INTRODUCED BY 2 3 A BILL FOR AN ACT ENTITLED: "AN ACT CREATING A PILOT PROJECT FOR THE USE OF MEDIC 4 VINGS ACCOUNTS IN CONJUNCTION WITH THE MONTANA MEDICAID PROGRAM; PROVIDING FOR 5 THE DESIGN OF THE PROJECT; PROVIDING FOR ADMINISTRATION OF THE PROJECT BY THE 6 7 DEPARTMENT OF PUBLIC HEALTH AND HUMAN SERVICES; PROVIDING THE POWERS AND DUTIES OF 8 THE DEPARTMENT: REQUIRING CONTRACTS FOR THE ADMINISTRATION OF MEDICAL SAVINGS 9 ACCOUNTS AND THE PROVISION OF HIGH-DEDUCTIBLE HEALTH CARE COVERAGE; REQUIRING 10 REPORTS AND EVALUATION OF THE PROJECT; AND PROVIDING AN EFFECTIVE DATE AND A TERMINATION DATE." 11

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BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

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NEW SECTION. Section 1. Legislative findings and purpose. The legislature finds that among the contributing causes of the increase in the cost of the medicaid program has been the lack of sufficient incentive by participants in the medicaid program to conserve government funds used to pay for medicaid medical benefits. The legislature believes that treatment of medicaid funds as the personal funds of medicaid recipients would provide that needed incentive. The purpose of [sections 1 through 10] is to create a pilot program by which the effect of that incentive may be tested by providing high-deductible health care coverage to a limited number of medicaid-eligible adults and minors and allowing those participants in a pilot project to keep a part of the state money that is not used by the participants for health care expenses below the amount at which coverage begins. In this way, the legislature will test the use of personal financial incentive to help reduce medicaid costs and educate medicaid consumers to make informed decisions about appropriate use of health care.

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<u>NEW SECTION.</u> Section 2. Definitions. As used in [sections 1 through 10], the following definitions apply:

29 (1) "Department" means the department of public health and human services provided for in 2-15-2201.

Legislative Services Division HB538

1	(2)	"Health ca	re exp	enses"	means	expenses	incurred	for	health	care	provided	by	the	medicaid
2	program.													

- (3) "High-deductible health care coverage" means coverage for the payment of health care expenses by a group medical expense disability policy, membership contract, subscriber contract, health services agreement, or certificate of insurance provided by a health insurer, health service corporation, or health maintenance organization having a deductible amount for each participant in an amount determined by the department.
 - (4) "Medicaid" means the Montana medicaid program established by 53-6-101.
- (5) "Medical savings account" or "account" means an account established for the purposes of [sections 1 through 10] with a state or federally chartered bank, savings and loan association, credit union, trust company, or other corporate fiduciary determined by the department.
- (6) "Participant" means an individual eligible for medicaid chosen by the department in the manner provided in [section 5] to participate in the pilot project.
- (7) "Pilot project" or "project" means the medical medical savings account pilot project established by [sections 1 through 10].

NEW SECTION. Section 3. Medicaid medical savings accounts -- pilot project elements -- project timelines -- contracts. (1) The department shall design a pilot project in accordance with [section 4] and this section for the use of medical savings accounts in conjunction with the Montana medicaid program. The department shall establish and administer the medical savings account and high-deductible health care coverage parts of the pilot project following approval of the waivers requested by the department pursuant to [section 6].

- (2) The pilot project consists of the following elements:
- (a) a design plan prepared by the department pursuant to a contract required by [section 4];
- (b) a request submitted by the department pursuant to [section 6] to the U.S. health care financing administration for waivers, pursuant to 42 U.S.C. 1315, of requirements of Title XIX of the Social Security Act, 42 U.S.C. 1396, et seq.;
- (c) establishment, funding, and management by the department pursuant to a contract required by [section 7] of medical savings accounts for participants chosen pursuant to [section 5];
 - (d) high-deductible health care coverage purchased by contract by the department in accordance



with [section 8] for each participant for each fiscal year during the time of the pilot project;

- (e) evaluation of the pilot project in the manner provided by [section 9] and reports to the legislative audit division and to the legislative fiscal division in the manner required by [section 10].
- (3) The pilot project begins with commencement of the design plan provided by [section 4]. Elements of the project as provided in subsection (2) of this section may be begun and completed at times determined by the department consistent with [sections 1 through 10]. However, medical savings accounts and high-deductible health care coverage for each participant must begin no later than January 1, 1999.
- (4) Requests for proposals and contracts required or authorized by [sections 1 through 10] must comply in all respects with the provisions of Title 18. The department may also consult with the department of administration, the state insurance commissioner, and recognized experts in contracts for the types of services required or authorized by [sections 1 through 10] before committing the state to those contracts.

<u>NEW SECTION.</u> Section 4. Pilot project design plan required. The department shall by contract create a design plan for the pilot project. The design plan must consist of the following project elements and the projected time periods and goals for each element:

- (1) a report on participant profiles for use by insurers or others who may provide the high-deductible health care coverage and a cost analysis for provision of that coverage;
- (2) a calculation for each fiscal year of the project of the number of participants to be chosen pursuant to [section 5], the amounts deposited for each participant into the participant's medical savings account, the projected cost per participant, and the annual projected savings resulting from the project prior to each project fiscal year;
- (3) a request for proposals to develop the request for waivers to be submitted to the U.S. health care financing administration pursuant to [section 6];
- (4) development of requests for proposals by which the department would contract for the administration of participant medical savings accounts pursuant to [section 7], including a nondiscriminatory methodology by which the department will determine the amount remaining within an account to be paid to a participant pursuant to [section 7(3)], and the provision of high-deductible health care coverage pursuant to [section 8];
- (5) development of a methodology for measuring project outcomes in subject areas, including but not limited to cost, access, and health status of the project participants, as provided in [section 9];



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(6) the method and subjects of an independent assessment of the pilot project in areas, including but not limited to cost-effectiveness, access, and quality, as provided in [section 9]; and

(7) the method and subjects of the reports required by [section 10].

