

**STATE OF MICHIGAN  
MICHIGAN ADMINISTRATIVE HEARING SYSTEM  
FOR THE DEPARTMENT OF COMMUNITY HEALTH**

P.O. Box 30763, Lansing, MI 48909  
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IN THE MATTER OF:

**Docket No.** 2013-32214 PA

██████████

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██████████

Appellant

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**DECISION AND ORDER**

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and 42 CFR 431.200 *et seq.*, upon the Appellant's request for a hearing.

After due notice, a hearing was held on ██████████. ██████████ the Appellant, appeared on her own behalf. ██████████, son, and ██████████ RN, appeared as witnesses for the Appellant. ██████████, Appeals Review Officer, represented the Department. ██████████, Medicaid Utilization Analyst, appeared as a witness for the Department.

**ISSUE**

Did the Department properly deny the Appellant's request for prior authorization for upper and lower partial dentures?

**FINDINGS OF FACT**

The Administrative Law Judge, based upon the competent, material and substantial evidence on the whole record, finds as material fact:

1. The Appellant is a Medicaid beneficiary.
2. On ██████████, the Department received a prior authorization request for upper and lower partial dentures from the Appellant's dentist. (Exhibit 1, page 8)
3. On ██████████, the Department determined the prior authorization request could not be approved because the provider submitted non-diagnostic x-rays. (Exhibit 1, page 8)
4. On ██████████, the Department sent a Notice of Denial to the Appellant indicating the prior authorization request was denied due to technical consideration and additional requirements, specifically that all radiographs

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submitted must be diagnostically acceptable and the provider submitted non-diagnostic x-rays. (Exhibit 1, pages 6-7)

5. On or about [REDACTED], the Appellant's Request for Hearing was received by the Michigan Administrative Hearing System. (Exhibit 1, pages 4-5)

## **CONCLUSIONS OF LAW**

The Medical Assistance Program is established pursuant to Title XIX of the Social Security Act and is implemented by Title 42 of the Code of Federal Regulations (CFR). It is administered in accordance with state statute, the Social Welfare Act, the Administrative Code, and the State Plan under Title XIX of the Social Security Act Medical Assistance Program.

### **1.10 PRIOR AUTHORIZATION**

Medicaid requires prior authorization (PA) to cover certain services before those services are rendered to the beneficiary. The purpose of PA is to review the medical need for certain services.

MDCH Medicaid Provider Manual,  
Practitioner Section, January 1, 2013, page 4.

### **2.2 COMPLETION INSTRUCTIONS**

The Dental Prior Approval Authorization Request form (MSA-1680-B) is used to obtain authorization. (Refer to the Forms Appendix for instructions for completing the form.) When requesting authorization for certain procedures, dentists may be required to send specific additional information and materials. Based on the MSA-1680-B and the documentation attached, staff approves or disapproves the request and returns a copy to the dentist. Approved requests are assigned a PA number. For billing purposes, the PA number must be entered in the appropriate field on the claim form. An electronic copy of the MSA-1680-B is available on the MDCH website. (Refer to the Directory Appendix for website information.)

MDCH Medicaid Provider Manual,  
Dental Section, January 1, 2013, Page 3  
(Underline added by ALJ)

The radiograph submission requirements for complete and partial denture requests can be found in the Dental section of the Medicaid Provider Manual:

### **6.1.F. RADIOGRAPHS**

The policy applies to all radiographs and radiographic procedures, both digital and traditional film, unless otherwise stated. (Refer to the Directory Appendix for website information.)

Radiographs are benefits for all beneficiaries and are limited to the number medically necessary to make a diagnosis (other limitations apply to radiographs - see below). The provider must maintain documentation in the beneficiary's file stating the reason the radiographs were necessary, the diagnosis/radiographic findings, treatment plan, and referral if appropriate.

#### **6.1.F.1. TECHNICAL CONSIDERATIONS AND ADDITIONAL REQUIREMENTS**

All radiographs submitted must be diagnostically acceptable and meet the following technical considerations and additional requirements.

##### **Technical Considerations**

- All teeth or areas of concern must be visible on the radiographs.
- Density and clarity of the radiograph must be such that radiographic interpretation can be made without difficulty.
- On a periapical view, the apex of the tooth must be demonstrated clearly, as well as a minimum of one-eighth of an inch of surrounding bone.
- Where pathologic change is in question, healthy bone must be seen surrounding the questionable area.
- Interproximal bone must be visible without the overlapping of interproximal surfaces of teeth under consideration.
- Posterior teeth areas (e.g., demonstrated impactions, developing third molars) must be completely visible.

