

Economic Factors Influencing the Costs and Benefits of Breastfeeding

Initiatives and Impacts in Medicaid

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**Committee on Understanding Breastfeeding Promotion,
Initiation and Support Across the United States: An Analysis**

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Conflicts of Interest and Disclosures

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- Additional Affiliations:
 - University of Michigan Medical School, Department of Obstetrics & Gynecology
 - Community of Hope (FQHC in Washington, D.C.)

Yontii Wheeler, MPH

- None



MISSION

Improve the lives of Medicaid enrollees

Develop, implement, and diffuse innovative and evidence-based models of care



Promote quality, value, and equity



Engage individuals, families, and communities



VISION

Provide independent, unbiased, nonpartisan information

Inform Medicaid policy

Improve the health of the nation

IMI Strategic Priorities



Community and Equity



Access, Coverage, and
Outcomes



Data and Quality



Sustainability





It's not the statistics that make Medicaid real.



It's when you ❤️ one of the numbers.

Economic Factors Influencing the Costs and Benefits of Breastfeeding

Medicaid Snapshot

Medicaid

Who is Covered

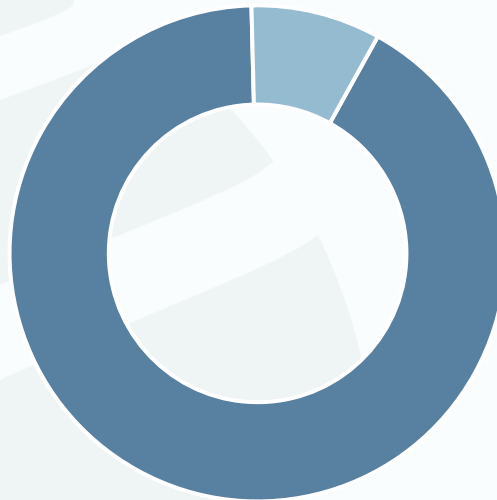
84.0 M

individuals use
Medicaid for health
insurance coverage

More than

70%

enrolled in
managed care



■ 76.9M enrolled in Medicaid¹

■ 7.1M enrolled in CHIP¹

How it is Funded

- Medicaid is jointly funded by federal and state funds.
- States pay for services through fee-for-service or managed care arrangements.

Medicaid.gov. (2024, April 30). January 2024 Medicaid and CHIP Enrollment Trends Snapshot, <https://www.medicaid.gov/media/176211>

CMS.gov. (2024, April 22). Medicaid and Children's Health Insurance Program Managed Care Access Finance and Quality Final Rule (CMS-2439-F), https://www.cms.gov/newsroom/fact-sheets/medicaid-and-childrens-health-insurance-program-managed-care-access-finance-and-quality-final-rule#_ftn1

Medicaid: Who is Eligible?

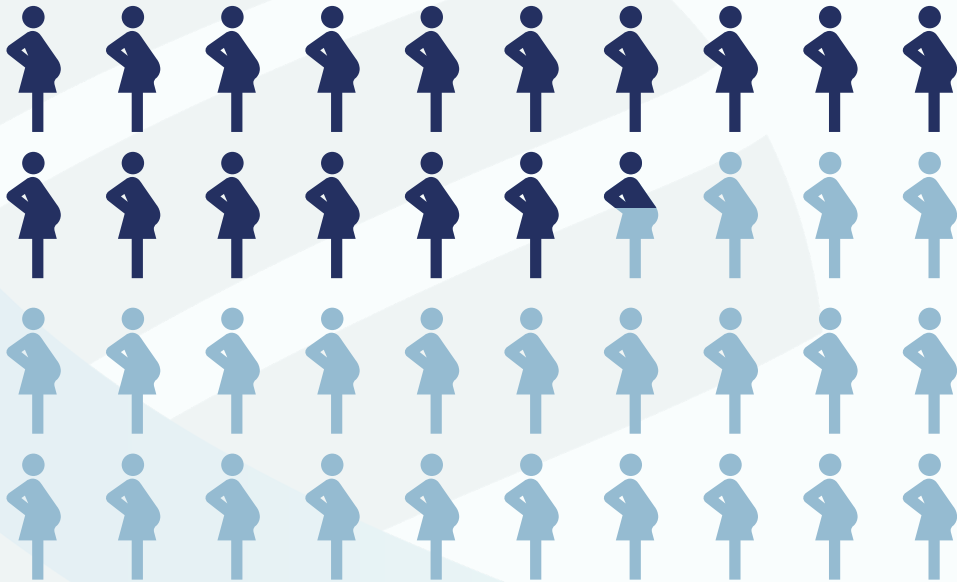
- Medicaid is the **single largest source of health coverage** in the United States.
- Medicaid, in conjunction with the Children's Health Insurance Program (CHIP), **provides health coverage to children, seniors, pregnant women, parents, individuals with disabilities, and certain other adults with low incomes.**
- For a state to participate in Medicaid, federal law requires coverage of certain groups of individuals.
 - For example, low-income families, qualified pregnant women and children, and individuals receiving Supplemental Security Income.
- States may also choose to cover other groups, such as children living in foster care and individuals receiving home- and community-based services.

Medicaid.gov. (n.d.). *Medicaid Eligibility*. <https://www.medicaid.gov/medicaid/eligibility/index.html>

Public Health, Title 42 CFR Part 435 Subpart B, Mandatory Coverage (May 2, 2024), <https://www.ecfr.gov/current/title-42/chapter-IV/subchapter-C/part-435/subpart-B>

Percentage of Births Covered by Medicaid Nationally

41% of all births in the United States are covered by Medicaid



Medicaid finances more than half of births:

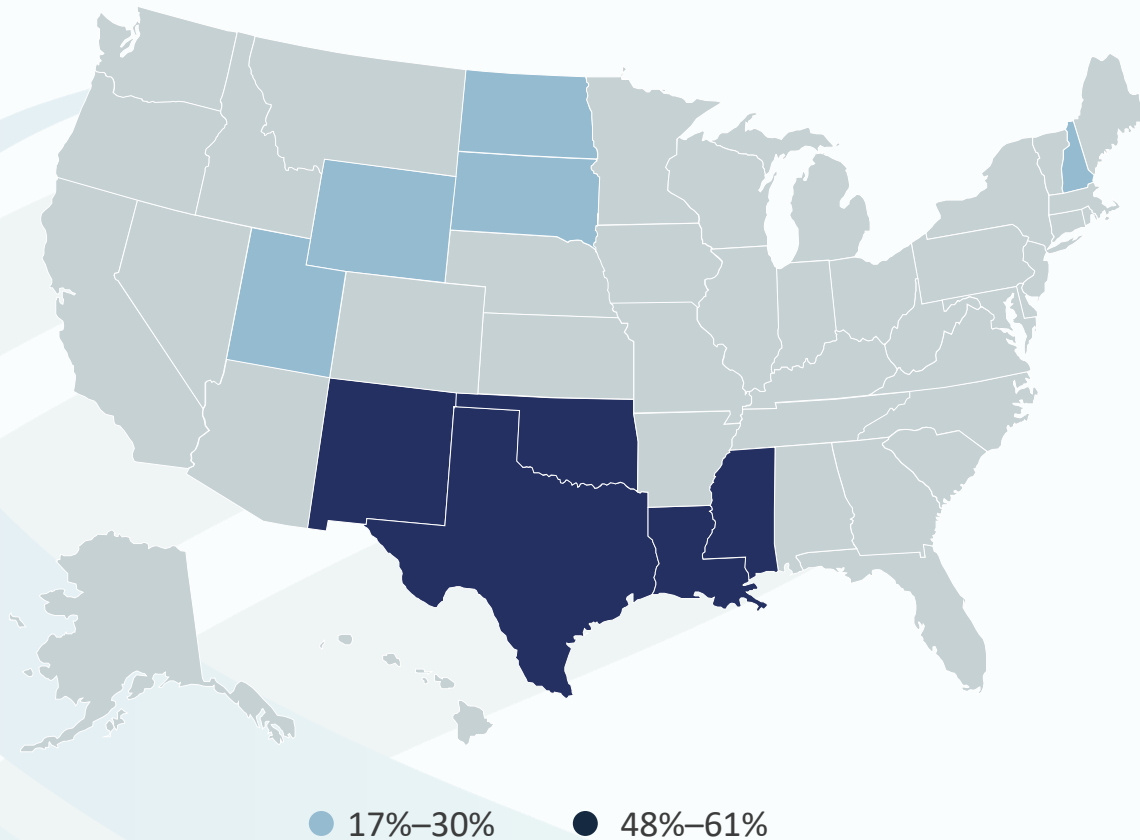
- In rural areas, and
- Among individuals under age 19, and
- Black, Indigenous and People of Color individuals.

