- 1 SB459
- 2 160170-1
- 3 By Senators Reed, Bussman, Waggoner and Marsh
- 4 RFD: Health
- 5 First Read: 11-MAR-14

1	160170-1:n:03/11/2014:JET/tj LRS2014-1376	
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8	SYNOPSIS:	Under existing law, medical services to
9		Medicaid beneficiaries are delivered on a managed
10		care basis through regional care organizations or
11		alternative care providers. The Medicaid Agency has
12		established geographic Medicaid regions with at
13		least one fully certified regional care
14		organization providing medical care to Medicaid
15		beneficiaries in the region directly or by contract
16		with other providers.
17		This bill would revise the membership of and
18		eligibility requirements for the governing board of
19		directors of a regional care organization.
20		This bill would authorize the board of
21		directors of a regional care organization to
22		appoint an executive committee or other committees
23		to take action as allowed by the governing
24		documents of the organization.
25		This bill would require each regional care
26		organization to create a provider standards
27		committee to review and develop performance

standards and quality measures required of a provider by the organization, subject to the approval of the Medicaid Quality Assurance Committee.

This bill would require the Medicaid Agency to, by rule, establish the minimum reimbursement rate for providers pursuant to certain methodologies and would require submission of the rates to the Centers for Medicare and Medicaid Services for approval.

This bill would provide that all contracts of a regional care organization are subject to review by the Medicaid Agency, establish procedures for review of contract terms and provisions upon the request of dissatisfied providers, and require the Medicaid Agency to adopt rules regarding the review of agreements and contracts by the contract dispute committee.

This bill would prohibit a regional care provider from excluding a provider from providing services to a Medicaid region if the provider is willing to meet the terms and conditions for participation established by the organization.

This bill would also specify that all agreements and contracts of regional care organizations that have received probationary or

final certification are subject to review or approval by the Medicaid Agency.

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4 A BILL

5 TO BE ENTITLED

6 AN ACT

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Relating to the Medicaid Agency; to revise the membership of and eligibility requirements for the governing board of directors of a regional care organization; to authorize the board of directors of a regional care organization to appoint an executive committee and other committees to take certain authorized action; to provide for the membership of an executive committee; to require each regional care organization to create a provider standards committee to review and develop performance standards and quality measures; to provide for approval of the standards by the Medicaid Quality Assurance Committee; to require the Medicaid Agency to, by rule, establish the minimum reimbursement rate for providers pursuant to certain methodologies; to provide for the review of provider contracts by the Medicaid Agency; to establish procedures for the review of contracts upon the request of dissatisfied providers; to require the Medicaid Agency to adopt rules regarding the review of agreements and contracts by the contract dispute committee; to prohibit a regional care provider from excluding a provider from providing services to a Medicaid region if the provider is willing to meet certain criteria; to specify that
all agreements and contracts of regional care organizations
that have received probationary or final certification are
subject to review or approval by the Medicaid Agency; and to
further provide for the rulemaking authority of the Medicaid
Agency in the administration of the Alabama Medicaid Program.

BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:

Section 1. Sections 22-6-151, 22-6-153, 22-6-155, 22-6-158, 22-6-163, and 22-6-164, Code of Alabama 1975, are amended to read as follows:

"\$22-6-151.

- "(a) A regional care organization shall serve only Medicaid beneficiaries in providing medical care and services.
- "(b) Notwithstanding any other provision of law, a regional care organization shall not be deemed an insurance company under state law.
- "(c)(1) A regional care organization and an organization with probationary regional care organization certification shall have a governing board of directors composed of the following members:
- "a. Twelve members shall be persons representing risk-bearing participants in the regional care organization or organization with probationary certification. A participant bears risk by contributing cash, capital, or other assets to the regional care organization. A participant also bears risk by contracting with the regional care organization to treat Medicaid beneficiaries at a capitated rate per beneficiary or

to treat Medicaid beneficiaries even if the regional care organization does not reimburse the participant.

