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4 MEDICARE PROGRAM INTEGRITY: SCREENING OUT

5 ERRORS, FRAUD, AND ABUSE

6 WEDNESDAY, JUNE 25, 2014

7 House of Representatives,

8 Subcommittee on Oversight and Investigations

9 Committee on Energy and Commerce

10 Washington, D.C.

11 The Subcommittee met, pursuant to call, at 10:03 a.m.,
12 in Room 2123 of the Rayburn House Office Building, Hon. Tim
13 Murphy [Chairman of the Subcommittee] presiding.

14 Members present: Murphy, Burgess, Blackburn, Olson,
15 Griffith, Johnson, Long, Ellmers, DeGette, Braley,
16 Schakowsky, Tonko, Green, Upton (ex officio) and Waxman (ex

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17 officio).

18 Staff present: Clay Alspach, Chief Counsel, Health;
19 Gary Andres, Staff Director; Matt Bravo, Professional Staff
20 Member; Leighton Brown, Press Assistant; Karen Christian,
21 Chief Counsel, Oversight; Noelle Clemente, Press Secretary;
22 Brad Grantz, Policy Coordinator, O&I; Brittany Havens,
23 Legislative Clerk; Sean Hayes, Deputy Chief Counsel, O&I;
24 Robert Horne, Professional Staff Member, Health; Emily
25 Newman, Counsel, O&I; Macey Sevcik, Press Assistant; Alan
26 Slobodin, Deputy Chief Counsel, Oversight; Josh Trent,
27 Professional Staff Member, Health; Tom Wilbur, Digital Media
28 Advisor; Peter Bodner, Democratic Counsel; Brian Cohen,
29 Democratic Staff Director, Oversight and Investigations,
30 Senior Policy Advisor; Lisa Goldman, Democratic Counsel;
31 Elizabeth Letter, Democratic Press Secretary; and Stephen
32 Salsbury, Democratic Investigator.

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|

33 Mr. {Murphy.} Good morning. I convene this hearing of
34 the Subcommittee on Oversight and Investigations. Today we
35 will be revisiting a subject that every member of this
36 committee believe has gone on for far too long, the fraud,
37 waste, and abuse rampant in our Medicare program.

38 Last year the Medicare program helped finance the
39 medical services of approximately 51 million individuals and
40 in doing so spent approximately \$604 billion. Sadly, a
41 budget that large makes the program a high target for fraud
42 and abuse. Last year the Centers for Medicare and Medicaid
43 Services estimated that improper payments were almost \$50
44 billion. Outside news reports have also pegged the amount
45 lost to fraud as high as \$60 billion. This is a shocking
46 amount of taxpayer money to lose every year, especially
47 considering that some experts tell us that we do not even
48 know the full extent of the problem. These financial losses
49 are simply unacceptable.

50 To someone unfamiliar with the topic, some of the ways
51 the government improperly pays out Medicare funding may seem
52 completely unbelievable. For example, according to the

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53 Department of Health and Human Services Office of Inspector
54 General, just a few years ago the Federal Government managed
55 to pay out \$23 million in Medicare funding to dead people.
56 One news story involved an Ohio doctor learning that he was
57 the CEO of a medical practice only when a reporter called him
58 to ask about it, and the practice he was allegedly running.
59 Just a mailbox. Earlier this month news broke about an
60 accusation that one doctor in California was able to help
61 facilitate approximately \$22 million in inappropriate
62 Medicare payments for wheelchairs. The economics of this
63 also incentivize abusing the Medicare program as well. Last
64 year the Department of Justice issued a release noting that
65 an individual was able to bill Medicare \$6,000 for a
66 wheelchair that cost \$900 wholesale.

67 These are but a few of the more darkly humorous
68 examples. But this is no laughing matter. Quite frankly, it
69 is a national outrage.

70 It is not only the stories or amounts of money that
71 should shock us all but also the length of time the
72 government has allowed this to continue. Since 1990, 24
73 years ago, the Government Accountability Office has

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74 designated the Medicare program as a high risk for fraud and
75 abuse, a quarter century of wasted taxpayer dollars. When
76 does it all stop? Think for a moment about a single company
77 in the private sector that could lose this much money, year
78 after year. How could they still be in business today?

79 We recognize that the administration is attempting to
80 solve this problem. In the past few years CMS has
81 implemented new programs to provide enhanced screening for
82 certain categories of providers. If a provider is servicing
83 an area that typically is more susceptible to fraud, they may
84 undergo additional scrutiny. I hope today to hear about how
85 this is working and the number of fraudulent providers that
86 have been stopped before they even entered the Medicare
87 system.

88 Meanwhile, the administration testified before the
89 Committee on Ways and Means earlier this year on new
90 collaborations with state governments on ways to combat
91 fraudsters from moving their Medicare or Medicaid schemes
92 from one state to another. I hope to also hear an update on
93 this today.

94 One of the main problems in the past with Medicare fraud

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95 was that those combatting it often relied on a pay-and-chase
96 model, that is, pay out claims for Medicare, learn of
97 potential fraudulent activity, and then try to stop the
98 fraud. Our government simply must do better. Today I hope
99 to hear about ways the administration is using new methods to
100 use analytics to stop fraud before it happens. With the
101 technological advances that the Medicare program has seen in
102 its lifetime it simply should be much more difficult for
103 individuals to defraud the program.

104 And one of the easiest ways to prevent fraud on the
105 system and protect Medicare patients is by excluding the bad
106 actors who have committed crimes in the past, that is, make
107 sure there's a pre-approved list of providers. Yet, news
108 reports indicate that doctors who should not be billing
109 Medicare continue to do so. Earlier this year one news
110 outlet reported that several doctors who had a lost a medical
111 license were still able to bill the Medicare program for
112 millions of dollars.

113 Committee staff has identified more problems as well.
114 At least 14 individuals convicted of FDA-related crimes--
115 health providers that have been debarred by the FDA--do not

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116 appear to be excluded from the Medicare program. Worse, 6
117 doctors debarred by the FDA actually were paid over \$1
118 million in Medicare payments in 2012.

119 Finally, today I hope we hear about the steps that can
120 be taken to further combat fraud. GAO has recommended some
121 common sense steps that would reduce fraud, such as removing
122 social security numbers from Medicare cards, but CMS has yet
123 to implement this recommendation.

124 I want to thank the witnesses joining us. And by the
125 way, I also want to note that last night HHS and CMS finally
126 released their report to Congress on the second
127 implementation of the fraud prevention system. We are
128 pleased we finally got this. We hope that these new
129 technologies can yield even greater returns in the future.
130 And I believe this is a committee that pushed for this, and
131 we are pleased we finally got that. Unfortunately, it was
132 last night, so we haven't had a chance to review it fully.
133 It is 9 months late, and if we are truly serious about
134 combatting Medicare fraud, we can't have these delays.

135 [The prepared statement of Mr. Murphy follows:]

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136 ***** COMMITTEE INSERT *****

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137 Mr. {Murphy.} But now I would like to recognize the
138 ranking member of this committee, Ms. DeGette, for 5 minutes.

139 Ms. {DeGette.} Thank you very much, Mr. Chairman. This
140 is the third hearing that the committee has had on Medicare
141 fraud in the last 3 years, and I think it is perfectly
142 appropriate to do that. Medicare fraud wastes money and
143 endangers the care of seniors and the disabled. That is why
144 I think we can work in a bipartisan way, and I am pleased.

145 We have witnesses today from CMS, the HHS Inspector
146 General and the GAO with us. I appreciate all of you joining
147 us and look forward to hearing your perspective on where we
148 stand and what we need to do to further reduce Medicare
149 fraud, waste and abuse.

150 The administration has also made some important strides
151 in this area. The Healthcare Fraud Prevention and
152 Enforcement Action, or HEAT Teams, a joint effort between HHS
153 and DOJ, have played a critical role in these efforts.
154 Medicare strike forces are a key component of HEAT,
155 interagency teams of analysts, investigators and prosecutors
156 who can target emerging or migrating fraud schemes, including

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157 fraud by criminals masking as healthcare providers or
158 suppliers. These efforts have produced immediate returns.
159 In fiscal year 2012, the government recovered \$4.2 billion in
160 fraud, and from 2009 through 2012, it has returned a record-
161 breaking \$14.9 billion to taxpayers, more than doubling
162 returns compared to the previous 4 years. CMS has also
163 implemented many of the new tools provided to the agency
164 under the Affordable Care Act. These new provisions of law
165 have marked a dramatic shift in the way CMS fights fraud,
166 moving from the old pay-and-chase model to the newer and much
167 more effective approach of keeping fraudulent providers out
168 of the Medicare system entirely.

169 New Medicare providers are screened before they are
170 allowed into the program. Providers in risky programs face
171 additional scrutiny. CMS has embarked on an ambitious
172 project to revalidate the enrollments of all existing 1.5
173 million Medicare providers and suppliers by 2015. This
174 revalidation effort has deactivated or revoked almost 200,000
175 providers so far.

176 The Affordable Care Act also limits the ability of
177 fraudulent providers and suppliers to move from state to

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178 state or program to program by requiring all states to
179 terminate providers whose billing privileges have been
180 revoked by Medicare or have been terminated by another state
181 Medicaid program for costs. And the administration has
182 invested in predictive analytic tools that use algorithms and
183 other sophisticated information technology to identify
184 potentially fraudulent behavior. This technology has
185 resulted in leads for more than 500 new fraud investigations
186 and has provided new information for more than 500 existing
187 investigations.

188 Mr. Chairman, this is good news, but we also have some
189 unfinished work from CMS that we are going to hear from the
190 IG and GAO about. I am particularly concerned about reports
191 that Medicare Part C and D plans may not be doing enough to
192 identify and report fraud. The private Part C and D
193 providers are popular with many beneficiaries and have become
194 a key and growing part of Medicare, and that is why we need
195 to make sure that they are doing as much as traditional
196 Medicare to fight fraud.

197 And finally, Mr. Chairman, Congress needs to do our
198 part, especially when it comes to financial support for the

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199 fraud fighters. Sequestration meant that the CMS program
200 integrity funding declined in the last 2 years, and the
201 majority staff official hearing memo describes how funding
202 cuts for the OIG will limit the agency's ability to carry out
203 its mission, forcing staff reductions of over 200 people and
204 forcing the IG to close over 2,000 investigative complaints
205 and cut Medicare and Medicaid oversight by 20 percent. So at
206 the same time we are trying to increase a robust program of
207 oversight, we are cutting the funding for investigations.
208 Now, I think we can all agree, this is penny-wise and pound-
209 foolish. There is bipartisan agreement that we need to do
210 more to wipe out Medicare fraud, and there is bipartisan
211 agreement that every dollar spent to reduce fraud brings back
212 more than a dollar in return.

213 So we should fix this problem. I know a number of
214 members on this and other committees have discussed
215 bipartisan fraud prevention legislation. We should work
216 diligently on that to give the CMS the tools they need to
217 fight fraud, and we need to make sure that all of the fraud
218 fighters have the funding they need to do this important
219 work. And I yield back, Mr. Chairman.

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220 [The prepared statement of Ms. DeGette follows:]

221 ***** COMMITTEE INSERT *****

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222 Mr. {Murphy.} The gentlewoman yields back. I now
223 recognize the Chairman of the Full Committee, Mr. Upton, for
224 5 minutes.

225 The {Chairman.} Well, thank you, Mr. Chairman. I do
226 share my colleagues' frustration on this issue for sure. It
227 was 24 years ago when the GAO first announced the Medicare
228 program was a big high risk for fraud and abuse. The
229 program's financial sustainability has also been under threat
230 for years. This committee has routinely, on a bipartisan
231 basis, conducted oversight of the Medicare program in an
232 effort to eliminate waste, fraud and abuse. Our goal is to
233 save taxpayer dollars and strengthen the program. While
234 rooting out waste, fraud, and abuse cannot alone keep the
235 promise of Medicare, it is an important step that has the
236 potential to benefit both seniors as well as taxpayers.

237 To our witnesses here today, we have got a simple
238 question. How can the government continue losing tens of
239 billions of taxpayer dollars every year?

240 For years, the HHS has relied on a pay-and-chase model
241 to recover Medicare losses, learning far too late that

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242 fraudsters routinely tricked the Federal Government into
243 paying them. But today there are some predictive methods
244 that can help the government detect the fraud before the
245 payments go out the door.

246 I hope that today's witnesses will do more to make these
247 tools work.

248 We should not pay potential fraudsters a dime, let alone
249 the billions we actually do. All taxpayers, and those
250 relying on Medicare, deserve better.

251 Thank you for being here.

252 [The prepared statement of Mr. Upton follows:]

253 ***** COMMITTEE INSERT *****

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254 The {Chairman.} I yield now to Dr. Burgess.

255 Dr. {Burgess.} I thank the Chairman for yielding and,
256 too, want to welcome our witnesses. I appreciate your being
257 here.

258 Earlier this year, the CEO of a Texas hospital chain was
259 indicted for defrauding the government of \$18 million. The
260 money continued to flow from the Center for Medicare and
261 Medicaid Services despite the hospital's long record of
262 patient safety violations and billing fraud. Conditions at
263 these facilities were bad. Patients died. In 2012,
264 regulators moved to cut off funds, but a few months later at
265 the Center for Medicare and Medicaid Services provided well
266 over \$1 million to these hospitals.

267 This case in Texas raises broader questions about CMS's
268 ability to prevent improper payments to fraudulent or even
269 dangerous providers. Providers that are excluded from one
270 federal program because of improper or illegal conduct can
271 often continue to be paid by other programs. It is my belief
272 that providers that have been banned from federal programs
273 for wrongdoing should be excluded from all federal programs,

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274 period. The incident in Texas prompted me to work with
275 Chairman Upton and Mr. Barton. We sent a letter to CMS and
276 the Office of Inspector General. We asked about the
277 screening of providers receiving Medicare payments and other
278 types of federal funds. Dr. Agrawal was kind enough to come
279 into my office to brief me in response to these letters.
280 They have been very helpful and informative, but you still
281 can't help but be disappointed to learn that little progress
282 has been made in this area over several decades.

283 Numerous audits have been performed. Recommendations
284 have been made in ways to improve the system. Through the
285 miracle of Google you can find these recommendations going
286 back well over 20 years. But 2 decades later, these
287 recommendations continue to be ignored, and taxpayers
288 continue to lose money. The fact is that the Center for
289 Medicare and Medicaid Services is not doing all they can to
290 prevent this type of fraud and abuse of the system. You have
291 the authority to implement tools to prevent abuse. Yet, you
292 have not done so. We are here today to find out why.

293 I look forward to hearing from our witnesses today and
294 yield the balance of the time to the vice chair of the Full

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295 Committee, Ms. Blackburn.

296 [The prepared statement of Dr. Burgess follows:]

297 ***** COMMITTEE INSERT *****

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298 Mrs. {Blackburn.} Thank you, Dr. Burgess, and I want to
299 welcome all of you. You have heard us talk about Medicare
300 fraud, and we know that it is tens of billions of dollars.
301 And it seems like it continues despite RAC audits and ZPICS
302 and CERTS and the additional authorities that you all at CMS
303 have been given, and we still have a permissive approach that
304 allows providers with questionable backgrounds to continue to
305 bill taxpayers. We have heard about doctors enrolled in
306 Medicare who have been convicted of crimes. We have heard
307 about companies that have been found guilty of fraud that are
308 continuing to benefit. They rename themselves. They stay in
309 the process.

