

**North Carolina**  
**Department of**  
**Health and Human Services**  
*Division of Medical Assistance*

*North Carolina Medicaid Be Smart*  
*Family Planning Waiver*  
*Waiver Year Four*  
*Report on the Non-Participant Survey*

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## EXECUTIVE SUMMARY

Navigant Consulting, Inc. (NCI) developed and conducted a survey in the summer of 2009 to assess reasons for non-participation among enrollees in Waiver Year Four of the Medicaid Be Smart Family Planning Waiver (the Waiver). Based on the success of the survey in Waiver Year Three, NCI used the same survey for Waiver Year Four. Twenty-one percent of enrollees in the Waiver program did not use waiver services in Waiver Year 4, in comparison to 75 percent in Waiver Year Two and 36 percent in Waiver Year Three; the percentage of non-participation has greatly improved.

The response rate for 2009 improved over the 19 percent rate for the Waiver Year Three survey. In all, NCI was able to review 216 surveys, 22 percent of surveys mailed. NCI determined that those who responded were fairly comparable to the universe of waiver enrollees in terms of age and county of residence; men were underrepresented in the survey responses.

In general, NCI found that reasons for non-participation among respondents were akin to the reasons cited for Waiver Years Two and Three. Again, responses indicate a lack of understanding by non-participant enrollees regarding the program. There was an improvement in the percentage of respondents who were not aware of their eligibility for Waiver services, 25 percent of survey respondents were not aware that they were eligible for services; this was lower than the percentages of respondents from Waiver Years Two (38 percent) and Three (34 percent). Although still a high percentage, the percentage of respondents who did not understand what services were covered by the Waiver continued to decrease, 46 percent of respondents in Waiver Year Four compared with 51 percent in Waiver Year Two and 47 percent in Waiver Year Three. When asked if there were other services they would have used that were not paid for by the Waiver, several of the respondents who answered the questions indicated a desire for services that were actually covered by the program. Various respondents wrote-in reasons for non-participation that included having other insurance that covered services and desiring that the program provided broader healthcare coverage.

Through our analysis of survey responses from non-participating enrollees, NCI observed the following:

- Nine percent of respondents indicated that they did not use Waiver services because they did not know where to find a provider who offered covered services. This percentage decreased compared to results from Waiver Year Three; however, access to services is an area of the Waiver program that DHHS continually strives to improve.
- Forty-four percent of respondents who did not use services in Waiver Year Four indicated they planned to use Waiver services in Waiver Year Five, with 31 percent reporting they did not expect to use services and 21 percent unsure. A lower

percentage of respondents indicated they would use services in the future compared with prior waiver years. The survey did not ask about the reasons for participating, but given the large number of individuals who had not heard of the program and the high rate of expected Waiver Year Five participation, it is possible that receiving information about the program through the survey and the brochure included along with the survey led to some of the decisions to participate.

- Of the individuals who reported they did not plan to use services in the upcoming year, the most common reasons were that they are no longer eligible for services (33 percent) and they do not use birth control and do not need a prescription (22 percent). No longer being eligible for services was a common reason across all waiver years.
- Individuals who reported they used family planning services that were not paid for by Medicaid in the previous year sought services from a variety of locations. The majority sought services in a health care provider's office (57 percent) or the county health department (27 percent). In 17 percent of cases, those locations were the same places where they received basic health care services.
- When asked what other family planning services they would have used if other services had been paid for by the Waiver program, Waiver Year Four respondents expressed the desire for services related to their medical health and or non-family planning related treatments; Waiver Year Three responses were comparable.

In early 2008, the North Carolina Department of Health and Human Services (DHHS), in response to the findings from the Waiver Year Two survey, mailed letters to enrollees' homes within a month of their enrollment to provide information about the Waiver. It appears that further outreach and education about the program may continue to improve participation as evident by an increase in the percentage of non-participants eventually using Waiver services (from 6 percent to 10 percent) after DHHS began distributing enrollment letters .

## **SECTION I: INTRODUCTION**

The Evaluation Plan approved by the Centers for Medicare and Medicaid Services (CMS) for the Family Planning Waiver includes an indicator to assess and evaluate reasons for non-participation in the waiver. The Waiver Evaluation Plan specifies the use of a statewide mail survey of a sample of non-participants, defined as individuals enrolled in the program who did not receive services within 12 months of their enrollment. The survey aims to determine the reasons non-participants choose not to participate, the circumstances surrounding their decisions and their likelihood of participating in the future.

### **Evaluation Objectives**

The Family Planning Waiver Evaluation Plan sets forth the hypotheses to be tested to determine if the Waiver program meets the established objectives. The Evaluation Plan approved by CMS is designed to measure the overall impact of the Waiver. The overall evaluation includes a retrospective cohort study and a process evaluation. The retrospective cohort study involves secondary analyses of information routinely obtained at the State Center for Health Statistics as well as Medicaid claims data. The process evaluation includes a standard set of quality of care indicators. One of the specific process and quality indicators is represented as Hypothesis D.3:

“Increase understanding about reasons for non-participation: To assess why enrolled individuals do not participate in the Waiver program, NCI will annually survey, by mail, a statewide sample of non-participants. Non-participants are defined as those enrolled in the program but not receiving services within 12 months of their enrollment. The sample size for the survey will be based on the number of non-participants in any given 12 months but will not exceed 1000 non-participants in any one survey. Our aim will be to determine the reasons non-participants choose not to participate, the circumstances surrounding their decision and their likelihood of participating in the future. NCI believes that lost to follow-up rates will be high and response rates very low for this population.”

## SECTION II: METHODOLOGY

In this section, NCI describes the methods used to identify non-participants and some of the challenges associated with the survey responses and response data.

