

DEPARTMENT OF HEALTH & HUMAN SERVICES  
Centers for Medicare & Medicaid Services  
7500 Security Boulevard  
Baltimore, Maryland 21244-1850



**MEDICARE PARTS C AND D OVERSIGHT AND ENFORCEMENT GROUP**

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February 25, 2015

Ms. Dawn Maroney  
President  
Citizens Choice Health Plan  
1100 W. Town and Country Road #1600  
Orange, CA 92868-4600

Re: Notice of Imposition of Civil Money Penalty for Medicare Advantage-Prescription Drug  
Contract Number: H3815

Dear Ms. Maroney,

Pursuant to 42 C.F.R. § 422.752(c)(1), § 422.760(b), § 423.752(c)(1), and § 423.760(b), the Centers for Medicare & Medicaid Services (CMS) is providing notice to Citizens Choice Health Plan (Citizens Choice), that CMS has made a determination to impose a civil money penalty (CMP) in the total amount of **\$689,600** for Medicare Advantage-Prescription Drug Contract Number: H3815.

CMS has determined that Citizens Choice failed to provide its enrollees with Medicare benefits in accordance with CMS requirements. A Medicare Advantage organization's central mission is to provide Medicare enrollees with medical services and prescription drug benefits within a framework of Medicare requirements that provide enrollees with a number of protections.

**Summary of Noncompliance**

CMS conducted an audit of Citizens Choice Medicare operations from September 15, 2014 to September 25, 2014. CMS auditors reported in the Medicare Advantage & Prescription Drug Program audit report issued January 16, 2015, that Citizens Choice failed to comply with Medicare requirements related to Part D formulary and benefit administration, Part C and Part D organization/coverage determinations, appeals, and grievances in violation of 42 C.F.R. Part 422, Subpart M and 42 C.F.R. Part 423, Subparts C and M. Citizens Choice failures in these areas were systemic and resulted in enrollees experiencing inappropriate delays or denials in receiving covered benefits and increased out-of-pocket costs.

**Part D Formulary and Benefit Administration Relevant Requirements**

Medicare Part D Prescription Drug Program requirements apply to stand-alone Prescription Drug Plan sponsors and to Medicare Advantage sponsors that offer prescription drug benefits.

Sponsors of these plans (Part D Sponsors) are required to enter into an agreement with CMS by which the sponsor agrees to comply with a number of requirements based upon statute, regulations, and program instructions.

#### Formulary

*(42 C.F.R. § 423.120(b)(2)(iv) and 423.120(b)(4)-(6); Internet Only Manual (IOM) Pub.100-18 Medicare Prescription Drug Benefit Manual, Chapter 6, Section 30.3)*

Each Part D sponsor maintains a drug formulary or list of prescription medications covered by the sponsor. A number of Medicare requirements govern how Part D sponsors create and manage their formularies. Each Part D sponsor is required to submit its formulary for review and approval by CMS on an annual basis. A Part D sponsor can change its formulary mid-year, but in order to do so must first obtain prior CMS approval, and then notify its enrollees of any changes, in addition to changes in cost-sharing amounts for formulary drugs. The CMS formulary review and approval process includes a review of the Part D sponsor's proposed drug utilization management processes to adjudicate Medicare prescription drug claims (Part D claims).

#### Utilization Management Techniques

*(42 C.F.R. § 423.272(b)(2); IOM Pub.100-18 Medicare Prescription Drug Benefit Manual Chapter 6, Section 30.2; Health Plan Management System (HPMS) Memo, CMS Part D Utilization Management Policies and Requirements Memo, October 22, 2010)*

Prior authorization is a utilization management technique used by Part D sponsors (as well as commercial and other health insurers) that requires enrollees to obtain approval from the sponsor for coverage of certain prescriptions prior to being dispensed the medication. Part D enrollees can find out if prior authorization is required for a prescription by asking their physician or checking their plan's formulary (which is available online). Prior authorization guidelines are determined on a drug-by-drug basis and may be based on Food and Drug Administration (FDA) and manufacturer guidelines, medical literature, safety, appropriate use, and benefit design.

Quantity limits are another utilization management technique used by Part D sponsors. A sponsor may place a quantity limit on a drug for a number of reasons. A quantity limit may be placed on a medication as a safety edit based on FDA maximum daily dose limits. Quantity limits may also be placed on a drug for dosage optimization, which helps to contain costs.

In addition, Part D sponsors (as well as commercial and other health insurers) use step therapy to ensure that when enrollees begin drug therapy for a medical condition, the first drug chosen is cost-effective and safe and other more costly or risky drugs are only prescribed if they prove to be clinically necessary. The goal of step therapy is to control costs and minimize clinical risks.