### **Additional Requirements**

- All film radiographs submitted must be mounted in an x-ray mount, with the exception of a single film which may be submitted in an envelope. Only actual films or diagnostically acceptable duplicates will be accepted (no paper copies).
- Digital radiographs submitted must be regulation film size and printed on diagnostic quality paper.
- All radiographs must be identified with the beneficiary's name and Medicaid ID number.
- All radiographs must have the date the radiograph was taken.
- All full-mouth radiographs and panoramic radiographs must have "right" and "left" identification.
- All radiographs must include the dentist's name and address.

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### **6.1.F.7. RADIOGRAPH SUBMISSION REQUIREMENTS FOR PRIOR AUTHORIZATION**

In some cases, pre-op radiographs are necessary to document the presence and/or absence of teeth, related tooth structure, or related chronic pathology within the alveolar process(es).

A full mouth radiograph series must be submitted with PA requests for complete dentures in cases where beneficiaries are receiving their first denture. A full mouth radiograph series is optional for PA requests for replacement of existing complete dentures (i.e., the beneficiary is edentulous, has worn dentures for years, and needs replacement dentures). In this case, the dentist may submit radiographs if they deem them necessary in the evaluation of the beneficiary's oral condition.

A full mouth radiograph series must be submitted with all PA requests for partial dentures.

A periapical film is required when submitting teeth that require PA for crown coverage.

When requesting PA for procedures, the dentist may be required to send radiographs along with the request. (Information regarding the completion of the PA request and the submission of radiographs is contained in the Billing & Reimbursement for Dental Providers Chapter of this manual.)

MDCH Medicaid Provider Manual,  
Dental Section, January 1, 2013, Pages 11-13  
(Underline added by ALJ)

The MDCH Medicaid Provider Manual, Dental Section, also outlines coverage for dentures:

## **6.6 PROSTHODONTICS (REMOVABLE)**

### **6.6.A. GENERAL INSTRUCTIONS**

Complete and partial dentures are benefits for all beneficiaries. All dentures require PA. Providers must assess the beneficiary's general oral health and provide a five-year prognosis for the prosthesis requested. An upper partial denture PA request must also include the prognosis of six sound teeth.

Complete or partial dentures are authorized:

- If there is one or more anterior teeth missing;
- If there are less than eight posterior teeth in occlusion (fixed bridges and dentures are to be considered occluding teeth); or
- Where an existing complete or partial denture cannot be made serviceable through repair, relining, adjustment, or duplicating (rebasing) procedures. If a partial denture can be made serviceable, the dentist should provide the needed restorations to maintain use of the existing partial, extract teeth, add teeth to an existing partial, and remove hyperplastic tissue.

Before final impressions are taken and any construction begun on a complete or partial denture, healing adequate to support a prosthesis must take place following the completion of extractions or surgical procedures. This includes the posterior ridges of any immediate denture. An



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exception is made for the six anterior teeth (cuspid to cuspid) only when an immediate denture is authorized.

Reimbursement for a complete or partial denture includes all necessary adjustments, relines, repairs, and duplications within six months of insertion. This includes such services for an immediate upper denture when authorized.

If a complete or partial denture requires an adjustment, reline, repair, or duplication within six months of insertion, but the services were not provided until after six months of insertion, no additional reimbursement is allowed for these services.


Complete or partial dentures are not authorized when:

- A previous prosthesis has been provided within five years, whether or not the existing denture was obtained through Medicaid.
- An adjustment, reline, repair, or duplication will make them serviceable.
- Replacement of a complete or partial denture that has been lost or broken beyond repair is not a benefit within five years, whether or not the existing denture was obtained through Medicaid.

Medicaid Provider Manual,  
Dental Section, January 1, 2013, Pages 17-18  
(Underline added by ALJ)

On [REDACTED], the Department received a prior authorization request for upper and lower partial dentures from the Appellant's dentist. (Exhibit 1, page 8) On [REDACTED], the Department determined the prior authorization request could not be approved because the provider submitted non-diagnostic x-rays. (Exhibit 1, pages 8) The Medicaid Utilization Analyst explained that this type of technical consideration denial is typically because the x-rays were unable to be read. For example so x-rays dark that the teeth cannot be seen. The Department was unable to read the x-rays in this case to be able to determine if this is a good case for partial dentures. However, the Medicaid Utilization Analyst testified that a new prior authorization request can be re-submitted at any time with diagnostic x-rays. (Medicaid Utilization Analyst Testimony)





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**\*\*\* NOTICE \*\*\***

The Michigan Administrative Hearing System may order a rehearing on either its own motion or at the request of a party within 30 days of the mailing date of this Decision and Order. The Michigan Administrative Hearing System will not order a rehearing on the Department's motion where the final decision or rehearing cannot be implemented within 90 days of the filing of the original request. The Appellant may appeal the Decision and Order to Circuit Court within 30 days of the receipt of the Decision and Order or, if a timely request for rehearing was made, within 30 days of the receipt of the rehearing decision.