

AMERICAN CASUALTY COMPANY	§	BEFORE THE STATE OFFICE
OF READING, PA,	§	
Petitioner	§	
	§	OF
V.	§	
	§	
HOUSTON COMMUNITY HOSPITAL,	§	
Respondent	§	ADMINISTRATIVE HEARINGS

DECISION AND ORDER

American Casualty Company of Reading, PA (Carrier) requested a hearing on a decision by the Medical Review Division (MRD) of the Texas Department of Insurance, Division of Workers' Compensation (Division)¹ because although it determined Houston Community Hospital (Provider) was not entitled to further reimbursement, it failed to order a refund for overpayment made to Provider. Provider argued that reimbursement for this admission should be based on the Stop-Loss Exception to the per diem reimbursement methodology contained in the 1997 Acute Care Inpatient Hospital Fee Guideline (1997 ACIHFG).² The Administrative Law Judges (ALJs) find the Stop-Loss Exception should be followed in this proceeding, but note that Provider did not appeal MRD's decision.³ Accordingly, Carrier is not ordered to pay any additional reimbursement and Provider is not ordered to refund any amount.

I. PROCEDURAL HISTORY, NOTICE AND JURISDICTION

The MRD issued its decision on March 14, 2005. Petitioner filed a timely and sufficient

¹ Effective September 1, 2005, the legislature dissolved the Texas Workers' Compensation Commission (Commission) and created the Division of Workers' Compensation within the Texas Department of Insurance. Act of June 1, 2005, 79th Leg., R.S., ch. 265, § 8.001, 2005 Tex. Gen. Laws 469, 607. This Decision and Order refers to the Commission and its successor collectively as the Division.

² The 1997 ACIHFG established a general reimbursement scheme for all inpatient services provided by an acute care hospital for medical and/or surgical admissions using a service-related standard per diem amount. Independent reimbursement is allowed on a case-by-case basis if the particular case exceeds the Stop-Loss Threshold as described in paragraph (6) of 28 TEX. ADMIN. CODE (TAC) § 134.401(c). This independent reimbursement mechanism, the Stop-Loss Method or Stop-Loss Methodology, is sometimes referred to as the Stop-Loss Exception or the Stop-Loss Rule.

³ Tex. Lab. Code Ann. § 413.016(a). There is no evidence in the record that Carrier requested a refund at MRD pursuant to the procedures set forth by the Division.

request for hearing. Notice of the hearing was appropriately issued to the parties.

The hearing convened and concluded on September 27, 2007.⁴

II DISCUSSION

A. Factual Overview

The basic facts were uncontested. Claimant sustained a compensable injury and was admitted to Provider, where Claimant underwent treatment. After Claimant was discharged from the hospital, Provider submitted a bill to Carrier in the amount of \$85,650.00, based on Provider's usual and customary charges for the inpatient stay and surgical procedure. In its Request For Reconsideration, Provider submitted a bill in the amount of \$95,150.00. The parties agreed that Carrier has paid \$26,025.00.

B. Issues

1. Summary of Positions and ALJs' Decision

In summary, the parties' positions and ALJs' findings are as follows:

	MRD	Provider	Carrier	ALJs
Eligible Charges	\$95,150.00	\$95,150.00	\$00 ⁵	\$85,650.00⁶
75% Stop Loss Methodology	applied standard per diem rate	x 75%	applied standard per diem rate	x 75%
Reimbursement	\$16,770.00	\$ 71,362.50	\$00 ⁷	

⁴ Beginning in 2003, the Division began referring a significant number of ACIHFG cases to SOAH. Between 2003 and August 31, 2005, approximately 885 ACIHFG cases were referred to SOAH for contested case hearings on issues including the Stop-Loss Exception, audits, and the reimbursement of implantables. In order to efficiently and economically manage this growing number of cases, SOAH in late 2004 and early 2005 began to join the cases into a Stop-Loss Docket, and the cases were abated. By the close of the 2005 regular legislative session, SOAH realized a finite, but still unknown, number of Stop-Loss cases would be referred to SOAH by the Division through August 31, 2005.

⁵ Carrier argued that Provider's failure to submit the exact same bill initially and in its Request For Reconsideration is a jurisdictional issue, rendering the entire case mute.

⁶ The ALJs limit the amount in dispute to that amount initially billed and then included in the Provider's Request For Reconsideration. Provider inappropriately added additional charges in its Request for Reconsideration, which the ALJs have excluded from consideration. However, the ALJs disagree with Carrier that this is a jurisdictional issue.

⁷ Carrier agreed that it paid this amount to Provider and asserts that it is due a refund for this amount.