### Data Source Development

Navigant Consulting, Inc. (NCI) reviewed Medicaid Management Information System (MMIS) claims and enrollment data to select “non-participants,” that is, enrollees with twelve continuous months of enrollment in the Waiver who did not have a family planning claim within twelve months of their enrollment date. At the time of the non-participant selection, both claims and enrollment data were available through the end of April 2009. To begin, NCI excluded anyone with a mailing address outside of North Carolina. NCI then excluded individuals who did not have an initial enrollment or re-enrollment date between April 1, 2007 and April 1, 2008.<sup>1</sup> From the remaining pool of enrollees, NCI excluded any individual who did not have at least 12 continuous months of enrollment (allowing for up to 15-day gaps between enrollment periods). NCI then matched these individuals, using Medicaid ID numbers, to the available claims data to identify individuals without a valid claim in the 12 months after enrollment. In total, NCI identified 11,221 individuals who met the criteria of a “non-participant” for the purposes of the survey.

NCI used simple random sampling to randomize the universe of non-participants for sampling. NCI generated a random sample of 1,500 non-participants from the universe of the 11,221 non-participants. Although the evaluation plan only required 1,000 non-participants to be surveyed, NCI generated a list of 500 additional non-participants in the event records needed to be replaced from the sample of 1,000.

NCI mailed the surveys on July 13, 2009. NCI asked respondents to return the survey by July 31, 2009 and offered a \$25 Wal-Mart gift card for the first 100 returned surveys. To encourage people to open the survey, NCI mailed the surveys in large envelopes that stated on the outside the opportunity to receive a \$25 Wal-Mart gift card. NCI began receiving survey responses on July 16, 2009 and accepted responses through August 31, 2009. NCI has included the survey sent to non-participants as Appendix A.

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<sup>1</sup> NCI used individuals with enrollment dates between April 1, 2007 and April 1, 2008 because the available claims data only had dates through April 2009 and NCI needed to identify individuals with a full 12 months of non-participation in the waiver program.

## Survey Response Challenges

The survey response rate was 22 percent; however, NCI had to exclude several surveys for various reasons.

### *Response Rates*

NCI sent 1,000 surveys and received 216 responses, a response rate of 22 percent. Eighty-five surveys were returned as undeliverable; NCI was able to correct the address and resend 37 of them. As discussed in greater detail later in this report, the survey respondents were generally representative of the universe of non-participants, and therefore NCI believes the survey responses collected was useful information that will help to understand common reasons for non-participation.

### *Excluded Survey Responses*

NCI excluded a total of 15 returned surveys. Based on an analysis of survey demographic responses compared to the known demographics for the individuals who were supposed to complete the specific survey, NCI found:

- 11 surveys that were completed by persons of the opposite gender
- Four surveys that were completed by respondents in different age groups than whom NCI intended to complete the survey

NCI could not verify whether the individuals who returned these surveys were actual non-participants in the Waiver, NCI excluded these 15 responses. Excluding these surveys left 201 valid survey responses, which were the basis for NCI's analysis.

### **SECTION III: FINDINGS FROM NON-PARTICIPANT SURVEYS**

Below, NCI presents our findings from the non-participant survey. NCI describes findings related to various survey questions and provide a summary of overall findings, with observations according to age, gender and racial background of the respondents. NCI provided the response rates to each survey question in the survey as Appendix A.

#### **Respondent Demographics**

The survey included questions regarding the age, gender, race and ethnicity of the population. Because age, gender and race information were included in the enrollment file from which NCI drew the sample, NCI was able to compare respondent demographics to the demographics of the sample population and the entire non-participant population. NCI was also able to determine the geographic distribution of individuals who responded and whether they were representative of all non-participants. NCI asked respondents to indicate their ethnicity on the survey responses; however, this same information was not available for the sample population or the entire non-participant population to make comparisons.

#### *Demographics Used to Gauge Representativeness of Responses*

NCI first reviewed the demographic characteristics of the survey respondents. The results provided context for answers provided by the respondent population and allowed us to compare the respondents to both the sample of individuals to whom NCI mailed the survey and the entire non-participant population from which NCI drew the sample. NCI reviewed the age, gender, racial and geographic distribution for the three populations to determine whether the respondent population was representative of the sample population and universe of non-participants.

NCI found that in general, the respondent population is representative of the sample population and the sample population is representative of the universe of non-participants. For characteristics such as age, the sample population was representative of the universe of non-participants, while men were slightly underrepresented and rural counties were slightly overrepresented. NCI believes that the results of the survey can be generalized to evaluate reasons for non-participation in Waiver Year Four.

Table 1 below details the age distribution of survey respondents compared to the entire population to whom NCI sent surveys and the universe of the non-participant population. Overall, the age distribution was relatively comparable among all three populations. The respondents varied in terms of age; the age groups 19–24, 25–29, 30–34 and 40–55 each represented between 19 and 24 percent of respondents. Compared to the sample population and the entire non-participant population, the age group 19–24 was somewhat underrepresented, while ages 40–55 were overrepresented.

**Table 1: Age Distribution of Survey Respondents, Sample Population and All-Non-Participants**

Age Group	Respondents		Sample Population		All Non-Participants	
	Number	Percent	Number	Percent	Number	Percent
Age 19-24	48	24	336	34	3,726	33
Age 25-29	43	22	215	22	2,347	21
Age 30-34	38	19	171	17	1,775	16
Age 35-39	27	13	117	12	1,382	12
Age 40-55	44	22	154	15	1,936	17
Age 56 and Older	0	0	7	<1	55	<1
<b>Total</b>	<b>200</b>	<b>100</b>	<b>1,000</b>	<b>100</b>	<b>11,221</b>	<b>100</b>
No Response	1	–	–	–	–	–

Men were underrepresented in the survey respondent population compared to both the sample population and all non-participants, while women were overrepresented. Table 2 below displays the comparison of the distribution of gender.

**Table 2: Gender of Survey Respondents, Sample Population and All Non-Participants**

Gender	Survey Respondents		Sample Population		All Non-Participants	
	Number	Percent	Number	Percent	Number	Percent
Men	32	16	271	27	2,909	26
Women	166	84	729	73	8,312	74
<b>Response Total</b>	<b>198</b>	<b>100</b>	<b>1,000</b>	<b>100</b>	<b>11,221</b>	<b>100</b>
No Response	3	–	–	–	–	–



Table 3 below displays the distribution of the race of survey respondents compared both to the sample population and to all non-participants. For all races, survey respondents were representative of the sample population and all non-participants.

