Using Medicaid to Fund School Health Services

School Medicaid Matters 2023 Webinar Series

March 2023

HEALTHY SCHOOLS CAMPAIGN

Healthy Schools Campaign

- Work at the intersection of education, health and equity
- Chicago focused, nationally minded
- Focus on policy and systems level change, cross-sector collaboration
- Leader in supporting sustainable funding for school health services, including Medicaid

In partnership with

Thank you to our funders: American Academy of Pediatrics, Kaiser Permanente, School Health Corporation, William & Flora Hewlett Foundation

Housekeeping

Webinar is being recorded for those who cannot attend

Ask questions using the Q&A feature; we will have open Q&A at the end

Agenda and Speakers

- **Today's Webinar and Highlights from Webinar #1**
  - Orla Kennedy, Community Catalyst
- **Overview of Medicaid and Children's Health**
  - Margaux Johnson-Green, Georgetown Center for Children and Families
  - Anne Dwyer, Georgetown Center for Children and Families
- **Free Care 101: The Opportunity**
  - Jessie Mandle, Healthy Schools Campaign
  - Lena O'Rourke, on behalf of Healthy Schools Campaign
- **State Perspectives**
  - Kevin Bauer, Michigan Department of Health and Human Services
  - Christie Guinn, New Mexico Human Services Department
- **Q&A**

School Medicaid Matters Webinar Series

- Webinar #1 Momentum for Expanding School Medicaid in 2023
  - **February 9** ***Recording***

Webinar #2 Today: Using Medicaid to Fund School Health Services

- Webinar #3 Organizing for Student Health and School Medicaid
  - **Thursday, April 6** @ 2 p.m. ET

Previous Webinar Highlights:

Momentum for Expanding School Medicaid: What to Expect in 2023

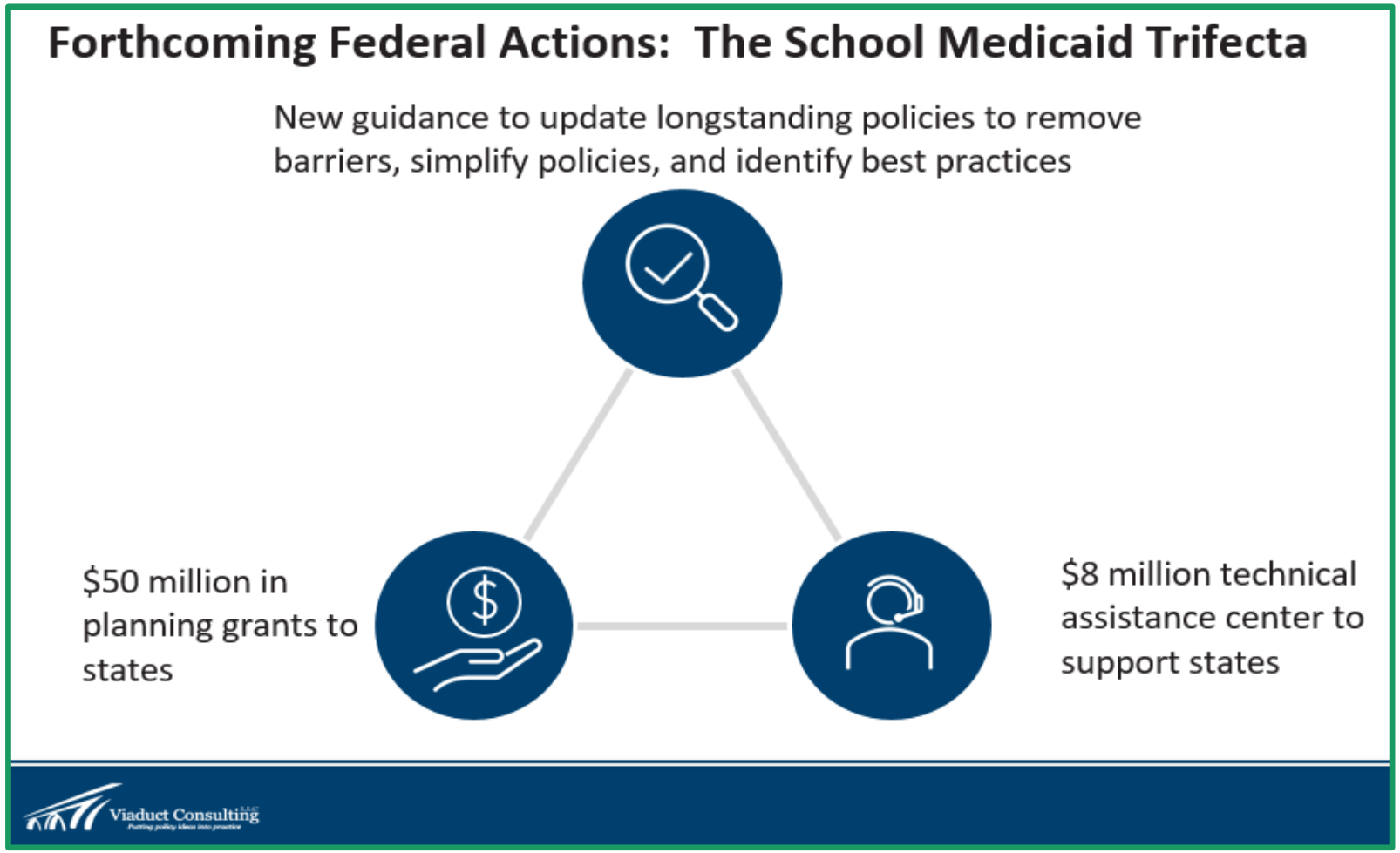
In the past:

- Medicaid covering school health care services under the radar, limited opportunities
- 2014: Progress with “Free Care Rule Reversal” – since then 18 states have expanded Medicaid’s reach beyond an individualized education program (IEP)

Now:

- Covid pandemic and the youth mental health crisis have created new urgency to accelerate progress
- Unprecedented federal attention to school Medicaid **“School Medicaid Trifecta!”**

Previous Webinar Highlights (cont)



School Medicaid Resources (Webinar #1)

- Interactive School Medicaid Map - Healthy Students, Promising Futures, an HSC program
- How Medicaid Can Help Schools Sustain Support for Students' Mental Health - FutureED & Georgetown Center for Children and Families
- CMS Preps for Upcoming School Year with New Guidance on Leveraging Medicaid to Support School-Based Services - Georgetown Center for Children and Families
- Bipartisan Safer Communities Act Greenlights Updated School-Based Medicaid Guidance, TA Center and Grant Funding - Georgetown Center for Children and Families
- State Data Hub - Georgetown Center for Children and Families

Today's Discussion:
Using Medicaid to Fund School Health Services

- Focus on how 18 states are leveraging federal resources to improve school health services, including increasing the kinds of school health providers eligible for Medicaid reimbursement

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Medicaid & Schools

School Medicaid Matters 2023

Anne Dwyer
Margaux Johnson-Green
Center for Children and Families
McCourt School of Public Policy
Georgetown University
March 2, 2023

Why Focus On Medicaid?

- Medicaid is a joint federal-state program for low income people
- Since February 2020, Medicaid enrollment has increased 31%
- Medicaid and CHIP are the primary coverage source for children in America – 34.2 million children are covered by Medicaid alone

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CENTER FOR CHILDREN AND FAMILIES

"Child Uninsured Rate Could Rise Sharply If States Don't Proceed with Caution," Joan Alker and Aubrianna Osorio, Georgetown University Center for Children and Families, February 1, 2023, available at: https://ccf.georgetown.edu/2023/02/01/child -uninsured-rate-could-rise-sharply-if-states-dont-take-care/