Amount				\$64,237.50
Less Payment	(\$26,025.00)	(\$26,025.00)	(\$26,025.00)	(\$26,025.00)
Balance Due Provider	\$0.00	\$45,337.50	\$0.00	\$0.00⁸

2. Background

When a hospital's total audited bill is greater than \$40,000, the Division's Stop-Loss Exception applies, and the hospital is reimbursed at 75% of its total audited bill. The purpose of the Stop-Loss Methodology is "to ensure fair and reasonable compensation to the hospital for unusually costly services rendered during treatment to an injured worker."⁹ The following legal issues in this case were decided by a SOAH En Banc Panel¹⁰ (En Banc Panel), and those determinations are incorporated herein. Legal arguments related to these issues will not be addressed, other than in the Conclusions of Law.

3. The ALJs conclude that a hospital's post-audit usual and customary charges for items listed in 28 TAC § 134.401(c)(4) are the audited charges used to calculate whether the Stop-Loss Threshold has been met for a workers' compensation admission. The ALJs decline to adopt the Carriers' argument to use the carve-out reimbursement amounts in § 134.401(c)(4) as audited charges, and they decline to adopt the Division's argument to use a fair-and-reasonable amount as determined by a carrier in its bill review as audited charges.
4. The ALJs find that when the Stop-Loss Methodology applies to a workers' compensation hospitalization, all eligible items, including items listed in § 134.401(c)(4), are reimbursed at 75% of their post-audit amount. Items listed in § 134.401(c)(4) are not reimbursed at the carve out amounts provided in that section when the Stop-Loss Methodology is applied.
5. The ALJs conclude that any reasons for denial of a claim or defenses not asserted by a Carrier before a request for medical dispute resolution may not be considered, whether or not they arise out of an audit. The ALJs also conclude that Carriers' audit rights are not limited by § 134.401(c)(6)(A)(v) when the Stop-Loss Methodology applies. In such cases, carriers may audit in accordance with § 134.401(b)(2)(c).
6. The ALJs find that a hospital establishes eligibility for applying the Stop-Loss

⁸ Had Provider appealed the MRD Decision, the ALJ would have ordered further payment in amount of \$38,212.50. However, the only issue properly before the ALJs is whether Carrier should be ordered a refund. MRD did not consider implantables, which are properly before the ALJs. There is no evidence in the record that Carrier requested a refund at MRD pursuant to the procedures set forth by the Division. Accordingly, no award or refund is ordered.

⁹ 28 TAC § 134.401(c)(6).

¹⁰ En Banc Panel Order in Consolidated Stop-Loss Legal Issues Docket, SOAH Docket No. 453-03-1487.M4 (Lead Docket), issued January 12, 2007.

Methodology under § 134.401(c)(4) when total eligible amounts exceed the Stop-Loss Threshold of \$40,000. There is no additional requirement for a hospital to establish that any or all of the services were unusually costly or unusually extensive.

Finally, in reply to a request for clarification, the En Banc Panel found that when referring to a hospital's usual and customary charges, the rules are referring to the hospital's own usual and customary charges and not to charges that are an average or median of other hospitals' charges.¹¹ Provider charged its usual and customary charges for the items and services provided.

In summary, the ALJs conclude that the Stop-Loss Threshold was met in this case and that the amounts in dispute should be calculated accordingly.

III. FINDINGS OF FACT

1. Claimant sustained a compensable injury in the course and scope of his employment; his employer had coverage with American Casualty Company of Reading, PA (Carrier).
2. Houston Community Hospital (Provider) provided medical treatment to Claimant for the compensable injury.
3. Provider submitted itemized billing totaling \$85,650.00 for the services provided to Claimant for the treatment in issue.
4. The amount billed was Provider's usual and customary charges for these items and treatments.
5. Other than reimbursing the Provider's bill according to the per diem methodology, no other audit reductions were made.
6. Carrier issued payments of \$26,025.00 to Provider for the services in question.
7. Carrier denied further reimbursement to Provider.
8. Provider requested Dispute Resolution Services from the Medical Review Division (MRD) of the Texas Workers' Compensation Commission (Commission).
9. Effective September 1, 2005, the legislature dissolved the Commission and created the Division of Workers' Compensation within the Texas Department of Insurance. The Commission and its successor are collectively referred to as the Division.
10. MRD issued its Findings and Decision, holding that no further reimbursement was owed by Carrier.
11. Carrier timely filed a request for a contested case hearing on the MRD's decision, stating the

¹¹ Letter from ALJ Catherine C. Egan dated February 23, 2007.

MRD failed to order a refund after determining an overpayment was made under the fee guidelines.

