

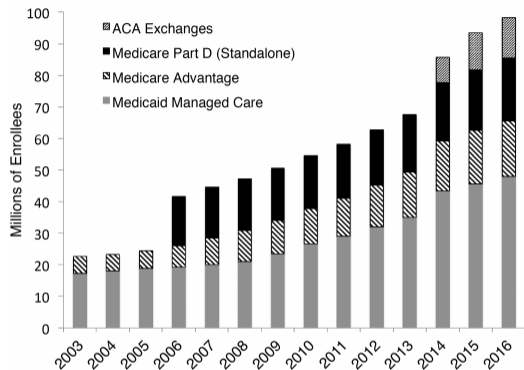
# The Private Provision of Public Services: Evidence from Random Assignment in Medicaid

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NBER Summer Institute

# Motivation

- In midst of rapid shift to private provision of social health insurance in the US
- US spends **\$1 trillion annually** on private plans in Medicaid, Medicare, and ACA Exchanges
- Privatization most prevalent in Medicaid, where 3/4 of enrollees now in private plans



*The idea:* Private managed care plans have strong incentives to control cost via high-powered contracts (Laffont and Tirole, 1993) and the tools to manage care more efficiently than public programs...

...but incentives for cost control can be too strong → lower quality (Hart, Vishny, and Shleifer, 1997)

- **Private versus public provision of healthcare** (e.g., in Medicare (Duggan, Starc and Vabson, 2016; Cabral, Geruso and Mahoney, 2018; Curto et al., 2021) and Medicaid (for e.g., Duggan 2004; Currie and Fahr, 2005; Aizer et al, 2007; Sparer, 2012; Duggan and Hayford, 2013; Marton et al, 2014; Van Parys, 2017; Perez, 2018; Vabson, 2018; Chorniy et al., 2018; Kuziemko et al., 2018; Lee, 2020; Dranove et al., 2021; Duggan et al., 2021; Layton et al., 2022) and at the provider-level (Knutsson and Tyrefors, 2021; Chan, Card, and Taylor, 2022; Duggan, Gupta, Jackson, and Templeton, 2023)
  - Results are mixed as to whether privatization reduces cost, particularly in Medicaid
  - Conflicting findings on quality ranging from **improved access** to **higher mortality**
  - **Challenge:** *Hard to estimate causal effects due to selection between private/public and potential endogeneity in the timing of privatization*

# Literature review

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  - Conflicting findings on quality ranging from **improved access** to **higher mortality**
  - **Challenge:** *Hard to estimate causal effects due to selection between private/public and potential endogeneity in the timing of privatization*
- **Effects of managed care** (e.g., Glied, 2000; Cutler, McClellan, and Newhouse, 2000; Gruber and McKnight, 2016; LoSasso and Atwood, 2016, Wallace, 2023; Geruso, Layton, Wallace, 2023; Abaluck et al., 2021; Handel et al., 2021)
  - Historical focus on whether managed care tools can constrain spending rather than how
  - **Challenge:** *Difficult to identify mechanisms but critical to understand for regulation of public insurance*

## ***Insurers Deny Medical Care for the Poor at High Rates, Report Says***

Investigators found that major companies overseeing Medicaid patients' health care frequently rejected doctors' requests for approval of treatments and procedures.

## ***Medicare Advantage Plans Often Deny Needed Care, Federal Report Finds***

Investigators urged increased oversight of the program, saying that insurers deny tens of thousands of authorization requests annually.

Department of Health and Human Services

Office of Inspector General



## **High Rates of Prior Authorization Denials by Some Plans and Limited State Oversight Raise Concerns About Access to Care in Medicaid Managed Care**

Christi A. Grimm

Inspector General

July 2023, OEI-09-19-00350



# This paper

This paper provides **novel empirical evidence** on the effects of private vs. public provision in a setting where both models operate contemporaneously with **randomization** between the two and **rich data to pinpoint mechanisms and catalog tradeoffs**

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This paper provides **novel empirical evidence** on the effects of private vs. public provision in a setting where both models operate contemporaneously with **randomization** between the two and **rich data to pinpoint mechanisms and catalog tradeoffs**

- **Natural experiment:** Random assignment of nearly 100,000 Medicaid enrollees to either private managed care or managed FFS in Louisiana
- **Data:** Detailed administrative data including denied claims, prices paid to providers, and provider network data allow us to contrast effects of privatization across services and delve into mechanisms
- **Research questions:**
  - ① Does private managed care constrain healthcare spending relative to FFS? For which services?
  - ② What mechanisms does managed care use to constrain spending?
  - ③ How does managed care impact health care quality and enrollee satisfaction?

# Preview of Findings

## ① We find evidence privatization entails a cost-quality tradeoff, but terms of the tradeoff differ markedly by service

- Total spending: ↓ 5-10pp
- **Good deal for pharmacy:** 25pp ↓ spending driven by quantity reductions and substitutions to lower-cost alternatives; no evidence of lower pharmacy-related health care quality
- **Bad deal for medical:** No savings and less primary care, more adverse health events, and lower satisfaction

## ② We identify utilization management (observed via denials) as key mechanism

- Consistent with recent evidence on PA in Medicare Part D (Brot-Goldberg et al. (2021)) and complements Dunn et al. (2023): the managed care bureaucracy has both **costs and benefits**
- Contribute to emerging literature on the effects of managed care *mechanisms* (e.g., provider networks (Gruber and McKnight, 2016; LoSasso and Atwood, 2016, Wallace, 2023) and on prior authorization/denials (e.g., Dunn et al, 2023; Brot-Goldberg et al., 2021))



# Outline

- 1 Data, Setting, and Empirical Framework
- 2 Does private managed care constrain spending?
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# Background: FFS vs. Medicaid Managed Care (MMC)

## Public fee-for-service (FFS) Medicaid:

- Patient goes to a doctor, state pays according to administrative fee schedule
- No network restrictions, but providers must accept Medicaid
- *Managed FFS*: Plans get \$10 month to setup PCP network and do basic care coordination, but all claims are paid by the state

## Private Medicaid managed care (MMC):

- State does not pay doctors directly; managed care plan pays provider bills
- State pays plan fixed payment regardless of how much care provided, plans profit off savings
- Plans build provider networks and pay providers, do care coordination, utilization management, customer service, etc.