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"b. Eight members shall be persons who do not represent a risk-bearing participant in the regional care organization. Of these eight members, five members shall be medical professionals who provide care to Medicaid beneficiaries in the region. Three of these members shall be primary care physicians, one an optometrist, and one a pharmacist. One primary care physician shall be from a Federally Qualified Health Center appointed jointly by the Alabama Primary Health Care Association and the Alabama Chapter of the National Medical Association and the other two primary care physicians shall be appointed by a caucus of county boards of health in the region the Medical Association of the State of Alabama, or its successor organization. The optometrist shall be appointed by the Alabama Optometric Association, or its successor organization. The pharmacist shall be appointed by the Alabama Pharmacy Association, or its successor organization. All five medical professionals shall work in the region served by the regional care organization. None of these members shall be a risk-bearing participant in the regional care organization or be an employee of a risk-bearing participant, but these members may contract with the regional care organization on a fee-for-service basis.

"c. Three of the eight members shall be community representatives as follows: 1. The chair of the citizens' advisory committee established pursuant to subsection (d). 2.

Another citizens' advisory committee member, elected by the committee, who is a representative of an organization that is part of the Disabilities Leadership Coalition of Alabama or Alabama Arise, or their successor organizations. 3. A business executive, nominated by a chamber of commerce in the region, who works in the region. These members may not be risk-bearing participants in the regional care organization or employees of a risk-bearing participant.

- "(2) A majority of the members of the board may not represent a single type of provider, such as hospitals or doctors engaged in medical practice. Any provider shall meet licensing requirements set by law, shall have a valid Medicaid provider number, and shall not otherwise be disqualified from participating in Medicare or Medicaid. This subsection shall not apply to a regional care organization if only one entity offers to be a risk-bearing participant as defined in subsection (c) (1) a.
- "(3) The Medicaid Agency shall have the power to approve the members of the governing board and the board's structure, powers, bylaws, or other rules of procedure. No organization shall be granted probationary regional care organization certification or full regional care organization certification without approval.
- "(4) The regional care organization, or the appropriate appointing authority to the regional care organization governing board, the caucus of county boards of health in the region, the citizens' advisory committee, and

the optometric, and pharmacy associations shall promptly fill any vacancy on the board of directors. Notwithstanding other provisions of this subsection, the Medicaid Commissioner shall fill a board seat left vacant for at least three months.

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- "(5) The governing board may not take any action unless at least one physician appointed by a caucus of county boards of health in the region, who does not represent a risk-bearing participant and who does not hold one of the three seats held by community representatives, votes on the prevailing side. The governing board may, by resolution adopted by a majority of the directors, appoint an executive committee, which shall consist of two or more directors, who may have such authority and take such action allowed by the articles of organization, bylaws, and other governing documents of the organization consistent with Alabama law. The governing board may also appoint such other committees as are consistent with Alabama law. At lest one member of an executive committee and any other committee shall be one of the physicians appointed to the board by the Medical Association of the State of Alabama pursuant to subsection (c)(1)b.
- "(6) The membership of the governing board of directors shall be inclusive and reflect the racial, gender, geographic, urban/rural, and economic diversity of the region.
- "(d) A citizen's advisory committee shall advise the organization on ways the organization may be more efficient in providing quality care to Medicaid beneficiaries. In addition,

an advisory committee shall carry out other functions and duties assigned to it by a regional care organization and approved by the Medicaid Agency. Each regional care organization shall have a citizens' advisory committee, as shall an organization seeking to become a regional care organization, which membership shall be inclusive and reflect the racial, gender, geographic, urban/rural, and economic diversity of the state. The committee shall meet all of the following criteria:

- "(1) Be selected in a method established by the organization seeking to become a regional care organization, or established by the regional care organization, and approved by the Medicaid Agency.
- "(2) At least 20 percent of its members shall be Medicaid beneficiaries or, if the organization has been certified as a regional care organization, at least 20 percent of its members shall be Medicaid beneficiaries enrolled in the regional care organization.
- "(3) Include members who are representatives of organizations that are part of the Disabilities Leadership Coalition of Alabama or Alabama Arise, or their successor organizations.
- "(4) Include only persons who live in the Medicaid region the organization plans to serve; or if the organization has become a regional care organization, include only persons who live in the Medicaid region served by the regional care organization. The membership of the committee shall be

- inclusive and reflect the racial, gender, geographic, urban/rural, and economic diversity of the region.
 - "(5) Elect a chair.