NEW SECTION. Section 5. Choice of pilot project participants. The department shall, in a manner chosen by the department, offer participation in the pilot project to adult and minor individuals chosen in a manner to accurately represent those persons in Montana receiving benefits from the medicaid program. Participation in the pilot project by those individuals chosen by the department is voluntary. In offering participation in the project, the department shall explain the aspects and objectives of the project as they will affect participants and explain the responsibilities of participants. The department shall limit the number of participants to not less than 1,000 and not more than 5,000.

<u>NEW SECTION.</u> Section 6. Request by department for waivers. The department shall, by request for proposals, develop and submit to the U.S. health care financing administration a request for waivers from federal statutes and regulations necessary to obtain federal financial participation in the pilot project to the same extent that the federal government participates in the medicaid program. Contracts entered into by the department for this purpose must provide for the continuing support of the contractor during waiver negotiations.

<u>NEW SECTION.</u> Section 7. Medical savings accounts -- administration -- payments -- terms and conditions. (1) Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals, provide for the administration of a medical savings account for each participant. The term of a contract entered into pursuant to the requests may be for a fiscal year or for another period determined by the department that is consistent with appropriations for and the objectives of the pilot project.

- (2) (a) Upon receipt of an appropriation for the purposes of this section, the department shall pay to the administrator of each participant's medical savings account an amount of money determined by the department and based upon the average statewide cost for medical assistance for each individual in the medicaid program.
 - (b) A contract for the administration of the pilot project must include payment of the amount into



55th Legislature

- the account of each participant at the beginning of each fiscal year during the time of the project. Administration must also include payment of participants' medical claims from the accounts, recordkeeping necessary for proper administration of the payments and accounts, and payment of amounts remaining in the account to the participant as provided in subsection (3).
- (c) The department may require as part of the contract for the administration of the accounts that the contractor provide educational information to participants and accounting, auditing, and recordkeeping services necessary for project evaluation and reports as required by [sections 9 and 10].
- (3) The terms of the contract for the administration of the pilot project must include payment within 90 days after the end of the fiscal year to each project participant, and each participant may retain an amount of money determined by the department and remaining in the account at the end of a fiscal year. The terms of the use of an account by a participant may also include requirements necessary for the proper administration and use of the account.

NEW SECTION. Section 8. High-deductible health care coverage required. Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals before the beginning of each fiscal year during the time of the pilot project, obtain high-deductible health care coverage for each participant. In making the request for proposals, the department shall provide to potential contractors the information concerning the project and participants reasonably determined by the department to be needed by potential contractors to adequately assess the degree of financial risk to be assumed by the successful contractor. The contract with the department must require the contractor to provide high-deductible health care coverage for each participant beginning with each fiscal year and ending at the end of each fiscal year during the time of the project.

NEW SECTION. Section 9. Project evaluation -- outcomes measurement -- independent assessment. (1) The department shall, by request for proposals, provide for evaluation of the project outcomes at the completion of the project and may provide for evaluation at other times as the department may determine. The evaluation must include an evaluation of the cost-effectiveness of the project, the degree of access to health care available to participants, and the health status of participants. A contract for project evaluation may be combined by the department with another contract made by the department pursuant to [sections 1 through 10].



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1	(2) The department shall, by request for proposals, provide for an independent assessment of the
2	project by a corporation, firm, partnership, or other business entity knowledgeable in the measurement of
3	cost-effectiveness, access, quality of care, and health status of individuals receiving health care. A
4	contract for the assessment may not be combined with another contract made by the department pursuant
5	to [sections 1 through 10]. A contract required by this subsection must also require the contractor to
6	provide information developed by the assessment to the U.S. health care financing agency or another
7	agency of the federal government.
8	
9	NEW SECTION. Section 10. Reports required. The department shall, at the conclusion of the
10	project, provide a report to the legislative audit division and the legislative fiscal division containing those
11	matters determined in the evaluation and independent assessment required by [section 9].
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13	NEW SECTION. Section 11. Codification instruction. [Sections 1 through 10] are intended to be
14	codified as an integral part of Title 53, chapter 6, and the provisions of Title 53, chapter 6, apply to
15	[sections 1 through 10].
16	
17	NEW SECTION. Section 12. Effective date. [This act] is effective July 1, 1997.
18	
19	NEW SECTION. Section 13. Termination. [This act] terminates January 1, 2001.
20	-END-



STATE OF MONTANA - FISCAL NOTE

Fiscal Note for HB0538, as introduced

DESCRIPTION OF PROPOSED LEGISLATION:

An act creating a pilot project for the use of medical savings accounts in conjunction with the Montana Medicaid Program; providing for the design of the project; providing for administration of the project by the Department of Public Health and Human Services (DPHHS); providing the powers and duties of the department; requiring contracts for the administration of medical savings accounts and the provision of high deductible health care coverage; and requiring reports and evaluation of the project.

