2019 HCCA Clinical Care Compliance Conference (Nashville, TN) October 27, 2019

All About Appeals and Grievances:

Review of the Regulations and How to Navigate Your Way through these Processes at a Medicare and Medicaid Health Plan

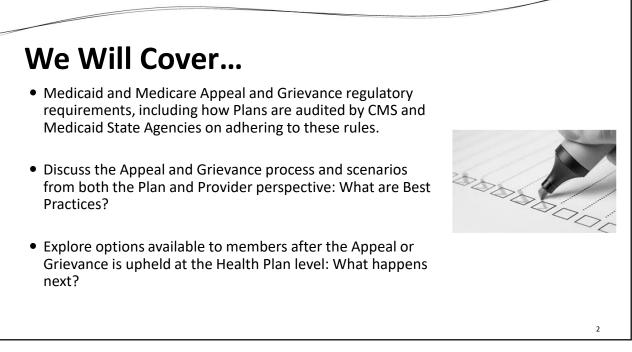
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Key Terms & Acronyms

- Medicaid Managed Care (MMC)
- Medicare Advantage (Part C or MA)
- Medicare Advantage Organization (MAO)
- Medicare Prescription Drug Program (Part D)
- Medicare Part D Plan (PDP or MA-PD)
- HHS Office of Inspector General (OIG)
- Qualified Health Plan (QHP)



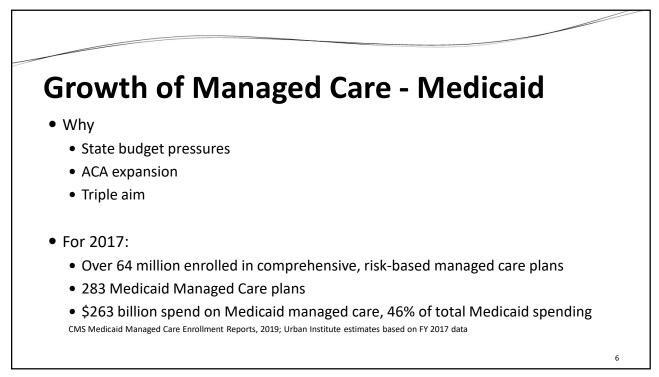


Growth of Managed Care - Medicare

- Why
 - Enrollee familiarity with managed care
 - Enhanced benefits
- As of October 2019
 - Part C
 - 733 contracts with payors
 - Over 22 million MA enrollees, of which 20 million have a Part D benefit
 - Part D
 - 63 standalone contracts with payors
 - Over 25 million with Part D only coverage

CMS Monthly Summary Report, October 2019

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Issues: High Rates of Denials

- For MA, 2016, MAOs denied:
 - 4% of preauthorization requests
 - 8% of payment requests
 - <u>https://oig.hhs.gov/oei/reports/oei-09-16-00410.pdf</u>
- MMC denial rate for Illinois 2018 hospital claims was 10.6%
 https://www.illinois.gov/hfs/SiteCollectionDocuments/Finalreporthospitalpayments.pdf
- For QHPs in 2017, Kaiser Family Foundation found:
 - 41.9 million of 232.9 million network claims were denied
 - 18% overall denial rate
 - https://kff.org/private-insurance/issue-brief/claims-denials-and-appeals-in-aca-marketplace-plans/

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Issues: Denials Rarely Appealed • https://oig.hhs.gov/oei/reports/oei-09-16-00410.pdf 2014 2015 2016 Total

MAO contracts included in this analysis	409	419	422	581*
Number of denials issued (full and partial)	28,907,329	35,662,934	36,565,990	101,136,253
Total number of first-level appeals	348,058	365,016	407,995	1,121,069
Number of appeals filed with MAOs for these contracts	277,098	279,824	306,295	863,217
Number of appeals filed with the Quality Improvement Organization for these contracts	70,960	85,192	101,700	257,852
Rate of first-level appeal	1.20%	1.02%	1.12%	1.11%

Source: OIG analysis of 2014–16 annual performance data and Quality Improvement Organization data for contracts that reported validated data, 2018.