310 People are sick of this. And what we want to hear from
311 you today is what are you going to do about it? If you can't
312 clean it up, let me tell you what. We are going to clean it
313 up. But this is something that just absolutely has to stop.
314 It is not your money. It is not the Federal Government
315 money. It is the money of the taxpayer and they are fed up
316 with the inept attitudes and approaches that are coming out
317 of some of these agencies.

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318 So we thank you for being here. We are concerned about
319 the persistence of this issue, and we look forward to solving
320 it. I yield back.

321 [The prepared statement of Mrs. Blackburn follows:]

322 ***** COMMITTEE INSERT *****

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323 Mr. {Murphy.} The gentlelady yields back, and now I
324 will recognize the ranking member of the Full Committee, Mr.
325 Waxman, for 5 minutes.

326 Mr. {Waxman.} Mr. Chairman, I appreciate your holding
327 this hearing today. I care passionately about the Medicare
328 program, and I want to make sure that we are doing everything
329 we can to wipe out fraud. When I was chairman of this
330 committee, we held hearings and passed legislation as part of
331 the Affordable Care Act that gave CMS new authorities, new
332 resources and a whole new approach to reducing fraud.

333 We are going to hear today about some of the successes
334 of that new approach. We are also going to hear from Members
335 of the Congress' outrage if there is any fraud. Well, it is
336 outrageous to have any fraud, but it is also outrageous for
337 Members of Congress to say this is outrageous, we are going
338 to solve the problem, and then not hear a solution.

339 We are seeing some progress. We have seen increases in
340 enforcement, recovery for the taxpayers of that money that
341 has been taken by fraud, and questionable providers have been
342 kicked out of the program. CMS is using new, predictive

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343 analytics to sniff out and take action against fraud. And I
344 know the IG and GAO will tell us about the work that CMS
345 still has left to do, and I expect the agency to take
346 additional action to fully implement the Affordable Care
347 Act's anti-fraud provisions and to address other concerns
348 raised by the experts of these two agencies.

349 I suppose one of the things the Republicans want to do
350 to solve this problem is repeal the Affordable Care Act anti-
351 fraud provisions which they would have done in over 50 times
352 they have tried to get the Congress to repeal the whole law,
353 everything.

354 We should be working in a bipartisan way in Congress to
355 address anti-fraud funding shortfalls caused by the sequester
356 and close gaps in Medicare law identified by the
357 administration and by GAO and by the IG. There is no reason
358 we can't work together on these issues, unless we just want
359 to use them for talking points in an election year or the
360 year before the next election.

361 But Mr. Chairman, we need to address Medicare waste,
362 fraud and abuse. We need to look at all three of these
363 areas, and probably the biggest source of waste of taxpayer

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364 funds in Medicare are the high prices that Medicare Part D
365 plans pay for prescription drugs.

366 Mr. Chairman, last week I wrote a letter to you and
367 Chairman Upton requesting that the committee hold a hearing
368 on the implications of the high cost on the Medicare Part D
369 program of Sovaldi, the new Hepatitis C drug manufactured by
370 Gilead Pharmaceuticals, and I hope we hold this hearing.
371 Sovaldi has been hailed as a breakthrough treatment for
372 individuals suffering from Hepatitis C, but it is costly:
373 \$1,000 per ill, or \$84,000 for the entire 12-week course of
374 treatment. And there are an estimated 350,000 Medicare Part
375 D beneficiaries with Hepatitis C.

376 As a result, a recent analysis was done by researchers
377 from Georgetown University and Kaiser Family Foundation that
378 said Medicare Part D will be spending \$6.5 billion or 8
379 percent in 2015 for this one drug.

380 Mr. Chairman, this problem is exacerbated by the fact
381 that Medicare Part D plans are not able to effectively
382 negotiate for lower prices for Sovaldi or any other drug.
383 While Gilead provides substantial discounts on the drug in
384 other countries, and for the VA and the Medicaid program,

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385 these discounts are not available to Medicare Part D plans.

386 The result of this inability of Medicare Part D plans to
387 negotiate for lower drug prices is the waste of hundreds of
388 billions of taxpayers' dollars. This is a problem we should
389 solve, at least examine. I hope this committee will hold a
390 hearing, but I have written a lot of letters asking for
391 hearings and if it affects the fossil fuel industry, forget
392 about it. If it affects the pharmaceutical industry, well,
393 they are big campaign contributors. But we ought to look
394 into this issue.

395 We could be saving money, and we could be doing the
396 Medicare program a great service and we could be doing people
397 who need this drug a great service. At least we ought to
398 look at the problem.

399 But today's hearing on reducing Medicare fraud is
400 useful. Let us approach it in a constructive manner. I
401 thank the witnesses for being here today, and I yield back
402 the balance of my time.

403 [The prepared statement of Mr. Waxman follows:]

404 ***** COMMITTEE INSERT *****

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405 Mr. {Murphy.} The gentleman yields back. And I would
406 like to introduce the witnesses on the panel for today's
407 hearing. Dr. Shantanu Agrawal. Did I say that correctly?

408 Dr. {Agrawal.} That is correct.

409 Mr. {Murphy.} Thank you. The Deputy Administrator and
410 Director of the Center for Program Integrity of the Centers
411 for Medicare and Medicaid Services. Mr. Gary Cantrell is a
412 Deputy Inspector General for Investigations, the Office of
413 Inspector General at the Department of Health and Human
414 Services. Today Mr. Cantrell is accompanied by Ms. Gloria
415 Jarmon. She is the Deputy Inspector General for Audit
416 Services in the Office of Inspector General at the Department
417 of Health and Human Services. Ms. Kathleen King is the
418 Director of Health Care at the U.S. Government Accountability
419 Office.

420 I will now swear in the witnesses. You are aware that
421 the committee is holding an investigative hearing and when
422 doing so has the practice of taking testimony under oath. Do
423 any of you have any objections to testifying under oath?

424 None of the witnesses have indicated that. So the

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425 Chairman advises you that under the rules of the House and
426 the rules of the committee, you are entitled to be advised by
427 counsel. Do any of you desire to be advised by counsel
428 during your testimony today?

429 All the witnesses decline that. So in that case, would
430 you all please rise and raise your right hand and I will
431 swear you in?

432 [Witnesses sworn.]

433 Mr. {Murphy.} Thank you. All of the witnesses said
434 yes, so you are now under oath and subject to the penalties
435 set forth in Title 18, Section 1001 of United States Code.

436 I will ask all of you to give a 5-minute opening
437 statement summary. Dr. Agrawal, we will begin with you.

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438 ^TESTIMONY OF SHANTANU AGRAWAL, M.D., DEPUTY ADMINISTRATOR
439 AND DIRECTOR, CENTER FOR PROGRAM INTEGRITY, CENTERS FOR
440 MEDICARE AND MEDICAID SERVICES; GARY CANTRELL, DEPUTY
441 INSPECTOR GENERAL, INVESTIGATIONS, OFFICE OF INSPECTOR
442 GENERAL, DEPARTMENT OF HEALTH AND HUMAN SERVICES; AND
443 KATHLEEN M. KING, DIRECTOR, HEALTH CARE, U.S. GOVERNMENT
444 ACCOUNTABILITY OFFICE

|

445 ^TESTIMONY OF SHANTANU AGRAWAL

446 } Dr. {Agrawal.} Thank you. Chairman Murphy, Ranking
447 Member DeGette, and members of the committee and
448 subcommittee, thank you for the invitation to discuss the
449 Centers for Medicare and Medicaid Services' program integrity
450 efforts. Enhancing program integrity is a top priority for
451 the administration and an agency-wide effort at CMS. We
452 share a commitment to protecting beneficiaries and ensuring
453 taxpayer dollars are spent on legitimate items and services.
454 I would like to make three major points in my oral remarks
455 this morning. First, our work in implementing new provider

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456 enrollment and screening standards at CMS has had
457 significant, tangible program integrity in place and moved us
458 firmly towards prevention on these issues.

459 Second, we recognize that further work remains to
460 improve our safeguards, and we are taking specific, proactive
461 steps toward those improvements. And finally, one of our
462 many tools is our advanced predictive analytic system, the
463 fraud-prevention system, which has continued to develop and
464 deliver a positive return on investment in just the second
465 year of operation. That ROI has been certified by the Office
466 of Inspector General.

467 Thanks in part to the authorities and resources provided
468 by the Affordable Care Act and the Small Business Jobs Act of
469 2010, CMS is changing the program integrity paradigm towards
470 a focus on prevention to identify and combat waste, abuse and
471 fraud in our system. Our enhanced screening requires certain
472 categories of providers and suppliers that have historically
473 posed the higher risk of fraud to undergo greater scrutiny
474 prior to their enrollment in Medicare.

475 The Affordable Care Act also required CMS to revalidate
476 all existing 1.5 million Medicare suppliers and providers

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477 under the new screening requirements. We have real, tangible
478 results from these efforts to share. Since March 25, 2011,
479 more than 930,000 providers and suppliers have been subject
480 to these new screening and validation requirements. Over
481 350,000 providers and suppliers have had their billing
482 privileges deactivated as a result of revalidation and other
483 screening efforts, and over 20,000 providers and suppliers
484 have had their billing privileges entirely revoked. Just
485 since the start of this year, CMS has revoked over 800
486 providers for lack of appropriate licensure. These
487 deactivations and revocations mean these providers can no
488 longer bill or be paid by Medicare.

489 Our experiences with provider screening tell us that
490 there is more work to be done to continue to enhance the
491 screening process. We already rely on over 200 databases in
492 our current screening processes, but challenges remain. For
493 example, CMS has historically relied on Medicare exclusion
494 and GSA debarment data to identify relevant felony
495 convictions because there is not a centralized or automated
496 means of obtaining felony conviction data. Using these
497 databases on an automated basis, CMS ensures that individuals

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498 convicted of healthcare fraud, related crimes or other
499 conduct that bars them from contracting with the Federal
500 Government are denied enrollment to Medicare or swiftly
501 removed from the program as part of our routine screening and
502 validation.

503 However, to address the lack of an off-the-shelf
504 solution for all criminal data, CMS is developing a process
505 to match enrollment data against numerous public and private
506 data sources to ensure receipt of timely conviction data.
507 Additionally, in April 2014, CMS announced that high-risk
508 providers will now be subject to fingerprint-based background
509 checks to gain or maintain billing privileges for Medicare.

510 We are also applying our enrollment and screening
511 processes more broadly. Just a few weeks ago, CMS issued a
512 final rule to extend enrollment requirements to Part D which
513 prevents revoked or excluded providers from prescribing to
514 Medicare beneficiaries. The same rule also allows us to use
515 data from the Drug Enforcement Agency to ensure prescribers
516 are appropriately licensed to prescribe certain drugs and
517 enable CMS to remove them from Medicare when the DEA has
518 taken an action against an individual's license.

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519 In addition to enhanced provider screening procedures,
520 CMS is using private-sector tools and best practices to stop
521 improper payments of all types. Since June 2012, the fraud
522 prevention system has applied advanced analytics on all
523 Medicare fee-for-service claims on a streaming national
524 basis. In its second year of operations and through over 70
525 active models in the system, FPS identified or prevented more
526 than \$210 million in improper Medicare payments, double the
527 previous year, and resulted in CMS taking action against 938
528 providers and suppliers. The tool is part of CMS's
529 comprehensive program integrity strategy. For example, the
530 FPS is used as part of an agency focus on home health
531 services in South Florida which includes our screening
532 processes, implementation of an enrollment moratorium, on-
533 the-ground investigations and collaboration with law
534 enforcement.

535 CMS is expanding the use of FPS beyond the initial focus
536 on identifying potential fraud into the areas of waste and
537 abuse which we expect to increase future savings. While we
538 have made significant progress to address areas of
539 vulnerability, we also know that more work remains to further

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540 refine our efforts and prevent improper payments and fraud in
541 the first place.

542 I look forward to answering the subcommittee's questions
543 on how we can improve our commitment to protecting taxpayer
544 and trust fund dollars while also protecting, I think very
545 importantly, beneficiaries' access to safe, high-quality
546 care. Thank you.

547 [The prepared statement of Dr. Agrawal follows:]

548 ***** INSERT A *****

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|

549 Mr. {Murphy.} Thank you. Mr. Cantrell, you have 5
550 minutes.

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|

551 ^TESTIMONY OF GARY CANTRELL

552 } Mr. {Cantrell.} Good morning, Mr. Chairman, and other
553 distinguished members of the committee. I am Gary Cantrell,
554 Deputy IG for Investigations, and I am joined today by my
555 colleague, Gloria Jarmon, who is Deputy IG for Audit
556 Services.

557 Thank you for the opportunity to testify about OIG's
558 efforts to fight fraud, waste and abuse in Medicare and
559 Medicaid. OIG utilizes a range of tools in this fight
560 including audits, evaluations, investigations, enforcement
561 authorities and educational outreach. We focus our resources
562 on areas most vulnerable to fraud so we obtain the greatest
563 impact from our work.

564 OIG works closely with the Department of Justice, CMS
565 and other federal and state law enforcement partners to bring
566 those who commit fraud against our programs to justice. Our
567 Medicare fraud strike force teams, located in nine cities
568 throughout the country, exemplify this approach. The OIG and
569 our partners are committed to fighting and prevent fraud,

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570 waste and abuse.

571 Our efforts have produced impressive results. In 2013,
572 our work resulted in record numbers of criminal convictions
573 and civil actions, and over the last 5 years, we have
574 recovered more than \$19 billion from those defrauding federal
575 healthcare programs, and our return on investment is over \$8
576 for every dollar spent. Perhaps even more important, we are
577 seeing strong indicators of a deterrent effect. When we work
578 together to shed light on program vulnerabilities, put
579 criminals behind bars and CMS takes appropriate
580 administrative actions, our efforts are most successful. We
581 have seen significant declines in Medicare payments across
582 several program areas in strike force cities where we focused
583 our efforts.

584 For example, following federal enforcement and oversight
585 activities, there have been sustained declines in Medicare
586 payments for DME, home health, ambulance and community mental
587 health centers, or CMHCs. Nationwide Medicare payments for
588 CMHCs have decreased by approximately \$250 million annually.

589 Total Medicare payments for ambulance services in
590 Houston are down approximately 50 percent. Miami area DME

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591 payments have decreased by approximately \$100 million
592 annually since the launch of the strike force. And since
593 2010, home health payments have decreased nationally more
594 than \$1 billion annually.

595 Despite these successes, more needs to be done. Fraud
596 schemes are constantly evolving and migrating, and some of
597 the--top oversight priorities include the rise in
598 prescription drug fraud and schemes involving home base
599 services.

600 Rarely are these schemes perpetrated by one provider
601 operating independently. There is often a network of
602 individuals including business owners, patient recruiters,
603 healthcare practitioners and sometimes even the patients.
604 Kickbacks in the form of cash or drugs bind these networks
605 together.

