

STATE OF FLORIDA  
AGENCY FOR HEALTH CARE ADMINISTRATION  
OFFICE OF FAIR HEARINGS



FILED

Feb 28, 2023, 12:09 pm

OFFICE OF FAIR HEARINGS

[REDACTED],

PETITIONER,

AHCA Case No.: 22-FH2339

vs.

AGENCY FOR HEALTH CARE  
ADMINISTRATION,

RESPONDENT.

\_\_\_\_\_ /

**FINAL ORDER**

Pursuant to notice, the undersigned convened a telephonic Fair Hearing on the instant case on February 14, 2023, 1:30 p.m. Eastern Standard Time ("EST").

**APPEARANCES**

For the Petitioner:

[REDACTED]

Petitioner's Authorized Representative

For the Respondent:

Chrissie Simmons  
Medical/Health Care Program Analyst with Medicaid  
Agency for Health Care Administration

**STATEMENT OF ISSUE**

The issue is whether Respondent proved by a preponderance of the evidence that Respondent's decision to terminate prescribed pediatric extended care ("PPEC") services was correct.

**PRELIMINARY STATEMENT**

All parties appeared telephonically. [REDACTED] (“[REDACTED]”), Director of VIP Kids and Petitioner’s Designated Authorized Representative (“DAR”), appeared on behalf of the Petitioner.

Chrissie Simmons, Medical Health Care Program Analyst for the Agency for Health Care Administration (“Agency” or “AHCA”), appeared on behalf of Respondent. Dr. Chris Kunis, Medical Director for eQHealth Solutions, Inc. (“eQHealth”). Appeared as a witness for Respondent.

The Petitioner introduce a ten (10)-page document that appears in the Office of Fair Hearings’ document management system as file title “22-FH2339 Additional information.pdf”. Absent an objection from the Respondent, the undersigned admitted the ten (10)-page evidence packet into evidence as Petitioner’s Composite Exhibit 1 (“PCE 1”).

Prior to the hearing, Respondent sent to the Office of Fair Hearings and Petitioner an eighty-six (86)-page evidence packet and a forty-six (46)-page evidence packet. The evidence packets appear in the Office of Fair Hearings document management system as file titles “[REDACTED] FH 01.27.2023.pdf” and “Agency Evidence Legal Authorities 22-FH2339.pdf”, respectively. Absent an objection from the Petitioner, the undersigned admitted the eighty-six (86)page evidence packet into evidence as Respondent’s Composite Exhibit 1 (“RCE 1”) and the 46-page evidence packet into evidence as Respondent’s Composite Exhibit 2 (“RCE 2”).

#### **FINDINGS OF FACT**

1. Petitioner receives Medicaid services on a fee-for-service basis from the Agency. eQHealth is a Quality Improvement Organization (“QIO”) contracted by the agency to review prior authorization requests for services. See page 2 of RCE 2.

2. At the date of the Fair Hearing, Petitioner is [REDACTED] ( [REDACTED] ) [REDACTED] old. . Petitioner is diagnosed with [REDACTED]

[REDACTED] See page 23 of RCE 1. She has [REDACTED]. [REDACTED]

[REDACTED]. *Id.* [REDACTED] has [REDACTED]

[REDACTED] See page 2 of PCE 1.

3. Petitioner has had [REDACTED]. *Id.* at 7. [REDACTED] was prescribed [REDACTED]. *Id.* at 8 - 10. [REDACTED] has no identified skilled nursing needs. *Id.* at 1-10.

4. Petitioner requested continuation of PPEC services, specifically 520 units of code T1026 (Partial day services) and 130 units of code T1025 (Full day services). See page 27 of RCE 1. In a Notice of Outcome (“NOO”), dated December 2, 2022, Respondent terminated Petitioner’s PPEC services. *Id.* 27 – 39. The NOO explained the basis of the termination as follows:

[T]he requested for services is denied in whole or in part because they are not medically necessary as defined in 59G-1.010, Florida Administrative Code, Specifically the requested services are not medically necessary under the following standard(s):

Individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, and not in excess of the patient’s needs.

...

The NOO further stated:

Submitted information does not support the medical necessity for requested services.

Clinical rationale for Decision: Request is for PPEC services for this [REDACTED] with [REDACTED]. One [REDACTED]. Child i [REDACTED]. [T]hese clinical do not justify medical necessity of skilled nursing so deny the requested PPEC services.

Pages 27-28, 33-34, and 37-38 of RCE 1.

