



SPONSOR: Sen. Townsend & Rep. Bentz  
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Sturgeon; Reps. Baumbach, Brady, Griffith, Heffernan,  
K. Johnson, Kowalko, Lynn, Osienski, K. Williams,  
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DELAWARE STATE SENATE  
151st GENERAL ASSEMBLY

SENATE BILL NO. 120

AN ACT TO AMEND TITLE 16 AND TITLE 18 OF THE DELAWARE CODE, CHAPTER 189, VOLUME 82 OF THE LAWS OF DELAWARE, AND CHAPTER 392, VOLUME 81 OF THE LAWS OF DELAWARE, AS AMENDED BY CHAPTER 141, VOLUME 82 OF THE LAWS OF DELAWARE, RELATING TO PRIMARY CARE SERVICES.

1 WHEREAS, south to north, rural to suburban to urban, no corner of Delaware is immune from the current and  
2 troubling shortfalls in primary health care resources; and

3 WHEREAS, shortfalls in primary health care resources can worsen existing inequities in health care and across  
4 many other facets of life for Delawareans; and

5 WHEREAS, Delaware's primary care crisis and shortfalls in primary care resources are exacerbated by the way in  
6 which Delaware's current health care laws, framework, and funding do not ensure adequate investment in primary health  
7 care structures and services; and

8 WHEREAS, other states have developed models that demonstrate how purposeful, guaranteed investment in  
9 primary health care can help remedy primary health care crises or shortfalls and have decreased overall health care  
10 spending with such purposeful investment; and

11 WHEREAS, studies have shown that investment in new primary care delivery models has resulted in better health  
12 outcomes and promises to be the backbone of an effective healthcare system that promotes value for all Delawareans; and

13 WHEREAS, Delaware also needs to shift from the status quo, which is unsustainable for the Delaware state  
14 budget, Delaware businesses, including Delaware primary care providers, and the pocketbooks of everyday Delawareans;  
15 and

16 WHEREAS, the medical and fiscal health of Delawareans cannot afford a delay in adopting solutions and lessons  
17 learned from other jurisdictions.

18 NOW, THEREFORE:

19 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

20 Section 1. Amend § 9903, Title 16 of the Delaware Code by making deletions as shown by strike through and  
21 insertions as shown by underline as follows:

22 § 9903. Duties and authority of the Commission.

23 (a) The Commission ~~shall have the authority to~~ may hire staff, contract for consulting services, conduct any  
24 technical ~~and/or or~~ actuarial studies which it deems to be necessary to support its work, and ~~to~~ publish reports as required in  
25 order to accomplish its purposes in accordance with the provisions of this chapter.

26 (1) The Commission shall, in coordination with the Primary Care Reform Collaborative established under §  
27 9904A of this title, monitor the uptake and compliance of primary care providers with value-based care delivery  
28 models, including advising and approving a Delaware Primary Care Model designed to do both of the following:

29 a. Achieve targets for value-based care through increased participation in alternative payment models that  
30 are not paid on a fee for service or per claim basis and include quality and performance improvement  
31 requirements.

32 b. Reward primary care services that are designed to reduce health disparities and address social  
33 determinants of health.

34 (2) The Commission shall develop, and monitor compliance with, alternative payment models that promote  
35 value-based care. The Commission may do all of the following:

36 a. Review and incorporate the Office of Value-Based Health Care Delivery's, established under § 334 of  
37 Title 18, analyses of primary care spending and affordability standards to achieve primary care targets without  
38 increasing costs to consumers or the total cost of care.

39 b. Solicit the following from a health insurer, as defined in § 4004 of Title 18, to the extent permitted  
40 under federal law, and from a hospital or acute health-care facility licensed under Chapter 10 of this title:

41 1. Quality and utilization reporting for providers participating in alternative payment arrangements  
42 with performance towards goals, targets, or benchmarks.

43 2. Demonstration of the practice transformation support for providers and evaluation of progress  
44 towards transformative milestones.

45 c. Adopt regulations to implement this paragraph (a)(2).

46 Section 2. Amend § 9904A, Title 16 of the Delaware Code by making deletions as shown by strike through and  
47 insertions as shown by underline as follows:

48 § 9904A. Primary Care Reform Collaborative.