Prevailing health inequity: Individuals enrolled in Medicaid face barriers accessing high-quality care early in pregnancy and in the postpartum period because of a variety of factors, including eligibility and coverage gaps, unmet social needs, and issues related to implicit bias and racism.

Osterman, M. J. K., Hamilton, B. E., Martin, J. A., Driscoll, A. K., & Valenzuela, C. P. (2024, April 4). Births: Final Data for 2022. *National Vital Statistics Reports*.
<https://www.cdc.gov/nchs/data/nvsr/nvsr73/nvsr73-02.pdf>

MACPAC. (2020). Medicaid's Role in Financing Maternity Care. <https://doi.org/10.26099/2w1h-h609>. <https://www.macpac.gov/wp-content/uploads/2020/01/Medicaid's-Role-in-Financing-Maternity-Care.pdf>

Percentage of Births Covered by Medicaid Vary



As high as:

61% in Louisiana
57% in Mississippi
55% in New Mexico
51% in Oklahoma
48% in Texas

As low as:

30% in Wyoming
27% in South Dakota
22% in North Dakota
22% in New Hampshire
17% in Utah

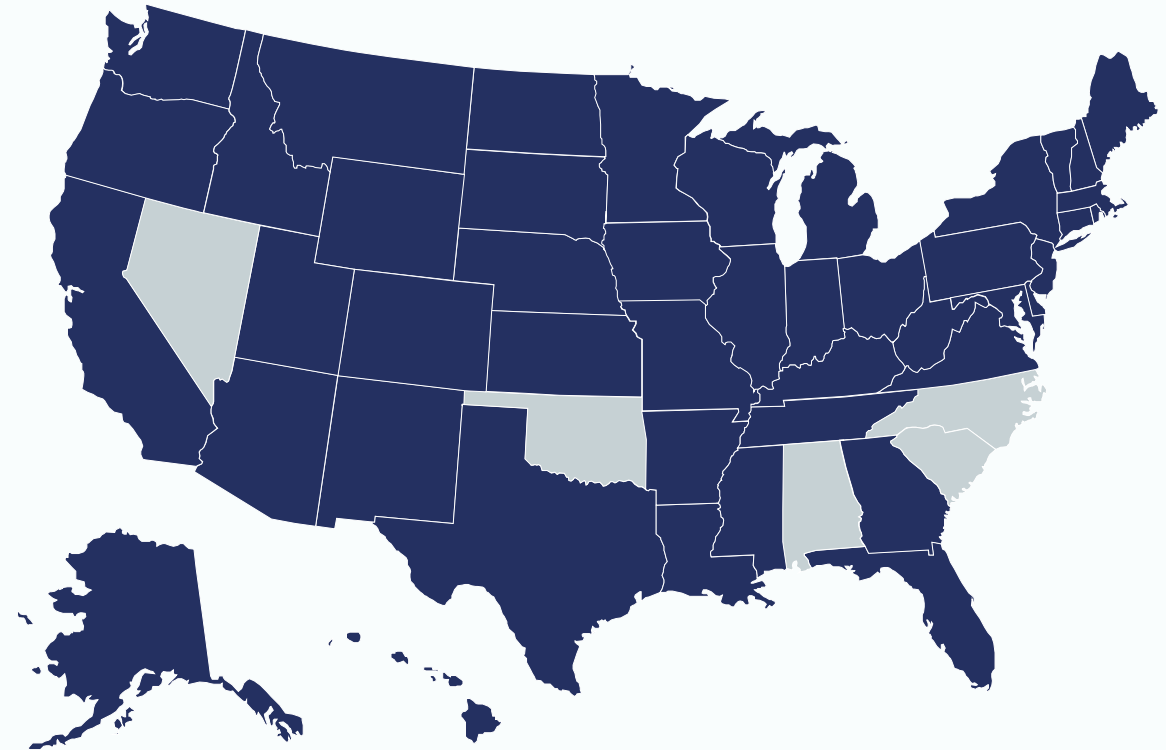
Coverage of Lactation Services



Medicaid Coverage of Key Perinatal Health Services

Lactation Services

- States required to **cover breast/chest pumps and lactation counseling** for those in **Medicaid expansion states** under the Affordable Care Act's preventive services requirement.
- For **non-expansion states**, **no federal requirement** for coverage.
- 37 states and D.C. cover both electric and manual pumps, while 7 states only cover electric pumps.



● State does not cover breast/chest pumps ● State covers breast/chest pumps

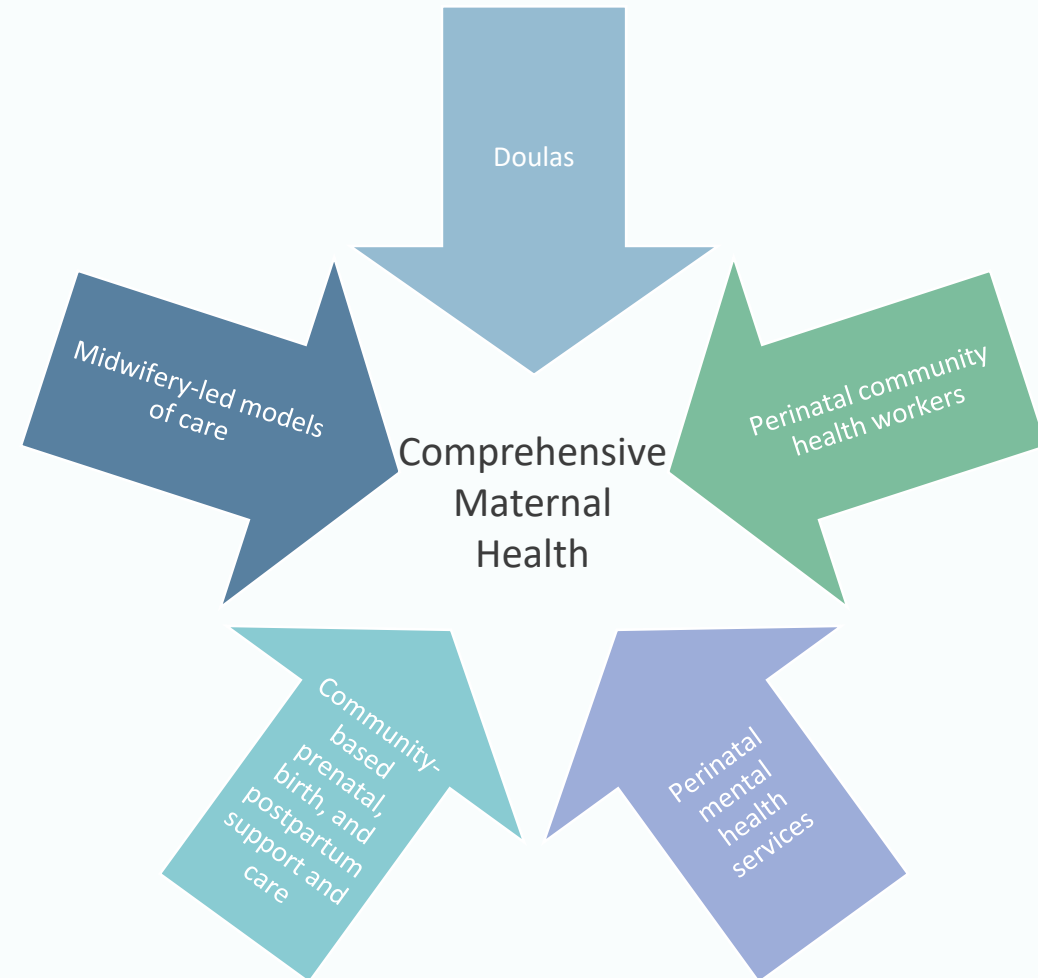


Five States do not Cover Breast/Chest Pumps

Alabama	Lactation counseling is covered for inpatient care.
Nevada	Breastfeeding education and lactation consultation may be reimbursed either separately or as part of a physician office visit or daily hospital per diem rate. Lactation counseling is covered for inpatient, outpatient, and home visits.
North Carolina	Breastfeeding education is covered as part of childbirth education classes. Lactation counseling is covered for outpatient.
Oklahoma	Pumps covered through Women, Infants and Children (WIC) program. Lactation counseling is covered for inpatient, outpatient, and home visits.
South Carolina	The SC Medicaid Program does not cover breast pumps through FFS. However, breast pumps are provided through the SC WIC program administered by the SC Department of Health and Environmental Control. Lactation counseling is covered for inpatient and outpatient.

