

Medicaid Global Spending Cap Report August 2017

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Overview

Pursuant to legislation, the Medicaid Global Spending Cap has increased from \$18.6 billion in FY 2017 to \$19.5 billion (including the Essential Plan) in FY 2018, an increase of 5.2 percent. The CPI used on Medicaid services subject to the trend was 3.2 percent (ten-year average of the Medical Care Consumer Price Index). The annual growth in the Global Cap of \$962 million over last year includes costs associated with both price and enrollment increases, offset by a net change in one time revenue and spending actions, as well as the continuation of Medicaid Redesign Team (MRT) initiatives. It also includes \$211 million for minimum wage rate adjustments. Components of the annual growth are as follows:

Price (+\$885 million)	 Trend increases for mainstream managed care rates (\$411 million) and long term managed care rates (\$101 million); Various FFS rate packages (\$161 million); and Minimum Wage Adjustment (\$211 million).
Utilization (+\$267 million)	 Annualization of FY 2017 new enrollment; and New enrollment for FY 2018 (8,100 NH eligibles; 13,000 community-based).
MRT/One- Timers/Other (-\$190 million)	 Lower Essential Plan Contribution (-\$187 million); Recovery of Cash Advances (-\$127 million); and ACA enhanced FMAP (-\$106 million); offset by Restoration of the 2% ATB (\$200 million); and Acceleration of the ACA repayment (\$59 million).

Additionally, as part of the legislation passed with the Enacted Budget, the following major initiatives were included in the Medicaid program:

- Pharmacy savings initiatives, including an enhanced Generic CPI Penalty to help mitigate extreme
 generic price increases by requiring generic manufactures to pay the State additional rebates for
 drugs with outlier price increases, an enhanced integrity program for opioids/controlled substances,
 and a pharmacy spending growth cap to control exorbitant prescription drug costs.
- Investments for Enhanced Safety Net Hospitals, Critical Access Hospitals, and Women's Health and Prenatal Care.

Since the inception of the Global Spending Cap in FY 2012, Medicaid spending has remained within the Global Cap while expanding health coverage to the State's neediest populations. Through the collaboration of the MRT and the health care network, major steps towards redesigning the State's Medicaid program and reducing its costs have been made.

Medicaid Global Spending Cap Annual Budget (Online and Offline)

The \$19.5 billion Medicaid State Funds Spending Cap can be organized into two major components: (1) health care provider reimbursement and (2) other administrative, intergovernmental or revenue lines, also referred to as "offline" or occurring outside the MMIS billing system. Health care provider spending reflects the cost of care that is attributable to certain service sectors of the program (i.e., hospital, nursing home, managed care, etc.). These payments occur within the Medicaid claiming system (eMedNY). Projections for most service sectors begin with FY 2017 ending recipients and average rates per recipient. Adjustments to spending projections are then made for anticipated rate packages, transitions of populations/benefits to the Managed Care setting, and any non-recurring or one-time payments. Monitoring the movement of recipients between fee-for-service reimbursement and monthly Managed Care rates of payment is critical to evaluating various health service budgets.

The second component of spending, spending outside the eMedNY billing system, reflects spending on intergovernmental transfer payments, State and Local District Social Service administrative claims, etc., as well as receipts that offset the State's cost for Medicaid, i.e., drug manufacturer rebates and accounts receivable collections. The following table outlines the annual Medicaid projections by major health care sector for both provider claims and other payments/revenues.

Medicaid Global Spending Cap Annual Budget (\$ in millions)						
Category of Service	Online	Offline	Total			
Medicaid Managed Care	\$15,638	(\$204)	\$15,434			
Mainstream Managed Care	\$10,051	(\$32)	\$10,019			
Long Term Managed Care	\$5,587	(\$172)	\$5,415			
Fee For Service	\$7,196	\$901	\$8,097			
Acute Care	\$2,575	\$687	\$3,262			
Long Term Care	\$3,289	\$36	\$3,325			
Non-Institutional	\$1,332	\$178	\$1,510			
Medicaid Administration Costs	\$0	\$434	\$434			
OHIP Budget / State Operations	\$0	\$442	\$442			
Medicaid Audits	\$0	(\$318)	(\$318)			
Other State Agency	\$3,302	(\$962)	\$2,340			
All Other	\$0	\$250	\$250			
Local Cap Contribution	\$0	(\$7,151)	(\$7,151)			
TOTAL \$26,136 (\$6,608) \$19,528						

Major Offline Components

Medicaid Managed Care (-\$204 million)

 Medicaid Managed Care offline budget includes additional Federal Revenue for Community First Choice Option (CFCO) services, recoveries of provider cash advances made in FY 2017, and Quality Pool payments.