49 (a) The Commission shall convene a Primary Care Reform Collaborative (“Collaborative”) to assist with the  
50 development of recommendations to strengthen the primary care system in this State. The Collaborative may collect and  
51 accept advice and input from stakeholders, including the Delaware health-care and patient community.

52 (b) The Collaborative is comprised of the following members, or a designee appointed by the member serving by  
53 virtue of position:

54 (1) The Commission Chairperson. The Commission Chairperson is chair of the Collaborative.

55 (2) The Chair of the Senate ~~Health, Children~~ Health & Social Services Committee.

56 (3) The Chair of the House Health & Human Development Committee.

57 (4) ~~Two members,~~ One member, appointed by the Governor from a list of names provided by the Medical  
58 Society of Delaware.

59 (5) ~~Two members,~~ One member, appointed by the Governor from a list of names provided by the Delaware  
60 Nurses Association.

61 (6) ~~Two members,~~ One member, appointed by the Governor from a list of names provided by the Delaware  
62 Healthcare Association.

63 (7) Two members representing insurance carriers, appointed by the Governor.

64 (8) The Secretary, Department of Health and Social Services.

65 (9) The Director, Division of Medicaid and Medical Assistance.

66 (10) The Insurance Commissioner, Insurance Department.

67 (11) The Chair, State Employee Benefits Committee.

68 ~~(12) One member representing large self-insured employers, appointed by the Delaware State Chamber of~~  
69 ~~Commercee.~~

70 ~~(13)~~(12) One member representing a Federally Qualified Health Center, appointed by the Governor.

71 (c) The Commission may also require the submission of written reports by any health insurer, as defined in § 4004  
72 of Title 18, to the extent permitted under federal law, and any hospital or acute health-care facility licensed under ~~§ 1001~~  
73 Chapter 10 of this title, regarding all of the following matters:

74 (1) The hospital's, acute health-care facility's, or health insurer's progress in adopting and implementing  
75 value-based payment models during the fiscal year immediately preceding the annual reporting deadline and the  
76 overall progress of the reporting entity on having at least 60% of Delawareans attributed to meaningful value-based  
77 payment models by ~~2021,~~ 2025.

78 (2) The hospital's, acute health-care facility's, or health insurer's efforts to support primary care access and  
79 primary care practitioners in the State, including financial, operational, and other support, in conjunction with the  
80 adoption of meaningful value-based payment models.

81 (d) (1) A quorum of the Collaborative is a majority of its members.

82 (2) Official action by the Collaborative requires the approval of a quorum of the Collaborative.

83 (3) The Collaborative may adopt rules necessary for its operation.

84 Section 3. Amend § 9904A, Title 16 of the Delaware Code by making deletions as shown by strike through and  
85 insertions as shown by underline as follows:

86 § 9904A. Primary Care Reform Collaborative.

87 (a) The Commission shall convene a Primary Care Reform Collaborative (“Collaborative”) to assist with the  
88 development of recommendations to strengthen the primary care system in this State. The Collaborative may collect and  
89 accept advice and input from stakeholders, including the Delaware health-care and patient community.

90 (b) The Collaborative is comprised of the following members, or a designee appointed by the member serving by  
91 virtue of position:

92 (1) The Commission Chairperson. The Commission Chairperson is the Chair of the Collaborative.

93 (2) The Chair of the Senate ~~Health, Children~~ Health & Social Services Committee.

94 (3) The Chair of the House Health & Human Development Committee.

95 (4) ~~Two members,~~ One member, appointed by the Governor from a list of names provided by the Medical  
96 Society of Delaware.

97 (5) ~~Two members,~~ One member, appointed by the Governor from a list of names provided by the Delaware  
98 Nurses Association.

99 (6) ~~Two members,~~ One member, appointed by the Governor from a list of names provided by the Delaware  
100 Healthcare Association.

101 (7) Two members representing insurance carriers, appointed by the Governor.

102 (8) The Secretary, Department of Health and Social Services.

103 (9) The Director, Division of Medicaid and Medical Assistance.

104 (10) The Insurance Commissioner, Insurance Department.

105 (11) The Chair, State Employee Benefits Committee.