- "(6) Meet at least every three months.
- "(e)(1) Each regional care organization shall meet minimum solvency and financial requirements as provided in this subsection. The Medicaid Agency shall require a regional care organization, as a condition of certification or continued certification, to maintain minimum financial reserves at the following levels:
- "a. Restricted reserves of two hundred fifty thousand dollars (\$250,000) or an amount equal to 25 percent of the regional care organization's total actual or projected average monthly expenditures, whichever is greater.
- "b. Capital or surplus, or any combination thereof, of two million five hundred thousand dollars (\$2,500,000).
- "(2) Instead of maintaining the financial reserves required in subdivision (1), a regional care organization that has entered into a risk contract with the Medicaid Agency may submit to the agency a written guaranty in the form of a bond issued by an insurer, in an amount equal to the financial reserves that would otherwise be required of the regional care organization under subdivision (1), to guarantee the performance of the provisions of the risk contract. The bond shall be issued by an insurer authorized in this state and approved by the Medicaid Commissioner. No assets of the

- regional care organization shall be pledged or encumbered for the payment of the performance bond.
- "(f) A regional care organization shall provide such financial reports and information as required by the Medicaid Agency.
 - "(g) A regional care organization shall report all data as required by the Medicaid Agency, consistent with the federal Health Insurance Portability and Accountability Act (HIPAA).
 - "(h) Each regional care organization shall create a provider standards committee which shall review and develop the performance standards and quality measures required of a provider by the regional care organization. The performance standards and quality measures shall be subject to the approval of the Medicaid Quality Assurance Committee established in Section 22-6-154. At least 60 percent of the members of the provider standards committee shall be physicians who provide care to Medicaid beneficiaries served by the regional care organization. The regional care organization medical director shall serve as chairperson of the provider standards committee. No more than 50 percent of the members shall reside in one county of the region.

"§22-6-153.

"(a) Subject to approval of the federal Centers for Medicare and Medicaid Services, the Medicaid Agency shall enter into a contract in each Medicaid region for at least one fully certified regional care organization to provide,

pursuant to a risk contract under which the Medicaid Agency makes a capitated payment, medical care to Medicaid beneficiaries. However, the Medicaid Agency may enter into a contract pursuant to this section only if, in the judgment of the Medicaid Agency, care of Medicaid beneficiaries would be better, more efficient, and less costly than under the then existing care delivery system. The Medicaid Agency may contract with more than one regional care organization in a Medicaid region. Pursuant to the contract, the Medicaid Agency shall set capitation payments for the regional care organization.

"(b) The Medicaid Agency shall enroll beneficiaries into regional care organizations. If more than one regional care organization operates in a Medicaid region, a Medicaid beneficiary may choose the organization to provide his or her care. If a Medicaid beneficiary does not make a choice, the Medicaid Agency shall assign the person to a care organization. Medicaid may limit the circumstances under which a Medicaid beneficiary may change care organizations.

"(c) A regional care organization shall provide

Medicaid services to Medicaid enrollees directly or by

contract with other providers. The regional care organization

shall establish an adequate medical service delivery network

as determined by the Medicaid Agency. An alternate care

provider contracting with Medicaid shall also establish such a

network. The Medicaid Agency shall by rule, pursuant to the

Alabama Administrative Procedure Act, establish the minimum

reimbursement rate for providers. The minimum reimbursement
rate shall be the prevailing Medicaid fee-for-service payment
schedule, unless otherwise jointly agreed to by a provider and
a regional care organization through a contract. The minimum
provider reimbursements shall be incorporated into the
actuarially sound rate development methodology for each
regional care organization. The methodology and resulting
rates shall be submitted to the Centers for Medicare and
Medicaid Services for approval.

