

On a LARC?

*A Case Study in Implementing
Policy Innovations*

**Reforming States Group
Milbank Memorial Fund**

Fall 2015

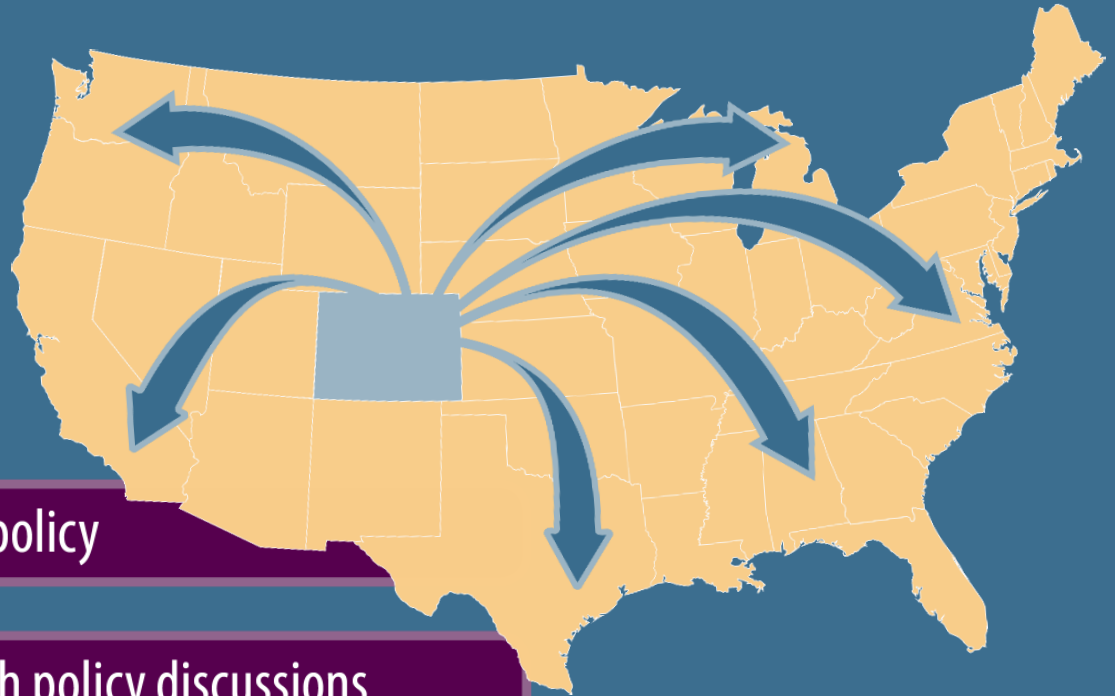


coloradohealthinstitute.org




About Us

The Colorado Health Institute



 Informs state and national policy

 Contributes to current health policy discussions

 Supports efforts to improve health

Agenda: On a LARC?

- Why We're Here: The National Buzz
- Four Big Ideas: Framing Our Conversation
- LARC in Colorado: The Real Story
- Complexity at Many Levels
- Lessons Learned: Both Policy And Practice

Setting the Stage

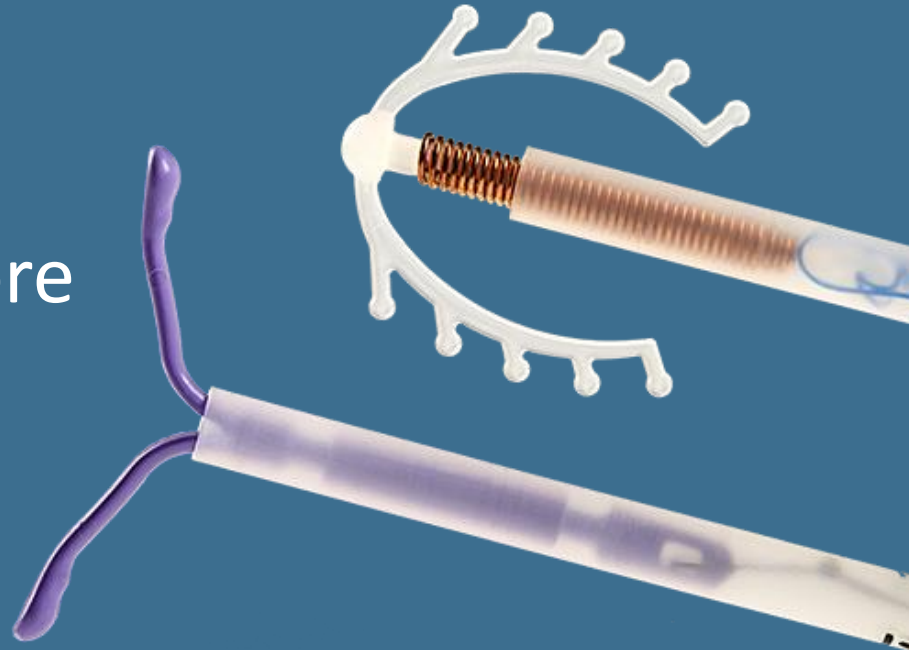
Goal: Devising a Game Plan



- 1 Articulate the Goal
- 2 Identify the Challenges
- 3 Gather Evidence
- 4 Decide on the Intervention
- 5 Appraise Status
- 6 Map Your Network
- 7 Understand the Politics
- 8 Plot Strategy
- 9 Implement Your Plan
- 10 Define Success and Evaluate Progress

LARC: A Primer

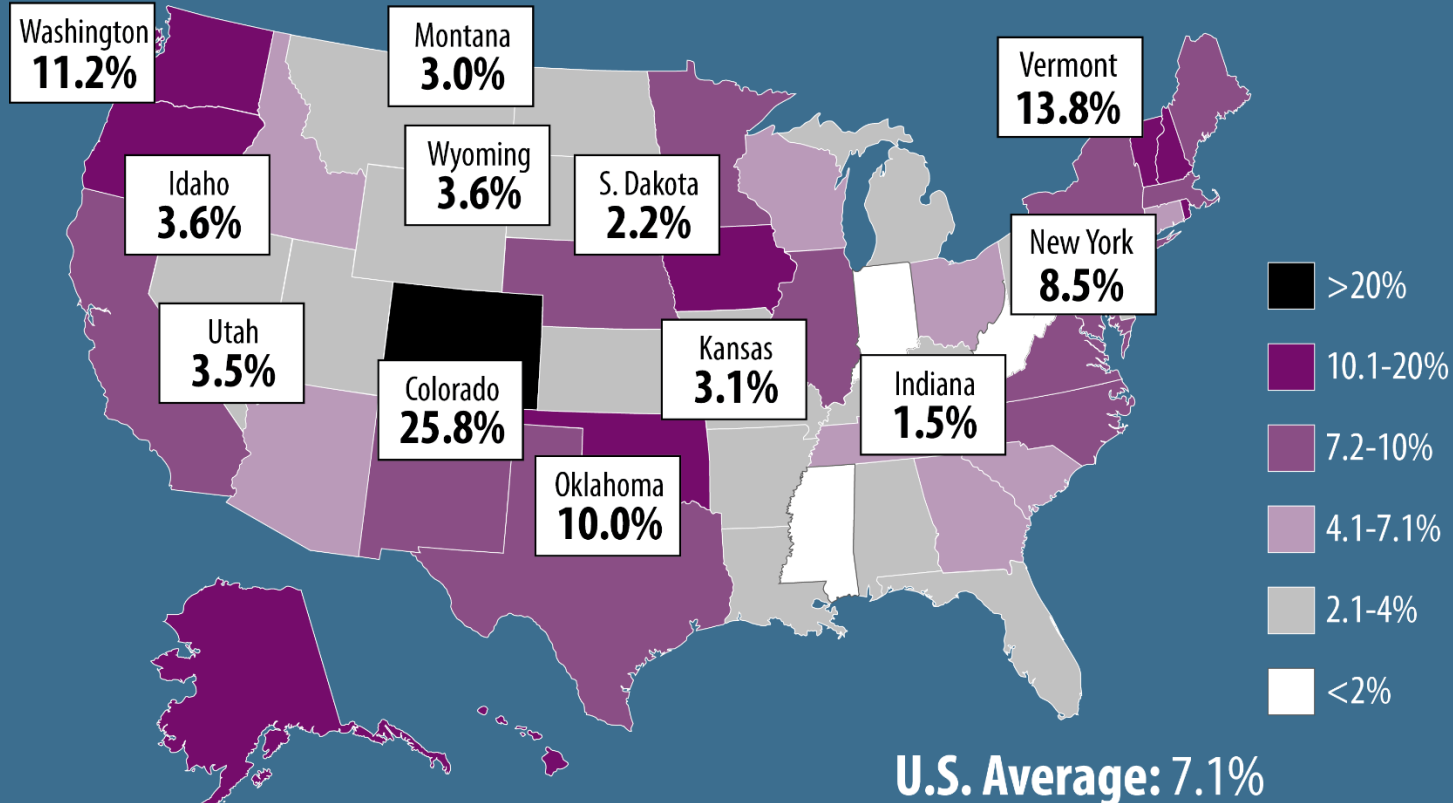
- Long-Acting Reversible Contraception
- IUDs or Hormonal Implants
- 99% Effective
- Lasts Three Years or More
- Costly: \$927



Setting the Stage

LARC Usage in Your State

Percentage of Title X Clients Aged 15–19 Years Using LARC, 2013



Key Takeaways

- LARC Works.
 - But the story is complicated.
 - Really complicated.
- Shared Vision Can Trump Political Differences.
 - Sometimes.
 - If you're a little lucky.
- Scaling Up Takes Patience, Grit and Effective On-the-Ground Organization.



*Why We're Here:
The National Buzz*

The National Buzz

PBS Newshour

[PBS video here]

SCIENCE
Colorado's Effort Against Teenage P

By SABRINA sign in subscribe search

home > US
Colorado huge succ
it

HUFFP
Edition: U.S. Like 755k

FRONT PAGE WOMEN TASTE GOOD NE
Healthy Living • Health And Fitness • GPS for the Soul

**Colorado's Teen I
Free Contraceptio**

The Huffington Post | By Anna Almendrala
Posted: 07/06/2015 5:23 pm EDT | Updated: 07/06/201

Share: 2,104

THE AGENDA

NRO'S DOMESTIC-POLICY BLOG, BY REIHAN SALAM.

No, One Program Did Not Reduce Colorado's Teen Pregnancy Rate by 40 Percent

SHARE The Atlantic SUBSCRIBE SEARCH MENU

by CALLIE G

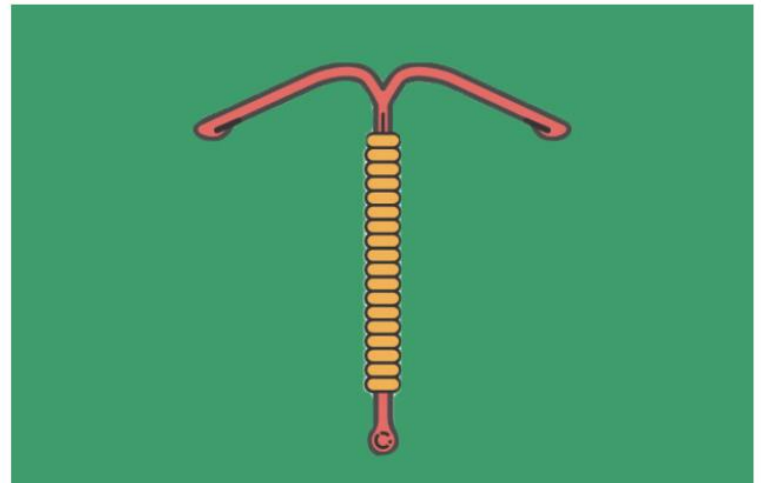
This month, state-govern all kinds for pregnancies amount. The was "how Co years." It tur improving di program in c program is w