Issues: Inappropriate Denials

		2014	2015	2016	Total
 MAOs reversed almost 	MAO contracts included in this analysis	409	419	422	581
75% of their own denials	Number of appeals filed with MAOs	277,098	279,824	306,295	863,217
7570 OF their Own demais	Number of fully overturned denials	186,883	192,041	228,031	606,955
	Number of partially overturned denials	20,495	18,858	2,594	41,947
	Number of denials upheld	69,720	68,925	75,670	214,315
	Rate of successful appeal (fully or partially overturned denials)	74.84%	75.37%	75.30%	75.17%
	Rate of fully overturned denials	67.44%	68.63%	74.45%	70.31%
	Rate of partially overturned denials	7.40%	6.74%	0.85%	4.86%
	Rate of upheld denials	25.16%	24.63%	24.70%	24.83%
	This represents the total number of unique contracts included in our a	inalyses.			
	Source: OIG analysis of 2014–16 annual performance data for contracts	that reported valid	lated data, 2018.		9

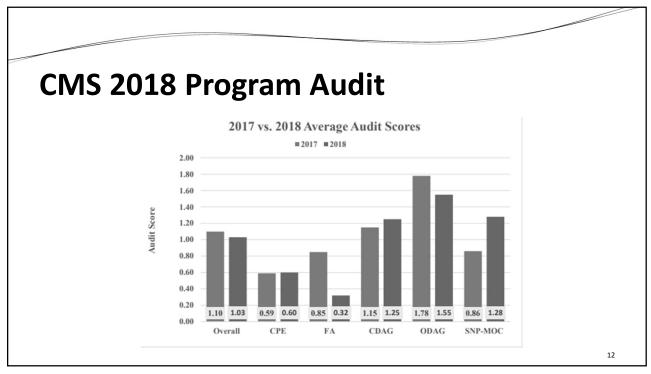
Issues: Inappropriate	Level 1: Quality Improvement Organization		2015	2016	Tota
	Number of appeal decisions issued Number of denials overturned or partially overturned	77,023 <i>23,339</i>	88,423 <i>22,334</i>	94,480 21,356	259,92 67,02
Denials	Rate of denials overturned	30.30%	25.26%	22.60%	25.79%
Denials were overturned	Level 2: Independent Review Entity Number of appeal decisions issued Number of denials overturned or partially overturned	33,734 <i>3,718</i>	36,457 <i>3,530</i>	45,796 <i>4,208</i>	115,98 <i>11,45</i>
(completely or in-part) by	Rate of denials overturned	11.02%	9.68%	9.19%	9.88%
independent reviewers at a high rate	Level 3: Administrative Law Judge Number of appeal decisions issued Number of denials overturned or partially overturned	1,145 251	1,515 481	1,632 <i>430</i>	4,29 1,16
• 26% by QIO	Rate of denials overturned	21.92%	31.75%	26.35%	27.07%
• 9% by IRE	Level 4: Medicare Appeals Council Number of appeal decisions issued for cases brought by beneficiaries and providers	139	97	30	26
• 27% by ALJ	Number of denials overturned or partially overturned for these cases	38	18	6	6
• 23% by MAC	Rate of denials overturned in favor of beneficiaries and providers	27.34%	18.56%	20.00%	23.319

Issues: Regulators Are Watching

• OIG

- April 2019, added MMC denials for prior authorizations for medical, dental and prescription drug services as an issue to their Work Plan (Report # W-00-19-31535), report expected in 2020
- June 2019 announcement that it would review extent to which MMC denials were overturned on appeal (Report # OEI-09-19-00350), report expected in 2021
- CMS
 - MA Organization Determinations, Appeals, and Grievances (ODAG) and Part D Coverage Determinations, Appeals, and Grievances (CDAG) audits
 - Sanctions against MA and Part D plans often focused on appeals and grievance compliance deficiencies
 - See CMS sanctions against MAOs and Part D Sponsors at <u>https://www.cms.gov/Medicare/Compliance-and-Audits/Part-C-and-Part-D-Compliance-and-Audits/PartCandPartDEnforcementActions-.html</u>

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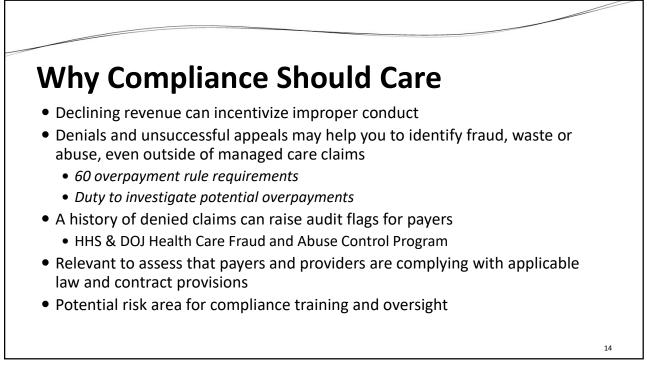