ASSUMPTIONS:

- 1. The effective date of the bill is July 1, 1997.
- The termination date of the project is January 1, 2001.
- 3. The Medical Savings Account (MSA) pilot project must begin by January 1, 1999.
- 4. DPHHS would manage the pilot project.
- 5. Establishment and operation of the pilot project is contingent on the federal Health Care Financing Administration's (HCFA) approval of a waiver. If the waiver to be submitted on behalf of the MSA pilot project is not approved, then the MSA pilot project will not go into effect.
- 6. DPHHS will contract for services related to the pilot project design and warver development. The estimated cost of this contract will be \$75,000 during fiscal year 1998.
- 7. DPHHS would acquire high-deductible health care coverage that would go into effect for each participant after the individual MSA is exhausted.
- 8. The department will contract for services to gather data and provide a report on the applicable Medicaid population related to the risk associated with MSAs for the high- deductible health care coverage that would go into effect for each participant after the MSA is exhausted. The estimated cost is \$25,000 annually.
- The department will contract for financial administration of the MSA for all participants.
- 10. With the exception of the costs for the contracts listed above, all costs associated with the pilot project would be covered within existing appropriations. The average cost per client would be utilized as the amount that would cover costs associated with the MSA including the cost of financial administration of the MSA, the health care coverage, and the cost of the MSA itself.
- 11. Participation in the pilot project will be voluntary, but will be limited to persons who are eligible for Medicaid by virtue of their Temporary Assistance for Needy Families (TANF) program (which replaced the Aid for Families with Dependent Children (AFDC) program) eligibility.
- 12. For purposes of the fiscal note, it is assumed that 1,000 persons will be participating in the program; 68% of the participants will be children and 32% will adults.
- Program savings is assumed at 5% per individual. The estimated total for savings is \$82 per adult per year and \$45 per child per year. This amount is based on 1995 cost and is inflated by 6% per year for 1996, 1997, 1998, and 1999 for the estimated benefits savings.
- 14. Pilot program evaluation would occur in fiscal year 2001 and is estimated to cost \$75,000.
- 15. It is assumed that the program will commence January 1, 1999, providing only six months of savings during fiscal 1999.
- 16. It is assumed that the MSA participant will be allowed to keep any amount remaining in the MSA at the end of each year.

(Continued)

DAVE LEWIS, BUDGET DIRECTOR DATE Office of Budget and Program Planning

BOB KEENAN, PRIMARY SPONSOR

DATE

Fiscal Note for <u>HB0538</u>, as introduced

Fiscal Note Request, <u>HB0538</u>, as introduced Page 2 (continued)

FISCAL IMPACT:

	FY98	<u> FY99</u>
Expenditures:	<u>Difference</u>	Difference
Operating Costs	\$100,000	\$ 25,000
Medicaid Benefits Savings		(36,006)
Total Expenses	\$100,000	\$ (11,006)
<u>Funding:</u>		
General Fund	\$ 50,000	\$ 2,101
Federal Fund	50,000	(13, 107)
Total	\$100,000	\$(11,006)

LONG TERM EFFECTS OF LEGISLATION:

The financial incentive for participants to recover funds not spent on care may encourage some participants to delay or avoid preventive and primary care. This may have an impact on an individual's health status, and may subsequently increase Medicaid costs in the future.

TECHNICAL NOTES:

- 1. The bill should be amended to state that the population to be included in the pilot project would only include TANF-eligible Medicaid clients.
- 2. The bill should specify that payments to the MSA would be made monthly rather than annually. Medicaid eligibility is not set on an annual basis and eligible persons often have eligibility determined monthly, depending on changes in the individual's situation.
- 3. Allowing for voluntary selection in participation in the pilot may not allow for an accurate determination of the impact of the program. Individuals who would benefit more under the existing Medicaid program are likely to "opt out" of participation in the pilot. Requesting a waiver to allow for assignment of representative samples from the Medicaid population to both the MSA pilot group and any control group will give a more accurate reflection of the impact of the program.
- 4. The MSA pilot will include additional administrative expenses not currently incurred under the existing Medicaid program. These are the cost of administering the MSA for participants and the administrative cost associated with the high-deductible coverage. These costs are not included as additional costs in this fiscal note, but are assumed to be able to be covered within the existing appropriation, i.e., benefits levels.

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4	A BILL FOR AN ACT ENTITLED: "AN ACT CREATING A PILOT PROJECT FOR THE USE OF MEDICAL /
5	SAVINGS ACCOUNTS IN CONJUNCTION WITH THE MONTANA MEDICAID PROGRAM; PROVIDING FOR
6	THE DESIGN OF THE PROJECT; PROVIDING FOR ADMINISTRATION OF THE PROJECT BY THE
7	DEPARTMENT OF PUBLIC HEALTH AND HUMAN SERVICES; PROVIDING THE POWERS AND DUTIES OF
8	THE DEPARTMENT; REQUIRING CONTRACTS FOR THE ADMINISTRATION OF MEDICAL SAVINGS
9	ACCOUNTS AND THE PROVISION OF HIGH-DEDUCTIBLE HEALTH CARE COVERAGE; REQUIRING
10	REPORTS AND EVALUATION OF THE PROJECT; AND PROVIDING AN EFFECTIVE DATE AND A
11	TERMINATION DATE."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

NEW SECTION. Section 1. Legislative findings and purpose. The legislature finds that among the contributing causes of the increase in the cost of the medicaid program has been the lack of sufficient incentive by participants in the medicaid program to conserve government funds used to pay for medicaid medical benefits. The legislature believes that treatment of medicaid funds as the personal funds of medicaid recipients would provide that needed incentive. The purpose of [sections 1 through 10] is to create a pilot program by which the effect of that incentive may be tested by providing high-deductible health care coverage to a limited number of medicaid-eligible adults and minors and allowing those participants in a pilot project to keep a part of the state money that is not used by the participants for health care expenses below the amount at which coverage begins. In this way, the legislature will test the use of personal financial incentive to help reduce medicaid costs and educate medicaid consumers to make informed decisions about appropriate use of health care.