In 2009, the Family Planr women free implants, bo acting revers

HEALTH

Only 7 Percent of Teens Are Using the Most Effective Form of Birth Control

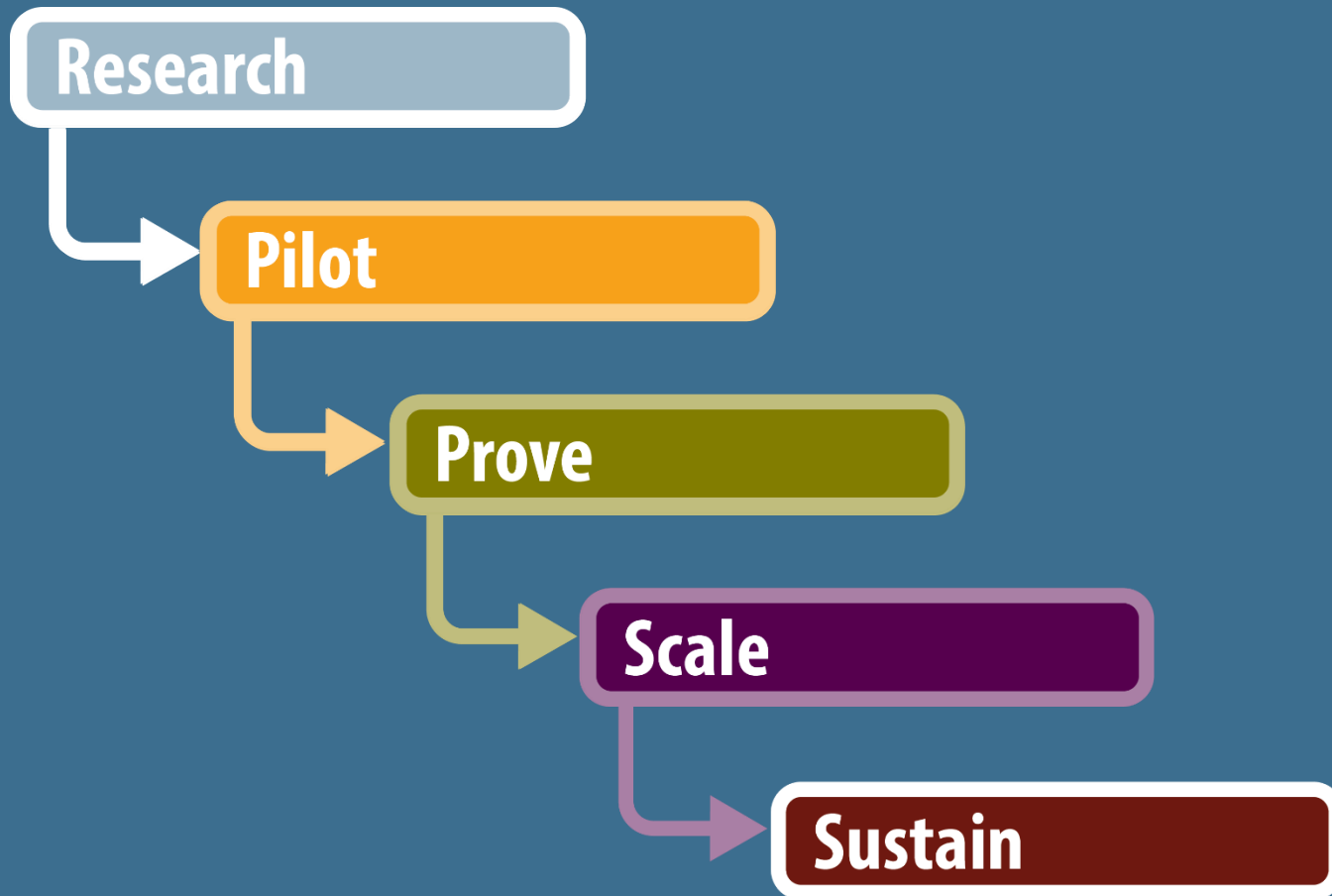
A new CDC report shows adoption of IUDs and implants among adolescents is on the rise, but they still lag behind condoms and the Pill.



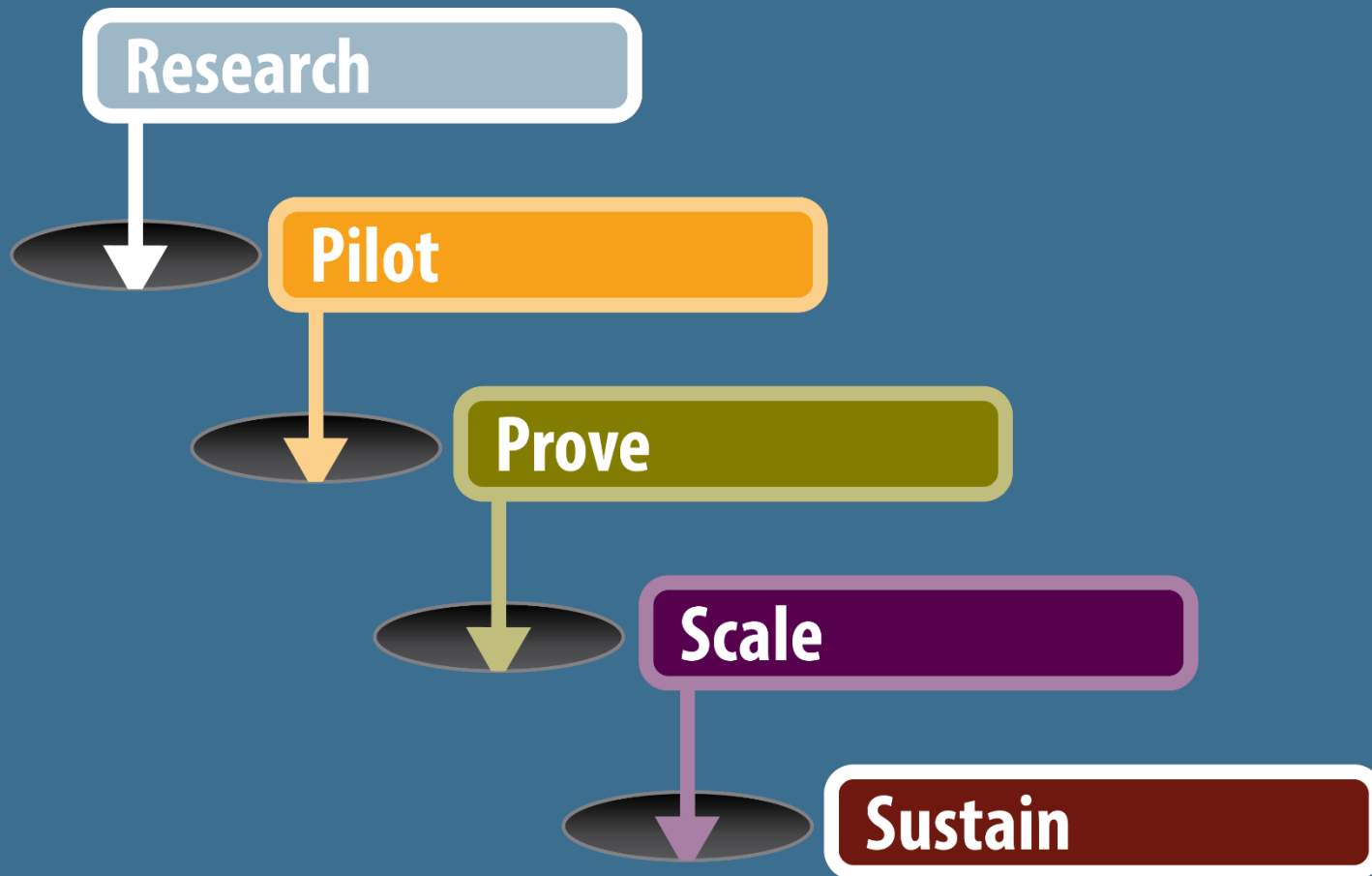


*Four Big Ideas:
Framing Our
Conversation*

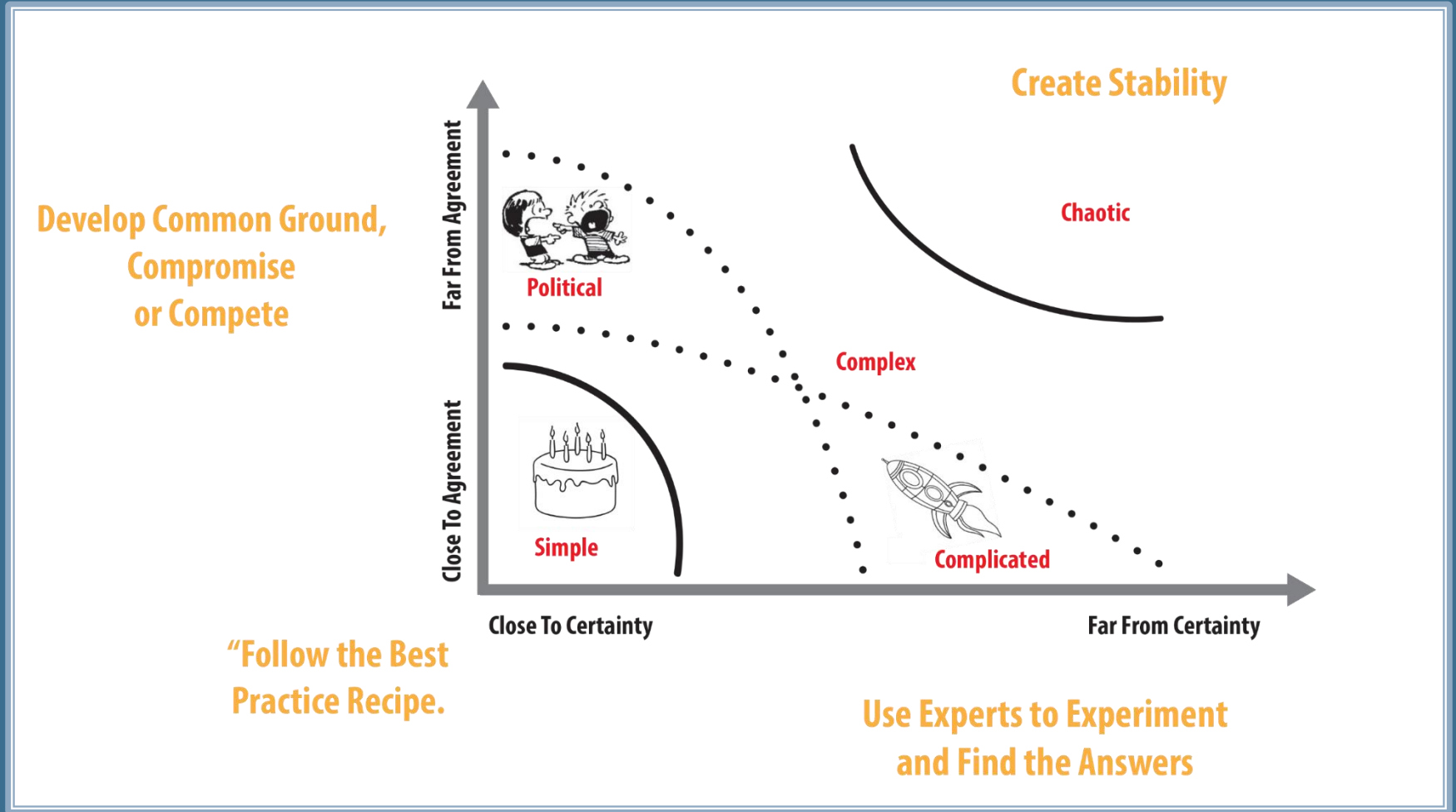
Idea 1: The Model Breaks Down



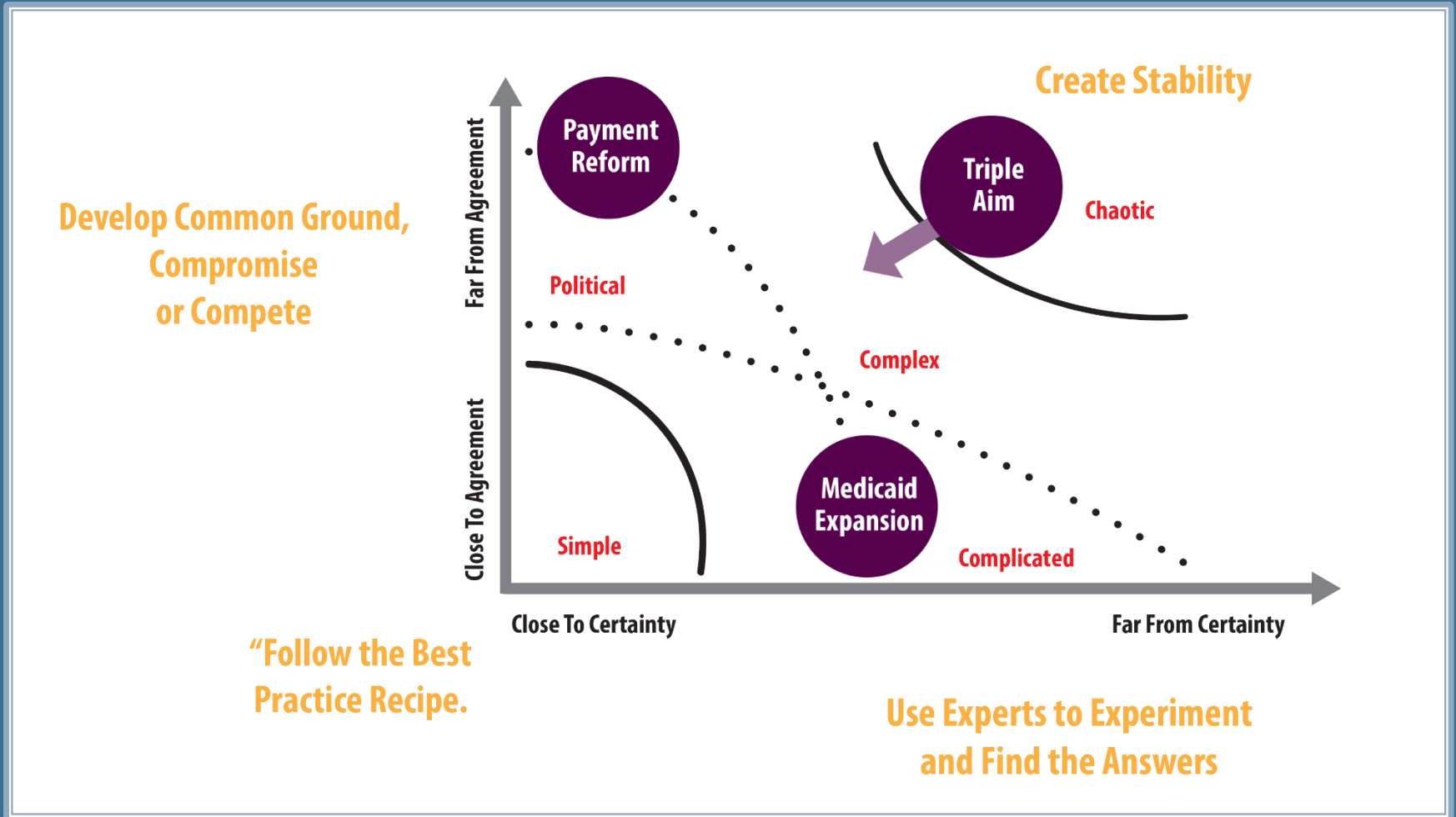
Idea 1: The Model Breaks Down



Idea 2: Making Sense of Challenge



Idea 2: Making Sense of Challenge



Idea 3: Embracing Complexity

[TED Talk video here]