Examples of Deficiencies

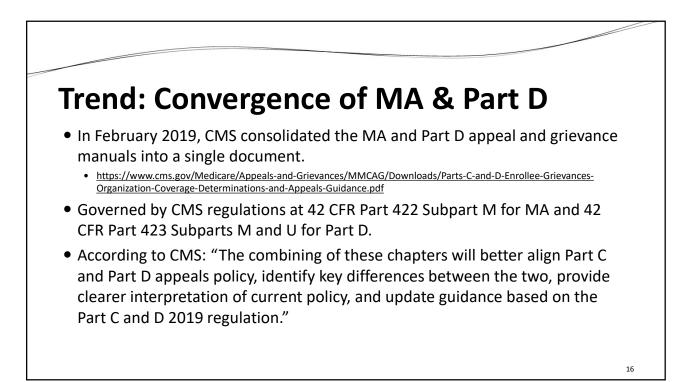
- Failure to conduct required outreach to providers or to beneficiaries to obtain information necessary to make appropriate clinical decisions.
- Misclassifying Part C reconsiderations as organization determinations.
- Denial letters for Part C organization determinations, Part D coverage determinations and appeals did not include adequate rationales, contained incorrect/incomplete information specific to denials, or were written in a manner not easily understandable by beneficiaries
- Failure to auto-forward or timely auto-forward Part D coverage determinations and/or redeterminations to the Independent Review Entity (IRE) for review and disposition.
- Failure to provide accurate or complete information in Part C grievance resolution letters.
- Dismissed Part C cases prior to the conclusion of the appeal timeframe.

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• Failure to properly oversee its delegated entities responsible for processing Part C organization determinations, appeals and grievances.



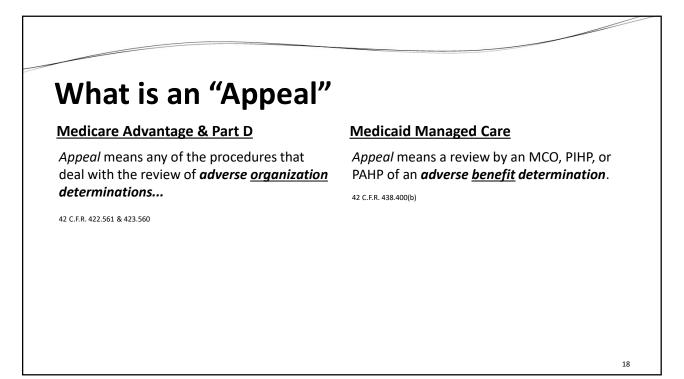




Trend: Convergence of MMC & MA

- Through the 2017 MMC final rule, CMS sought to align the MMC regulations with those of MA plans and QHPs. This included the MMC appeals and grievances rules, because:
 - "the existing differences between the rules applicable to Medicaid managed care and the various rules applicable to MA, private insurance, and group health plans concerning grievance and appeals processes inhibit the efficiencies that could be gained with a streamlined grievance and appeals process that applies across markets. A streamlined process would make navigating the appeals system more manageable for consumers who may move between coverage sources as their circumstances change." 81 Fed. Reg. 27498, 27505 (May 6, 2016).
- MMC rule codified at 42 C.F.R. Part 438, Subpart F

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What is an "Adverse Determination"

Medicare Advantage

42 C.F.R. 422.566(b)

An *organization determination* is any determination made by an MA organization with respect to any of the following:

(1) Payment for temporarily out of the area renal dialysis services, emergency services, post-stabilization care, or urgently needed services.

(2) Payment for any other health services furnished by a provider other than the MA organization that the enrollee believes—

(i) Are covered under Medicare; or

(ii) If not covered under Medicare, should have been furnished, arranged for, or reimbursed by the MA organization.

(3) The MA organization's refusal to provide or pay for services, in whole or in part, including the type or level of services, that the enrollee believes should be furnished or arranged for by the MA organization.

(4) Reduction, or premature discontinuation, of a previously authorized ongoing course of treatment.

(5) Failure of the MA organization to approve, furnish, arrange for, or provide payment for health care services in a timely manner, or to provide the enrollee with timely notice of an adverse determination, such that a delay would adversely affect the health of the enrollee.

Medicaid Managed Care

42 C.F.R. 438.400(b)

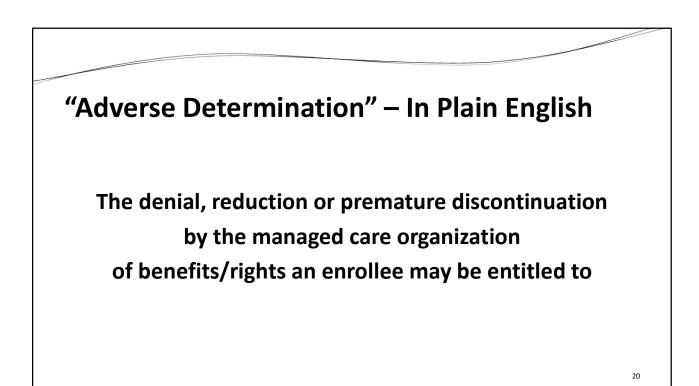
Adverse benefit determination means, in the case of an MCO, PIHP, or PAHP, any of the following:

 The denial or limited authorization of a requested service, including determinations based on the type or level of service, requirements for medical necessity, appropriateness, setting, or effectiveness of a covered benefit.
 The reduction, suspension, or termination of a previously authorized service.