**Table 3: Racial Background of Survey Respondents, Sample Population and All Non-Participants**

Race	Survey Respondents		Sample Population		All Non-Participants	
	Number	Percent <sup>2</sup>	Number	Percent	Number	Percent
African American	101	50	466	47	5,519	49
American Indian or Alaskan Native	7	3	18	2	170	2
Asian	2	1	18	2	179	2
Pacific Islander or Hawaiian Native	-	-	2	<1	17	<1
White	82	41	421	42	4,645	41
Other	6	3	-	-	-	-
No identification	3	2	75	7	691	6
<b>Total</b>	<b>201</b>	<b>100</b>	<b>1,000</b>	<b>100</b>	<b>11,221</b>	<b>100</b>

NCI also examined the geographic distribution of survey respondents compared to the population of all non-participants. NCI received responses from individuals in 59 of 99 counties. Table 4 on the following page displays the rural and urban distribution of respondent counties and indicates the respondent population is relatively representative (in terms of this variable) of the sample population.

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<sup>2</sup> Components exceed total due to rounding

**Table 4: Rural and Urban Distribution of Survey Respondents, Sample Population and All Non-Participants (Percent)**

	Survey Respondents	Sample Population	All Non-Participants
Percent Rural	37	35	34
Percent Urban	63	65	66
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>

*Respondent Ethnicity*

The survey asked individuals to identify their race and ethnicity separately. Twelve respondents identified themselves as Spanish, Hispanic or Latino; two of these respondents did not provide a racial identification.

For each racial group, NCI summarized in Table 5 the percentage of respondents who did and did not indicate for themselves Spanish, Hispanic or Latino ethnicity. This information was not available for the sample population or the total non-participant population.

**Table 5: Race and Ethnicity Distribution of Survey Respondents (Percent)**

Race	Spanish/Hispanic/Latino Ethnicity Percent			Total
	Yes	No	No Response	
African American	1	44	5	50
American Indian or Alaskan Native	<1	>2	<1	3
Asian	0	1	0	1
Other	2	0	<1	3
White/Caucasian	1	38	2	41
No Response	1	0	<1	2
<b>All Races</b>	<b>6</b>	<b>86</b>	<b>8</b>	<b>100</b>

### Reasons for Non-Participation in Waiver Year Four<sup>3</sup>

Compared to Waiver Years Two and Three, Waiver Year Four respondents reported similar issues regarding reasons for non-participation, indicating similar levels of awareness of the program and difficulties understanding how to access services. As Exhibit 1 on the following page demonstrates, the percentage of respondents who indicated a lack of understanding about the services covered by the program decreased from 47 percent in Waiver Year Three to 46 percent in Waiver Year Four, while the percentage of respondents who did not know they were eligible for services from the Waiver decreased from 34 percent in Waiver Year Three to 25 percent in Waiver Year Four. Other common reasons included:

- Not knowing where to get services (22 percent of respondents)
- Not using a birth control method at the time (20 percent).
- Not needing the services (14 percent)

The percentage of respondents who did not know where to get services improved since Waiver Year Three, 22 percent of Waiver Year Four respondents compared with 33 percent of Waiver Year Three respondents.

Several respondents wrote in reasons for non-participation that included:

- Having other insurance that covered services
- Desiring that the program provided broader healthcare coverage

Exhibit 1 presents the results for Waiver Year Four as well as the respondent percentages from Waiver Years Two and Three for the same responses. The non-participant survey was modified after Waiver Year Two, including the response options for this particular question; therefore certain responses do not have response rates for Waiver Year Two.

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<sup>3</sup> Throughout the report, NCI reports non-participant answers as they were reported in the survey. Especially in the case of write-in answers, some answers may appear to be inconsistent or unclear. NCI does not make any assumptions regarding the validity of the responses.

## Exhibit 1: Reasons for Non-Participation

Reason	Number	Percent of Respondents Selecting the Reason		
		Year 4	Year 4	Year 3
I did not know that I was eligible to get family planning services from the Medicaid "Be Smart" program	48	25	34	38
I did not know what was covered by the Medicaid "Be Smart" program	87	46	47	51
I did not need the services	26	14	18	19
I did not want to use family planning services	6	3	3	5
I did not want to use services from the Medicaid program	2	1	1	2
I did not know where I could get services	42	22	33	26
I did not use a birth control method at that time and did not need a prescription	39	20	20	19
I did not have the time to use the services	8	4	8	4
I did not have transportation to get to appointments	12	6	7	3
I could not find child care so that I could go to an appointment	2	1	2	3
My partner does not want me to use family planning services	0	0	0	2
I am sterilized/My partner is sterilized	10	5	9	N/A
I am abstinent	10	5	8	N/A
I could not find a provider I was comfortable using	8	4	7	4
I could not find a provider who offered family planning services	18	9	16	4
Unsure	20	15	4	5
Other	28	10	21	11
<b>Total Responses</b>	<b>365</b>			
<b>Total Respondents</b>	<b>191</b>	<b>100</b>	<b>100</b>	<b>100</b>
Nonrespondents	10			
Multiple Responses	174			

<sup>4</sup> The survey options for this question were modified after Waiver Year Two; therefore data are missing for some responses.

Further, NCI examined whether survey responses regarding Waiver Year Four participation decisions varied by respondent demographics.

### *Age*

For all age groups except age 56 and older, the most commonly reported reason for not participating was not knowing what the Waiver covered.<sup>5</sup> Other reasons included not knowing about eligibility for the program, not knowing where to get services and not using a birth control method. The remaining responses varied across age groups, as detailed in Exhibit 2, on the following page.

Respondents over the age of 40 and between the ages of 19–24 were the most likely to be unaware of their eligibility to receive family planning services from the Waiver. While respondents between the ages of 30–34 were most likely (18 percent) to report they did not need family planning services and that they did not have time to use services (18 percent); respondents between the ages of 19–24 and 35–39 had the highest proportion (25 percent) of responses indicating no use of birth control.

