall maximize the use of prepaid per capita and prepaid aggregate fixed-sum basis services when appropriate and other alternative service delivery and reimbursement methodologies, including competitive bidding pursuant to s. 287.057, designed to facilitate the cost-effective purchase of a case-managed continuum of care. The agency shall also require providers to 31 minimize the exposure of recipients to the need for acute

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inpatient, custodial, and other institutional care and the inappropriate or unnecessary use of high-cost services. The agency may establish prior authorization requirements for certain populations of Medicaid beneficiaries, certain drug classes, or particular drugs to prevent fraud, abuse, overuse, and possible dangerous drug interactions. The Pharmaceutical and Therapeutics Committee shall make recommendations to the agency on drugs for which prior authorization is required. The agency shall inform the Pharmaceutical and Therapeutics Committee of its decisions regarding drugs subject to prior authorization.

- Assessment and Review of Long-Term Care (CARES) nursing facility preadmission screening program to ensure that Medicaid payment for nursing facility care is made only for individuals whose conditions require such care and to ensure that long-term care services are provided in the setting most appropriate to the needs of the person and in the most economical manner possible. The CARES program shall also ensure that individuals participating in Medicaid home and community-based waiver programs meet criteria for those programs, consistent with approved federal waivers.
- (b) The agency shall operate the CARES program through an interagency agreement with the Department of Elderly Affairs.
- (c) Prior to making payment for nursing facility services for a Medicaid recipient, the agency must verify that the nursing facility preadmission screening program has determined that the individual requires nursing facility care and that the individual cannot be safely served in community-based programs. The nursing facility preadmission

screening program shall refer a Medicaid recipient to a community-based program if the individual could be safely served at a lower cost and the recipient chooses to participate in such program.

- (d) CARES program staff shall assess each nursing home resident who is a Medicare beneficiary when the length of the resident's stay in the nursing home exceeds 20 days that are fully reimbursed by Medicare. CARES program staff shall provide case management and supportive services to these residents in order to facilitate transition to a community-based setting and delay Medicaid-funded nursing home placement when appropriate.
- $\underline{\text{(e)}(d)}$ By January 1 of each year, the agency shall submit a report to the Legislature and the Office of Long-Term-Care Policy describing the operations of the CARES program. The report must describe:
- 1. Rate of diversion to community alternative programs;
- 2. CARES program staffing needs to achieve additional diversions;
- 3. Reasons the program is unable to place individuals in less restrictive settings when such individuals desired such services and could have been served in such settings;
- 4. Barriers to appropriate placement, including barriers due to policies or operations of other agencies or state-funded programs; and
- 5. Statutory changes necessary to ensure that individuals in need of long-term care services receive care in the least restrictive environment.
- Section 2. Subsection (6) of section 430.205, Florida Statutes, is amended to read:

430.205 Community care service system.--

(6) Notwithstanding other requirements of this

chapter, the Department of Elderly Affairs and the Agency for

Health Care Administration shall develop an a model system to

transition all state-funded services for elderly individuals

in one of the department's planning and service areas to a managed, integrated long-term-care delivery system under the

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direction of a single entity. (a) The duties of the integrated model system shall include organizing and administering service delivery for the elderly, obtaining contracts for services with providers in

provided, determining levels of need and disability for payment purposes, and other activities determined by the department and the agency in order to operate an integrated

each service the area, monitoring the quality of services

the model system.

- (b) During the 2004-2005 state fiscal year:
- The agency, in consultation with the department, shall integrate the Channeling, Frail Elder Option, and Nursing Home Diversion pilot project consisting of capitated long-term-care programs and each program's funds into one capitated program serving the aged.
- The agency shall seek federal waivers necessary to integrate these programs.
- b. The department shall develop uniform standards for case management in this newly integrated capitated system.
- The agency and the department shall adopt any rules necessary to comply with or administer these requirements, effect and implement interagency agreements between the department and the agency, and comply with federal requirements.