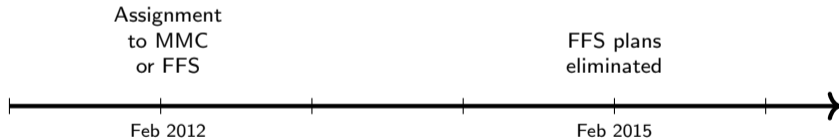
**Keep in mind:** Medicaid is a setting with no cost sharing so plans are "at risk" for all spending and must rely exclusively on these managed care tools to shape utilization

- This helps us pinpoint effects of managed care tools, shuts down (consumer-facing) prices channel

# Our setting: Natural Experiment in Louisiana Medicaid

Examine transition from FFS to MMC in Louisiana in February 2012

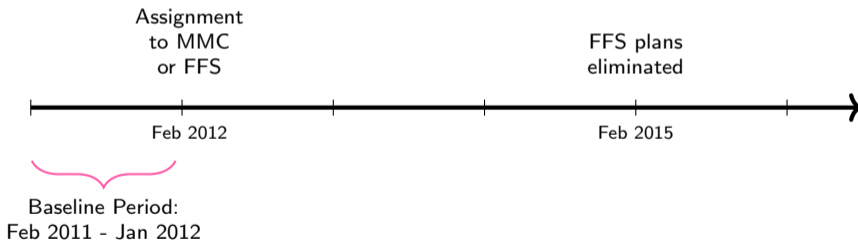
- **Pre-reform:** only a state-run FFS plan
- **Post-reform:** Managed FFS (2 plans) and full-risk managed care MMC (3 plans)
- 2/3 of enrollees didn't choose and were **randomly assigned** between the models



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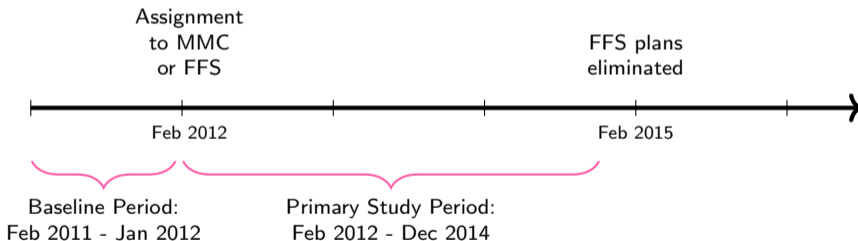


- One year of baseline (i.e., pre-assignment) data on utilization and spending allows for **balance tests**

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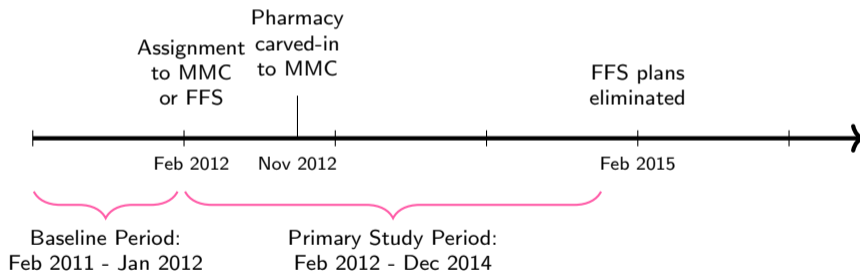


- No differential attrition so **limit sample to those continuously enrolled for all 3 years post-assignment** allowing us to observe short- and medium-run effects

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- **Pharmacy was carved-in to MMC after transition**, creating additional variation that helps us understand heterogeneity in the effects of managed care by service

# Summary Statistics

	Mean (1)	Std Dev (2)
<i>Panel A. Enrollee Characteristics</i>		
Female (%)	52.92	49.92
Age at baseline	9.36	7.49
<i>Panel B. enrollee-year spending (\$)</i>		
Total	1 451.35	2 427.61
Medical	1 052.74	1 815.46
Inpatient	97.48	747.79
Outpatient	590.29	820.12
Pharmacy	381.45	948.76
Brand Drug	229.30	757.06
Generic Drug	149.63	345.53

## Key Takeaways

- Pre-expansion so young population; pharmacy accounts for more than 25% of spending
- Examples of common diagnoses: ADHD, asthma, upper respiratory infection...
- Examples of commonly prescribed drugs: ADHD medication, Anti-allergics, Antibiotics...

# Econometric details: Identifying Assumptions

**Primary Approach:** Leverage random assignment in Feb 2012 to either MMC or FFS to estimate effects of MMC. Use 2SLS since assignment is not binding:

$$Y_{it} = \alpha + \beta \widehat{\text{ManagedCare}}_{it} + \phi_i^P + \delta X_{it} + \eta_{it} \quad (1)$$

- $\beta$  is the coefficient of interest, on indicator for enrollment in managed care
- $\phi_i^P$  are fixed effects for the enrollee's pre-assignment provider (the unit of randomization)
- $X_{it}$  is a vector of individual controls



# Econometric details: Identifying Assumptions

Key identifying assumptions are simple and transparent here

- **Validity:** assignment to a Medicaid managed care plan must be associated with actual enrollment in Medicaid managed care
- **Exclusion Restriction:** assignment may only impact recipient outcomes through its effect on Medicaid managed care enrollment

# Econometric details: Identifying Assumptions

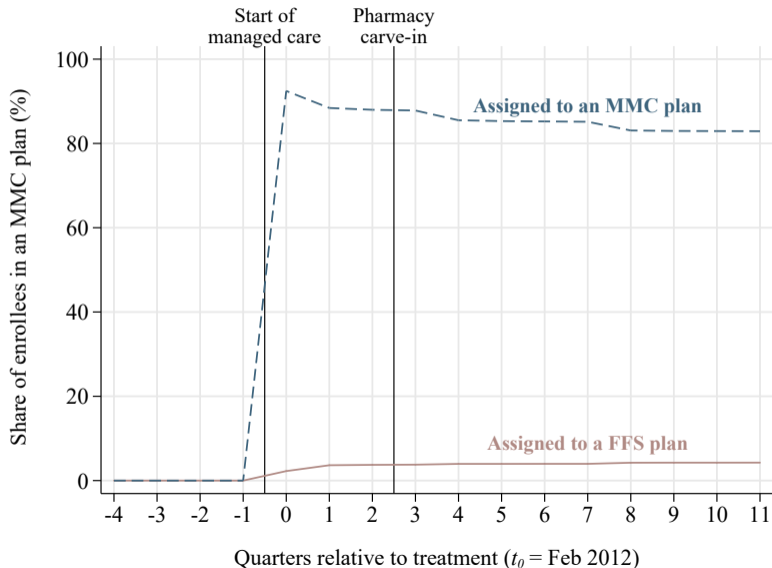
Key identifying assumptions are simple and transparent here

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What would violate these?