(3) The denial, in whole or in part, of payment for a service.

(4) The failure to provide services in a timely manner, as defined by the State.(5) The failure of an MCO, PIHP, or PAHP to act within the timeframes...and (2) regarding the standard resolution of grievances and appeals.

(6) For a resident of a rural area with only one MCO, the denial of an enrollee's request to exercise his or her right..., to obtain services outside the network.
(7) The denial of an enrollee's request to dispute a financial liability, including cost sharing, copayments, premiums, deductibles, coinsurance, and other enrollee financial liabilities.



A "Grievance" is Not an Appeal

Medicare Advantage & Part D

Grievance means any complaint or dispute, <u>other</u> <u>than</u> one that constitutes an organization determination, expressing dissatisfaction with any aspect of an MA organization's or provider's operations, activities, or behavior, regardless of whether remedial action is requested.

42 C.F.R. 422.561 & 423.560

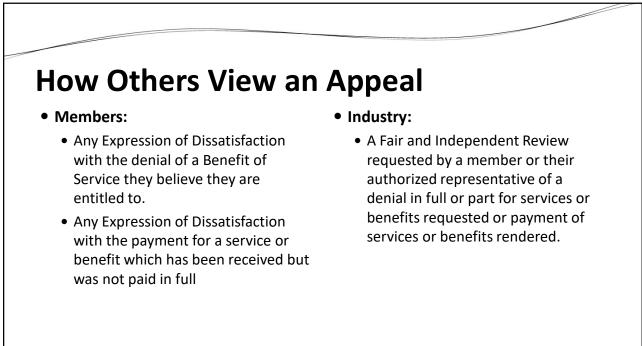
Medicaid Managed Care

Grievance means an expression of dissatisfaction about *any matter* <u>other than</u> *an adverse benefit determination*. Grievances may include, but are not limited to, the quality of care or services provided, and aspects of interpersonal relationships such as rudeness of a provider or employee, or failure to respect the enrollee's rights regardless of whether remedial action is requested. Grievance includes an enrollee's right to dispute an extension of time proposed by the MCO, PIHP or PAHP to make an authorization decision.

42 C.F.R. 438.400(b)

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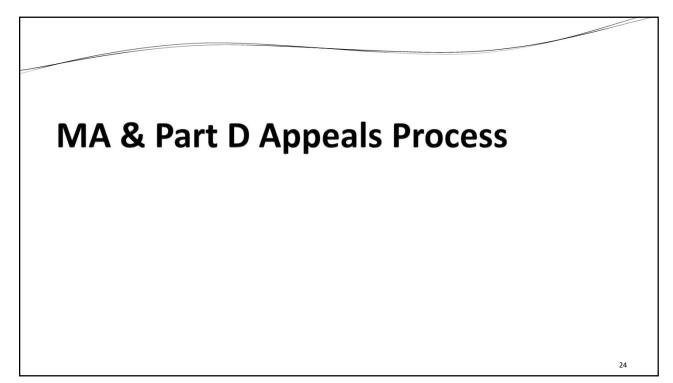
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Who Can Appeal?

- Provider on their own behalf
- Provider on behalf of the Member
- Member
 - Parent or guardian of minor Member
- "Authorized Representative" of the Member
 - An individual appointed by an enrollee or other party, or authorized under state or other applicable law, to act on behalf of an enrollee or other party involved in a grievance, organization determination, or appeal. See 42 C.F.R. §§422.561 & 423.560.
- Agents with a Power of Attorney

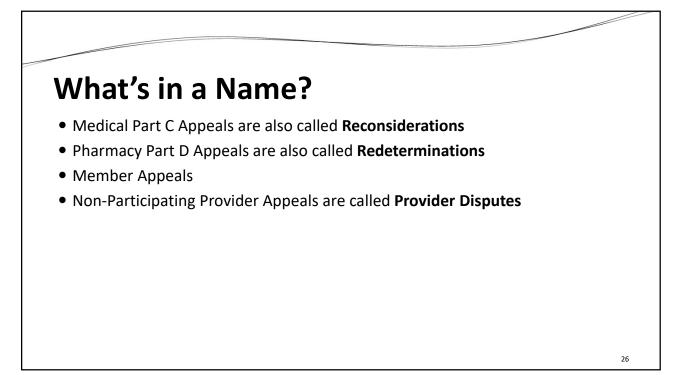
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Life Cycle of a CMS Appeal

