
Evaluation of the Effectiveness of Health Care Provider Incentive Programs in Oregon

Overview of 2023 Report



Objectives

- Background of Health Care Provider Incentive Programs in Oregon
 - Impact on Health Care Workforce
 - REALD Data Collection
 - Financial Incentive Programs Funding Allocations
 - Expansion Efforts
- Overview of Incentive Programs
- Lessons Learned & Considerations Going Forward
- Questions & Comments

Background on Health Care Provider Incentive Programs in Oregon

Background on Health Care Provider Incentive Programs in Oregon

The Oregon Legislature passed House Bill 3261 (2017) that requires Oregon Health Policy Board (OHPB), through OHA and its partners to:

- **Create the Health Care Provider Incentive Fund**, which consolidated multiple provider incentives into a single pool
 - Administered in collaboration with Oregon Office of Rural Health (ORH) at OHSU
- **Conduct a Health Care Workforce Needs Assessment** every two years by February 1 in each odd-numbered year and provide proposals to address those needs with Fund programs
- **Evaluate the effectiveness of state financial incentive programs** every two years in recruiting and retaining health care providers to practice in rural and medically underserved areas of the state

Background on Health Care Provider Incentive Programs Evaluation

- This report is the third report on the effectiveness of incentives
- Summarizes data from the Fund's inception through June 30, 2022
- Includes data on three Fund initiatives:
 - **Health Care Provider Incentive Program (HCPIP)**
 - Primary Care Loan Forgiveness
 - Loan Repayment
 - Scholarships for OHSU and non-OHSU students
 - Rural Medical Insurance Subsidy
 - **Healthy Oregon Workforce Training Opportunities Grant Program (HOWTO)**
 - **Behavioral Health Workforce Initiative**, created by House Bill 2949 (2021) and House Bill 4071 (2022)
- Also includes data on two incentives separate from the Fund:
 - **Rural Medical Practitioner Tax Credit Program**
 - **Behavioral Health Workforce Stability Grants** from House Bill 4004 (2022)

Financial Incentives Demonstrate A Positive Impact on Health Care Workforce Diversity and Access to Care

Oregon's Health Care Program Financial Incentives Overview, 2018-2022

Incentive	Recipients
Primary care loan forgiveness for students in training	51
Loan repayment for practicing professionals in primary care, behavioral health, and oral health	295
Scholars for a Healthy Oregon (SHOI) scholarships for OHSU students	146
SHOI-Like scholarships for non-OHSU students	16
Rural medical malpractice insurance subsidies for practicing primary care professionals in rural and frontier areas	516
HOWTO Grant Program for community-based training initiatives	451
Behavioral Health Workforce incentives for practicing licensed and certified professionals	237
Rural Medical Practitioner Tax Credit for practicing primary care professionals in rural and frontier areas	1,892
Total	3,604

Note: Data is not available for the Behavioral Health Workforce Stability Grants during this reporting period.

REALD Data Collection

- REALD data collection is in process of being fully implemented
- Available data for some incentives shows one-third of incentive recipients are people of color

Available REALD Race/Ethnicity Data for Oregon's Health Care Program Financial Incentives Overview, 2018-2022

Incentive	People of Color Recipients	Total Recipients	Percentage of Total Recipients that are People of Color
Primary care loan forgiveness*	4	14	29%
Loan repayment	102	295	34%
SHOI†	41	156	26%
Behavioral Health Workforce Initiative loan repayment‡	14	25	56%
Total	161	476	34%

Financial Incentive Programs Allocations

Health Care Provider Incentive Program (HCPIP):

- 2017-2019 biennium, \$14 million
- 2019-2021 biennium, \$19.7 million
- 2021-2023 biennium, \$22.5 million

HOWTO:

- 34 awarded projects totaling \$23.1 million in four rounds of funding
- Awards made from \$1 million to \$296,920, for up to 3 years
- \$681,000 average grant amount

Behavioral Health Workforce Initiative (BHWi):

- \$60 million allocated for provider incentives
 - \$1.66 million awarded in loan repayment
- \$80 million allocated for supervised clinical experience
 - \$3.97 million awarded in clinical supervision grants

Behavioral Health Workforce Stability Grants:

- \$132.66 million awarded to 162 behavioral health organizations

Note: The Rural Medical Practitioner Tax Credit Program is not allocated financial incentives funding.