12. All parties were provided not less than 10-days notice of hearing and of their rights under the applicable rules and statutes.
13. On September 27, 2007, Administrative Law Judges Howard S. Seitzman and Tommy L. Broyles convened a hearing on the merits at the hearing facilities of the State Office of Administrative Hearings (SOAH) in Austin, Texas. Carrier and Provider were present and represented by counsel. The Division did not participate in the hearing. The hearing concluded and the record closed on that same day.
14. Provider's total audited charges under § 134.401(c)(6)(A)(v) are \$85,650.00, which allows Provider to obtain reimbursement under the Division's Stop-Loss Methodology.
15. Under the Stop-Loss Methodology, Provider would be entitled to total reimbursement of \$64,237.50.
16. Provider did not appeal the MRD decision so it is not entitled to any further reimbursement.
17. MRD did not consider implantables. Considering implantables, the \$26,025.00 paid by Carrier to Provider should not be reduced.
18. Carrier is not entitled to a refund.

IV. CONCLUSIONS OF LAW

1. The State Office of Administrative Hearings has jurisdiction over matters related to the hearing in this proceeding, including the authority to issue a decision and order, pursuant to TEX. LAB. CODE ANN. §§ 402.073 and 413.031(k) and TEX. GOV'T CODE ANN. ch. 2003.
2. Carrier timely requested a hearing, as specified in 28 TEX. ADMIN. CODE (TAC) § 148.3.
3. Proper and timely notice of the hearing was provided to the parties according to TEX. GOV'T CODE ANN. §§ 2001.051 and 2001.052.
4. Carrier had the burden of proof as Petitioner in this proceeding pursuant 28 TAC § 148.21(h) and (i).
5. All eligible items, including the items listed in 28 TAC § 131.401(c)(4), are included in the calculation of the \$40,000 Stop-Loss Threshold.
6. In calculating whether the Stop-Loss Threshold has been met, all eligible items are included as the hospital's usual and customary charges in the absence of an applicable MARS or a specific contract.
7. The carve-out reimbursement amounts contained in 28 TAC § 134.401(c)(4) are not used to

calculate whether the Stop-Loss Threshold has been met.

8. When the Stop-Loss Methodology applies to a workers' compensation admission, all eligible items, including items listed in 28 TAC § 134.401(c)(4), are reimbursed at 75% of their post-audit amount.
9. Under the Stop-Loss Methodology, items listed in 28 TAC § 134.401(c)(4) are not reimbursed at the carve-out amounts provided in that section when the Stop-Loss Methodology applies.
10. Carriers' audit rights are not limited by 28 TAC § 134.401(c)(6)(A)(v) when the Stop-Loss Methodology applies. In such cases, carriers may audit in accordance with 28 TAC § 134.401(b)(2)(C).
11. Pursuant to 28 TAC § 133.307(j)(2), any defense or reason for denial of a claim not asserted by a carrier before a request for medical dispute resolution may not be considered at the hearing before SOAH, whether or not it arises out of an audit.
12. A hospital, Provider in this case, establishes eligibility for applying the Stop-Loss Methodology under 28 TAC § 134.401(c)(6) when total eligible charges exceed the Stop-Loss Threshold of \$40,000. There is no additional requirement for a hospital to separately establish that any or all of the services were unusually costly or unusually extensive.
13. The Stop-Loss Methodology applies to this case.
14. The Staff Report (Staff Report) by MRD Director Allen C. McDonald, Jr., is not consistent with the Stop-Loss Rule, 28 TAC § 134.401(c)(6), and is not consistent with the Division's prior interpretation of the rule that the \$40,000 Stop-Loss Threshold alone triggered the application of the Stop-Loss Methodology.
15. The Staff Report is not consistent with the Stop-Loss Rule, the preambles to the Stop-Loss Rule published in the *Texas Register*, or MRD decisions issued prior to February 17, 2005.
16. The Staff Report has no legal effect for the cases subject to this order.
17. Provider is not entitled to any additional reimbursement, because it did not appeal the MRD Decision.
18. As specified in the above Findings of Fact, Carrier has already reimbursed Provider \$26,025.00 of this amount.
19. Based on the foregoing findings of fact and conclusions of law, Carrier is not due any refund

from Provider from the amounts already paid.

ORDER

It is hereby **ORDERED** that American Casualty Company of Reading, PA receive no refund from Houston Community Hospital from the amount previously paid and that Houston Community Hospital is entitle to no additional payments.

SIGNED November 26, 2007.

**HOWARD S. SEITZMAN
TOMMY L. BROYLES
ADMINISTRATIVE LAW JUDGES
STATE OFFICE OF ADMINISTRATIVE HEARINGS**