- 2. The agency, in consultation with the department,

 shall integrate the Aged and Disabled Adult Medicaid waiver

 program and the Assisted Living for the Elderly Medicaid

 waiver program and each program's funds into one

 fee-for-service Medicaid waiver program serving the aged and

 disabled.
 - $\underline{\text{a.}}$ The agency shall seek federal waivers necessary to integrate these waiver programs.
 - b. Authorization of services through the waiver program shall be provided by an entity that does not provide direct service to recipients.
 - c. The department shall reimburse providers for case management services on a capitated basis and develop uniform standards for case management in this fee-for-service Medicaid waiver program. The coordination of acute care services for individuals shall be included in the capitated rate for case management services.
 - d. The agency and the department shall adopt any rules necessary to comply with or administer these requirements, effect and implement interagency agreements between the department and the agency, and comply with federal requirements.
 - 3. The department, in consultation with the agency, shall study the integration of the database systems for the Comprehensive Assessment and Review of Long-Term Care (CARES) program and the Client Information and Referral Tracking System (CIRTS) and develop a plan for database integration. The department shall submit the plan to the Governor, the President of the Senate, and the Speaker of the House of Representatives by December 31, 2004.

1	4. The department, in consultation with the agency and
2	the Department of Children and Family Services, shall develop
3	two pilot projects for resource centers on aging. By December
4	31, 2004, the department, in consultation with the agency and
5	the Department of Children and Family Services, shall develop
6	an implementation plan for the resource centers on aging,
7	including qualifications for designation as a center and the
8	functions to be performed by each center. The department shall
9	determine the entities to be designated as resource centers on
10	aging by means of competitive procurement. The department
11	shall select the entities based on each entity's demonstration
12	of:
13	a. Expertise in the needs of each target population
14	the center proposes to serve and a thorough knowledge of the
15	providers that serve these populations;
16	b. Strong connections to service providers, volunteer
17	agencies, and community institutions;
18	c. Expertise in information and referral activities;
19	d. Knowledge of long-term-care resources, including
20	resources designed to provide services in the least
21	restrictive setting;
22	e. Financial solvency and stability;
23	f. The ability to collect, monitor, and analyze data
24	in a timely and accurate manner, along with systems that meet
25	the department's standards;
26	g. A commitment to adequate staffing by qualified
27	personnel to effectively perform all functions; and
28	h. The ability to meet all performance standards
29	established by the department.

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The department shall select two sites for the pilot projects for resource centers on aging by June 30, 2005.

- 5. The department, in consultation with the agency, shall develop a plan by December 31, 2004, to evaluate the newly integrated capitated and fee-for-service programs over time, from the beginning of the implementation process forward. The evaluation shall be ongoing and shall determine whether the newly integrated programs are achieving the goals of the programs and evaluate the effects the changes in the system have had on consumers. The evaluation plan must include baseline measures for evaluating the capitated and fee-for-service programs, with a focus on cost effectiveness, the quality of care, and consumer satisfaction.
- The agency, in consultation with the department, shall work with the fiscal agent for the Medicaid program to develop a service utilization reporting system that operates through the fiscal agent for the capitated plans.
 - (c) During the 2005-2006 state fiscal year:
- The agency, in consultation with the department, shall monitor the newly integrated capitated and fee-for-service programs and report on the progress of those programs to the Governor, the President of the Senate, and the Speaker of the House of Representatives by June 30, 2006.
- The department shall monitor the pilot projects for resource centers on aging and report on the progress of those projects to the Governor, the President of the Senate, and the Speaker of the House of Representatives by June 30, 2006.
- The department, in consultation with the agency, shall integrate the database systems for the Comprehensive Assessment and Review of Long-Term Care (CARES) program and 31 the Client Information and Referral Tracking System (CIRTS)

into a single operating assessment information system by June 30, 2006.

- 4. The department, in consultation with the agency and the Department of Children and Family Services, shall develop a plan to improve the interface between the department's newly integrated assessment database, the Florida Medicaid

 Management Information System, and the FLORIDA system in order to facilitate enrollment of individuals in the capitated and fee-for-service programs, as well as monitor eligibility requirements.
 - (d) During the 2006-2007 state fiscal year:
- 1. The agency, in consultation with the department, shall initiate competitive procurement to develop a pilot project under which an entity or entities shall be placed at risk for the fee-for-service Medicaid waiver program serving the aged and disabled and the state-funded programs serving the aged, including Community Care for the Elderly, Home Care for the Elderly, and the Alzheimer's Disease Initiative.
- a. The programs provided under the Older Americans Act and those funds shall remain separate.
- b. By June 30, 2007, the entity or entities chosen shall operate under a risk-based system.
- c. The agency and the department shall develop capitation rates based on the historical cost experience of the state in providing services under the Medicaid waiver program and providing state-funded long-term-care services to the population older than 60 years of age in the area served by the pilot project.
- d. The agency, in consultation with the department, shall ensure that the entity or entities placed at risk for providing these services have the tools necessary to manage

the risk associated with providing services under a capitated program.