Lactation Services are One Part of the Solution

Coverage of lactation services and supports is only one component of a comprehensive maternal health model





2023 Priority Topics (Ranked) in Women, Gender, & Maternal Health by Medicaid Stakeholder Group

Rank Order	Federal Policymakers	State Policymakers (50 states + D.C.)	Medicaid Health Plans (40 states + D.C.)	Women, Gender, & Maternal Health Leaders*
1	Maternal Mental Health	Maternal Mental Health	Maternal Mental Health	Maternal Mental Health
2	Midwifery-Led Models	Doulas + Perinatal Community Health Workers	Doulas + Perinatal Community Health Workers	Sexual and Reproductive Health
3	Substance Use Disorder	Sexual and Reproductive Health	Sexual and Reproductive Health	Doulas + Perinatal Community Health Workers
4	Doulas + Perinatal Community Health Workers	Prenatal to 3	Prenatal to 3	Maternal Health
5	Chronic Conditions	Substance Use Disorder	Substance Use Disorder	Substance Use Disorder
6	Sexual and Reproductive	Chronic Conditions	Maternal Health	Women & Gender Primary



Institute for Medicaid Innovation. (2023). *Women, Gender, and Maternal Health Priority Topics in Medicaid: Results from National Survey and Focus Groups*. Washington, D.C. https://medicaidinnovation.org/wp-content/uploads/2023/04/IMI-Issue-Brief_WGH-Survey_FINAL.pdf

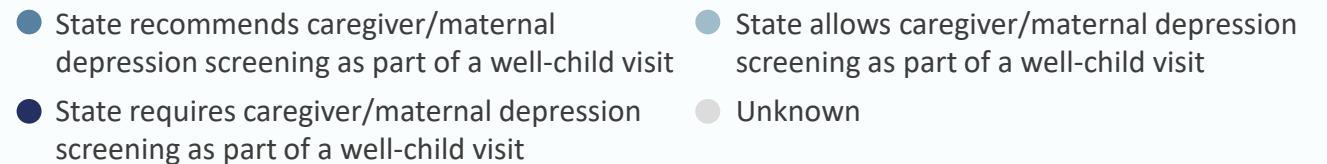
*Refers to individuals and organizations with expertise in women, gender, and maternal health as it relates to Medicaid policy. They represent many sectors including research, clinical practice, trade associations, advocacy, and community-based organizations.

Economic Factors Influencing the Costs and Benefits of Breastfeeding

Coverage of Critical Perinatal Health Services

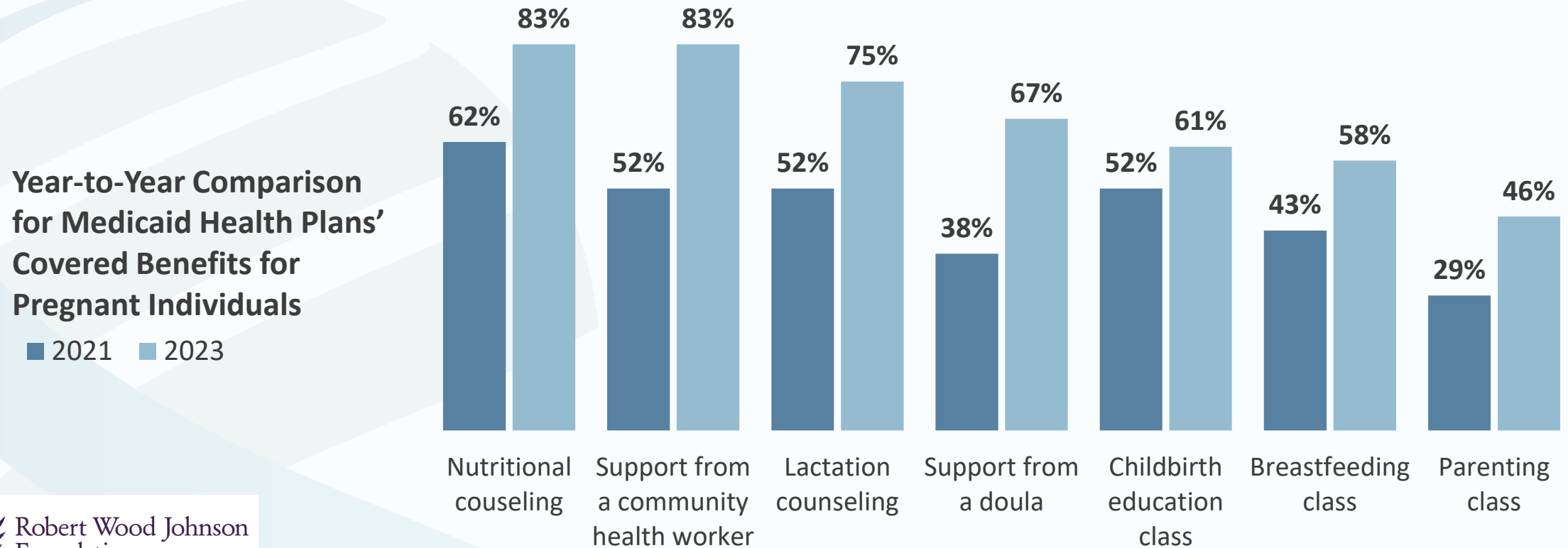


- Medicaid covers services related to pregnancy, including **behavioral health services for mental health and substance use disorders**.
- States have increased access to prenatal and postpartum screening for risk factors and include access to treatment and support services for individuals at high risk of postpartum depression.
- **24 states require standardized screening tools.** In Kansas, Medicaid supports screenings during the 12-months postpartum period under the child's Medicaid benefit.