Expansion Efforts to Increase Equity and Address Pandemic Challenges

Since previous evaluation, OHA has made major changes in order to:

- **Provide flexibility for awardees to practice via telehealth**
- **Provide additional funding for behavioral health workforce,** through HCPIP and additional legislative investments
- **Expand collection of enhanced race and ethnicity data** using REALD categories
- **Increase focus on equity** by convening provider workgroups from communities experiencing inequities and making changes
- **Develop an antiracism approach to support providers of color** by examining information on experiences with racism, implicit bias, and microaggressions

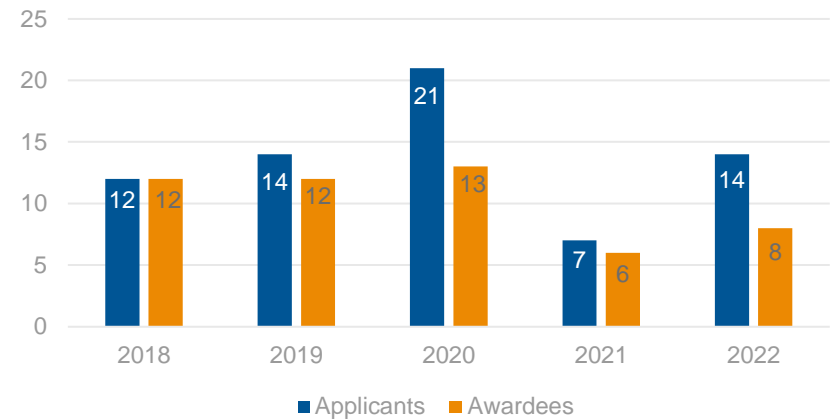
Overview of Incentive Programs: HCPIP

Primary Care Loan Forgiveness

Incentive Overview

- Provides support to students on a primary care medical track willing to practice in rural communities
- Students commit to a service obligation, up to three years at a qualifying practice site
- Five annual award cycles since HCPIP inception
- Of the 51 students, 38 have started or completed their service obligation
- Applicants exceeded award amount
- Launched REALD race/ethnicity data collection in 2021
 - **Three in 10** incentive recipients (29%) identified as a **person of color**
- Did not collect language and disability data

Primary Care Loan Forgiveness Applicants and Awardees by Annual Award Cycle, 2018-2022



Primary Care Loan Forgiveness Recipients by REALD Race/Ethnicity Parent Categories, 2021-2022

Race/Ethnicity	Recipients
Asian	2
Native Hawaiian and Pacific Islander	1
American Indian and Alaska Native	1
White only, non-Hispanic	9
Declined	1
Total	14

Primary Care Loan Forgiveness

Primary Care Loan Forgiveness Award Distribution by School and Discipline, 2018-2022

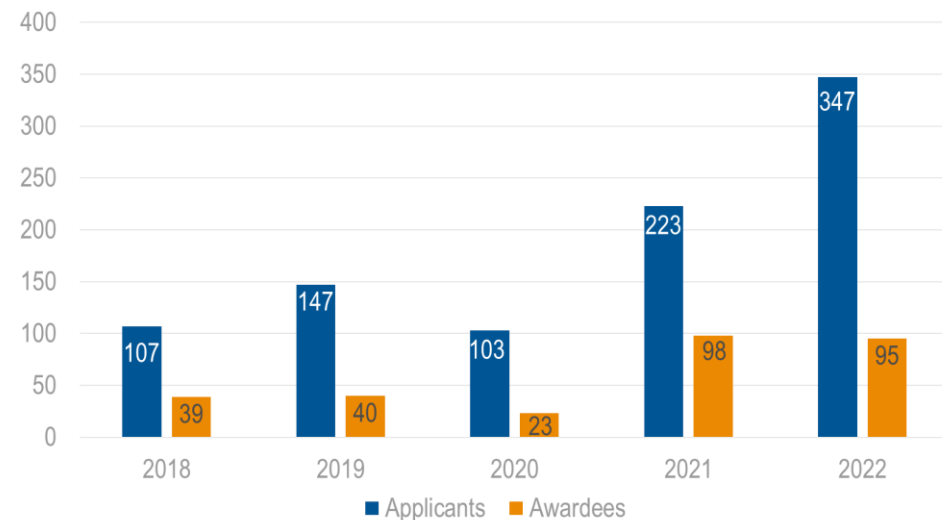
School and Discipline	Recipients	Total Award Amount	Average Award Amount Per Recipient
OHSU			
School of Medicine / MD	6	\$458,300	\$76,383
Physician Assistant / PA	6	\$256,200	\$42,700
School of Nursing / DNP	4	\$130,400	\$32,600
School of Dentistry / DMD	3	\$156,600	\$52,200
School of Pharmacy / PharmD	2	\$70,400	\$35,200
Subtotal	21	\$1,071,900	\$51,043
Pacific University			
Physician Assistant / PA	19	\$826,700	\$43,511
School of Pharmacy / PharmD	4	\$140,800	\$35,200
Subtotal	23	\$967,500	\$42,065
Western University COMP-NW			
Osteopathic Medicine / DO	7	\$625,600	\$89,371
Total	51	\$2,665,000	\$52,255