<u>NEW SECTION.</u> Section 2. Definitions. As used in [sections 1 through 10], the following definitions apply:

(1) "Department" means the department of public health and human services provided for in 2-15-2201.



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1 (2) "Health care expenses" means expenses incurred for health care provided by the medicaid 2 program.

- (3) "High-deductible health care coverage" means coverage for the payment of health care expenses by a group medical expense disability policy, membership contract, subscriber contract, health services agreement, or certificate of insurance provided by a health insurer, health service corporation, or health maintenance organization having a deductible amount for each participant in an amount determined by the department.
 - (4) "Medicaid" means the Montana medicaid program established by 53-6-101.
- (5) "Medical savings account" or "account" means an account established for the purposes of [sections 1 through 10] with a state or federally chartered bank, savings and loan association, credit union, trust company, or other corporate fiduciary determined by the department.
- (6) "Participant" means an individual eligible for medicaid chosen by the department in the manner provided in [section 5] to participate in the pilot project.
- (7) "Pilot project" or "project" means the medical medical savings account pilot project established by [sections 1 through 10].

NEW SECTION. Section 3. Medicaid medical savings accounts -- pilot project elements -- project timelines -- contracts. (1) The department shall design a pilot project in accordance with [section 4] and this section for the use of medical savings accounts in conjunction with the Montana medicaid program. The department shall establish and administer the medical savings account and high-deductible health care coverage parts of the pilot project following approval of the waivers requested by the department pursuant to [section 6].

- (2) The pilot project consists of the following elements:
- (a) a design plan prepared by the department pursuant to a contract required by [section 4];
- (b) a request submitted by the department pursuant to [section 6] to the U.S. health care financing administration for waivers, pursuant to 42 U.S.C. 1315, of requirements of Title XIX of the Social Security Act, 42 U.S.C. 1396, et seq.;
 - (c) establishment, funding, and management by the department pursuant to a contract required by [section 7] of medical savings accounts for participants chosen pursuant to [section 5];
 - (d) high-deductible health care coverage purchased by contract by the department in accordance



with [section 8] for each participant for each fiscal year during the time of the pilot project;

- (e) evaluation of the pilot project in the manner provided by [section 9] and reports to the legislative audit division and to the legislative fiscal division in the manner required by [section 10].
- (3) The pilot project begins with commencement of the design plan provided by [section 4]. Elements of the project as provided in subsection (2) of this section may be begun and completed at times determined by the department consistent with [sections 1 through 10]. However, medical savings accounts and high-deductible health care coverage for each participant must begin no later than January 1, 1999.
- (4) Requests for proposals and contracts required or authorized by [sections 1 through 10] must comply in all respects with the provisions of Title 18. The department may also consult with the department of administration, the state insurance commissioner, and recognized experts in contracts for the types of services required or authorized by [sections 1 through 10] before committing the state to those contracts.

<u>NEW SECTION.</u> Section 4. Pilot project design plan required. The department shall by contract create a design plan for the pilot project. The design plan must consist of the following project elements and the projected time periods and goals for each element:

- (1) a report on participant profiles for use by insurers or others who may provide the high-deductible health care coverage and a cost analysis for provision of that coverage;
- (2) a calculation for each fiscal year of the project of the number of participants to be chosen pursuant to [section 5], the amounts deposited for each participant into the participant's medical savings account, the projected cost per participant, and the annual projected savings resulting from the project prior to each project fiscal year;
- (3) a request for proposals to develop the request for waivers to be submitted to the U.S. health care financing administration pursuant to [section 6];
- (4) development of requests for proposals by which the department would contract for the administration of participant medical savings accounts pursuant to [section 7], including a nondiscriminatory methodology by which the department will determine the amount remaining within an account to be paid to a participant pursuant to [section 7(3)], and the provision of high-deductible health care coverage pursuant to [section 8];
- (5) development of a methodology for measuring project outcomes in subject areas, including but not limited to cost, access, and health status of the project participants, as provided in [section 9];



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(6) the method and subjects of an independent assessment of the pilot project in areas, including but not limited to cost-effectiveness, access, and quality, as provided in [section 9]; and

(7) the method and subjects of the reports required by [section 10].

NEW SECTION. Section 5. Choice of pilot project participants. The department shall, in a manner chosen by the department, offer participation in the pilot project to adult and minor individuals chosen in a manner to accurately represent those persons in Montana receiving benefits from the medicaid program. Participation in the pilot project by those individuals chosen by the department is voluntary. In offering participation in the project, the department shall explain the aspects and objectives of the project as they will affect participants and explain the responsibilities of participants. The department shall limit the number of participants to not less than 1,000 and not more than 5,000.

NEW SECTION. Section 6. Request by department for waivers. The department shall, by request for proposals, develop and submit to the U.S. health care financing administration a request for waivers from federal statutes and regulations necessary to obtain federal financial participation in the pilot project to the same extent that the federal government participates in the medicaid program. Contracts entered into by the department for this purpose must provide for the continuing support of the contractor during waiver negotiations.

<u>NEW SECTION.</u> Section 7. Medical savings accounts -- administration -- payments -- terms and conditions. (1) Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals, provide for the administration of a medical savings account for each participant. The term of a contract entered into pursuant to the requests may be for a fiscal year or for another period determined by the department that is consistent with appropriations for and the objectives of the pilot project.