- e. The agency shall share the risk with the entity or entities. Payment rates during the first 2 years of operation shall be set at not more than 100 percent of the costs to the agency of providing equivalent services to the population within the area of the pilot project for the year prior to the year in which the pilot project is implemented, adjusted forward to account for inflation and population growth. In subsequent years, the rate shall be negotiated, based on the cost experience of the entity in providing contracted services, but may not exceed 95 percent of the amount that would have been paid by the agency in the area of the pilot project, absent the capitated service delivery system.
- f. The department, in consultation with the agency, shall work with rural areas of the state to ensure that there are feasible alternatives for these areas in order to be competitive in the procurement process.
- g. An entity chosen as a risk-bearing entity may not act as a resource center on aging.
- h. The agency and the department shall adopt any rules necessary to comply with or administer these requirements, effect and implement interagency agreements between the agency and the department, and comply with federal requirements.
- 2. The agency, in consultation with the department, shall evaluate the Alzheimer's Disease waiver program and the Adult Day Health Care waiver program to assess whether providing limited intensive services through these waiver programs produce better outcomes for individuals than providing those services through the fee-for-service or capitated programs that provide a larger array of services.

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- 3. The agency, in consultation with the department, shall begin discussions with the federal Centers for Medicare and Medicaid Services regarding the inclusion of Medicare in an integrated long-term-care system. By December 31, 2006, the agency shall provide to the Governor, the President of the Senate, and the Speaker of the House of Representatives a plan for including Medicare in an integrated long-term-care system.
 - (e) During the 2007-2008 state fiscal year:
- The agency, in consultation with the department and the chosen risk-bearing entities operating the pilot projects, shall consider whether the entities should be placed at risk for providing Medicaid-funded nursing home care and Medicaid-funded prescription drug coverage. The agency and the department may develop innovative risk-sharing agreements that limit the level of risk for custodial nursing home care that the administering entity assumes, consistent with the intent of the Legislature to reduce the use and cost of nursing home care. Under risk-sharing arrangements, the agency and the department may reimburse the administering entity for the cost of providing nursing home care for Medicaid-eligible participants who have been permanently placed in a nursing home and who remain in nursing home care for longer than 1 year.
- 2. The department, in consultation with the agency, shall consider whether providers operating in the capitated program should be placed at risk for the state-funded Community Care for the Elderly, Home Care for the Elderly, and Alzheimer's Disease Initiative Programs.
- (b) The agency and the department shall integrate all funding for services to individuals over the age of 65 in the 31 | model planning and service areas into a single per-person

per-month payment rate, except that funds for Medicaid behavioral health care services are exempt from this section. 2 3 The funds to be integrated shall include: 1. Community-care-for-the-elderly funds; 4 5 2. Home-care-for-the-elderly funds; 6 3. Local services program funds; 4. Contracted services funds; 7 5. Alzheimer's disease initiative funds; 8 9 6. Medicaid home and community-based waiver services 10 funds; 11 7. Funds for all Medicaid services authorized in ss. 409.905 and 409.906, including Medicaid nursing home services; 12 13 and 8. Funds paid for Medicare premiums, coinsurance and 14 deductibles for persons dually eligible for Medicaid and 15 16 Medicare as prescribed in s. 409.908(13). 17 18 The department and the agency shall not make payments for 19 services for people age 65 and older except through the model 20 delivery system. 21 (c) The entity selected to administer the model system shall develop a comprehensive health and long-term-care 22 23 service delivery system through contracts with providers of 24 medical, social, and long-term-care services sufficient to meet the needs of the population age 65 and older. The entity 25 26 selected to administer the model system shall not directly 27 provide services other than intake, assessment, and referral 28 services. 29 (d) The department shall determine which of the 30 department's planning and services areas is to be designated 31 as a model area by means of a request for proposals. The