Addressing the Maternal Health Crisis

Medicaid health plans expanding coverage of maternal health services

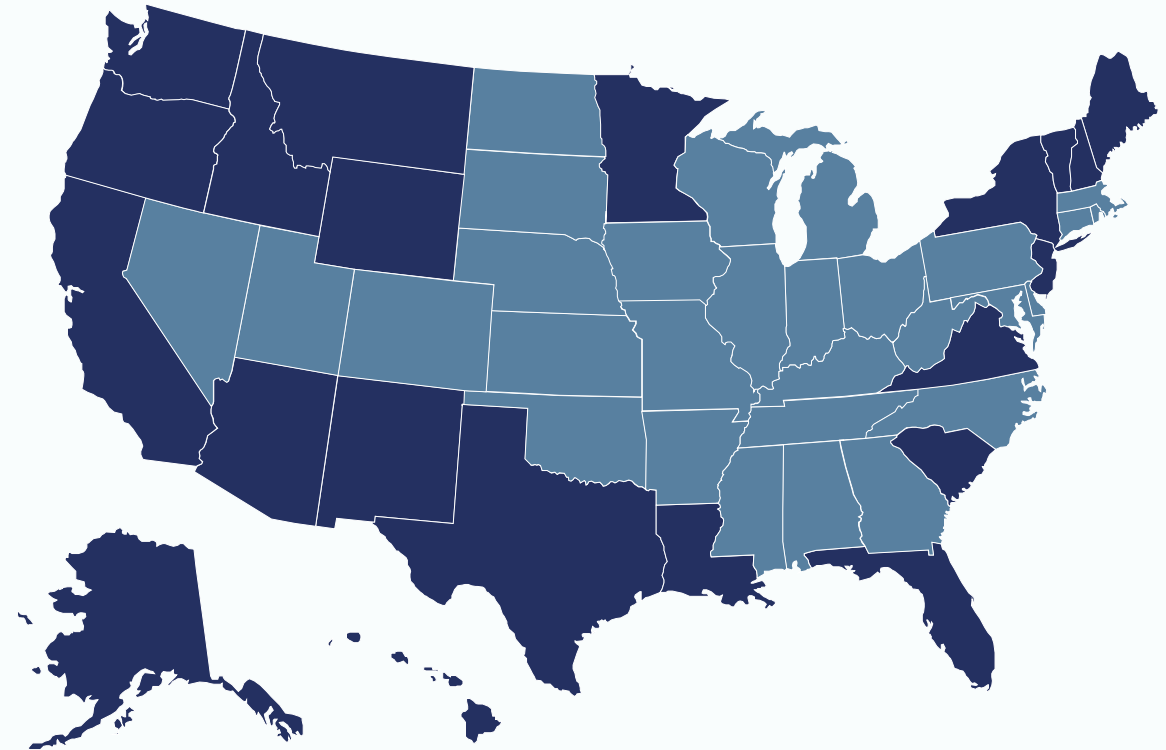




Medicaid Coverage of Key Perinatal Health Services

Midwives

- Midwifery services include a **full range of primary health care services** for individuals from adolescence beyond menopause, including primary care, gynecologic and family planning services, preconception care, and care during pregnancy, childbirth, and the postpartum period.
- Midwives also provide well-women care across the lifespan.
- **26 states and D.C. reimburse midwives at 100% of the physician rate, while 5 states reimburse at 75%.**



● State only covers certified nurse-midwives

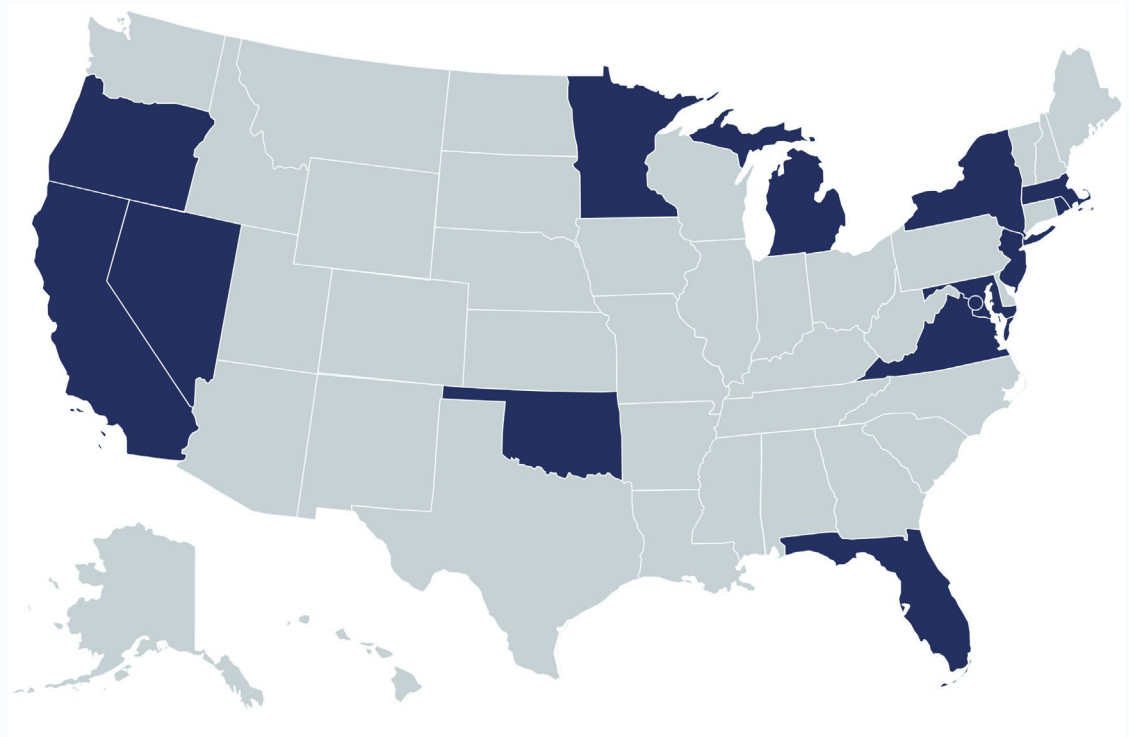
● State covers services from other midwives in addition to certified nurse-midwives



Medicaid Coverage of Key Perinatal Health Services

Doulas

- **13 states and D.C. have Medicaid coverage for doula services.**
- **Doulas provide non-clinical emotional, physical, and educational support to a mother before, during, and after childbirth.**
- Doulas use techniques that require minimal interventions and have high rates of patient satisfaction.
- **Rhode Island was the first state to require coverage of doula services on July 1, 2022.**



● State does not cover doula services

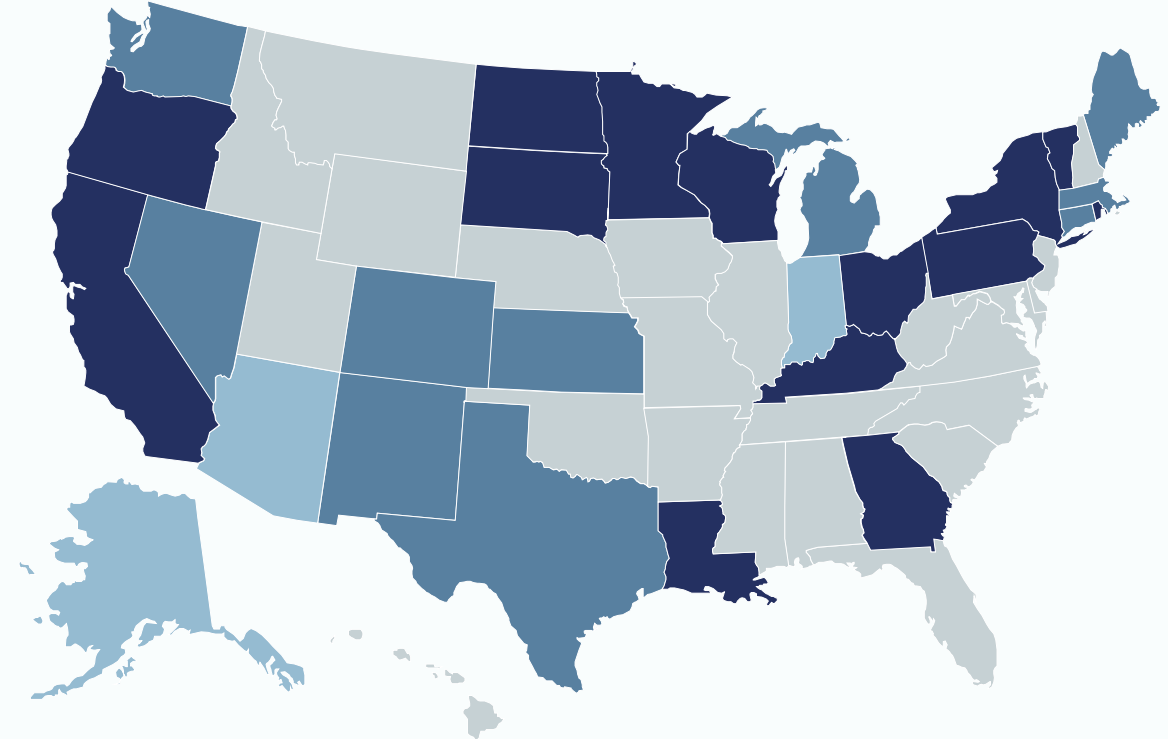
● State covers and actively reimburses doula services



Medicaid Coverage of Key Perinatal Health Services

Perinatal Community Health Workers

- Perinatal community health workers (CHWs) prepare individuals to serve within their community in various capacities, including **direct perinatal care and support, advocacy and policy engagement, and entry-level social work and public health careers.**
- Since 2012, Oregon Medicaid has covered traditional health workers (THWs), an umbrella term for five specialty types of frontline public health workers who work in a community or clinic under the direction of a licensed health provider.