- (2) (a) Upon receipt of an appropriation for the purposes of this section, the department shall pay to the administrator of each participant's medical savings account an amount of money determined by the department and based upon the average statewide cost for medical assistance for each individual in the medicaid program.
 - (b) A contract for the administration of the pilot project must include payment of the amount into



- 1 the account of each participant at the beginning of each fiscal year during the time of the project.
- 2 Administration must also include payment of participants' medical claims from the accounts, recordkeeping
- 3 necessary for proper administration of the payments and accounts, and payment of amounts remaining in
- 4 the account to the participant as provided in subsection (3).
 - (c) The department may require as part of the contract for the administration of the accounts that the contractor provide educational information to participants and accounting, auditing, and recordkeeping
- 7 services necessary for project evaluation and reports as required by [sections 9 and 10].
- 8 (3) The terms of the contract for the administration of the pilot project must include payment within
- 9 90 days after the end of the fiscal year to each project participant, and each participant may retain an
- 10 amount of money determined by the department and remaining in the account at the end of a fiscal year.
- 11 The terms of the use of an account by a participant may also include requirements necessary for the proper
- 12 administration and use of the account.

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NEW SECTION. Section 8. High-deductible health care coverage required. Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals before the beginning of each fiscal year during the time of the pilot project, obtain high-deductible health care coverage for each participant. In making the request for proposals, the department shall provide to potential contractors the information concerning the project and participants reasonably determined by the department to be needed by potential contractors to adequately assess the degree of financial risk to be assumed by the successful contractor. The contract with the department must require the contractor to provide high-deductible health care coverage for each participant beginning with each fiscal year and ending at the end of each fiscal year during the time of the project.

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NEW SECTION. Section 9. Project evaluation -- outcomes measurement -- independent assessment. (1) The department shall, by request for proposals, provide for evaluation of the project outcomes at the completion of the project and may provide for evaluation at other times as the department may determine. The evaluation must include an evaluation of the cost-effectiveness of the project, the degree of access to health care available to participants, and the health status of participants. A contract for project evaluation may be combined by the department with another contract made by the department pursuant to [sections 1 through 10].

1	(2) The department shall, by request for proposals, provide for an independent assessment of the
2	project by a corporation, firm, partnership, or other business entity knowledgeable in the measurement of
3	cost-effectiveness, access, quality of care, and health status of individuals receiving health care. A
4	contract for the assessment may not be combined with another contract made by the department pursuant
5	to [sections 1 through 10]. A contract required by this subsection must also require the contractor to
6	provide information developed by the assessment to the U.S. health care financing agency or another
7	agency of the federal government.
8	
9	NEW SECTION. Section 10. Reports required. The department shall, at the conclusion of the
10	project, provide a report to the legislative audit division and the legislative fiscal division containing those
11	matters determined in the evaluation and independent assessment required by [section 9].
12	·
13	NEW SECTION. Section 11. Codification instruction. [Sections 1 through 10] are intended to be
14	codified as an integral part of Title 53, chapter 6, and the provisions of Title 53, chapter 6, apply to
15	(sections 1 through 10).
16	
17	NEW SECTION. Section 12. Effective date. [This act] is effective July 1, 1997.
18	
19	NEW SECTION. Section 13. Termination. [This act] terminates January 1, 2001.
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1	BRAINARD DENNY WELL
2	BRAINARD HOUSE BILL NO. 538 DENNY Willis INTRODUCED BY COMMAN THOMAS SENEDLET PERSON CA
3	John McCan Har
4	A BILL FOR AN ACT ENTITLED: "AN ACT CREATING A PILOT PROJECT FOR THE USE OF MEDICAL
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13	BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

THERE ARE NO CHANGES IN THIS BILL AND IT WILL NOT BE REPRINTED. PLEASE REFER TO SECOND READING COPY (YELLOW) FOR COMPLETE TEXT.

Legislative Services Division HB538 THIRD READING

HOUSE BILL NO. 538

INTRODUCED BY KEENAN, THOMAS, BENEDICT, JERGESON, ORR, BRAINARD, DENNY, WELLS, BERGSAGEL, SIMON, MCCANN, STANG, GRIMES, WALTERS, AHNER, MASOLO, DEVANEY,

BARNHART, KASTEN, LAWSON, BOOKOUT, MOOD

A BILL FOR AN ACT ENTITLED: "AN ACT CREATING A PILOT PROJECT FOR THE USE OF MEDICAL SAVINGS ACCOUNTS IN CONJUNCTION WITH THE MONTANA MEDICAID PROGRAM; PROVIDING FOR THE DESIGN OF THE PROJECT; PROVIDING FOR ADMINISTRATION OF THE PROJECT BY THE DEPARTMENT OF PUBLIC HEALTH AND HUMAN SERVICES; PROVIDING THE POWERS AND DUTIES OF THE DEPARTMENT; REQUIRING CONTRACTS FOR THE ADMINISTRATION OF MEDICAL SAVINGS ACCOUNTS AND THE PROVISION OF HIGH-DEDUCTIBLE HEALTH CARE COVERAGE; REQUIRING REPORTS AND EVALUATION OF THE PROJECT; AND PROVIDING AN EFFECTIVE DATE AND A TERMINATION DATE."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

NEW SECTION. Section 1. Legislative findings and purpose. The legislature finds that among the contributing causes of the increase in the cost of the medicaid program has been the lack of sufficient incentive by participants in the medicaid program to conserve government funds used to pay for medicaid medical benefits. The legislature believes that treatment of medicaid funds as the personal funds of medicaid recipients would provide that needed incentive. The purpose of [sections 1 through 10] is to create a pilot program by which the effect of that incentive may be tested by providing high-deductible health care coverage to a limited number of medicaid-eligible adults and minors and allowing those participants in a pilot project to keep a part of the state money that is not used by the participants for health care expenses below the amount at which coverage begins. In this way, the legislature will test the use of personal financial incentive to help reduce medicaid costs and educate medicaid consumers to make informed decisions about appropriate use of health care.