Fee For Service (+901 million)

- Acute Care includes payments for Disproportionate Share Hospital, Upper Payment Limit, SUNY IGT, and the Major Academic Pool.
- Long Term Care includes the 3rd installment of Universal Settlement offset by additional Federal Revenue for CFCO.

 Non-Institutional includes payments for Medicare Part D Clawback and Supplemental Medical Insurance, offset by rebate collections.

OHIP Budget / State Operations (+\$442 million)

The OHIP State Operations budget reflects the Non-Federal share only of personal services (i.e., salaries of OHIP staff that work on the Medicaid budget) and non-personal services costs (i.e., contractual services).

Contracts for the Enrollment Center, New York State of Health (NYSOH) Benefit Exchange, eMedNY/Medicaid Management Information Systems (MMIS) and various MRT initiatives comprise 75 percent of the total non-personal service budget. The chart below shows the annual budget for FY 2018 State Operations:

OHIP Budget (\$ in millions)			
Service Costs	Budget		
Personal Services	\$40		
Non-Personal Services	\$306		
Essential Plan Administration	\$96		
TOTAL	\$442		

All Other (+250 million)

The All Other Category includes a variety of payments but is primarily comprised of program spending for the Essential Plan, VAPAP, VAP and Supportive Housing.

• Vital Access / Safety Net Provider Program: The Vital Access/Safety Net Provider Program (VAP) supports projects for facilities that were selected due to their serious financial condition and critical role in providing services to New York State's fragile, elderly, and low-income population. These awards support multi-year projects submitted by hospitals, nursing homes, free standing clinics, and home health providers. The VAP funds will be used primarily to improve community care including expand access to ambulatory services, open urgent care centers, expand services in rural areas, and provide more effective services that meet community needs.

VAP Program Awards (\$ in millions)				
Provider Type	Total Amount Awarded	LTD Disbursements (through March 2017)	FY 2018 Budget	
Hospitals/CAHs	\$184	\$138	\$17	
Nursing Homes	\$147	\$108	\$33	
Diagnostic & Treatment Centers	\$18	\$18	-	
Certified Health Home Agencies	\$3	\$2	-	
Licensed Health Care Service Agencies	\$1	\$1	-	
Behavioral Health	\$55	\$24	\$37	
Sub-Total	\$408	\$291	\$87	
Pending VAP Requests	-	-	\$24	
Total \$111				

• **Supportive Housing:** The Supportive Housing Initiative seeks to ensure that Medicaid members have proper housing that promotes a healthy environment and lifestyle.

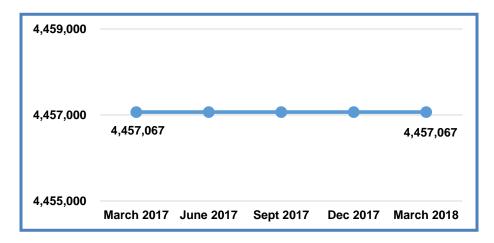
Supportive Housing Allocation Plan (\$ in millions)		
	Allocation Plan	
Capital Funding	\$3	
New Supportive Housing Pilot Projects	\$21	
Rental/Service \$38		
Tracking & Evaluation	\$1	
TOTAL*	\$63	

^{*\$44} million in Bonded Capital; \$2 million (Medicaid Access to Homes) from Global Cap.

Annual Enrollment Estimates

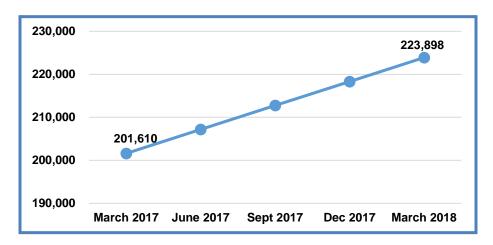
Mainstream Managed Care (includes HIV/SNPs and BHO/HARPs)

Several program changes have affected enrollment in Mainstream Managed Care (MMC). The main factor that contributed to the decline in MMC enrollment last fiscal year was the conversion of enrollees to the Essential Plan (EP) from MMC. Conversion of enrollees from MMC to EP will occur in lower numbers throughout FY 2018. Additionally, the conversion of eligible MMC enrollees to a Health and Recovery Plan (HARP) outside of New York City began on July 1, 2016. It is expected that MMC enrollment will remain stable at current levels going forward.