Framing Our Conversation

Idea 4: Applying LARC Lessons





*LARC in Colorado:
The Real Story*

LARC in Colorado

Susan T. Buffett Foundation



LARC in Colorado

Early Experiment



THE
CONTRACEPTIVE
CHOICE
PROJECT

Choosing Colorado



- A “middle America” state
- Mid-sized
- Diverse population
- Catholic, pro-contraception, pro-life governor

Foundation Funding

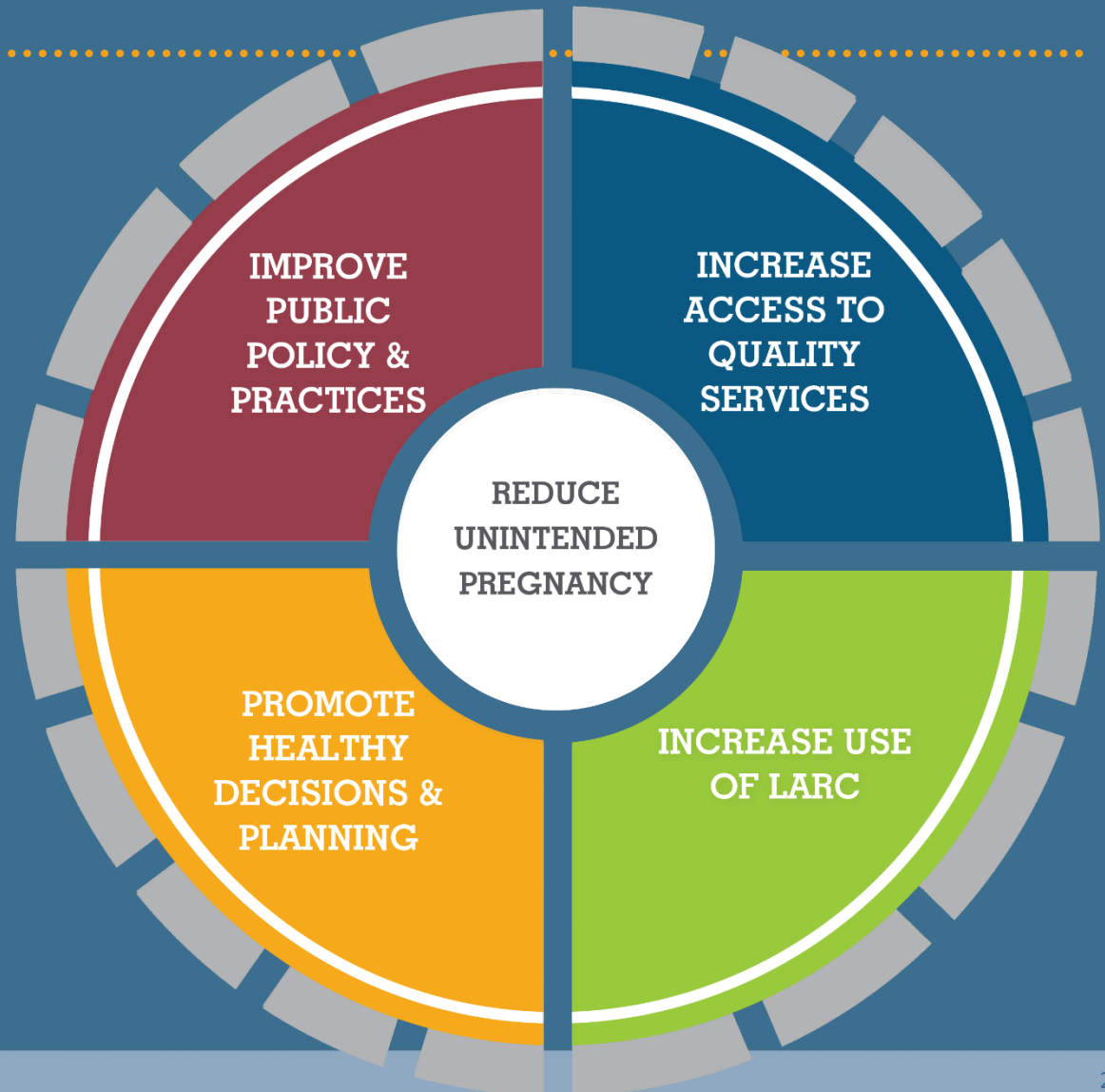
**Colorado Initiative to Reduce
Unintended Pregnancies**
Private umbrella organization

Colorado Family Planning Initiative (CFPI)
Public/Private, housed at CDPHE

15 Other Grantees
School-based health
centers, community
clinics, others

Title X Clinics
Mostly county
health departments

The Colorado Initiative



A man and a woman are sitting in a grassy field, wrapped in a blue and white striped blanket. They are looking at each other and smiling. In the background, there is a yellow tent. The scene is set in a natural, outdoor environment with trees and hills in the distance.

It's our first weekend away,
good thing we already
talked about protection.

*before
play.org*

BIRTH CONTROL. JUST TALK ABOUT IT.

The Colorado Initiative

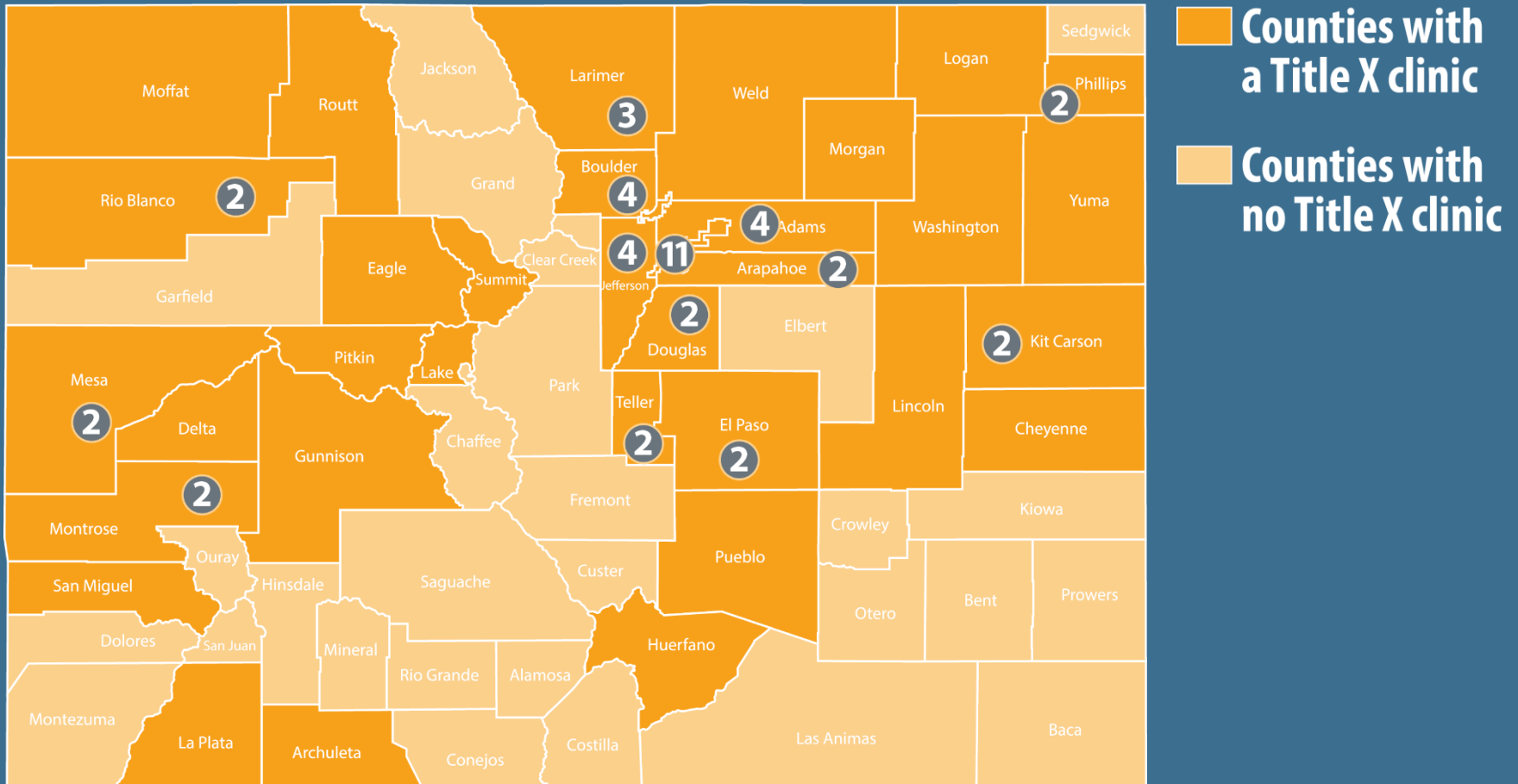
[BeforePlay video here]

“What If We
Fully Funded
Title X?”

What is Title X?



Clinics Concentrated in Cities



LARC in Colorado

Since 2009 . . .



**Women have
received LARC**
(Mostly Low-income)



68

Title X Clinics
(Virtually all in state)



22

**Community
Health Centers**



3

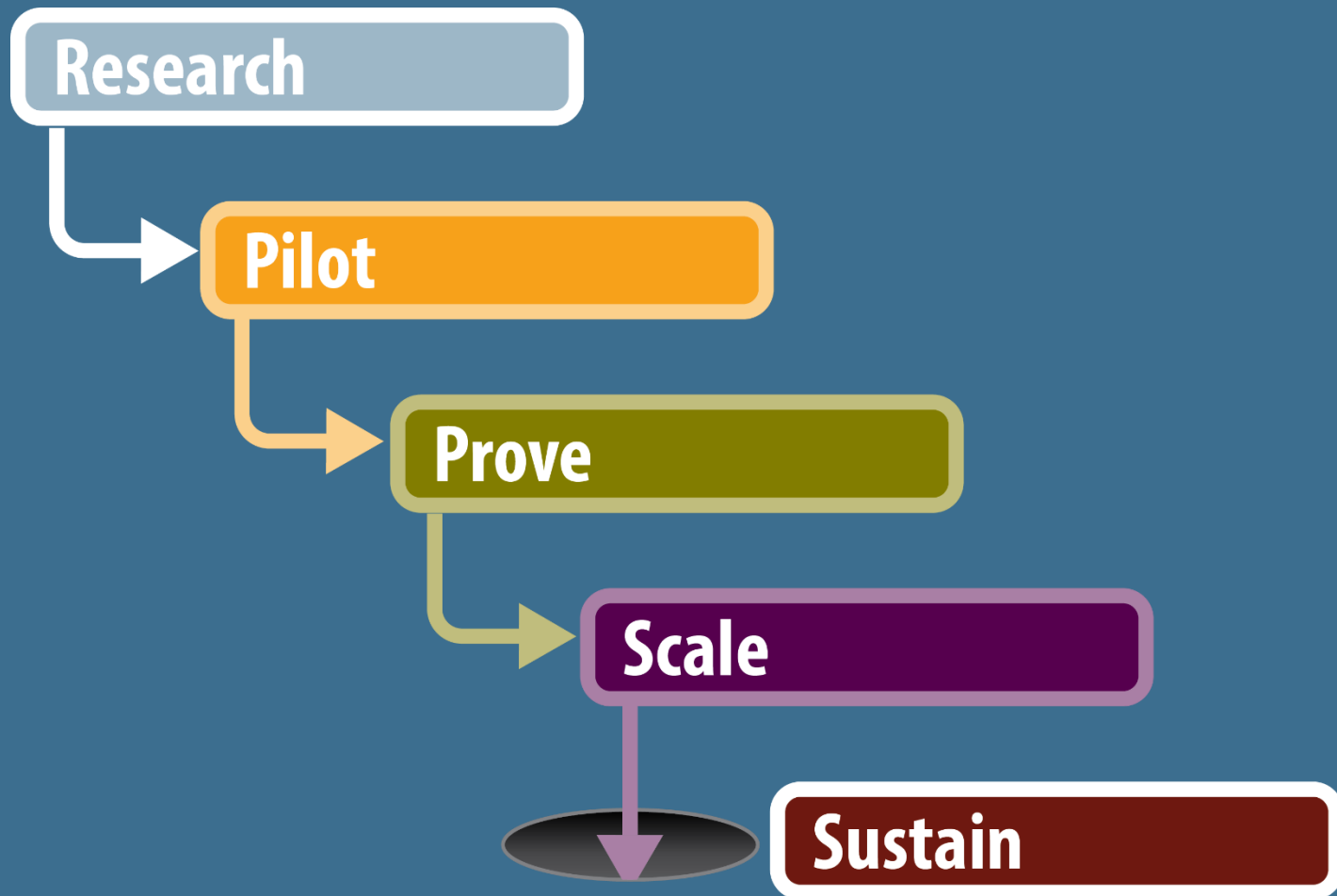
Hospitals



16

**School-based
Health Centers**

The Model Breaks Down





Larry Wolk
CDPHE director

Quoted in *HealthNews
Colorado*

“We’ve made the
case for a public
benefit, and we need
public investment.
That’s where ultimate
sustainability lies.”