Loan Repayment

Incentive Overview

- Awards practicing professionals to repay up to 70% of qualifying student loan debt
- Recipients make a service commitment at a qualifying practice site
- 17 quarterly award cycles since HCPIP inception
- Applicants exceeded award amount
- Transitioned behavioral health awards to BHWi in April 2022
- Launched REALD race/ethnicity data collection in 2021
- Collected second language data
- Did not collect disability data

Loan Repayment Applicants and Awardees by Annual Award Cycle 2018-2022



Loan Repayment

- ❖ Over **34%** of incentive recipients identified as a **person of color**
- ❖ **One-third** of incentive recipients have a second language skill.

Loan Repayment Recipients by REALD Race/Ethnicity Parent Categories 2018-2022

REALD Race/Ethnicity	Recipients
American Indian and/or Alaska Native	12
Asian	34
Black or African American	15
Hispanic or Latino/a/x	37
Other Race	5
Native Hawaiian or Pacific Islander	3
White	150
Declined	39
Total	295

Second Language Skills of Loan Repayment Recipients, 2018-2022

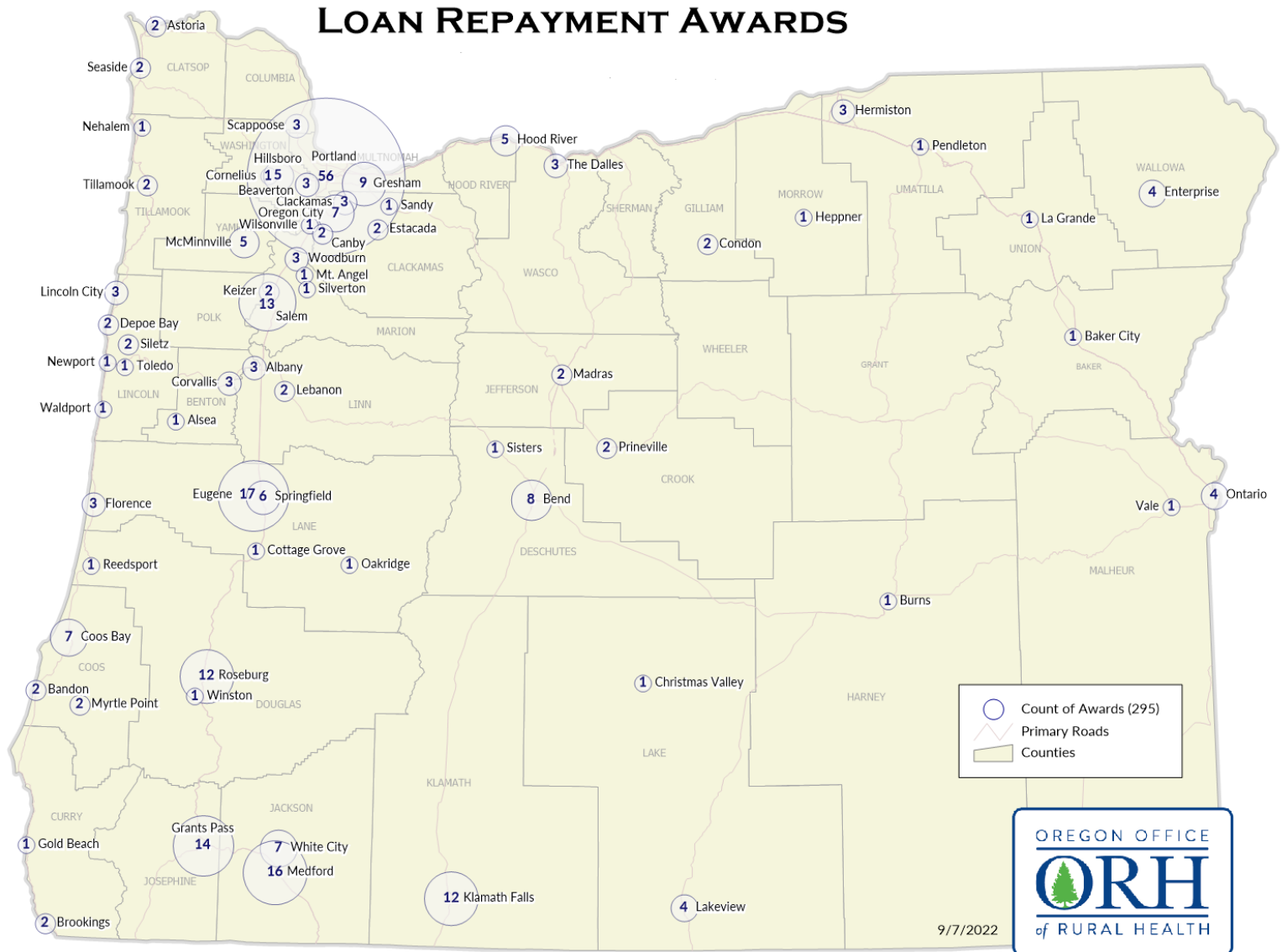
Language	Recipients
Spanish	62
Vietnamese	6
Korean	4
Russian	4
German	3
Vietnamese/Spanish	2
Arabic	2
American Sign Language	1
Spanish/American Sign Language	1
Chinese	1
Chinese-Limited	1
French	1
Fulah	1
Hindi	1
Hmong	1
Igbo and Yoruba	1
Mien	1
Romanian	1
Spanish & Russian	1
Spanish/ Mandarin/Taiwanese	1
Spanish/French	1
Spanish/German	1
Tagalog	1
Total	99

