

STATE OF MICHIGAN
MICHIGAN ADMINISTRATIVE HEARING SYSTEM
FOR THE DEPARTMENT OF COMMUNITY HEALTH
P.O. Box 30763, Lansing, MI 48909
(877) 833-0870; Fax: (517) 373-4147

IN THE MATTER OF:

██████████

Appellant

_____ /

Docket No. 15-001761 SAS
Case No. ██████████

DECISION AND ORDER

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 upon Appellant's request for a hearing.

After due notice, a hearing was held on ██████████. Appellant appeared on her own behalf. ██████████, MPA, Fair Hearing Officer, appeared on behalf of the ██████████ Community Mental Health Authority (CMH or Department). ██████████, Clinical Supervisor, ██████████, appeared as a witness for the Department.

ISSUE

Did the Respondent properly terminate Appellant's outpatient methadone treatment (OMT)?

FINDINGS OF FACT

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

1. Appellant is a ██████ year-old Medicaid beneficiary, born ██████████. (Exhibit 1; Testimony)
2. CMH is an authorizing agency for substance abuse services provided under programs administered by the Department of Community Health/Community Mental Health. (Exhibit A, pp 14-24; Testimony)
3. CMH contracts with ██████████ to provide outpatient methadone treatment (OMT) to CMH enrollees. (Exhibit A, p 28; Testimony)
4. Appellant has received OMT through CMH/██████████ on and off since ██████████. (Exhibit A, p 3; Testimony)
5. Appellant's participation in OMT requires that she regularly attend services, including daily dosing and counseling appointments, and refrain from the use

- of alcohol or illicit substances not included in her treatment plan. (Exhibit A, pp 9-13; 17-24; Testimony)
6. On ██████████, Appellant was placed on a 30 day attendance contract for missing 90 days of dosing and 19 counseling appointments. (Exhibit A, p 58; Testimony)
 7. On ██████████, Appellant's contract was extended for an additional 30 days because she missed 8 days of dosing and 4 counseling appointments since ██████████. (Exhibit A, pp 57, 60, 65-67; Testimony)
 8. On ██████████, Appellant's was placed on a 60 day behavioral contract due to testing positive for illicit substances, specifically opiates, on ██████████ and ██████████ and for being noncompliant with program rules for failing to submit controlled substance prescriptions for weekly pill counts. (Exhibit A, pp 51, 69; Testimony)
 9. On ██████████, Appellant's behavioral contract was extended for an additional 30 days because she had a positive drug screen for opiates on ██████████ and missed 11 days of dosing since ██████████. (Exhibit A, 47; Testimony)
 10. Appellant's Case Notes demonstrate that she was repeatedly warned about the consequences of missing dosing days, counseling appointments and the continued use of illicit substances. Appellant's Treatment Plan also addressed Appellant's attendance issues and the use of illicit substances. Appellant also acknowledged when she began the program that she could be terminated from the program for missing doses, counseling appointments, and having positive drug screens for illicit substances. (Exhibit A, pp 39-68, 70-74, 77; Testimony)
 11. On ██████████, Appellant was provided with a Notice of Action which indicated that her OMT would be reduced and then terminated and that she would be weaned off of methadone. (Exhibit A, pp 28-29; Testimony)
 12. Appellant filed a Request for Administrative Hearing with the Michigan Administrative Hearing System on ██████████. (Exhibit 1)

CONCLUSIONS OF LAW

The Medicaid program was established pursuant to Title XIX of the Social Security Act (SSA) and is implemented by 42 USC 1396 *et seq.*, and Title 42 of the Code of Federal Regulations (42 CFR 430 *et seq.*). The program is administered in accordance with state statute, the Social Welfare Act (MCL 400.1 *et seq.*), various portions of Michigan's Administrative Code (1979 AC, R 400.1101 *et seq.*), and the state Medicaid plan promulgated pursuant to Title XIX of the SSA.