- State does not cover community health workers
- State's community health worker coverage does not include perinatal services

- State's community health worker coverage includes perinatal services
- State's community health worker coverage does not specify inclusion of perinatal services

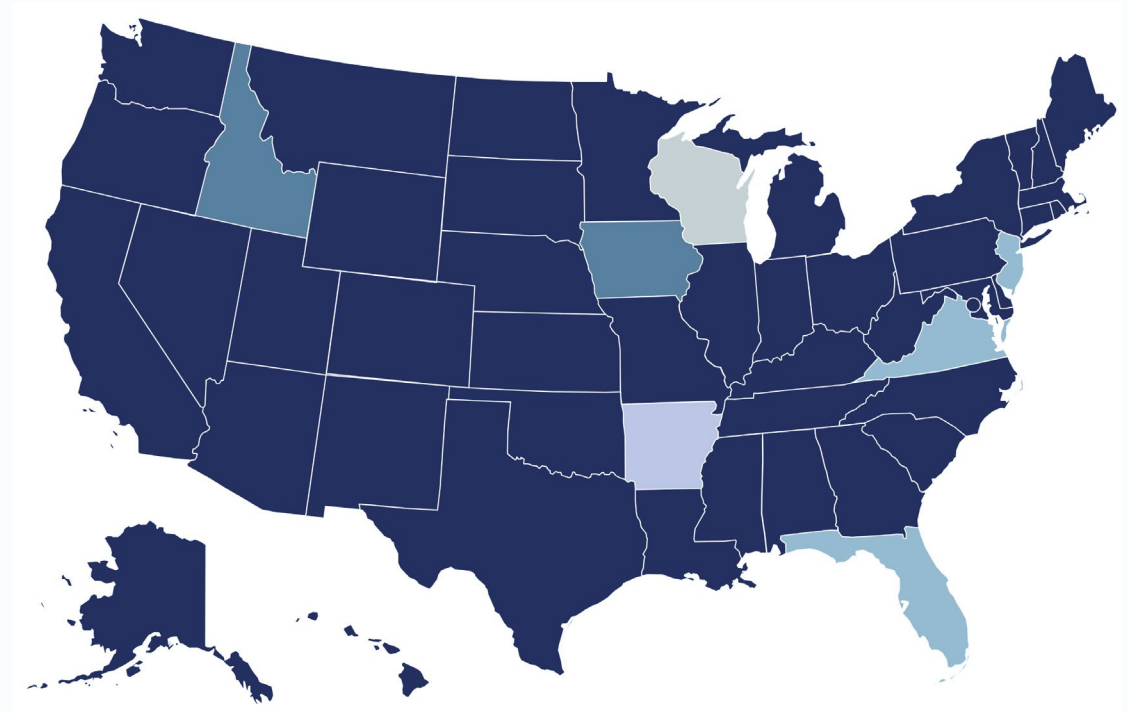




Medicaid Coverage of Key Perinatal Health Services

Postpartum Coverage Extension

- Most states have taken up the option to extend Medicaid eligibility until one year after delivery or when the pregnancy ends.
- Medicaid must cover pregnant individuals with incomes at or below 138% of the federal poverty level through 60 days post-partum.
- Wisconsin has a pending 1115 waiver to extend postpartum coverage from 2 to 3 months. Arkansas' governor does not support expanding postpartum coverage.



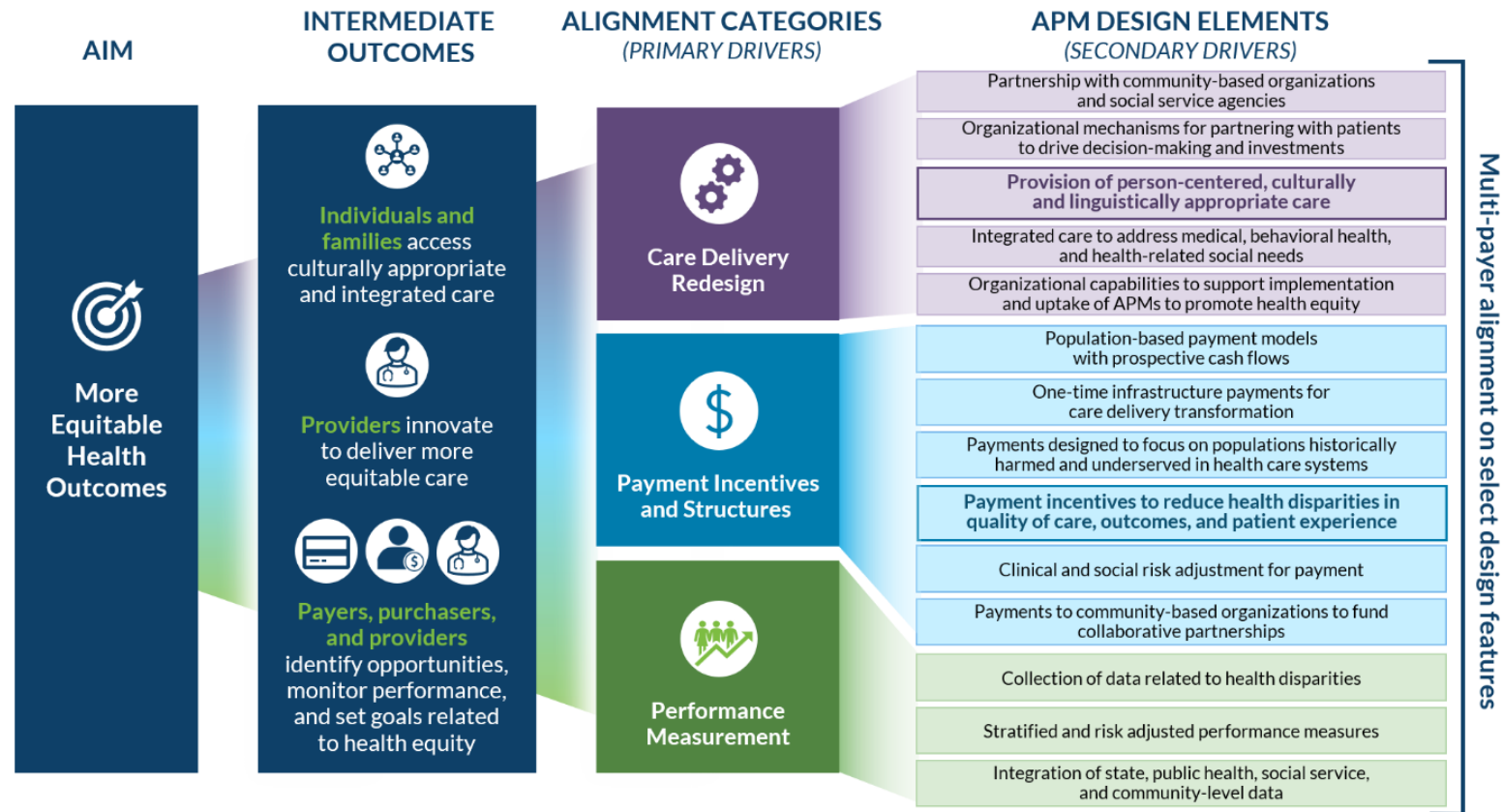
- State Plan Amendment Approved
- Legislation Proposed

- Section 1115 Waiver Approved
- Pending Section 1115 Waiver for Limited Extension
- Legislation Did Not Advance