Loan Repayment

Loan Repayment Award Distribution by Discipline 2018-2022

Discipline	Recipients	Total Award Amount	Average Award Amount per Recipient
Primary Care			
Medical Doctor	32	\$2,683,215	\$83,850
Physician Assistant	25	\$1,499,268	\$59,970
Nurse Practitioner	21	\$813,951	\$38,759
Pharmacist	14	\$822,624	\$58,759
Naturopathic Doctor	11	\$742,749	\$67,522
Doctor of Osteopathic Medicine	11	\$989,586	\$89,962
Subtotal	114	\$7,551,393	\$66,240
Behavioral Health			
Behavioral Health Clinician Pre-Licensure	43	\$1,523,789	\$35,437
Licensed Clinical Social Worker	23	\$661,869	\$28,777
Qualified Mental Health Professional	11	\$342,501	\$31,136
Licensed Professional Counselor	8	\$363,303	\$45,413
Qualified Mental Health Associate	8	\$134,193	\$16,774
Psychiatric Mental Health Nurse Practitioner	7	\$298,758	\$42,680
Licensed Marriage and Family Therapist	7	\$249,483	\$35,640
Clinical Psychologist	3	\$192,474	\$64,158
Registered Nurse	3	\$48,249	\$16,083
Certified Alcohol and Drug Counselor	2	\$75,453	\$37,727
Case Manager	2	\$42,033	\$21,016
Subtotal	117	\$3,932,105	\$33,608
Oral Health			
Dentist	53	\$4,942,822	\$93,260
Expanded Practice Dental Hygienist	11	\$289,149	\$26,286
Subtotal	64	\$5,231,971	\$81,749
Total	295	\$16,715,469	\$56,662

Loan Repayment Awards for Primary Care, Behavioral Health, and Oral Health Recipients by City, 2018-2022



Loan Repayment: Provider Experiences

- Qualitative analysis of provider comments from Office of Rural Health (ORH) in July 2022 survey revealed key themes:
 - Overall satisfaction with loan repayment
 - Areas of improvement (administration, reporting, invoicing, payment delays, etc.)
 - Different perspectives in describing prospects in the health care field
 - Experiences with racism, implicit bias, or microaggressions

“[Racism, implicit bias, microaggressions, etc.] adds significantly to provider burn out and caregiver stress.”
– NP, Prineville