Subsection 1915(b) of the SSA provides, in relevant part:

The Secretary, to the extent he finds it to be cost-effective and efficient and not inconsistent with the purposes of this title, may waive such requirements of section 1902 (other than subsection(s) 1902(a)(15), 1902(bb), and 1902(a)(10)(A) insofar as it requires provision of the care and services described in section 1905(a)(2)(C)) as may be necessary for a State –

- (1) to implement a primary care case-management system or a specialty physician services arrangement, which restricts the provider from (or through) whom an individual (eligible for medical assistance under this title) can obtain medical care services (other than in emergency circumstances), if such restriction does not substantially impair access to such services of adequate quality where medically necessary.

Under approval from the Center for Medicare and Medicaid Services (CMS), the Department (MDCH) presently operates a Section 1915(b) Medicaid waiver referred to as the managed specialty supports and services waiver. A prepaid inpatient health plan (PIHP) contracts (Contract) with MDCH to provide services under this waiver, as well as other covered services offered under the state Medicaid plan.

Pursuant to the Section 1915(b) waiver, Medicaid state plan services, including substance abuse rehabilitative services, may be provided by the PIHP to beneficiaries who meet applicable coverage or eligibility criteria. *Contract FY 2012, Part II, Section 2.1.1, pp 26-27.* Specific service and support definitions included under and associated with state plan responsibilities are set forth in the Mental Health/Substance Abuse Chapter of the Medicaid Provider Manual (MPM). *Contract FY 2012, Part II, Section 2.1.1, pp 26-27.*

Medicaid-covered substance abuse services and supports, including Division of Pharmacological Therapies (DPT)/Center for Substance Abuse Treatment (CSAT) – approved pharmacological supports may be provided to eligible beneficiaries. *Medicaid Provider Manual, Mental Health/Substance Abuse Chapter, §§ 12.1, October 1, 2014, p. 64.*

DPT/CSAT-approved pharmacological supports encompass covered services for methadone and supports and associated laboratory services. *Medicaid Provider Manual, Mental Health/Substance Abuse Chapter, §§ 12.2, October 1, 2014, pp. 67-69.* Opiate-dependent patients may be provided therapy using methadone or as an adjunct to other therapy.

Discontinuance/Termination of Treatment is governed by *Medicaid Provider Manual, Mental Health/Substance Abuse Chapter, §§ 12.2.2.F, October 1, 2014, pp. 70-71*, which provides:

12.2.F. DISCONTINUATION/TERMINATION CRITERIA

Discontinuation/termination from methadone treatment refers to the following situations:

- Beneficiaries must discontinue treatment with methadone when treatment is completed with respect to both the medical necessity for the medication and for counseling services.
- Beneficiaries may be terminated from services if there is clinical and/or behavioral noncompliance.
- If a beneficiary is terminated,:
 - The OTP must attempt to make a referral for another LOC assessment or for placing the beneficiary at another OTP.
 - The OTP must make an effort to ensure that the beneficiary follows through with the referral.
 - These efforts must be documented in the medical record.
 - The OTP must follow the procedures of the funding authority in coordinating these referrals.
- Any action to terminate treatment of a Medicaid beneficiary requires a "notice of action" be given to the beneficiary and the parent, legal guardian, or responsible adult (designated by the relevant state authority/CPS). The beneficiary and the parent, legal guardian, or responsible adult (designated by the relevant state authority/CPS) has a right to appeal this decision, and services must continue and dosage levels maintained while the appeal is in process.

Services are discontinued/terminated either by Completion of Treatment or through Administrative Discontinuation. Refer to the following subsections for additional information.

Administrative Discontinuance of Treatment is governed by *MPM, Mental Health/Substance Abuse Chapter, §§ 12.2.F.2, October 1, 2014, p 71-73*, which provides:

12.2.F.2. ADMINISTRATIVE DISCONTINUATION

Administrative discontinuation relates to non-compliance with treatment and recovery recommendations, and/or engaging in activities or behaviors that impact the safety of the OTP environment or other individuals who are receiving treatment. The OTP must work with the beneficiary and the parent, legal guardian, or responsible adult (designated by the relevant

state authority/CPS) to explore and implement methods to facilitate compliance.

Non-compliance is defined as actions exhibited by the beneficiary which include, but are not limited to:

- The repeated or continued use of illicit opioids and non-opioid drugs (including alcohol).
- Toxicology results that do not indicate the presence of methadone metabolites. (The same actions are taken as if illicit drugs, including non-prescribed medication, were detected.)