606 The federal forfeitures are a valuable tool to help
607 defund and disrupt illegal activities and can serve as a
608 powerful deterrent. Empowering OIG to execute forfeiture
609 warrants would help curb the profitability of healthcare
610 fraud and exert a deterrent effect. Removing Social Security
611 numbers from Medicare cards could also protect patient data

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612 and disrupt fraud schemes. The theft of patient and provider
613 data underpins many of our cases. In a recent case,
614 criminals perpetrated a \$100 million fraud scheme by stealing
615 the identities of doctors and thousands of patients.

616 In conclusion, I must note that OIG's mission is
617 challenged by declining resources at a time when our
618 oversight responsibilities are growing. OIG is responsible
619 for oversight of about 25 cents of every federal dollar.
620 However, since 2012, we have lost 200 employees and expect to
621 reduce our Medicare and Medicaid oversight by 20 percent by
622 the end of the fiscal year. Now is not the time to reduce
623 oversight in the face of a growing and changing program, and
624 OIG is a proven investment. We would appreciate the
625 committee's support in securing full funding of OIG's 2015
626 budget request. And thank you for the interest and
627 opportunity to testify. We would be happy to answer any
628 questions.

629 [The prepared statement of Mr. Cantrell follows:]

630 ***** INSERT B *****

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|

631 Mr. {Murphy.} Thank you. Ms. Jarmon, I don't think you
632 have a statement, do you?

633 Ms. {Jarmon.} No.

634 Mr. {Murphy.} Ms. King, do you have a statement? Thank
635 you. You are recognized for 5 minutes.

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|

636 ^TESTIMONY OF KATHLEEN M. KING

637 } Ms. {King.} I do. Chairman Murphy, Ranking Member
638 DeGette and members of the subcommittee, thank you for
639 inviting me to talk about our work regarding Medicare fraud,
640 waste and abuse. CMS has made progress in implementing
641 several recommendations we identify through our work to help
642 protect Medicare from fraud and improper payments. But there
643 are additional actions they should take.

644 I want to focus my remarks today on three areas:
645 provider enrollment, pre- and post-payment claims review and
646 addressing vulnerabilities to fraud.

647 With respect to provider enrollment, CMS has implemented
648 provisions of the Patient Protection and Affordable Care Act
649 to strengthen the enrollment process so that potentially
650 fraudulent providers are prevented from enrolling in Medicare
651 and higher risk providers undergo more scrutiny before being
652 permitted to enroll.

653 CMS has recently imposed moratoria on the enrollment of
654 certain types of providers in fraud hotspots and has

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655 contracted for fingerprint-based background checks for high-
656 risk providers. These are positive steps.

657 However, CMS has not completed certain actions
658 authorized in PPACA which would also be helpful in fighting
659 fraud. It has not yet published regulations to require
660 additional disclosures of information regarding actions taken
661 against providers such as payment suspensions, and it has not
662 published regulations establishing the core elements of
663 compliance programs or requirements for surety bonds for
664 certain types of at-risk providers including home health
665 agencies.

666 With respect to review of claims for payment, Medicare
667 uses pre-payment review to deny payment for claims that
668 should not be paid and post-payment review to recover
669 improperly paid claims. Pre-payment reviews are typically
670 automated edits in claims processing systems that can prevent
671 payment of improper claims. Post-payment reviews are those
672 that are made after the fact and recover payments. We have
673 found some weaknesses in the use of pre-payment edits and
674 have made a number of recommendations to CMS to promote the
675 implementation of effective edits regarding national policies

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676 and to encourage more widespread use of local pre-payment
677 edits by Medicare administrative contractors.

678 With respect to post-payment claims review, we recently
679 completed work that recommended greater consistency in the
680 requirements under which four post-payment review contractors
681 operate when it can be done without reducing the efforts to
682 reduce improper payments. CMS agreed with our
683 recommendations and is taking steps to implement them.

684 We also recommended to CMS that they collect and
685 evaluate how quickly one type of post-payment review
686 contractor, the zone program integrity contractors, or ZPICS,
687 takes action against suspect providers. CMS did not comment
688 on this recommendation.

689 We also have further work under way on the post-payment
690 review contractors to examine whether CMS has strategies to
691 coordinate their work and whether these contractors comply
692 with CMS's requirements regarding communications with
693 providers.

694 With respect to vulnerabilities to fraud, we have made
695 recommendations to CMS over the last several years, and CMS
696 has implemented several of them, including establishing a

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697 single vulnerability tracking process and requiring the MACs
698 to report to them on how they have addressed vulnerabilities.
699 However, CMS has not taken action to address our
700 recommendations to remove Social Security numbers from
701 Medicare cards because display of these numbers increases
702 beneficiaries' vulnerability to identity theft. We continue
703 to believe that CMS should act on our recommendations, and we
704 are currently studying the use of electronic card
705 technologies, such as smart cards, for Medicare cards
706 including potential benefits and limitations and barriers to
707 implementation.

708 Because Medicare is such a large and complex program, it
709 is vulnerable to fraud and abuse. Constant vigilance is
710 required to prevent, detect and deter fraud so that Medicare
711 can continue to meet the needs of its beneficiaries.

712 I would be happy to answer questions. Thank you.

713 [The prepared statement of Ms. King follows:]

714 ***** INSERT C *****

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|

715 Mr. {Murphy.} Thank you. I thank all the witnesses. I
716 will now begin some questions for 5 minutes. Dr. Agrawal,
717 you need to know whether the agency's actions have been
718 successful in reducing fraud and abuse, and one way that the
719 agencies examine the effect on this is by measuring
720 performance as required by the Government Performance and
721 Results Act of 1993 as amended by the GPRA Modernization Act.
722 One of CMS's goals is to fight fraud and work when they've
723 made improper payment. Isn't that right?

724 Dr. {Agrawal.} We are absolutely focused on the
725 improper payment rate and working to reduce that rate.

726 Mr. {Murphy.} And isn't it correct that CMS's target
727 improper payment rate for Medicare fee for service for fiscal
728 year 2013 was 8.3 percent? Is that about what the target
729 was?

730 Dr. {Agrawal.} Yes.

731 Mr. {Murphy.} Now, that translates to about \$36 billion
732 in losses. So what I don't understand is why is it
733 acceptable to have about a \$36 billion loss rate that is
734 acceptable?

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735 Dr. {Agrawal.} I don't think it is about acceptability,
736 sir. We are focused on the improper payment rate and
737 reducing that rate as much as feasible.

738 I will say just two points on the improper payment rate.
739 One is it is not equivalent to the fraud rate. Improper
740 payments do not measure the amount of criminal behavior that
741 is in the Medicare program. That is often an area of
742 confusion I find among stakeholders. Second, what it really
743 does I think show, demonstrate, is the ability of providers
744 to follow our strict payment guidelines and requirements, and
745 most particularly, documentation requirements. So we see for
746 example areas where the improper payment rate continues to
747 rise, like certain institutional providers, DME suppliers,
748 home health services, and we do think--

749 Mr. {Murphy.} It went up for 2013 for you to 10.7
750 percent, I think.

751 Dr. {Agrawal.} Well, I think what we have done is
752 institute a lot more specific requirements in those areas in
753 order to reduce fraud, waste and abuse. Those requirements
754 can take time for providers to catch up with, and what we see
755 is documentation lags and the improper payment rate goes up.

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756 Mr. {Murphy.} I guess I am concerned about that you
757 went from 8.5 percent to 10.7 percent which says it is
758 getting worse.

759 Dr. {Agrawal.} Again, I think it is an outcome of our
760 more stringent requirements. I think this shows the
761 balancing act between trying to be very strong on program
762 integrity which is really enforced by strong rules and
763 regulations and then those rules and regulations being
764 difficult for providers to follow.

765 Mr. {Murphy.} The bottom line up front, though, is you
766 didn't meet your goals and it is getting worse.

767 Dr. {Agrawal.} Correct. Well, we did not meet our
768 goal, and we have taken proactive steps to, you know, help
769 reverse that trend. One is we work very closely with
770 providers to help educate them on our rules to make sure that
771 they are able to follow our rules, follow our documentation
772 requirements. We have instituted, you know, sort of point
773 audits that allow us to look at specific--

774 Mr. {Murphy.} I get all that. I am just saying bottom
775 line for taxpayers is the amount of money that has been done
776 in improper payments is greater than the entire budget of the

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777 State of Pennsylvania. So I hope you will improve that.

778 Let me ask this. I am trying to find ways that can
779 facilitate you on this because you are probably familiar with
780 that old quote from the bank robber Willie Sutton while he
781 robbed banks, and he says because that is where the money is.
782 So with a \$600 billion in Medicare spending, that looks like
783 a ripe target for a lot of people. So the fact that he was
784 convicted as a bank robber, I believe the way the laws and
785 regulations are written right now, those type of criminal
786 convictions wouldn't prevent you from giving someone Medicare
787 payments, am I correct? They could still slip through the
788 system?

789 Dr. {Agrawal.} Certain convictions we can revoke from
790 the Medicare program for--

791 Mr. {Murphy.} Would bank robbery be one of them?

792 Dr. {Agrawal.} Felony convictions? So I am no lawyer.
793 I assume bank robbery is a felony conviction.

794 Mr. {Murphy.} A felony conviction.

795 Dr. {Agrawal.} If it is a felony conviction, then yes,
796 we can kick people out of the Medicare program.

797 Mr. {Murphy.} I just want to be sure. Mr. Cantrell,

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798 would you know if someone with some felony--we are trying to
799 improve this. So I am thinking if--so if it is not there, I
800 would like to know. Insurance fraud, auto insurance fraud,
801 tax fraud. I believe tax fraud is still acceptable, that
802 they wouldn't be kicked out of the program. Do either of you
803 know that?

804 Mr. {Cantrell.} As it relates to our exclusion
805 authority?

806 Mr. {Murphy.} Yes.

807 Mr. {Cantrell.} There are requirements that link it to
808 in connection with the delivery of healthcare item or
809 service.

810 Mr. {Murphy.} But if it is not healthcare. So if
811 someone was involved with auto insurance fraud or assault or
812 convicted of clinical research fraud, if it is not health,
813 right, they can still be a Medicare provider, am I correct--

814 Dr. {Agrawal.} We have--

815 Mr. {Murphy.} --the way the law is currently written?

816 Dr. {Agrawal.} We have very proscribed guidelines for
817 what we can revoke for. They are four types of felony
818 convictions.

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819 Mr. {Murphy.} I am trying to help you so--

820 Dr. {Agrawal.} These are not--

821 Mr. {Murphy.} If you would like it stricter, we need to
822 know this. So if someone has a history of criminal fraud,
823 criminal felony behavior, and you can't exclude them, I think
824 one of the best predictors of future problems is past. And
825 if someone has a pattern of this, can they still slip through
826 and be a provider for Medicare?

827 Dr. {Agrawal.} Yeah, I think the agency agrees with
828 you, sir. In fact, we have taken steps in the last year to
829 put out a proposed rule that would actually expand our use of
830 this felony conviction.

831 Mr. {Murphy.} Well, we would like to work with you on
832 that. Let me ask one other thing. Can someone with a
833 foreign address or just a box number also be a Medicare
834 provider? Do you go through and check those records?

835 Dr. {Agrawal.} We do check records. We have automated
836 checks for, you know, addresses as well as the ability to
837 conduct on-site visits to make sure that these are legitimate
838 places of business.

839 Mr. {Murphy.} Can someone with a foreign address be a

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840 Medicare provider?

841 Dr. {Agrawal.} I would have to check I think
842 specifically on that, but I believe the answer is no.

843 Mr. {Murphy.} Okay. We will find out. Ms. DeGette,
844 you are recognized for 5 minutes.

845 Ms. {DeGette.} Dr. Agrawal, in your testimony you
846 discussed how taxpayers get a significant return on
847 investments to reduce Medicare fraud, is that right?

848 Dr. {Agrawal.} Yes.

849 Ms. {DeGette.} And I have been told for each dollar we
850 spend, we save more than a dollar. Is that right?

851 Dr. {Agrawal.} Yes.

852 Ms. {DeGette.} Why is that true?

853 Dr. {Agrawal.} Our activities are having impact. I
854 think we have clearly--

855 Ms. {DeGette.} But why for each dollar that we spend do
856 we save more than a dollar?

857 Dr. {Agrawal.} I think our activities have a cumulative
858 effect, so they can actually prevent dollars from going out
859 the door in the first place. They have sentinel effects
860 where we see impact beyond just the specific providers and

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861 suppliers that we are looking at. I think all those things
862 cumulatively lead to that higher ROI.

863 Ms. {DeGette.} It is a systemic issue?

864 Dr. {Agrawal.} Correct.

865 Ms. {DeGette.} Okay. And what are the sources of funds
866 for CMS program integrity efforts?

867 Dr. {Agrawal.} We have a variety of funds. We have
868 both Medicare and Medicaid funds. We have Small Business
869 Jobs Act funds that are connected, for example, to the FPS,
870 HCFAC funds.

871 Ms. {DeGette.} How much will CMS spend this year on
872 Medicare and Medicaid program integrity efforts?

873 Dr. {Agrawal.} I would have to come back to you with a
874 specific number. I am not sure about--

875 Ms. {DeGette.} I would appreciate it--

876 Dr. {Agrawal.} --the total application--

877 Ms. {DeGette.} --if you would supplement your response.

878 Dr. {Agrawal.} Absolutely.

879 Ms. {DeGette.} Do you remember how much you spent in
880 2012?

881 Dr. {Agrawal.} No, ma'am.

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882 Ms. {DeGette.} Okay. Do you know if there has been an
883 increase or a reduction in funding for fighting fraud over
884 the last 2 years?

885 Dr. {Agrawal.} Well, we have experienced between the
886 sequester and then sort of flat-funding a general flattening
887 out of our funding, you know, and that has forced us to make
888 certain budgetary decisions about what programs and tools to
889 focus on.

890 Ms. {DeGette.} Now, you mentioned the layoffs, and I
891 talked about that in my opening statement. What other
892 programmatic adjustments have you made?

893 Dr. {Agrawal.} Well, I might just point out that the
894 layoffs most significantly impacted the Office of Inspector
895 General--

896 Ms. {DeGette.} Okay.

897 Dr. {Agrawal.} --which we take seriously obviously as
898 well.

899 Ms. {DeGette.} So Mr. Cantrell, maybe you can answer
900 that.

901 Mr. {Cantrell.} Sure. Our budget is primarily funded--
902 our healthcare oversight is primarily funded by the

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903 Healthcare Fraud and Abuse Control Act, and that fund is--we
904 get about \$300 million a year. But with sequestration, it
905 takes about \$14 million out of that healthcare oversight
906 fund. We have another funding stream that we call our
907 discretionary fund that funds all of our other activity
908 related to the Department of Health and Human Services but
909 not the Medicare and Medicaid program.

910 Ms. {DeGette.} Have you made programmatic adjustments
911 to account for the budget cuts or have you just laid people
912 off?

