

Office of Medicaid BOARD OF HEARINGS

Appellant Name and Address:



Appeal Decision:	Approved; Dismissed	Appeal Number:	2300765
Decision Date:	3/24/2023	Hearing Date:	03/08/2023
Hearing Officer:	Paul C. Moore	Record Closed:	03/29/2023

Appellant Representative:



MassHealth Representative:

Carl Perlmutter, D.M.D., DentaQuest
consultant (by telephone)



*The Commonwealth of Massachusetts
Executive Office of Health and Human Services
Office of Medicaid
Board of Hearings
100 Hancock Street, Quincy, Massachusetts 02171*

APPEAL DECISION

Appeal Decision:	Approved; Dismissed	Issue:	Prior Authorization, Comprehensive Orthodontic Treatment
Decision Date:	3/24/2023	Hearing Date:	03/08/2023
MassHealth Rep.:	Dr. Perlmutter	Appellant Rep.:	Mother
Hearing Location:	Board of Hearings (remote)		

Authority

This hearing was conducted pursuant to Massachusetts General Laws Chapter 118E, Chapter 30A, and the rules and regulations promulgated thereunder.

Jurisdiction

Through a notice dated December 29, 2022, MassHealth denied the appellant's request for prior authorization (PA) for comprehensive orthodontic treatment because MassHealth determined that the appellant does not have a severe and handicapping malocclusion as is required by MassHealth regulations for orthodontic coverage (130 CMR 420.431; Exh. 1). The appellant requested this appeal in a timely manner on January 31, 2023 (Exh. 2). A PA denial is valid grounds for appeal (130 CMR 610.032).

Action Taken by MassHealth

MassHealth denied the appellant's PA request for comprehensive orthodontic treatment.

Issue

The appeal issue is whether MassHealth was correct, pursuant to 130 CMR 420.431, in determining that the appellant does not meet the MassHealth requirements for coverage of comprehensive orthodontic treatment.

Summary of Evidence

The appellant is an [REDACTED] MassHealth member who was represented at hearing by his mother, who testified telephonically. The MassHealth representative, an orthodontist consultant with DentaQuest (the contracted agent of MassHealth that makes the dental prior authorization determinations), testified that the appellant's orthodontist, Dr. Karla Alvarado, submitted a PA request for comprehensive orthodontic treatment for the appellant on or about December 27, 2022. Dr. Alvarado completed an Orthodontics Prior Authorization Form and a MassHealth Handicapping Labio-Lingual Deviations (HLD) Form, submitting these to DentaQuest along with two radiographs (Exh. 3).

On the HLD Form, the orthodontist indicates whether the child has a cleft palate, deep impinging overbite, anterior impactions, severe traumatic deviations, an overjet greater than 9 millimeters, a reverse overjet greater than 3.5 millimeters, or severe maxillary anterior crowding greater than 8 millimeters (mm.), collectively referred to as "autoqualifiers" (Testimony).

If any autoqualifiers are present, the request for orthodontic treatment is approved. If no autoqualifiers are present, the orthodontist measures overjet, overbite, mandibular protrusion, open bite, ectopic eruption, anterior crowding in the upper and lower mouth, labio-lingual spread, and posterior unilateral crossbite and gives each measurement a value based on the calculation worksheet on the HLD Form. An HLD score of 22 or over constitutes a severe and handicapping malocclusion (Testimony).

In the appellant's case, Dr. Alvarado documented that the appellant has an overjet of 5 mm. (worth five points on the HLD Form), an overbite of 5 mm. (worth five points on the HLD Form), crowding of the appellant's teeth on both the upper arch (maxilla) and the lower arch (mandible), both in amounts exceeding 3.5 mm. (worth five points per arch, or ten points total), and labio-lingual spread of 3 mm. (worth three points on the HLD Form). The total score calculated by Dr. Alvarado for the appellant on the HLD Form was 23 points (Exh. 3).

The MassHealth representative testified that in order for MassHealth to cover orthodontic treatment, the member must have a severe and handicapping malocclusion. The MassHealth representative stated that an HLD score of 22 is the minimum score indicative of a severe and handicapping malocclusion, and this is noted on the HLD Form.