- ① If the first stage is weak → *Demonstrate first stage is strong*
- ② If the state was non-randomly assigning enrollees → *Show balance on baseline covariates*
- ③ If assignment was random but caused differential attrition out of sample ▶ No differential attrition
- ④ If plans in MMC vs. Managed FFS differ markedly could impact outcomes through other channel beside privatization → *Second identification strategy using within-plan variation*

# First Stage: Assignment to MMC strong predictor of enrollment in MMC



# Balance: Assignment to MMC (vs. FFS) does not predict characteristics

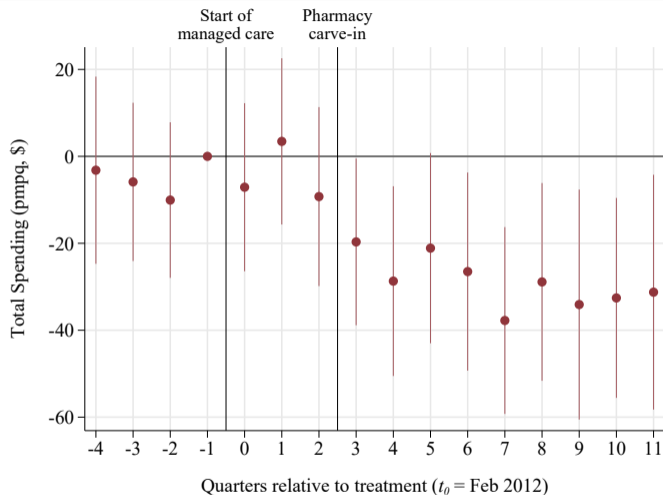
	Mean	Coef. on Managed Care Assignment	p-value
	(1)	(2)	(3)
<i>Panel A. Enrollee Characteristics</i>			
Age at baseline	9.36	0.02	0.89
Female (%)	52.92	0.04	0.91
<i>Panel B. Enrollee Health Conditions</i>			
Asthma	6.18	-0.02	0.89
Serious Mental Illness	2.71	0.02	0.90
Diabetes	0.63	0.03	0.59
Pregnancy	1.22	0.01	0.87
Cardiovascular conditions	1.23	0.10	0.18
<i>Panel C. Enrollee-month Spending (\$)</i>			
Total	153.82	11.36	0.11
Medical	117.83	11.06	0.10
Pharmacy	35.99	0.31	0.81
<i>N</i>		94,976	

# Outline

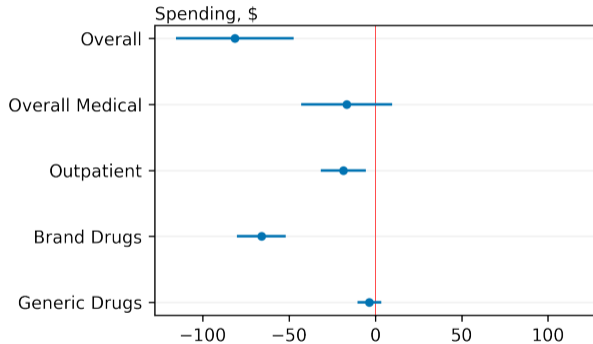
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# Key Result 1: Reduced Form Event Study (preview of the IV)

▶ raw time series



- Specification: assignment to managed care vs. FFS:  $Y_{it} = \alpha_i + \alpha_t + \sum_{t \neq -1} \beta_t \text{AssignedManagedCare}_i + v_{it}$
- Flexibly allows for impacts to evolve over the post-period; pre-period “effects” are falsification tests



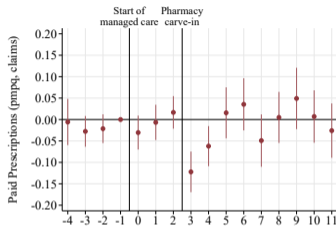
## Key Takeaways:

- Pooling 2012-2014, spending ↓ 5.6%, nearly 10% after carve-in
- Effect driven by pharmacy, and particularly brand drugs
- Rest of effect from outpatient, no inpatient effect at all

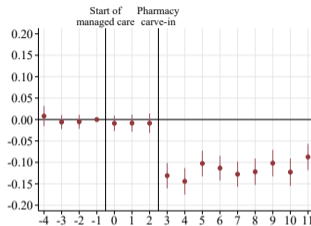
# Effects of Managed Care on Drug Utilization

▶ Generic Penetration

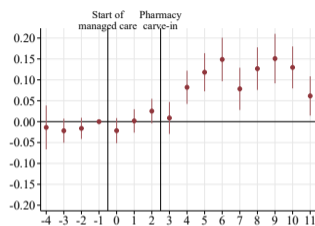
Number of Claims



(a) Overall



(b) Brand



(c) Generic

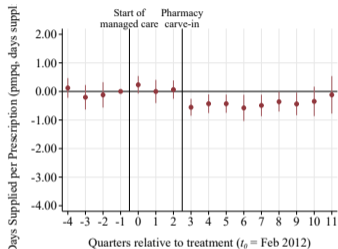
## Key Takeaways:

- No reduction in medium-run quantity of prescriptions, but 1-for-1 shift from brand to generics
  - This led to a rapid, 25% reduction in brand drug prescriptions that persisted throughout the study period
- **Large potential savings:** Average paid amount for brand drug was \$151 and for generic drug was \$38.

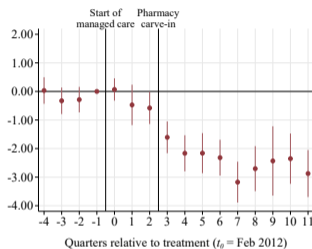


# Effects of Managed Care on Days Supply Per Prescription

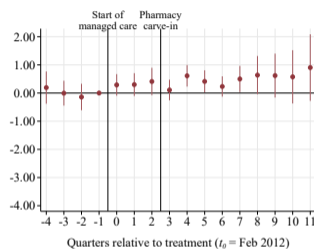
Days Supply / Drug



(a) Overall



(b) Brand



(c) Generic

## Key Takeaways:

- Approximately a 10% decline in days supply for brand drugs, modest changes overall and for generics

# Summary so far

- Private managed care generates large spending reductions (*identified off of random assignment*)
  - Total spending: ↓ 5%, 10% by the end
  - Pharmacy spending: ↓ 20-25% after pharmacy carve-in
- We find evidence of several important channels for pharmacy savings, no simple formula:
  - Brand-to-generic substitution
  - ↓ days supply per prescription
  - ↓ quantity for some drug classes (*more on this later*)
- **Formal decomposition** in spirit of Brot-Goldberg (2017):
  - 78% of total spending effect is Q (vs. P)
  - 87% of pharmacy effect is Q (vs. P) and 1/3 is brand-to-generic substitution

## Second Strategy: Difference-in-Differences Exploiting Plan Transition

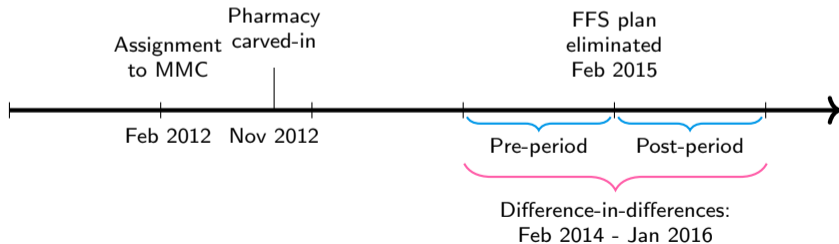
**Potential challenge:** Estimates are local to auto assignee population (i.e., people who don't pick a plan are different) or biased based on which plans selected for MMC vs. FFS.