"(d) The Medicaid Agency shall establish by rule procedures for safeguarding against wrongful denial of claims and addressing grievances of enrollees in a regional care organization or an alternate care provider. The procedures shall provide for a timely and meaningful right of appeal, by Medicaid enrollees or their providers, of approvals or denials of care, billing and payment issues, bundling matters, and the provision of health care services. The rules shall include procedures for a fair hearing on all claims or complaints brought by Medicaid enrollees or other providers that shall include the following:

"(1) An immediate appeal to the medical director of the regional care organization, who shall be a primary care physician. The rules of evidence shall not apply. The medical director shall consider the materials submitted on the issue and any oral arguments and render a decision. The medical director's decision shall be binding on the regional care organization.

"(2) If a patient or provider is dissatisfied with the decision of the medical director, the patient or provider may file a notice of appeal to be heard by a peer review committee. The peer review committee shall be composed of at least three physicians of the same specialty in the region in which the services or matter is at issue. If three physicians cannot be found, then the physicians may be selected outside of the region. The Medicaid Agency shall develop rules regarding the appeal to the peer review committee. The peer review committee's decision shall be binding on the regional care organization.

"(3) If a patient or the provider is dissatisfied with the decision of the peer review committee, the patient or provider may file a written notice of appeal to the Medicaid Agency. The Medicaid Agency shall adopt rules governing the appeal, which shall include a full evidentiary hearing and a finding on the record. The Medicaid Agency's decision shall be binding upon the regional care organization. However, a patient or provider may file an appeal in circuit court in the county in which the patient resides, or the county in which the provider provides services.

"(e) The Medicaid Agency shall by rule establish procedures for addressing grievances of regional care organizations, except as otherwise provided in subsection (q). The grievance procedure shall include an opportunity for a fair hearing before an impartial hearing officer in accordance with the Alabama Administrative Procedure Act, Chapter 22 of

Title 41. The state Medicaid Commissioner shall appoint one, or more than one, hearing officer to conduct fair hearings. After each hearing, the findings and recommendations of the hearing officer shall be submitted to the commissioner, who shall make a final decision for the agency. Judicial review of the final decision of the Medicaid Agency may be sought pursuant to the Alabama Administrative Procedure Act. All costs related to development and implementation of the grievance procedure, including the provision of administrative hearings, shall be borne by the Medicaid Agency. The agency may adopt rules for implementing this subsection in accordance with the Alabama Administrative Procedure Act.

"(f) All provider contracts of an organization granted probationary or final certification as a regional care organization shall be subject to review and/or approval of the Medicaid Agency.

"(q)(1) If a provider is dissatisfied with any term or provision of the agreement or contract offered by a regional care organization, the provider shall:

"a. Seek redress with the regional care organization. In providing redress, the regional care organization shall afford the provider a review by a panel composed of a representative of the regional care organization, a similar type of provider, and a representative of the citizen's advisory board appointed by the chairman of the advisory board.

1	"b. After seeking redress with the regional care
2	organization, a provider or the regional care organization who
3	remains dissatisfied may request a review of such disputed
4	term or provision by the Medicaid Agency. The Medicaid Agency
5	shall have 10 days to issue, in writing, its decision
6	regarding the dispute.
7	"c. Within 30 days of receipt of the Medicaid
8	Agency's decision, the provider or the regional care
9	organization may request review of the Medicaid Agency's
10	decision by a contract dispute committee. The committee shall
11	be appointed by the Medicaid Agency and shall be composed of
12	two providers from other Medicaid regions, two representatives
13	of regional care organizations from other Medicaid regions,
14	and an administrative law judge selected by the Medicaid
15	Agency. The two providers shall be selected by the affected
16	provider's professional or business association, and the two
17	representatives of the regional care organizations shall be
18	appointed by the Medicaid Agency from a list of four
19	representatives selected by regional care organizations from
20	the unaffected Medicaid regions.
21	"d. If the provider or the regional care
22	organization is dissatisfied with the decision of the contract
23	dispute committee, the provider or regional care organization
24	shall file an appeal in the Montgomery County Circuit Court
25	within 30 days of the decision.
26	"(2) The Medicaid Agency shall develop rules
27	regarding review of agreements and contracts by the contract