106 ~~(12) One member representing large self-insured employers, appointed by the President Pro Tempore of the~~  
107 ~~Senate from a list of names provided by the Delaware State Chamber of Commerce.~~

108 ~~(13)~~(12) One member representing a Federally Qualified Health Center, appointed by the Governor.

109 (c) The Commission may also require the submission of written reports by any health insurer, as defined in § 4004  
110 of Title 18, to the extent permitted under federal law, and any hospital or acute health-care facility licensed under ~~§ 1001~~  
111 Chapter 10 of this title, regarding all of the following matters:

112 (1) The hospital's, acute health-care facility's, or health insurer's progress in adopting and implementing  
113 value-based payment models during the fiscal year immediately preceding the annual reporting deadline and the  
114 overall progress of the reporting entity on having at least 60% of Delawareans attributed to meaningful value-based  
115 payment models by ~~2021~~ 2025.

116 (2) The hospital's, acute health-care facility's, or health insurer's efforts to support primary care access and  
117 primary care practitioners in the State, including financial, operational, and other support, in conjunction with the  
118 adoption of meaningful value-based payment models.

119 (d)(1) A quorum of the Collaborative is a majority of its members.

120 (2) Official action by the Collaborative requires the approval of a quorum of the Collaborative.

121 (3) The Collaborative may adopt rules necessary for its operation.

122 Section 4. Amend § 2503, Title 18 of the Delaware Code by making deletions as shown by strike through and  
123 insertions as shown by underline as follows:

124 § 2503. Making of rates.

125 (a) Rates must be made in accordance with the following provisions:

126 (12)a. Rate filings for health benefit plans may not include aggregate unit price growth for nonprofessional  
127 services that exceed the following:

128 1. In 2022, the greater of 3 percent or Core CPI plus 1 percent.

129 2. In 2023, the greater of 2.5 percent or Core CPI plus 1 percent.

130 3. In 2024, the greater of 2 percent or Core CPI plus 1 percent.

131 4. In 2025, the greater of 1.5 percent or Core CPI plus 1 percent.

132 b. For purposes of this paragraph (a)(12) and paragraphs (a)(13) and (a)(14) of this section:

133 1. "Inpatient hospital" means non-capitated facility services for medical, surgical, maternity, mental  
134 health and substance abuse disorder, skilled nursing, and other services provided in an inpatient facility setting  
135 and billed by the facility.

136 2. "Nonprofessional services" means services categorized as inpatient hospital, outpatient hospital,  
137 and other medical services.

138 3. "Other medical services" means non-capitated ambulance, home health care, durable medical  
139 equipment, prosthetics, supplies, vision exams, dental services, and other services.

140                   4. “Outpatient hospital” means non-capitated facility services for surgery, emergency services, lab,  
141 radiology, therapy, observation, and other services provided in an outpatient facility setting and billed by the  
142 facility.

143                   5. “Core CPI” means the Consumer Price Index for All Urban Consumers, All Items Less Food &  
144 Energy, developed by the United States Bureau of Labor Statistics.

145                   6. “Health benefit plan” means as defined under § 3342A(a)(3)a. and § 3559(a)(3)a. of this title.

146                   (13) All rate filings for health benefit plans subject to § 3342B and § 3556A of this title must reflect the  
147 spending requirements under § 3342B(b)(3) and § 3556A(b)(3) of this title.

148                   (14) All rate filings by carriers with health benefit plans that cover more than 10,000 members across all fully-  
149 insured products must reflect progress with achieving the targets described in § 9903(a)(1) of Title 16, and, at a  
150 minimum, must have 50% of total cost of care tied to an alternative payment model contract that meets the Health Care  
151 Payment Learning and Action Network (HCP-LAN) Category 3 definition for shared savings or shared savings with  
152 downside risk by 2023, with a minimum of 25% total cost of care covered by an alternative payment model contract  
153 that meets the definition of HCP-LAN Category 3B, which includes only contracts with downside risk.

154                   Section 5. Amend § 3342B, Title 18 of the Delaware Code by making deletions as shown by strike through and  
155 insertions as shown by underline as follows:

156                   § 3342B. Primary care coverage.

157                   (b)(1) A carrier shall provide coverage for chronic care management and primary care at a reimbursement rate that  
158 is not less than the Medicare reimbursement for comparable services.