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**Potential challenge:** Estimates are local to auto assignee population (i.e., people who don't pick a plan are different) or biased based on which plans selected for MMC vs. FFS.

**Solution:** Elimination of FFS allows for **2nd identification strategy** using within-plan variation

- Enrollees and ownership remained the same, but model changed from state to plan being at-risk
- Sample: *All* enrollees in transitioned plan (i.e., auto assignees *and* choosers) and existing MCOs



# Second Strategy: Difference-in-Differences Exploiting Plan Transition

- We leverage this natural experiment, as diff-in-diff:

Figure: A. Overall Spending

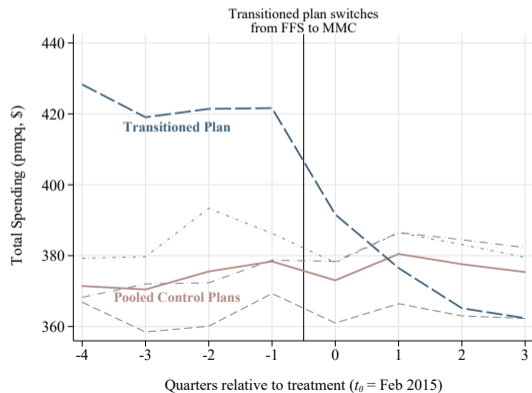
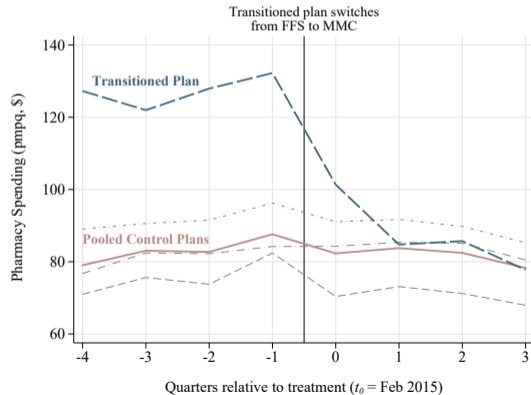


Figure: B. Pharmacy Spending



# Comparing Auto Assignment and Plan Transition Natural Experiments

Despite different samples, time frame, and identifying variation the effects were similar:

- Random assignment of people to MMC vs FFS plans
  - 10% overall reduction in spending
  - driven by a 25% reduction in pharmacy
- Plan transition from FFS to MMC
  - 12% overall reduction in spending
  - driven by a 32% reduction in pharmacy

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# Mechanisms: *How* does managed care reduce spending?

▶ results table

- Glied (2000) hypothesizes a range of mechanisms:

- **Lower prices?**

- **Some.** Following Brot-Goldberg et al. (2017) decompose  $P \times Q$  by repricing services to common schedule. Prices explained 1/5 of spending effects overall, and less in drugs.



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## ② Narrower (or smarter) provider networks either rationing care via frictions or steering enrollees to more efficient providers (e.g., those that prescribe more generics)?

- **Not provider steering:** Sweeping out attributed provider fixed effects leaves results unchanged.
- **Not provider network breadth** Adjusting for assigned primary care provider network breadth at the plan  $\times$  ZIP level leaves results unchanged.

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- Don't observe directly, but **not consistent with facts**, e.g., we find no reduction inpatient spending and will show lower use of primary care and increased avoidable emergency department use

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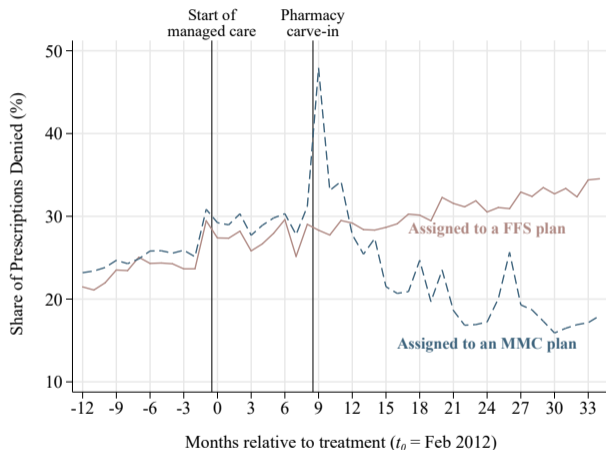
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## ④ Utilization management

- **Key mechanism.** Show next that: There is a short-term increase in denials (in rx) for enrollees assigned to MMC with spending reductions concentrated in the therapeutic classes targeted by denials.

# How is drug spending curtailed? Utilization management via claims denials



**Key Takeaways:** FFS denial rates not 0; initial peak in MMC denial rates but then fall to lower than FFS.

# Utilization management in pharmacy via denials

What does a pharmacy denial look like?

- Real time adjudication: the insurer refuses to pay; patient doesn't get the drug
- Denials may be due to several reasons:
  - Lack of prior authorization, step therapy/fail first, quantity limits (e.g., days supply), non-covered-service ▶ Aggregate trends in PA, step therapy, and fail first
  - Incomplete information, errors

Contrast with medical denial: service may be rendered, only payment is in dispute

- Potentially different from story of cost of incomplete payments for physicians (e.g., Dunn et al., 2023) in terms of impact on providers
- Two other advantages:
  - Don't need to change prescribing behavior to generate savings, get to say no before rx is filled
  - Availability of close substitutes in pharmacy vs. medical

# Are strategic claims denials driving the reductions in spending?

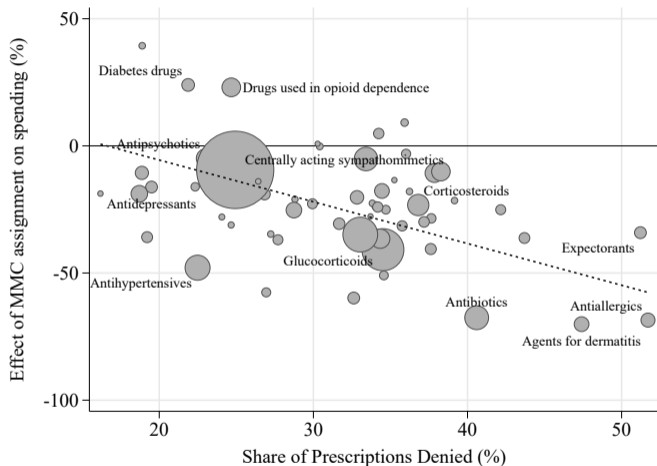
Already showed pharmacy spending reduction coincides with spike up in denials and persists...but could be a spurious correlation

**Test for dose-response:** Are the families of drugs subject to more aggressive utilization management where the spending reductions are concentrated?