dispute committee. The standard of review for the contract 1 2 dispute committee shall be one of fairness and reasonableness. The contract dispute committee shall undertake a de novo 3 review and shall consider current and historic reimbursement 4 rates; prevailing terms and standards in contracts currently 5 in existence; and customs, policies, and procedures prevalent 6 7 in the other Medicaid regions and under the Alabama Medicaid Program. The rules shall include the requirement that the 8 contract dispute committee issue a written ruling on such 9 10 disputed term or provision stating its findings of fact and 11 conclusions of law no more than 20 days after the dispute is 12 submitted to it. The contract dispute committee's decision 13 shall be binding on the regional care organization and the 14 provider.

"(f)(h) In addition to the foregoing, the Medicaid Agency shall do all of the following:

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- "(1) Establish by rule the criteria for probationary and full certification of regional care organizations.
- "(2) Establish the quality standards and minimum service delivery network requirements for regional care organizations or alternate care providers to provide care to Medicaid beneficiaries.
- "(3) Establish by rule and implement quality assurance provisions for each regional care organization.
- "(4) Adopt and implement, at its discretion, requirements for a regional care organization concerning

health information technology, data analytics, quality of care, and care-quality improvement.

"(5) Conduct or contract for financial audits of each regional care organization. The audits shall be based on requirements established by the Medicaid Agency by rule or established by law. The audit of each regional care organization shall be conducted at least every three years or more frequently if requested by the Medicaid Agency.

"(6) Take such other action with respect to regional care organizations or alternate care providers as may be required by federal Medicaid regulations or under terms and conditions imposed by the Centers for Medicare and Medicaid Services in order to assure that payments to the regional care organizations or alternate care providers qualify for federal matching funds.

"\$22-6-155.

"An initial contract between the Medicaid Agency and a regional care organization shall be for three years, with the option for Medicaid to renew the contract for not more than two additional one-year periods. The Medicaid Agency shall obtain provider input and an independent evaluation of the cost savings, patient outcomes, and quality of care provided by each regional care organization, and obtain the results of each regional care organization's evaluation in time to use the findings to decide whether to enter into another multi-year contract with the regional care

organization or change the Medicaid region's care-delivery
system.

3 "\$22-6-158.

"A regional care organization shall contract with any willing hospital, doctor, or other provider to provide services in a Medicaid region if the provider is willing to accept the payments and terms offered comparable providers.

"(a) A regional care organization shall not exclude any provider from providing services in a Medicaid region who is willing to meet the terms and conditions for participation established by the regional care organization.

"(b) Any provider shall meet licensing requirements set by law, shall have a Medicaid provider number, and shall not otherwise be disqualified from participating in Medicare or Medicaid.

"\$22-6-163.

"(a) The Legislature declares that collaboration among public payers, private health carriers, third party purchasers, and providers to identify appropriate service delivery systems and reimbursement methods in order to align incentives in support of integrated and coordinated health care delivery is in the best interest of the public. Collaboration pursuant to this article is to provide quality health care at the lowest possible cost to Alabama citizens who are Medicaid eligible. The Legislature, therefore, declares that this health care delivery system affirmatively contemplates the foreseeable displacement of

competition, such that any anti-competitive effect may be attributed to the state's policy to displace competition in the delivery of a coordinated system of health care for the public benefit. In furtherance of this goal, the Legislature declares its intent to exempt from state anti-trust laws, and provide immunity from federal anti-trust laws through the state action doctrine to, collaborators, regional care organizations, and contractors that are carrying out the state's policy and regulatory program of health care delivery.

