

PRIMARY CARE ACCESS NETWORKS PILOT PROGRAM

Annual Report January 2010

Agency for Health Care Administration
2727 Mahan Drive
Tallahassee, FL 32308
1-888-419-3456
www.ahca.myflorida.com
www.FloridaHealthFinder.gov



PRIMARY CARE ACCESS NETWORKS PILOT PROGRAM

In 2007, the Legislature passed SB 1732 providing funding for expanding the operational hours at existing Primary Care Access Networks in Orange, Pasco, Manatee, DeSoto and Sarasota Counties. Under the provisions of Senate Bill 1732, the Legislature determined that the Primary Care Access Network (PCAN):

“was founded to address the needs of the uninsured and those that are medically needy by providing a system of service delivery that builds upon the strengths of its current health provider partners. There has been an average 32-percent decrease in non-urgent emergency room services used by the uninsured in areas where one of the clinics is in operation. In accordance with these findings, the Agency for Health Administration shall establish a 1 year pilot program in Orange and Pasco Counties and a 1-year pilot program in Manatee, Sarasota, and DeSoto Counties, which shall each offer health care services during the weekend and after regular business hours during the week.”

The Legislature appropriated \$3.5 million to the Agency in nonrecurring funds for SFY 2007-2008, to fund extended operating hours at existing clinics in the five counties. The funding was earmarked to subsidize the cost of care for the uninsured and underinsured during the extended operating hours.

The bill further required the Agency to submit an annual report by January 1, 2008 to the Governor and the Legislature on the success and outcomes achieved by the pilot program, including a recommendation as to whether the pilot program should be continued, terminated, or expanded. The first annual report was submitted on February 1, 2008.

The 2008 Legislature extended the pilot program through SFY 2008-2009. This report covers the entire period for which each project was in operation.

Program Implementation

The Agency identified one Federally Qualified Health Care Center (FQHC) in Pasco County, and one FQHC with clinics in DeSoto, Sarasota, and Manatee Counties eligible for participation in the program. In Orange County, the Orange County Board of County Commissioners was determined to be the most appropriate contractor to allocate funds to FQHCs comprising the Primary Care Access Network (PCAN).

The Agency allocated funds to each of the pilot areas based on recommendations made by legislative staff. Allocations were as follows:

- Premier Community Health Group (PCHG) \$ 400,000
(Pasco County)
- Manatee County Rural Health Services (MCRHS) \$1,200,000
(Manatee, Sarasota, DeSoto counties)
- Orange County Board of County Commissioners \$1,900,000
(Orange County)
- **Total:** **\$3,500,000**

All three Primary Care Access Network (PCAN) contracts were effective September 1, 2007. The contracts specify that each contractor will be reimbursed on a monthly basis for the cost of qualified encounters at all participating clinics. Qualified encounters are defined as visits by individuals that are uninsured and are not covered by Medicaid, Medicare or any other insurance program.

The Federally Qualified Health Care Centers generally receive most of their funding directly from the Federal Government. In addition, the clinics receive support from individual donors, state and local foundations, and sometimes local governments. The PCAN in Orange County is unique since nearly 34 percent of its funding comes from the Orange County government.

Federally Qualified Health Care Centers provide a complete continuum of medical care, including primary, dental, pharmacy, mental health and substance abuse to all residents in the community regardless of the ability to pay. While the focus of health center services is primary and preventive care, all centers are expected to have ongoing referral arrangements with one or more hospitals. Appendix A shows a listing of services provided at each of the participating clinics.

The centers provide services to Medicaid recipients, HMO enrollees, Medicare enrollees, commercially insured, and the uninsured. The uninsured are subject to a sliding fee scale based on income. Federally Qualified Health Centers generally receive the largest amount of funding through federal grants under Section 330 of the Public Health Services Act and enhanced reimbursement from Medicare and Medicaid. In addition, they can buy prescription medications at a lower cost through the 340B Drug Pricing Program.

The following provides contract specific information on Primary Care Access Networks (PCAN) and the clinics selected for the project. The data provided in the tables was derived from the invoices submitted by PCAN providers.

Premier Community Health Group (PCHG) operates two clinics in Pasco County:

- Health Center in Dade City
- Family Health and Pediatric Health Center in Zephyrhills.

The contractor chose the Family Health and Pediatric Health Center in Zephyrhills to participate in the extended hours program, which it began in October 2007.

The network in Pasco County expended all allocated funds through the extended hours program by July 2008.

Manatee County Rural Health Services (MCRHS) operates clinics in 18 locations, 15 centers are located in Manatee County, two centers are located in DeSoto County, and Sarasota County has one center.