159                   (2) This subsection applies to an individual health insurance policy, plan, or contract that is delivered, issued  
160 for delivery, or renewed by a carrier on or after January 1, 2019.

161                   (3) A carrier shall do the following:

162                   a. By 2022, spend at least 7 percent of its total cost of medical care on primary care.

163                   b. By 2023, spend at least 8.5 percent of its total cost of medical care on primary care.

164                   c. By 2024, spend at least 10 percent of its total cost of medical care on primary care.

165                   d. By 2025, spend at least 11.5 percent of its total cost of medical care on primary care.

166                   Section 6. Amend § 3556A, Title 18 of the Delaware Code by making deletions as shown by strike through and  
167 insertions as shown by underline as follows:

168                   § 3556A. Primary care coverage.

169 (b)(1) A carrier shall provide coverage for chronic care management and primary care at a reimbursement rate that  
170 is not less than the Medicare reimbursement for comparable services.

171 (2) This subsection applies to a group health insurance policy, plan, or contract that is delivered, issued for  
172 delivery, or renewed by a carrier on or after January 1, 2019.

173 (3) A carrier shall do the following:

174 a. By 2022, spend at least 7 percent of its total cost of medical care on primary care.

175 b. By 2023, spend at least 8.5 percent of its total cost of medical care on primary care.

176 c. By 2024, spend at least 10 percent of its total cost of medical care on primary care.

177 d. By 2025, spend at least 11.5 percent of its total cost of medical care on primary care.

178 Section 7. Amend § 334, Title 18 of the Delaware Code by making deletions as shown by strike through and  
179 insertions as shown by underline as follows:

180 § 334. Office of Value-Based Health Care Delivery.

181 (a) The Office of Value-Based Health Care Delivery is established within the Department to reduce health-care  
182 costs by increasing the availability of high quality, cost-efficient health insurance products that have stable, predictable, and  
183 affordable rates.

184 (b) For purposes of this section:

185 (1) “Affordability standard” means as defined by the Department in regulations promulgated under this  
186 section using information collected under paragraphs (c)(2) and (c)(3) of this section and may include any of the  
187 following:

188 a. Trends, including any of the following:

189 1. Historical rates of trend for existing products.

190 2. National medical and health insurance trends.

191 3. Regional medical and health insurance trends.

192 4. Inflation indices.

193 b. Price comparison to other market rates for similar ~~products~~insurance products and medical  
194 services.

195 c. The ability of lower-income individuals to pay for health insurance.

196 d. Effective strategies carriers can use to maintain close control over administrative costs and  
197 enhance the affordability of ~~products~~products and encourage delivery of high quality, efficient healthcare  
198 services.

199 (2) a. "Carrier" means any of the following:

200 1. "Health insurer" as defined in § 4004 of this title and licensed under this title.

201 2. A health insurer or other entity that is certified as a qualified health plan on the Delaware

202 Health Insurance Marketplace for plan year 2019 or a subsequent plan year.

203 b. Notwithstanding paragraph (b)(2)a. of this section, "carrier" does not mean any of the following:

204 1. A plan of health insurance or health benefits designed for issuance to persons eligible for

205 coverage under Titles XVIII, XIX, and XXI of the Social Security Act, 42 U.S.C. §§ 1395 et seq., 1396 et

206 seq., and 1397aa et seq., known as Medicare, Medicaid, or any other similar coverage under a state or

207 federal government plan.

208 2. An entity selected by the State Group Health Insurance Plan to offer supplemental insurance

209 program coverage under Chapter 52C of Title 29.

210 (3) "Primary care" means as defined by the Department in regulations promulgated under this section.

211 (4) "Primary Care Reform Collaborative" means as defined in § 9904A of Title 16.

212 (c) The Office of Value-Based Health Care Delivery shall do all of the following:

213 (1) Establish affordability standards for health insurance premiums based on recommendations from the

214 Primary Care Reform Collaborative.

215 (2) ~~Establish targets for carrier investment in primary care~~ Establish, through regulations adopted under

216 this section, mandatory minimums for payment innovations, including alternative payment models, provider price

217 increases, carrier investment in primary care, and other activities deemed necessary to achieve the purpose of this

218 section, to support a robust system of primary care by January 1, 2025.