913 Mr. {Cantrell.} We haven't laid people off. We have
914 lost people through attrition.

915 Ms. {DeGette.} Okay.

916 Mr. {Cantrell.} We have reduced investments in things
917 like training, equipment--

918 Ms. {DeGette.} Now you have fewer people doing the job.

919 Mr. {Cantrell.} That is correct.

920 Ms. {DeGette.} Right?

921 Mr. {Cantrell.} That is correct.

922 Ms. {DeGette.} So are you trying to make them figure
923 out how to do the job more efficiently?

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924 Mr. {Cantrell.} We do. We are trying to focus our work
925 on the areas where we can have the greatest impact. So the
926 biggest thing we are doing is picking our work. There is
927 much more work in this program than we have the ability to
928 do. So we are being very strategic about the work that we
929 select, and placing our resources in areas where they can
930 have the greatest impact is our strategy here.

931 Ms. {DeGette.} So this is really a situation. If we
932 adequately funded you, then you could actually do more
933 investigations and pick more cases, correct?

934 Mr. {Cantrell.} Absolutely.

935 Ms. {DeGette.} Now, for either one of you who know the
936 answer to this, while we have been having a slight reduction
937 in the funding, at the same time, the Medicare population has
938 increased and Medicare expenditures have increased. Is that
939 correct, Dr. Agrawal?

940 Dr. {Agrawal.} That is correct.

941 Ms. {DeGette.} You know, Mr. Chairman, I think that
942 there are some things you can do by efficiencies and by being
943 smart and so on. But when you cut \$30 million from CMS's
944 integrity efforts, I am not sure how much you can make up for

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945 that.

946 Dr. Agrawal, the administration has asked for
947 significant increase in program integrity funding for fiscal
948 year 2015, over \$400 million. Is that correct?

949 Dr. {Agrawal.} Yes.

950 Ms. {DeGette.} And what would you do with that funding?

951 Dr. {Agrawal.} That funding would really allow us to
952 expand programs that we know have impact. As an example, our
953 prior authorization demo could be expanded nationally into
954 program areas that it doesn't currently cover. We know that
955 that could have impact.

956 Ms. {DeGette.} Do you think that would assist you?

957 Dr. {Agrawal.} Absolutely.

958 Ms. {DeGette.} Perhaps you can also add to your
959 supplement, to your testimony, some of the things, some of
960 the plans for this money if Congress appropriates the money.

961 Dr. {Agrawal.} I will do that.

962 Ms. {DeGette.} Okay. Thanks. Mr. Cantrell, let us
963 see, what would you be able to do with the funding if we
964 adequately funded your agency?

965 Mr. {Cantrell.} Well, first we would hire more

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966 investigators, auditors, evaluators, attorneys to support the
967 work that we are doing and actually have more boots on the
968 grounds performing this type of oversight work. We also need
969 investments in technology. As we deploy electronic health
970 record systems throughout the country and that becomes a
971 greater adoption of HER, that creates digital evidence that
972 we have to collect, store, maintain and sort through. So we
973 need investments in technology to maintain, to kind of stay
974 above water here in this area that continues to evolve.

975 Ms. {DeGette.} Thank you. Thank you, Mr. Chairman. I
976 yield back.

977 Mr. {Murphy.} Thank you. Now I recognize Mr. Burgess,
978 or Dr. Burgess, for 5 minutes.

979 Dr. {Burgess.} Thank you, Mr. Chairman. So again, I
980 appreciate everyone being here this morning. If I understood
981 your testimony correct, we are doing a great job. If you
982 just give us a little bit more money, we will do a better
983 job, and yet the problem continues. Year after year after
984 year we are here having these same hearings.

985 Let me just ask--I have got questions that I must ask,
986 but at the same time, I feel obligated to make the statement

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987 that, yes, I supported the sequester. It was a policy that I
988 supported, but it was the President who signed it into law.
989 Now, we all knew after the President signed it into law that
990 it was going to affect the Department of Health and Human
991 Services significantly at a time when the President's
992 healthcare law was being implemented. So I had asked
993 repeatedly for someone, the Secretary of HHS, to come to this
994 committee and talk about how you were going to deal with an
995 8- to 10-percent reduction in across-the-board funding, how
996 were you going to prioritize. I would think, Mr. Cantrell,
997 you would prioritize your department. I don't know why you
998 would prioritize money going to build and exchange that you
999 then had to reinvest when they didn't build the exchange the
1000 right way. But I am not the head of HHS, so I don't make
1001 those decisions. So please forgive me if I am a little bit
1002 circumspect about people coming in here and saying more money
1003 for my agency, more money for my agency, when my God, you
1004 have wasted so much money in that agency in the last 4 years
1005 that it is just absolutely astounding.

1006 Now, let us get to the reason why we are here. Mr.
1007 Cantrell, do you have recommendations, your office, the

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1008 Office of Inspector General, have recommendations and have
1009 you made recommendations to the Centers for Medicare and
1010 Medicaid Services relating to improvements in the screening
1011 of providers that have not been adopted?

1012 Ms. {Jarmon.} I can answer that question. We have
1013 several recommendations. In fact, we posted in March 2014 a
1014 compendium of priority recommendations that are
1015 unimplemented, and that has over 100 recommendations to CMS,
1016 many related to Medicare and Medicaid payment and process
1017 issues and some related to quality of care. So we do have
1018 several recommendations that we have been working with CMS,
1019 and they have been unimplemented but--

1020 Dr. {Burgess.} Let me just ask--

1021 Ms. {Jarmon.} --we are still working with them.

1022 Dr. {Burgess.} --the question, Dr. Agrawal or Mr.
1023 Cantrell. What is the status of the implementations of those
1024 recommendations from the Office of Inspector General?

1025 Dr. {Agrawal.} You know, we have appreciated the
1026 recommendations that are provided to us, both by the OIG as
1027 well as GAO. We work diligently to implement those
1028 recommendations based on our, you know, ability to do so, you

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1029 know, budgetary and other resource constraints.

1030 Since January 2013, we have completed or closed out over
1031 60 recommendations provided to us by GAO and OIG. We
1032 continue to work through the remaining recommendations in
1033 order of priority based on their potential impact on our
1034 program. But we do appreciate those recommendations.

1035 Dr. {Burgess.} Will you provide to the committee a list
1036 of those recommendations that have been made which have not
1037 yet been implemented? Are you able to do that?

1038 Dr. {Agrawal.} I can do that.

1039 Dr. {Burgess.} And the committee would appreciate that
1040 information.

1041 There was an article in Bloomberg not too terribly long
1042 ago talking about individuals who--doctors who have lost
1043 their licenses and continued to get paid by Medicare. I
1044 mean, I always lived in fear--as a practicing physician, I
1045 always lived in fear of getting a bad mark at the National
1046 Practitioner Data Bank. I would assume that all of these
1047 doctors have recorded activity in the National Practitioner
1048 Data Banks. Dr. Agrawal, do you query the National
1049 Practitioner Data Bank when you authorize or when you permit

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1050 someone to bill the Medicare system?

1051 Dr. {Agrawal.} Yes. So I--and I share your feelings
1052 about my medical license as well, Dr. Burgess. It is
1053 something that I guard very carefully and want to make sure
1054 is untarnished.

1055 We access a lot of different data sources including the
1056 NPDB and over 200 other data sources to check things like
1057 licensure. As I said in my opening remarks, we revoked over
1058 800 providers just since the beginning of this year for
1059 licensure issues. This was an area of vulnerability for us,
1060 even a couple of years ago, that we have really worked hard
1061 to close by getting access to all the right data at the state
1062 level so that we can do automated checks on licenses
1063 literally every week and revoke any providers that don't have
1064 appropriate licensure.

1065 Dr. {Burgess.} You know, a lot of the substance of this
1066 hearing came about because of the local article in the
1067 newspaper back home where you had a doctor, a CEO of a
1068 hospital chain, who had received \$17 million from the
1069 stimulus to improve medical records in his system. And then
1070 it was found that the medical records were boxed up and

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1071 sitting in the basement being eaten by rodents. So I guess
1072 you would classify that as meaningless use of health
1073 information technology. But yet, at the same time, with this
1074 bad and egregious an offense, he continues to get paid by
1075 CMS. Is this just a one-off or are there other such stories
1076 out there in the country?

1077 Dr. {Agrawal.} I think it is a notable case. It is one
1078 that I know well personally. I can tell you that we have a
1079 lot of checks in place to ensure that that kind of thing does
1080 not happen both before payments are made and after.

1081 Dr. {Burgess.} But it did happen.

1082 Dr. {Agrawal.} I agree that it did. I think in part,
1083 you know, this person was providing misleading information to
1084 the agency, and we were also made aware by, you know, about
1085 law enforcement concerns well into their process. And I
1086 think, you know, IG would agree here that early collaboration
1087 between our agencies is very helpful. That allows us to take
1088 the actions that we can take very quickly, and we can work
1089 with law enforcement to facilitate their actions as well.

1090 Dr. {Burgess.} Then do it.

1091 Dr. {Agrawal.} Thank you.

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1092 Dr. {Burgess.} Early collaboration is the key. I yield
1093 back, Mr. Chairman.

1094 Mr. {Murphy.} Just a quick question. When you are
1095 getting that clarifying data for the committee with regard to
1096 recommendations you have made that have not been implemented,
1097 if they have not been implemented, could you let us, with
1098 each one, explain some reason of why that is, if it is some
1099 federal action, if there is any state action, if states are
1100 not sending you data. That is extremely important. We want
1101 to help you, but we need to have that thorough report.

1102 I now recognize the gentleman from Texas, Mr. Green, for
1103 5 minutes.

1104 Mr. {Green.} Thank you, Mr. Chairman, and ranking
1105 member. Dr. Agrawal, can you tell me more about how the
1106 Affordable Care Act helps CMS in fighting Medicare fraud?
1107 Specifically, can you expand a little on CMS's provider
1108 enrollment and screening process?

1109 Dr. {Agrawal.} Absolutely, and thank you for the
1110 question. The Affordable Care Act has had significant impact
1111 on our ability to safeguard the program and particularly in
1112 the area of provider enrollment and screening. Without the

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1113 ACA--the ACA really required us to, for the first time,
1114 categorize providers based on the risk of fraud and subject
1115 higher risk providers to greater levels of scrutiny. That
1116 includes automated checks, site visits, fingerprinting. All
1117 of that was made possible by the Affordable Care Act.

1118 In addition, our moratorium authority, our requirement
1119 to revalidate all providers on a cyclic basis, again, comes
1120 out of the ACA.

1121 Mr. {Green.} Okay. I appreciate it because some of the
1122 savings from the ACA was actually giving CMS the tools to go
1123 after the fraud. We would prefer not to read it on the front
1124 page of the papers before we can get to you.

1125 The health reform bill includes the authority for CMS
1126 enact moratorium on enrolling new providers. Has CMS used
1127 this new tool yet?

1128 Dr. {Agrawal.} We have. So we implemented the first
1129 moratoria last summer in July. We now have a total of--we
1130 have moratoria in two different provider categories,
1131 ambulance services and home health services in seven
1132 different metropolitan areas and are closely monitoring the
1133 impact of that moratorium.

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1134 I should also say while the moratorium is in place, we
1135 have really stepped up our activities to make sure that we
1136 are taking action on the providers that are already in the
1137 moratoria area.

1138 Mr. {Green.} Okay. Good. Because I represent the
1139 Houston area, and it seems like we are ground zero for some
1140 of the fraud, and I appreciate that. How does the moratorium
1141 help fight the fraud?

1142 Dr. {Agrawal.} Well, what the moratoria really allows
1143 us to do is essentially close the door for enrollment, in
1144 this case, for new ambulance services as in Houston or home
1145 health agencies in other parts of the country. That gives us
1146 an opportunity to clean up the providers or suppliers that
1147 are already there and work very closely with law enforcement.
1148 We actually work very closely with them in identifying these
1149 areas for the moratoria and then in the stepped-up activities
1150 to make sure that we are cleaning up those areas before, you
1151 know, eliminating the moratoria.

1152 Mr. {Green.} Okay. The Affordable Care Act required
1153 Medicare providers to report and return overpayments once
1154 they are identified. Failing to do so would constitute a

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1155 federal crime under the False Claims Act. Was this
1156 requirement necessary and have you seen evidence of providers
1157 complying with this requirement and is it being enforced?

1158 Dr. {Agrawal.} I am sorry, Mr. Congressman. I missed
1159 the beginning part of your question.

1160 Mr. {Green.} The Affordable Care Act required Medicare
1161 providers to report and return overpayments once they are
1162 identified, and failing to return those payments would
1163 constitute a federal crime under the False Claims Act. I was
1164 wondering how--if this is being enforced and how it is
1165 working.

1166 Dr. {Agrawal.} Yes, we are looking to--we published a
1167 proposed rule on this, and we are looking to finalize that.
1168 We do see providers actually taking just the statutory
1169 authority seriously itself and actually returning
1170 overpayments voluntarily. We have also promulgated another
1171 proposed rule that would actually have overpayments follow
1172 providers if they try to close down one location and open up
1173 another one. They will have to pay the overpayment before
1174 they can get into the program again.

1175 Mr. {Green.} Okay. Ms. King, do you have a view on how

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1176 CMS is doing at implementing the broad range of new
1177 Affordable Care Act anti-fraud positions? And after you, I
1178 would like to give Dr. Agrawal a chance to respond.

1179 Ms. {King.} Yeah, we view the new provisions in the
1180 Affordable Care Act as a positive step because we are in
1181 favor of keeping people out of the program who shouldn't be
1182 in the program, and right now our investigative team has work
1183 under way to determine whether people are being kept out of
1184 the program as they should be and whether people who have
1185 committed bad acts and should be thrown out of the program
1186 are being thrown out. And we should be able to report on
1187 that by the end of the year.

1188 Mr. {Green.} Okay. Thank you. Dr. Agrawal, do you
1189 have a comment on that, how CMS is doing with the GAO?

1190 Dr. {Agrawal.} Sure. And again, I appreciate Ms.
1191 King's comments and agree that their recommendations are very
1192 important. We have done a lot based on their recommendations
1193 to strengthen our program in Part D, in basic provider
1194 enrollment and screening. There are other recommendations
1195 that we continue to work through, but they are very helpful
1196 to us.

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1197 Mr. {Green.} Okay. Thank you, Mr. Chairman. I yield
1198 back.

1199 Mr. {Murphy.} Thank you. Now I recognize Ms. Blackburn
1200 for 5 minutes.

1201 Mrs. {Blackburn.} Thank you, Mr. Chairman. Dr.
1202 Agrawal, I want to come to you. You mentioned in your
1203 testimony that since 2011, 20,000 providers and suppliers had
1204 their participation in Medicare revoked and some from felony
1205 convictions and some from administrative actions. And also,
1206 you mentioned that CMS has issued a proposed rule that would
1207 clarify the list of felony convictions that may result in a
1208 denial of participation. And yet, I have heard from
1209 constituents that some of these bad actors that are out there
1210 continue to do business because they change their names and
1211 they start a new business. But it is the same bad group of
1212 people. And we have seen this time and again, and I know the
1213 chairman, a couple of years ago, had a piece of legislation
1214 that went through judiciary, didn't get very far at the time.
1215 We need to bring it back. It would say if you have ever been
1216 convicted, you can in no way participate and benefit.

1217 GAO has recommended that CMS could potentially thwart

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1218 this type of behavior by strengthening enrollment procedures
1219 as is currently authorized, and CMS could require additional
1220 disclosure information on the front end. And yet, according
1221 to GAO, it hasn't been done. My question to you is this.
1222 After 20 years after being on a fraud high-risk list, when
1223 can the taxpayers expect to see results from common-sense
1224 activity in this arena?

