

Paying for Social Care: Investing in What Matters

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THE IMPERATIVE

“More than 60 million Americans experience devastating one-two punches to their health — they have inadequate access to basic health care while also enduring the effects of discrimination, poverty, and dangerous environments that accelerate higher rates of illness.”

- *Grand Challenges for Social Work*

US health care performs worse than other industrialized countries



Scores based on:

- Care process
- Access
- Administrative efficiency
- Equity
- Health care outcomes

	AUS	CAN	FRA	GER	NETH	NZ	NOR	SWE	SWIZ	UK	US
OVERALL RANKING	2	9	10	8	3	4	4	6	6	1	11
Care Process	2	6	9	8	4	3	10	11	7	1	5
Access	4	10	9	2	1	7	5	6	8	3	11
Administrative Efficiency	1	6	11	6	9	2	4	5	8	3	10
Equity	7	9	10	6	2	8	5	3	4	1	11
Health Care Outcomes	1	9	5	8	6	7	3	2	4	10	11



The US spends more on healthcare and less on social care

Health spending and non-health social spending as percent of GDP, 2019

Country	Health spending	Non-health social spending	Health spending and non-health social spending ▼
France	11.1%	24.2%	35.3%
Belgium	10.7%	22.3%	33.0%
Sweden	10.8%	22.0%	32.8%
Austria	10.5%	22.0%	32.5%
United States	16.7%	15.6%	32.3%
Germany	11.7%	19.8%	31.5%
Switzerland	11.3%	19.3%	30.6%
Netherlands	10.1%	20.4%	30.5%
Comparable country average	10.7%	19.8%	30.5%
Australia	10.2%	17.8%	28.0%
Canada	11.0%	16.5%	27.4%
United Kingdom	9.9%	17.3%	27.2%
Japan	11.0%	15.8%	26.8%

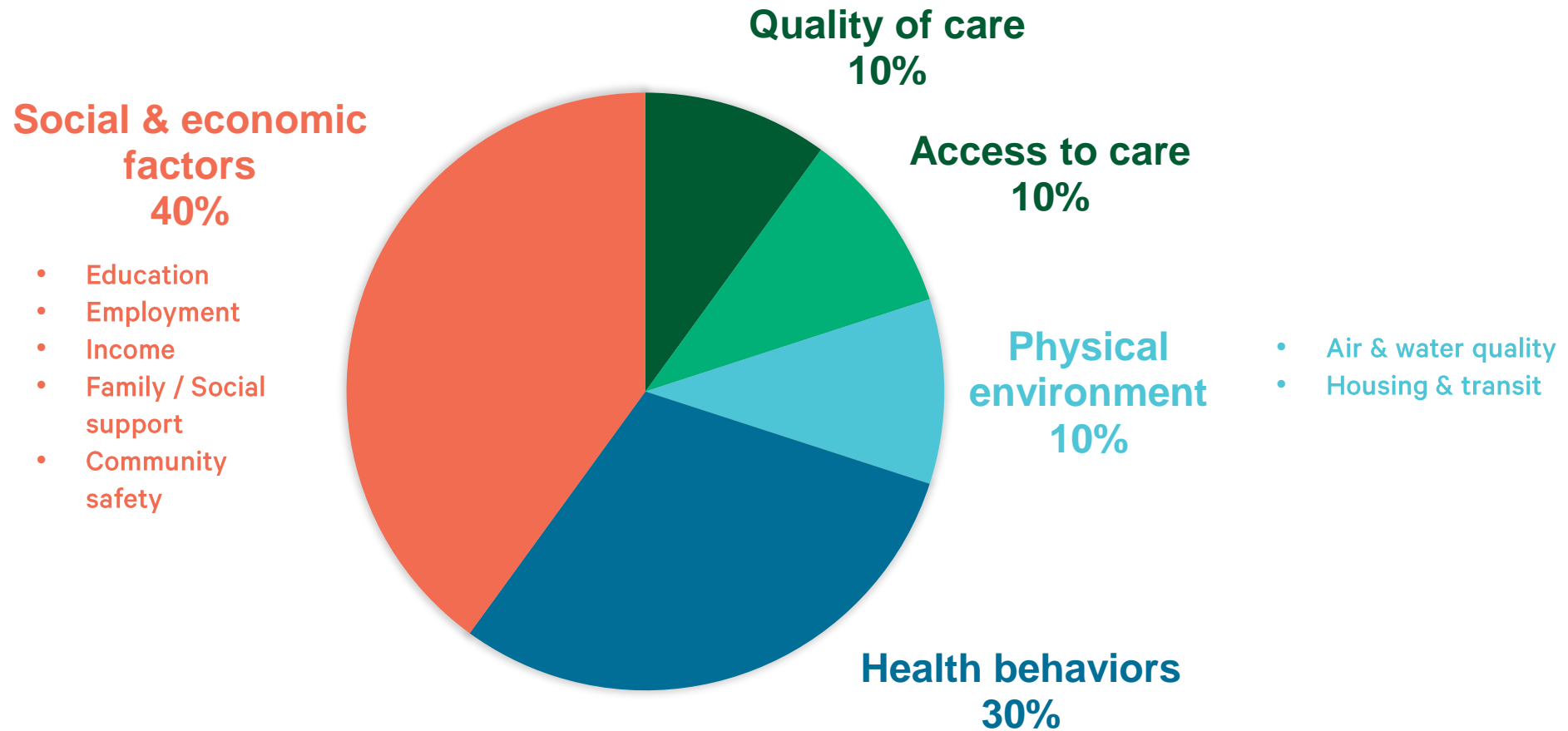
Note: Health spending shown here is health consumption, which does not include investments in structures, equipment, or research.