- Organization/coverage determination
- First Level Appeal Internally managed by the Health Plan
- Second Level Appeal Performed by the Independent Review Entity contracted by CMS to review denials upheld by the Health Plan and the First Level Appeal or Dismissed by the Health Plan
- Third Level Appeal Administrative Law Judge Hearing
- Forth Level Appeal Medicare Appeals Council
- Fifth Level Appeal Judicial Review





First Level of Appeal: Plan

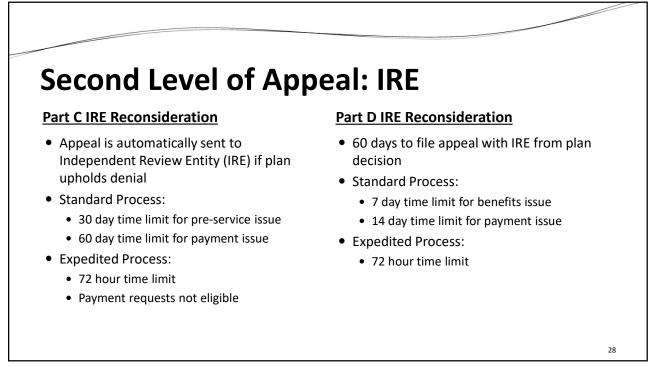
Part C Reconsideration

- Conducted at the plan
- 60 days to file appeal with plan from coverage determination
- Standard Process:
 - 30 day time limit for pre-service issue
 - 60 day time limit for payment issue
- Expedited Process:
 - 72 hour time limit
 - Payment requests not eligible

Part D Redetermination

- Conducted at the plan
- 60 days to file appeal with plan from coverage determination
- Standard Process:
 - 7 day time limit for benefits issue
 - 14 day time limit for payment issue
- Expedited Process:
 - 72 hour time limit

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Third Level of Appeal: OMHA

Part C: OMHA

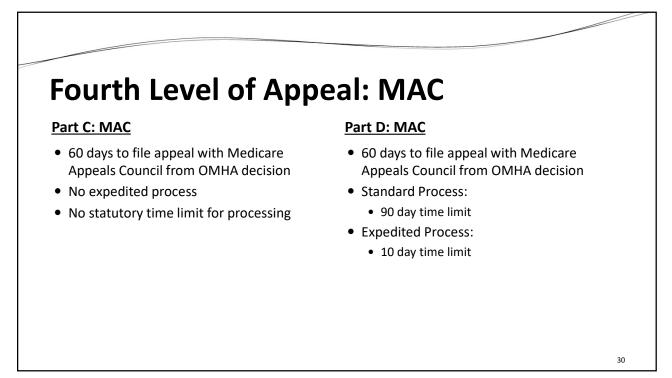
- 60 days to file appeal with Office of Medicare Hearings and Appeal from IRE decision
- Must have an amount in controversy ≥ \$160 (for 2019)
- No expedited process
- No statutory time limit for processing

Part D: OMHA

- 60 days to file appeal with Office of Medicare Hearings and Appeal from IRE decision
- Must have an amount in controversy ≥ \$160 (for 2019)

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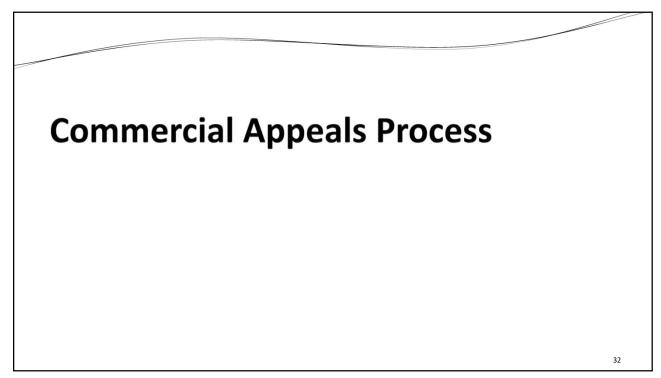
- Standard Process:
 - 90 day time limit
- Expedited Process:
 - 10 day time limit