The MassHealth representative testified that he could not make accurate measurements of the appellant's bite without photos of the appellant; no photos were sent by DentaQuest.¹ In response to this testimony, the appellant's mother requested an opportunity to obtain the requested photos from the orthodontist's office where the appellant was examined. The hearing officer agreed to keep the record of this appeal open until March 22, 2023 for the appellant to produce the requested photos to the hearing officer and the MassHealth representative. In addition, the hearing officer agreed to keep the record open for an additional week, or until March 29, 2023, for the MassHealth representative

¹ The hearing officer also received no photos of the appellant in the appeal packet submitted by DentaQuest.

to review the photos and to report back to the hearing officer with his measurements of the appellant's bite, and other observations.

Following the hearing on March 8, 2023, the hearing officer received a set of five (5) photos from the office of the appellant's treating orthodontist by e-mail, which the hearing officer forwarded immediately to the MassHealth representative by e-mail.

On March 9, 2023, the MassHealth representative sent the hearing officer the following e-mail correspondence:

Thank you for forwarding the diagnostic records including the missing photographs. After examining the panoramic radiograph and the facial and dental photographs, I have concluded that [the appellant] has two (2) right and left maxillary cuspids (permanent canines) that are bony impacted. Therefore, this is an automatic treatment situation which requires me to reverse the original non-approval decision, and to approve full orthodontic treatment for [the appellant]. I will inform my office of this change

(Exh. 6)

Findings of Fact

Based on a preponderance of the evidence, I find the following:

1. The appellant is an [REDACTED] MassHealth member (Exh. 3).
2. The appellant's orthodontist, Dr. Alvarado, submitted a PA request for comprehensive orthodontic treatment for the appellant in December, 2022 (Exh. 3).
3. Dr. Alvarado completed an Orthodontics Prior Authorization Form and a HLD Form, and submitted these to DentaQuest along with two radiographs (Exh. 3).
4. Dr. Alvarado asserted on the HLD Form that the appellant has an overjet of 5 mm. (worth five points on the HLD Form), an overbite of 5 mm. (worth five points on the HLD Form), crowding of the appellant's teeth on both the upper arch (maxilla) and the lower arch (mandible), both in amounts exceeding 3.5 mm. (worth five points per arch, or ten points total), and labio-lingual spread of 3 mm. (worth three points on the HLD Form) (Exh. 3).
5. Dr. Alvarado calculated a total score of 23 points for the appellant on the HLD Form (Exh. 3).
6. The MassHealth representative is licensed as a dentist in Massachusetts.
7. No photos of the appellant were submitted into the hearing record.

8. The MassHealth representative was not able to make an accurate assessment of the appellant's bite without photos of the appellant (Testimony).
9. During a record-open period following the hearing, photos of the appellant were submitted (Exh. 5).
10. Based on his review of the appellant's photos and radiographs, the MassHealth representative determined that the appellant has bony impactions of two maxillary permanent canines, where extraction is not indicated, an autoqualifier for comprehensive orthodontic treatment (Exh. 6).
11. The MassHealth representative reversed the original denial of treatment for the appellant (*Id.*).

Analysis and Conclusions of Law

130 CMR 420.431 contains the relevant MassHealth regulation addressing how a MassHealth member may receive approval on a prior authorization request for comprehensive orthodontic treatment. The regulation reads as follows:

Service Descriptions and Limitations: Orthodontic Services

(A) General Conditions. The MassHealth agency pays for orthodontic treatment, subject to prior authorization, service descriptions and limitations as described in 130 CMR 420.431. The provider must seek prior authorization for orthodontic treatment and begin initial placement and insertion of orthodontic appliances and partial banding or full banding and brackets prior to the member's 21st birthday.

(B) Definitions.

(1) Pre-orthodontic Treatment Examination. Includes the periodic observation of the member's dentition at intervals established by the orthodontist to determine when orthodontic treatment should begin.

(2) Interceptive Orthodontic Treatment. Includes treatment of the primary and transitional dentition to prevent or minimize the development of a handicapping malocclusion and therefore, minimize or preclude the need for comprehensive orthodontic treatment.

(3) Comprehensive Orthodontic Treatment. Includes a coordinated diagnosis and treatment leading to the improvement of a member's craniofacial dysfunction and/or dentofacial deformity which may include anatomical and/or functional relationship. Treatment may utilize fixed and/or removable orthodontic appliances and may also include functional and/or orthopedic appliances. Comprehensive orthodontics may incorporate treatment phases, including adjunctive procedures to facilitate care focusing on specific objectives at various stages of dentofacial development.