<u>NEW SECTION.</u> Section 2. Definitions. As used in [sections 1 through 10], the following definitions apply:

1	(1)	"Department"	means	the	department of	public	health	and	human	services	provided	for	in
2	2-15-2201.												

- (2) "Health care expenses" means expenses incurred for health care provided by the medicaid program.
- (3) "High-deductible health care coverage" means coverage for the payment of health care expenses by a group medical expense disability policy, membership contract, subscriber contract, health services agreement, or certificate of insurance provided by a health insurer, health service corporation, or health maintenance organization having a deductible amount for each participant in an amount determined by the department.
 - (4) "Medicaid" means the Montana medicaid program established by 53-6-101.
- (5) "Medical savings account" or "account" means an account established for the purposes of [sections 1 through 10] with a state or federally chartered bank, savings and loan association, credit union, trust company, or other corporate fiduciary determined by the department.
- (6) "Participant" means an individual eligible for medicaid chosen by the department in the manner provided in [section 5] to participate in the pilot project.
- (7) "Pilot project" or "project" means the medicaid medical savings account pilot project established by [sections 1 through 10].

NEW SECTION. Section 3. Medicaid medical savings accounts -- pilot project elements -- project timelines -- contracts. (1) The department shall design a pilot project in accordance with [section 4] and this section for the use of medical savings accounts in conjunction with the Montana medicaid program. The department shall establish and administer the medical savings account and high-deductible health care coverage parts of the pilot project following approval of the waivers requested by the department pursuant to [section 6].

- (2) The pilot project consists of the following elements:
- (a) a design plan prepared by the department pursuant to a contract required by [section 4];
- (b) a request submitted by the department pursuant to [section 6] to the U.S. health care financing administration for waivers, pursuant to 42 U.S.C. 1315, of requirements of Title XIX of the Social Security Act, 42 U.S.C. 1396, et seq.;
- (c) establishment, funding, and management by the department pursuant to a contract required



by [section 7] of medical savings accounts for participants chosen pursuant to [section 5];

- (d) high-deductible health care coverage purchased by contract by the department in accordance with [section 8] for each participant for each fiscal year during the time of the pilot project;
- (e) evaluation of the pilot project in the manner provided by [section 9] and reports to the legislative audit division and to the legislative fiscal division in the manner required by [section 10].
- (3) The pilot project begins with commencement of the design plan provided by [section 4]. Elements of the project as provided in subsection (2) of this section may be begun and completed at times determined by the department consistent with [sections 1 through 10]. However, medical savings accounts and high-deductible health care coverage for each participant must begin no later than January 1, 1999.
- (4) Requests for proposals and contracts required or authorized by [sections 1 through 10] must comply in all respects with the provisions of Title 18. The department may also consult with the department of administration, the state insurance commissioner, and recognized experts in contracts for the types of services required or authorized by [sections 1 through 10] before committing the state to those contracts.
 - (5) THE PILOT PROJECT MAY NOT INCLUDE MENTAL HEALTH SERVICES.

NEW SECTION. Section 4. Pilot project design plan required. The department shall by contract create a design plan for the pilot project. The design plan must consist of the following project elements and the projected time periods and goals for each element:

- (1) a report on participant profiles for use by insurers or others who may provide the high-deductible health care coverage and a cost analysis for provision of that coverage;
- (2) a calculation for each fiscal year of the project of the number of participants to be chosen pursuant to [section 5], the amounts deposited for each participant into the participant's medical savings account, the projected cost per participant, and the annual projected savings resulting from the project prior to each project fiscal year;
- (3) a request for proposals to develop the request for waivers to be submitted to the U.S. health care financing administration pursuant to [section 6];
- (4) development of requests for proposals by which the department would contract for the administration of participant medical savings accounts pursuant to [section 7], including a nondiscriminatory methodology by which the department will determine the amount remaining within an account to be paid to a participant pursuant to [section 7(3)], and the provision of high-deductible health care coverage



pursuant	to	section	81:
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- (5) development of a methodology for measuring project outcomes in subject areas, including but not limited to cost, access, and health status of the project participants, as provided in [section 9];
- (6) the method and subjects of an independent assessment of the pilot project in areas, including but not limited to cost-effectiveness, access, and quality, as provided in [section 9]; and
 - (7) the method and subjects of the reports required by [section 10].

NEW SECTION. Section 5. Choice of pilot project participants. The department shall, in a manner chosen by the department, offer participation in the pilot project to adult and minor individuals chosen in a manner to accurately represent those persons in Montana receiving benefits from the medicaid program. Participation in the pilot project by those individuals chosen by the department is voluntary. In offering participation in the project, the department shall explain the aspects and objectives of the project as they will affect participants and explain the responsibilities of participants. The department shall limit the number of participants to not less than 1,000 and not more than 5,000.

NEW SECTION. Section 6. Request by department for waivers. The department shall, by request for proposals, develop and submit to the U.S. health care financing administration a request for waivers from federal statutes and regulations necessary to obtain federal financial participation in the pilot project to the same extent that the federal government participates in the medicaid program. Contracts entered into by the department for this purpose must provide for the continuing support of the contractor during waiver negotiations.