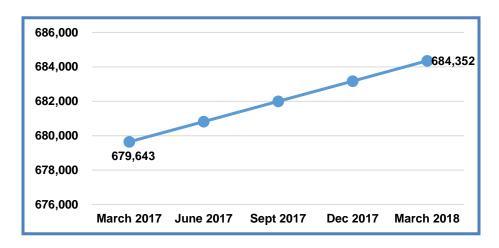
Long Term Managed Care (includes PACE, FIDA, MA and MAP)

The Long Term Managed Care (MLTC) program has been rapidly growing since the mandatory transition of community based long term care individuals was implemented in July 2012. On top of mandatory enrollment, the program is also expanding for Nursing Home recipients. In FY 2017, MLTC grew close to 31,000 individuals, about 9,300 of those were Nursing Home eligibles. The FY 2018 projections assume continued growth at slightly lower levels than prior years, mostly due to the fact that the mandatory transition process is nearly complete.



Essential Plan

The Essential Plan has been very successful, proving to be an affordable health insurance option for consumers with incomes too high to qualify for Medicaid. As of March 2017, enrollment in the Essential Plan was 679,643. About 43 percent of Essential Plan enrollees were previously eligible for Medicaid while about 57 percent were previously eligible for Qualified Health Plan (QHP) coverage with tax credits. It is expected that enrollment will continue to increase at current levels (0.1% per month) through the end of FY 2018.



Monthly Results - Summary

Total State Medicaid expenditures under the Medicaid Global Spending Cap for FY 2018 through August was \$25 million above projections. Spending through August resulted in total expenditures of \$9.010 billion compared to the projection of \$8.985 billion.

Medicaid Spending (\$ in millions)					
Category of Service	Estimated	Actual	Variance Over / (Under)		
Medicaid Managed Care	\$6,525	\$6,576	\$51		
Mainstream Managed Care	\$4,272	\$4,288	\$16		
Long Term Managed Care	\$2,253	\$2,288	\$35		
Total Fee For Service	\$3,946	\$4,003	\$57		
Inpatient	\$1,305	\$1,313	\$8		
Outpatient/Emergency Room	\$151	\$150	(\$1)		
Clinic	\$213	\$221	\$8		
Nursing Homes	\$1,173	\$1,180	\$7		
Other Long Term Care	\$257	\$276	\$19		
Non-Institutional	\$847	\$863	\$16		
Medicaid Administration Costs	\$176	\$170	(\$6)		
OHIP Budget / State Operations	\$189	\$187	(\$2)		
Medicaid Audits	(\$198)	(\$242)	(\$44)		
All Other	\$1,372	\$1,341	(\$31)		
Local Funding Offset	(\$3,025)	(\$3,025)	\$0		
TOTAL	\$8,985	\$9,010	\$25		

Results through August - Variance Highlights

Medicaid Managed Care

Medicaid spending in major Managed Care categories was \$51 million over projections.

 Long Term Managed Care was \$35 million above projections due to slightly higher than expected enrollment. Through August there were 2,925 more recipients than anticipated.

Fee-For-Service

Medicaid spending in major fee-for-service categories was \$57 million, or 1.4 percent, over projections.

- Other Long Term Care spending was \$19 million above projections. There are 1,220 more individuals receiving personal care services through August.
- Non-Institutional spending (includes Pharmacy, Medical Supplies, Physicians, Supplemental Medical Insurance, etc.) was \$16 million above projections. This is the result of higher than expected utilization for Health Home services and higher enrollment in the Supplemental Medical Insurance program (Part A & B).

OHIP Budget / State Operations

The OHIP State Operations budget reflects the Non-Federal share only of personal services (i.e., salaries of OHIP staff that work on the Medicaid budget) and non-personal services costs (i.e., contractual services). The FY 2018 budget is projected to total \$442 million which also includes Essential Plan administration costs.

Contracts for the Enrollment Center, NYSOH Benefit Exchange, Essential Plan, eMedNY/ MMIS, and various MRT initiatives comprise 79 percent (\$301 million) of the total non-personal service budget.

OHIP State Operations was \$2 million under budget through August.