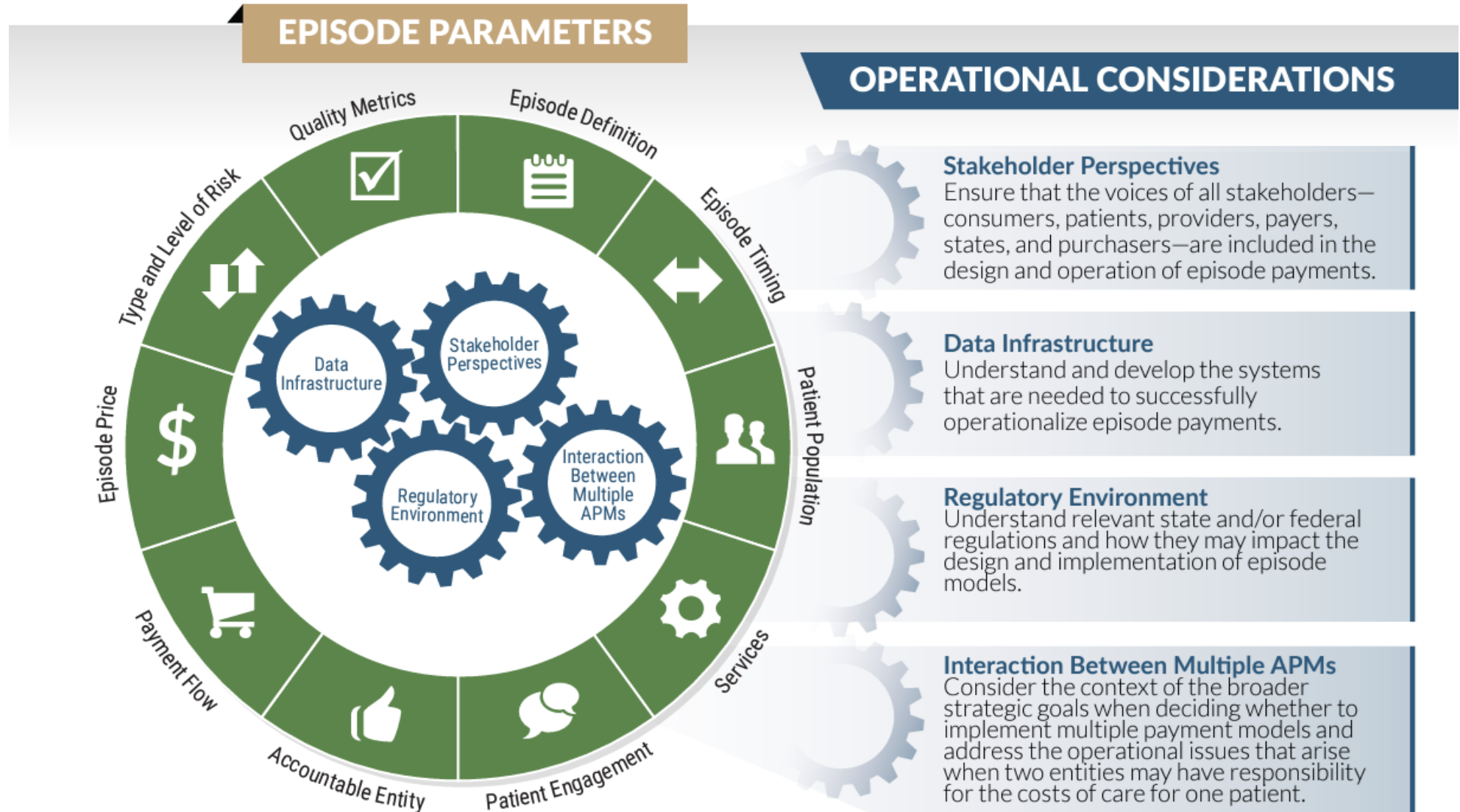


Value-Based Purchasing

Health Care Payment Learning and Action Network (HCP LAN) Theory of Change

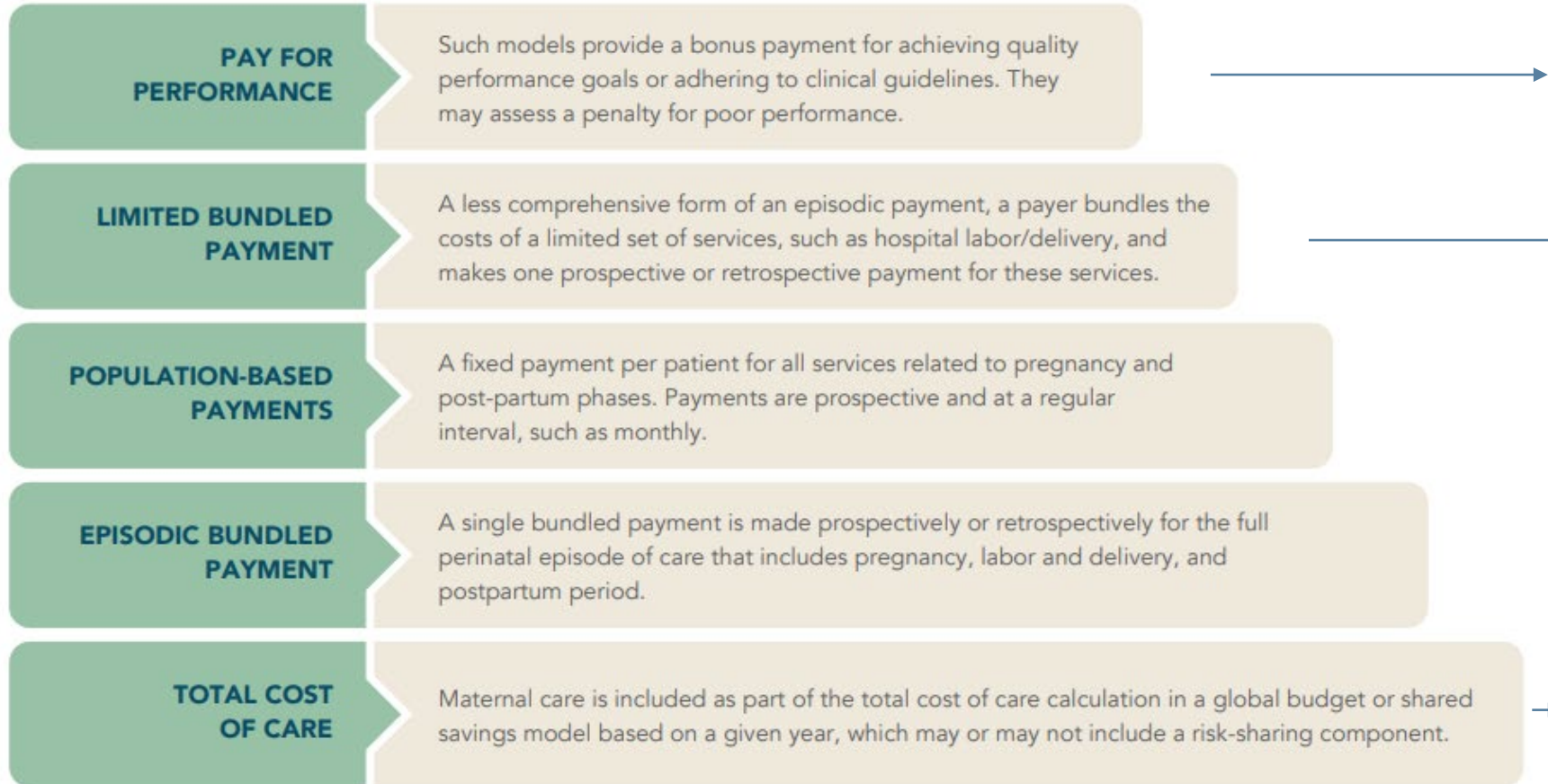


MATERNITY EPISODES OF CARE



Economic Factors Influencing the Costs and Benefits of Breastfeeding

Popular Forms of Value-Based Care Arrangements



Examples

Measure inclusion, e.g., Exclusive Breast Milk Feeding (NQF #0480)