- Groups drugs into therapeutic classes (e.g., antibiotics, antidepressants, etc.)
- Plot IV estimates of the spending reductions by therapeutic class vs. claims denial rates
- Use denial rate in first 3 months (the “peak”) post pharmacy carve-in, to avoid encoding endogenous provider/enrollee responses
- Exclude drug spending in first 3 months to avoid mechanical effect of denials on spending...

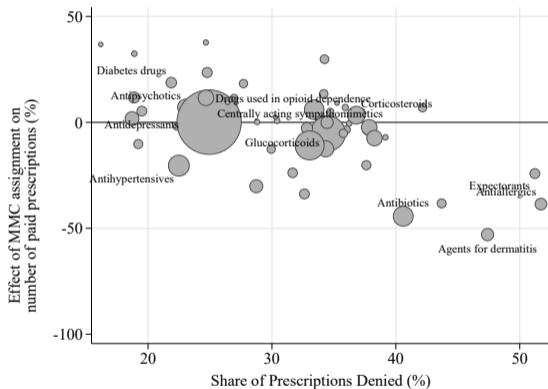
## Key Result 2: Savings concentrated in classes subject to denials

▶ kids



**Key Takeaways:** Large reductions in spending for antibiotics/antiallergics. Smaller reductions (or increases) in for, e.g., diabetes and opioid dependence drugs. 1pp ↑ denials → 1.7pp ↓ spending

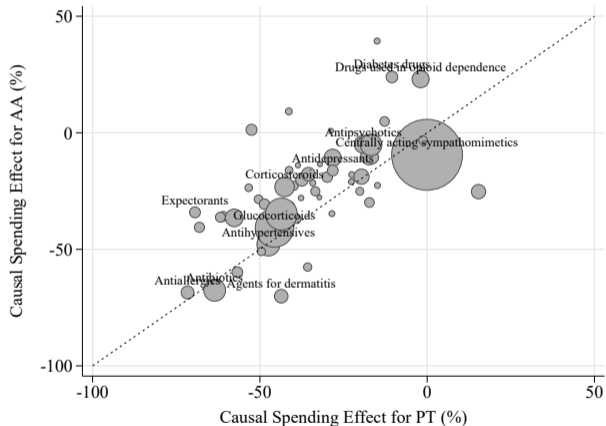
# Denials caused within-class substitutions, not outright reductions for most drug classes



**Key Takeaways:** Cloud of points centered around 0 on y-axis. Exception is highly-denied services where points below the line — tend to be drug classes where overuse is a concern.



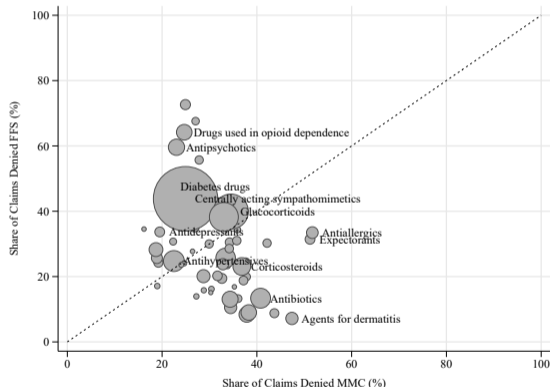
## Aside: Spending Reductions Concentrated in Same Drugs for the two natural experiments



**Key Takeaway:** Further evidence of concordance between the two natural experiments.

# FFS doesn't deploy utilization management in same manner

**Unique feature of our study:** We can contrast how public and private models deploy managed care tools, since we observe claims denials in both



- *Drugs used in opioid dependence:*

- MMC denial rate: 25%
- FFS denial rate: 60%

- *Antibiotics:*

- MMC denial rate: 40%
- FFS denial rate: 10%

**One interpretation:** FFS focused on documenting medical necessity, MMC using strategic denials to shape utilization. Does not appear to be driven by differences in incentives due to rebates.

▶ rebates

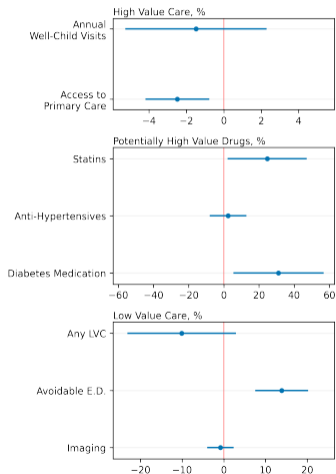
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# Tradeoffs: Impact of private managed care on quality and wellbeing

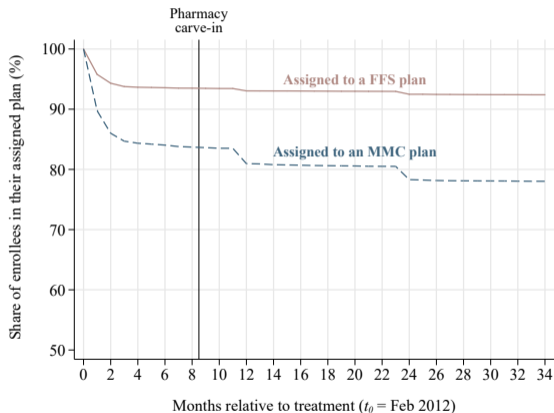
- **Recap:** Managed care generates reductions in health care spending (relative to FFS) without exposing enrollees to any additional financial risk — Great, now ask "what's the catch?"
- Check whether spending reductions come at the cost of quality/wellbeing (e.g., Geruso et al., 2020; Curto et al., 2019; Wallace, 2023).
  - Are there tradeoffs associated with spending reductions, either in pharmacy or beyond?
  - If yes, are quality/satisfaction results driven by same mechanism as spending effects?
- We look at a broad set of measures:
  - Population is young and healthy, so mortality isn't a usable outcome (fortunately)
  - Instead look at wide range of high and low value services? (as in Brot-Goldberg et al. (2017); Curto et al. (2019); Geruso et al. (2020)), show a few
  - Also examine how managed care impacts well-being using an (imperfect) revealed-preference measure of enrollee satisfaction

## Key Result 3: Assignment to managed care led to mixed effects on quality, adverse effects concentrated on medical side



- **Medical:** Reduced access to primary care and large (15%) increase in avoidable emergency department visits
- **Drugs:** Null or *increased* use of select high-value drug classes *despite* large reductions in drug spending
- **Key takeaway:** Mixed, but adverse health effects seem disconnected from pharmacy utilization management