- "(b) The Medicaid Agency shall adopt rules to carry out the provisions of this section.
- "(c) Collaborators shall apply with the Medicaid Agency for a certificate in order to collaborate with other entities, individuals, or regional care organizations. The applicant shall describe what entities and persons with whom the applicant intends on collaborating or negotiating, the expected effects of the negotiated contract, and any other information the Medicaid Agency deems fit. The applicant shall certify that the bargaining is in good faith and necessary to meet the legislative intent stated herein. Before commencing cooperation or negotiations described in this section, an entity or individual shall possess a valid certificate.
- "(1) Upon a sufficient showing that the collaboration is in order to facilitate the development and establishment of the regional care organization or health care payment reforms, the Medicaid Agency shall issue a certificate allowing the collaboration.

"(2) A certificate shall allow collective negotiations, bargaining, and cooperation among collaborators and regional care organizations.

- "(d) All agreements and contracts of regional care organizations that have received probationary or final certification shall be approved subject to review and/or approval by the Medicaid Commissioner Agency.
- "(e) Should collaborators or a regional care organization be unable to reach an agreement, they may request that the Medicaid Agency intervene and facilitate negotiations.
- "(f) Notwithstanding any other law, the Medicaid Commissioner or the commissioner's designee may engage in any other appropriate state supervision necessary to promote state action immunity under state and federal anti-trust laws, and may inspect or request additional documentation to verify that the Medicaid laws are implemented in accordance with the legislative intent.
- "(g) The Medicaid Commissioner may convene collaborators and regional care organizations to facilitate the development and establishment of the regional care organizations and health care payment reforms. Any participation by such entities and individuals shall be on a voluntary basis.
- "(h) The Medicaid Agency may do any or all of the following:

"(1) Conduct a survey of the entities and
individuals concerning payment and delivery reforms.

- "(2) Collect information from other persons to

 assist in evaluating the impact of any proposed agreement on

 the health care marketplace.
 - "(3) Convene meetings at a time and place that is convenient for the entities and individuals.
 - "(i) To the extent the collaborators and regional care organizations are participating in good faith negotiations, cooperation, bargaining, or contracting in ways that support the intent of establishment of the regional care organization or other health care payment reforms, those state-authorized collaborators and regional care organizations shall be exempt from the anti-trust laws under the state action immunity doctrine.
 - "(j) All reports, notes, documents, statements, recommendations, conclusions, or other information submitted pursuant to this section, or created pursuant to this section, shall be privileged and confidential, and shall only be used in the exercise of the proper functions of the Medicaid Agency. These confidential records shall not be public records and shall not be subject to disclosure except under HIPAA. Any information subject to civil discovery or production shall be protected by a confidentiality agreement or order. Nothing contained herein shall apply to records made in the ordinary course of business of an individual, corporation, or entity.

be construed as immune from discovery or used in any civil proceedings merely because they were submitted pursuant to this section. Nothing in this subsection or article shall apply to prohibit the disclosure of any information that is required to be released to the United States government or any subdivision thereof. The Medicaid Agency, in its sole discretion, but with input from potential collaborators, may promulgate rules to make limited exceptions to this immunity and confidentiality for the disclosure of information. The exceptions created by the Medicaid Agency shall be narrowly construed.

"(k) The Medicaid Agency shall actively monitor agreements approved under this article to ensure that a collaborator's or regional care organization's performance under the agreement remains in compliance with the conditions of approval. Upon request and not less than annually, a collaborator or regional care organization shall provide information regarding agreement compliance. The Medicaid Agency may revoke the agreement upon a finding that performance pursuant to the agreement is not in substantial compliance with the terms of the contract. Any entity or individual aggrieved by any final decision regarding contracts under this section that are approved by the Medicaid Agency, or presented to the Medicaid Agency, may take direct judicial appeal as provided for judicial review of final decisions in the Administrative Procedure Act.

"\$22-6-164.

1	"The Medicaid Agency may adopt rules necessary to
2	implement this article and to administer the Alabama Medicaid
3	Program in a manner consistent with state and federal law, as
4	well as any State Plan approved by the Centers for Medicare
5	and Medicaid Services."
6	Section 2. This act shall become effective
7	immediately following its passage and approval by the
8	Governor, or its otherwise becoming law.