Fifth Level of Appeal: Federal Court

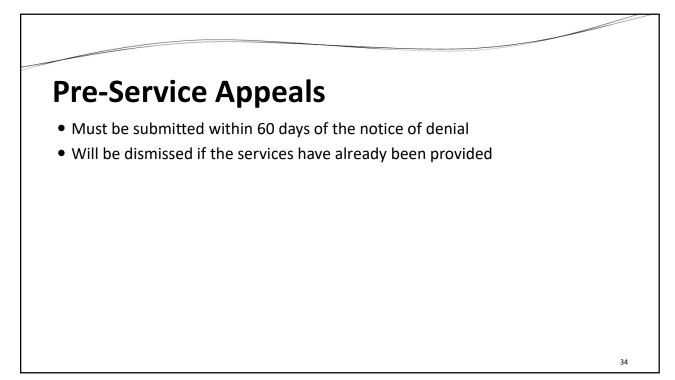
- Applies to both Parts C and D
- Within 60 days of the MAC decision, must file in federal district court
- Amount in controversy must be \geq \$1,630 (for 2019)

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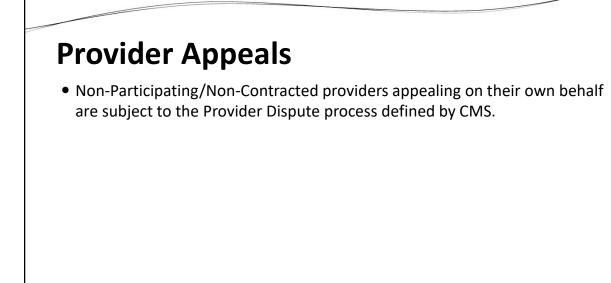
Life Cycle of a Commercial Appeal

- Denial
- First Level Appeal Internally Managed by the Health Plan
- Second Level Appeal May be Internally Managed by the Health Plan or for Self Insured Employer Groups may be managed by the Employer Group
- Third Level Appeal For Self Insured Employer Groups may be managed by the Employer Group



Member Post Service Appeals

- Must be submitted within 60 days of the denial
- If the provider, as the authorized representative of the member, is submitting a post service denial on behalf of the member it uses the members right of first level appeal. When the member is notified that the denial, which was submitted by the provider on the members behalf, is upheld their next step is to file an appeal with the IRE.



Dismissals

A decision not to review a request for a grievance, initial determination, or appeal because it is considered invalid or does not otherwise meet Medicare Advantage or Part D requirements.

Grievances and coverage requests: May be dismissed on the grounds that a valid request was not received. The plan should notify the enrollee and the person asserting representative status of the dismissal in writing. The dismissal notice should explain the reason(s) for the dismissal, how the invalid request can be cured, and that the request will be processed if the enrollee or representative resubmits a properly executed form.

Withdrawals

An enrollee may submit a written withdrawal request for a grievance any time before the decision is mailed by the plan. The plan may accept verbal withdrawals for both written and verbal grievances received from an enrollee. The plan must clearly document in the system that the enrollee does not want to proceed with the grievance procedures. The plan should, but is not required to, send a written confirmation of that withdrawal to the enrollee within 3 calendar days of receiving the withdrawal request.

If the enrollee submits a quality of care grievance verbally or in writing, but later decides to withdraw the grievance, the plan is still required to investigate the quality of care grievance; however, the plan is not required to notify the enrollee of the outcome of the grievance since they decided not to pursue the grievance.

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Timeliness, Accuracy and Completeness

- The medical exigency standard requires a plan and the independent review entity to make decisions as "expeditiously as the enrollee's health condition requires." This standard is set forth in regulations at <u>Part 422 Subpart M</u> and <u>Part 423 Subpart M</u> with respect to coverage requests and effectuation of favorable decisions.
- This standard was established by regulation to ensure that plans develop a standard for determining the urgency of coverage requests, triage incoming requests against established criteria, and prioritize each request according to these standards. Plans must treat each case in a manner that is appropriate for the facts and circumstances of the enrollee's medical condition. Plans should not routinely take the maximum time permitted for adjudicating coverage requests.

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Grievances

An expression of dissatisfaction with any aspect of the operations, activities or behavior of a plan, its contacted providers or its delegated entity in the provision of health care items, services, or prescription drugs, regardless of whether remedial action is requested or can be taken. A grievance does not include, and is distinct from, an appeal of a denial generated in making an organization determination or coverage determination or an Late Enrollment Penalty determination.

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Life Cycle of a Grievance

Written or verbal expression of dissatisfaction which does not involve denial of services or benefits or reimbursement of a service or benefit which has been provided.

Investigation or verbal communication of the health plan approach or decision. Written or verbal response which addresses all the issues raised.

If verbal response, confirmation with the caller that they are satisfied with the response provided.

First Call Resolution

Member Services may be granted the authority to resolve grievances while on the call with the member or their authorized representative.