Breathing Room

DENVER AND THE WEST

Colorado's birth control program kept afloat by \$2M in temporary funds

The Colorado Family Planning Initiative has become a hot-button political issue

By Jesse Paul
The Denver Post

POSTED: 08/25/2015 10:21:09 AM MDT | UPDATED: ABOUT A MONTH AGO

91 COMMENTS

Takeaways: Colorado LARC

- The LARC campaign didn't start in Colorado.
- The effort was not the work of just one foundation.
- LARC was one part of a broader strategy.



*Complexity on
Many Levels
Complexity and Evidence*

What You Read

The screenshot shows the top navigation bar of The New York Times website, including 'SECTIONS', 'HOME', 'SEARCH', the logo, 'SUBSCRIBE NOW', and 'LOG IN'. Below the navigation are three featured articles: 'Plants That Are Predators', 'Newly Risen From Yeast: THC', and 'Study Finds Snowpack in California's Sierra Nevada to Be Lowest in 500 Years'. The main article is titled 'Colorado's Effort Against Teenage Pregnancies Is a Startling Success' by Sabrina Tavernise, dated July 5, 2015. The article text discusses the success of long-acting birth control in Colorado, noting a 40% decrease in the birthrate among teenagers and a 42% decrease in abortions from 2009 to 2013. A sidebar on the left offers sharing options (Email, Facebook, Twitter, Save, More) and a 'ONLY IN THEATRES OCTOBER 2015' badge. An image of a parking lot is partially visible on the right.

SECTIONS HOME SEARCH The New York Times SUBSCRIBE NOW LOG IN

BASICS Plants That Are Predators Newly Risen From Yeast: THC Study Finds Snowpack in California's Sierra Nevada to Be Lowest in 500 Years

SCIENCE

Colorado's Effort Against Teenage Pregnancies Is a Startling Success

By SABRINA TAVERNISE · JULY 5, 2015

WALSENBURG, Colo. — Over the past six years, Colorado has conducted one of the largest experiments with long-acting [birth control](#). If teenagers and poor women were offered free intrauterine devices and implants that prevent [pregnancy](#) for years, state officials asked, would those women choose them?

They did in a big way, and the results were startling. The birthrate among teenagers across the state plunged by 40 percent from 2009 to 2013, while their rate of abortions fell by 42 percent, according to the [Colorado Department of Public Health and Environment](#). There was a

ONLY IN THEATRES OCTOBER 2015

Email Share Tweet Save More

But It's Not That Simple

- Complexity around the **Evidence**
- Complexity around the **Politics**
- Complexity around the **Stakeholders**



The Susan Thompson Buffett Foundation

The Headline

“In Colorado, teen births dropped 40 percent and abortions fell 35 percent.”

“Game Change” Study: Results

Abortion Rates Per 1,000 Women In Colorado Change From 2008-2011

Counties With
CFPI Clinics

Counties With
No CFPI Clinic

Counties With
CFPI Clinics

Counties With
No CFPI Clinic



Ages 15-19

Ages 20-24

“Game Change” Study: Results

Percentage of High-Risk Births* in Colorado Change From 2009-2011

Counties With
CFPI Clinics

-24%

Counties With
No CFPI Clinic

-6%

*Births to unmarried women who are younger than 25 and have less than a high school education.

“Game Change” Pushback

- The Colorado Family Planning Initiative (CFPI) was not set up as a research study
- Teen birth and abortion rates were already dropping
- Non-CFPI counties only a small fraction of state’s population

Texas A&M Study

- Texas A&M: CFPI accounted for 5 percent of Colorado's reduction in teen birth rate



Complexity and Evidence

Cost Savings and More



\$1
Spent



\$5.85
**In Avoided
Medicaid Costs
(Three-year period)**

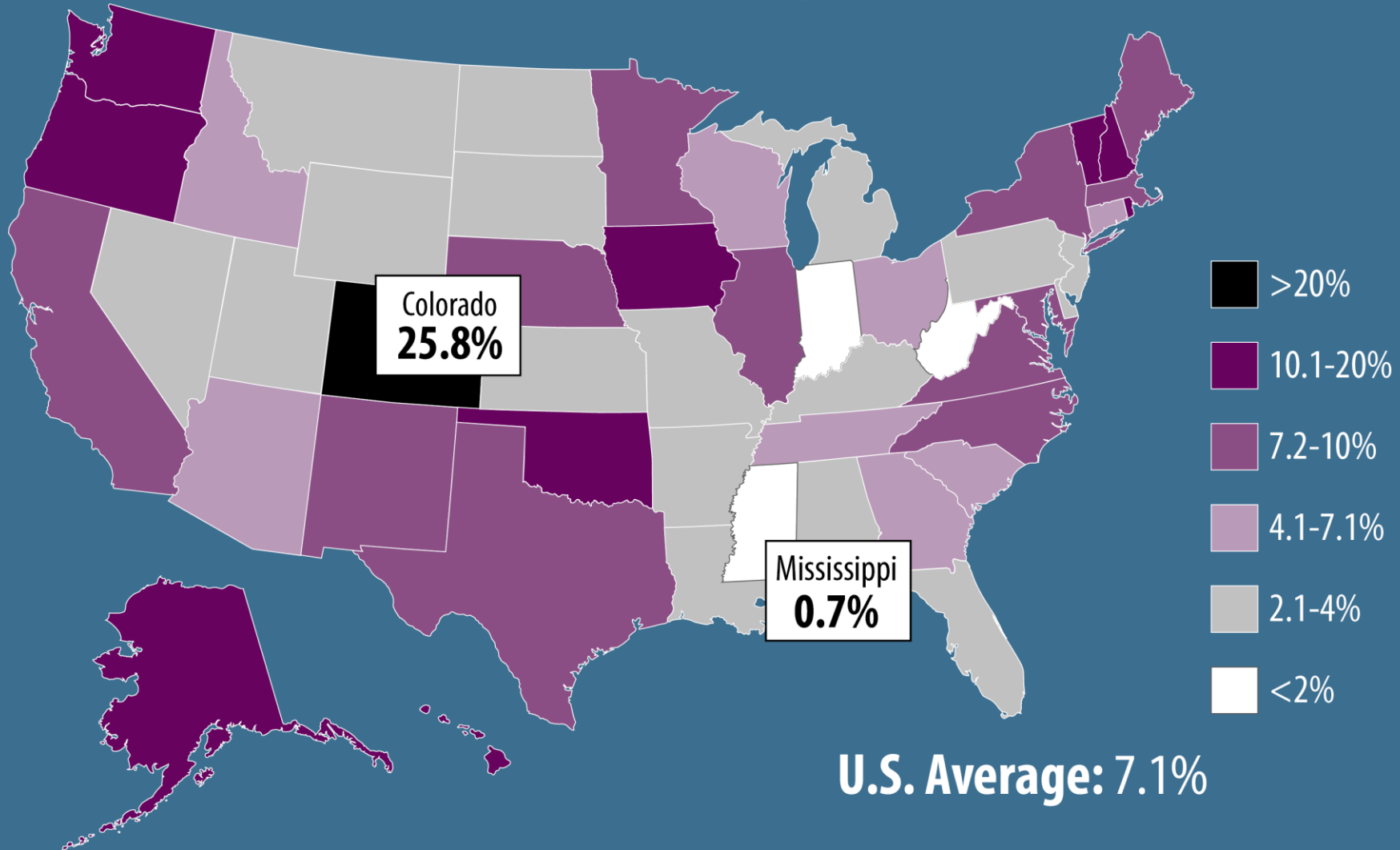
Source: CDPHE

What We Know

- “Culture shift” across Title X clinics
 - How LARC is talked about
 - How it’s stocked
 - How quickly it’s offered
- From 2009-12, Colorado’s teen birth rate fell 50 percent faster than the national average
- Young women in Colorado are using LARC at rates far higher than any other state