In both of the aforementioned circumstances, OTPs must perform toxicology tests for methadone metabolites, opioids, cannabinoids, benzodiazepines, cocaine, amphetamines, and barbiturates (Administrative Rules for Substance Use Disorder Service Programs in Michigan, R 325.14406).

OTPs must test the beneficiary for alcohol if use is prohibited under their individualized treatment and recovery plan or the beneficiary appears to be using alcohol to a degree that would make dosing unsafe.

- Repeated failure to submit to toxicology sampling as requested.
- Repeated failure to attend scheduled individual and/or group counseling sessions, or other clinical activities such as psychiatric or psychological appointments.
- Failure to manage medical concerns/conditions, including adherence to physician treatment and recovery services and use of prescription medications that may interfere with the effectiveness of methadone and may present a physical risk to the individual.
- Repeated failure to follow through on other treatment and recovery plan related referrals. (Repeated failure should be considered on an individual basis and only after the OTP has taken steps to assist beneficiaries to comply with activities.)

The commission of acts by the beneficiary that jeopardize the safety and well-being of staff and/or other individuals, or negatively impact the therapeutic environment, is not acceptable and can result in immediate discharge. Such acts include, but are not limited to, the following:

- Possession of a weapon on OTP property.
- Assaultive behavior against staff and/or other individuals.
- Threats (verbal or physical) against staff and/or other individuals.
- Diversion of controlled substances, including methadone.
- Diversion and/or adulteration of toxicology samples.
- Possession of a controlled substance with intent to use and/or sell on agency property or within a one-block radius of the clinic.

- Sexual harassment of staff and/or other individuals.
- Loitering on the clinic property or within a one-block radius of the clinic.

Administrative discontinuation of services can be carried out by two methods:

- **Immediate Termination** - This involves the discontinuation of services at the time of one of the above safety-related incidents or at the time an incident is brought to the attention of the OTP.
- **Enhanced Tapering Discontinuation** - This involves an accelerated decrease of the methadone dose (usually by 10 mg or 10 percent a day). The manner in which methadone is discontinued is at the discretion of the OTP physician to ensure the safety and well-being of the beneficiary.

It may be necessary for the OTP to refer beneficiaries who are being administratively discharged to the local access management system for evaluation for another level of care. Justification for non-compliance termination must be documented in the beneficiary's chart.

The *Medicaid Provider Manual* further specifies Medical Necessity Criteria:

2.5.A. Medical Necessity Criteria

Mental health, developmental disabilities, and substance abuse services are supports, services and treatment:

- Necessary for screening and assessing the presence of a mental illness, developmental disability or substance use disorder; and/or
- Required to identify and evaluate a mental illness, developmental disability or substance use disorder; and/or
- Intended to treat, ameliorate, diminish or stabilize the symptoms of mental illness, developmental disability or substance use disorder; and/or
- Expected to arrest or delay the progression of a mental illness, developmental disability, or substance use disorder; and/or
- Designed to assist the beneficiary to attain or maintain a sufficient level of functioning in order to achieve his goals of community inclusion and participation, independence, recovery, or productivity.

2.5.B. Determination Criteria

The determination of a medically necessary support, service or treatment must be:

- Based on information provided by the beneficiary, beneficiary's family, and/or other individuals (e.g., friends, personal assistants/aids) who know the beneficiary; and
- Based on clinical information from the beneficiary's primary care physician or health care professions with relevant qualifications who have evaluated the beneficiary; and
- For beneficiaries with mental illness or developmental disabilities, based on personal-centered planning, and for beneficiaries with substance use disorders, individuals treatment planning; and
- Made by appropriately trained mental health, developmental disabilities, or substance abuse professionals with sufficient clinical experience; and
- Made within federal and state standards for timeliness; and
- Sufficient in amount, scope and duration of the service(s) to reasonably achieve its/their purpose.