OHIP Budget – FY 2018 (\$ in millions)				
Service Costs	Actual - YTD			
Personal Services	\$40	\$17		
Non-Personal Services	\$306	\$129		
Enrollment Center	\$113	\$47		
NYSOH Benefit Exchange	\$42	\$33		
eMedNY/MMIS	\$13	\$13		
Data Warehouse	\$10	\$6		
OHIP Actuarial and Consulting Services	\$9	\$3		
All Payer Database	\$9	\$2		
All Others	\$110	\$25		
Essential Plan	\$96	\$41		
TOTAL	\$442	\$187		

All Other

All Other spending was below projected levels by \$31 million. The All Other category includes a variety of Medicaid payments and offsets. The underspending in this category is primarily attributed to the timing of Accounts Receivable collections, and delayed disbursements for VAPAP and Supportive Housing.

Accounts Receivable

The Accounts Receivable (A/R) ending balance for FY 2017 was \$204 million. The State is expected to recoup \$135 million by the end of FY 2018, resulting in a projected A/R balance of \$69 million by March 2018. Through the end of August, retroactive rates owed to the State were \$165 million. This reflects net recoveries of \$39 million since March 2017.

The Department of Health is engaged in an initiative to eliminate all currently outstanding retroactive rates Medicaid liabilities owed to the State. These liabilities pose a potential risk to the Medicaid Global Spending Cap. It is therefore important that the Department take these necessary steps to ensure the solvency of the Global Cap and protect the integrity of the Medicaid program. All retroactive rate liabilities processed on August 1, 2015, and forward, which cannot be fully paid within twelve months using the standard fifteen percent Medicaid recoupment percentage, will be adjusted to a higher recoupment rate to ensure that these liabilities will be paid within twelve months from the date of the first recoupment.

Enrollment

Medicaid Enrollment

Medicaid total enrollment reached 6,089,989 enrollees at the end of August 2017. This reflects a \underline{net} decrease of 23,578 enrollees since March 2017, which is comprised of:

- 7,169 Aliessa individuals previously counted as Medicaid members were converted to the Essential Plan; and
- 16,409 for decreased enrollment.

Medicaid Enrollment Summary					
	March 2017	Converted to EP	New Enrollees	August 2017	Net Increase / (Decrease)
Managed Care	4,662,814	(7,169)	33,987	4,689,632	26,818
New York City	2,806,630	(5,465)	8,387	2,809,552	2,922
Rest of State	1,856,184	(1,704)	25,600	1,880,080	23,896
Fee-For-Service	1,450,753	0	(50,396)	1,400,357	(50,396)
New York City	721,940	0	(15,275)	706,665	(15,275)
Rest of State	728,813	0	(35,121)	693,692	(35,121)
TOTAL	6,113,567	(7,169)	(16,409)	6,089,989	(23,578)
New York City	3,528,570	(5,465)	(6,888)	3,516,217	(12,353)
Rest of State	2,584,997	(1,704)	(9,521)	2,573,772	(11,225)

Appendix A Inventory of Rate Packages

Below is the majority of rate packages to be processed in FY 2018:

Category of Service	Rate Package Description	Effective Date	Date Released
	January 2016 Mainstream Rates	1/1/2016	May 2017
	July 2016 Mainstream Rates	7/1/2016	May 2017
	April 2017 Mainstream Rates	4/1/2017	
Managed Care	July 2016 HARP Rates	7/1/2016	May 2017
	April 2017 HARP Rates	4/1/2017	
	July 2017 HARP Rates	7/1/2017	
	April 2016 HIV Special Needs Rates	4/1/2016	May 2017
	April 2017 Partial Capitation Rates	4/1/2017	
	April 2015 HRR Rates	4/1/2015	June 2017
	April 2016 HRR Rates	4/1/2016	
Laws Tarm Managed Care	January 2015 MAP Rates	1/1/2015	July 2017
Long Term Managed Care	January 2016 MAP Rates	1/1/2016	July 2017
	April 2016 PACE Rates	4/1/2016	June 2017
	QIVAPP	4/1/2016	
	Quality Pools	Various	
	Acute & Exempt Unit Actual Capital Updates	Various	May 2017
Inpatient	Acute Rates – Elimination of C-Section Reduction	4/1/2015	
	Acute & Exempt Unit Inpatient Rates	1/1/2017	
Outpatient / Emergency room	FQHC Hold Harmless	1/1/2016	
Outpatient / Emergency room	APG Capital Update	1/1/2017	
Clinic	FQHC Hold Harmless	2/1/2015	June 2017
	EHRS Distribution	Various	
	UCP Distribution	Various	June 2017
	2018 Initial Rates for Nursing Facilities and ADHC	1/1/2018	
Nursing Home	July 2017 Case Mix Update	7/1/2017	August 2017
	Neurodegenerative	11/1/2016	May 2017