Similar to Waiver Year Three survey results, respondents' most common reasons for not participating in the Waiver related to awareness and understanding of how to access the program.

### *Gender*

The most commonly reported reason for non-participation for both genders was not knowing what the program covered (47 percent of men and 43 percent of women). Women (24 percent) and men (22 percent) comparably reported that they did not know they were eligible for services from the Waiver. Men were as likely as women to report they did not need the services (13 percent). Men were more likely than women to report not finding a provider who offered services (19 percent and 7 percent, respectively) and not knowing where to get services (28 percent and 19 percent, respectively). Exhibit 3, on page 12, illustrates that men and women reported differing and varied reasons for non-participation.

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<sup>5</sup> There were zero respondents in the "56 and older" age group.

**Exhibit 2: Percent of Respondents Reporting Reasons for Non-Participation, by Age**

Reason	Age <sup>6,7</sup>						
	19-24	25-29	30-34	35-39	40-55	56 or older <sup>8</sup>	All Ages
I did not know that I was eligible to get family planning services from the Medicaid “Be Smart” program	29	21	16	19	32	0	24
I did not know what was covered by the Medicaid “Be Smart” Family Planning Program	54	35	39	59	34	0	44
I did not need the services	10	16	18	7	11	0	13
I did not want to use family planning services	2	7	3	0	2	0	3
I did not want to use services from the Medicaid program	0	0	3	0	2	0	1
I did not know where I could get services	21	16	16	33	23	0	21
I did not use a birth control method at that time and did not need a prescription	25	23	11	25	14	0	20
I did not have the time to use the services	2	0	18	0	0	0	4
I did not have transportation to get to appointments	6	2	8	4	9	0	6
I could not find child care so that I could go to an appointment	0	5	0	0	0	0	1
My partner does not want me to use family planning services	0	0	0	0	0	0	0
I am sterilized/my partner is sterilized	0	12	5	0	7	0	5
I am abstinent	11	7	3	4	0	0	5
I could not find a provider I was comfortable using	0	2	3	11	5	0	4
I could not find a provider who offered family planning services	11	2	3	19	7	0	9
Unsure	8	16	8	4	9	0	10
Other	19	16	5	15	14	0	14

<sup>6</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.

<sup>7</sup> See Table 1, on page 5, for the number of individuals in each age group.

<sup>8</sup> There were zero respondents in the “56 and older” age group.

### Exhibit 3: Percent of Respondents Reporting Reasons for Non-Participation, by Gender

Reason	Gender <sup>9,10</sup>	
	Men	Women
I did not know that I was eligible to get family planning services from the Medicaid "Be Smart" program	22	24
I did not know what was covered by the Medicaid "Be Smart" Family Planning Program	47	43
I did not need the services	13	13
I did not want to use family planning services	6	2
I did not want to use services from the Medicaid program	3	<1
I did not know where I could get services	28	19
I did not use a birth control method at that time and did not need a prescription	6	22
I did not have the time to use the services	6	4
I did not have transportation to get to appointments	6	5
I could not find child care so that I could go to an appointment	0	1
My partner does not want me to use family planning services	0	0
I am sterilized/my partner is sterilized	0	6
I am abstinent	0	6
I could not find a provider I was comfortable using	6	4
I could not find a provider who offered family planning services	19	7
Unsure	9	10
Other	13	14

<sup>9</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.

<sup>10</sup> See Table 2, on page 5, for the number of individuals by gender.

### *Racial Background*

The number of survey respondents was very small for all races except for African American and White respondents, making it difficult to compare reasons for non-participation across races. There was some variation, however, between the two races that had a higher number of responses.

African American respondents were more likely than White respondents to report they did not know they were eligible for family planning services from the Waiver (27 percent compared to 18 percent).

White respondents were more likely than African American respondents to report they did not need services (17 percent and 11 percent, respectively); and White respondents reported at a higher proportion than African American respondents that they did not use a birth control method at that time and did not need a prescription (27 percent and 11 percent, respectively).

Exhibit 4, on the next page, details all reported reasons for non-participation by race.



**Exhibit 4: Percent of Respondents Reporting Reasons for Non-Participation, by Race**

Reason	Race <sup>11,12</sup>					
	African American	American Indian or Alaskan Native	Asian	Multiracial	White/Caucasian	No Response
I did not know that I was eligible to get family planning services from “Be Smart”	27	29	100	33	18	0
I did not know what was covered by Medicaid “Be Smart”	45	57	50	33	43	0
I did not need the services	11	14	0	0	17	33
I did not want to use family planning services	2	0	0	0	5	0
I did not want to use services from the Medicaid program	1	0	0	0	1	0
I did not know where I could get services	22	29	50	33	18	0
I did not use a birth control method at that time and did not need a prescription	11	29	50	33	27	33
I did not have the time to use the services	3	0	0	0	6	0
I did not have transportation to get to appointments	5	14	0	0	7	0
I could not find child care so that I could go to an appointment	0	0	0	0	2	0
My partner does not want me to use family planning services	0	0	0	0	0	0
I am sterilized/my partner is sterilized	3	14	0	0	6	33
I am abstinent	6	0	0	0	5	0
I could not find a provider I was comfortable using	5	0	0	0	4	0
I could not find a provider who offered family planning services	8	0	0	0	12	0
Unsure	11	0	0	17	9	33
Other	11	14	0	0	20	0

<sup>11</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.

<sup>12</sup> See Table 3, on page 6, for number of participants contained in each racial group.

## **Reasons for Non-Participation, Upcoming Year**

Forty-four percent of individuals who did not use Waiver services in Waiver Year Four indicated they planned to use Waiver services in the next 12 months, with 31 percent reporting they did not expect to use services and 21 percent unsure. When asked why they do not expect to use the Waiver in Waiver Year Five, the most common response from individuals was that they are no longer eligible for services (33 percent of respondents). Other commonly reported reasons are not using birth control (22 percent), they or their partner were sterilized (10 percent) and not knowing where to get services (10 percent). Exhibit 5 on the following page details all reported reasons for expected non-participation.