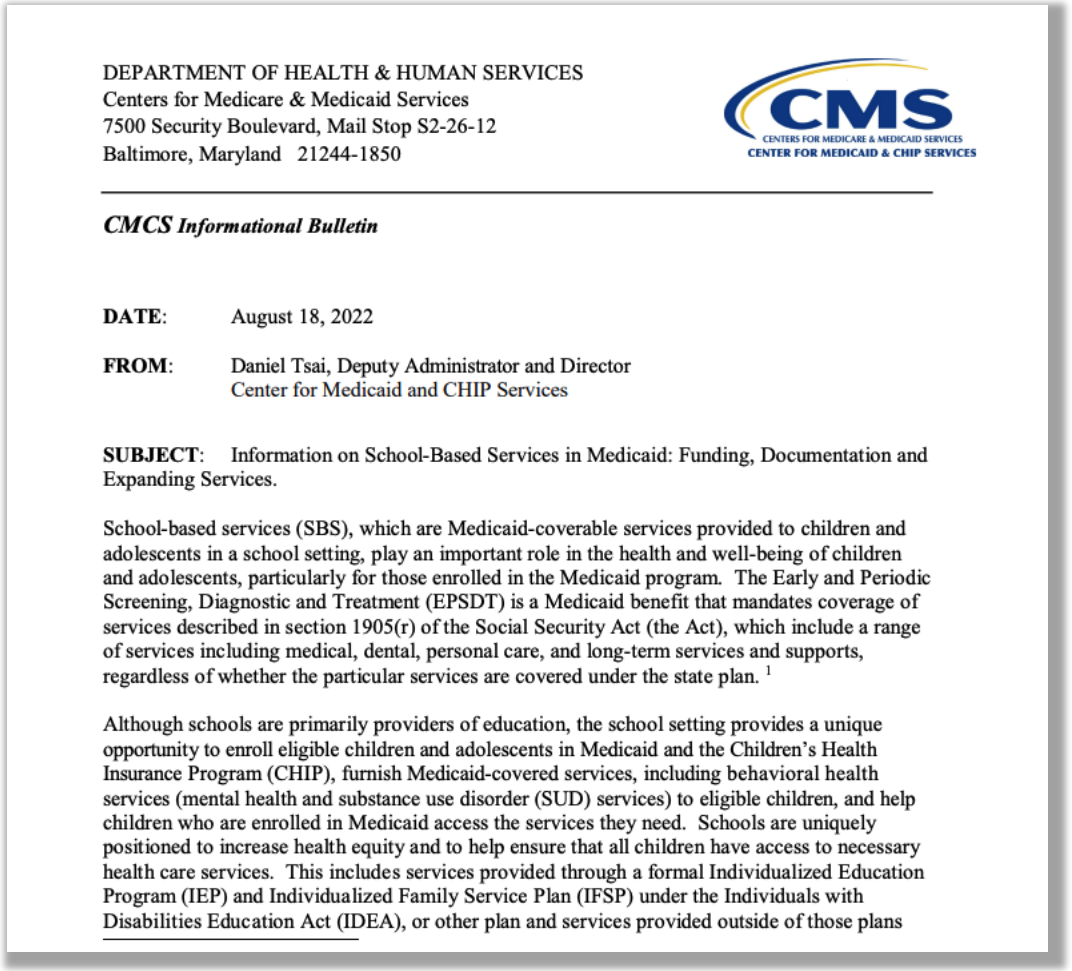
EPSDT Services

Early
Periodic
Screening
Diagnostic
Treatment

- Ensures that children and adolescents receive periodic screenings to evaluate development
- Designates that states must provide covered children with all necessary health services, even if not included in the Medicaid state plan

Using EPSDT in Schools

- Schools are an allowed site to provide EPSDT services
- An August 2022 CMCS informational bulletin reinforced this and provided guidance on types of services covered under EPSDT and reimbursement



DEPARTMENT OF HEALTH & HUMAN SERVICES
Centers for Medicare & Medicaid Services
7500 Security Boulevard, Mail Stop S2-26-12
Baltimore, Maryland 21244-1850

CMS
CENTERS FOR MEDICARE & MEDICAID SERVICES
CENTER FOR MEDICAID & CHIP SERVICES

CMCS Informational Bulletin

DATE: August 18, 2022

FROM: Daniel Tsai, Deputy Administrator and Director
Center for Medicaid and CHIP Services

SUBJECT: Information on School-Based Services in Medicaid: Funding, Documentation and Expanding Services.

School-based services (SBS), which are Medicaid-coverable services provided to children and adolescents in a school setting, play an important role in the health and well-being of children and adolescents, particularly for those enrolled in the Medicaid program. The Early and Periodic Screening, Diagnostic and Treatment (EPSDT) is a Medicaid benefit that mandates coverage of services described in section 1905(r) of the Social Security Act (the Act), which include a range of services including medical, dental, personal care, and long-term services and supports, regardless of whether the particular services are covered under the state plan. [1]

Although schools are primarily providers of education, the school setting provides a unique opportunity to enroll eligible children and adolescents in Medicaid and the Children's Health Insurance Program (CHIP), furnish Medicaid-covered services, including behavioral health services (mental health and substance use disorder (SUD) services) to eligible children, and help children who are enrolled in Medicaid access the services they need. Schools are uniquely positioned to increase health equity and to help ensure that all children have access to necessary health care services. This includes services provided through a formal Individualized Education Program (IEP) and Individualized Family Service Plan (IFSP) under the Individuals with Disabilities Education Act (IDEA), or other plan and services provided outside of those plans