Colorado Leads the Nation

Percentage of Title X Clients Aged 15–19 Using LARC, 2013

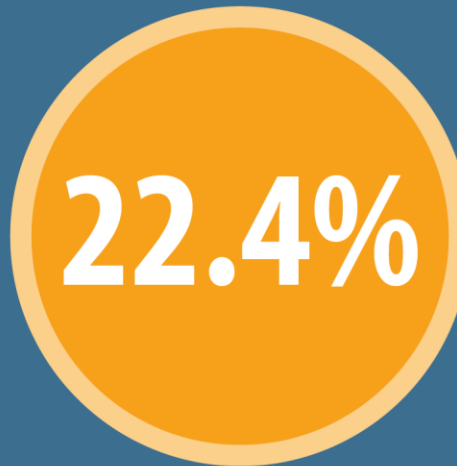


LARC Use By New Mothers Using Birth Control Colorado, 2013

Medicaid
Clients

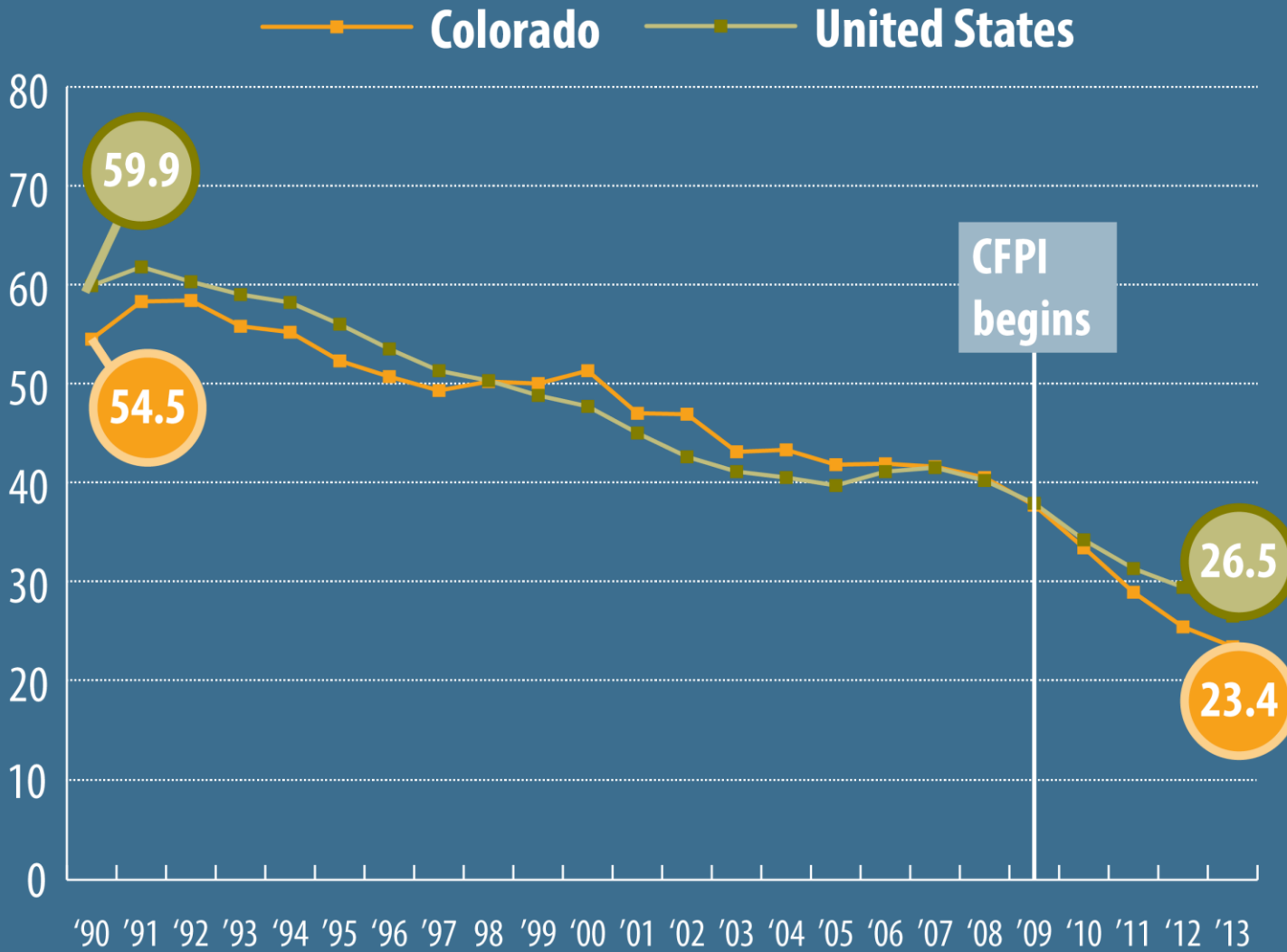


Non-Medicaid

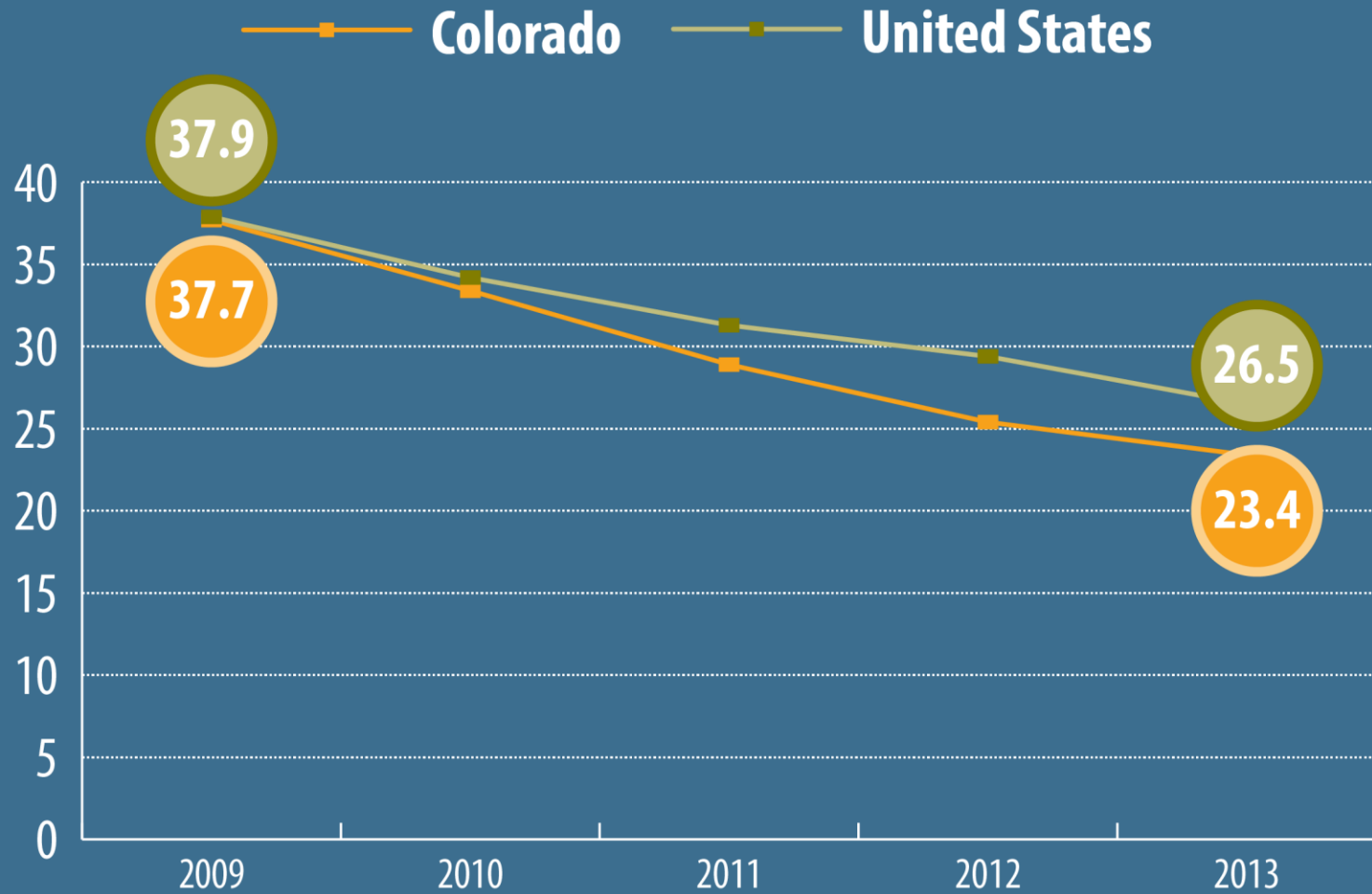


Source: Pregnancy Risk Assessment Monitoring Survey, 2013

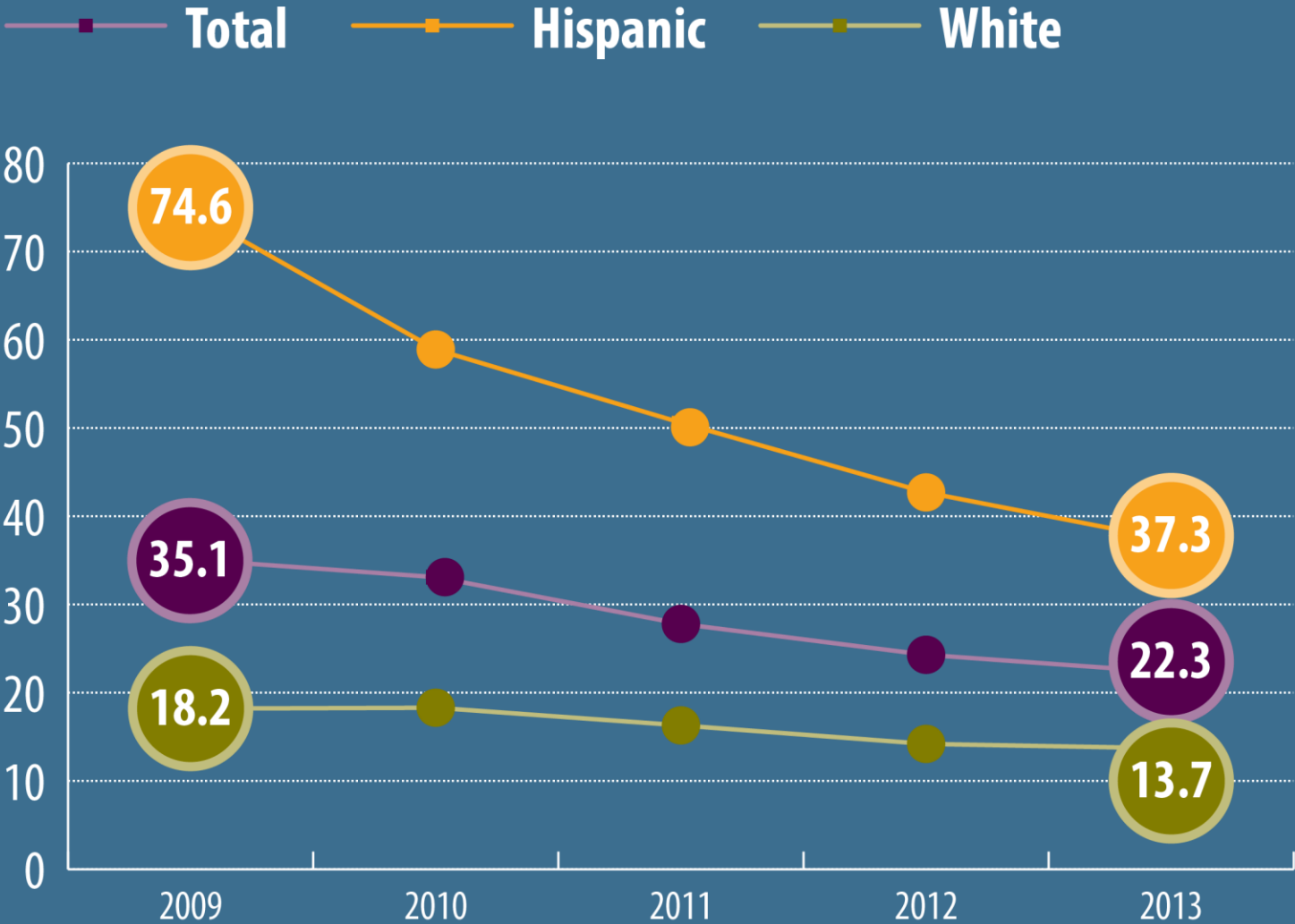
Teen Birth Rate, Ages 15-19, Per 1,000 Women



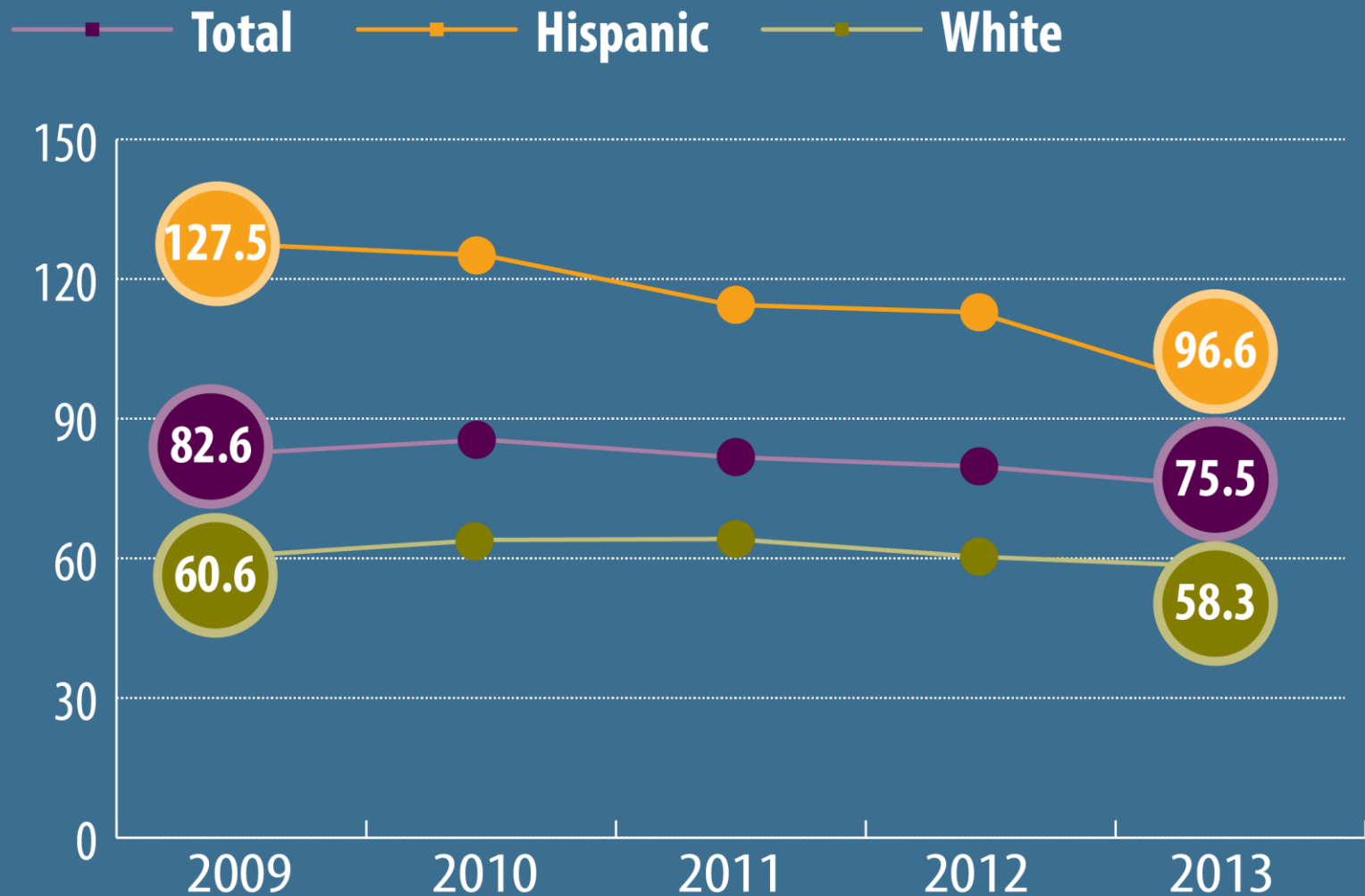
Teen Birth Rate, Ages 15-19, Per 1,000 Women



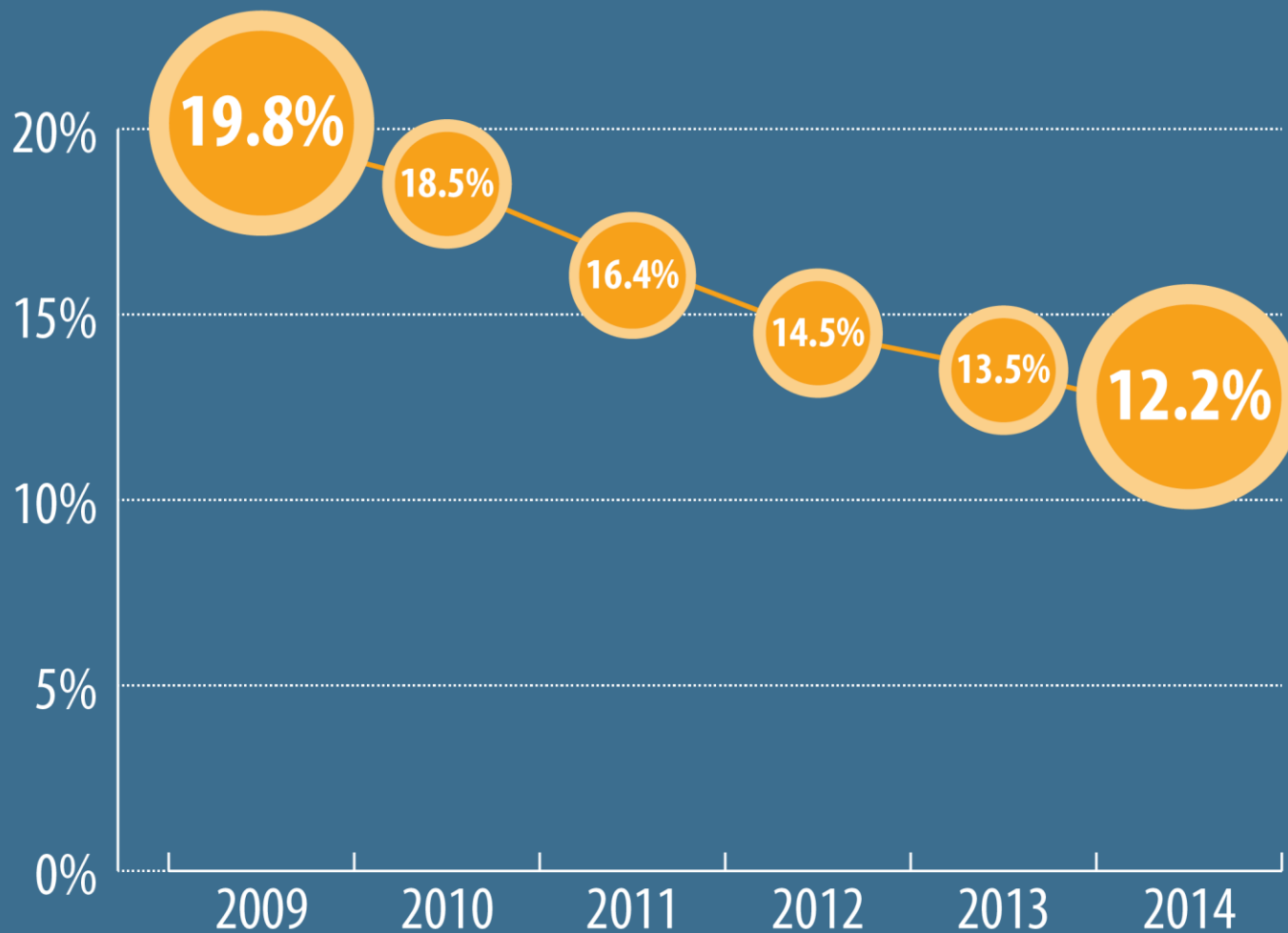
Birth Rate, Ages 15-19, Per 1,000 Women, Colorado



Birth Rate, Ages 20-24, Per 1,000 Women, Colorado



Percentage of All Births to Mothers With Less Than a H.S. Education, Colorado



The Bottom Line

All analyses show declines in unintended pregnancies, although magnitudes vary.