“It has freed me up to do what I love - helping underserved populations with my dental skills and not drown in student loan debt.”
– DDS, Beaverton

“Medicine is turning into a bureaucracy nightmare.”
– PA, Baker City

Scholarship Programs: Scholars for a Healthy Oregon Program (SHOI)

Incentive Overview

- Provides full tuition/applicable fees to OHSU students in four clinical programs
- Recipients agree to practice in rural/underserved community at a qualifying site for a minimum of one year longer than total years of funding
- Funded to OHSU for administration
- Eight annual award cycles since 2014
- Of the 156 students receiving scholarships, 66 have started or completed their service obligation
- Collected race/ethnicity data
- Did not collect language and disability data

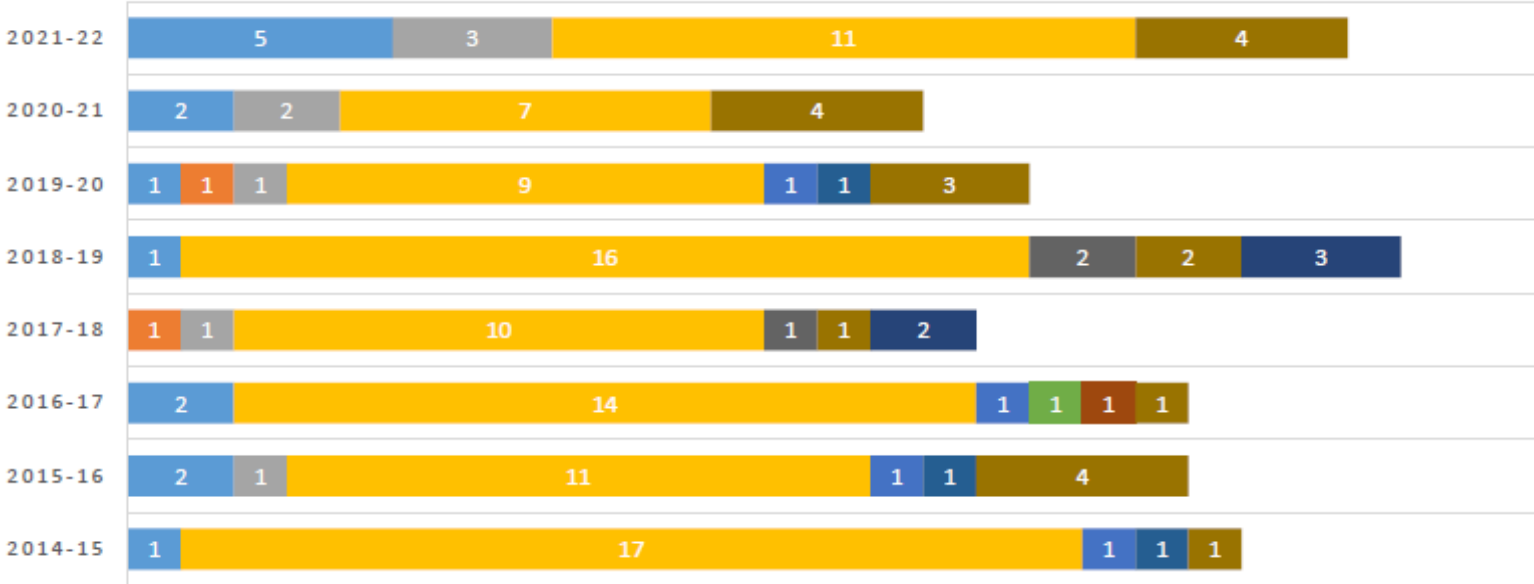
SHOI Recipients by Discipline and Specialty, 2014-2021

Discipline	Recipients	Total Award Amount
Nurse Practitioner	53	\$3,543,937
Medical Doctor	38	\$6,829,927
Physician Assistant	36	\$3,543,937
Dentist	29	\$5,765,691
Total*	156	\$19,782,433

*The total number includes 10 students who withdrew, were dismissed, or defaulted on the service agreements.