219 (3) Collect data and develop reports regarding carrier investments in health care to monitor and evaluate

220 all of the following:

221 a. The calculation of the amount of primary care spending in this State, including data from the

222 Delaware Health Care Claims Database, under subchapter II of Chapter 103 of Title 16.

223 b. Carrier compliance with reimbursement rates for primary care required under §§ 3342B and

224 3556A of this title.

225 c. Health-care spending data collected and reported through the state benchmarking process.

226 (4) Annually evaluate whether primary care spending, spending is increasing in compliance with the

227 regulations adopted under paragraph (c)(2) of this section, with consideration of overall total health-care spending.



228 (5) Make recommendations to the Insurance Commissioner and the Primary Care Reform Collaborative  
229 about appropriate reimbursement rates for primary care.

230 (6) Develop and annually evaluate affordability standards, through an open and transparent process, in  
231 collaboration with the Primary Care Reform Collaborative.

232 Section 8. Amend Section 10, Chapter 392, Volume 81 of the Laws of Delaware, as amended by Section 24,  
233 Chapter 141, Volume 82 of the Laws of Delaware, by making deletions as shown by strike through and insertions as shown  
234 by underline as follows:

235 Section 10. Sections 5 through 8 of this Act expire ~~3 years~~ 7 years after having become effective unless otherwise  
236 provided by a subsequent Act of the General Assembly.

237 Section 9. Amend Section 3, Chapter 189, Volume 82 of the Laws of Delaware by making deletions as shown by  
238 strike through and insertions as shown by underline as follows:

239 Section 3. The Insurance Commissioner shall promulgate regulations to implement Section 2 of this Act, § 334 of  
240 Title 18. ~~Regulations promulgated under this section may not establish mandatory or enforceable requirements regarding~~  
241 ~~health insurance rates, health care spending, or primary care spending and must not be deemed to or interpreted as~~  
242 ~~establishing mandatory or enforceable requirements.~~

243 Section 10. If the same version of Senate Substitute No. 1 for Senate Bill No. 59 has not passed both chambers by  
244 July 1, 2021, Section 2 of this Act takes effect immediately and Section 3 of this Act does not take effect.

245 Section 11. If the same version of Senate Substitute No. 1 for Senate Bill No. 59 has passed both chambers by July  
246 1, 2021, but is not enacted into law, Section 2 of this Act takes effect immediately and Section 3 of this Act does not take  
247 effect.

248 Section 12. If the same version of Senate Substitute No. 1 for Senate Bill No. 59 has passed both chambers by July  
249 1, 2021, and is enacted into law, Section 3 of this Act takes effect 1 day after Senate Substitute No. 1 for Senate Bill No. 59  
250 takes effect and Section 2 of this Act does not take effect.

251 Section 13. Section 1 and Sections 4 through 13 of this Act take effect immediately.

#### SYNOPSIS

This Act continues recent efforts to strengthen the primary care system in this State by doing the following:

(1) Directing the Health Care Commission to monitor compliance with value-based care delivery models and develop, and monitor compliance with, alternative payment methods that promote value-based care.

(2) Requiring rate filings limit aggregate unit price growth for inpatient, outpatient, and other medical services, to certain percentage increases over the next 4 years.

(3) Requiring an insurance carrier to spend a certain percentage of its total cost on primary care over the next 4 years.

(4) Requiring the Office of Value-Based Health Care Delivery to establish mandatory minimums for payment innovations, including alternative payment models, and evaluate annually whether primary care spending is increasing in compliance with the established mandatory minimums for payment innovations.

Sections 2 and 3 of this Act revise the appointment process for members of the Primary Care Reform Collaborative who are not members by virtue of position to comply with the requirements of the Delaware Constitution. These revisions are largely similar to those proposed in Senate Substitute No. 1 to Senate Bill No. 59 (151st General Assembly) (“the Substitute”). As such, Section 2 is designed to take effect if the Substitute does not pass both chambers or passes but is not enacted; Section 3 is designed to take effect if the Substitute passes both chambers and is enacted.

This Act also makes technical corrections to conform existing law to the standards of the Delaware Legislative Drafting Manual.

Author: Senator Townsend