2.5.C. Supports, Services and Treatment Authorized by the PIHP

Supports, services, and treatment authorized by the PIHP must be:

- Delivered in accordance with federal and state standards for the timeliness in a location that is accessible to the beneficiary; and
- Responsive to particular needs of multi-cultural populations and furnished in a culturally relevant manner; and
- Responsive to the particular needs of beneficiaries with sensory or mobility impairments and provided with the necessary accommodations; and
- Provided in the least restrictive, most integrated setting. Inpatient, licensed residential or other segregated settings shall be used only when less restrictive levels of treatment, service or supports have been, for that beneficiary, unsuccessful or cannot be safely provided; and
- Delivered consistent with, where they exist, available research findings, health care practice guidelines, best practices and standards of practice issued by professionally recognized organizations or government agencies.

2.5.D. PIHP Decisions

Using criteria for medical necessity, a PIHP may:

- Deny services that are:
 - Deemed ineffective for a given condition based upon professionally and scientifically recognized and accepted standards of care;

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- Experimental or investigational in nature; or
- For which there exists another appropriate, efficacious, less-restrictive and cost-effective service, setting or support that otherwise satisfies the standards for medically-necessary services; and/or
- Employ various methods to determine amount, scope and duration of services, including prior authorization for certain services, concurrent utilization reviews, centralized assessment and referral, fate-keeping arrangements, protocols and guidelines.

A PIHP may not deny services based **solely** on preset limits of the cost, amount, scope, and duration of services. Instead, determination of the need for services shall be conducted on an individualized basis. [*Medicaid Provider Manual, Mental Health/Substance Abuse Section*, October 1, 2014, pp. 12-14].

The Department's witness testified that Appellant was administratively discharged from OMT because she continued to miss doses, miss counseling appointments and continued to use illicit substances despite being on methadone.

Appellant testified that she has a number of medical issues which led to her missing her dosing and counseling appointments. Appellant indicated that, among other things, she suffers from depression, post-traumatic stress disorder, and a stomach condition which causes her to wake-up nauseous each morning and vomit repeatedly. Appellant indicated that the stomach condition often made it impossible for her to make her appointments at ██████████; however, Appellant admitted that she rarely called to notify the Clinic that she was ill. Appellant indicated that she has been back at the Clinic since ██████ and her troubles only started within about the last year. Appellant also indicated that most of her dirty drops were due to prescription medications for which she failed to provide the prescription to the Clinic as required under treatment protocols. Appellant indicated that she quit drinking 4-5 years ago and does not take drugs to get high. Appellant also pointed out that she has always improved from one behavioral contract to the next. Appellant testified that she does not want to quit the program and that it is all she has. Appellant indicated that she had a very rough upbringing and, if she loses at the hearing today, she will not be able to get treatment anywhere.

In response, the Department's representative indicated that Appellant will still be able to get some form of treatment even if she loses at the hearing today.

The Department provided sufficient evidence that its decision to terminate Appellant from OMT was proper and in accordance with Department policy. It is clear from the testimony of the Department's witnesses and the supporting documentation that the Appellant engaged in continued noncompliance with the behavioral standards for the clinic where she was receiving her methadone treatment. The Department's agent

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documented numerous violations of the policy contained in the Medicaid Provider Manual, and the policies of [REDACTED]. As indicated above, Appellant was placed on behavioral contracts on [REDACTED], [REDACTED], [REDACTED] and [REDACTED]. Appellant did not successfully complete any of the behavioral contracts. And, while it is unfortunate that Appellant has been so sick, Appellant rarely notified the Clinic that she was not coming in for dosing or counseling appointments; she simply failed to show up again and again, even after being placed on four separate behavioral contracts. The Department provided sufficient evidence that its decision to terminate Appellant from OMT, including therapy, was proper and in accordance with Department policy. Appellant did not prove, by a preponderance of evidence that she complied with her outpatient methadone treatment program. This means that the CMH properly terminated Appellant's outpatient methadone treatment.

DECISION AND ORDER

This Administrative Law Judge, based on the above findings of fact and conclusions of law, decides that Respondent properly terminated Appellant's outpatient methadone treatment program.

IT IS THEREFORE ORDERED THAT:

Respondent's decision is AFFIRMED.



Robert J. Meade
Administrative Law Judge
for Nick Lyon, Director
Michigan Department of Community Health

cc: [REDACTED]

RJM/[REDACTED]

Date Signed: [REDACTED]

Date Mailed: [REDACTED]

***** 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 & 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.