NEW SECTION. Section 7. Medical savings accounts -- administration -- payments -- terms and conditions. (1) Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals, provide for the administration of a medical savings account for each participant. The term of a contract entered into pursuant to the requests may be for a fiscal year or for another period determined by the department that is consistent with appropriations for and the objectives of the pilot project.

(2) (a) Upon receipt of an appropriation for the purposes of this section, the department shall pay
 to the administrator of each participant's medical savings account an amount of money determined by the

department and based upon the average statewide cost for medical assistance for each individual in the medicaid program.

- (b) A contract for the administration of the pilot project must include payment of the amount into the account of each participant at the beginning of each fiscal year MONTH OR AT A PAYMENT INTERVAL during the time of the project AS DETERMINED BY THE DEPARTMENT. Administration must also include payment of participants' medical claims from the accounts, recordkeeping necessary for proper administration of the payments and accounts, and payment of amounts remaining in the account to the participant as provided in subsection (3).
- (c) The department may require as part of the contract for the administration of the accounts that the contractor provide educational information to participants and accounting, auditing, and recordkeeping services necessary for project evaluation and reports as required by [sections 9 and 10].
- (3) The terms of the contract for the administration of the pilot project must include payment within 90 days after the end of the fiscal year to each project participant, and each participant may retain an amount of money determined by the department and remaining in the account at the end of a fiscal year. The terms of the use of an account by a participant may also include requirements necessary for the proper administration and use of the account.

NEW SECTION. Section 8. High-deductible health care coverage required. Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals before the beginning of each fiscal year during the time of the pilot project, obtain high-deductible health care coverage for each participant. In making the request for proposals, the department shall provide to potential contractors the information concerning the project and participants reasonably determined by the department to be needed by potential contractors to adequately assess the degree of financial risk to be assumed by the successful contractor. The contract with the department must require the contractor to provide high-deductible health care coverage for each participant beginning with each fiscal year and ending at the end of each fiscal year during the time of the project.

<u>NEW SECTION.</u> Section 9. Project evaluation -- outcomes measurement -- independent assessment. (1) The department shall, by request for proposals, provide for evaluation of the project outcomes at the completion of the project and may provide for evaluation at other times as the department



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may determine.	The evaluation must include an evaluation of the cost-effectiveness of the project, the
degree of access	to health care available to participants, and the health status of participants. A contract
for project evalua	ation may be combined by the department with another contract made by the department
pursuant to [sec	tions 1 through 10].

(2) The department shall, by request for proposals, provide for an independent assessment of the project by a corporation, firm, partnership, or other business entity knowledgeable in the measurement of cost-effectiveness, access, quality of care, and health status of individuals receiving health care. A contract for the assessment may not be combined with another contract made by the department pursuant to [sections 1 through 10]. A contract required by this subsection must also require the contractor to provide information developed by the assessment to the U.S. health care financing agency or another agency of the federal government.

<u>NEW SECTION.</u> Section 10. Reports required. The department shall, at the conclusion of the project, provide a report to the legislative audit division and the legislative fiscal division containing those matters determined in the evaluation and independent assessment required by [section 9].

<u>NEW SECTION.</u> Section 11. Codification instruction. [Sections 1 through 10] are intended to be codified as an integral part of Title 53, chapter 6, and the provisions of Title 53, chapter 6, apply to [sections 1 through 10].

NEW SECTION. Section 12. Effective date. [This act] is effective July 1, 1997.

NEW SECTION. Section 13. Termination. [This act] terminates January 1, 2001.

-END-



1	HOUSE BILL NO. 538

2 INTRODUCED BY KEENAN, THOMAS, BENEDICT, JERGESON, ORR, BRAINARD, DENNY, WELLS,

BERGSAGEL, SIMON, MCCANN, STANG, GRIMES, WALTERS, AHNER, MASOLO, DEVANEY,

BARNHART, KASTEN, LAWSON, BOOKOUT, MOOD

TERMINATION DATE."

A BILL FOR AN ACT ENTITLED: "AN ACT CREATING A PILOT PROJECT FOR THE USE OF MEDICAL SAVINGS ACCOUNTS IN CONJUNCTION WITH THE MONTANA MEDICAID PROGRAM; PROVIDING FOR THE DESIGN OF THE PROJECT; PROVIDING FOR ADMINISTRATION OF THE PROJECT BY THE DEPARTMENT OF PUBLIC HEALTH AND HUMAN SERVICES; PROVIDING THE POWERS AND DUTIES OF THE DEPARTMENT; REQUIRING CONTRACTS FOR THE ADMINISTRATION OF MEDICAL SAVINGS ACCOUNTS AND THE PROVISION OF HIGH-DEDUCTIBLE HEALTH CARE COVERAGE; REQUIRING REPORTS AND EVALUATION OF THE PROJECT; AND PROVIDING AN EFFECTIVE DATE AND A

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

NEW SECTION. Section 1. Legislative findings and purpose. The legislature finds that among the contributing causes of the increase in the cost of the medicaid program has been the lack of sufficient incentive by participants in the medicaid program to conserve government funds used to pay for medicaid medical benefits. The legislature believes that treatment of medicaid funds as the personal funds of medicaid recipients would provide that needed incentive. The purpose of [sections 1 through 10] is to create a pilot program by which the effect of that incentive may be tested by providing high-deductible health care coverage to a limited number of medicaid-eligible adults and minors and allowing those participants in a pilot project to keep a part of the state money that is not used by the participants for health care expenses below the amount at which coverage begins. In this way, the legislature will test the use of personal financial incentive to help reduce medicaid costs and educate medicaid consumers to make informed decisions about appropriate use of health care.