Source: [KFF analysis of OECD data](#) • [Get the data](#) • [PNG](#)

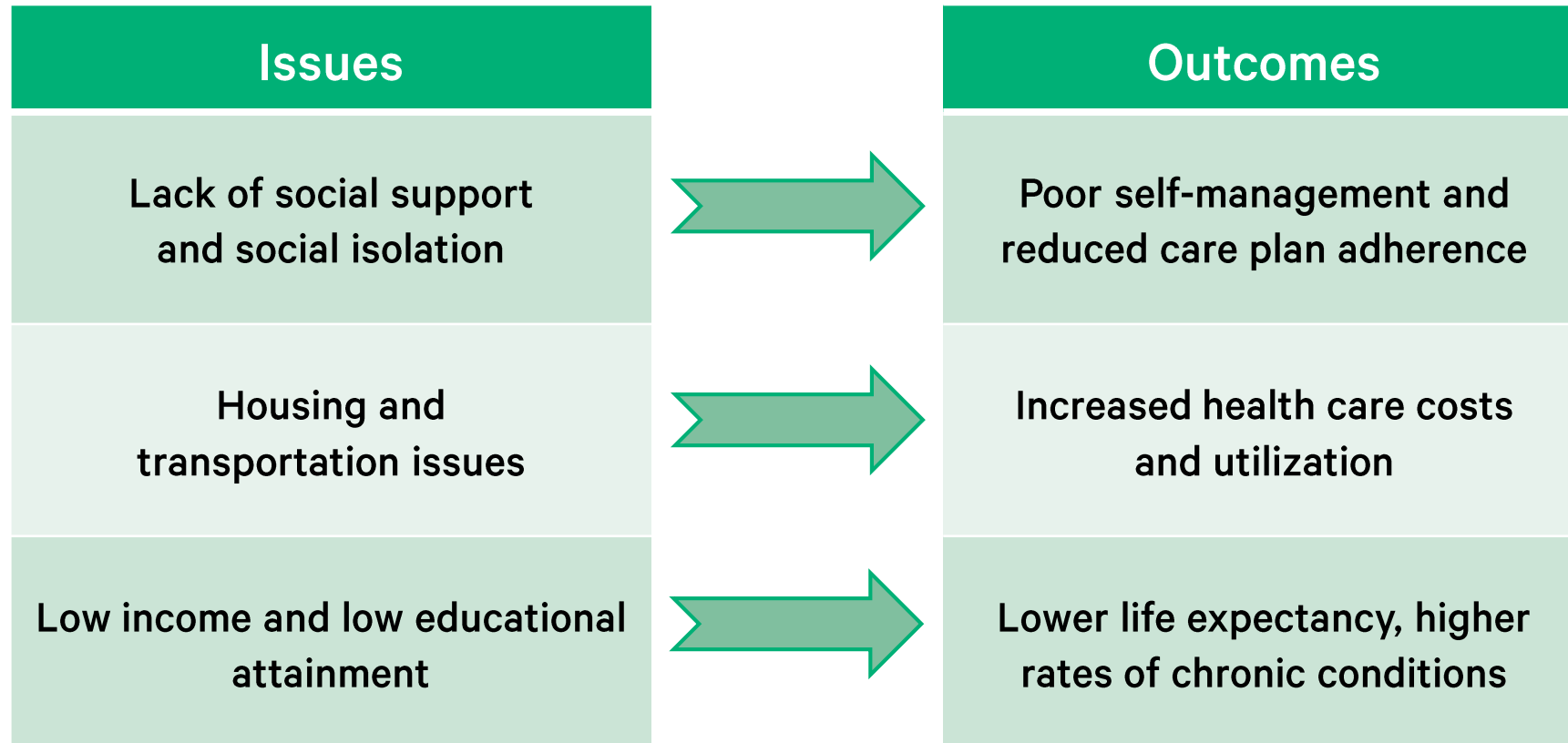
Peterson-KFF
Health System Tracker



Social and economic factors are the biggest contributors to life expectancy and quality of life, and to inequitable outcomes



Social factors significantly influence health



**“Social determinants of health
have taken center stage in
recent health policy discussions
because of the growing focus on
global payment, accountable care
organizations, and other initiatives focusing
on improving population health.”**

Investments in social care are associated with positive outcomes and reduced costs

In one analysis of 39 studies in recent literature: 82% reported significant positive effects on health outcomes (n = 20), health care costs (n = 5), or both (n = 7)

Findings	Housing Support N (%)	Nutrition Support N (%)	Income Support N (%)	Care coordination and community outreach N (%)	Other* N (%)	Total N (%)
Positive, significant findings						
Positive health outcomes	5 (42%)	7 (64%)	3 (75%)	2 (22%)	3 (100%)	20 (51%)
Reduced costs	1 (8%)	0 (0%)	0 (0%)	4 (44%)	0 (0%)	5 (13%)
Both health outcomes and reduced costs	4 (33%)	0 (0%)	1 (25%)	2 (22%)	0 (0%)	7 (18%)
Other findings						
Mixed results	0 (0%)	1 (9%)	0 (0%)	1 (9%)	0 (0%)	2 (5%)
Non-significant effects	1 (8%)	2 (18%)	0 (0%)	0 (0%)	0 (0%)	3 (8%)
Negative health outcomes	1 (8%)	1 (9%)	0 (0%)	0 (0%)	0 (0%)	2 (5%)
Total	12 (100%)	11 (100%)	4 (100%)	9 (100%)	3 (100%)	39 (100%)

*Other studies contained interventions that had major educational components that were associated with improved health outcomes, especially among children.

doi:10.1371/journal.pone.0160217.t001



What matters most to patients?

"There are often common themes in answers about what matters most...

- We want to be comfortable.**
- We don't want to be in pain.**
- We want to be, by and large, close to family.**
- We want to spend time on things that give us joy.**
- We want the benefits of medical treatment, but we want to avoid the burdens, if possible.**

But it's also important to remember that we shouldn't assume that what matters to us is the same for our patients."