1225 Dr. {Agrawal.} Well, I think we clearly are seeing
1226 results, and I think you saw that in the testimony that I
1227 provided to the committee this morning that there are clear
1228 results of our activities. Now, I, too, am frustrated by the
1229 kind of case that you are identifying. If there are cases
1230 like that specific ones that we can work on with your office,
1231 I would be happy to do that.

1232 Let me just say that we are working toward strengthening
1233 disclosure requirements. We actually have a proposed rule
1234 that would require far more disclosure from--you know, to
1235 resolve issues just like that so that we can actually prevent
1236 people from entering the program that are just, you know,
1237 changing names and switching from company to company. I
1238 think that kind of approach is indeed very frustrating, and

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1239 we are working to expand our authorities to get greater
1240 clarity.

1241 Mrs. {Blackburn.} Well, you are not giving me the
1242 granular level that I am seeking. Tell me specifically what
1243 you are going to do because when I talk to my constituents,
1244 they say we want to know specifically what is going to be
1245 done about this. It is our money, and you are wasting it.

1246 Dr. {Agrawal.} Well, beyond the overall approach that I
1247 have described, there are two things that I think will affect
1248 the situation. One is we are expanding our ability to
1249 actually revoke or deny enrollment for a broader list of
1250 felony convictions than we are currently are authorized to
1251 do, and second, we are requiring greater transparency at the
1252 time of attempted enrollment so that if there are
1253 overpayments from other enrollments that that provider had,
1254 we can actually deny enrollment until those overpayments are
1255 recovered. Those are two very specific things that I think
1256 will go directly at the cases that you are talking about.

1257 Mrs. {Blackburn.} But why did we let them in the
1258 program in the first place?

1259 Dr. {Agrawal.} Well, you know, again, historically, I

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1260 think Medicare has had a more open enrollment process than it
1261 has had since the passage of the Affordable Care Act. So we
1262 are working very diligently every day to clean up those
1263 records and hence, the numbers that you have seen of over
1264 300,000 deactivations and over 20,000 revocations --

1265 Mrs. {Blackburn.} Okay. Does CMS give bonuses?

1266 Dr. {Agrawal.} Pardon me?

1267 Mrs. {Blackburn.} Does CMS give performance bonuses to
1268 employees?

1269 Dr. {Agrawal.} I am not sure. I don't really manage
1270 our HR function. I don't know what kind of bonuses--

1271 Mrs. {Blackburn.} Do you get a performance bonus?

1272 Dr. {Agrawal.} --that we do. I joined the agency in
1273 this role 3-1/2 months ago.

1274 Mrs. {Blackburn.} Okay.

1275 Dr. {Agrawal.} I haven't qualified for bonuses.

1276 Mrs. {Blackburn.} Mr. Cantrell, did you get a
1277 performance bonus?

1278 Mr. {Cantrell.} We do pay performance bonuses in OIG
1279 based on our ranking of record.

1280 Mrs. {Blackburn.} Okay. Ms. Jarmon, HHS, do they do

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1281 performance bonuses?

1282 Ms. {Jarmon.} I am in the same office with Mr.

1283 Cantrell. There are performance bonuses based on

1284 performance.

1285 Mrs. {Blackburn.} Okay. All right. Let me come back,

1286 Mr. Cantrell and then also--let me talk to you about this

1287 issue. I have got a prop back here.

1288 [Chart]

1289 Mrs. {Blackburn.} Identity theft and privacy is a huge

1290 issue, and this is something we have tried repeatedly to get

1291 cleaned up. This is a copy of a Medicare card. Now, what we

1292 have that is a problem with identity theft, you have got the

1293 program, the health insurance program it is in, Medicare.

1294 You have got the name. And this Medicare claim number is the

1295 Social Security number. When are you going to delink these

1296 and make certain that a Social Security and a name do not

1297 appear on this card? When are you going to change that?

1298 Dr. {Agrawal.} I think you are probably asking me, not

1299 Mr. Cantrell. So we have--

1300 Mrs. {Blackburn.} I am sorry. I thought I called for

1301 you and then I would like to know from Ms. King, has GAO

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1302 recommended doing this?

1303 Ms. {King.} We have.

1304 Mrs. {Blackburn.} Okay. Back to you, Doctor.

1305 Dr. {Agrawal.} So this is an area--

1306 Mrs. {Blackburn.} Why not?

1307 Dr. {Agrawal.} --we have looked at. We have

1308 appreciated the recommendations. We are not, as an agency,

1309 opposed to the idea. It is, however, a challenging idea that

1310 requires a lot of sort of rigor to implement--

1311 Mrs. {Blackburn.} Do something. Take an action. Be

1312 brave.

1313 Dr. {Agrawal.} I think we need to be adequately

1314 resourced--

1315 Mrs. {Blackburn.} I yield back.

1316 Dr. {Agrawal.} --by the Congress to be able to do that.

1317 But yes, we appreciate the ability.

1318 Mr. {Murphy.} Dr. Agrawal, do you have the authority to

1319 make that decision to eliminate the Social Security number

1320 from the cards?

1321 Dr. {Agrawal.} I think we as an agency could do that.

1322 Again, however, as we have discussed this with the GAO,

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1323 making this change would require changes to over 70 systems
1324 that CMS has. It would also require changes to state
1325 Medicaid agency systems, private insurers that deal with us
1326 in Part C and D as well as even potentially on the provider
1327 side. So there is quite a bit of burden across the
1328 healthcare community to make this change. Again, we are not
1329 opposed to it. I think as an agency we just need to be
1330 adequately resourced to be able to take on that challenge.

1331 Mr. {Murphy.} Just don't hire the same company that did
1332 the Obamacare rollout. You can do better. Ms. Schakowsky
1333 first.

1334 Ms. {Schakowsky.} I would like to talk a little bit
1335 about fraud and the Medicare Part D program. Dr. Agrawal,
1336 CNS released a Medicare Part D proposed rule in January of
1337 2005. What steps did that rule take to reduce fraud in
1338 Medicare Part D?

1339 Dr. {Agrawal.} So just to clarify, this is the rule
1340 that we finalized now 3 weeks ago or roughly 3 weeks ago, is
1341 that correct?

1342 Ms. {Schakowsky.} Yes.

1343 Dr. {Agrawal.} Yeah. I think that rule is going to

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1344 have really important impact for us in Part D. One thing is
1345 it extends our controls and safeguards in Parts A and B to
1346 Part D. It will actually require an enrollment of providers
1347 in the Medicare program to--even if all they do is prescribe
1348 in the Part D program. So we will have much more
1349 transparency into who those providers are, and I think
1350 importantly, we can keep revoked and excluded providers out
1351 of the Part D program so they can no longer prescribe.

1352 A second big impact is that it will allow us for the
1353 first time to go after abusive prescribing. So this will be
1354 not just those prescribers that have actually committed fraud
1355 but will allow us to go upstream of the problem and be
1356 actually much more preventive to make sure that prescribers
1357 that are endangering the safety and health of our
1358 beneficiaries, for example, can be taken action against and
1359 we can actually kick them out of the program.

1360 Ms. {Schakowsky.} So it is a financial issue, but also
1361 a health issue for a patient?

1362 Dr. {Agrawal.} Absolutely.

1363 Ms. {Schakowsky.} Okay. So I appreciate these steps.
1364 Fraud in Part D appears to be a problem that is increasing,

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1365 and it is important that CMS act quickly to nip this fraud in
1366 the bud.

1367 Mr. Chairman, fraud is not the only problem with
1368 Medicare Part D. Waste and abuse is also a problem. In
1369 particular, taxpayers and beneficiaries are forced to pay too
1370 much for prescription drugs because Medicare Part D plans are
1371 not able to negotiate for lower prices. The poster child for
1372 high Medicare Part D prices will soon be Sovaldi which Mr.
1373 Waxman was talking about, the Hepatitis C drug manufactured
1374 by Gilead. The company charges \$84,000 for a course of
1375 treatment. A recent analysis by researchers from Georgetown
1376 University and the Kaiser Family Foundation found that
1377 Medicare Part D coverage for Sovaldi alone would increase
1378 Medicare drug spending by \$6.5 billion, or 8 percent, in 2015
1379 which is an astounding amount of money for one drug. While
1380 Gilead provides substantial discounts on the drug in other--
1381 on this same drug in other countries and for the VA and the
1382 Medicaid program, these discounts are not available to
1383 Medicare Part D plans. According to the studies' authors,
1384 ``It is likely to be hard for Part D plans to have an impact
1385 on the price in the case of Sovaldi. Part D sponsors have

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1386 little negotiating power.'

1387 Mr. Chairman, Sovaldi is not unique. Part D plans are
1388 not able to obtain significant discounts on many expensive
1389 drugs. So Mr. Cantrell, the Inspector General has conducted
1390 analyses of Part D drug prices and compared prices charged
1391 for the same drugs on Medicaid. Can you tell us what those
1392 investigations have found?

1393 Mr. {Cantrell.} I can tell you that Part D drug prices
1394 are higher. We are paying more in Medicare than we are in
1395 Medicaid, and our work has come out of the Office of
1396 Evaluation and Inspections and somewhat from the Office of
1397 Audit Services. So I will pass onto Ms. Jarmon.

1398 Ms. {Schakowsky.} Okay.

1399 Ms. {Jarmon.} One of the things we have looked at are
1400 rebates for the rebates that are actually--the Part D prices
1401 were higher than Medicaid prices because Medicaid received
1402 higher rebates. Average rebates for Medicaid drugs were 45
1403 percent of the cost while average rebates from Part D drugs
1404 were only 19 percent of cost. And in the compendium on
1405 implemented recommendations, we actually have several
1406 recommendations related to payment policies, looking at lab

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1407 costs, also differences between Medicare and Medicaid prices
1408 for these same services.

1409 Ms. {Schakowsky.} And how much would the--so you are
1410 saying that there is an administration proposal that would
1411 end the waste and require higher rebates for Part D drugs, is
1412 that right?

1413 Ms. {Jarmon.} I am not sure if there is a proposal.

1414 Ms. {Schakowsky.} Dr. Agrawal?

1415 Dr. {Agrawal.} There is. There is an item in the
1416 President's budget that would put Medicare payments on par
1417 with the Medicaid rebates.

1418 Ms. {Schakowsky.} And how much would that proposal save
1419 taxpayers?

1420 Dr. {Agrawal.} I would have to look back at the O Act
1421 estimation. I can get back to you about that.

1422 Ms. {Schakowsky.} Okay. What I--the number I have
1423 heard, and you can confirm it, is about \$150 billion would be
1424 saved by that one change.

1425 Dr. {Agrawal.} Right.

1426 Ms. {Schakowsky.} And I would certainly support that
1427 change. Thank you, and I yield back.

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1428 Mr. {Murphy.} Thank you. Now I recognize Mr. Olson for
1429 5 minutes.

1430 Mr. {Olson.} I thank the chair for having this hearing
1431 that is required by our rules. Welcome to all the witnesses.
1432 Before I get to my questions, I want to tell you about how
1433 Medicare fraud looks like back home in Texas 22, in Houston
1434 in particular. These are some stories that have been in
1435 local papers. January 24, 2014, ``Houston medical device
1436 supplier charged with \$3.4 million in Medicare fraud.''
1437 February 2, 2 weeks later, Houston psychiatrist indicted for
1438 \$158 million in Medicare fraud. February 29, Houston
1439 physician arrested in healthcare fraud conspiracy. In that
1440 case, CMS missed the fact that one person had been tested
1441 1,000 times and billed those tests over a 3-year period.
1442 April 3 of 2014, ``Houston businesswoman convicted of \$1.5
1443 million in Medicare fraud.' ' April 24, 3 weeks later, ``\$70
1444 million alleged healthcare scam busted in Texas.' ' And
1445 finally, June 4 of 2014, ``Houston physician and four others
1446 indicted for \$2.9 million in healthcare fraud in state and
1447 federal case.' ' That is 6 months and \$200 million in fraud
1448 in Houston. And that is what we have known. That is what

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1449 has been charged, what has been put in the press. We know
1450 that it is much, much worse in Houston and all across
1451 America.

1452 One area of abuse is billing Medicare for ambulance
1453 services that aren't given or provided or needed. As was
1454 mentioned by some of our witnesses, Houston is one of seven
1455 cities in America that have a moratorium on new ambulance
1456 services under Medicare. And I believe, Mr. Cantrell, in
1457 your testimony you said that because of the moratorium,
1458 Houston's costs have gone down 50 percent since 2010. Is
1459 that correct?

1460 Mr. {Cantrell.} I am not linking it directly to the
1461 moratorium, sir, but based on our collective efforts, yes,
1462 our enforcement efforts and administrative efforts.

1463 Mr. {Olson.} You anticipate my question. So it is not
1464 due moratorium. It may be due to putting people in jail as
1465 opposed to some sort of combination thereof?

1466 Mr. {Cantrell.} Absolutely. We think putting people in
1467 jail who commit these crimes is paramount to success in this
1468 area.

1469 Mr. {Olson.} Can you get us that data, separate the

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1470 moratorium from actually putting people in jail? Is that
1471 possible?

1472 Mr. {Cantrell.} We haven't studied that, the impact of
1473 the moratoria. I don't know if Dr. Agrawal--

1474 Mr. {Olson.} Dr. Agrawal, any possibility of having
1475 that information?

1476 Dr. {Agrawal.} Well, we are monitoring the, you know,
1477 certain measures like utilization and cost in the moratoria
1478 area. I think statistically it is very hard to desegregate
1479 all the work that we are doing from the moratorium alone. In
1480 fact, you know, we bring a package of activities between us
1481 and the Office of Inspector General that allow us to attack
1482 these problems head on. The moratorium is one component. We
1483 also have, as you saw the report, the fraud prevention system
1484 enrollment requirements. So I think all of those things
1485 together clearly have impact. It is very hard to desegregate
1486 and say that this is the impact of one of those things.

1487 Mr. {Olson.} Do you plan to expand the moratorium?

1488 Dr. {Agrawal.} Pardon me?

1489 Mr. {Olson.} Do you--expand the moratorium with the
1490 seven cities, making it longer?

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1491 Dr. {Agrawal.} Well, what we are doing currently, since
1492 this is a new authority and the first time that CMS has
1493 really implemented it, is that we are studying it to see what
1494 impact it does have, making sure that it plays a useful role
1495 in our toolbox and that it allows us to, you know, take
1496 action against providers that are already in those areas.

1497 So until we know the answers to those questions I think,
1498 you know, given that it has a real impact on even potentially
1499 legitimate providers, we want to be careful about expanding
1500 that authority until we really have a sense of what it does
1501 for us.

1502 Mr. {Olson.} Any idea of when that timeframe will come
1503 out and when you can tell us this is working, we will expand
1504 it in a year, 2 years, 3 years, 4 years?

1505 Dr. {Agrawal.} Well, we are required by the statute to
1506 publish a federal register notice every 6 months in order to
1507 continue the moratorium or eliminate it or implement new
1508 ones. So we will be looking forward to publishing a notice
1509 within the next month with that decision.