### **Violations Related to Formulary & Benefit Administration**

CMS identified several violations of Part D formulary and benefit administration requirements that resulted in Citizens Choice's enrollees experiencing inappropriate denials of drugs at the point of sale. Citizens Choice's violations include:

1. Failure to comply with the daily copayment requirement. This is in violation of 42 C.F.R. § 423.153(b)(4)(i); and Announcement of Calendar Year (CY) 2014 Medicare Advantage Capitation Rates and Medicare Advantage and Part D Payment Policies and Final Call Letter Memo, pages 139-141, HPMS, April 1, 2013.
2. Failure to properly administer its CMS-approved formulary by not resolving claims that rejected for invalid National Provider Identifier (NPI) with pharmacies within one business day. This is in violation of 42 C.F.R. § 423.120(c)(5); Medicare Program, Changes to the Medicare Advantage and the Medicare Prescription Drug Benefit Programs for Contract Year 2013 and Other Changes, Federal Register 77:71 (April 12, 2012) p 22146; Revised Reporting Requirements for Prescriber Identifiers and Other Prescription Drug Event Fields Memo, HPMS, October 1, 2012 and Announcement of Prescriber NPI Project and Website Release Memo, HPMS, December 4, 2012.
3. Failure to properly administer its CMS-approved formulary by applying unapproved prior authorization edits. This is in violation of 42 C.F.R. § 423.120(b)(2); and IOM Pub. 100-18 Medicare Prescription Drug Benefit Manual, Chapter 6, Sections 30.2.2 and 30.2.
4. Failure to properly administer its CMS-approved formulary by rejecting formulary medications as non-formulary. This is in violation of 42 C.F.R. § 423.120(b)(2) and IOM Pub. 100-18 Medicare Prescription Drug Benefit Manual, Chapter 6, Section 30.3.3.1.

### **Part C and Part D Organization/Coverage Determination, Appeal, and Grievance Relevant Requirements**

*(42 C.F.R. Part 422, Subpart M; 42 C.F.R. Part 423, Subpart M; IOM Pub. 100-18 Medicare Prescription Drug Benefit Manual, Chapter 18; IOM Pub. 100-16 Medicare Managed Care Manual, Chapter 13)*

Medicare enrollees have the right to contact their plan sponsor to express general dissatisfaction with the operations, activities, or behavior of the plan sponsor or to make a specific complaint about the denial of coverage for drugs or services to which the enrollee believes he or she is entitled. Sponsors are required to classify general complaints about services, benefits, or the sponsor's operations or activities as grievances. Sponsors are required to classify complaints about coverage for drugs or services as organization determinations (Part C – medical services) or coverage determinations (Part D – drug benefits). It is critical for a sponsor to properly classify each complaint as a grievance or an organization/coverage determination or both. Improper classification of an organization or coverage determination denies an enrollee the applicable due process and appeal rights and may delay an enrollee's access to medically necessary or life-sustaining services or drugs.

The enrollee, the enrollee's representative, or the enrollee's treating physician or prescriber may make a request for an organization determination or coverage determination. The first level of review is the organization determination or coverage determination, which is conducted by the plan sponsor, and the point at which beneficiaries or their physicians submit justification for the benefit.

If the organization or coverage determination is adverse (not in favor of the beneficiary), the beneficiary has the right to file an appeal. The first level of the appeal – called a reconsideration (Part C) or redetermination (Part D) – is handled by the plan sponsor and must be conducted by a physician who was not involved in the organization determination or coverage determination decision. The second level of appeal is made to an independent review entity (IRE) contracted by CMS.

There are different decision making timeframes for the review of organization determinations, coverage determinations, and appeals. CMS has a beneficiary protection process in place that requires plans to forward coverage determinations and appeals to the IRE when the plan has missed the applicable adjudication timeframe.

### **Violations Related to Part C and Part D Organization/Coverage Determinations, Appeals and Grievances**

CMS identified serious violations of Part C and Part D organization/coverage determination, appeal, and grievance requirements that resulted in Citizens Choice's enrollees experiencing inappropriate delays in access to medications and/or medical services or not receiving the appropriate appeal rights. Citizens Choice's violations include:

5. Inappropriately denied Part D coverage determination requests. This is in violation of 42 C.F.R. § 423.566(a) and (b); and IOM Pub. 100-18 Medicare Prescription Drug Benefit Manual, Chapter 18, Section 30.
6. Denial letters contained incorrect information specific to the denial and did not inform beneficiaries of their appeal rights. This is in violation of 42 C.F.R. §423.568(g), § 423.572(c)(2), § 423.590(g); and IOM Pub. 100-18, Medicare Prescription Drug Benefit Manual, Chapter 18, Section 40.3.4, 50.5.1, 70.9.1, and 70.9.3.
7. Misclassifying coverage determination or redetermination requests as customer service inquiries. This is in violation of 42 C.F.R. § 423.564(b); and IOM Pub. 100-18, Medicare Prescription Drug Benefit Manual, Chapter 18, Section 20.2, 20.2.4.1, 20.2.4.2 and 30.4.
8. Failure to notify beneficiaries, or their providers as appropriate, of its decision within 14 calendar days of receipt of standard organization determination requests. This is in violation of 42 C.F.R. § 422.568(b); and IOM Pub. 100-16 Medicare Managed Care Manual, Chapter 13, Section 40.1, Paragraph 1.
9. Inappropriately denied medically necessary services to beneficiaries. This is in violation of 42 C.F.R. § 422.101(a) and 42 C.F.R. § 422.101(b); and IOM Pub. 100-16 Medicare Managed Care Manual, Chapter 13, Section 10.2, Paragraph 3, and Section 40.1.1
10. Failure to provide a description of the appeals process in the remittance advice/notice when denying a request for payment from a non-contracted provider. This is in violation of 42 C.F.R. § 422.520; and IOM Pub. 100-16 Medicare Managed Care Manual, Chapter 13, Section 40.2.3.

11. Failure to make the payment decision within 60 days after the receipt of the organization determination request. This is in violation of 42 C.F.R. § 422.520(a); and IOM Pub. 100-16 Medicare Managed Care Manual, Chapter 13, Section 40.1, Paragraph 3.

### **Basis for Civil Money Penalty**

Pursuant to 42 C.F.R. § 422.752(c)(1), § 422.760(b), § 423.752(c)(1), and § 423.760(b), CMS has determined that these violations of Parts C and D requirements directly adversely affected (or had the substantial likelihood of adversely affecting) enrollees and warrants the imposition of a CMP. Citizens Choice failed substantially:

- To carry out the terms of its contract with CMS (42 C.F.R. § 422.510(a)(1) and 42 C.F.R. § 423.509(a)(1));
- To comply with the Part D service access requirements in § 423.120 (42 C.F.R. § 423.509(a)(4)(iv));
- To comply with the requirements in Subpart M relating to grievances and appeals (42 C.F.R. § 422.510(a)(4)(ii) and § 423.509(a)(4)(ii)).

### **Right to Request a Hearing**

Citizens Choice may request a hearing to appeal CMS's determination in accordance with the procedures outlined in 42 C.F.R. Parts 422 and 423, Subpart T. Citizens Choice must send a written request for a hearing to the Departmental Appeals Board office listed below within 60 calendar days from receipt of this notice or by April 27, 2015. The request for hearing must identify the specific issues and the findings of fact and conclusions of law with which Citizens Choice disagrees. Citizens Choice must also specify the basis for each contention that the finding or conclusion of law is incorrect. The request should be sent to:

Civil Remedies Division  
Department of Health and Human Services  
Departmental Appeals Board  
Medicare Appeals Council, MS 6132  
330 Independence Ave., S.W.  
Cohen Building Room G-644  
Washington, D.C. 20201

A copy of the hearing request should also be sent to CMS at the following address:

Michael DiBella  
Director, Division of Compliance Enforcement  
Centers for Medicare & Medicaid Services  
7500 Security Boulevard  
Baltimore, MD 21244  
Mail Stop: C1-22-06  
Email: [Michael.Dibella@cms.hhs.gov](mailto:Michael.Dibella@cms.hhs.gov)

If Citizens Choice does not request an appeal in the manner and timeframe described above, the initial determination by CMS to impose a CMP will become final and due on April 28, 2015. Citizens Choice may choose to have the penalty deducted from its monthly payment, transfer the funds electronically, or mail a check to CMS. To notify CMS of your intent to make payment and for instructions on how to make payment, please call or email the enforcement contact provided in the email notification.

Please note that further failures by Citizens Choice may result in additional applicable remedies available under law, up to and including contract termination, the imposition of intermediate sanctions, penalties, or other enforcement actions as described in 42 C.F.R. Parts 422 and 423, Subparts K and O.

If Citizens Choice has any questions about this notice, please call or email the enforcement contact provided in the email notification.

Sincerely,

/s/

Gerard J. Mulcahy  
Director  
Medicare Parts C and D Oversight and Enforcement Group

cc: Janice Snyder CMS/ CMHPO/Region X  
Roya Rezai, CMS/ CMHPO/Region X  
Brenda Suiter, CMS/ CMHPO/Region X