Appendix B

Beneficiary Transition Schedule to Managed Care

Care Management for All was a key component of the MRT's recommendations intended to improve benefit coordination, quality of care, and patient outcomes over the full range of health care, including mental health, substance abuse, developmental disability, and physical health care services. It will also redirect almost all Medicaid spending in the State from fee-for-service to care management. The care management system currently in place includes comprehensive plans, HIV/AIDS special needs plans, partial capitation long term care plans, and Medicare/Medicaid supplemental plans. As Care Management for All progresses, additional plans tailored to meet the needs of the transitioning population will be added, including mental health and substance abuse special needs plans, as well as fully integrated plans for Medicare/Medicaid "dual eligibles". The chart below outlines the list of recipients schedule to transition into the care management setting during FY 2018:

Medicaid Fee for Service Transition to Managed Care (Populations)					
Populations From (COS) To (COS) # of FY 2018 Targeted Enrolled YTD					
Nursing Homes	Nursing Homes	MMC/MLTC	8,100	3,564	
BHO/HARPs	Various	MMC	17,430	9,935	

Appendix C Phase VII MRT Initiatives (http://www.health.ny.gov/health_care/medicaid/redesign/mrt_budget.htm)

Phase VII MRT Initiatives (\$ in millions)	
Initiative	SFY 18 Impact
Medicare Part B and Part D Increases	175.4
ACA Over Claim Repayment	59.0
Compliance with Covered Outpatient Drug Rule and Copay Provisions	5.5
Mental Hygiene Stabilization Fund	(267.0)
Total Federal Actions/Pressures on GC	(27.1)
Enhanced Program Integrity for Opioids / Controlled Substances	(1.4)
Control Exorbitant Prescription Drug Costs	(55.0)
Conduct Comprehensive Clinical Editing	(0.4)
Generic CPI Penalty Adjustment - 75%	(8.8)
Total Pharmacy Savings	(65.6)
Ban MLTC Marketing	(3.0)
Adjustment of End-of-Life Services for Medicare	(4.4)
Implementation of a Plan Fining Mechanism for DLTC	(2.0)
Balancing Incentive Program to support FLSA	(35.0)
Eliminate Bed Hold Payment	(10.3)
Reduce MLTCP Quality Bonus	(15.0)
Total LTC Savings	(69.7)
Require Medicare Coverage as a Condition of Medicaid Eligibility	(25.5)
Reduction in Mainstream Managed Care Quality Bonus	(20.0)
Reduction in Number of VBP Pilots	(5.0)
Reduce Payments to Plans for Facilitated Enrollment	(10.0)
Total Managed Care Savings	(60.5)
Reduce 911 "Frequent Flier" calls	(4.2)
Transportation Manager savings	(8.0)
Total Transportation Care Savings	(12.2)
Reduction of BIP Funds (No Wrong Door/NY Connects)	(4.0)
Increase Penalty for Early Elective Deliveries	(1.5)
Continued Medicaid Coverage Review	(5.0)
Enhanced Claim Editing for Emergency Services Only	(2.5)
Reduce VAPAP/VBP-QIP	(15.0)
Realign Children's SPA and MC implementation	(10.0)
NYC Administrative Efficiencies	(55.0)
DOH Global Cap Admin	(8.0)
PCMH Enhanced Funding Reduction	(10.0)
Reduce Hospital Quality Pool	(15.0)
Reduce Supportive Housing	(20.0)
Total Other	(146.0)
Medicaid Reestimate / DSRIP Savings	(25.0)
Additional Accounts Receivable	(10.1)
Health Homes Reduction	(10.0)
Total Legislative Avails	(45.1)
Enhanced Safety Net Hospital Program Women's Health Prenatal Care	10.0 5.0
SUNY DSH	9.3
Critical Access Hospitals	10.0
·	
Monroe County NH Wago Parity for CDBAB Assistants	0.9
Wage Parity for CDPAP Assistants	9.0
Total Legislative Adds	44.2
TOTAL	(382.0)

Appendix D Regional Spending Data

The Global Cap legislation requires the Department to publish actual State Medicaid spending by region. The regions selected are based on the Governor's eleven economic development areas. The chart below represents total provider spending that occurs within the Medicaid claiming system (eMedNY) through August 2017 for each region.