NCI also examined the survey responses to determine if the respondents' expected use of the Waiver varied based on their reported reasons for non-participation in the prior year. As shown in Exhibit 6 on page 17:

- Non-participants who reported they did not know where to get services or did not know what was covered by the program were more likely to report they would use Waiver services in the upcoming year.
- Fifty percent of the non-participants who reported they did not want to use family planning services do not expect to use the Waiver in the upcoming year; 17 percent do expect to use the program and 17 percent are unsure.
- Respondents who reported they did not need family planning services were more likely to not expect to use services in the next 12 months (74 percent).

## Exhibit 5: Reasons for Non-Participation, Upcoming Year

Reason	Number	Percent of Respondents Selecting the Reason <sup>13</sup>		
	Year 4	Year 4	Year 3	Year 2
I am no longer eligible for services	35	33	35	27
I plan to get services elsewhere	2	2	8	5
I do not want to use family planning services	8	8	4	6
I do not want to use services from the Medicaid program	0	0	2	0
I do not know where I can get services	10	10	9	25
I do not use birth control and do not need a prescription	23	22	16	24
I do not have the time to use the services	2	2	1	1
I do not have transportation to get to appointments	2	2	5	6
I do not have child care so that I can go to an appointment	0	0	4	2
My partner does not want me to use family planning services	0	0	1	1
I am/My partner is sterilized	11	10	12	N/A
I am abstinent	7	7	13	N/A
I do not know how to find a provider I am comfortable using	5	5	5	6
I do not know how to find a provider who offers family planning services	9	9	13	7
Unsure	11	10	9	14
Other	19	18	23	19
<b>Total Responses</b>	<b>144</b>			
<b>Total Respondents</b>	<b>105</b>			
Non-respondents	96			
Multiple Responses	39			

<sup>13</sup> The sum of the components exceeds totals due to multiple answers per respondent.

## Exhibit 6: Percent of Individuals Expecting Participation, by Responses for Prior Year Non-Participation

Reason	Do you think you will use the Be Smart Program in the next 12 months?				
	Yes	No	Unsure	No Response	Total <sup>14</sup>
I did not know that I was eligible to get family planning services from the Medicaid "Be Smart" program	50	23	19	8	100
I did not know what was covered by the Medicaid "Be Smart" Family Planning Program	52	21	23	5	100
I did not need the services	15	74	11	0	100
I did not want to use family planning services	17	50	17	17	100
I did not want to use services from the Medicaid program	0	50	0	50	100
I did not know where I could get services.	52	29	17	2	100
I did not use a birth control method at that time and did not need a prescription	38	46	15	0	100
I did not have the time to use the services	38	25	38	0	100
I did not have transportation to get to appointments	42	8	33	17	100
I could not find child care so that I could go to an appointment	50	50	0	0	100
My partner does not want me to use family planning services	0	0	0	100	100
I am sterilized/my partner is sterilized	20	80	0	0	100
I am abstinent	40	20	40	0	100
I could not find a provider I was comfortable using	25	63	12	0	100
I could not find a provider who offered family planning services	50	22	28	0	100
Unsure	35	30	25	10	100
Other	43	14	43	0	100
<b>All Responses</b>	<b>44</b>	<b>31</b>	<b>21</b>	<b>4</b>	<b>100</b>

<sup>14</sup> In some cases, components may exceed totals due to rounding.

NCI also examined whether an individual's expected use of the Waiver in the upcoming year varied based on whether the individual used family planning services that were not paid for by Medicaid in the prior year. NCI found that the variation was very small: 46 percent of individuals who did not use family planning services in the prior year expect to use Waiver services in Waiver Year Five, 31 percent did not plan to use Waiver services and 23 percent were unsure; 47 percent of individuals who used family planning also expect to use Waiver services in Waiver Year Five, 30 percent did not and 17 percent were unsure.

Finally, NCI examined whether reasons for non-participation in the upcoming year varied by respondent demographics. Exhibits 7, 8 and 9 detail reported reasons for non-participation by age, gender and race, respectively. There were fewer responses to the question regarding upcoming year non-participation reasons than to the question regarding participation in Waiver Year Four (because many respondents reported they did expect to use services and therefore did not provide a reason for not participating).

#### *Age*

The most common reason among all age groups for non-participation was that they thought they were no longer eligible for the Waiver. Respondents ages 19–24 were more likely to report they did not know where to get services (8 percent). Respondents ages 25–29 were more likely to report they do not use birth control (19 percent) and are or have a partner who is sterilized (12 percent). Respondents ages 30–34 were the only group to respond that they did not have time to use services (5 percent).

#### *Gender*

For both genders the most common reason for non-participation was that they thought they were no longer eligible for the Waiver. For women, not using birth control and being sterilized or having a partner who is sterilized were the next most common reasons for not participating. The second most common reason reported by men was not using birth control (19 percent). Men were more likely than women to report not knowing how to find a provider who offers family planning services as the reason for future non participation (9 percent compared to 4 percent). As a percentage of respondents, men were more likely than women to attribute future non participation to not wanting to use family planning services (16 percent compared to 2 percent).

#### *Racial Background*

Comparable to the responses for non-participation in Waiver Year Three, the number of survey respondents was very small for all races except for African American and White, making it difficult to compare reasons across races. Among both African American and White respondents, some of the more commonly reported reasons were no longer being eligible for services, not knowing where to get services and not using birth control.