Scholarship Programs: Scholars for a Healthy Oregon Program (SHOI)

Awards by Race



- More than one race
- American Indian or Native Alaskan
- Black or African American
- White
- Eastern European
- Korean
- Middle European
- Native Hawaiian or other Pacific Islander
- Vietnamese
- No Response
- Other

❖ 26% of SHOI students identified as a **person of color**

Scholarship Programs: SHOI-Like

Incentive Overview

- Modelled after SHOI to provide equitable scholarships for students at non-OHSU educational institutions
- Recipients agree to practice in rural/underserved community at a qualifying site for each year receiving scholarship funding
- Since HCPIP inception, there has been one annual award cycle
- Of the 16 students receiving scholarships, four are in their service obligation
- Did not collect REALD data

SHOI-Like Scholarships by School and Profession, 2019-2021

School	Profession	Recipients	Total Award Amount
National University of Natural Medicine	Naturopathic Doctor	6	\$382,711
Pacific University	Physician Assistant	5	\$375,000
Western University COMP-NW	Doctor of Osteopathic Medicine	5	\$588,000
Total		16	\$1,347,711

Rural Medical Insurance Subsidy

Incentive Overview

- Launched under House Bill 3260 (2003)
- Provides malpractice premium subsidy payments for Doctors and Nurse Practitioners practicing in rural areas to provide essential services such as obstetric care
- Works with nine insurance carriers that make payments to practicing professionals at a percentage of their malpractice premiums
- Qualifying providers must serve at a location that meets OHA's definition of a rural practice
- Did not collect REALD data

Rural Medical Insurance Subsidy Enrollment, 2018-2021

Year	Recipients
2018	628
2019	546
2020	491
2021	516

- ❖ Added one insurance carrier since last evaluation
- ❖ Steady **decrease** in utilization, due to clinics paying for clinician premiums

Erosion in Progress in Increasing Primary Care Providers in HCPIP “Target Areas”

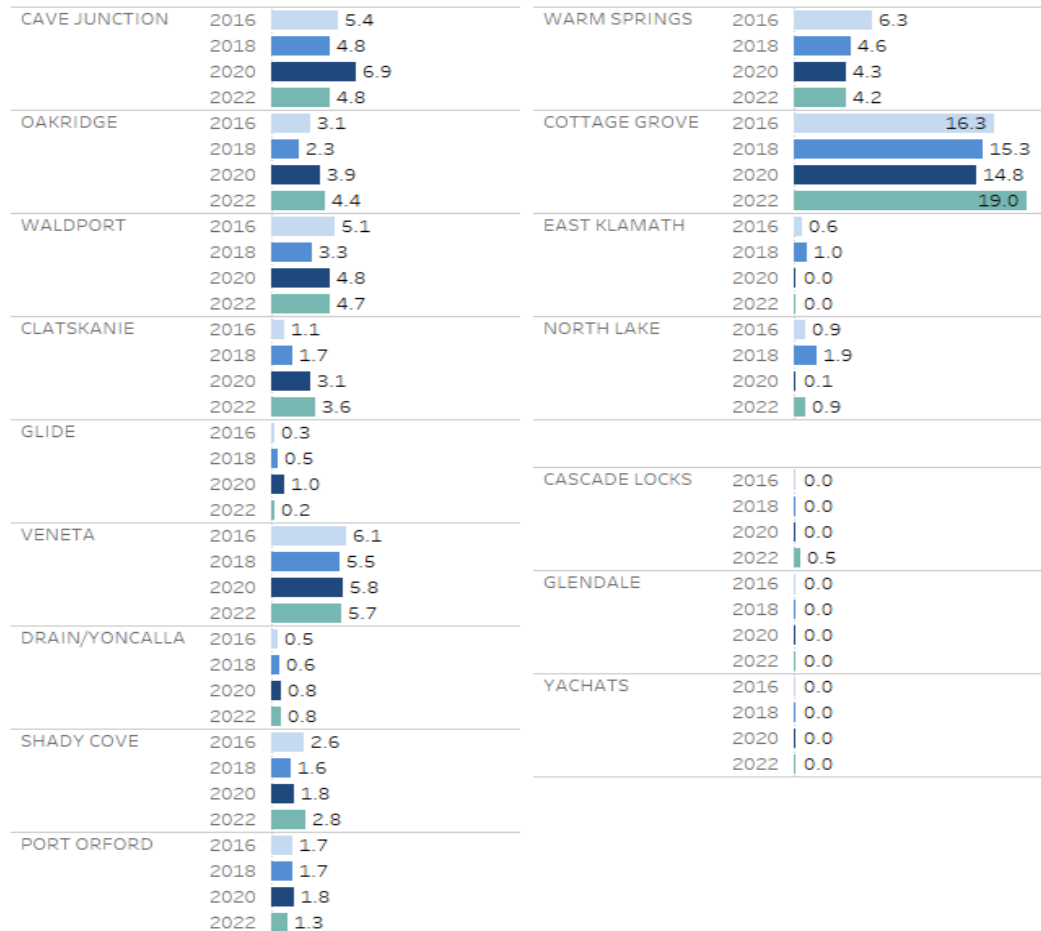
Parts of eroding progress include:

- Lack of health care system infrastructure
- COVID-19 pandemic impacts
- High demand for incentives such as loan repayment and a need for debt relief
- Larger number of people leaving incentive programs due to various personal and professional reasons

More data will be needed to determine whether these reductions are related to the pandemic or long-term system instability

Primary care FTE in direct patient care by service area

Includes FTE for physicians, nurse practitioners, naturopathic physicians (starting in 2018) and physicians assistants who specialize in primary care.



**Overview of Incentive Programs:
Healthy Oregon Workforce Training
Opportunity Grant Program (HOWTO)**

Background on HOWTO

- Established in 2018 by House Bill 3261 (2017) as a collaboration among OHA and OHSU, under the policy direction of OHPB
- Supports innovative, community-based health care workforce training projects focusing on:
 - Increasing diversity and culturally responsive workforce
 - Funding communities that are medically underserved and/or rural/frontier
 - Addressing workforce shortage areas

HOWTO Impact on Workforce Expansion

Health Care Workforce Training Using HOWTO Funding, 2019-2022

	Round 1	Round 2	Round 3	Total
New Workers Trained				
Community Health Worker/Traditional Health Worker/Peer Support Specialist	158	--	115	273
Psychiatric Mental Health Nurse Practitioner	6			6
Various Practicing Certified Professionals (Dental Assistants, Medical Billers, Certified Nursing Assistants, Pharmacy Technicians, Medical Assistants)	--	38	--	38
Behavioral Health Aide	--	28	--	28
Incumbent Workers Trained with Additional Skills				
Behavioral Health Trainings*	--	--	666	666
Interprofessional Primary Care Trainings* (Physicians, Physician Assistants, and Behavioral Health Workers)	990	--	--	990
Community Health Worker Continuing Education Units	--	30	--	30
Community Health Worker Trainings for Dental Assistants	--	--	34	34
Physician Assistant Behavioral Health Fellowship	--	--	10	10
High School Students in Pipeline Training				
High School Dental Camp and Scholarships	--	--	32	32

HOWTO Expanded Equity Efforts

Included a more streamlined, equitable application process in 2022 funding cycle:

- Expanded access for projects under \$300,000 to support smaller organizations
- Developed a scoring rubric with increased weight for health equity criteria
- Provided expanded support for program applicants
- Ensured community member participation in the application review
- Expanded non-discrimination requirements

Provided grantees with additional technical assistance and support, such as:

- Updated semi-annual progress reports to address health equity, antiracism, and trauma-informed workspace issues
- Held first annual all-grantees meeting for information sharing and networking

HOWTO Additional Expansion Efforts

- Enhanced communication plan to reach a wider breadth of providers and organizations
- Began recruitment for HOWTO Advisory Committee to include more diverse representation
- Started to develop standardized reporting metrics for semi-annual reporting

Overview of Incentive Programs: Behavioral Health Workforce Incentives

Behavioral Health Workforce Initiative (BHWi): Loan Repayment

Incentive Overview

- Allocated \$60 million for provider incentives, began with loan repayment
- One award cycle in April 2022
- Collected REALD race/ethnicity data
- Collected second language data
- Did not collect disability data

Behavioral Health Loan Repayment Recipients' Second Language Skills, April 2022

Languages spoken	Recipients
Spanish	2
German	1
Vietnamese	1
Japanese	1
Pulaar Futa dialect, Wollof, Arabic	1
Total	6

Behavioral Health Loan Repayment REALD Race/Ethnicity Parent Categories, April 2022

Race/Ethnicity	Recipients
American Indian and Alaska Native	1
Asian	2
Black and African American	3
Hispanic and Latino/a/x	2
Middle Eastern/North African	1
Two or More Races or Cultures	5
White only, non-Hispanic	10
Declined	1
Total	25