Medicaid Regional Spending (\$ in millions)		
Economic Region	Non-Federal Total Paid	
New York City	\$6,671	
Long Island	\$1,076	
Mid-Hudson	\$1,064	
Western	\$559	
Finger Lakes	\$473	
Capital District	\$387	
Central	\$283	
Mohawk Valley	\$245	
Southern Tier	\$214	
North Country	\$155	
Out of State	\$52	
TOTAL	\$11,179	

More detailed regional information can be found on the Department of Health's website at: http://www.health.ny.gov/health_care/medicaid/regulations/global_cap/

Appendix E

Medicaid Drug Cap

- The State Fiscal Year 2018 Enacted Budget establishes a Medicaid Drug Cap that will limit
 pharmacy spending growth in the Medicaid program to the 10-year rolling average of the medical
 component of the consumer price index plus five percent (8.2% in the current year), less \$55
 million in state share savings in SFY 2018.
- If the Budget Director determines that expenditures will exceed the annual growth limitation imposed by the Medicaid Drug Cap, the Commissioner of Health may refer drugs to the State's Drug Utilization Review Board (DURB) for a recommendation as to whether a supplemental rebate should be paid by the manufacturer.
- If the Department intends to refer drugs to the DURB, it will notify affected manufacturers and will attempt to reach agreement on rebate amounts prior to DURB referral.
- In determining whether to recommend a target supplemental rebate for a drug the DURB must consider the cost of the drug to the NYS Medicaid program and may consider, among other things: the drug's impact on the Medicaid drug spending, significant and unjustified increases in the price of the drug, and whether the drug may be priced disproportionally to its therapeutic benefits.
- In formulating a recommendation, the DURB may consider, among other things: publicly available and DOH supplied pricing information, the seriousness and prevalence of the disease or condition being treated, Medicaid utilization, the drug's effectiveness or impact on improving health, quality of life or overall health outcomes, the likelihood that the drug will reduce the need for other medical care (including hospitalization), the average wholesale price, wholesale acquisition cost, and retail price of the drug, and the cost of the drug to Medicaid minus rebates.
- If after the DURB recommends a target rebate amount, DOH and the manufacturer are unable to reach agreement regarding supplemental rebate amounts, the manufacturer will be required to provide DOH with certain information including but not limited to marketing, research, and development costs for the drug.
- The Executive is currently working to implement the Medicaid Drug Cap.

Appendix F

Material Events

- Delay in implementation of new Children services (from 10/1/17 to 7/1/18)
 - New services place an emphasis on early intervention for children experiencing behavioral health challenges before they rise to the level of needing high intensity clinical services.
 - Includes Community Psychiatric Support and Treatment, Psychosocial Rehabilitation Services, Crisis Intervention, Family Peer Support Services, Youth Peer Training and Support Services, and Other Licensed Practitioners.
- Delay of new Community First Choice Option services (from 7/1/17 to 1/1/18)
 - Requires MLTC plans to expand and/or enhance the current benefit package to include all services and supports within the CFCO for adults age 21 and over.
- Bed Hold Reimbursement
 - The Enacted Budget included language to eliminate the payment for bed hold days for nursing homes effective April 1, 2017. The Department has not implemented the elimination of bed hold reimbursement at this time.
- OIG released an audit report indicating that NYS improperly made payments to MLTC plans that failed to comply with contract rules.
 - > DOH has issued several new policies and procedures to monitor MLTC plans for compliance to address deficiencies sited in the audit report.
 - DOH is currently working with OMIG to review the records that were subject to the audit.
- VBP Stimulus for MLTC program
 - Provides stimulus funding to support all MLTC plans with VBP contracting in place.
- The Global Cap was increased to reflect an update to the ten-year average of the Medical Care Consumer Price Index, which went from 3.2 percent to 3.3 percent, resulting in an increase of \$11 million.

Appendix G

State-only Payments (YTD)

Payments	Non-Federal Total Paid
Major Academic Pool	\$24,500,000
VAPAP	\$29,624,765
Supportive Housing	\$15,046,891
Alzheimer's Caregiver Support	\$7,390,871
End of AIDS	\$5,186,706
MLTC Ombudsman	\$2,399,585
BH Transformation Non-VAP	\$2,669,766
CSEA Buy-in	\$490,393
Water Fluoridation	\$425,343
Primary Care Service Corps	\$219,086
MLTC Technology Demonstration	\$0
TOTAL	\$87,953,406