The following four centers were selected for participation in this pilot study:

- East Manatee Health and Wellness Center (Manatee)
- Lawton Chiles Family Health Care Center (Manatee)
- Arcadia Community Care (Desoto)
- North County Health Care Center (Sarasota)

East Manatee Health and Wellness Center and the Lawton Chiles Family Health Center implemented expanded office hours under the Primary Care Access Network (PCAN) project in September 2007. Arcadia Community Care Center in DeSoto County and North County Health Care Center began services in October of 2007.

The Manatee County Rural Health Services network expended all allocated funds through the extended hours program by September 2008.

The Orange County Board of County Commissioners contracts with the Primary Care Access Network, which is comprised of ten primary care clinics located throughout Orange County and one specialty clinic. The Primary Care Access Network (PCAN) represents a collaborative effort among Orange County government, primary health care centers, community agencies, hospitals and other social services. This network is guided by the PCAN board, six committees and five subcommittees that meet monthly and is supported through collaboration between the public and the private sector. According to a report presented in 2007, about 41 percent of the services are funded through federal funds, 34 percent by Orange County government, and 25 percent through other sources, including fees and grants¹.

The following sites were selected for participation in this pilot study:

- Winter Garden Family Center West (CHC)
- Winter Garden Children's Center West (CHC)
- Apopka Family Health Care Center (CHC)
- Apopka Children's Health Care Center (CHC)
- Health Care Center for the Homeless
- CFFHC – Hoffner Family Health

These sites began participation in September 2007 for the four CHCs and in October 2007 for the remaining two sites.

The network in Orange County expended a total of \$1,065,635.93 by the close of its contract on June 30, 2009.

¹ Maureen Kersmarki: Primary Care Access Network: A Public-Private Collaboration for the Uninsured, 6th Annual Medicaid Research & Policy Conference, June 28, 2007.

Statistics for the Pilot After Hours Clinic Programs

The following tables provide an overview of each Primary Care Access network, by site, implementation time frames, visit statistics, cost data, and data reported on non-emergency hospital diversions which occurred during the extended hours. Individual PCAN clinics determined their estimated diversions through different methods ranging from the collection of information provided directly by the patient at time of intake to tracking systems that distinguish between urgent care and non-urgent care based upon CPT codes. (*See note under each chart for specific collection methods.)

**Premier Community Health Group, Inc.
Pasco County**

Extended Hours Utilized at the Zephyrhills Clinic

| Clinic Site | Clinic Hours Prior to Pilot Contract | | Pilot Clinic Hours | Extended Hours per Week |
|---|---|------------|---------------------------|--------------------------------|
| Zephyrhills Family and Pediatric Clinic | M, T, TH, FR | 8am –5 pm | 8am - 8 pm | 12 |
| | Wednesday | 10 am-7 pm | 8 am –8 pm | 3 |
| | Saturday | closed | 8 am –1 pm | 5 |
| | Sunday | closed | closed | |
| | Total: | | | 20 |

Demographics of the Uninsured Served and Estimated Diversions

October 2007 through July 2008

| Zephyrhills East Pasco County | | | | | |
|--------------------------------------|-------------|---------------|--------------------|--|-------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 211 | 231 | 442 | 40 | 3 |
| 19-30 | 138 | 151 | 289 | | |
| 31-40 | 95 | 144 | 239 | | |
| 41-50 | 127 | 177 | 304 | | |
| 50 and over | 107 | 209 | 316 | | 2 |
| Unknown | | | | 120 | |
| Total | 678 | 912 | 1,590 | 160 | 5 |

**Diversions were determined by the information patients provided the clinic on the intake forms.*

Manatee County Rural Health Services (MCRHS)

Extended Hours Utilized at Each of the Manatee County Rural Health Services Clinics

| Clinic Sites | Clinic Hours Prior to Pilot Contract | | Pilot Clinic Hours | Extended Hours Per Week |
|---|--------------------------------------|-------------|--------------------|-------------------------|
| East Manatee Health and Wellness Center (Manatee) | M – F | 8 am – 5 pm | 8am – 8pm | 15 |
| | Saturday | closed | 8am – 8pm | 12 |
| | Sunday | closed | 12pm – 8pm | 8 |
| Lawton Chiles Family Health Care Center (Manatee) | M – F | 8 am – 5 pm | 8am – 8pm | 15 |
| | Saturday | closed | closed | |
| | Sunday | closed | closed | |
| Arcadia Community Care (Desoto) | M – F | 8 am – 5pm | 8am – 8pm | 15 |
| | Saturday | 9am – 2pm | 8am – 8pm | 7 |
| | Sunday | closed | 12pm – 8pm | 8 |
| North County Health Care Center (Sarasota) | M – Th | 8am – 5pm | 8am – 8pm | 12 |
| | Friday | 8am – 1pm | 8am – 8pm | 7 |
| | Saturday | closed | 8am – 8pm | 12 |
| | Sunday | closed | 12pm – 8pm | 8 |
| Total: | | | | 119 |