(4) Orthodontic Treatment Visits. Periodic visits which may include, but are not limited to, updating wiring, tightening ligatures or otherwise evaluating and updating care while undergoing comprehensive orthodontic treatment.

(C) Service Limitations and Requirements.

(1) Pre-orthodontic Treatment Examination. The MassHealth agency pays for a pre-orthodontic treatment examination for members younger than 21 years old, once per six months per member, and only for the purpose of determining whether orthodontic treatment is medically necessary, and can be initiated before the member's 21st birthday. The MassHealth agency pays for a pre-orthodontic treatment examination as a separate procedure (see 130 CMR 420.413). The MassHealth agency does not pay for a pre-orthodontic treatment examination as a separate procedure in conjunction with pre-authorized ongoing or planned orthodontic treatment.

(2) Interceptive Orthodontics.

(a) The MassHealth agency pays for interceptive orthodontic treatment once per member per lifetime. The MassHealth agency determines whether the treatment will prevent or minimize a handicapping malocclusion based on the clinical standards described in Appendix F of the Dental Manual.

(b) The MassHealth agency limits coverage of interceptive orthodontic treatment to primary and transitional dentition with at least one of the following conditions: constricted palate, deep impinging overbite, Class III malocclusion, including skeletal Class III cases as defined in Appendix F of the Dental Manual when a protraction facemask/reverse pull headgear is necessary at a young age, craniofacial anomalies, anterior cross bite, or dentition exhibiting results of harmful habits or traumatic interferences between erupting teeth.

(c) When initiated during the early stages of a developing problem, interceptive orthodontics may reduce the severity of the malformation and mitigate its causes. Complicating factors such as skeletal disharmonies, overall space deficiency, or other conditions may require subsequent comprehensive orthodontic treatment. Prior authorization for comprehensive orthodontic treatment may be sought for Class III malocclusions as defined in Appendix F of the Dental Manual requiring facemask treatment at the same time that authorization for interceptive orthodontic treatment is sought. For members with craniofacial anomalies, prior authorization may separately be sought for the cost of appliances, including installation.

(3) Comprehensive Orthodontics. The MassHealth agency pays for comprehensive orthodontic treatment, subject to prior authorization, once per member per lifetime for a member younger than 21 years old and only when the member has a handicapping malocclusion. The MassHealth agency determines whether a malocclusion is handicapping based on clinical standards for medical necessity as described in Appendix D of the Dental Manual. Upon the completion of orthodontic treatment, the provider must take post treatment photographic prints and maintain them in the member's dental record. The MassHealth agency pays for the office visit, radiographs and a record fee of the pre-orthodontic treatment examination (alternative billing to a contract fee) when the MassHealth agency denies a request for prior authorization for comprehensive orthodontic treatment or when the member

terminates the planned treatment. The payment for a pre-orthodontic treatment consultation as a separate procedure does not include models or photographic prints. The MassHealth agency may request additional consultation for any orthodontic procedure. Payment for comprehensive orthodontic treatment is inclusive of initial placement, and insertion of the orthodontic fixed and removable appliances (for example: rapid palatal expansion (RPE) or head gear), and records. Comprehensive orthodontic treatment may occur in phases, with the anticipation that full banding must occur during the treatment period. The payment for comprehensive orthodontic treatment covers a maximum period of three calendar years. The MassHealth agency pays for orthodontic treatment as long as the member remains eligible for MassHealth, if initial placement and insertion of fixed or removable orthodontic appliances begins before the member reaches 21 years of age. Comprehensive orthodontic care should commence when the first premolars and first permanent molars have erupted. It should only include the transitional dentition in cases with craniofacial anomalies such as cleft lip or cleft palate. Comprehensive treatment may commence with second deciduous molars present. Subject to prior authorization, the MassHealth agency will pay for more than one comprehensive orthodontic treatment for members with cleft lip, cleft palate, cleft lip and palate, and other craniofacial anomalies to the extent treatment cannot be completed within three years.