**Exhibit 7: Upcoming Year, Percent of Respondents Reporting Reasons for Non-Participation, by Age**

Reason	Age <sup>15</sup>					
	19-24	25-29	30-34	35-39	40-55	56 or older
I am no longer eligible for services	21	9	21	22	16	0
I plan to get services elsewhere	0	0	3	4	0	0
I do not want to use family planning services	4	5	8	0	2	0
I do not want to use services from the Medicaid program	0	0	0	0	0	0
I do not know where I can get services.	8	5	3	4	5	0
I do not use birth control and do not need a prescription	6	19	13	0	16	0
I do not have the time to use the services	0	0	5	0	0	0
I do not have transportation to get to appointments	0	0	0	0	5	0
I do not have child care so that I can go to an appointment	0	0	0	0	0	0
My partner does not want me to use family planning services	0	0	0	0	0	0
I am/my partner is sterilized	2	12	5	4	5	0
I am abstinent	4	5	3	4	2	0
I do not know how to find a provider I am comfortable using	2	2	3	4	2	0
I do not know how to find a provider who offers family planning services	6	2	3	4	7	0
Unsure	6	7	8	0	5	0
Other	10	19	5	4	7	0

<sup>15</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.

**Exhibit 8: Upcoming Year, Percent of Respondents Reporting Reasons for Non-Participation, by Gender**

Reason	Gender <sup>16</sup>	
	Men	Women
I am no longer eligible for services	22	17
I plan to get services elsewhere	0	1
I do not want to use family planning services	16	2
I do not want to use services from the Medicaid program	0	0
I do not know where I can get services.	6	5
I do not use birth control and do not need a prescription	19	10
I do not have the time to use the services	6	0
I do not have transportation to get to appointments	3	<1
I do not have child care so that I can go to an appointment	0	0
My partner does not want me to use family planning services	0	0
I am/my partner is sterilized	0	7
I am abstinent	3	4
I do not know how to find a provider I am comfortable using	3	2
I do not know how to find a provider who offers family planning services	9	4
Unsure	6	5
Other	3	10

<sup>16</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.

**Exhibit 9: Upcoming Year, Percent of Respondents Reporting Reasons for Nonparticipation, by Race**

Reason	Race <sup>17</sup>					
	African American	American Indian or Alaskan Native	Asian	Other	White/Caucasian	No Response
I am no longer eligible for services	17	14	0	17	20	0
I plan to get services elsewhere	2	0	0	0	0	0
I do not want to use family planning services	6	0	0	0	2	0
I do not want to use services from the Medicaid program	0	0	0	0	0	0
I do not know where I can get services.	4	14	0	33	4	0
I do not use birth control and do not need a prescription	8	0	0	17	17	0
I do not have the time to use the services	1	0	0	0	1	0
I do not have transportation to get to appointments	2	0	0	0	0	0
I do not have child care so that I can go to an appointment	0	0	0	0	0	0
My partner does not want me to use family planning services	0	0	0	0	0	0
I am/my partner is sterilized	3	14	0	0	7	33
I am abstinent	2	0	0	0	6	0
I do not know how to find a provider I am comfortable using	3	0	0	0	2	0
I do not know how to find a provider who offers family planning services	4	0	0	17	5	0
Unsure	9	0	0	0	2	0
Other	4	0	100	17	15	0

<sup>17</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.



## Other Desired Services

The survey asked individuals if there were family planning services that they would have used that were not paid for by the Waiver program. Thirteen percent of individuals responding reported they would have used other family planning services, 49 percent reported they would not use any other services and 31 percent were unsure. Of the respondents who desired other services, 21 percent reported they would have used primary care services and family planning services that would be covered by the Waiver, which were the most commonly reported answer. Responses regarding the type of services individuals would have used varied and were mostly unique to the respondent, as shown in Table 6.

**Table 6: Types of Services Respondents Would Have Used If Covered by the Waiver**

Response	Number	Percent of Respondents Reporting
Waiver services	5	21
Primary care	5	21
Cancer treatment/testing	3	13
Treatment for bacterial infections and STIs	3	13
Treatment for cervical or ovarian cysts	2	8
Unclear response	2	8
Dental	1	4
Vision services	1	4
Fertility testing	1	4
Mental health care	1	4
Urology exams	1	4
<b>Total Responses</b>	<b>26</b>	
<b>Total Respondents</b>	<b>24</b>	
Non-response Total	177	
Multiple Responses	2	

In Waiver Year Two, survey responses indicated a lack of understanding of program services. Some respondents expressed a desire for coverage of services that were already covered by the Waiver (e.g., birth control, sterilization, Pap smears, and annual exams). Others expressed a desire for services unrelated to family planning such as treatment for back pain or eye doctor

appointments. In response, NCI added information to the Waiver Year Three survey listing the covered services directly before the question that asked about what other services respondents desired. NCI included similar information in the Waiver Year Four survey. Despite the information provided, Waiver Year Four respondents still indicated they did not understand what services the program covers or, possibly, respondents misunderstood the survey question and wrote-in which services on the list that they would have used. Several respondents indicated they would have used birth control and annual exams, which the Waiver covered. Similar to the Waiver Year Three survey, respondents in Waiver Year Four expressed the desire for services related to their medical health and or non-family planning related treatments.

The survey also asked whether the respondent would have used the Waiver if the services he or she desired had been covered: 93 percent of individuals who answered that question reported they would have used the Waiver if those services had been covered (72 percent of these individuals reported they knew they were enrolled in the Waiver) and 4 percent were unsure.

### **Other Sources of Family Planning Services**

The survey also included several questions to collect additional information regarding non-Medicaid use of family planning services and the locations where individuals accessed services.

Fifteen percent of the individuals who responded to the survey indicated they used family planning services during Waiver Year Four that were not paid by Medicaid.<sup>18</sup> Table 7, on the following page, details the payer source for those individuals who used services not paid by Medicaid. Since Waiver Year Two, there has been an increase in the percentage of individuals who paid for services themselves and a decrease in the percentage of individuals who were not charged for services. These trends may influence an enrollee's decision to use the Waiver for family planning-related health care services.

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<sup>18</sup> Excludes eleven individuals who did not respond to that question.