Demographics of the Uninsured Served and Estimated Diversions September 2007 through September 2008

| East Manatee Health and Wellness Center | | | | | |
|---|--------------|--------------|--------------|---|------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 414 | 501 | 915 | 840 | |
| 19-30 | 889 | 1,095 | 1,984 | 1,761 | |
| 31-40 | 634 | 844 | 1,478 | 1,335 | |
| 41-50 | 490 | 737 | 1,227 | 680 | |
| 50 and over | 388 | 629 | 1,017 | 1,300 | |
| Unknown | | | | | |
| Total | 2,815 | 3,806 | 6,621 | 5,916 | 0 |

**Diversions were based on the medical determination of the visit. The clinic has a tracking system that distinguishes between urgent care and non-urgent care based upon the CPT codes.*

Demographics of the Uninsured Served and
Estimated Diversions
September 2007 through September 2008

| Lawton Chiles Family Health Care Center | | | | | |
|--|--------------|--------------|--------------|--|------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 1,307 | 1,267 | 2,574 | 2,407 | |
| 19-30 | 2 | 2 | 4 | 3 | |
| 31-40 | 0 | 3 | 3 | 0 | |
| 41-50 | 1 | 1 | 2 | 1 | |
| 50 and over | 1 | 2 | 3 | 0 | |
| Unknown | | | | | |
| Total | 1,311 | 1,275 | 2,586 | 2,411 | 0 |

**Diversions were based on the medical determination of the visit. The clinic has a tracking system that distinguishes between urgent care and non-urgent care based upon the CPT codes.*

Demographics of the Uninsured Served and
Estimated Diversions
October 2007 through September 2008

| Arcadia Community Care Center | | | | | |
|--------------------------------------|------------|------------|--------------|--|------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 222 | 229 | 451 | 393 | |
| 19-30 | 220 | 197 | 417 | 354 | |
| 31-40 | 186 | 187 | 373 | 322 | |
| 41-50 | 201 | 159 | 360 | 306 | |
| 50 and over | 153 | 146 | 299 | 237 | |
| Unknown | | 3 | 3 | | |
| Total | 982 | 921 | 1,903 | 1,612 | 0 |

**Diversions were based on the medical determination of the visit. The clinic has a tracking system that distinguishes between urgent care and non-urgent care based upon the CPT codes.*

Demographics of the Uninsured Served and
Estimated Diversions
October 2007 through September 2008

| North County Health Care Center | | | | | |
|---------------------------------|--------------|--------------|--------------|--|------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 150 | 151 | 301 | 274 | |
| 19-30 | 237 | 212 | 449 | 383 | |
| 31-40 | 221 | 353 | 574 | 511 | |
| 41-50 | 233 | 393 | 626 | 551 | |
| 50 and over | 240 | 383 | 623 | 538 | |
| Unknown | | | | | |
| Total | 1,081 | 1,492 | 2,573 | 2,257 | 0 |

**Diversions were based on the medical determination of the visit. The clinic has a tracking system that distinguishes between urgent care and non-urgent care based upon the CPT codes.*

Orange County Primary Care Access Network (PCAN)

Extended Hours for the Selected Clinics and Sites in Orange County

| Site | Weekly Clinic Hours prior to Contract | | Current Clinic Hours | Extended Hours Per Week |
|--|--|--|--|-------------------------|
| Winter Garden Family Center West (CHC) | Monday T, Th Wednesday Friday Saturday Sunday | 8am – 8pm 8am – 5pm 8am – 5pm 8am – 1pm Closed Closed | 8am – 8pm 8am – 8pm 8am – 5pm 8am – 1pm Closed Closed | 6 |
| Winter Garden Children’s Center West (CHC) | Monday T, Th Wednesday Friday Saturday Sunday | 8am – 5pm 8am – 6pm 8am – 5pm 8am – 3pm 8am – 12pm Closed | 8am – 8pm 8am – 8pm 8am – 5pm 8am – 3pm 8am – 12pm Closed | 3 4 |
| Apopka Family Health Care Center (CHC) | Monday T, Th Wednesday Friday Saturday Sunday | 8am – 5pm 8am – 7pm 8am – 5pm 8am – 12pm Closed Closed | 8am – 8pm 8am – 8pm 8am – 5pm 8am – 12pm Closed Closed | 3 2 |
| Apopka Children’s Health Care Center (CHC) | M, W T, Th Friday Saturday Sunday | 8am – 5pm 8am – 7pm 8am – 5pm 8am – 12pm Closed | 8am – 8pm 8am – 8pm 8am – 5pm 8am – 12pm Closed | 6 2 |
| Health Care Center for the Homeless (HCCH) | M – F Saturday Sunday | 8am – 5pm Closed Closed | 8am – 8pm 9am – 2pm Closed | 15 5 |
| CFFHC – Hoffner Family Health Care Center | M & W T, Th Friday Saturday Sunday | 8am – 7pm 8:30a – 5:30p 8am – 12pm Closed Closed | 8am – 7pm 8:30a–5:30p 8am – 5pm 8am – 5pm Closed | 5 9 |
| Total | | | | 60 |