<u>NEW SECTION.</u> Section 2. Definitions. As used in [sections 1 through 10], the following definitions apply:

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1	(1)	"Department"	means th	ie department	of	public	health	and	human	services	provided	for	ir
2	2-15-2201.												

- (2) "Health care expenses" means expenses incurred for health care provided by the medicaid program.
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- (5) "Medical savings account" or "account" means an account established for the purposes of [sections 1 through 10] with a state or federally chartered bank, savings and loan association, credit union, trust company, or other corporate fiduciary determined by the department.
- (6) "Participant" means an individual eligible for medicaid chosen by the department in the manner provided in [section 5] to participate in the pilot project.
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The department shall establish and administer the medical savings account and high-deductible health care

- coverage parts of the pilot project following approval of the waivers requested by the department pursuant
- 25 (2) The pilot project consists of the following elements:
 - (a) a design plan prepared by the department pursuant to a contract required by [section 4];
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- 30 (c) establishment, funding, and management by the department pursuant to a contract required



to (section 6).

by [section 7] of medical savings accounts for participants chosen pursuant to [section 5];

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- (e) evaluation of the pilot project in the manner provided by [section 9] and reports to the legislative audit division and to the legislative fiscal division in the manner required by [section 10].
- (3) The pilot project begins with commencement of the design plan provided by [section 4]. Elements of the project as provided in subsection (2) of this section may be begun and completed at times determined by the department consistent with [sections 1 through 10]. However, medical savings accounts and high-deductible health care coverage for each participant must begin no later than January 1, 1999.
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- (1) a report on participant profiles for use by insurers or others who may provide the high-deductible health care coverage and a cost analysis for provision of that coverage;
- (2) a calculation for each fiscal year of the project of the number of participants to be chosen pursuant to [section 5], the amounts deposited for each participant into the participant's medical savings account, the projected cost per participant, and the annual projected savings resulting from the project prior to each project fiscal year;
- (3) a request for proposals to develop the request for waivers to be submitted to the U.S. health care financing administration pursuant to [section 6];
- (4) development of requests for proposals by which the department would contract for the administration of participant medical savings accounts pursuant to [section 7], including a nondiscriminatory methodology by which the department will determine the amount remaining within an account to be paid to a participant pursuant to [section 7(3)], and the provision of high-deductible health care coverage



pursuant	to	[section	8];
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- (5) development of a methodology for measuring project outcomes in subject areas, including but not limited to cost, access, and health status of the project participants, as provided in [section 9];
- (6) the method and subjects of an independent assessment of the pilot project in areas, including but not limited to cost-effectiveness, access, and quality, as provided in [section 9]; and
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(2) (a) Upon receipt of an appropriation for the purposes of this section, the department shall pay to the administrator of each participant's medical savings account an amount of money determined by the



department and based upon the average statewide cost for medical assistance for each individual in the medicaid program.

- (b) A contract for the administration of the pilot project must include payment of the amount into the account of each participant at the beginning of each fiscal year MONTH OR AT A PAYMENT INTERVAL during the time of the project AS DETERMINED BY THE DEPARTMENT. Administration must also include payment of participants' medical claims from the accounts, recordkeeping necessary for proper administration of the payments and accounts, and payment of amounts remaining in the account to the participant as provided in subsection (3).
- (c) The department may require as part of the contract for the administration of the accounts that the contractor provide educational information to participants and accounting, auditing, and recordkeeping services necessary for project evaluation and reports as required by [sections 9 and 10].
- (3) The terms of the contract for the administration of the pilot project must include payment within 90 days after the end of the fiscal year to each project participant, and each participant may retain an amount of money determined by the department and remaining in the account at the end of a fiscal year. The terms of the use of an account by a participant may also include requirements necessary for the proper administration and use of the account.

NEW SECTION. Section 8. High-deductible health care coverage required. Upon approval of the waivers requested pursuant to [section 6], the department shall, by request for proposals before the beginning of each fiscal year during the time of the pilot project, obtain high-deductible health care coverage for each participant. In making the request for proposals, the department shall provide to potential contractors the information concerning the project and participants reasonably determined by the department to be needed by potential contractors to adequately assess the degree of financial risk to be assumed by the successful contractor. The contract with the department must require the contractor to provide high-deductible health care coverage for each participant beginning with each fiscal year and ending at the end of each fiscal year during the time of the project.

<u>NEW SECTION.</u> Section 9. Project evaluation -- outcomes measurement -- independent assessment. (1) The department shall, by request for proposals, provide for evaluation of the project outcomes at the completion of the project and may provide for evaluation at other times as the department



55th Legislature HB0538.02

may determine.	The evaluation must include an evaluation of the cost-effectiveness of the project, the
degree of access	to health care available to participants, and the health status of participants. A contract
for project evaluation may be combined by the department with another contract made by the department	
pursuant to [sections 1 through 10].	

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<u>NEW SECTION.</u> Section 10. Reports required. The department shall, at the conclusion of the project, provide a report to the legislative audit division and the legislative fiscal division containing those matters determined in the evaluation and independent assessment required by [section 9].

NEW SECTION. Section 11. Codification instruction. [Sections 1 through 10] are intended to be codified as an integral part of Title 53, chapter 6, and the provisions of Title 53, chapter 6, apply to [sections 1 through 10].

NEW SECTION. Section 12. Effective date. [This act] is effective July 1, 1997.

23 <u>NEW SECTION.</u> Section 13. Termination. [This act] terminates January 1, 2001.

-END-