LOOKING BACK AND MOVING FORWARD

2000s: Medicare pilots a case management payment

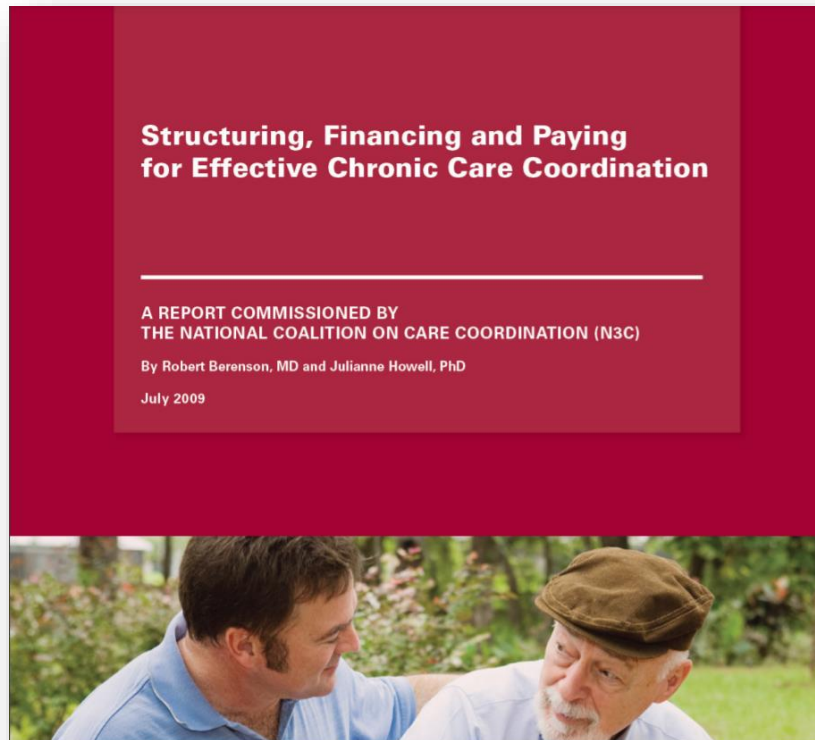
“ Large firms quickly developed with nurses calling assigned individuals to provide case management. By 2007, Medicare determined that the vast majority of these firms failed to deliver on either quality or cost parameters, and the program was essentially discontinued.

Follow-up analysis has shown that the few that did succeed... had one key element in common: first-name, caring, personal relationships in which the case manager was an advisory friend who got to know the individual and connected with him or her at a personal level.

However, the majority of systems used nurses who had no personal connection to the individual, and the calls were often characterized by those receiving them as “harassment” rather than friendly coaching and facilitation.



2009 report calls for interprofessional teams



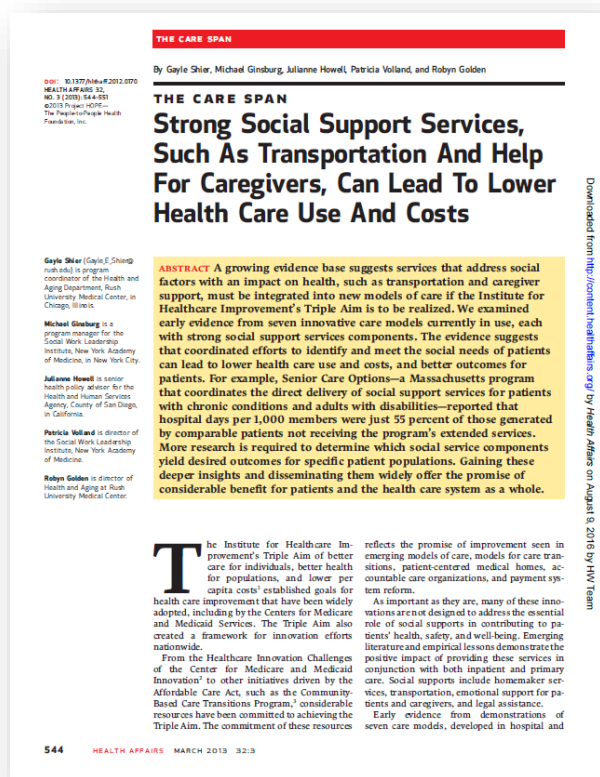
“Effective care coordination for people with multiple chronic conditions and/or functional limitations requires linkages between medical care and support services.

The availability of an interdisciplinary team of professionals, including nurses, social workers, pharmacists, and others, is therefore important to providing needed support.”

- “Structuring, Financing, and Paying for Effective Chronic Care Coordination”



2013 study finds impact of social support services and calls for researching “who?” and “when?”



“Future work must develop an evidence base about:

- 1) the professional skills and knowledge that are required to address social needs successfully within health care settings,
- 2) the activities, tasks, and services addressing social needs that directly result in improved outcomes, and
- 3) the patient risk factors that are most susceptible to social support.

This level of specificity is required to support the development and refinement of models that are credible, replicable, and sustainable.”

— Shier, Gayle, et al. *Health Affairs* 32.3 (2013): 544-551.



2019: National Academies consensus study calls for attention to social care integration

“Health care systems are paying increased attention to social factors, such as access to stable housing, reliable transportation, and nutritious food.