## Key Result 4: Large differences in disenrollment rates between those assigned to MMC and FFS; revealed preference measure of "satisfaction"



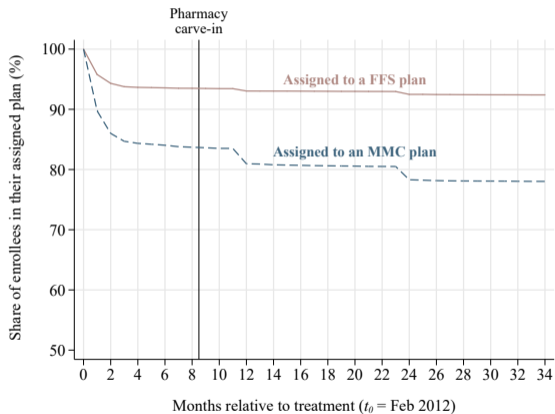
**Key takeaway:** Enrollees assigned to MMC were 14.54pp (200%) more likely to switch out of plans

# Satisfaction effects are huge, are they driven by the key mechanism: pharmacy utilization management?

Goal is to get at the spending-satisfaction tradeoff — Assess this in two ways:

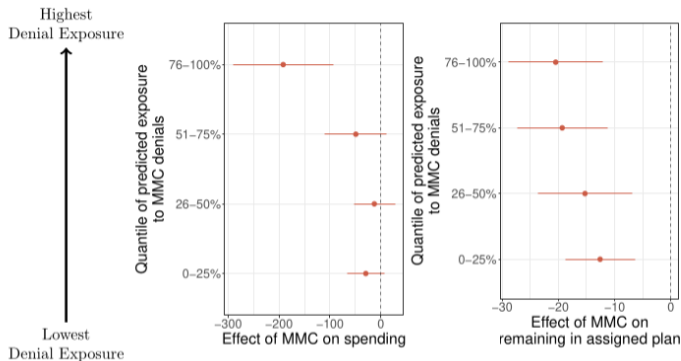
- 1 Examine the timing of disenrollments
- 2 Examine heterogeneity based on exposure to utilization management—group enrollees based on pre-carve-in use of drugs targeted by the denial regime
  - Take distribution of enrollees' drug spending across NDCs during pre-carve-in period and ask what % of pharmacy spending would be denied based on denial rates by NDC during “peak-period”?

Much of the differences in disenrollment rates materializes pre-carve-in, but no spending effects until the carve-in





# Spending effects driven by exposure to denials, disenrollment effects less so



## Key takeaways:

- 1 Spending reductions driven by highest quartile of exposure to the managed care denial regime—no other significant effects
- 2 Large disenrollment rates even among the lowest quartile of exposure to managed care denial regime, though there is a gradient

# Outline

- 1 Data, Setting, and Empirical Framework
- 2 Does private managed care constrain spending?
- 3 Mechanisms: How does managed care reduce spending?
- 4 What effects does private managed care have on quality and enrollee wellbeing?
- 5 Conclusion

# Conclusion

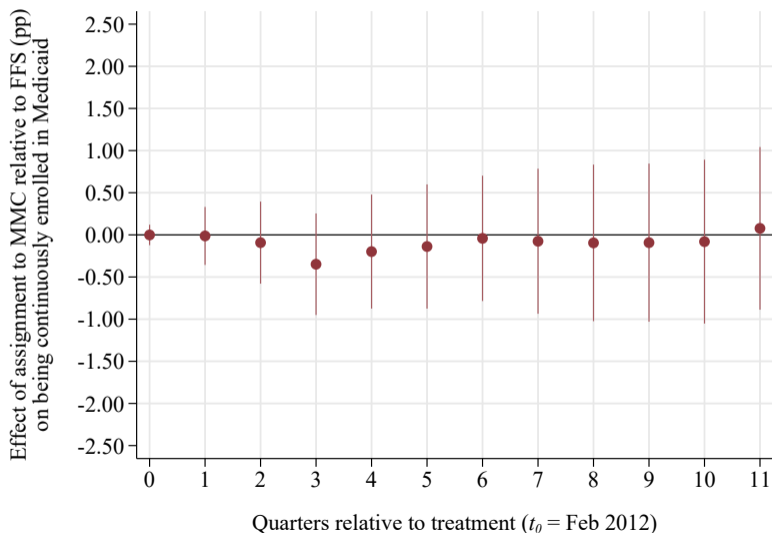
- **MMC generates large reductions in spending**
  - Total spending: ↓ 5-10pp driven primarily by quantity, not price, in pharmacy
- **But there is no free lunch:** MMC reduces use of primary care, increases adverse events, and substantially lowers satisfaction
  - But, interestingly, despite large drug spending reductions, enrollees assigned to MMC continued to use high-value drugs (if anything, we see increases there)
- **Effects depend on the services being studied:** managed care seems to have sharp tools to manage drugs, but blunter tools on medical side
  - Results may help resolve conflicting results in the literature that split along pharmacy/medical lines
  - Understanding this heterogeneity is important for policy—states have tended to *carve out* rx drugs from managed care (NY/CA moving in that direction...)
- Contribute to growing literature focused on mechanisms, shows that **utilization management can have both costs and benefits** → tradeoff depends on the tool (i.e., real-time adjudication)

# References I

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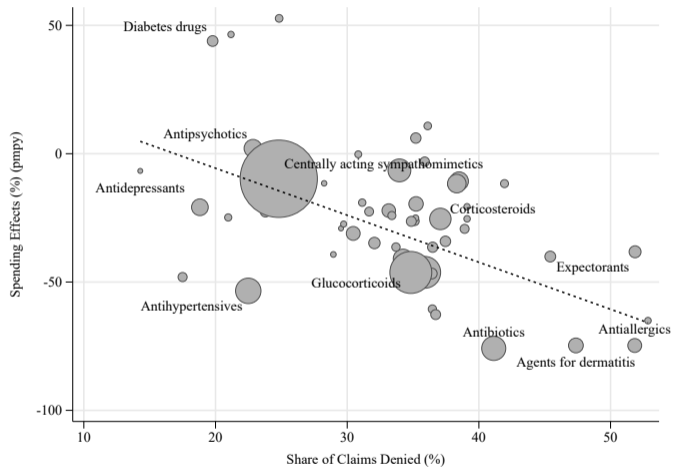
# Attrition: Assignment to MMC (vs. FFS) does not predict attrition