Complexity and Evidence

Checking the Checklist

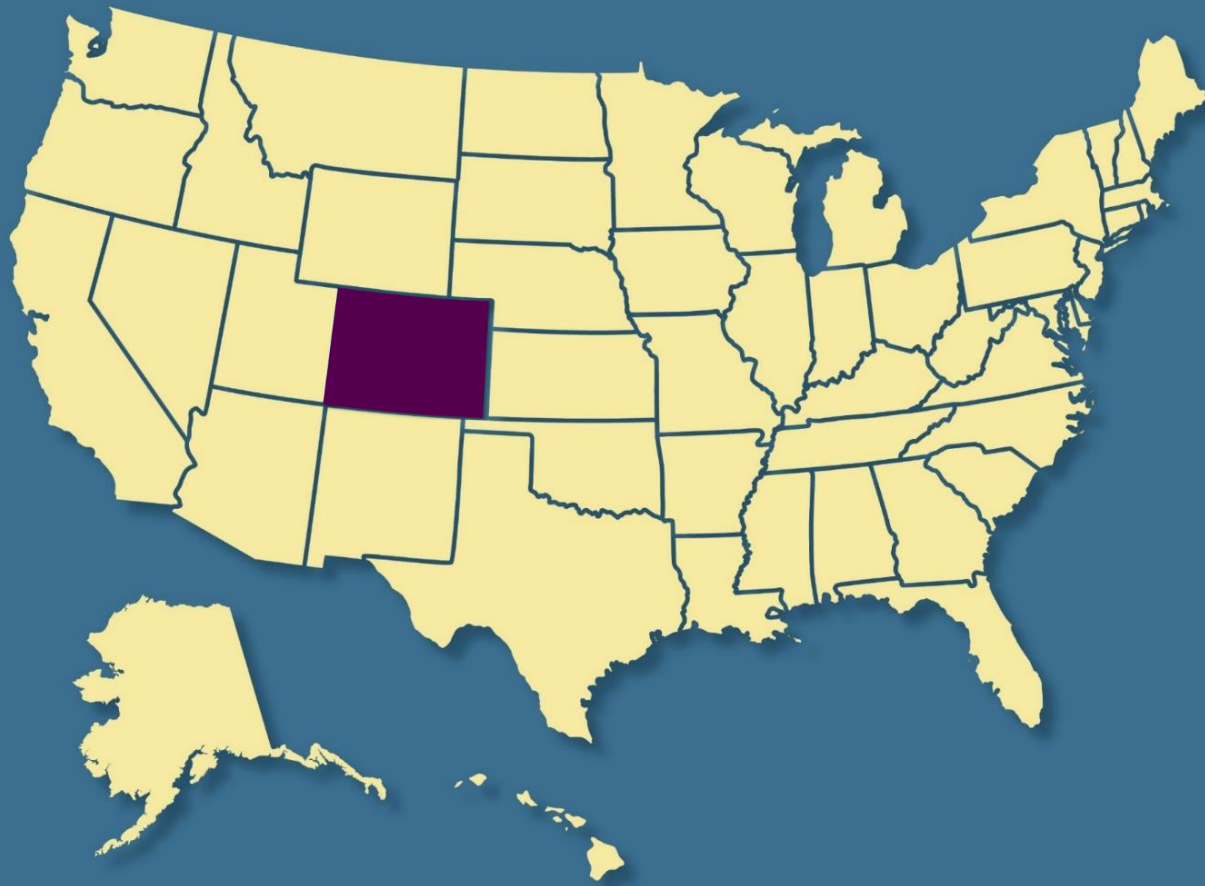




*Complexity on
Many Levels
Complexity and Politics*

Complexity and Politics

Purple State Blues



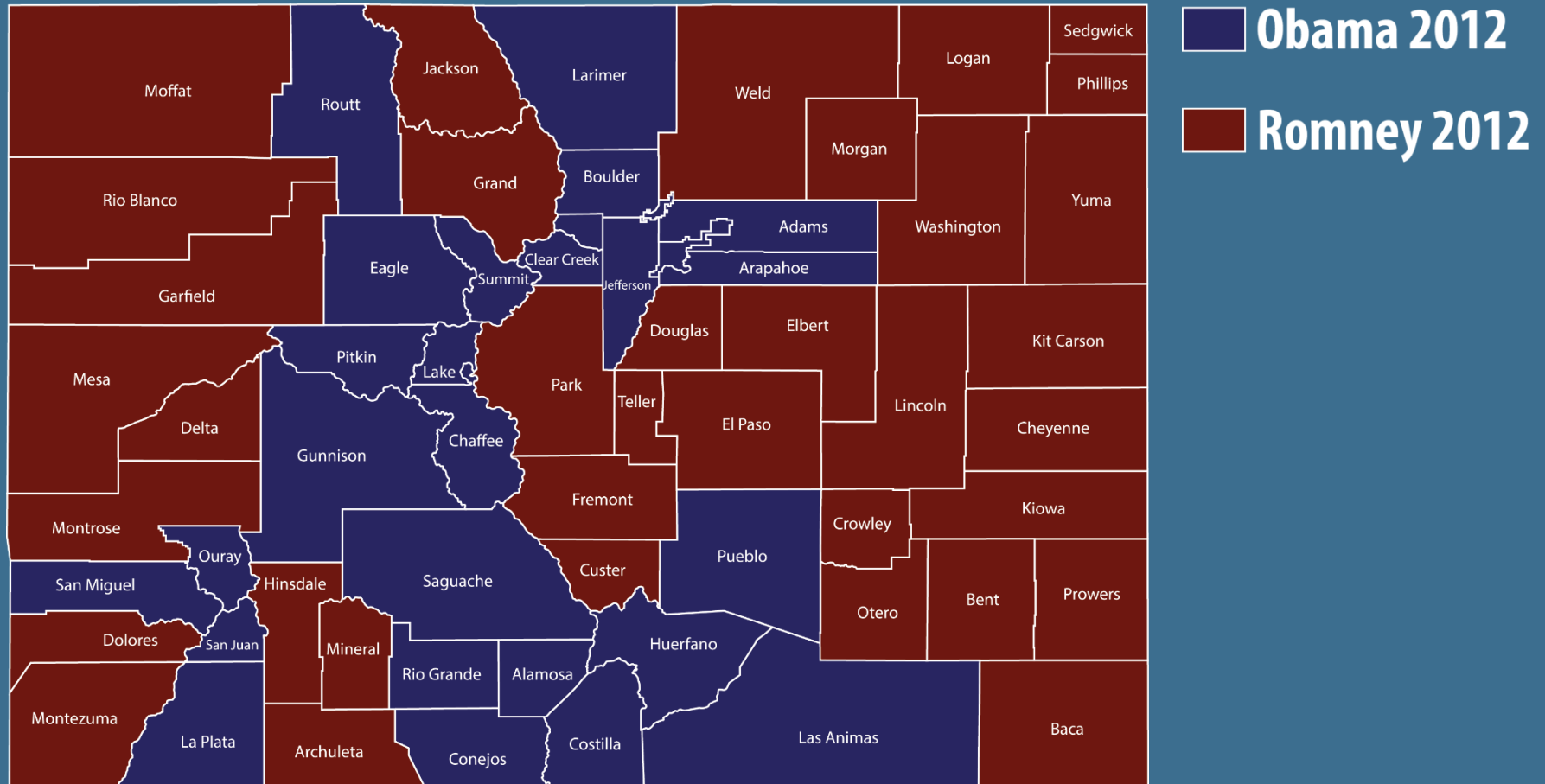
Complexity and Politics

Guns and Ganja



Complexity and Politics

Urban/Resort vs. Suburban/Rural







PERSONHOOD NOW!


www.all.org



540-659-4171



Supporters

 The Susan Thompson Buffett Foundation



Complexity and Politics

Opponents



COLORADO CATHOLIC
CONFERENCE



FOCUS
ON
THE FAMILY

Abstinence

“Then there’s this issue of self-respect and morality associated with casual sex. ... Is this really what we want for our children and grandchildren – sex without consequences?”

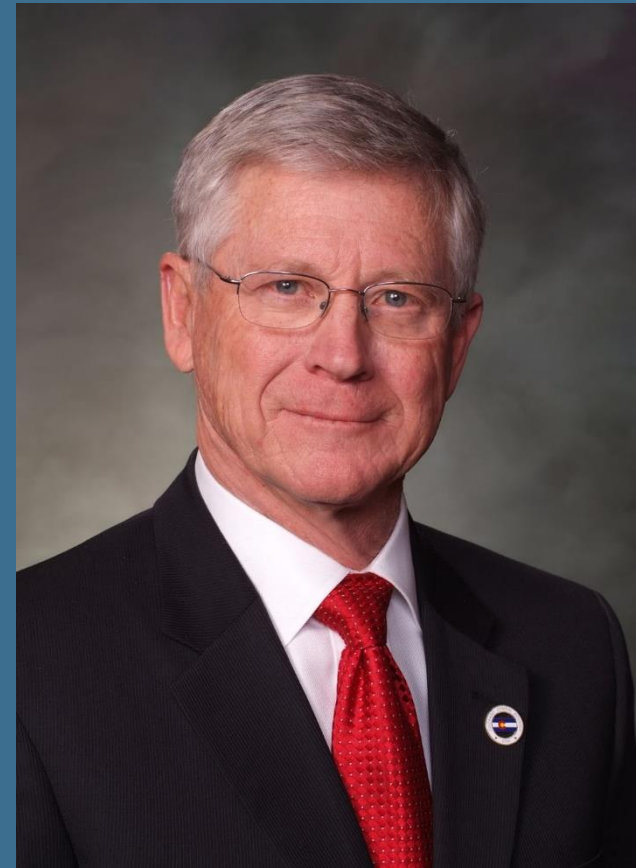
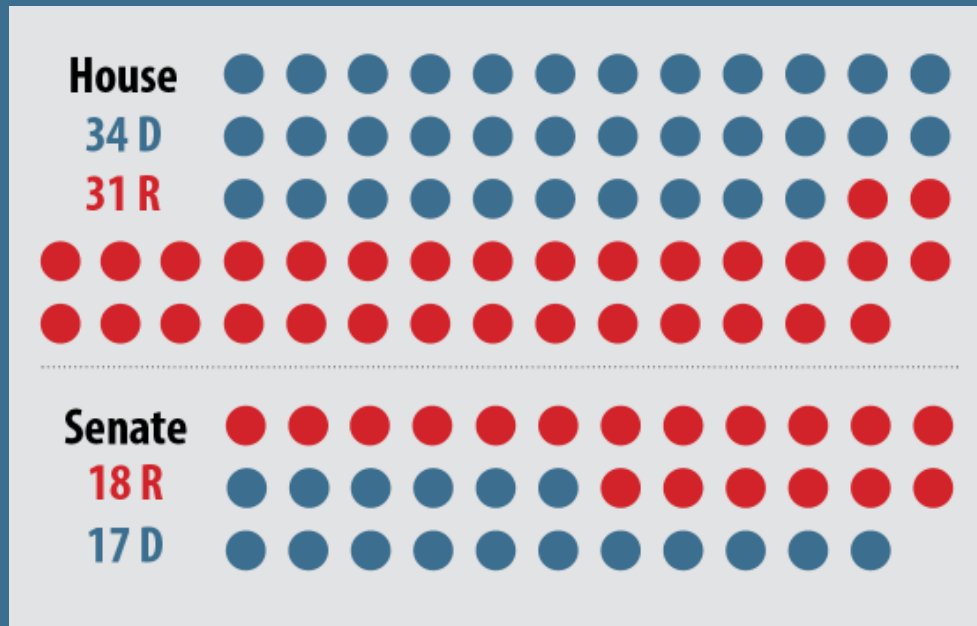
Colorado Rep. JoAnn Windholz

Personal Responsibility

“Does that allow a lot of young ladies to go out there and look for love in all the wrong places, as the old song goes?”