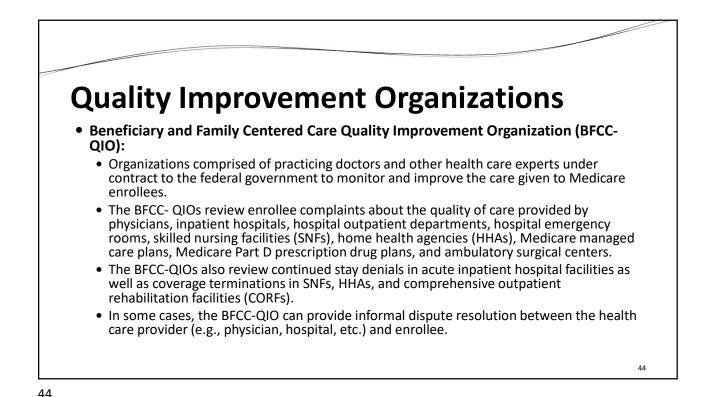
All grievance documentation requirements must be met in the call documentation as well as confirming the caller grievance has been successfully resolved. Otherwise the grievance must be documented and sent to the Grievance Department for resolution and notification of the response.

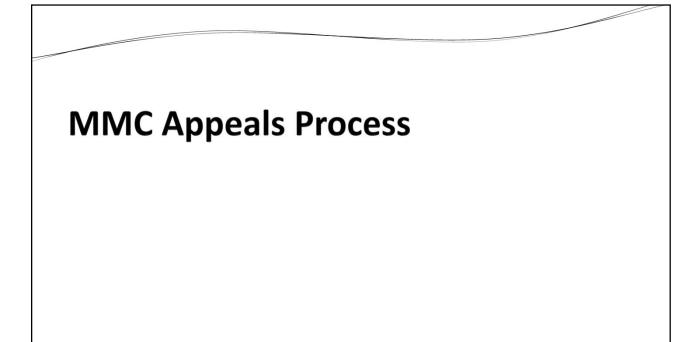
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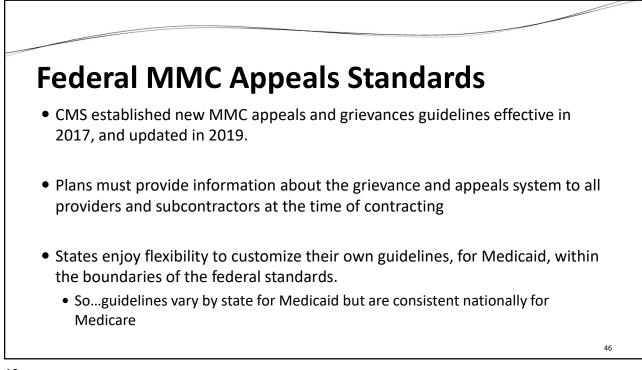
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Potential Quality of Care

A grievance related to whether the quality of covered services provided by a plan or provider meets professionally recognized standards of health care, including whether appropriate health care services have been provided or have been provided in appropriate settings.





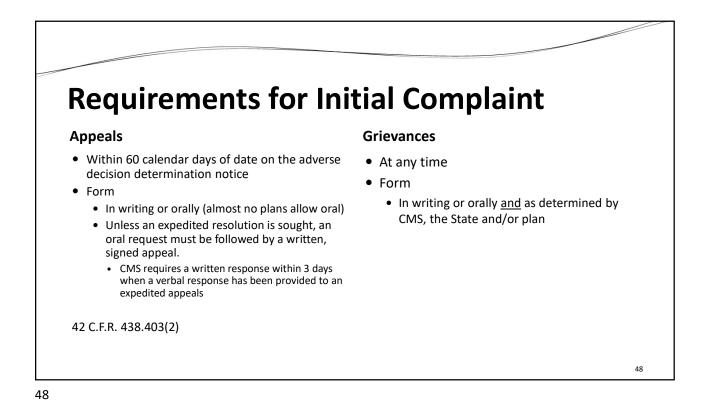


Notice of Adverse Benefit Determination

Plan must give timely and adequate written notice to the Member that explains:

- The rationale for this determination
- The right to be furnished upon request, free of charge, access to /copies of all documents and information relevant to the determination
- Right to an appeal, including a right to request a State Fair Hearing
- When and how to seek an expedited appeal
- Rights to have continued benefits pending the appeal