Demographics of the Uninsured Served and
Estimated Diversions
October 2007 through June 2009

| Hoffner Family Health Care Center | | | | | |
|--|------------|--------------|--------------|--|------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 255 | 270 | 525 | 284 | 26 |
| 19-30 | 107 | 205 | 312 | 166 | 15 |
| 31-40 | 91 | 227 | 318 | 109 | 10 |
| 41-50 | 128 | 282 | 410 | 135 | 12 |
| 50 and over | 143 | 362 | 505 | 253 | 23 |
| Unknown | 0 | 0 | 0 | 0 | 0 |
| Total | 724 | 1,346 | 2,070 | 947 | 86 |

**Diversions were determined based on information captured by a patient survey.*

Demographics of the Uninsured Served and
Estimated Diversions
October 2007 through June 2009

| Health Care Center for the Homeless | | | | | |
|--|--------------|--------------|--------------|--|------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 232 | 238 | 470 | 119 | 9 |
| 19-30 | 173 | 265 | 438 | 205 | 76 |
| 31-40 | 207 | 246 | 453 | 194 | 67 |
| 41-50 | 417 | 452 | 869 | 340 | 102 |
| 50 and over | 417 | 414 | 831 | 288 | 122 |
| Unknown | 0 | 2 | 2 | 0 | 0 |
| Total | 1,446 | 1,617 | 3,063 | 1,146 | 376 |

**Diversions were determined based on information captured by a patient survey.*

Demographics of the Uninsured Served and
Estimated Diversions
October 2007 through June 2009

| Community Health Centers, Inc. | | | | | |
|---------------------------------------|------------|--------------|--------------|--|------------------------------|
| Age | Male | Female | # of Visits | Estimated # Non Urgent Emergency Diversions | # Referred to Hospital |
| 0-18 | 457 | 490 | 947 | 311 | 0 |
| 19-30 | 77 | 136 | 213 | 61 | 0 |
| 31-40 | 92 | 178 | 270 | 92 | 0 |
| 41-50 | 94 | 176 | 270 | 115 | 0 |
| 50 and over | 128 | 226 | 354 | 189 | 0 |
| Unknown | 0 | 0 | 0 | 0 | 0 |
| Total | 848 | 1,206 | 2,054 | 768 | 0 |

**Diversions were determined based on taking the non-routine diagnosis codes.*

A summary of the individual Primary Care Access Network clinic general extended hours experience follows:

Premier Community Health Group, Inc. received \$400,000 to fund its extended hours program. The program in Pasco County became operational in October 2007 and expended all allocated funds by July 2008. The Zephyrhills clinic recorded a total of 3,483 encounters during the program, of which 1,590 represent visits by the uninsured. The total estimated number of non urgent emergency diversions was 160.

Manatee County Rural Health Services received \$1,200,000 to fund its extended hours program. All counties that make up the Manatee County Rural Health Services programs became operational by October 2007 and expended all allocated funds by September 2008. A total of 24,126 encounters were recorded in the four clinics during the extended hours, of which 13,683 represent visits by the uninsured. The total estimated number of non urgent emergency diversions was 12,196.

Orange County Board of County Commissioners received \$1,900,000 to fund its extended hours program. The program in Orange County became operational by October 2007. The program in Orange County expended a total of \$1,065,635.93 of the allocated funds during their contracted period, leaving a remaining balance of \$834,364.07. A total of 9,979 encounters were recorded for the six clinics during the extended hours, of which 7,187 represented visits by the uninsured. The total estimated number of non urgent emergency diversions was 2,861.