https://www.medicaid.gov/federal-policy-guidance/downloads/sbscib081820222.pdf

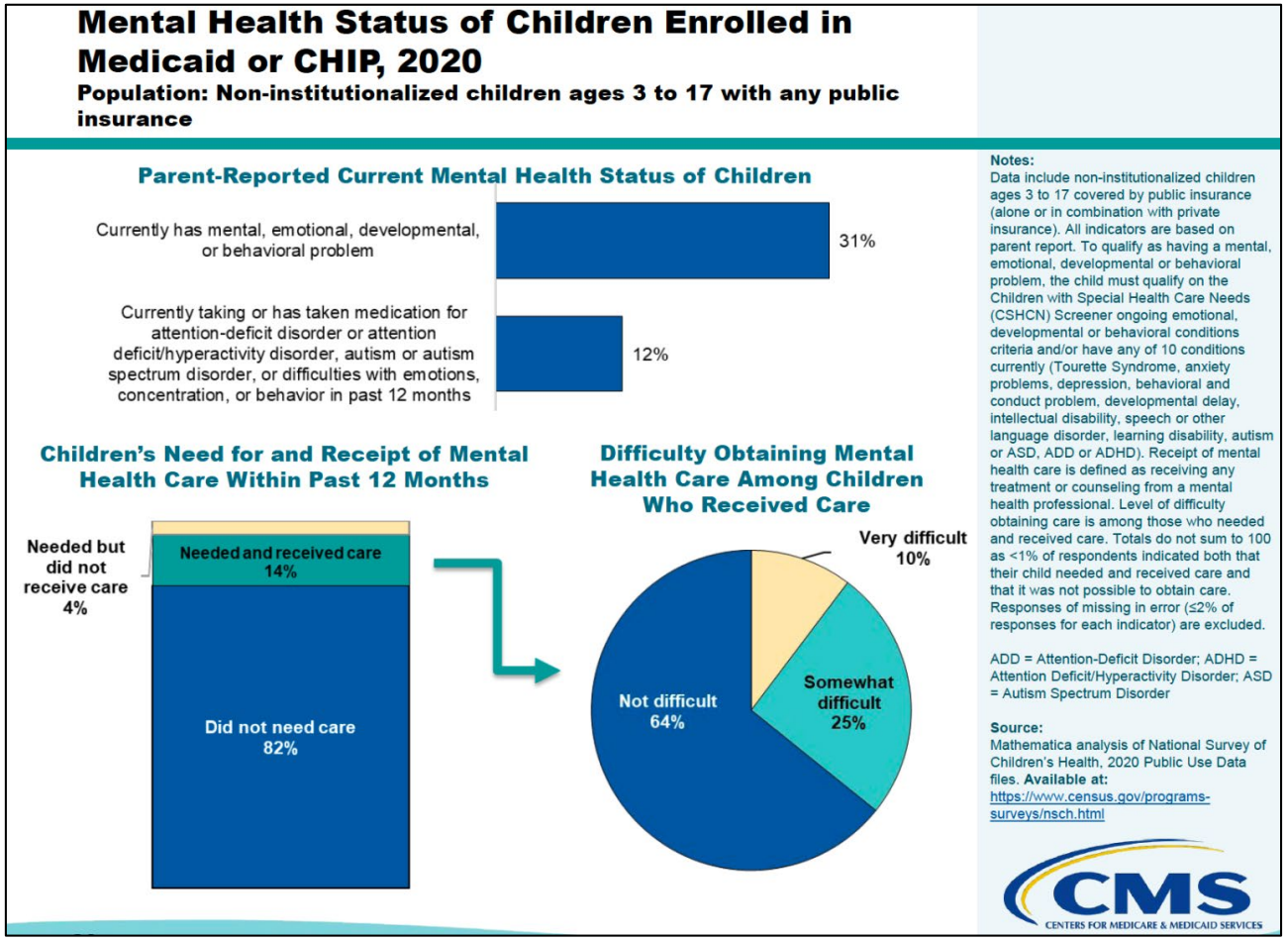
Forthcoming School District Data

- Medicaid enrollment by school district
- Using 5-year ACS data
- Districts categorized by:
  - Elementary
  - Secondary
  - Unified

MEDICAID & MENTAL HEALTH

Medicaid & Mental Health

- **Medicaid** is the single largest payer of behavioral health care
- Provides health coverage (along with CHIP) to over **half** of all children in the US
- **About a third** of children enrolled in Medicaid or CHIP had a mental, emotional, developmental, or behavioral problem



Source: CMS, Beneficiary Profile, July 2022, https://www.medicaid.gov/medicaid/quality-of-care/downloads/beneficiary-profile-2022.pdf

Pandemic Stressors

A PANDEMIC ATOP A PANDEMIC: KIDS' AND FAMILIES' MENTAL HEALTH IN 2020

COVID-19 took hold in the United States in March 2020. It shuttered schools and child care facilities; canceled youth sports and activities; and shut down libraries and recreational centers. It also cut off access to the places where children hang out informally: malls, movie theaters and even outdoor playgrounds. Suddenly, most kids' only connection with their peers was through the screens on their mobile devices, if they had them. A survey of parents a month into the pandemic showed 33% reported their young children were acting fussier and more defiant than before and 26% said their kids appeared more anxious.[25]

From lost playtime for younger children to canceled proms, graduations and summer jobs for teens, the world simply stopped being what it had been for millions of young people. Teens reported spikes in symptoms of anxiety or depression as they weathered uncertainty, fear and concerns for the health and safety of themselves, their families and their friends.[26]