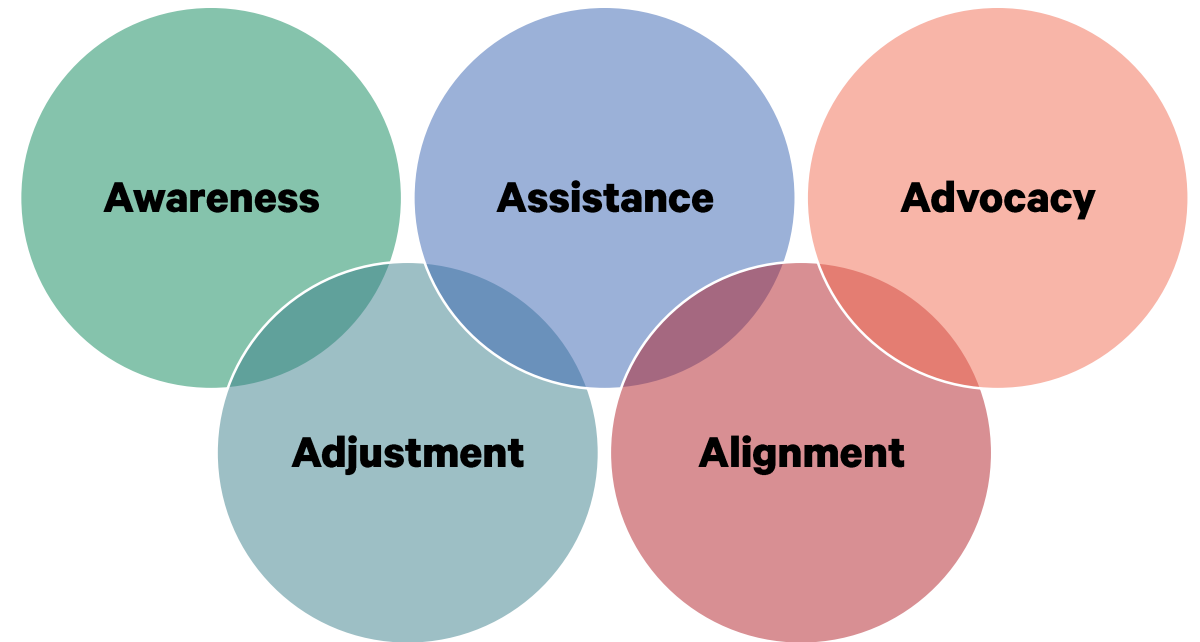
These upstream social conditions help shape people’s health because they affect both the delivery and the outcomes of health care. It is therefore critical to take them into account to improve both primary prevention and the treatment of acute and chronic illness.

How can services that address social needs be integrated into clinical care? What kind of infrastructure will be needed to facilitate that integration?”



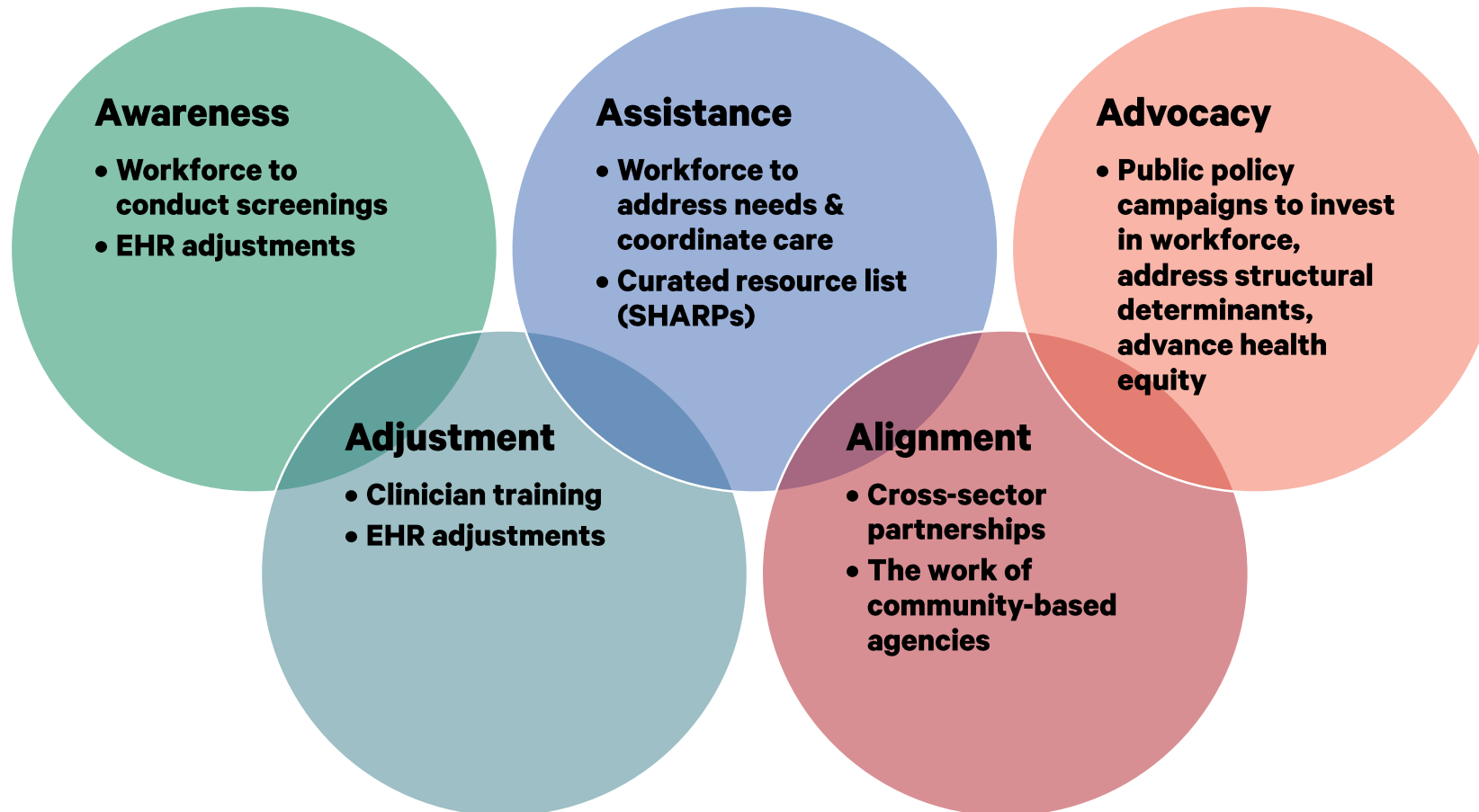
Diverse social care activities make a difference

“Social care integration activities include awareness of social risks and social needs, adjustment of clinical care, assistance to address needs, alignment with community partners, and advocacy to minimize social risks and increase social care resources.”



Diverse social care activities make a difference – and each takes investment by and in different stakeholders

Examples of investments needed:



NASEM: Effective interprofessional teams include experts in social care

Social workers are specialists in providing social care who have a long history of working within health care delivery, and in-depth training and credentialing. With expertise in patient and family engagement, assessment, care planning, behavioral health, and systems navigation, social workers identify and address multiple factors that contribute to health and well-being.

