

Tribal Technical Advisory Group

To the Centers for Medicare & Medicaid Services

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Submitted via: <http://www.regulations.gov>

June 17, 2016

Centers for Medicare & Medicaid Services
Department of Health and Human Services
P.O. Box 8011
Baltimore, MD 21244-1850

RE: CMS-1655-P, Medicare Program; Hospital Inpatient Prospective Payment Systems for Acute Care Hospitals and the Long-Term Care Hospital Prospective Payment System and Proposed Policy Changes and Fiscal Year 2017 Rates, et al.

Dear CMS Official:

On behalf of the Tribal Technical Advisory Group (TTAG) to the Centers for Medicare and Medicaid Services (CMS), I write to provide comment on the notice of proposed rulemaking regarding the Medicare Program; Hospital Inpatient Prospective Payment Systems for Acute Care Hospitals and the Long-Term Care Hospital Prospective Payment System and Proposed Policy Changes and Fiscal Year 2017 Rates, et al.

The TTAG advises the Centers for Medicare and Medicaid Services (CMS) on Indian health policy issues involving Medicare, Medicaid, the Children's Health Insurance Program, and any other health care programs funded in whole or part by CMS. In particular, the TTAG focuses on providing policy advice designed to improve the availability of health care services to American Indians and Alaska Natives under these federal health care programs, including through providers operating under the health programs of the Indian Health Service, Indian Tribes, Tribal organizations, and urban Indian organizations.

Background

The DSH payment is an add-on to the DRG. It represents a payment for serving a disproportionate number of low income patients. The formula for calculating this payment has remained constant until 2013. Payments were based on the low income percentage of patients treated at the hospital. The percentage was developed using the number of Medicaid eligible patients to total hospital patients.

In 2013, the DSH payment formula changed. 25% of the DSH payment is based on the previous methodology (Medicaid eligible patients to total). For the remaining 75%, Medicare allocates a pool of costs (\$9.2B in 2014) to all hospitals based on the percentage of the hospital's uncompensated care to the national total uncompensated care.

Medicare intended to use the cost report Worksheet S-10 to allocate the 75% pool. When reviewed, it was found that some hospitals had not completed the worksheet, there were inconsistencies on how hospitals reported data and some fields were used incorrectly. Additionally, CMS had not audited the data for accuracy. As a proxy, Medicare is using the number of Medicaid days reported on the cost reports.

In August of 2015, during the Health Financial Systems (HFS) user group meeting it was stated that CMS was considering using the Worksheet S-10 for the 75% calculation. The problem for Indian Health Care Providers (IHCP) is that when this was reviewed CMS indicated that IHCP had no uncompensated care. The cost of patient care is provided through congressional appropriations, even though the appropriations only provide approximately 59% of health care need for American Indians/Alaska Natives¹, and therefore all IHCP patient care is considered compensated. If implemented, this removes IHCP hospitals from participation in the 75% pool.

For FY 2018, CMS proposes to begin incorporating uncompensated care cost data from Worksheet S-10 of the Medicare Cost report in the methodology for distributing these funds under Factor 3. The Factor 3 hospital payments represent 75% of the total amount for uncompensated care payments. The 32 IHS and Tribal hospitals (non-critical access hospitals) received \$14.3 million during FY 2015 for what CMS describes as Factor 3 payments for uncompensated care. These payments were based on each hospital's number of low-income days as percentage of the nation's total low-income days.

CMS proposes to re-define uncompensated care costs for Factor 3 payments as the costs of charity care and non-Medicare bad debt and to incorporate Worksheet S-10 data over a three-year period, where insured low income day data will be averaged with uncompensated care cost data. For FY 2018, CMS proposes to use Worksheet S-10 data from FY 2014 cost reports in combination with insured low income days from the two preceding periods for determining the distribution of uncompensated care payments. Unless changes are approved by CMS on the allocation of Factor 3 funds, IHS Federal and Tribal hospitals could ultimately lose all payments under Factor 3 of the uncompensated care pool of funds.

Negative Impact to Indian Country

We are incredibly concerned at the devastating financial impact that this change in methodology will have on IHCP. Even more concerning is the lack of Tribal Consultation, not just with Tribes but also the Indian Health Service. Due to IHS' unique operating model, Medicare reporting requirements and reimbursement methodologies, IHCP hospitals are currently unable to support Charity Care and Non-Medicare bad debt costs consistent with the proposed rule. As a result of the proposed rule, IHS would lose approximately 1/3 of its collections. This will have a devastating impact on the delivery of health care in Indian Country and will diminish the federal responsibility to provide healthcare to American Indians and Alaska Natives. The Indian Health System is already severely underfunded, by as much as 59% of need, and taking away additional funds not only lead to the loss of services but ultimately lead to a reduction in the quality of care and the loss of life.

¹ NATIONAL TRIBAL BUDGET FORMULATION WORKGROUP'S RECOMMENDATIONS ON THE INDIAN HEALTH SERVICE FISCAL YEAR 2017 BUDGET, 8 (2015)


The Indian Health Service is already under severe scrutiny due to the quality care crises happening in the Great Plain Area. An additional loss of funds is only going to exacerbate the problem. As a result, we strongly recommend that CMS work closely with the Indian Health Service and Tribes to prevent the loss of revenue to Indian health care facilities if the rule is implemented as it has been proposed.

Need for Tribal Consultation

While it is our understanding that CMS has had a conversation with IHS about finding a solution to the problem proposed by the rule, further analysis and meaningful Tribal consultation must take place before the rule is finalized. While we appreciate the opportunity to provide comments through the rulemaking process, the rulemaking process is not meaningful consultation as stated in the President's consultation policy as outlined in Executive Order 13175 of November 6, 2000 and confirmed in the memorandum of November 5, 2009, or in the CMS Tribal consultation policy approved on December 5, 2015. Additional consultation with the Indian Health Service and Tribes is necessary for CMS to ensure that IHS and Tribal facilities continue to access third party revenue for Tribal health programs.

We hope that CMS, in the spirit of its partnership and shared interest in improving American Indian and Alaska Native (AI/AN) access to its resources and services, will work with the Indian Health Service and Tribes to prevent harm to the Indian health care delivery system. We thank you for this opportunity to provide our comments and recommendations.

Sincerely,



W. Ron Allen,
Tribal Chairman and CEO, Jamestown S'Klallam Tribe
Chairman, Tribal Technical Advisory Group

cc: Secretary Burwell, Secretary of the Department of Health and Human Services
Mary Smith, Principal Deputy Director, Indian Health Service
Andy Slavitt, Acting Administrator for the Centers for Medicare & Medicaid Services
Kitty Marx, Director, Centers for Medicare and Medicaid Services Tribal Affairs Group