Colorado Rep. Kathleen Conti

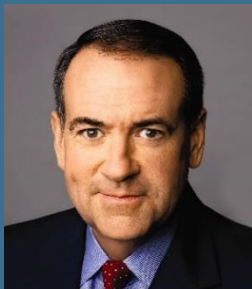
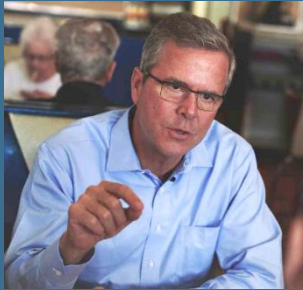
LARC's Future in Colorado



Rep. Bob Rankin

Complexity and Politics

2016: A Hyper-Political Year



Complexity and Politics

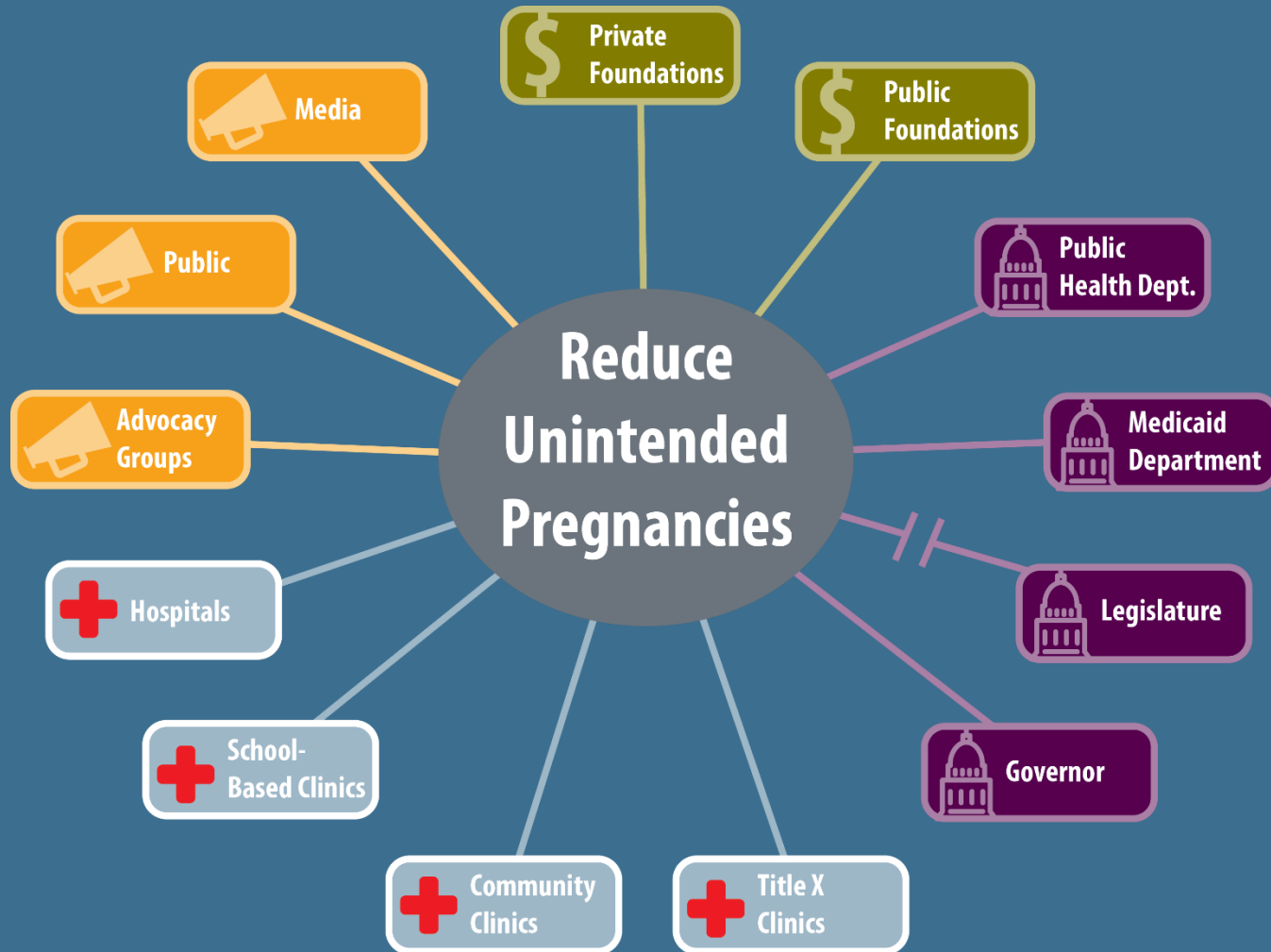
Checking the Checklist



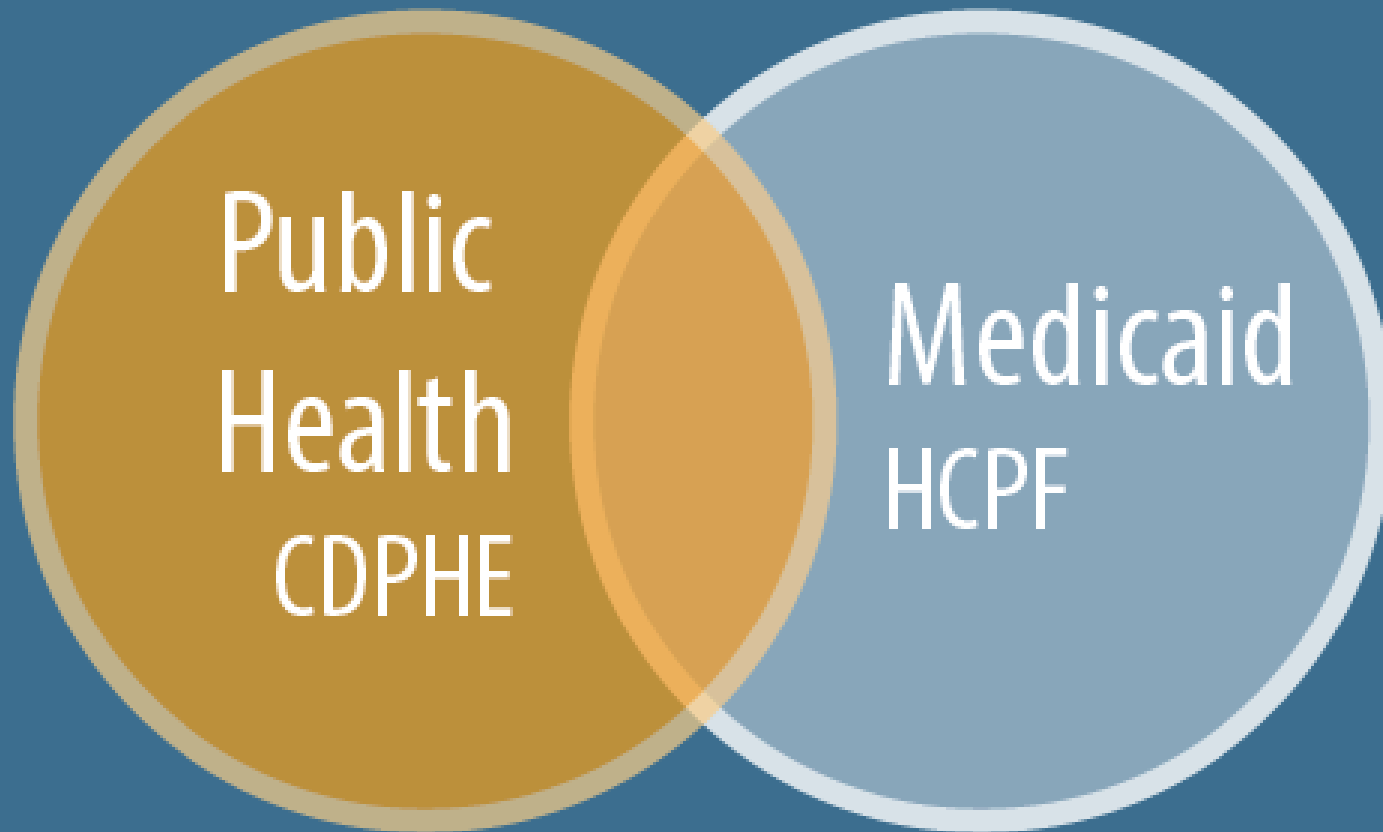


*Complexity on
Many Levels
Complexity and Stakeholders*

Colorado's Stakeholder Network



Overlapping Agency Roles



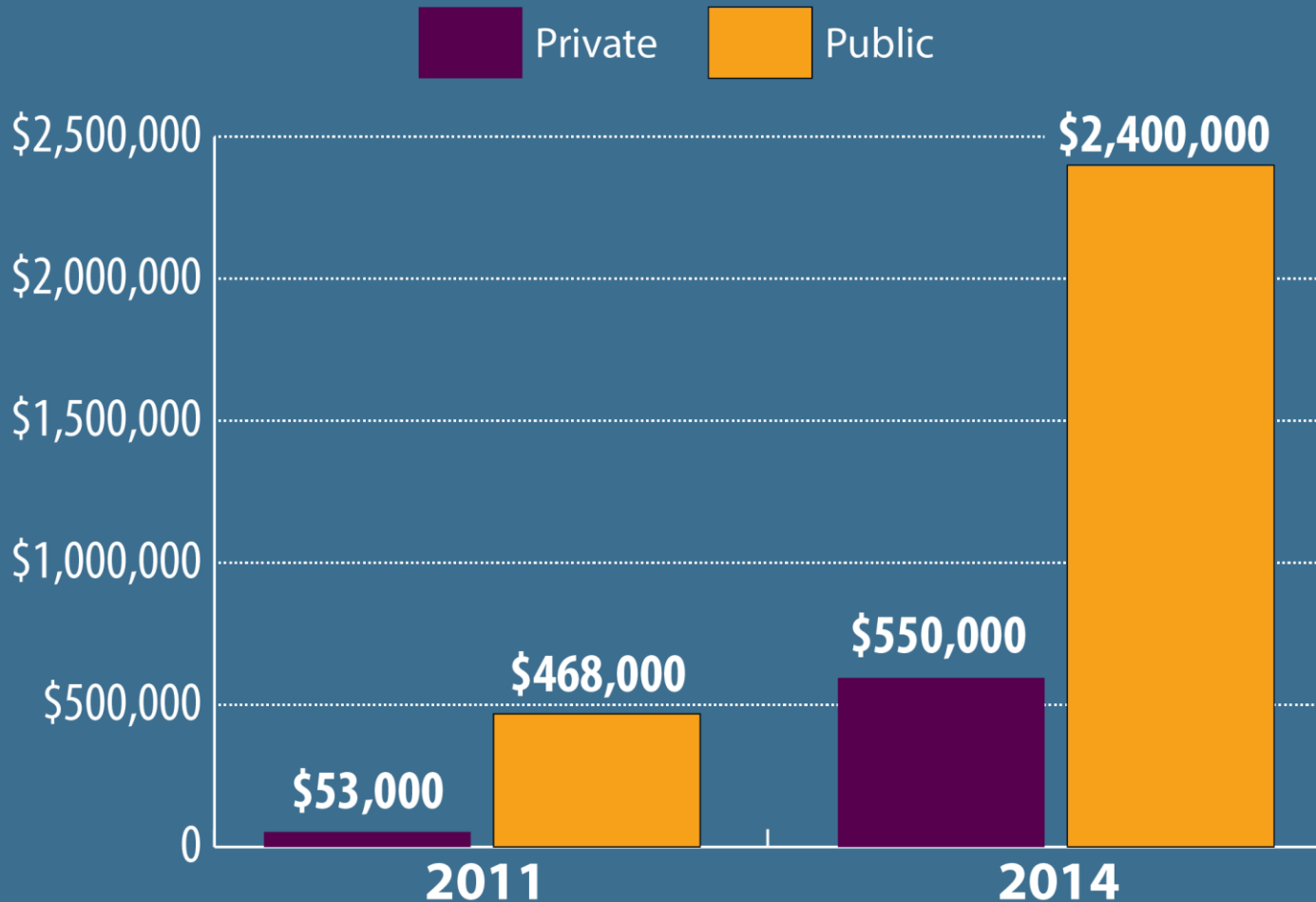
Medicaid Pays for LARC

- Good reimbursement rates for most contraceptives...
- Because the state legislature increased Medicaid rates for reproductive services...
- Except, reimbursement rate for IUD insertions is low