- ❖ **Over one-half (56%)** of incentive recipients identify as a **person of color**
- ❖ **24%** of incentive recipients speak a **second language**

BHWi: Loan Repayment

Behavioral Health Loan Repayment Recipients and Awards, April 2022

Discipline	Recipient	Total Award Amount	Average Award Amount Per Recipient
Therapists and Counselors (Licensed / Unlicensed Professional Counselor, Psychotherapist, Licensed Art Therapist)	10	\$851,755	\$85,176
Qualified Mental Health Professionals / Qualified Mental Health Associates	6	\$277,517	\$46,253
Nursing (PMHNP / MHRN)	5	\$308,460	\$61,692
Social Workers (Licensed Clinical Social Worker, Certified Social Worker Associate)	4	\$217,510	\$54,377
Total	25	\$1,655,242	\$66,210

BHWi: Clinical Supervision

Incentive Overview

- Allocated \$60 million for grants to provide supervised clinical experience to associates or others to gain credentials to practice
- One award cycle in February 2022
- Approximately 212 supervisees will receive supervised clinical experience
- Did not collect REALD data

Clinical Supervision Grant Awards, February 2022

Type	Count	Total Grant Awards
Culturally Responsive Organizations	7	\$1,198,830
Culturally Specific Organizations	4	\$797,001
Rural Community Mental Health Programs	3	\$472,839
Rural	2	\$350,000
Hospital	2	\$355,400
Coordinated Care Organization	1	\$300,000
Workforce	1	\$300,000
School District	1	\$200,000
Total	21	\$3,974,070

Behavioral Health Workforce Stability Grants

Incentive Overview

- Launched under House Bill 4004 (2022)
- Distributed \$132.66 million in provider grants for staff compensation and workforce retention and recruitment; at least 75 percent of funds must be used for wages, benefits, bonuses, and incentives to hire or retain staff
- Directed OHA to provide nurses and behavioral health specialists to bolster pandemic-related workforce shortages and to seek federal funding
- Final report due December 30, 2022
- Did not require REALD data collection

Overview of Incentive Programs: Rural Medical Practitioner Tax Credit

Rural Medical Practitioner Tax Credit

Incentive Overview

- Offered since 1989
- Allows eligible providers working in rural areas to receive a tax credit between \$3,000-\$5,000 annually
- ORH determines eligibility; Oregon Department of Revenue confirms and processes credit
- Over the past 10 years, credits provided for 4,380 providers, for an average of seven years
- Number of eligible providers has declined slowly
- Did not collect REALD data

Eligible Recipients by Provider Type, 2021

Provider Type	Eligible Recipients
Doctor of Medicine	648
Nurse Practitioner	599
Physician Assistant	368
Doctor of Osteopathic Medicine	132
Certified Registered Nurse Anesthetist	75
Doctor of Medicine in Dentistry	19
Doctor of Optometry	18
Doctor of Podiatric Medicine	17
Doctor of Dental Surgery	16
Total	1,892

Eligible Recipients by Tax Year, 2018-2021

Tax Year	Eligible Recipients
2018	2,347
2019	2,265
2020	2,215
2021	1,892

Lessons Learned & Considerations Going Forward

Lessons Learned

- Flexibility with provider incentive funds to meet community needs and increase access to care in an equitable manner will be important to long-term success
- High demand exists for loan repayment, loan forgiveness, and scholarships as effective tools to address student debt burden, disproportionately experienced by people of color
- Partnering with practice sites serving communities of color and historically marginalized populations to continue to evolve the reach and impact of incentives is critical
- The impact of racism, bias, and microaggressions on incentive recipients is significant.
- There are barriers to entry and advancement for people of color in the health care workforce, which results in people not receiving culturally and linguistically responsive care.

Considerations Going Forward

- Collect more uniform data and expand to other language, disability, sexual orientation, and gender identity information
- Create an antiracism approach to support providers and develop trauma-informed workplaces
- Consider additional incentives and continue to create new options
- High need exists for wraparound services such as housing and childcare
- Additional work around resiliency and well-being is needed
- Create more intentional career pathways and advancement opportunities, especially in certified and uncertified occupations and for those who want to remain in the field

Questions & Comments

Questions for Health Care Workforce Committee

- What are your overall thoughts?
- Do the analysis, findings, and lessons learned and considerations going forward resonate for you?
- Is there anything that should be changed or added?

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Thank You

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