**Table 7: Non-Medicaid Sources of Family Planning Expenditures**

Reason	Number	Percent of Respondents Reporting <sup>19</sup>		
	Year 4	Year 4	Year 3	Year 2
Self	20	67	44	42
Other insurance	4	13	19	21
There was no charge	3	10	13	29
Other	6	18	25	16
<b>Total Responses</b>	<b>33</b>			
Respondents	30			
Non-respondents	171			
Multiple Responses	3			

The survey also asked where the respondent received non-Medicaid family planning services and if that place was the same place where he or she received basic health care services. As shown in Table 8, on the following page, responses to the question regarding the location of family planning services varied by whether that location was the same place the respondent received basic health care services. Regardless, comparable to Waiver Year Three, the most common location for receiving family planning services was a health care provider’s office. Individuals who reported they received basic health care services at the same place they received family planning most commonly reported receiving family planning services from a health care provider’s office (40 percent), health department (26 percent) or hospital (17 percent). Individuals who did not receive basic health care from their family planning providers were also likely to report receiving services from a health care provider’s office (34 percent) or a health department (28 percent), but they were less likely to receive services from a community health clinic (0 percent as compared to 6 percent).

<sup>19</sup> The sum of the components exceeds totals due to multiple answers per respondent.

**Table 8: Percent of Respondents Receiving Family Planning Services at Specified Locations, by Respondents Who Do and Do Not Receive Other Medical Care at the Same Provider Location As They Receive Family Planning Services**

Family Planning Services Location	Is the place that you received family planning services the same place you go for your other medical care? (Percent) <sup>20</sup>	
	Yes	No
Health Care Provider's Office (Including Doctor's Office)	40	34
Health Department	26	28
Community Health Clinic	6	0
Family Planning Agency	3	6
Hospital	17	13
Unsure	6	13
Other	6	9
<b>No Response</b>	14	16
<b>Total Responses</b>	<b>36</b>	<b>33</b>
<b>Number of Respondents</b>	<b>35</b>	<b>32</b>
<b>Number of Non-respondents</b>	<b>132</b>	
<b>Multiple Responses</b>	<b>1</b>	<b>1</b>

<sup>20</sup> The sum of the components exceeds 100 percent due to multiple answers per respondent.

## Summary of Findings

Reasons for non-participation were varied and, in some cases, unique to the respondent. There were, however, many commonalities. As discussed earlier in the report, based on our analysis of the respondent population, NCI does not have any reasons to believe the survey responses are not representative of the entire non-participant population. Thus, NCI used these results to evaluate why individuals did not participate in Waiver Year Four.

Similar to Waiver Year Three, a majority of respondents reported they either did not know they were eligible for services or did not know what services were covered by the Waiver, or both. Other common reasons included not needing services, not knowing where to get services and not using a birth control method.

In the upcoming year, nearly half of respondents plan to use Waiver services, which NCI believes confirms that the lack of knowledge and understanding about the program was a major reason for non-participation. Consistent in all waiver years, the most common reasons for non-participation in the upcoming year were that the respondent does not think he or she will continue to be eligible for services and that he or she does not plan to use birth control. However, the percentage of responses related to not knowing where to get services decreased in Waiver Year Four compared to Waiver Year Three.

It appears that non-participants exhibit a lack of understanding regarding the Waiver program and the services available under the program:

- Lack of knowledge regarding the program and eligibility for the program were commonly reported reasons for non-participation; another reason often reported was not knowing where to access services.
- A few non-participants erroneously believed they received Waiver services during Waiver Year Four.
- Despite listing in the survey the services that were covered by the Waiver program, 21 percent of respondents who answered the question identified services that were actually covered by the program when asked about additional services they would like the program to cover. This was an improvement over the Waiver Year Two and Three surveys where 70 percent and 34 percent of respondents, respectively, listed program services as additional desired services.

To encourage the likelihood of non-participants' use of Waiver services in the future, these findings suggest that additional information about the program and outreach to potential participants should continue. In early 2008, DHHS, in response to the findings from the Waiver Year Two survey, began mailing letters to enrollees' homes within a month of their enrollment to provide information about the Waiver program. Based upon the results of the Waiver Year

Four primary care participant surveys where NCI asked where participants had heard about the Waiver, 10 percent of women and 6 percent of men heard about the Waiver because of the new enrollee letter. It appears that the letter is reaching some individuals, but the most common source of information about the Waiver for participants was through their Medicaid case worker and health care providers. Possibly case managers could reach out to enrollees who are not using the services to attempt to encourage individuals and answer their questions about the program.

Increased awareness of the Waiver program and its services among this group is likely to increase participation. This was evident by the high percentage of survey respondents who indicated they plan to participate in the Waiver in the upcoming 12 months.<sup>21</sup> Based on the representativeness of the survey respondents, NCI would expect analogous results if information on the Waiver was provided to all non-participants.

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<sup>21</sup> NCI compared the list of 1,000 non-participants who we surveyed in Waiver Year Three to determine whether any of them used services either later in Waiver Year Three or in Waiver Year Four. One hundred (10 percent) of the Waiver Year Three non-participants surveyed did participate in the Be Smart Family Planning Program either later in Waiver Year Three or in Waiver Year Four. This was a slight increase compared to the previous year when six percent of non-participants surveyed later participated.

**Appendix A**  
**Non-Participant Survey**

## Medicaid "Be Smart" Family Planning Program Survey

### Would you like to receive a \$25 Wal-Mart Gift Card?

Complete this survey and return it by July 31, 2009 using the enclosed self-addressed, stamped envelope. If your survey is one of the first 100 that we receive, we will mail you a \$25 Wal-Mart Gift Card within 2 weeks of receiving your completed survey.

The Division of Medical Assistance (Medicaid) records show that you could have received services through the Medicaid "Be Smart" Family Planning Program because your enrollment in this program began at some point between April 1, 2007 and March 31, 2008. By answering the questions in this survey, we hope to learn the reasons why people have not used the Medicaid Be Smart Family Planning Program for their family planning needs. Your answers will help the Division of Medical Assistance (Medicaid) understand the issues that might prevent someone from using family planning services.