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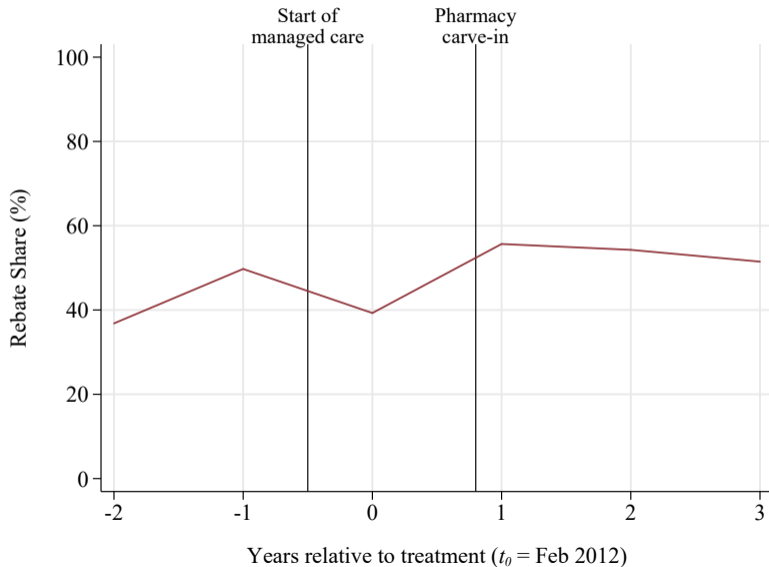


Sample is largely kids, story looks the same if we restrict to them

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**Key Takeaways:** Similar but some categories smaller (e.g., drugs for use in opioid dependence)



# Mechanisms: Prices account for some (esp. outpatient); Providers and networks matter less than zero

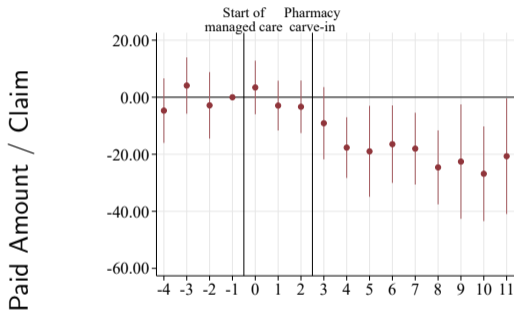
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	Original Spending		Repriced Spending			
	$\bar{Y}$ (1)	2SLS (2)	2SLS (3)	2SLS (4)	2SLS (5)	2SLS (6)
<i>Panel A. Spending by components of care (\$)</i>						
Total Spending	1 451.37	-81.51*** (17.28)	-56.78*** (16.90)	-82.92*** (17.65)	-72.58*** (14.85)	-90.81*** (16.28)
Inpatient Spending	98.61	3.12 (4.85)	1.20 (5.08)	1.58 (5.71)	-3.96 (4.51)	-3.30 (5.11)
Outpatient Spending	590.17	-18.58** (6.60)	-2.15 (6.92)	-6.29 (6.43)	-4.92 (6.55)	-7.78 (6.66)
Pharmacy Spending	380.19	-68.66*** (8.79)	-61.45*** (8.23)	-71.24*** (9.46)	-56.13*** (8.56)	-66.45*** (9.97)
Repriced Claims		No	Yes	Yes	Yes	Yes
Plan Network Breadth		No	No	Yes	No	Yes
Provider Fixed Effects		No	No	No	Yes	Yes

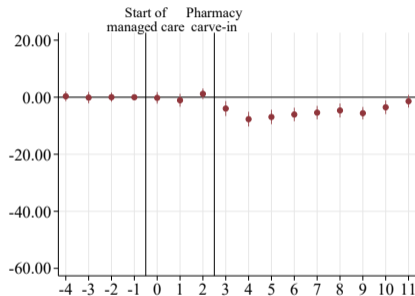


# So why isn't generic drug spending increasing?

There is also a compositional shift toward lower cost brand and generic prescriptions:



(a) Brand



(b) Generic

Formal decomposition in style of Brot-Goldberg et al. (2017) finds that prices play a small role, this is about the changing composition of drugs within brand/generic.

- Follow Brot-Goldberg et al. (2017) to decompose spending results into *price* and *quantity* terms (in the spirit of Kitagawa (1955), Oaxaca (1983), and Blinder (1973))
- **Result:** Four mutually exclusive and collectively exhaustive terms, focused on pharmacy

$$\Delta TS_{MMC,FFS} \equiv \underbrace{\Delta P_{MMC,FFS}}_{\text{Price diff for same services}} + \underbrace{\Delta Q_{MMC,FFS}^{Steering}}_{\text{Steering within brand/generic ATC-4 groups}} + \underbrace{\Delta Q_{MMC,FFS}^{Generic}}_{\text{Substitution from brands to generics w/in ATC-4 groups}} + \underbrace{\Delta Q_{MMC,FFS}^R}_{\text{Residual quantity differences}}$$

- Restrict to services we observe at least 5 times in both the MMC and Managed FFS models in each year (93% of overall spending)

- **Question:** How much is spending effect due to lower MMC prices for the *same service* at the same provider or steering to lower priced providers?
- 3 steps to estimates:
  - ① Reprice all drugs and services to sample mean  $\rightarrow$  eliminates price variation between MMC and FFS
  - ② Estimate MMC effects on repriced enrollee spending (i.e., quantity) — call that  $\hat{\beta}^{\bar{P}}$  (price fixed)
  - ③ Then  $\beta - \hat{\beta}^{\bar{P}}$  isolates price term in decomposition,  $\Delta P_{MMC,FFS}$
- Illustrative example:
  - Effect of MMC on total spending = \$100
  - Effect of MMC on repriced spending = \$90
  - $\Delta P_{MMC,FFS} \equiv \beta - \hat{\beta}^{\bar{P}} = \$100 - \$90 = \$10$

# Decompose quantity effect into three, mutually exclusive terms

## 1 Steering to lower cost brand/generic within class: $\Delta Q_{MMC,FFS}^{Steering}$

- Assign drugs to ATC-4 therapeutic classes to identify clinical substitutes, e.g., diabetes drugs
- Reprice at therapeutic class  $\times$  brand/generic level and reestimate MMC effects — call that  $\hat{\beta}^{Steering}$
- $\hat{\beta}^P - \hat{\beta}^{Steering}$  isolates steering within brand/generic term:  $\Delta Q_{MMC,FFS}^{Steering}$

## 2 Substitution from brand to generic within class: $\Delta Q_{MMC,FFS}^{generic}$

- Next reprice at therapeutic class level, e.g., all diabetes drugs have exact same price  $\rightarrow$  eliminates advantage to higher share of generics
- Estimate MMC effect on repriced spending, call that  $\hat{\beta}^{Generic}$  and subtract from  $\hat{\beta}^{Steering}$  to get brand-to-generic term:  $\Delta Q_{MMC,FFS}^{Generic} \equiv \hat{\beta}^{Steering} - \hat{\beta}^{Generic}$