CDC Centers for Disease Control and Prevention
CDC 24/7: Saving Lives, Protecting People™

Morbidity and Mortality Weekly Report (*MMWR*)

CDC

Pediatric Emergency Department Visits Associated with Mental Health Conditions Before and During the COVID-19 Pandemic — United States, January 2019–January 2022

Weekly / February 25, 2022 / 71(8);319–324

Kristin M. Holland, PhD[3]; Kathleen P. Hartnett, ssen, MS[6]; Michael Sheppard, MS[1]; Samantha MD[10]; Loren Rodgers, PhD[1]; Craig W. Thomas,

AAP-AACAP-CHA Declaration of a National Emergency in Child and Adolescent Mental Health

Home / Advocacy / Child and Adolescent Healthy Mental Development / AAP-AACAP-CHA Declaration of a National Emergency in Child and Adolescent Mental Health

A declaration from the American Academy of Pediatrics, American Academy of Child and Adolescent Psychiatry and Children's Hospital Association:

As health professionals dedicated to the care of children and adolescents, we have witnessed soaring rates of mental health challenges among children, adolescents, and their families over the course of the COVID-19 pandemic, exacerbating the situation that existed prior to the pandemic. Children and families across our country have experienced enormous adversity and disruption. The inequities that result from structural racism have contributed to disproportionate impacts on children from communities of color.

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Sources: The Annie E. Casey Foundation, 2022 KIDS COUNT Data Book; CDC, Pediatric Emergency Department Visits Associated With Mental Health Conditions Before and During the COVID-19 Pandemic — United States, January 2019-January 2022; American Academy of Pediatrics, AAP-AACAP-CHA Declaration of a National Emergency in Child and Adolescent Mental Health

Recent Action

DEPARTMENT OF HEALTH & HUMAN SERVICES
Centers for Medicare & Medicaid Services
7500 Security Boulevard, Mail Stop S2-26-12
Baltimore, Maryland 21244-1850

CMS
CENTERS FOR MEDICARE & MEDICAID SERVICES
CENTER FOR MEDICAID & CHIP SERVICES

CMCS Informational Bulletin

DATE: August 18, 2022

FROM: Daniel Tsai, Deputy Administrator and Director
Center for Medicaid and CHIP Services

SUBJECT: Leveraging Medicaid, CHIP, and Other Federal Programs in the Delivery of Behavioral Health Services for Children and Youth

The Center for Medicaid and CHIP Services (CMCS) is issuing this CMCS Informational Bulletin (CIB) to remind State Medicaid Agencies of the federal requirements for the Early a Periodic Screening, Diagnostic and Treatment (EPSDT) benefit. This CIB also provides Stat Medicaid Agencies, agencies administering the Children's Health Insurance Program (CHIP) state behavioral health agencies, state developmental disability agencies, and other stakeholde with relevant existing federal guidance and examples on ways that Medicaid and CHIP fundi alone or in tandem with funding from other federal programs of the Department of Health an Human Services (HHS), can be used in the provision of high-quality behavioral health[1] servi to children and youth. CMCS remains committed to providing information and technical assistance on leveraging funding opportunities to optimize beneficiary access to needed treatment.

Medicaid

Home // Medicaid // Leveraging Medicaid for School-Based Behavioral Health Services: Findings from a Survey...

Leveraging Medicaid for School-Based Behavioral Health Services: Findings from a Survey of State Medicaid Programs

h and well-being continue to increase, particularly in light of gun
ic. Despite these mental health concerns, many children and
g behavioral health services (including mental health and/or
these challenges, recent legislation includes provisions to improve
for youth. A number of these provisions involve expansions through
caid to further build on school-based behavioral health services.
hildren and adolescents nationwide, and provides significant
ral health services through school-based programs.

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Topics Blog Maps State Data Hub Research Projects About Us

Say Ahhh!

CMS Preps for Upcoming School Year with New Guidance on Leveraging Medicaid to Support School-Based Services

August 25, 2022 · Margaux Johnson-Green, Anne Dwyer

Georgetown University Health Policy Institute
CENTER FOR CHILDREN AND FAMILIES

Sources: https://www.medicaid.gov/federal-policy-guidance/downloads/bhccib08182022.pdf; https://www.congress.gov/bill/117th-congress/senate-bill/2938/text; https://www.medicaid.gov/federal-policy-guidance/downloads/sbscib081820222.pdf; KFF.org, https://www.kff.org/medicaid/issue brief/leveraging-medicaid-for-school-based-behavioral-health-services-findings-from-a-survey-of-state-medicaid-programs/