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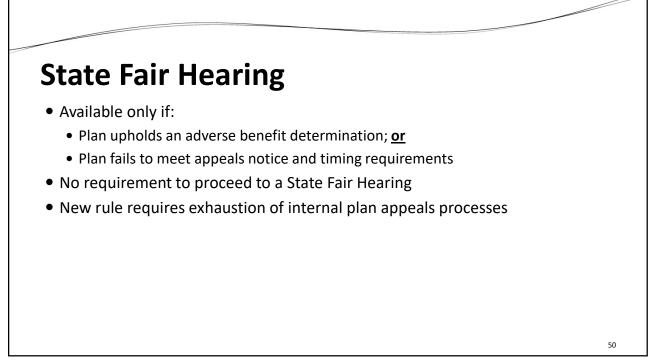


Level 1 Plan Review

- An MMC plan may only have one level of appeal. 42 C.F.R. 438.402(b).
- Appeals timeframe for Plan decision:
 - Standard: 30 calendar days from receipt of appeal
 - Expedited: 72 hours from receipt of appeal
 - Extensions possible, when the delay is to the benefit of the member and the member agrees
- Grievances timeframe for Plan decision: 90 calendar days from receipt of grievance
- If Plan fails to meet the appeals timeframes, the enrollee is deemed to have exhausted the appeals process and may initiate a State Fair Hearing
- Plans must consider all information submitted, regardless of whether this information was considered in the original decision

42 C.F.R. 438.408

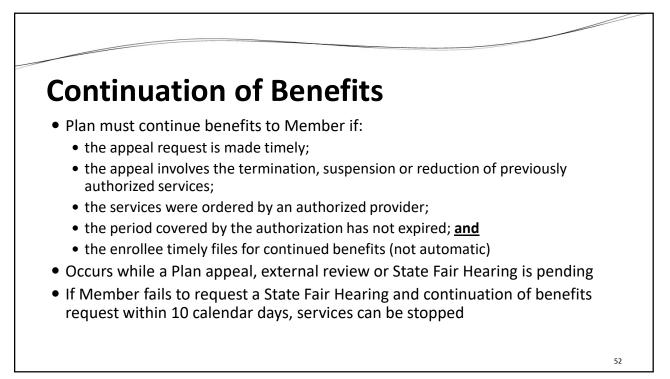
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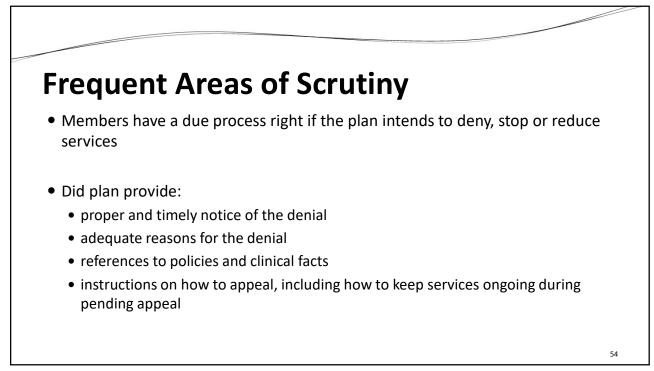
External Medical Review

- Available only if Enrollee seeks it (optional)
- Must be requested within 120 calendar days from the Plan's notice of resolution
- No requirement to proceed to a State Fair Hearing first
- Conducted independent of both the state and Plan
- Offered without cost to the enrollee
- Review does not extend certain timeframes
- May not disrupt continuation of benefits during review period



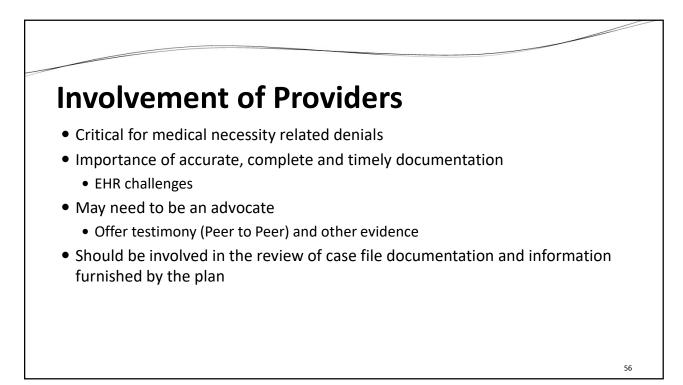


Challenges & Best Practices



Factors that Complicate Appeals

- In-Network vs. Out-of-Network providers
- Arbitration or other alternative dispute resolution clauses in contracts
 - Absence of binding case law
- Repricers
- PPO arrangements



Involvement of Compliance

- Tracking
 - Expected revenue vs. A/R
 - Denial codes (by category)
- Training
- Audits

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- Internal
- External

- Validation of coding software
- Documentation standards
 - Accuracy
 - Timeliness
 - Completeness
 - Retention
- Implementing corrective actions
 - Future contracting