Others who provide social care include:

Community health workers, who are often recruited from the communities they serve, and provide linkages among health care, social services, and the community.

Social service navigators, aides, and assistants, who assist patients and families on a wide range of activities and often help them find and access services in the community.

Nurses, who may serve within acute care settings, as care managers, as home care nurses, in community health centers, or in in-home visitation programs, and may address social needs directly or make referrals.

Home health aides and personal care aides, who provide extensive in-home support services to older adults, individuals with disabilities, and patients after a hospitalization.

Case managers, who coordinate the health and social care of patients and often focus on benefit enrollment.

Gerontologists, who are trained to support the aging process and aging populations.

Lawyers, who may assist patients and families with legal matters that can compromise health, such as inadequate housing.

Family caregivers, who often provide social care and have a valuable perspective on the social needs of patients.



Areas of need as we move forward

Administrative complexities present challenges to and opportunities for more sustained and effective health care transformation

Medical model not designed around social care provision

- *Need for care models that enable integration of health care and social care*
- *Need for cross-sector partnerships between healthcare and social services*

Workforce needs

- *Recruitment & retention in social work and other roles*
- *Lack of role clarity*

Financing challenges

- *Lack of financing for social care integration activities*
- *“Wrong pockets” problem of investing in community improvements*



“The past several years have ushered in a new regulatory and quality paradigm around social care accountability in the health care sector...

The collective aspiration is that social care standards and incentives will help advance the “quadruple aim” through more robust engagement by plans, delivery systems, and individual providers—and perhaps enable more dollars to flow to community-based and government social services to enable population-level change.

Our best next step is to use the new policies as a national learning laboratory, leveraging the increased engagement from health care payers and delivery systems catalyzed by the new initiatives to rigorously evaluate social care activities.”

<https://www.healthaffairs.org/content/forefront/developing-national-social-care-standards>

SECURING THE INVESTMENTS WE NEED

Typical funding sources for social care activities

Governmental initiatives

- E.g., SNAP, home-delivered meals, or state funds like Illinois' Choices for Care program, public health initiatives, demonstration projects (e.g., HUD's Integrated Wellness in Senior Housing program)

Grant funding

- Philanthropic
- Individual donors

Healthcare funding

- Payers
 - *Billing "fee for service" directly*
 - *Contracts with managed care*
- Health systems and provider groups (e.g., Accountable Care Organizations)
 - *Operational funds*
 - *Alignment with value-based care and/or community benefit reporting*



Gaps in coverage limit access

“Good intentions by clinicians and systems are stymied by payment restrictions and the outright lack of payment for social interventions.”



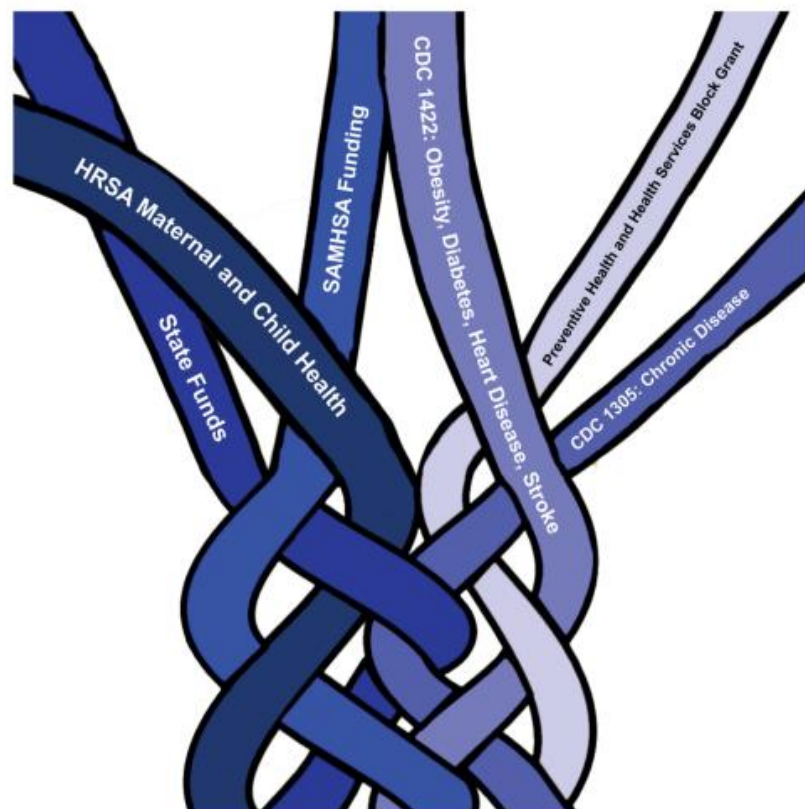
Making it work in the real world

Most initiatives require support from multiple funding streams

- Requires coordination of funds with different timelines and reliability, and tracking sources with specific deliverables
- “Braiding” and “blending” are two general approaches



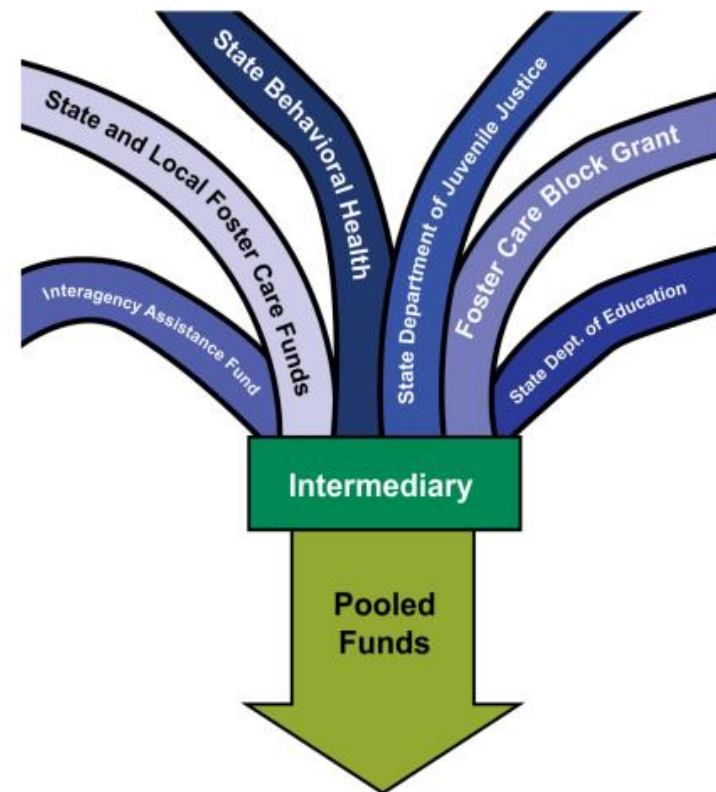
Braiding



Adapted from the National Academy for State Health Policy, December 2017.