Resources

- State Data Hub
- Medicaid Learning Lab
- Medicaid enrollment by school district
  - Available on https://ccf.georgetown.edu/ soon
- Unwinding toolkit for schools

Free Care: The Opportunity

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Background on School-Based Medicaid

- For 30 years, Medicaid has paid for eligible school physical and behavioral health services included in students' Individualized Education Programs (IEP)

- While Medicaid spending on school-based health services represents less than 1 percent of total Medicaid spending, it is a significant source of funding for schools

Models for Delivering Health Services in Schools

Community Partnerships

School-Based Health Centers

School-Employed Providers

Game-Changing Federal Momentum

- Historic, one-time investments in K-12 schools
- Schools and student mental health in State of the Union (March 2022; March 2023)
- Joint statements from HHS Secretary Becerra & ED Secretary Cardona (March 2022; July 2022)
- Passage of Bipartisan Safer Communities Act (June 2022)
- CMS Informational Bulletin on school Medicaid (August 2022)

Current Status of School-Based Medicaid

Medicaid can pay for school-based health services if:

- The student is enrolled in Medicaid;
- The services provided are covered by the state;
- Services are delivered by a qualified provider that is recognized in the Medicaid state plan; and
- States have appropriate billing, documentation and oversight mechanisms in place.

Successful Strategy

- Expanding school Medicaid dramatically increases federal funding
- How federal Medicaid revenue is reinvested is a state decision

The Opportunity

A 2014 policy expands school-based services to ALL Medicaid-enrolled students–**the free care policy reversal**

Expanding School Medicaid

- Medicaid reimbursement no longer restricted to students with an IEP
- Medicaid will reimburse for services to all Medicaid-enrolled students
- States make the choice to expand school-based Medicaid programs
- Some states must submit state plan amendment (SPA) to expand their program to all students; others can take state administrative or legislative actions

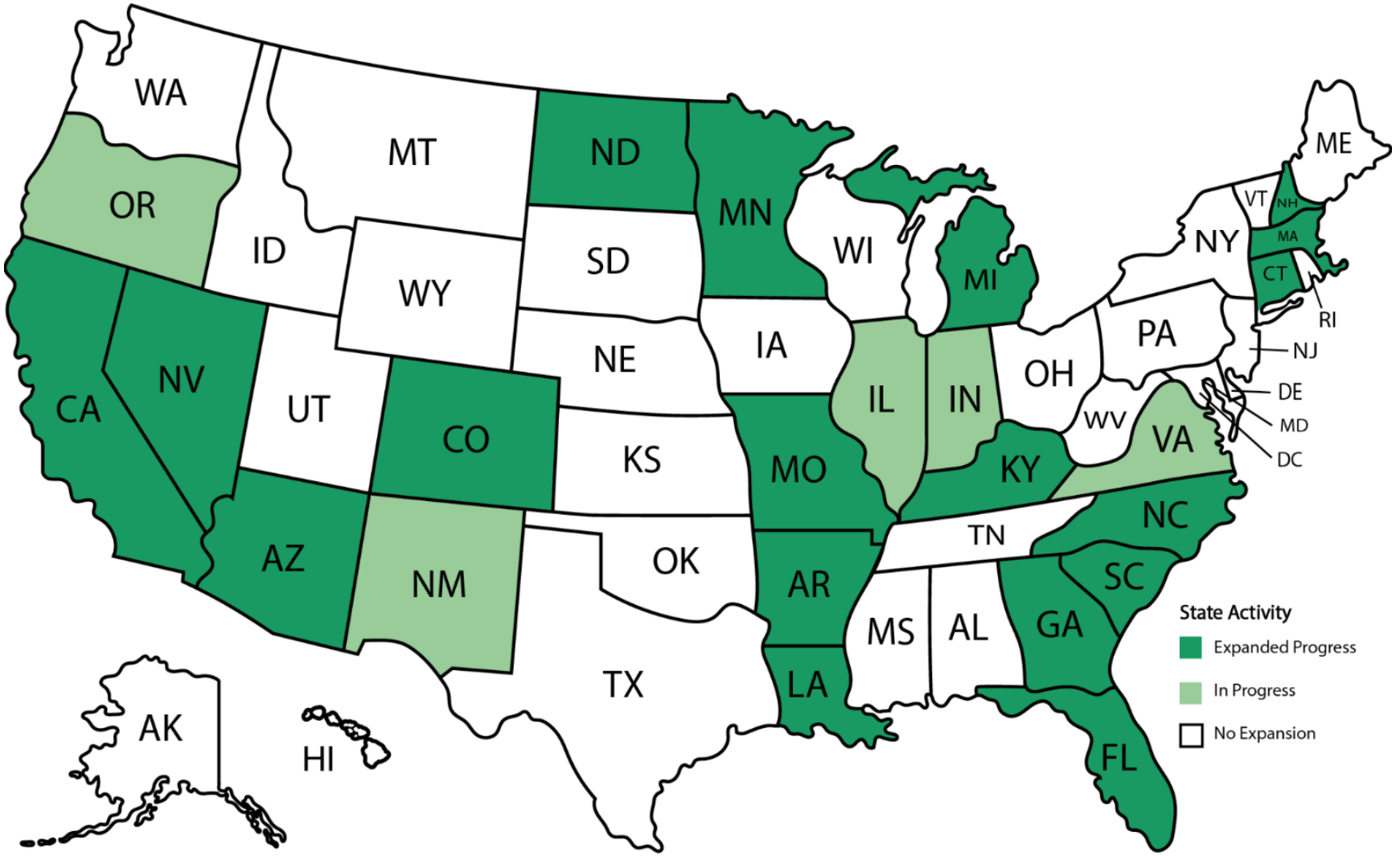
Opportunities Under “Free Care”