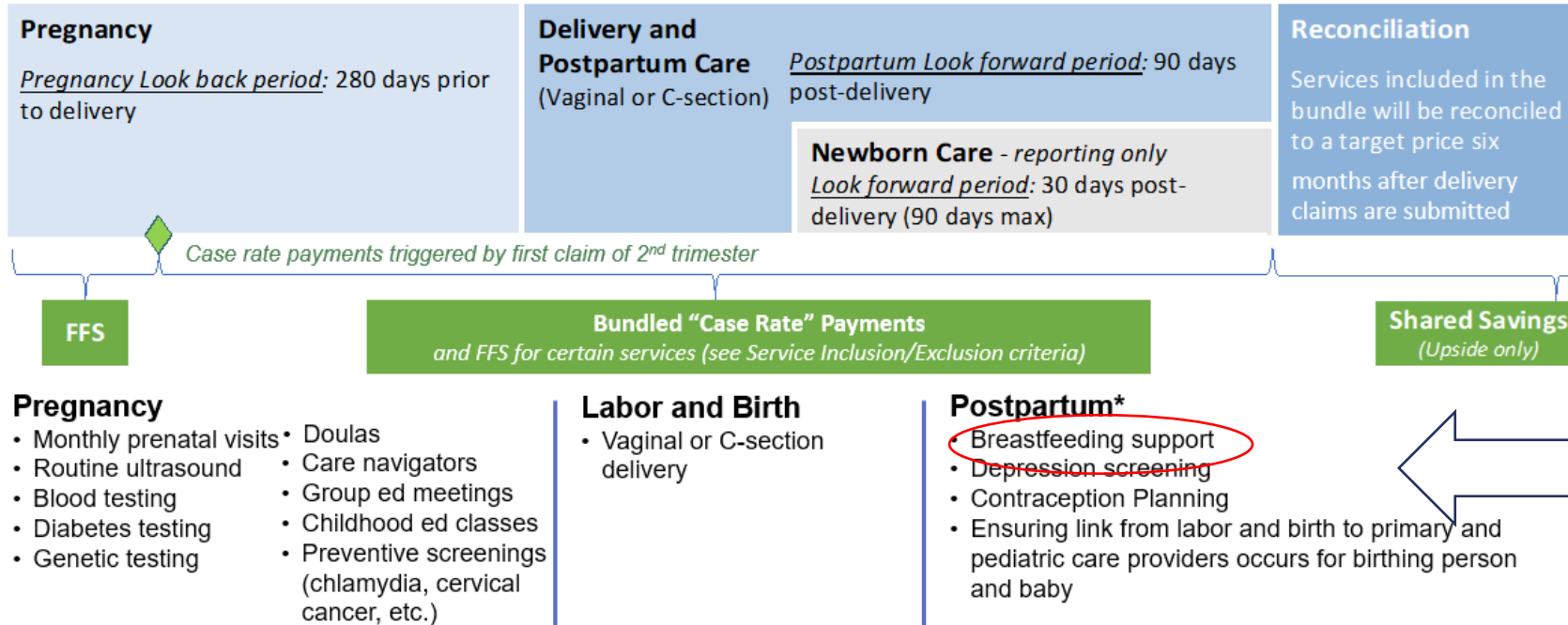
Colorado Clinical Episode Payment give hospitals “points” for implementing programs that support exclusive breastfeeding

Connecticut Husky Maternity Bundle increases monthly payment to providers that provide first-line education, support, screening for difficulties and referrals to IBCLCs

Source: AHIP. Opportunities to Improve Maternal Health Through Value-Based Payments. March 2022.

Husky Maternity Bundle Payment Program Connecticut Department of Social Services (DSS)

An episode of care describes the total amount of care provided to a patient during a set timeframe. In this program, the “Maternity Bundle” episode includes services across all phases of the perinatal period (prenatal, labor & delivery, postpartum), spanning 280 days before birth and 90 days postpartum.



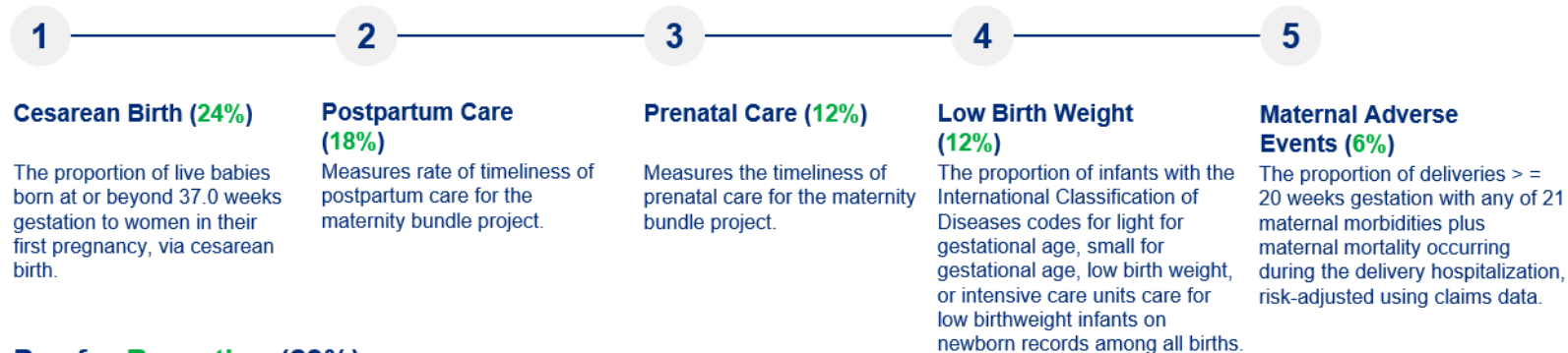
*To align with HUSKY’s expanded 12-month of postpartum coverage (effective April 1, 2022), DSS will conduct reporting on services provided within 365 days post-delivery to inform whether to include a 12-month postpartum period in the bundle’s financial reconciliation bundle after Year 1 or later.

Husky Maternity Bundle Payment Program

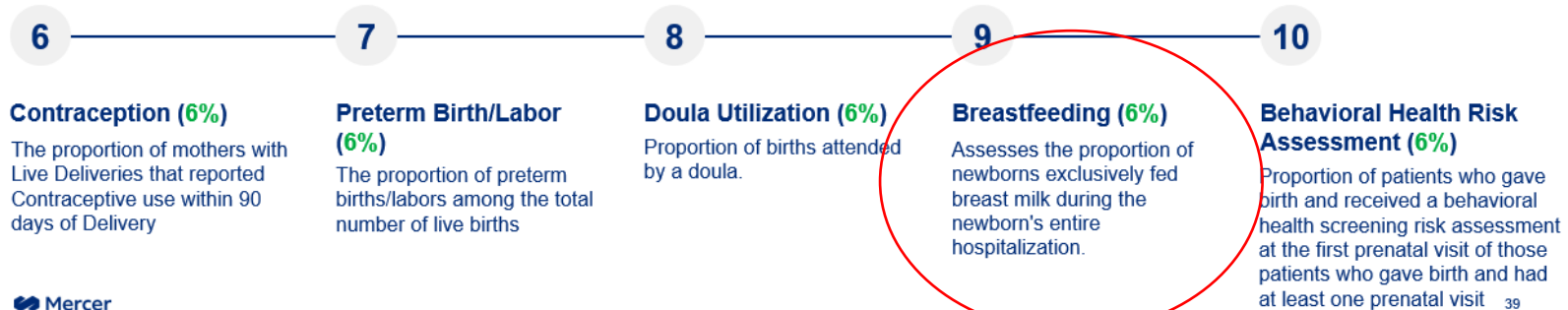
Connecticut Department of Social Services (DSS)

Quality Measures and Weights

Pay for **Performance** (71% Total)



Pay for **Reporting** (29%)



 Mercer



The Future of Medicaid: Value-Based Care

Rates of barriers experienced are decreasing but persist

Trends in External Barriers That Influence the Adoption and Innovation in VBP and/or APMs	2017	2018	2019	2020	2021	2023
Provider readiness and willingness	100%	88%	100%	94%	89%	91%
Medicaid payment rates	92%	65%	57%	67%	58%	52%
Uncertain or shifting state policy requirements/priorities	92%	35%	43%	22%	32%	39%
Impact of 42 CFR Part 2 on limiting access to behavioral health data	100%	24%	21%	17%	37%	35%
State requirements limiting VBP and/or APM models	85%	41%	14%	39%	26%	30%
Uncertain or shifting federal policy requirements/priorities	85%	29%	29%	11%	5%	17%

Note: 2022 data are not available as the survey was changed from retrospective to current in 2023.