1510 Mr. {Olson.} So if you expand it to the seven cities
1511 currently involved in the moratorium that you will take more

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1512 cities, 12, 14, 15, 20, 25 to see if it is working? It seems
1513 to be working. Costs have gone down 50 percent since 2010.
1514 Let us go forward.

1515 Dr. {Agrawal.} Yeah, again, I think we are very open to
1516 using this authority more. I think we just want to be able
1517 to know what its impact is and make sure that we are not
1518 negatively impacting legitimate providers or beneficiary
1519 access to care. I think that is really paramount for us as
1520 an agency.

1521 Mr. {Olson.} Thank you, and I have 47 seconds left.
1522 Mr. Burgess, would you like my time or--

1523 Dr. {Burgess.} Yeah, let me just ask a question on the
1524 predictive modeling issue. Prior to the passage of the
1525 Affordable Care Act, was there any prohibition on using
1526 predictive modeling?

1527 Dr. {Agrawal.} Well, sir, in fact the predictive
1528 modeling became a requirement from the Small Business Jobs
1529 Act which preceded the ACA. There was no prohibition. I
1530 think what the Small Business Jobs act really gave us was the
1531 necessary funding to be able to implement this kind of
1532 advanced technology.

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1533 Dr. {Burgess.} But predictive modeling has long been
1534 known, particularly among the credit card agencies. I mean,
1535 I don't know how many years they have used this, but it has
1536 been some time. It is a reliable way to cut down on fraud.
1537 One of the things I have never understood is why CMS has been
1538 so slow to embrace it. I will yield back.

1539 Mr. {Murphy.} Thank you. I now recognize Mr. Tonko for
1540 5 minutes.

1541 Mr. {Tonko.} Thank you, Mr. Chair, and welcome to our
1542 panelists. Yesterday the Second Annual Fraud Prevention
1543 System Report to Congress was released which detailed some of
1544 the accomplishments of CMS in the fiscal year 2013 to
1545 identify bad actors and again protect Medicare. If we could
1546 just visit those report findings for a moment, for starters,
1547 Dr. Agrawal, can you just give us a basic description of what
1548 the fraud prevention system is and just how it works?

1549 Dr. {Agrawal.} Sure. So the fraud prevention system is
1550 an advanced piece of technology. It allows us to perform
1551 predictive analytics and other kinds of analytics on claims
1552 in Medicare as they are streaming through the system in real
1553 time. So the Medicare program sees about 4.5 million claims

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1554 per day. This allows us to more quickly and specifically
1555 identify those claims that need to be evaluated by our
1556 investigators, you know, and further develop to see if they
1557 represent aberrancies or even fraud.

1558 Mr. {Tonko.} And beyond that, are there other things
1559 that enables your office to do that that was not previously
1560 available? Are there new opportunities here with that
1561 system?

1562 Dr. {Agrawal.} Yeah. I think the system itself is a
1563 great piece of technology that allows us to, again--you know,
1564 it would be impossible for a human being to lay eyes on all
1565 4.5 million claims per day. The fact that we have an
1566 automated system to pull out those claims and those providers
1567 that are really problematic is an amazing step forward for
1568 us.

1569 In addition to that, it allows us to do certain things
1570 as well like simply deny claims that don't meet payment
1571 requirements which is an ability that the agency had before
1572 but the FPS allows us to do it more flexibly and quickly.

1573 Mr. {Tonko.} And what kind of investment has been made
1574 by CMS in the prevention system?

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1575 Dr. {Agrawal.} The Small Business Jobs Act came with
1576 about \$100 million of funding for the fraud prevention system
1577 that we have been utilizing in its implementation. You know,
1578 as I think we have pointed out earlier, we implemented the
1579 system on a very rapid timeframe and actually exceeded the
1580 expectations of the statute by going to a national view as
1581 opposed to a regional view which the statute required
1582 initially. We have also shown good progress in the
1583 implementation, going from a 3-to-1 ROI to now this year a 5-
1584 to-1 ROI that I would point out has actually been certified
1585 by the Office of Inspector General.

1586 Mr. {Tonko.} So any expanded opportunities there in
1587 terms of fiscal impact? You see it improving even beyond
1588 that?

1589 Dr. {Agrawal.} Yes. We have undertaken various
1590 measures to increase the value and return of the FPS. We
1591 are, for example, applying it against a wider spectrum of
1592 program integrity issues, actually using it to identify
1593 providers for medical review, as one example, being able to
1594 implement those automated edits as another example. We do
1595 look forward to the value of this program increasing.

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1596 Mr. {Tonko.} Okay. Thank you. And Mr. Cantrell, are
1597 you familiar with the FPS system and with the results that
1598 were released yesterday?

1599 Mr. {Cantrell.} I think Ms. Jarmon is the person to
1600 answer that question, if you don't mind.

1601 Mr. {Tonko.} Ms. Jarmon?

1602 Ms. {Jarmon.} Yes. It is not a part of Office of
1603 Investigation--the OIG office that actually did the work in
1604 looking at the fraud prevention system the second year. The
1605 first year we weren't able to certify the information because
1606 of inconsistencies, and the second year we were able to
1607 certify both the unadjusted number, the number before
1608 adjustments, to reflect what actually gets returned to the
1609 Medicare trust fund. We were able to certify both numbers in
1610 the report that went out late yesterday, the larger number
1611 being \$210 million of unadjusted projected actual and
1612 projected savings, and the adjusted number of 54.2 is a 1.34-
1613 to-1 return on investment.

1614 Mr. {Tonko.} And basically what is the significance of
1615 the certification?

1616 Ms. {Jarmon.} The significance is that the auditors

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1617 actually looked at supporting documentation. They actually
1618 did similar to financial audit work to determine the
1619 reasonableness of the numbers. So the numbers actually
1620 started out as the larger number, and we worked closely with
1621 CMS on any concerns we had if we couldn't directly associate
1622 these savings to the fraud prevention system so we got
1623 comfortable with the--really got comfortable with the
1624 unadjusted number. Like I said, it started out as a larger
1625 number. So it was the audit work that was done to make us
1626 feel comfortable that we could certify the numbers this year.

1627 Mr. {Tonko.} Thank you. And earlier you were quizzed
1628 as a panel about the legislative recommendations for further
1629 improvements in anti-fraud. Could any of you highlight which
1630 of those recommendations would be your top priority?

1631 Mr. {Cantrell.} From a law enforcement perspective, our
1632 ability to have asset seizure authority is important to OIG,
1633 but also removing the Social Security number from the
1634 Medicare beneficiary card is important from an identity theft
1635 perspective, preventing identity theft.

1636 Mr. {Tonko.} Do you all share that same priority?

1637 Ms. {King.} Yes. I think from our perspective the

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1638 removal of the Social Security number from the cards is a
1639 very high priority.

1640 Mr. {Tonko.} Okay, and Dr. Agrawal?

1641 Dr. {Agrawal.} Well, being from the agency that I am, I
1642 don't get to make the recommendations. I get to implement
1643 them. So you know, again, we look at all of them. There are
1644 others that I think have very high priority because of their
1645 impact on our enrollment and screening work. The SSN issue
1646 is one that we have looked at specifically. Again, we are
1647 open to that recommendation, just--but need to be resourced
1648 appropriately to meet its requirements.

1649 Mr. {Tonko.} Thank you very much. I yield back.

1650 Mr. {Murphy.} Thank you, Mr. Tonko. I would like to
1651 get some clarification on something the gentleman asked you.
1652 On page II of the Executive Summary of this document you
1653 released last night, the Report to Congress, Fraud
1654 Prevention, you indeed say in this little blue box, ``The
1655 results are a 5-to-1 return on investment almost double the
1656 value of the FPS in the first implementation year.'' But
1657 then when we get into the meat of the text on--it also says
1658 in here, what we found, it says Medicare fee for service

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1659 program and return on investment on--it is only \$1.34 for
1660 every dollar spent on the FPS. Can you justify for us what
1661 that distinction is?

1662 Dr. {Agrawal.} Sure. So number one, let me just say,
1663 either number, both numbers, demonstrates that the fraud
1664 prevention system has had a positive ROI. The two numbers,
1665 you know, are something that Ms. Jarmon alluded to. There is
1666 an unadjusted savings number and then an adjusted savings
1667 number. We believe in the agency that the unadjusted savings
1668 number most directly measures the impact of the fraud
1669 prevention system.

1670 Mr. {Murphy.} In which one of those, the \$5 or the
1671 \$1.34?

1672 Dr. {Agrawal.} The 5-to-1 ROI. And the reason for that
1673 is because the FPS is a piece of technology, again, as I have
1674 pointed out earlier that points to those claims and those
1675 providers that need further investigation. What the adjusted
1676 number gives you is the downstream impact of all of a series
1677 of work. So not only the outcomes of the investigation, the
1678 outcomes of any administrative processes, any recovery
1679 processes and the work of law enforcement referrals.

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1680 So it reflects dollars returned to the trust fund, but
1681 the FPS was not designed to impact the entire downstream
1682 process.

1683 Mr. {Murphy.} Ms. Jarmon and Mr. Cantrell, then he is
1684 saying your numbers aren't accurate. Is it \$1.34 or is it 5-
1685 to-1?

1686 Ms. {Jarmon.} Well, both numbers show again the
1687 positive effect of the fraud prevention system.

1688 Mr. {Murphy.} Sure.

1689 Ms. {Jarmon.} But in Office of Inspector General, we
1690 feel more comfortable with the adjusted number which shows
1691 the return on invest of 1.34-to-1 because that reflects the
1692 actual amount that is expected to be returned to the Medicare
1693 trust fund. The larger number is the number before
1694 adjustments. In some cases assets were not there to be
1695 collected. So the larger number--while it was identified by
1696 the Medicare contractors, what actually is going to come in
1697 is the adjusted number with the expected return of investment
1698 of 1.34-to-1.

1699 Mr. {Murphy.} Thank you. I appreciate that. I now
1700 recognize Mr. Johnson of Ohio for 5 minutes.

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1701 Mr. {Johnson.} Thank you, Mr. Chairman, and I thank the
1702 panel for being with us today. You know, one of the ways
1703 that has been suggested to fight fraud is increase disclosure
1704 of prior actions against providers and suppliers that were
1705 enrolling or revalidating their Medicare enrollment. So Dr.
1706 Agrawal, has CMS issued a rule on increasing disclosure of
1707 prior actions?

1708 Dr. {Agrawal.} So we have put out or--yes, we have
1709 actually put out a proposed rule that will allow for more
1710 disclosure. But one thing I would point out is, again,
1711 disclosure is one aspect of a program integrity approach. If
1712 these are really criminals, then they probably won't have
1713 much of a problem lying on an application. So we have a lot
1714 of other resources at our disposal that include data checks
1715 that go beyond anything that somebody puts on an application.
1716 And those I think data checks have had significant impact on
1717 our ability to keep people out of the program or remove them
1718 if necessary.

1719 Mr. {Johnson.} Okay. Mr. Cantrell, Ms. Jarmon, would,
1720 in your opinion, would such disclosure help fight fraud, for
1721 instance? Would contractors that CMS currently works with,

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1722 say Medicare Advantage and drug plan sponsors, be better able
1723 to identify fraudulent providers up front if they had access
1724 to such information?

1725 Mr. {Cantrell.} Well, I think for one thing, if they
1726 lied on the application, it would be a means for us to charge
1727 them with that actual crime. So we like that attestation by
1728 the provider or whoever is attesting to the facts on the
1729 application so that we--or in this case, someone might
1730 withhold some information, to use against them as evidence if
1731 you will of intent to commit fraud. So I think it would help
1732 our efforts on the prosecution and enforcement side.

1733 Mr. {Johnson.} Okay. Ms. Jarmon, any comment?

1734 Ms. {Jarmon.} Yes, and it is in line with what we have
1735 also been recommending that the Part C and Part D contractors
1736 report fraud also so that they can use that information to
1737 try to make sure the bad actors are not in the program.

1738 Mr. {Johnson.} Okay. Ms. King, are Medicare
1739 contractors able to share such information with each other?
1740 For instance if a patient or provider is suspected of fraud
1741 and they change plans during open enrollment, would a plan a
1742 beneficiary is leaving be able to communicate with a plan

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1743 they are joining about the suspected fraud?

1744 Ms. {King.} I am not sure of the answer on that. Let
1745 me get back to you.

1746 Mr. {Johnson.} Can you take that for the record and get
1747 back--

1748 Ms. {King.} I don't believe they can, but I am not
1749 positive.

1750 Mr. {Johnson.} Okay. All right. Well, certainly it
1751 would be good if they could, right? Okay. Also for Ms.
1752 King, Medicare administrative contractors known as MACs, MACs
1753 were created about a decade ago. Today they serve as the
1754 primary bill payers for Medicare claims. Given that the bulk
1755 of Medicare reimbursements are processed by MACs, the bulk of
1756 improper payments are also made by MACs. I know GAO is
1757 currently wrapping up work examining the work of the MACs.
1758 Do you have any early observations on your work that you can
1759 share with our committee?

1760 Ms. {King.} Not from the work that is ongoing, but we
1761 did release some work recently that looked at a lot of their
1762 requirements. There are different types of contractors that
1763 do post-payment review for fee-for-service claims, and we

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1764 found a lot of variety among the requirements that they are
1765 subject to which is a source of confusion for providers. And
1766 we recommended that the CMS take steps to align those
1767 requirements where it wouldn't hurt program integrity
1768 efforts.

1769 Mr. {Johnson.} Okay.

1770 Ms. {King.} So streamlining--not streamlining but
1771 making the requirements more consistent across contractors we
1772 think would be helpful.

1773 Mr. {Johnson.} Okay. And then a follow-up, Ms. King.
1774 GAO has conducted work looking at CMS's management of all
1775 program integrity contractors. GAO made several interesting
1776 findings including the fact that CMS did not standardize its
1777 requirements for all contractors. One of the consistent
1778 findings from GAO's work over the years is that CMS will
1779 often sign a contract for a program integrity function but
1780 either fail to measure the right functionality and activities
1781 from the contractor or failed to assess progress as the
1782 contractor conducts the work.

1783 So in what ways do you think the current contracting
1784 mechanism that CMS uses, which is subject to the federal

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1785 acquisition rules or the FAR, might hinder CMS's flexibility
1786 to manage the program well?

1787 Ms. {King.} Are you referring to the MAC's or the
1788 program integrity contractors, if I might ask a clarifying
1789 question?

1790 Mr. {Johnson.} I think we are talking about management
1791 of all program integrity contractors.

1792 Ms. {King.} Okay. We did some work recently that
1793 evaluated the program integrity contractors that are called
1794 ZPICs, and we did find that they had a positive return on
1795 their investment. And they are FAR contracts subject to the
1796 FAR and they are cost plus award fee contracts. The one--we
1797 made some recommendations to CMS that they could further link
1798 the program integrity contracts with their higher goals in
1799 the GPRA Act so that the goals from the top of the agency
1800 flow down through the program integrity contractors.

1801 Mr. {Johnson.} Okay. So do you think that the current
1802 contracting mechanism that CMS uses would hinder their
1803 flexibility to manage the program well?

1804 Ms. {King.} I don't have reason to believe that it
1805 does.

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1806 Mr. {Johnson.} I yield back, Mr. Chairman.