- Increase funding for school-based health services
- Cover more services in schools
- Expand healthcare workforce and provider-types eligible for reimbursement in schools
- Encourage new thinking about how schools and health care can work together to improve health outcomes in schools
- Improved health and academic outcomes

Seizing the Opportunity

- 18 states have expanded school-based Medicaid–and more are considering
- States have options on how to design school-based Medicaid programs that meet their needs
- Biden Administration is actively working with states considering expanding school-based Medicaid

Expansion of School-Based Medicaid Programs



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Strengthening School Medicaid

- States have other policy options for supporting school Medicaid
  - Expanding coverage of the types of **benefits** covered in schools
  - Ensuring all health providers delivering services in schools can be reimbursed by Medicaid for the time serving students

Expanding School Health Services

- States can reimburse for a wide range of services in schools including:
  - Physical health
  - Mental and behavioral health services
- Best practice: Cover all medically necessary services in schools

Align Medicaid and Education School Health Provider Qualifications

- **11 states** show misalignment between requirements defining provider qualifications for school nursing services for purposes of Medicaid reimbursement, and the state education standards used to qualify school nurses and other personnel to deliver nursing services in the school setting
- **20 states** show misalignment between Medicaid reimbursement and state education agency standards for school behavioral health personnel

Examples of Eligible School Health Services	Examples of Eligible School Health Providers
• Physician Services • Nursing Services • Psychology • Counseling • Social Work Services • Vision Services • Audiology Services • Speech Therapy • Occupational Therapy • Physical Therapy	• Nurse practitioner • Registered nurse • Licensed practical nurse • Health technician • Certified school psychologist • Credentialed school counselor • Credentialed school social worker • Licensed marriage and family therapist • Speech language pathologist • Occupational therapist

Examples of Eligible School Mental Health Services	Examples of Eligible School Mental Health Providers
• Psychological assessments • Psychosocial assessments • Individual psychology and counseling • Group psychology and counseling • Medication administration • Peer support services • Case management	• Licensed psychologist • Certified school psychologist • Licensed counselor • Credentialed school counselor • Licensed social worker • Credentialed school social worker • Licensed marriage and family therapist • Behavior health analysts • Registered nurse

Expanding NM Medicaid Billing Beyond the IEP

Christie Guinn, Deputy Bureau Chief, Medical Assistance Division

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(505) 490-1169

HUMAN SERVICES DEPARTMENT

Status of NM's Free Care Expansion

- NM did not choose to pursue early implementation of "Free Care" Services
- In late 2020, NM HSD and PED began meeting to collaboratively with the Office of the Governor and others to discuss the potential of expanding the current MSBS program to include billing for non-IEP services. It was the desire of state and departmental leadership that HSD begin pursuing this expansion
- In March 2021, NM gathered a team of school participants and joined the Healthy Students, Promising Futures Learning Collaborative to join other states in various stages of implementation and learn best practices
- NM Medicaid State Plan Amendment – Submitted 3/7/2022
- NM MSBS Administrative Claiming Implementation Plan – Submitted 3/11/2022
- MSBS Rule NMAC 8.320.6 Revisions – Effective 7/1/2022
- Changes to the Random Moment Time Study and Cost Settlement Report were also be needed for FY23

Interesting Timing for Negotiations with CMS

- NM's submission of our SPA and RMTS Implementation Plans coincided with early discussions at CMS regarding changes to be made to the 2003 *Medicaid School-Based Administrative Claiming Guide*.
  - Potential changes for RMTS Notification/Response windows to 0 days/2 days, respectively
    - NM's current & previously approved (2016) plans include 3 day notification & 3 day response windows
- States considering expansion should consider timing of official new guidance from CMS anticipated in 2023
  - Potential changes to RMTS & Implementation Plans, may want to consider adding in expansion at that time, eliminating the need for a 2nd submission/approval

HUMAN SERVICES DEPARTMENT

Was it Worth It?