Economic Factors Influencing the Costs and Benefits of Breastfeeding

Creating Change Through Policy Opportunities

Policy Opportunities: Lactation Support

- U.S. HR 6004, MOMMIES Act: Maximizing Outcomes for Moms Through the Medicaid Improvement and Enhancement of Services Act.
- Introduced November 2023.
- Calls for **integration of perinatal support services**, including community health workers, doulas, social workers, public health nurses, **peer lactation counselors**, **lactation consultants**, childbirth educators, peer mental health workers, and others, into health care entities and organizations.
- **Would launch a demonstration project that centers maternity care and includes lactation support in a range of comprehensive care for pregnant people.**

Policy Opportunities: Donor Milk

Bipartisan legislation Access to Donor Milk Act (S 2819/HR 5486): To protect and expand access to pasteurized, donor human milk, and for other purposes.

- Introduced September 2023.
- Educate the public about the benefits of donor milk through the creation of a donor milk awareness program at the Department of Health and Human Services.
- **Allow state agencies to promote the need for and benefits of donor milk** through Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) funding.
- Provide emergency funding (\$3 million) for milk banks if there is a sudden increase in demand (e.g., the 2022 formula shortage).
- **Issue: Not specific to Medicaid. Does not amend Title XIX.**

Policy Opportunities: Perinatal Mental and Behavioral Health

- **Expand providers' practice locations**
 - **California implemented a No Wrong Door for Mental Health policy** that allows those covered by Medicaid insurance to receive mental health care no matter where they originally seek care.
- **Implement and/or increase payment integration of behavioral health and physical health** for all clinicians, including family medicine physicians.
- **Increase access to same-day, same-setting physical and behavioral health integration** and care and provide time-sensitive modification codes to enable clinicians to bill for behavioral and mental health services.
- **Adjust payments to incentivize behavioral health screening and services.**
 - Value-based programs should incentivize behavioral health

Policy Opportunities: Midwives

- **Ensure Medicaid coverage of all licensed/certified midwives.**
- **Ensure equitable and sustainable reimbursement for all licensed/certified midwives.**
- **Accelerate equitable access to community-based and midwifery-led birth centers.**
- Support licenses/certified midwives to practice independently
- Support licensed/certified midwives to practice at the top of their licenses. In other words, ensure they have the ability to practices to the full extend of their license, with full integration into the health system.
- Launch public education and awareness campaigns on the benefits of midwifery with emphasis on community power building.



National Maternal Health Strategy and
Blueprint

Policy Opportunities: Doulas

- **Support the development of infrastructure** that strengthens the collaborative team-based workforce in maternity care – including doulas, midwives, family medicine physicians, pediatricians, and OB-GYNs.
- **Ensure equitable and sustainable reimbursement for all doulas.**
- **Increase the number of doulas** providing services for those with Medicaid insurance coverage, including financial resources to support comprehensive training.
- Increase the number of certified peer specialists and therapists to provide behavioral and mental health care.
- Value experience and provide opportunities for doula certification that takes experience into account.



National Maternal Health Strategy and Blueprint

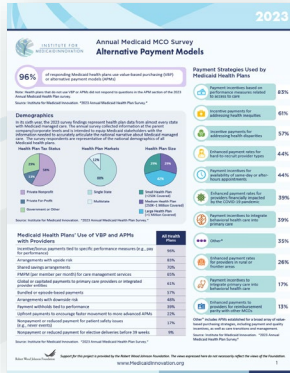
Policy Opportunities: Perinatal Community Health Workers

- **Increase billing and reimbursement capacity for community-based organizations.**
- **Create dependable and sustainable funding to support community-based organizations.**
- Build a foundation for the postpartum year that includes services and supports from community-based organizations, doulas and perinatal community health workers.

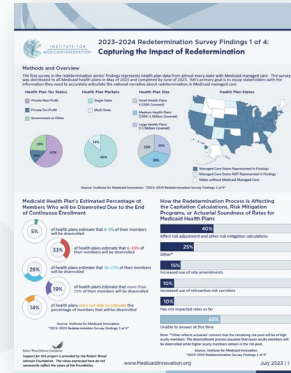


National Maternal Health Strategy and Blueprint

A Broad Portfolio of Meaningful Work Impacting Medicaid



Annual MCO Survey



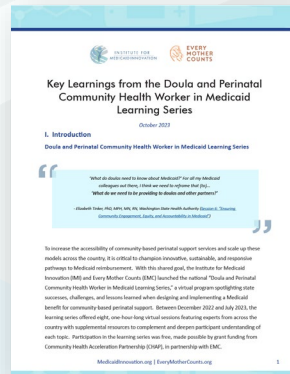
MCO Redetermination Survey



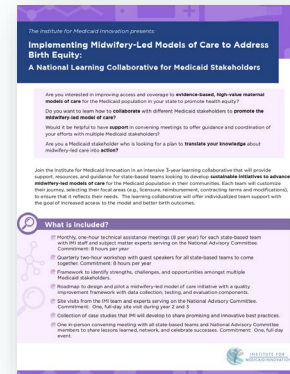
Community Partnerships in Medicaid Toolkit



National Maternal Health Strategy and Blueprint



Doula and Perinatal Community Health Worker Learning Series



Midwifery in Medicaid Business Case Learning Series



Medicaid Risk Management (CDPS)

Nation's Maternal, Perinatal, and Reproductive Health Hub

Maternal Mortality & Morbidity

- **Report:** [Reversing the U.S. Maternal Mortality Crisis](#)
- **Article:** [Race, Medicaid Coverage, and Equity in Maternal Morbidity](#)
- **Article:** [Associations Between Comorbidities and Severe Maternal Morbidity](#)

Maternal Mental Health

- **Article:** [Mental Health Conditions Increase Severe Maternal Morbidity By 50 Percent And Cost \\$102 Million Yearly In The United States](#)
- **Article:** [Policy Opportunities To Improve Prevention, Diagnosis, And Treatment Of Perinatal Mental Health Conditions](#)

High-Value, Evidence-Based Maternal Models of Care

- **Report:** [Innovation in Perinatal & Child Health in Medicaid](#)
- **Report:** [Improving Maternal Health Access, Coverage, and Outcomes in Medicaid](#)
- **Report:** [Community-Based Maternal Support Services: The Role of Doulas and Community Health Workers in Medicaid](#)

Maternal Health Priorities

- **Survey:** [Women, Gender, and Maternal Health Priorities in Medicaid](#)

And many more resources on these topics and others!

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Economic Factors Influencing the Costs and Benefits of Breastfeeding

Questions

Economic Factors Influencing the Costs and Benefits of Breastfeeding

EXTRA SLIDE

Policy Levers

The Prenatal-to-3 Policy Impact Center published policy goals for states to ensure infants and toddlers are set up for a lifetime of good health.

Number of States Implementing All Key Policy Levers		Number of States Implementing Each Individual Key Policy Lever					
Reduced Administrative Burden for SNAP	10	16	12-month Certification Period	32	Simplified Income Reporting	38	Online Case Management
Comprehensive Screening and Connection Programs	3	3	Statewide Goal	21	Medicaid Funding	20	State Funding
Child Care Subsidies	7	16	Income Eligibility (85% SMI)	24	Limit Family Copayments	26	Equitable Reimbursement Rates
Group Prenatal Care	5	8	Enhanced Medicaid Reimbursement Rate	10	State Funding		
Community-Based Doulas	5	12	Medicaid Coverage	9	Fund Training and Credentialing		
Evidence-Based Home Visiting Programs	15	15	Medicaid Funding				
Early Head Start	23	23	State Support				
Early Intervention Services	4	18	Very Low Birthweight Qualification	6	At-Risk Qualification	34	Eliminate Family Fees