- Please do your best to answer all of the questions by checking the box to the left of your answer, like this:

Yes

or

Yes

No

No

- You are sometimes asked to skip over some questions in this survey. When this happens you will see an arrow with a note that tells you what question to answer next, like this:

Yes    ➔    **Go to Question 3**

No

In this example, if you answered "yes" to this question, you would skip the next question and go to question 3. If you answered "no" to this question, you would answer the next question on the survey. You do not need to answer the questions if you are told to skip them.

- When you finish answering all the questions on the survey, put the survey in the enclosed self addressed stamped envelope.
- Seal the envelope by pressing it closed.
- Return the sealed envelope by placing it in the mail.
- We may want to call you to clarify your responses. Please respond to Question 13 to indicate your agreement with this step.

**This survey should only take a few minutes to complete.**

**THANK YOU FOR FILLING OUT THE SURVEY.**





# Medicaid “Be Smart” Family Planning Program Survey

You were selected for this survey because our records show that your enrollment in the Medicaid “Be Smart” Family Planning Program began at some point between April 1, 2007 and March 31, 2008 and you did not use the Program’s family planning services within 12 months of your enrollment.

1. Had you heard of the Medicaid “Be Smart” Family Planning Program prior to receiving this survey?

61% Yes  
39% No  
<1% No answer

2. Did you know that your enrollment in the Medicaid “Be Smart” Family Planning Program began sometime between April 1, 2007 and March 31, 2008?

53 % Yes  
44% No  
3% No answer

3. During the 12-months that followed your enrollment in the Medicaid “Be Smart” Family Planning Program, did you use family planning services that were not paid by Medicaid?

15% Yes  
80% No → **Go to Question 7**  
5% No answer

4. Who paid for your family planning services that were not paid by Medicaid? (check all that apply)

67% I paid  
13% My insurance paid  
10% There was no charge  
18% Other: \_\_\_\_\_  
85% No answer

5. Where did you go to get family planning services that were not paid by Medicaid? (check all that apply)

57% Health Care Provider’s Office  
27% Health Department  
3% Community Health Clinic  
1% Family Planning Agency  
0% Birthing Center  
5% Hospital  
3 % Unsure  
3% Other: \_\_\_\_\_  
43% No answer

6. Is the place that you received family planning services the same place you go for your other medical care?

17% Yes  
16% No  
67% No answer

GO ON TO NEXT PAGE



# Medicaid “Be Smart” Family Planning Program Survey

7. I did not use Medicaid “Be Smart” Family Planning Program services because (check all that apply):
- 24% I did not know that I was eligible to get family planning services from the Medicaid “Be Smart” program.
  - 43% I did not know what was covered by the Medicaid “Be Smart” Family Planning Program.
  - 13% I did not need the services.
  - 3% I did not want to use family planning services.
  - 1% I did not want to use services from the Medicaid program.
  - 21% I did not know where I could get services.
  - 19% I did not use a birth control method at that time and did not need a prescription.
  - 4% I did not have the time to use the services.
  - 6% I did not have transportation to get to appointments.
  - 1% I could not find child care so that I could go to an appointment.
  - 0% My partner does not want me to use family planning services.
  - 5% I am sterilized/my partner is sterilized.
  - 5% I am abstinent.
  - 4% I could not find a provider I was comfortable using.
  - 9% I could not find a provider who offered family planning services.
  - 10% Unsure
  - 14% Other: \_\_\_\_\_
  - 35% No answer

8. The Medicaid “Be Smart” Family Planning Program pays for the following services:
- Annual family planning exams
  - Most types of birth control
  - Testing for pregnancy
  - Testing for sexually transmitted infections
  - Assistance in planning when to have a baby
  - Voluntary sterilization

Were there other family planning services that you would have used that are not included in this list of covered services?

- 13% Yes
- 49% No → **Go to Question 11**
- 31% Unsure → **Go to Question 11**
- 7% No answer

9. If you answered “Yes” to Question 8, what types of family planning services would you have used if they had been paid for by the Medicaid “Be Smart” Family Planning Program?

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10. If the Medicaid “Be Smart” Family Planning Program had offered these services, would you have used the program?

- 23% Yes
- 0% No
- 3% Unsure
- 74% No answer

**GO ON TO NEXT PAGE**



# Medicaid “Be Smart” Family Planning Program Survey

11. Do you think you will use the Medicaid “Be Smart” Family Planning Program to get family planning services in the next 12 months?

- 44% Yes → **Go to Question 13**
- 31% No
- 21% Unsure
- 4% No answer

12. If you do not plan to use Medicaid “Be Smart” Family Planning Program services in the next 12 months, why not? (check all that apply)

- 17% I am no longer eligible for services.
- 1% I plan to get services elsewhere.
- 4% I do not want to use family planning services.
- 0% I do not want to use services from the Medicaid program.
- 5% I do not know where I can get services.
- 11% I do not use birth control and do not need a prescription.
- 1% I do not have the time to use the services.
- 1% I do not have transportation to get to appointments.
- 0% I do not have child care so that I can go to an appointment.
- 0% My partner does not want me to use family planning services.
- 5% I am/my partner is sterilized.
- 3% I am abstinent.
- 2% I do not know how to find a provider I am comfortable using.
- 4% I do not know how to find a provider who offers family planning services.
- 5% Unsure

- 9% Other: \_\_\_\_\_
- 48% No answer

13. If we have additional questions, may we contact you about your responses?

- Yes (please provide your phone number) phone #: \_\_\_\_\_

What is the best time of day to reach you?

- Morning     Afternoon     Evening  
(9AM – Noon)    (Noon – 4PM)    (4PM – 7PM)
- No

14. Gender

- 16% Male
- 83% Female
- 1% No answer

15. Ethnicity: Spanish/Hispanic/Latino

- 6% Yes
- 86% No
- 8% No answer

16. Race (check one)

- 50% African American
- 41% White/Caucasian
- 1% Asian
- 3% American Indian or Alaskan Native
- 3% Other \_\_\_\_\_
- 2% No answer



# Medicaid “Be Smart” Family Planning Program Survey

## 17. Age

24%	19-24
21%	25-29
19%	30-34
13%	35-39
22%	40-55
<1%	No answer

**END OF SURVEY, THANK YOU!**