<https://nashp.org/wp-content/uploads/2017/12/deBeaumont.pdf>

Blending



Adapted from the National Academy for State Health Policy, June 2016.

<https://nashp.org/wp-content/uploads/2016/06/CSA-Virginia-Brief-1.pdf>

Making it work in the real world

Most initiatives require support from multiple funding streams

- Requires coordination of funds with different timelines and reliability, and tracking sources with specific deliverables
- “Braiding” and “blending” are two general approaches

Based on research and input from the field, NASEM committee recommends additional attention to financing of health and social care integration

We also recognize that broader systemic and infrastructure investments are needed beyond integration activities highlighted here

- E.g., Transportation, affordable housing, environmental justice initiatives, digital access



Integrating social care into health care requires new financing approaches

Recommendations from 2019 NASEM report:

- 1. Update legal definitions of health care.**
- 2. Reform health care payment.**
- 3. Boost accountability.**
- 4. Streamline financing for dually eligible Medicare and Medicaid beneficiaries.**
- 5. Increase administrative capacity of social service providers.**



Integrating social care into health care requires new financing approaches

Recommendations from 2019 NASEM report:

1. **Update legal definitions of health care.**

Optimize opportunities under Medicare and Medicaid by expanding view of health care

2. **Reform health care payment.**

3. **Boost accountability.**

4. **Streamline financing for dually eligible Medicare and Medicaid beneficiaries.**

5. **Increase administrative capacity of social service providers.**



“As the nation’s largest health insurer, the Centers for Medicare & Medicaid Services has a critical role to play in driving the next decade of health equity for people who are underserved. Our unwavering commitment to advancing health equity will help foster a health care system that benefits all for generations to come.”



Dr. LaShawn McIver, Director, CMS Office of Minority Health

<https://www.cms.gov/files/document/cms-framework-health-equity-2022.pdf>

“Fee for service”

Health care services traditionally have been reimbursed on a volume basis, often with adjustments based on complexity

- This called “fee for service” (FFS)

Financing social care assistance and care coordination via FFS reimbursement structures requires recognition of billing codes that describe the service

- Incentive with “medical loss ratio”

Several types of billing codes and approval processes

- CPT codes
- HCPCS (Levels I, II, III)
- LOINC, SNOMED



A spotlight on Medicare

Medicare statute says Medicare coverage is “limited to items and services that are reasonable and necessary for the diagnosis or treatment of an illness or injury”

- Gradually pushing envelope on prevention

Clinic-based (Medicare Part B) code sets recognized by CMS in last decade include:

- Medicare Annual Wellness Visit
- Patient-focused health risk assessment
- Transitional Care Management
- Chronic Care Management
- Behavioral Health Integration
- Principal Care Management

These codes are billable by physicians or other “qualified health providers”

- Services by “auxiliary personnel” or “clinical staff” can contribute toward billable service on “incident to” basis



A spotlight on Medicare

CMS proposed significant changes in their proposed Medicare Part B policy for 2024 (“physician fee schedule”)

New proposed billing codes for:

- Social Determinants of Health (SDOH) Screening
- Community Health Integration (CHI)
- Principal Illness Navigation (PIN)
- Caregiver Training Services

Recognizing clinical social workers, marriage & family therapists (MFTs), and other mental health counselors as eligible to bill for:

- Health behavior assessment & intervention services



A spotlight on Medicaid

States have several options for incorporating social care:

- **State plan**
- **Health Homes**
- **Managed care**
 - “In lieu of” services (ILOS)
- **1115 waiver**
 - Housing, nutrition, HRSN case management
- **1915(b) waiver**
 - Home and community-based services (HCBS)
 - transportation, personal care services, adult daycare, supported employment

California example

- 2018: Health Homes
- 2020: “Medi-Cal 2020”
 - 25 “Whole Person Care” pilots for Medicaid beneficiaries with complex needs
 - Via 1115 waiver
- 2022: CalAIM
 - Transitioning pilots across state via Medicaid managed care system
 - Via 1115 waiver, 1915(b) waiver, and state plan amendments



A spotlight on Medicaid

CMS building in guardrails

- Percent of funds that can be spent (e.g., 5%)
- State spending on related services must be maintained or increased
- Medicaid reimbursement rates 80% of Medicare rates
- Data collection from states