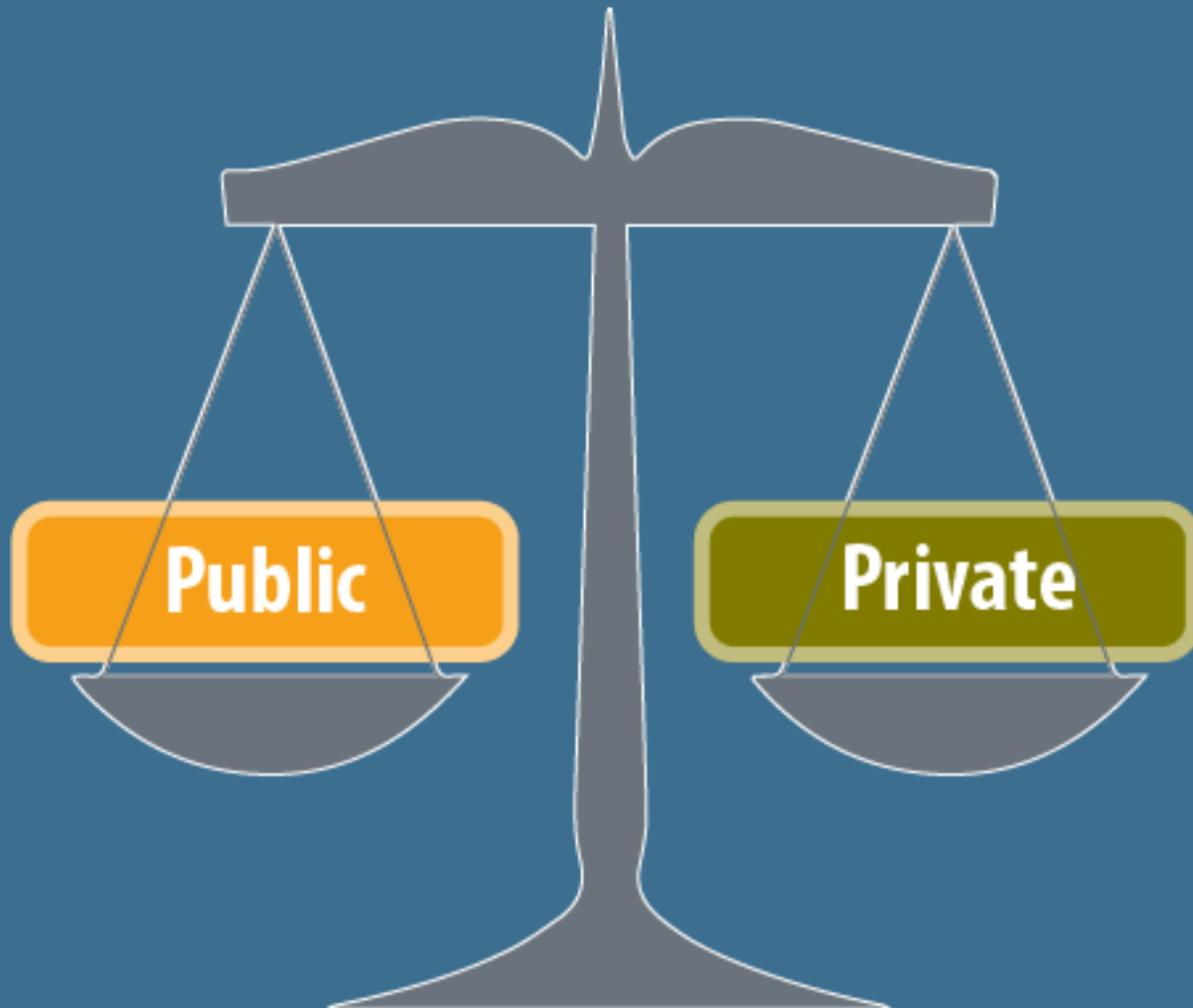
So Why is LARC Funding Needed?

- High up-front cost to clinics to stock devices
- Confusion over billing
- Growing number of religious exemptions
- Provider training was needed
- 2/3 of Title X patients are uninsured

Reimbursement for LARC at Colorado Title X Clinics



Differing Roles for Foundations



Complexity and Stakeholders

Checking the Checklist



Takeaways

- **Evidence:** LARC is not solely responsible for improvements in unintended pregnancies. But by almost all measures the initiative has been a success.
- **Politics:** Supporters and opponents come from many perspectives.
- **Stakeholders:** Government, providers, public and private foundations all have a role.



*Lessons Learned:
Politics and Practice*

1. There is great hunger among funders for evidence-based policy solutions.
2. Craft simple, powerful messages based on the data.
3. Map your local network and create your collaborative team from the network players.
4. Focus. Focus. Focus.
5. Base your intervention on efficacy, evidence and equity.
6. Plan ahead for inevitable disruptions.
7. Build in enough time to solidify relationships.
8. Be flexible enough to change strategies.
9. Understand motivations of different funders.
10. Work to make a lasting impact. A legacy.

Lessons Learned: Politics and Practice

A Checklist for Success





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Allie Morgan | 720.382.7083 | morgana@coloradohealthinstitute.org

 Private Foundations

 Public Foundations

 Media

 Public

 Public Health Dept.

 Advocacy Groups

 Medicaid Department

Reduce Unintended Pregnancies

 Legislature

 Hospitals

 Governor





 School-Based Clinics

 Community Clinics






 Title X Clinics

A Checklist for Success

Conceptualize and Design

- 1**  **Articulate the Goal**
What is the shared outcome? Is it commonly held?
- 2**  **Identify the Challenges**
What is the best balance between complexity and consensus?
- 3**  **Gather Evidence**
What does the research find for an evidence basis? What have other states done? What are best practices?
- 4**  **Decide on the Intervention**
Choose an intervention based on its efficacy, evidence and equity. After weighing all options, what will work best and receive the most support? What has the best chance of making a difference?

Act

- 5**  **Appraise Status**
Where are you on the plot-to-sustainability continuum? What are the risks involved with each step?
- 6**  **Map Your Network**
Who are your stakeholders? Where are they along the complexity-consensus continuum? What are their motivations? The subset of close collaborators will come from this network.
- 7**  **Understand the Politics**
What's the political will (or ill will) around the intervention? Where will disruptions arise?
- 8**  **Plot Strategy**
What's your ground game based on an understanding of the evidence, the challenges and the risks?
- 9**  **Implement Your Plan**
What steps will you take to ensure that the complexity of the issue translates to simplicity of action?

Measure

- 10**  **Define Success and Evaluate Progress**
How can your intervention be lasting? How can developmental evaluation build in the flexibility to ensure that the intervention leaves a positive legacy?

LARC in Colorado: A Primer

A Short History of the State's Push for Long-Acting Reversible Contraceptives

OCTOBER 2015

The national spotlight has been shining on Colorado's program to increase the use of Long-Acting Reversible Contraceptives (LARC), both because of the program's success and the legislature's decision against funding the initiative in 2015. This primer describes the effort.

The Basics

Birth control comes in many forms, but in terms of effectiveness, one type stands out: LARC.

LARC methods – either hormonal implants or intrauterine devices (IUDs) – are the most effective form of contraception, with a failure rate of one percent or less per year.

- IUDs work primarily by preventing the fertilization of an egg.
- Implants work by preventing ovulation and also by preventing fertilization.

LARC is 20 times more effective over the long term than birth control pills and other common methods such as the patch and the ring, according to the American College of Obstetricians and Gynecologists (ACOG).¹

A LARC method can be effective for up to 10 years before a replacement is needed or a woman decides to start a family. LARC must be provided in a clinic by a qualified provider.

Once that happens, though, the devices require no other action on the part of the user. By contrast, birth control pills must be taken daily. Condoms must be used correctly every time. Other forms of birth control also require consistent and correct use, which explains their higher failure rates compared with LARC.

The Evidence

A study in St. Louis called the Contraceptive Choice Project funded free contraception of various forms for more than 9,000 women. The study found that when women learn about their options, and when cost is not a barrier, three-quarters of them will choose a form of LARC.

The Role and History of Title X

Title X is a federal family planning program that was part of the 1970 Public Health Service Act. The U.S. Department of Health and Human Services, which oversees the program, makes grants to state-delegated groups, which in turn fund a network of 4,200 Title X clinics throughout the country. Clinics receive money from federal, state and local sources.

The clinics are open to anyone, regardless of income or citizenship status. Nationally, 91 percent of Title X clients have household incomes below 250 percent of the federal poverty level.

Title X clinics have struggled to keep LARC devices in stock because of their cost and the sometimes-complicated process of getting reimbursed from insurers. One aim of the donor to the Colorado Initiative was to demonstrate the expanded services that would be possible with enough money.²

Cost and Reimbursement

However, LARC methods have a high one-time cost compared with other forms of birth control. A single treatment can cost between \$300 and \$1,000, depending on the device. Because of the cost, many family planning clinics are unable to keep an adequate supply of LARC devices on hand, according to the Colorado Initiative to Reduce Unintended Pregnancy, known simply as the Colorado Initiative.

Clinics have struggled to get LARC reimbursements.

While the Affordable Care Act requires private insurance policies to cover LARC, providers say the process can be cumbersome because some insurance companies

classify LARC benefits differently than other forms of birth control.

Medicaid reimbursements to Title X family planning clinics in Colorado, however, have increased more than five-fold between 2011 and 2014, climbing from \$468,000 to more than \$2.4 million.³

The Colorado Story

As in many other states, close to half of all pregnancies in Colorado are unintended, according to the Pregnancy Risk Assessment Monitoring Survey.

An anonymous donor — later identified as the Susan T. Buffett Foundation — established the Colorado Initiative in 2007 to tackle that issue. The effort had several facets, including public education and provider training. But its most high-profile work was to increase the use of LARC methods, particularly among lower-income women.

About \$27 million in funding was dispersed throughout the state over the course of the initiative, which ended in early 2015. Grants were awarded to school-based health centers, community clinics and other providers.

The bulk of the money, however, went to the Colorado Department of Public Health and Environment (CDPHE), which channeled funding to Title X clinics as part of a public/private program known as the Colorado Family Planning Initiative (CFPI). (See Figure 1.)

The Numbers

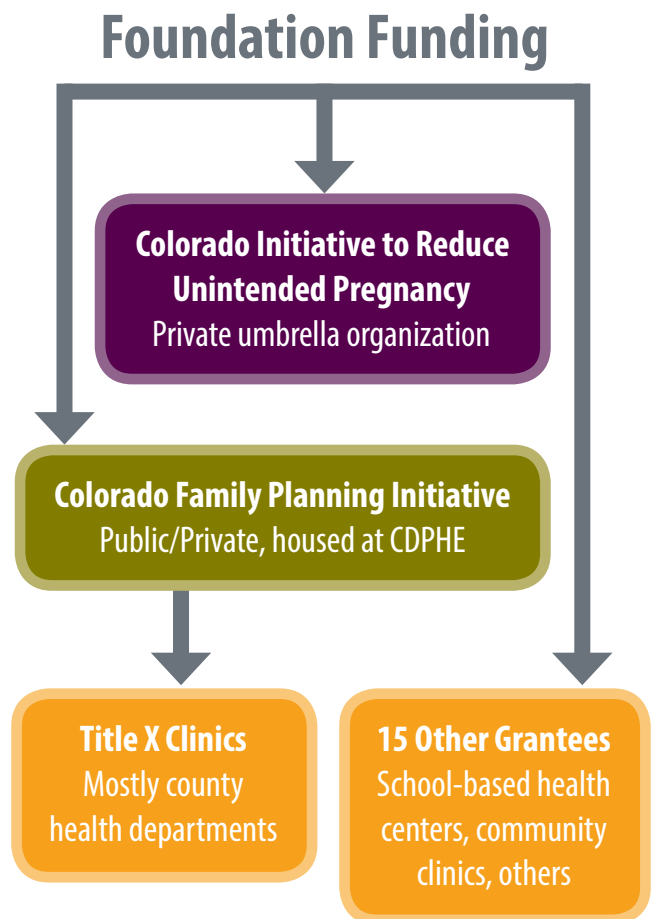
LARC has been provided free of charge to 36,000 Colorado women. And the program has been active in 69 Title X clinics, 22 community health centers, three hospitals and 16 school-based health centers.

Colorado has become a national leader in LARC use since the Colorado Initiative began. More than one of four (25.8 percent) teen clients of Colorado's Title X clinics used a LARC method in 2013, the highest percentage in the nation. Alaska had the second highest rate at 19.6 percent. The national average was 7.1 percent. Mississippi, with a rate of 0.7 percent, was last.

The rates of both abortion and teen pregnancy have been falling across the country since the 1990s, but Colorado appears to have had accelerated declines of both rates since the Colorado Initiative began. Between 2009 and 2012, Colorado's teen birth rate dropped 33 percent, 11 percentage points higher than the national average decline of 22 percent.⁴

Notably, young Hispanic women have seen their birth rates drop faster than their white non-Hispanic

Figure 1. Structure of the Colorado Initiative



counterparts since the start of the Colorado Initiative, reversing earlier trends.

Funding Going Forward

The original grant from the Susan T. Buffett Foundation has expired. A Colorado Senate committee in 2015 rejected Governor John Hickenlooper's request for \$5 million in state funding to continue the program.

In the wake of that vote, a group of foundations pooled \$2 million to keep the program afloat for another year. Supporters plan to return to the legislature for funding in 2016.

End Notes

¹ American College of Obstetricians and Gynecologists. (2014). Frequently Asked Questions on Contraception. Retrieved October 9, 2015 from: <http://www.acog.org/Patients/FAQs/Long-Acting-Reversible-Contraception-LARC-IUD-and-Implant>

² U.S. Department of Health and Human Services. (2015). History of Title X. Retrieved October 9, 2015, from <http://www.hhs.gov/opa/title-x-family-planning/>

³ Colorado Department of Public Health and Environment. (2015). Expenditure Revenue Reports.

⁴ Centers for Disease Control and Prevention. (2014). "National and State Patterns of Teen Births in the United States, 1940-2013."