(4) Orthodontic Treatment Visits. The MassHealth agency pays for orthodontic treatment visits on a quarterly (90-day) basis for ongoing orthodontic maintenance and treatment beginning after the initial placement, and insertion of the orthodontic fixed and removable appliances. If a member becomes inactive for any period of time, prior authorization is not required to resume orthodontic treatment visits and subsequent billing, unless the prior authorization time limit has expired. The provider must document the number and dates of orthodontic treatment visits in the member's orthodontic record.

(5) Orthodontic Case Completion. The MassHealth agency pays for orthodontic case completion for comprehensive orthodontic treatment which includes the removal of appliances, construction and placement of retainers and follow-up visits. The MassHealth agency pays for a maximum of five visits for members whose orthodontic treatment begins before their 21st birthday, consistent with 130 CMR 420.431(A). The MassHealth agency pays for the replacement of lost or broken retainers with prior authorization.

(6) Orthodontic Transfer Cases. The MassHealth agency pays for members who transfer from one orthodontic provider to another for orthodontic services subject to prior authorization to determine the number of treatment visits remaining. Payment for transfer cases is limited to the number of treatment visits approved. Providers must submit requests using the form specified by MassHealth.

(7) Orthodontic Terminations. The MassHealth agency requires providers to make all efforts to complete the active phase of treatment before requesting payment for removal of brackets and bands of a noncompliant member. If the provider determines that continued orthodontic treatment is not indicated because of lack of member's cooperation and has obtained the member's consent, the provider must submit a

written treatment narrative on office letterhead with supporting documentation, including the case prior authorization number.

(8) Radiographs. Payment for Cephalometric and radiographs used in conjunction with orthodontic diagnosis is included in the payment for comprehensive orthodontic treatment (see 130 CMR 420.423(D)). The MassHealth agency pays for radiographs as a separate procedure for orthodontic diagnostic purposes only for members younger than 21 years old if requested by the MassHealth agency.

(9) Oral/Facial Photographic Images. The MassHealth agency pays for digital or photographic prints, not slides, only to support prior-authorization requests for comprehensive orthodontic treatment. Payment for digital or photographic prints is included in the payment for comprehensive orthodontic treatment or orthognathic treatment. The MassHealth agency does not pay for digital or photographic prints as a separate procedure (see 130 CMR 420.413). Payment for orthodontic treatment includes payment for services provided as part of the pre-orthodontic treatment examination, unless the MassHealth agency denies the prior authorization request for interceptive or comprehensive orthodontic treatment. The MassHealth agency pays for the pre-orthodontic treatment examination if prior authorization is denied for interceptive or comprehensive orthodontic treatment.

(Emphasis added)

MassHealth uses the HLD Form as a tool to determine if a member has a severe and handicapping malocclusion. If a member does not have an autoqualifier, then measurements are taken of the member's overjet, overbite, mandibular protrusion, open bite, ectopic eruption, anterior crowding in the upper and lower arch, labio-lingual spread, and posterior unilateral crossbite, and each measurement is given a value based on the calculation worksheet on the HLD Form. A HLD score of 22 is the minimum score which indicates a severe and handicapping malocclusion.

Here, MassHealth did not reach the question of whether the appellant's HLD score meets 22 points at hearing, because the MassHealth representative did not have photos of the appellant. Following the hearing, the requested photos were produced, and based on the presence of an autoqualifier, the MassHealth representative approved comprehensive orthodontic treatment for the appellant.

Pursuant to the Fair Hearing Rules at 130 CMR 610.035(A)(8) (effective 1/20/23), "Dismissal of a Request for a Fair Hearing:"

BOH will dismiss a request for a hearing when. . . BOH learns of an adjustment or action that resolves all of the issues in dispute between the parties.

As the matter in dispute has been resolved in favor of the appellant, the appeal is APPROVED and DISMISSED.

Order for MassHealth

Rescind denial notice of December 29, 2022. If MassHealth/DentaQuest has not already done so, notify the appellant and his parent, and his treating orthodontist, in writing that he is approved for comprehensive orthodontic treatment.

Implementation of this Decision

If this decision is not implemented within 30 days after the date of this decision, you should contact MassHealth customer service. If you experience problems with the implementation of this decision, you should report this in writing to the Director of the Board of Hearings, Office of Medicaid, at the address on the first page of this decision.

Paul C. Moore
Hearing Officer
Board of Hearings

cc: DentaQuest appeals representative