1807 Mr. {Murphy.} Thank you. I now recognize Mr. Long for
1808 5 minutes.

1809 Mr. {Long.} Thank you, Mr. Chairman, and thank you all
1810 for being here today. Ms. King, I want to direct my
1811 questioning toward you, and in my questioning I would like to
1812 focus on the issue of post-payment audits within the Medicare
1813 program and the effect they are having on hospitals and small
1814 businesses across the State of Missouri.

1815 In the Dallas airport last Friday I ran into a fellow
1816 that happened to be one of my constituents. We both happen
1817 to be flying back to Springfield, and he owns a prosthetics
1818 and orthotics company. If you go to Google and look that up,
1819 O&P, it is the evaluation, fabrication and custom fitting of
1820 artificial limbs and orthopedic braces. I am sure you know
1821 that--but custom fitting. He sat and told me that Medicare
1822 is sitting on a quarter million dollars or better in these
1823 RAC audits. And so as I go through this little line of
1824 questioning that I have here, I want you to keep in mind that
1825 fellow. It is him and his wife and his son. They own a
1826 little O&P business in my district, and think about a small

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1827 businessman that is sitting around waiting for a quarter
1828 million dollars and when he might see that money.

1829 But as you know, Medicare currently contracts with
1830 private vendors referred to as recovery audit contractors,
1831 RACs, to perform these payment audits. These contractors are
1832 paid on a contingency fee basis receiving a share of the
1833 improper payments they identify, and they are not penalized
1834 if the alleged improper payments are overturned on appeal.
1835 So they are going to hold this money and try and prove--
1836 because they are going to benefit if they are going to make
1837 money by proving that these were paid when they shouldn't
1838 have been paid. But if they are wrong and they hold this
1839 guy's money forever and put him out of business, if it is
1840 overturned on appeal, there is no penalty for those
1841 companies. As a result, the demands with the contractor for
1842 medical billing, for medical and billing records, have nearly
1843 doubled since 2012. Ultimately this has resulted in
1844 administrative quagmire where the Office of Medicare Hearings
1845 and Appeals has suspended the ability for providers to appeal
1846 their decisions due to the backlog of almost 357,000--357,000
1847 cases they are backlogged. So they have suspended him.

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1848 I recognize that the post-payment audits are an
1849 appropriate tool for HHS to employ and have also successfully
1850 recovered millions from genuine bad actors in the system.
1851 But there are a lot of small business people just like my
1852 constituent that are out there waiting for this money. Now
1853 it has been suspended. The people that are doing the audits
1854 are getting paid for what they find, and even if it is
1855 overturned on appeal there is no penalty for those people.

1856 So one question I have is do you believe that the
1857 current structure of the system is designed in such a way
1858 that it incentivizes quality--or excuse me, quantity over
1859 quality of these audits?

1860 Ms. {King.} Let me answer your question in several
1861 parts. You are correct that the RACs are paid on a
1862 contingency fee basis, and they are paid differently from all
1863 the other post-payment review auditors who are paid on a cost
1864 basis. And initially, the RACs were not penalized if
1865 payments were overturned on appeal, but now they are. So if
1866 they lose on appeal, they have to--

1867 Mr. {Long.} Okay. I--

1868 Ms. {King.} There is a penalty there.

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1869 Mr. {Long.} I had incorrect information on that, ma'am.

1870 Ms. {King.} It was initially correct. The volume of
1871 audits done by the RACs has increased substantially over the
1872 last several years, and they do by far--

1873 Mr. {Long.} Have they doubled since 2012?

1874 Ms. {King.} Oh, more than that. Well, not since 2012
1875 but probably since 2010 or 2011. And like for example--

1876 Mr. {Long.} My information says 2012, but okay.

1877 Ms. {King.} They have gone up a lot and your--

1878 Mr. {Long.} Are there 357,000?

1879 Ms. {King.} Yeah, they are--out of the--

1880 Mr. {Long.} Backlogged?

1881 Ms. {King.} Of the \$2.3 million of--2.3 million post-
1882 pay audits in 2012, about 2.1--

1883 Mr. {Long.} Those are audits, not dollars, right?

1884 Ms. {King.} Audits, yes.

1885 Mr. {Long.} Okay.

1886 Ms. {King.} 2.1 million of them were done by the RACs.
1887 There is--you are also correct that there is a huge backlog
1888 in appeals, and we have--

1889 Mr. {Long.} What do you do for a small business guy

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1890 like mine? He and his wife and his son are trying to make a
1891 living in a custom-fit part that is not returnable. Nobody
1892 else can use that. If they say, oh, you shouldn't have got
1893 that part, we should not reimburse you for that part, what do
1894 you do in that situation? I mean, what can we do?

1895 Ms. {King.} Well, I think there are a few things. You
1896 know, one is that I would be curious to know what the reason
1897 is for the payment being declared being improper. If it is a
1898 documentation error--

1899 Mr. {Long.} But the company that is declaring it is
1900 going to get compensated if they can prove that it is,
1901 whether it is or not.

1902 Ms. {King.} No. But there--

1903 Mr. {Long.} Maybe you can correct me on this, too.

1904 Ms. {King.} There--

1905 Mr. {Long.} Excuse me, ma'am.

1906 Ms. {King.} Oh, I am sorry. It is my understanding
1907 that like it is 93 and above, maybe 97--93, 97, somewhere in
1908 that range of these 357,000 cases are going to be adjudicated
1909 have been fine in the first place, and the small business guy
1910 should have been paid his money. Is that correct? Is it

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1911 over 90-some percent that were--

1912 Ms. {King.} I don't know the numbers on that.

1913 Mr. {Long.} --proper in the first place and they were
1914 holding this money?

1915 Ms. {King.} I don't know. I don't know the numbers on
1916 that but--

1917 Mr. {Long.} Okay. Well, can you find out for me and
1918 see if that is accurate, if it is above 90-some percent that
1919 they say, oh, yeah, we should have paid you months and months
1920 and months ago, maybe after he's out of business?

1921 Ms. {King.} Well, I have been asked to look at the
1922 appeals process and look at the backlog and determine what
1923 some of the underlying reasons are and to figure out whether
1924 we have any recommendations for solutions.

1925 Mr. {Long.} Has the GAO ever made any recommendations
1926 and more efficiently review claims after payments were made?

1927 Ms. {King.} We have made some recommendations to
1928 improve the consistency of the requirements that the post-
1929 payment review audit contractors are subject to, and we have
1930 further work under way that is looking at the post-payment
1931 review process, and that should be out later this summer.

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1932 Mr. {Long.} Okay.

1933 Mr. {Murphy.} Gentleman's time has expired.

1934 Mr. {Long.} Thank you. I yield back.

1935 Mr. {Murphy.} Now I recognize Ms. Ellmers for 5
1936 minutes.

1937 Mrs. {Ellmers.} Thank you, Mr. Chairman, and thank you
1938 to our panel. I have a number of questions, so I would
1939 really like to get right into my questioning. And I just
1940 want to start by saying, you know, just as my colleague, Mr.
1941 Long--I also, as we all do, have constituents who are very,
1942 very concerned about this issue. They are small business
1943 owners. They are medium-sized business owners. They are
1944 taking care of our patients. They are taking care of
1945 Medicare patients.

1946 Now, I just want to outline for you just how ridiculous
1947 this process is in relation to the MAC, both RAC and MAC,
1948 absolutely ridiculous.

1949 Oxygen, CPAP, hospital beds. They outline for me over a
1950 year time--we are talking about 2,600 of those filled. Of
1951 those, they have 1,228 audits. That is 46 percent. Why
1952 would any business have to be audited 46 percent? Dr.

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1953 Agrawal?

1954 Dr. {Agrawal.} Thank you for the question. I think you
1955 highlight a really important and complex topic, so I think
1956 what this highlights is--and we try to achieve a balance
1957 every day between not being burdensome on providers, making
1958 sure that beneficiaries can get access to the services that
1959 they need, and yet being fiscal stewards of the trust fund as
1960 required by law.

1961 Mrs. {Ellmers.} And--

1962 Dr. {Agrawal.} And these are areas--just to complete
1963 the thought, if you don't mind. DME supplies, orthotics and
1964 prosthetics are areas that the OIG has identified as being
1965 very high for improper payment rates.

1966 Mrs. {Ellmers.} Okay. I am going to stop you right
1967 there--

1968 Dr. {Agrawal.} 70 percent of DME alone.

1969 Mrs. {Ellmers.} --and reclaim my time because the issue
1970 here is they are not getting paid. The product has gone out
1971 to the patients, to the family that is taking--the caregivers
1972 who are taking care of this patient. This patient has
1973 oxygen, this patient has a hospital bed. But they have not

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1974 been paid. And the timeline, the ridiculous timeline. You
1975 know, we are talking about the process of the audit, and then
1976 we have the redetermination period. Then we have the
1977 reconsideration period, and now the Administrative Law Judge,
1978 they are coming in and saying, you know what? We can't even
1979 take anymore new appeals. You know, there is going to be a
1980 2-year waiting just to get a hearing. How can anyone run a
1981 business if they are not going to get paid for some of the
1982 most basic--I am a nurse. These are basic items that our
1983 seniors need and use every day. How can these gentlemen that
1984 run this business in my district continue to keep their doors
1985 open when they are not getting paid? Can you please just
1986 tell me how that can be possibly addressed?

1987 You--now, let me back up also. One of the issues in
1988 talking about the fraud--and this is what I see here. There
1989 is fraud. We all know that there is fraud and abuse of the
1990 system. But you are going after the good guys to make up the
1991 dollar difference. You are not addressing the real fraud
1992 issues that are there. You are not taking recommendations
1993 and applying them. Your own recommendations--let me ask a
1994 question, Dr. Agrawal. As far as the audit system, if the

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1995 provider is found to, you know, have a low denial rate, why
1996 are we not rewarding them? Why are we not saying, look, you
1997 are in this category, you know, whether you want to score
1998 them, you know, grade them. Why are we not rewarding them?

1999 Dr. {Agrawal.} I think that is a great point and idea.
2000 In fact, that is something that we got from the provider
2001 community and we are actually implementing in the next round
2002 of RAC contracts.

2003 Mrs. {Ellmers.} And when will that round be?

2004 Dr. {Agrawal.} Well, we have been engaged in that
2005 procurement for a while now, but the procurement itself has
2006 come under protest. So we would have looked forward to
2007 actually having it completed by now. But it is currently in
2008 that protest process.

2009 Mrs. {Ellmers.} And who is protesting it?

2010 Dr. {Agrawal.} Other contractors.

2011 Mrs. {Ellmers.} So these folks, my constituents and
2012 every other provider is just left in limbo right now, not
2013 getting paid?

2014 Dr. {Agrawal.} Well, I would point out--

2015 Mrs. {Ellmers.} You know, being good actors, you know,

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2016 playing by the rules, doing everything they can. They are
2017 not getting paid, and we are waiting because someone is
2018 protesting?

2019 Dr. {Agrawal.} Let me just say that these audits are
2020 required by law. The contingency fee structure was set up in
2021 statute. This is not typically the way that--you know, most
2022 of our other contractors are not paid that way, either. They
2023 also post-pay audit, so they did in fact get paid. These
2024 are--and just to differentiate sort of improper payments from
2025 fraud, these are tools that we actually utilize to lower the
2026 improper payment rate, which this committee has identified as
2027 a priority, I think we can agree. And you know, the areas
2028 that the RACs have gone after are areas where there is high
2029 cost and high improper payments. The DME supplies I just
2030 pointed out--

2031 Mrs. {Ellmers.} Well, how is it--

2032 Dr. {Agrawal.} --are those areas--

2033 Mrs. {Ellmers.} How does the RAC auditor--how do they
2034 determine--what is it that makes them, that puts the red flag
2035 up that they need to go in and audit? What is it?

2036 Dr. {Agrawal.} I think one of the best early indicators

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2037 is where the improper payments are based on our CERT audits
2038 that are also required by law. So the CERT audits pointed
2039 out for example that the improper payment rate in DME is
2040 about 70 percent so--

2041 Mrs. {Ellmers.} Okay. But why--okay. So--

2042 Mr. {Murphy.} It was in--

2043 Mrs. {Ellmers.} --XYZ provider now has auditors, and
2044 what is it that they did that alerted the RAC auditor to come
2045 in?

2046 Dr. {Agrawal.} Oftentimes it is the area in which they
2047 operate. Again, the areas of high--

2048 Mrs. {Ellmers.} What do you mean the area?

2049 Dr. {Agrawal.} So if they are a DME supplier and 70
2050 percent of DME payments are improper, then you are obviously
2051 going to go--

2052 Mrs. {Ellmers.} So DME provider is just subject to a
2053 random audit at any given time?

2054 Dr. {Agrawal.} It is not typically random. It is based
2055 on real analytical work to see where improper payments could
2056 reside among the specific suppliers. In addition, as I
2057 mentioned to you, we are very interested in rewarding those

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2058 that have low denial rates so that they get audited less
2059 frequently and at less volume.

2060 Mrs. {Ellmers.} But we don't know when that will happen
2061 because we are in a protest.

2062 Dr. {Agrawal.} We are as--you know, we want to get the
2063 RACs up and running as quickly as anybody else.

2064 Mrs. {Ellmers.} Okay. Thank you, Mr. Chairman, for
2065 indulging me. I am over my time, but I would like to submit
2066 for the record and ask unanimous consent, there is a
2067 memorandum to OMHA Medicare appellants on the time, the
2068 length of time for the Administrative Law Judge hearings on
2069 the claims and entitlement appeals.

2070 Mr. {Murphy.} Thank you. Any objections?

2071 Ms. {DeGette.} Let me see that document.

2072 Mr. {Murphy.} Could you send that document over here
2073 for a second. Thank you. While that is being looked over,
2074 let me just ask a question here that I think is important,
2075 too. When people get caught for Medicare fraud--is that
2076 acceptable? Do they--that is acceptable for the record.

2077 [The information follows:]

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2078 ***** COMMITTEE INSERT *****

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|

2079 Mr. {Murphy.} When people get caught for Medicare
2080 fraud, are they going to jail? Are you fining them? What
2081 kind of examples can they be made of, if I can end with a
2082 preposition there? So are there current penalties that are
2083 incurred upon folks who are involved with Medicare fraud?
2084 Mr. Cantrell?

2085 Mr. {Cantrell.} They are going to jail more and more.
2086 The DOJ reported in strike force cases over 2013, the average
2087 length of sentence was 52 months. And that is a fairly
2088 substantial time for this kind of crime, and that is an
2089 average from 2013. Over the last several years the average
2090 has been since the implementation of strike force, 47 months.
2091 So they are going to jail. There are criminal fines. There
2092 are criminal forfeitures that are applied, and that is the
2093 result--that is the work that results in the recoveries that
2094 the government has received.

2095 Mr. {Murphy.} So can I ask then, of those who are--when
2096 you catch someone, the likelihood that they will serve time,
2097 they will pay a fine, any idea what those numbers are like?