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department shall select an area to be designated as a model area and the entity to administer the model system based on demonstration of capacity of the entity to:

- 1. Develop contracts with providers currently under contract with the department, area agencies on aging, or community-care-for-the-elderly lead agencies;
- 2. Provide a comprehensive system of appropriate medical and long-term-care services that provides high-quality medical and social services to assist older individuals in remaining in the least restrictive setting;
- 3. Demonstrate a quality assurance and quality improvement system satisfactory to the department and the agency;
- 4. Develop a system to identify participants who have special health care needs such as polypharmacy, mental health and substance abuse problems, falls, chronic pain, nutritional deficits, and cognitive deficits, in order to respond to and meet these needs;
- 5. Use a multidisciplinary team approach to participant management which ensures that information is shared among providers responsible for delivering care to a participant;
- 6. Ensure medical oversight of care plans and service delivery, regular medical evaluation of care plans, and the availability of medical consultation for case managers and service coordinators;
- 7. Develop, monitor, and enforce quality-of-care requirements;
- 8. Secure subcontracts with providers of medical, nursing home, and community-based long-term-care services 31 sufficient to assure access to and choice of providers;

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state of providing equivalent services to the population of

the model area for the year prior to the year in which the

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29 30 model system is implemented, adjusted forward to account for inflation and population growth. In subsequent years, the rate shall be negotiated based on the cost experience of the model system in providing contracted services, but may not exceed 95 percent of the amount that would have been paid by the state in the model planning and service area absent the model integrated service delivery system.

- 2. The agency and the department may develop innovative risk-sharing agreements that limit the level of custodial nursing home risk that the administering entity assumes, consistent with the intent of the Legislature to reduce the use and cost of nursing home care. Under risk-sharing arrangements, the agency and the department may reimburse the administering entity for the cost of providing nursing home care for Medicaid-eligible participants who have been permanently placed and remain in nursing home care for more than 1 year.
- (g) The department and the Agency for Health Care Administration shall seek federal waivers necessary to implement the requirements of this section.
- (h) The Department of Children and Family Services shall develop a streamlined and simplified eligibility system and shall outstation a sufficient number and quality of eligibility-determination staff with the administering entity to assure determination of Medicaid eligibility for the integrated service delivery system in the model planning and service area within 10 days after receipt of a complete application.
- (i) The Department of Elderly Affairs shall make arrangements to outstation a sufficient number of nursing home 31 preadmission screening staff with the administering entity to

 assure timely assessment of level of need for long-term-care services in the model area.

(j) The Department of Elderly Affairs shall conduct or contract for an evaluation of the pilot project. The department shall submit the evaluation to the Governor and the Legislature by January 1, 2005. The evaluation must address the effects of the pilot project on the effectiveness of the entity providing a comprehensive system of appropriate and high-quality medical and long-term-care services to elders in the least restrictive setting and make recommendations on a phased-in implementation expansion for the rest of the state.

Section 3. Subsection (2) of section 430.7031, Florida Statutes, is amended to read:

430.7031 Nursing home transition program.--The department and the Agency for Health Care Administration:

nursing home residents who are able to move to community placements, and to provide case management and supportive services to such individuals while they are in nursing homes to assist such individuals in moving to less expensive and less restrictive settings. CARES program staff shall annually review at least 20 percent of the case files for nursing home residents who are Medicaid recipients to determine which nursing home residents are able to move to community placements.

Section 4. Section 430.705, Florida Statutes, is amended to read:

430.705 Implementation of the long-term care community diversion pilot projects.--

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- (1) In designing and implementing the community diversion pilot projects, the department shall work in consultation with the agency.
- and providers demonstrate capacity to maximize the placement of participants in the least restrictive appropriate care setting. The department shall select providers that have a plan administrator who is dedicated to the diversion pilot project and project staff who perform the necessary project administrative functions, including data collection, reporting, and analysis. The department shall select providers that demonstrate the ability to:
- (a) Meet surplus requirements that are comparable to those specified in s. 641.225;
- (b) Comply with the standards for financial solvency comparable to those provided in s. 641.285;
- (c) Provide for the prompt payment of claims in a manner comparable to the requirements of s. 641.3155;
- (d) Provide technology with the capability for data collection which meets the security requirements of the federal Health Insurance Portability and Accountability Act of 1996, 42 C.F.R. ss. 160 and 164;
- (e) Contract with multiple providers that provide the same type of service.
- (3) Pursuant to 42 C.F.R. s. 438.6(c), the agency, in consultation with the department, shall annually reevaluate and recertify the capitation rates for the diversion pilot projects. The agency, in consultation with the department, shall secure the claims data for Medicare beneficiaries which shall be used in developing rates for the diversion pilot projects.

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 $\underline{(4)}$ (3) The department shall provide to prospective participants a choice of participating in a community diversion pilot project or any other appropriate placement available. To the extent possible, individuals shall be allowed to choose their care providers, including long-term care service providers affiliated with an individual's religious faith or denomination.

(5) (4) The department shall enroll participants. Providers shall not directly enroll participants in community diversion pilot projects.

 $\underline{(6)}(5)$ In selecting the pilot project area, the department shall consider the following factors in the area:

- (a) The nursing home occupancy level.
- (b) The number of certificates of need awarded for nursing home beds for which renovation, expansion, or construction has not begun.
 - (c) The annual number of additional nursing home beds.
 - (d) The annual number of nursing home admissions.
- (e) The adequacy of community-based long-term care service providers.
- (7) (6) The department may require participants to contribute to their cost of care in an amount not to exceed the cost-sharing required of Medicaid-eligible nursing home residents.
 - (8)(7) Community diversion pilot projects must:
- (a) Provide services for participants that are of sufficient quality, quantity, type, and duration to prevent or delay nursing facility placement.
- (b) Integrate acute and long-term care services, and the funding sources for such services, as feasible.

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- (c) Encourage individuals, families, and communities to plan for their long-term care needs.
- (d) Provide skilled and intermediate nursing facility care for participants who cannot be adequately cared for in noninstitutional settings.

Section 5. Subsection (2) of section 430.709, Florida Statutes, is amended to read:

430.709 Reports and evaluations.--

(2) The agency, in consultation with the department, shall contract for an independent, comprehensive evaluation of the community diversion pilot projects operating prior to the 2003-2004 fiscal year. Such evaluation must include a careful review and assessment of the actual cost for the provision of services to participants. The agency shall select a contractor with experience and expertise in evaluating capitation rates for managed care organizations that serve persons who are disabled or frail and elderly in order to evaluate the community diversion pilot projects operated under s. 430.705. The contractor shall analyze and report on the individual services and the array of services most associated with effective diversion of frail and elderly enrollees from placement in a nursing home, consumer and family satisfaction with the projects, the quality of care and quality of life for participants, the cost-effectiveness of the projects, and the demonstrated savings to the agency, as compared to the fee-for-service Medicaid program. The evaluation must also include an organizational analysis of each project site. By June 30, 2005, the agency shall submit to the Governor, the President of the Senate, and the Speaker of the House of Representatives a report of the findings from the evaluation.

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          The report must contain recommendations and proposals for
          changes to the community diversion pilot projects.
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                                                          Section 430.041, Florida Statutes, is
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         repealed.
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                           Section 7. This act shall take effect upon becoming a
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          law.
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                                                                      SENATE SUMMARY
              Revises various provisions governing long-term-care programs and the community care service system. Requires the Department of Elderly Affairs and the Agency for
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              the Department of Elderly Affairs and the Agency for Health Care Administration to develop an integrated long-term-care system. Provides for the integrated long-term-care system to be phased in. Provides timeframes and activities for each phase of implementation. Provides for pilot projects. Requires the agency and the department to develop capitation rates for certain services. Authorizes the agency and the department to adopt rules. Requires the agency and the department to review the case files of 20 percent of Medicaid nursing home residents annually for the purpose of determining whether the residents are able to move to community placements. Provides eligibility requirements
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               community placements. Provides eligibility requirements for entities that provide services under the
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              long-term-care community diversion pilot projects.
Eliminates the Office of Long-Term-Care Policy and its advisory council. (See bill for details.)
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