The participating Primary Care Access clinics all reported that the project was a positive experience that demonstrated not only cost savings, but an increase in the access to care that was not available prior to the project. The expanded hours opened up more opportunities for the uninsured to access primary care services enabling people to utilize the clinic during the extended hours and, in turn, leading them to become regular patients at these sites. Presently, the majority of the participating clinics still continue their (modified) extended hours.

Some clinics expressed the difficulty in recruiting staff to temporarily work these extended hours, not knowing how long it would last. Others expressed that the State funding mechanism was cumbersome compared to the Federal process which worked better. The clinics indicated they would have benefited from having the money up front for startup and implementation (Manatee County). While state procurement laws prohibit unlimited startup funding, the Agency was able to advance 10% of the contract to assist the clinics with startup funding.

The charts below indicate the number of non-urgent emergency room admissions in each county where a PCAN Project was implemented.²

Non-Urgent Emergency Room Admissions
Pasco County

| | Oct. 2005 - July 2006 | Oct. 2006 - July 2007 | Oct. 2007 - July 2008 |
|---|----------------------------------|----------------------------------|----------------------------------|
| Number of Visits | 20,395 | 19,627 | 18,812 |
| Difference Compared to Contracted Period | 1,583 | 815 | *Contracted Period |

Non-Urgent Emergency Room Admissions
Manatee, DeSoto, and Sarasota Counties

| | Oct. 2005 - Sept. 2006 | Oct. 2006 - Sept. 2007 | Oct. 2007 - Sept. 2008 |
|---|-----------------------------------|-----------------------------------|-----------------------------------|
| Number of Visits | 40,243 | 36,211 | 32,716 |
| Difference Compared to Contracted Period | 7,527 | 3,495 | *Contracted Period |

Non-Urgent Emergency Room Admissions
Orange County

| | Oct. 2005 - June 2007 | Oct. 2006 - June 2008 | Oct. 2007 - June 2009 |
|---|----------------------------------|----------------------------------|----------------------------------|
| Number of Visits | 66,797 | 72,314 | 66,201 |
| Difference Compared to Contracted Period | 596 | 6,113 | *Contracted Period |

² Florida Center for Health Information and Policy Analysis, 2009

Reported emergency room use, as shown in tables on the previous page, was lower during the period of the PCAN Project contracts. The Agency cannot say with any certainty that the PCAN contracts were the cause of this decreased use as there are many factors that could have caused such reductions. To determine any direct relationship between the PCAN Project and emergency room use would require the study of information which was unavailable.

Appendix A Services Provided By Participating Primary Care Clinics

| Services | Acute Care | Chiropractic | Dental | Family | Infectious Disease | Internal Medicine | OB/GYN | Optometry | Pediatrics | Pharmacy | Podiatry |
|---|------------|--------------|--------|--------|--------------------|-------------------|--------|-----------|------------|----------|----------|
| Clinic Name | | | | | | | | | | | |
| Manatee County Rural Health Services, Inc. | | | | | | | | | | | |
| East Manatee Health and Wellness Center, Manatee County | X | X | X | X | | | X | X | | X | |
| Lawton Chiles Family Health Care Center, Manatee County | | | X | | | | | | X | X | |
| Arcadia Community Care, Desoto County | | X | | | | | X | | | | |
| North County Health Care Center, Sarasota County | | | | X | | X | | | X | X | |
| Premier Community Healthcare Group, Inc. | | | | | | | | | | | |
| Zephyrhills Family and Pediatrics Clinic, Pasco County | X | | | X | X | | | | X | | |
| Orange County Board of County Commissioners | | | | | | | | | | | |
| Winter Garden Family, Orange County | X | ** | | X | ** | ** | X | ** | | X | ** |
| Winter Garden Children's, Orange County | X | | * | X | | | | | X | X | |
| Apopka Family, Orange County | X | ** | * | X | ** | ** | X | ** | X | X | ** |
| Apopka Children's, Orange County | X | | * | X | | | | | X | X | |
| Orange Blossom Family Health Center, Orange County | X | ** | * | X | ** | ** | X | * | X | X | ** |
| CFFHC-Hoffner, Orange County | X | ** | | X | ** | ** | ** | ** | X | X | ** |

LEGEND:

x- offered during after hours

*- offered during regular hours but not during after hours

** - not offered at clinic but adult patients at or below 125% FPL, Orange County residents and U.S. citizens are referred to our PCAN specialty care network. This service is free of charge to the patient. The network includes the following 18 specialties: cardiology, dermatology, endocrinology, ENT, general surgery, gynecology, hematology/oncology, infectious disease, internal medicine, mental health, neurology, nephrology, ophthalmology, orthopedics, physical therapy, podiatry, rheumatology, and urology.