2098 Mr. {Cantrell.} I don't have the percentage, sir.

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2099 Mr. {Murphy.} That would be important if we get those--

2100 Ms. {King.} I believe that we have some information on
2101 that, sir.

2102 Mr. {Murphy.} Yes? You do, Ms. King? If you can get
2103 that to us--

2104 Ms. {King.} We do.

2105 Mr. {Murphy.} Do you know anything offhand or can you
2106 get those to us?

2107 Ms. {King.} I don't remember off the top, but I can
2108 tell you that most of the people--we did some work on 2010
2109 data that came out I think in 2012. Most of the people who
2110 are investigated for fraud, both criminally and civilly,
2111 those actions do not go forward. On the criminal side, only
2112 about 15 percent of the investigations actually result in the
2113 action going forward.

2114 Mr. {Murphy.} What is that percent?

2115 Ms. {King.} 15 percent.

2116 Mr. {Murphy.} 15 percent? Only 15 percent actually go
2117 forward to some criminal prosecution?

2118 Ms. {King.} Yes.

2119 Mr. {Murphy.} Are the rest somehow settled or does that

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2120 mean you have an 85 percent chance of getting away with it?

2121 Ms. {King.} No, that is the settlements. You know,

2122 some investigations just do not go forward for a host of

2123 reasons.

2124 Mr. {Murphy.} Okay. So for example, they are not

2125 really guilty of fraud or if there is no fraud charges there.

2126 Is that what that is--am I correct in that?

2127 Ms. {King.} Well, there are no fraud charges finally

2128 brought or there is no settlement.

2129 Mr. {Murphy.} I guess what we want to know, if someone

2130 is--there is a fraud charge, what is the likelihood they are

2131 going to see the inside of a prison cell or pay a fine? The

2132 rate of success?

2133 Ms. {King.} I believe we have some high-level data on

2134 what the results are not bound to the length of the sentence

2135 but the types of penalties imposed.

2136 Mr. {Murphy.} We would like to--Ms. DeGette, do you

2137 have a quick question?

2138 Ms. {DeGette.} I just have a follow-up. Mr. Cantrell,

2139 the IG identified problems with Medicare C and D plans not

2140 reporting data and recommended that the CMS make the

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2141 reporting mandatory. Is that correct?

2142 Mr. {Cantrell.} That is correct.

2143 Ms. {DeGette.} And Dr. Agrawal, has CMS done that?

2144 Dr. {Agrawal.} Well, we have taken a number of steps to
2145 better align Medicare C, D and you know, the fee-for-service
2146 programs. I talked earlier about the Part D rule that was
2147 going to allow us to require provider enrollment in Part D.

2148 We are also working on other activities like the
2149 healthcare fraud prevention partnership that actually allows
2150 us to exchange data and best practices directly with the
2151 private sector so that we can jointly, you know, work to
2152 detect and prevent fraud.

2153 Ms. {DeGette.} Right. So I am going to take that
2154 answer as a no, you have not made it mandatory, is that
2155 right?

2156 Dr. {Agrawal.} We have currently not yet made it
2157 mandatory.

2158 Ms. {DeGette.} Yeah. Thanks. I think frankly, Mr.
2159 Chairman, I think CMS needs to do that because we know there
2160 is a lot of fraud in those Part C and Part D programs. I
2161 appreciate the efforts that the agency has made on those

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2162 other ends, but I think making it mandatory would really
2163 help. And I appreciate your indulgence, Mr. Chairman.

2164 Mr. {Murphy.} Thank you. Mr. Long and Ms. Ellmers have
2165 each asked for 1 minute.

2166 Mr. {Long.} Just a quick follow-up, Dr. Agrawal. When
2167 you were answering Congresswoman Ellmers' questions, you said
2168 70 percent. Are you talking about O&P or are talking about
2169 prosthetics? That business? 70 percent of them are not
2170 correct on their billing?

2171 Dr. {Agrawal.} No, what I was identifying was that
2172 there is a high improper payment rate for DME, but there is
2173 also a high improper payment rate in orthotics and
2174 prosthetics.

2175 Mr. {Long.} Okay.

2176 Dr. {Agrawal.} Those are reports that the OIG has also
2177 published.

2178 Mr. {Long.} Okay, because if what my constituent is
2179 telling me is accurate, isn't it 93 or 97 percent they go
2180 ahead and pay eventually, some time, a couple years from now.
2181 The 70 percent didn't match. So I just wanted a
2182 clarification on that.

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2183 Dr. {Agrawal.} Well, if I could clarify on that point,
2184 sir, so of all of the RAC overpayment determinations, only 7
2185 percent are actually overturned on appeal. That is 7. So of
2186 all the overpayments that the RACs actually get from
2187 providers, 7 percent go onto appeal and at any level of
2188 appeal--

2189 Mr. {Long.} Yeah, but we are talking apples and
2190 oranges. We are talking about how many were not improper in
2191 the first place is what my question is, not how many were
2192 overturned on appeal.

2193 Dr. {Agrawal.} Okay. Got you, sir.

2194 Mr. {Murphy.} Thank you. Ms. Ellmers, 1 minute.

2195 Mrs. {Ellmers.} Thank you, Mr. Chairman. Dr. Agrawal,
2196 I have a question, too, about what is the period of time--a
2197 provider has an audit and maybe they haven't been educated.
2198 I know that you said that there is an effort to educate. Is
2199 there a grace period? Is there a time? What time limit from
2200 a change that is made to the time that the auditor goes in
2201 are we looking at? If something is flagged to, you know, for
2202 an audit?

2203 Dr. {Agrawal.} So if I am understanding the question, a

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2204 change in payment policy that would then--

2205 Mrs. {Ellmers.} Right.

2206 Dr. {Agrawal.} --downstream be enforced?

2207 Mrs. {Ellmers.} Yeah. So a change is made. The
2208 provider may or may not have had time to--what is that--what
2209 does CMS consider a reasonable time that that provider should
2210 know that a change has occurred?

2211 Dr. {Agrawal.} Sure. So I don't think there is a set
2212 time period, you know, the kind of set time period that you
2213 are identifying. I will point out that a lot of the audits--

2214 Mrs. {Ellmers.} So the change could be made and the
2215 next day the auditor can be in the office?

2216 Dr. {Agrawal.} It is typically not like that. The
2217 majority of audits that we conduct are around rules and
2218 policies that are very well known by the provider community.
2219 So the high improper payment rates in DME for example are
2220 based on documentation requirements that have been around for
2221 a while.

2222 Mrs. {Ellmers.} Okay. So that is not what I am hearing
2223 from my constituents. My constituents are looking at the
2224 situation. They are saying, look, we weren't even aware of

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2225 that change. Ms. King, would that be--you know, is that
2226 something GAO has recommended, that there be a grace period
2227 time or anything like that?

2228 Ms. {King.} It is not an issue that we have looked at.

2229 Mrs. {Ellmers.} Okay.

2230 Ms. {King.} But you raise an interesting question about
2231 education of providers about the documentation requirements
2232 and the rules.

2233 Mrs. {Ellmers.} One last question, Dr. Agrawal. You
2234 did say that one of the things that you are suggesting in the
2235 change in the next RAC audit time period is, you know, the
2236 idea that those are rewarded. What would you say the
2237 percentage, if you have got a low denial rate? Throw out a
2238 number.

2239 Dr. {Agrawal.} I don't have a specific number. You
2240 know, we can actually get that for you based on the--

2241 Mrs. {Ellmers.} Well, I would like to work with you--

2242 Mr. {Murphy.} Thank you.

2243 Mrs. {Ellmers.} --on that. Thank you so much, and
2244 thank you, Mr. Chairman.

2245 Mr. {Murphy.} Dr. Burgess, you have some concluding

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2246 questions?

2247 Dr. {Burgess.} Thank you, Mr. Chairman. Okay. Well, I
2248 want to go back for a minute to the article, the Bloomberg
2249 article, that I referenced that was published on April 28th
2250 of this year. Doctors get millions from Medicare after
2251 losing their licenses. And this article goes through
2252 sometimes in rather painful detail of how a doctor would lose
2253 their license in one state and then be able to bill Medicare
2254 in another state. I realize that states have a
2255 responsibility here as well. But you as the payer for Center
2256 for Medicare and Medicaid Services, you ultimately have the
2257 responsibility about those dollars going out, and even though
2258 New Mexico may have erred in not checking a database for
2259 someone who lost their license in Ohio, which was the case of
2260 one of the doctors that was referenced here, Medicare paid
2261 that doctor an additional \$660,000 for that doctor to treat
2262 patients in New Mexico. You know, the question is, why won't
2263 CMS at least do the basics on checking with the National
2264 Practitioner Data Bank to see if there is a problem with this
2265 doctor's license?

2266 Dr. {Agrawal.} Congressman, it is not a question of

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2267 will, it is a question of authorities. So loss of licensure
2268 is one of the best triggers that we have for removing
2269 somebody from the Medicare program. If a provider loses
2270 their license in one state, however, and they have a license
2271 that is active in another state, we are bound by limits of
2272 authority about, you know, whether or not we can revoke that
2273 person across the entire Medicare program. We can certainly
2274 revoke or eliminate any enrollment in the state in which they
2275 lost their license. But loss of licensure in one state is
2276 not in and of itself a basis for losing enrollment
2277 nationally.

2278 Now, if there was something underlying the licensure
2279 loss--

2280 Dr. {Burgess.} I have to stop you there. I find that
2281 absolutely incredulous. A guy loses his license, and some of
2282 these doctors were charged with fairly serious crimes. And
2283 because they had good lawyers, they were able to keep their
2284 license in another state. But I mean, does that at least not
2285 trigger some sort of basic curiosity on the part of CMS as to
2286 why the doctor lost their license in a given state, what was
2287 the crime of which they were accused and should we keep

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2288 sending them checks for \$660,000?

2289 Dr. {Agrawal.} Of course, and I, again, as a physician
2290 am very frustrated when loss of licensure in one state is not
2291 followed by loss of licensure in all states. We do look at
2292 those providers, you know, to you know, investigate or
2293 understand what they have done. But again, this comes down
2294 to due process. If there is just not an authority that we
2295 can, you know, trigger to cause the revocation, then we
2296 simply can't do it. I mean, these are the constraints that
2297 are placed on us, you know, rightfully by taxpayers to make
2298 sure we don't go too far.

2299 Dr. {Burgess.} I don't want you to go too far, and we
2300 have certainly heard from other members about some of the
2301 problems when you go too far. But should this at least--at
2302 the very least, should this not trigger some type of
2303 heightened scrutiny on the bills that are coming in from a
2304 doctor who has lost their license in another state because of
2305 the death of a patient or because they are charged with a
2306 serious crime?

2307 Dr. {Agrawal.} It can absolutely be a risk factor. I
2308 don't think that that is what is under contention. I think

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2309 the real issue is whether we can just revoke summarily across
2310 the country for loss of licensure in one state, and that is
2311 where there are significant restrictions or limitations in
2312 our authority.

2313 Dr. {Burgess.} Do you not have the authority for
2314 heightened scrutiny? I mean, you paid this guy \$660,000.
2315 Apparently we weren't scrutinizing very highly.

2316 Dr. {Agrawal.} That may or may not be true. I don't
2317 know about the, you know, the data on that particular case or
2318 what the report was. But we can subject folks to--you know,
2319 providers to medical review based on a multitude of factors.
2320 We can certainly do that in these kinds of cases. But again,
2321 providers can--as you know as well as I do, providers can
2322 lose their licenses for a variety of reasons, some of them
2323 having nothing to do with healthcare fraud or, you know, the
2324 extent of our authorities and concern.

2325 Dr. {Burgess.} Yeah, but it just raises or begs the
2326 question, should the Medicare system be paying those doctors?
2327 I mean, should they even be taking care of Medicare patients?
2328 The fundamental question, is there a way that you have of
2329 debarring someone who has been accused of or been convicted

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2330 of a fairly serious allegation and lost their license as a
2331 consequence?

2332 Dr. {Agrawal.} So we have a specific revocation
2333 authority that we utilize on a consistent basis. The OIG has
2334 an exclusion authority. GSA has a debarment authority. We
2335 utilize as triggers for our actions the GSA debarment list as
2336 well as the OIG exclusion list.

2337 Dr. {Burgess.} Is that the exclusion list here?

2338 Dr. {Agrawal.} Yes.

2339 Dr. {Burgess.} I mean, one of the permissive exclusions
2340 is license revocation or suspension. One of the mandatory is
2341 conviction on three or more occasions of mandatory exclusion
2342 offenses. I mean, what have you got to do? What have you
2343 got to do to lose your ability to bill Medicare and have you
2344 guys pay?

2345 Dr. {Agrawal.} Well, I would have to defer exclusion
2346 questions to the OIG since we don't put people on the
2347 exclusion list.

2348 Mr. {Murphy.} The gentleman's time is expired.

2349 Dr. {Burgess.} Can we let Mr. Cantrell answer the
2350 question?

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2351 Mr. {Murphy.} Mr. Cantrell?

2352 Mr. {Cantrell.} We also have a variety of limitations
2353 to our exclusions authority. There are situations--often it
2354 is the underlying crime or offense that resulted in the loss
2355 of license. But the real I think vulnerability that we face
2356 is we don't have 100 percent of the data that we would need
2357 to implement exclusions in 100 percent of the cases where we
2358 would have the opportunity and the authority. We have a
2359 voluntary reporting system to the OIG from the state boards,
2360 from other federal agencies, and so that is an area where we
2361 know we have incomplete information. But we get--we
2362 currently have 57,000-plus entities in--who are excluded, and
2363 we exclude over 3,000 every year. So there is a lack of
2364 complete data that we have access to, but there is still a
2365 great number of exclusions that occur.

2366 Dr. {Burgess.} I just have to ask you. Can you not
2367 query the National Practitioner Data Bank? Can you?

2368 Mr. {Cantrell.} I believe that we can. There were some
2369 restrictions on law enforcement access to the National
2370 Practitioner Data Bank. I can't speak to whether that is
2371 actually a continuing concern or not.

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2372 Mr. {Murphy.} Let me--

2373 Dr. {Burgess.} Can you get--find out and get me that
2374 information, please?

2375 Mr. {Cantrell.} Certainly.

2376 Mr. {Murphy.} Let me ask in general for that for this
2377 committee if Dr. Agrawal, Mr. Cantrell and Ms. King, to the
2378 extent you can, you have heard a number of things there. We
2379 recognize also that you are aware that there is more
2380 information that would be valuable to you to help prescreen
2381 out people who have some tendency towards crime. The example
2382 I gave before, if someone has robbed a bank or involved with
2383 some other fraud that is not Medicare fraud, they can still
2384 be involved in this I think raises all of our questions, and
2385 Mr. Cantrell, you just said you don't have a lot of data.

2386 If you would please in a timely manner get that data
2387 back to the committee, as I was talking to Ms. DeGette, too,
2388 as I think this is something I think this committee would be
2389 interested in moving forward on some legislation to assist
2390 you in that rather than just pay and chase moving forward.

2391 I am going to ask unanimous consent that the members'
2392 written opening statements be introduced in the record, and

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2393 without objection, the documents will be there. Also in
2394 conclusion, I thank all the witnesses and members who
2395 participated in today's hearing. I remind members, I am sure
2396 many people have some other follow-up questions for you.
2397 They have 10 business days to get them to you, and I do ask
2398 that you do all agree to respond promptly to the questions.
2399 So with that, this committee is adjourned. Thank you.
2400 [Whereupon, at 12:00 p.m., the Subcommittee was
2401 adjourned.]