- Positive response from districts from trainings in Fall 2022
- Full impact will not be seen until FY23 Cost Reports are completed
  - Pending SPA approval = no interim claims submitted for Free Care services
- Districts are still struggling with staffing concerns and funding
  - Continued advocacy for additional state funding to support additional staff positions, particularly for Behavioral Health

HUMAN SERVICES DEPARTMENT

Resources

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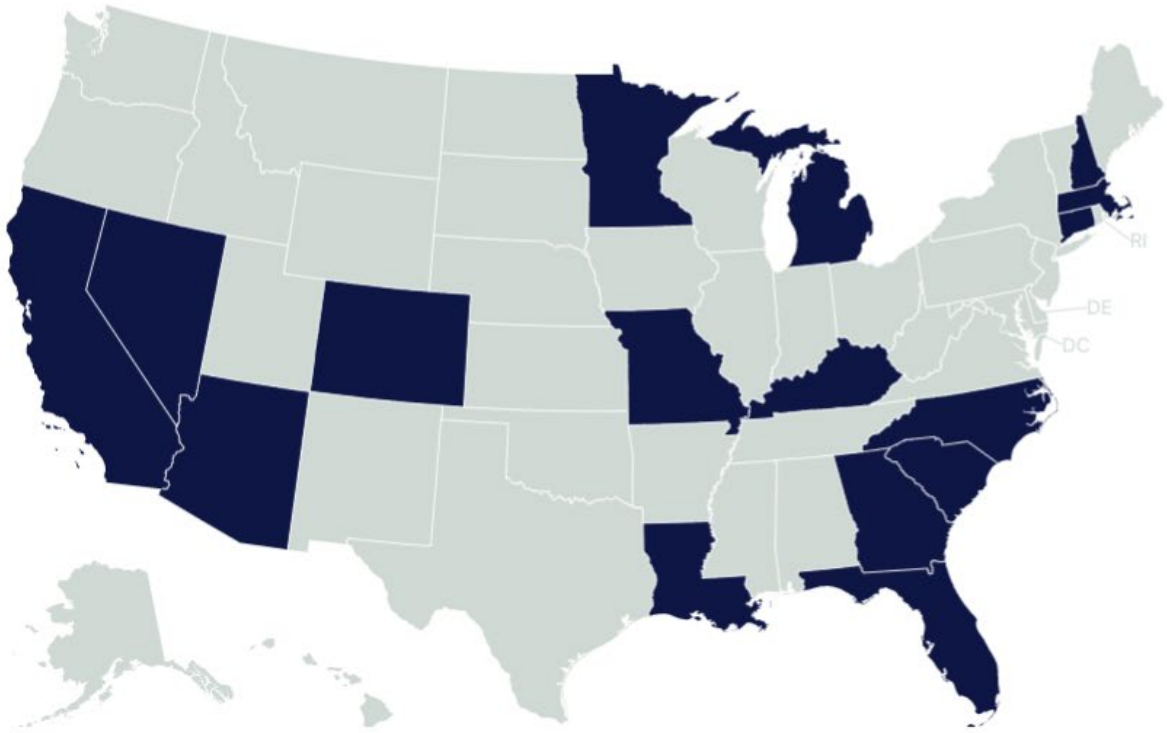
Understanding School Medicaid in Your State

School Medicaid Expansion | School Health Providers | Promising Practices

States That Expanded Medicaid Coverage In Schools | States In the Process Of Expanding Medicaid Coverage In Schools | States Not Yet Taking Action



School Medicaid Expansion Status

In 2014, the Centers for Medicare & Medicaid Services expanded the use of Medicaid to pay for school health services for all Medicaid-enrolled students. This map indicates the states that have taken the necessary steps, as of December 2021, to align their state Medicaid plan with federal policy, and the measures they took. It also identifies states in the process of doing so and those that haven't started.

Click on each state to view its status.

Resources

- Interactive School Medicaid Map - Healthy Students, Promising Futures, an HSC program

- NEW! Unwinding Toolkit for Schools - AASA, The School Superintendents Association, with Georgetown CCF and the Center for Budget and Policy Priorities

- NEW! Advocacy Tool: Help School-Age Youth Get the Behavioral Health Care They Need- Community Catalyst

School Medicaid Matters Webinar Series

- Organizing for Student Health and School Medicaid
  - **Thursday, April 6** @ 2 p.m. ET
  - *Last webinar in the series!*

Thank you

Jessie Mandle
National Program Director
Jessie@healthyschoolscampaign.org

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