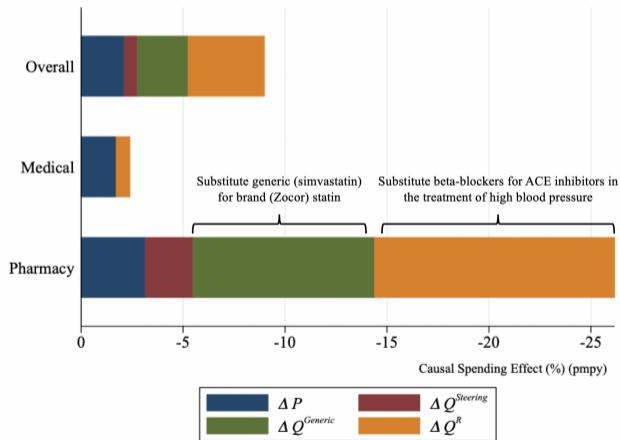
## 3 Residual quantity differences: $\Delta Q_{MMC,FFS}^R$

- Final term is recovered by  $\hat{\beta}^{Generic}$ , applies to both pharmacy and medical spending
- Residual that captures both outright quantity reductions and substitutions between services

# Decomposition: Spending effects come largely from quantity

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Figure: Decomposition of Spending in 2013

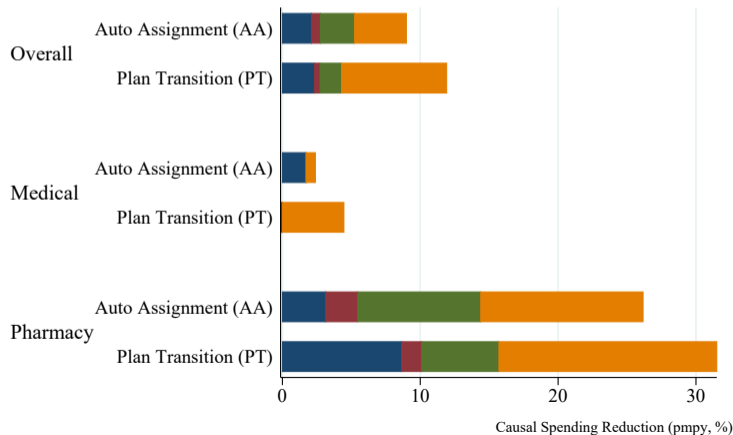


- Price not the main driver
- Out of the overall spending reduction of 9.3%, 4/5 is Qty
- For pharmacy spending reduction, 87% is Qty and 1/3 is brand-generic substitutions
- Pharmacy reduction similar to 21.3% in Dranove et al. (2021)

# Decomposition: Decomposition reveals spending reductions generated in similar ways across different populations/natural experiments

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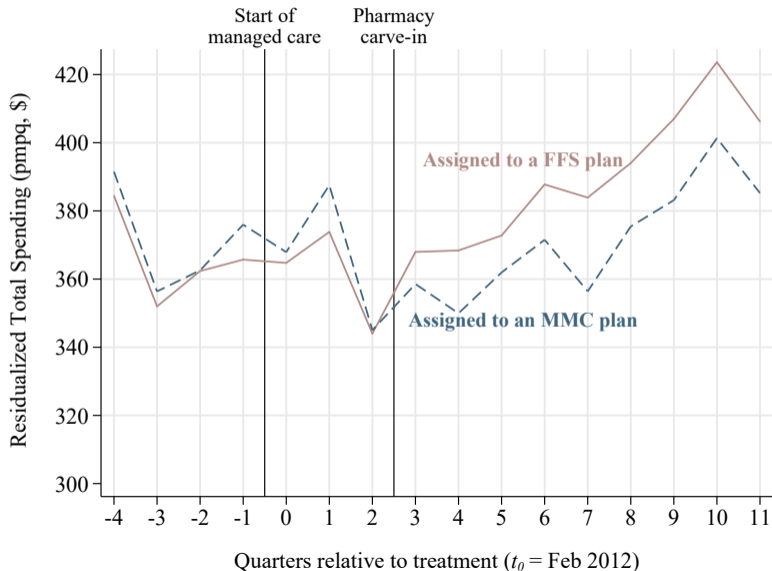
Figure: Decomp of spending in 2013 for AA and 2015 for PT



- Price not the main driver
- Brand-generic substitution and quantity residual is important in pharmacy
- Pharmacy reductions similar to 21.3% reported in Dranove et al. (2021) in both natural experiments

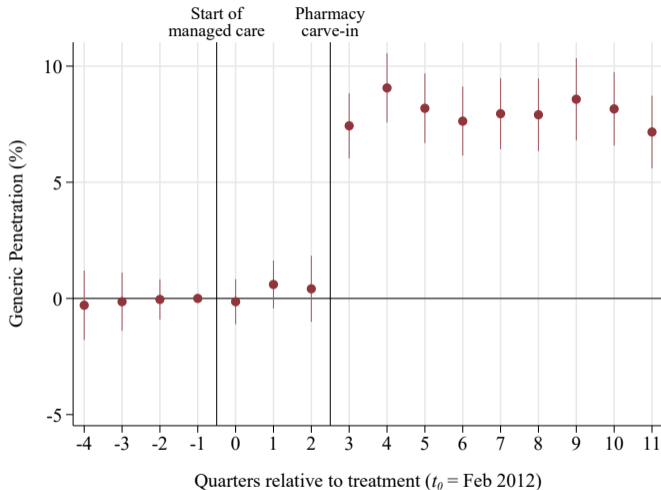
# Key Result 1: Reduced form time series for total spending

[▶ back to event study](#)



# Assignment to MMC (vs. FFS) increased generic penetration rates

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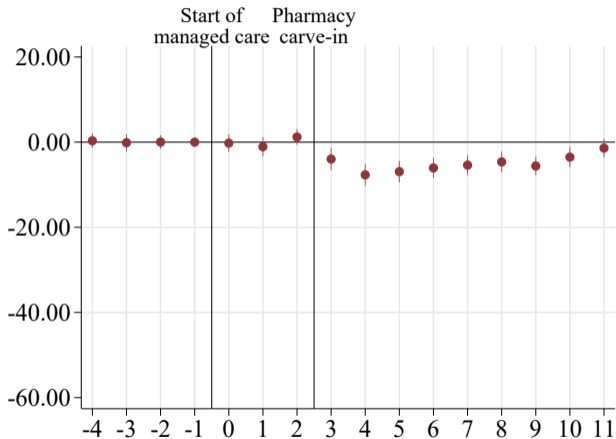


Generic penetration rate prior to the pharmacy carve in was 69%.



# Assignment to MMC (vs. FFS) led to lower paid amounts per generic claim

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# Share of prescription drug claims subject to PA, step therapy, fail first started high and decreased quickly after the pharmacy carve-in

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