CHWs

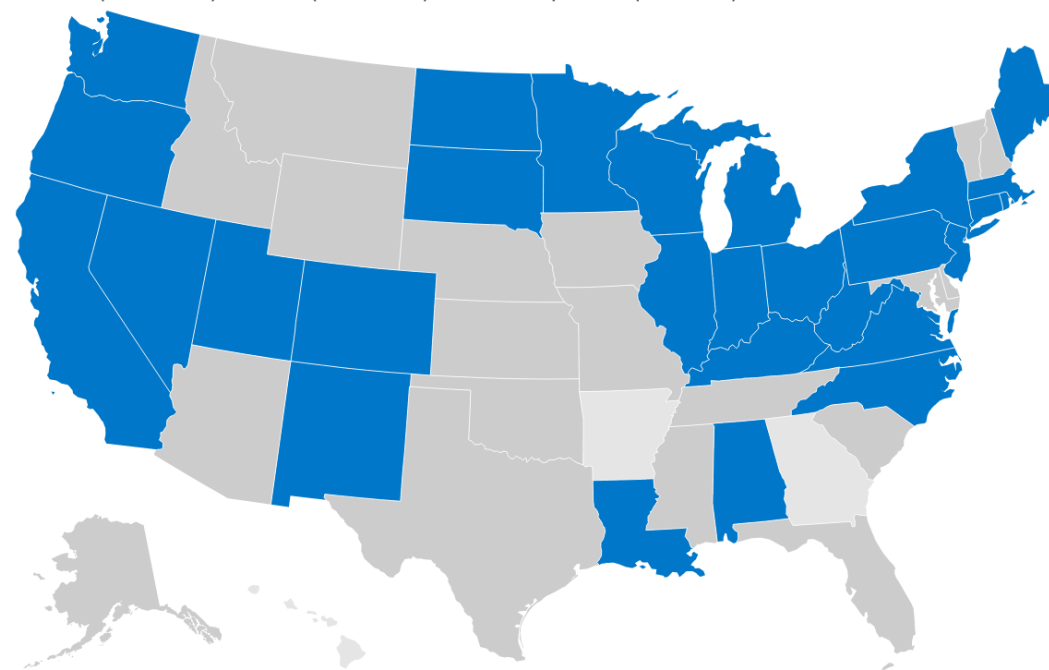
- 29 states pay for community health worker (CHW) services via Medicaid
- Billing codes in use vary



Figure 1

States that Allow Medicaid Payment for Services Provided by Community Health Workers (CHWs) as of July 1, 2022

■ Yes (29 states) ■ No (19 states) ■ Not reported (3 states)



NOTE: Arkansas, Georgia and Hawaii did not provide responses to this question.

SOURCE: Annual KFF survey of state Medicaid officials conducted by Health Management Associates, October 2022.

KFF

Integrating social care into health care requires new financing approaches

Recommendations from 2019 NASEM report:

1. **Update legal definitions of health care.**
2. **Reform health care payment.**
Alternative payment models
3. **Boost accountability.**
4. **Streamline financing for dually eligible Medicare and Medicaid beneficiaries.**
5. **Increase administrative capacity of social service providers.**



Value-based care: Opportunities and challenges

Social care aligns with value-based care incentives

We're seeing investments in limited areas

- Pilots focused on specific disease states and not often available across the board
- Medicare Advantage Special Supplemental Benefits for the Chronically Ill

Yet, "Return on investment" (ROI) hard to identify

- Complexities of people's lives mean that most change happens longitudinally
- Person-centered social care interventions typically don't address a single issue in isolation



Center for Medicare & Medicaid Innovation (CMMI)

Innovation Center has implemented dozens of payment reform demonstrations since 2012 with goals around quality measure and cost of care outcomes

Table 2. Accountable Care Metrics

Aim: Increase the number of beneficiaries in a care relationship with accountability for quality and total cost of care.

Impact on Beneficiaries: Beneficiaries in accountable care relationships will experience more person-centered, seamless care that supports their health and care goals.

Metric 1: Percent of Traditional Medicare beneficiaries with Parts A & B that will be in a care relationship with accountability for quality and total cost of care	• 2021 Baseline	• 44%
	• 2024 Target	• 60%
	• 2025 Target	• 65%
	• 2030 Target	• 100%



Integrating social care into health care requires new financing approaches

Recommendations from 2019 NASEM report:

1. Update legal definitions of health care.
2. Reform health care payment.
3. **Boost accountability.**
Use classification and procedure codes to describe services
4. Streamline financing for dually eligible Medicare and Medicaid beneficiaries.
5. Increase administrative capacity of social service providers.



Healthcare requirements and incentives to screen for social needs

Payers and regulators increasingly requiring healthcare delivery systems to capture data on health-related social needs (awareness)

CMS

- Inpatient and outpatient
- Varying accountability for follow up

National Committee for Quality Assurance (NCQA)

- “Healthcare Effectiveness Data & Information Set (HEDIS)” measures
- New Social Need Screening and Intervention (SNS) HEDIS measure

Joint Commission


- Requires screening for representative sample of patients



Capturing social needs data

“Z codes”

- ICD Diagnostic Code family – factors influencing health status and contact with health services
- Use to capture complexity and inform incentives in Medicare Advantage and Medicare FFS inpatient



Z code Categories	Z55 – Problems related to education and literacy	Z60 – Problems related to social environment
	Z56 – Problems related to employment and unemployment	Z62 – Problems related to upbringing
	Z57 – Occupational exposure to risk factors	Z63 – Other problems related to primary support group, including family circumstances
	Z58 – Problems related to physical environment	Z64 – Problems related to certain psychosocial circumstances
	Z59 – Problems related to housing and economic circumstances	Z65 – Problems related to other psychosocial circumstances

This list is subject to revisions and additions to improve alignment with SDOH data elements.

Gravity Project

- Consensus-driven advancements on terminology, tech/interoperability, and pilots



Integrating social care into health care requires new financing approaches

Recommendations from 2019 NASEM report:

1. Update legal definitions of health care.
2. Reform health care payment.
3. Boost accountability.
4. **Streamline financing for dually eligible Medicare and Medicaid beneficiaries.**
5. Increase administrative capacity of social service providers.



Care coordination and social care are built into initiatives to serve dually-eligible Medicare & Medicaid beneficiaries

- **Medicaid managed care**
 - + Medicare as secondary
- **Dual-Special Needs Plans (D-SNPs)**
 - Via Medicare Advantage
- **Innovation Center**
 - State demonstrations via the Financial Alignment Initiative
- **Program for All-Inclusive Care of the Elderly (PACE)**
 - Expected to offer comprehensive services, including: personal care services, home care, adult day health care, recreational therapy, meals, dental care, nutritional counseling, social services, social work counseling, end of life care, transportation



Integrating social care into health care requires new financing approaches

Recommendations from 2019 NASEM report:

1. **Update legal definitions of health care.**
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5. **Increase administrative capacity of social service providers.**
To enable bi-directional workflow and integration across sectors.



Opportunities for enabling bi-directional collaboration across sectors

Demand for CBO services is increasing

- More healthcare delivery systems screening for health-related social needs

Common challenges for CBOs

- Technological systems
- Hard to sustain partnerships with unreliable funding
- Governmental funding coverage limitations, less competitive rates for recruiting and retaining staff

SHARPs facilitate information sharing and direct referrals (e.g., UniteUS, Find Help)

- Some markets have multiple SHARPs in use by different entities – burden and confusion
- Some public-facing resource inventories can initiate a direct self-referral



Partnership to Align Social Care

A National Learning
& Action Network

A national collaboration of leaders from across sectors

- Initiated by leaders from community-based organizations (CBOs)

Goal: successful partnerships between health care organizations and networks of CBOs delivering social care services



Key activities:

1. Identifying core competencies and an approach for qualifying CBO networks
2. Encouraging widespread use of existing and proposed billing codes
3. Developing a streamlined contracting process between health systems, payers, and CBOs
4. Promoting common IT security and interoperability standards
5. Enabling organization and financing strategies for sustainable CBO network infrastructures and lifting up current best practices among CBO networks
6. Producing a framework that reflects a balanced, common vision for achieving and sustaining an “ideal state” of health and social care alignment

CCH: Community Care Hub = Health Equity Solution



Consumer Negatively Impacted by Social Drivers of Health



Care Team Completes Limited SDOH Screen and Refers to CCH



CCH acts as Single Point of Referral for a Network of CBOs – Organized Into a **Social Care Delivery System (SCDS)**



CCH Partner Org. Completes a Comprehensive, Evidence-Based SDOH Screen



CCH + Healthcare Conduct CQI to Document the Impact: Health-Related Social Needs Addressed (Pop Health), ROI, + Measures of Health Equity

CCH Submits Closed-Loop Referral Data: Z-Codes, Social Intervention Codes, and Outcome of Social Care Svcs



CCH Works to Blend & Braid All Available Resources to Address Identified Needs: Public + Private + Healthcare + Philanthropy



CCH Team Develops a Person-Centered Plan to Address Social Drivers of Health

**CAMPAIGN FOR SOCIAL WORK'S VALUE
IN IMPROVING OUR NATION'S HEALTH**

A spotlight on social workers as one key workforce

Too many people face preventable barriers to health and to quality healthcare.

Social workers make an impact by skillfully supporting people today while working to build stronger systems for tomorrow.



Social workers **promote** health.



Social workers **enhance** hope.



Social workers **improve** healthcare outcomes.



Policy change needed to maximize social work's impact

Social workers are often not viewed as health care providers and often rely on grant funding

- Not everyone has equal access to SW services

CSWs are restricted to billing Medicare only for the services they offer directly as mental health providers

- Restrictive definition of clinical social worker services within the Social Security Act
 - CMS has restricted CSWs from billing for Health Behavior Assessment & Intervention services
 - Limited funding streams for organizations to finance this type of care
 - Limited access for Medicare beneficiaries



Coalition for Social Work and Health



- A collective dedicated to elevating and expanding social work's impact in improving health and healthcare
- Coalition engages in advocacy, research, and education via the participation of organizations, practice and academic leaders, and allies
 - Representation from over 30 social work professional groups and schools – including CHAS @ UChicago
- Led efforts to design, fundraise for, and act on recommendations from the NASEM consensus study on health and social care integration
 - Made possible by 12 philanthropic and social work association funders, plus 60+ SW schools

2022-2024: Campaign for Social Work's Value In Improving Our Nation's Health

**Coordinated advocacy and communications campaign,
with support from The New York Community Trust**

1. Develop & disseminate materials that highlight social workers' expertise and social work innovations among diverse audiences

2. Train SW students & practitioners to be ambassadors for social work expertise, roles, & value in health care

3. Advance policy advocacy efforts to support the social work workforce in health care

4. Build sustainable infrastructure for the Coalition for Social Work and Health



Help us increase access to social work services

1. Shine a light on the imperative around social work in health care

- Share materials about social work's role, expertise, and value in health care with diverse stakeholders within your own network
 - www.chasci.org/cswh-resources
 - *@C4SWHealth on Twitter*
- Partner with us to contribute to op-eds, host local presentations, present at conferences, compile resources, conduct workforce research, etc.

2. Help advocate to address policy barriers (including provisions in H.R. 4638)

- Visit www.chasci.org/cswh-action for toolkits and more
- Organizational endorsements: awheeler@guidelobby.com

3. Partner with us on or provide support for future Coalition activities



CLOSING THOUGHTS

What we've covered today

- **Imperative for social care**
- **History of attention to care coordination and social care**
- **Overview of social care financing mechanisms and opportunities**
- **Campaign for social work's value in improving our nation's health**



Opportunities for impact

CMS Framework for Health Equity Priorities



Priority 1: Expand the Collection, Reporting, and Analysis of Standardized Data



Priority 2: Assess Causes of Disparities Within CMS Programs, and Address Inequities in Policies and Operations to Close Gaps



Priority 3: Build Capacity of Health Care Organizations and the Workforce to Reduce Health and Health Care Disparities



Priority 4: Advance Language Access, Health Literacy, and the Provision of Culturally Tailored Services



Priority 5: Increase All Forms of Accessibility to Health Care Services and Coverage

Adapt CMS health equity priorities in your own organization, as applicable

Advocate for policies that invest in social care workforce, programs, and community investments

Engage in practice-based research or research-based practice in a way that is relevant for policy and education



“We'll keep making equity and justice our North Star because we know healthcare is about more than just mending bones or dispensing pills; it's about giving people access to peace of mind, to economic security, and to a brighter future.

And that should belong to everyone, no matter where you come from, what your color, what language you speak. We think all Americans have that opportunity.”

- Xavier Becerra, Secretary, US Department of Health and Human Services Health Affairs Briefing: Racism & Health

<https://www.healthaffairs.org/doi/10.1377/he20220125.966408/>

Thank you! Questions? Comments?

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