5. On December 19, 2022, Petitioner requested a Fair Hearing to challenge the termination of PPEC services. On January 12, 2023, the undersigned issued an Order Scheduling Fair Hearing by Telephone and Prehearing Instructions, setting the hearing for February 14, 2023, at 1:30 p.m., EST.

6. Dr. Chris Kunis is a Medical Director for eQHealth. Dr. Kunis testified to the following:

- a. The child is [REDACTED] and still has [REDACTED]. [REDACTED] recently had [REDACTED] [REDACTED] [REDACTED] needs do not warrant any PPEC services or other medical intervention at the PPEC center.
- b. There are no home therapeutic services being provided or medication that is proscribed to be taken during PPEC hours. All medications given to the child could be administered before or after daycare.
- c. A thorough review of [REDACTED] medical records indicate [REDACTED] has no need for skilled nursing care.

7. [REDACTED], DAR testified to the following:

- a. Petitioner's parent is working and unable to find adequate care for the child.
- b. The child is given frequent [REDACTED] while at the PPEC center.

#### **CONCLUSIONS OF LAW**

8. The Agency's Office of Fair Hearings has jurisdiction over the subject matter of this proceeding and the parties pursuant to section 409.285(2) of the Florida Statutes (2019). This order is the final administrative decision of AHCA under Fla. Stat. § 409.285(2)(a).

9. This hearing was held as a de novo proceeding pursuant to Fla. Admin. Code R. 59G-1.100(17)(b).

10. Because Respondent terminated an existing service, Fla. Admin Code R. 59G-1.100(17)(g) assigns the burden of proof to Respondent. The standard of proof in an administrative hearing is a preponderance of the evidence. The preponderance of the evidence standard requires proof by “the greater weight of the evidence” (Black’s Law Dictionary at 1201, 7th Ed.)

11. The PPEC Policy establishes the provision and coverage of PPEC services under Florida Medicaid. The PPEC Policy states as follows:

**1.1 Description**

Florida Medicaid prescribed pediatric extended care (PPEC) services provide skilled nursing supervision and therapeutic interventions in a non-residential setting to medically dependent or technologically dependent recipients.

...

**2.2 Who Can Receive**

Florida Medicaid recipients under the age of 21 years requiring medically necessary PPEC services and who:

- Require continuous therapeutic interventions or skilled nursing supervision, as described in section 400.902, F.S., and in Rule 59A-13.007, F.A.C.
- Are determined stable by a physician and who are not a threat to self or others

...

**1.3 Definitions**

The following definitions are applicable to this policy. For additional definitions that are applicable to all sections of Rule Division 59G, F.A.C., please refer to the Florida Medicaid definitions policy.

...

**1.3.7 Medically Necessary/Medical Necessity**

As defined in Rule 59G-1.010, F.A.C.

...

**4.0 Coverage Information**

**4.1 General Criteria**

Florida Medicaid covers services that meet all of the following:

- Are determined medically necessary
- Do not duplicate another service
- Meet the criteria as specified in this policy

...

## **5.0 Exclusion**

### **5.1 General Non-Covered Criteria**

Services related to this policy are not covered when any of the following apply:

- The service does not meet the medical necessity criteria listed in section 1.0
- The recipient does not meet the eligibility requirements listed in section 2.0
- The service unnecessarily duplicates another provider's service

12. Rule 59A-13.007(4)(a), F.A.C. states the following:

(4) Each child admitted for service to a PPEC center must meet at least the following criteria:

(a) Infants and children considered for admission to the PPEC center will be those who are medically or technologically dependent. . . .

...

Further, section 400.902, F.S described "medically dependent or technologically dependent child" as follows:

[A] child who because of a medical condition requires continuous therapeutic interventions or skilled nursing supervision which must be prescribed by a licensed physician and administered by, or under the direct supervision of, a licensed registered nurse.

13. Rule 59G-4.290 defines skilled nursing as follows:

(3) Skilled Services Criteria.

- a) To be classified as requiring skilled nursing or skilled rehabilitative services in the community or in a nursing facility, the recipient must require the type of medical, nursing or rehabilitative services specified in this subsection.
- b) Skilled Nursing. To be classified as skilled nursing service, the service must meet all of the following conditions:
  1. Ordered by and remain under the supervision of a physician;
  2. Sufficiently medically complex to require supervision, assessment, planning, or intervention by a registered nurse.
  3. Required to be performed by, or under the direct supervision of, a registered nurse or other health care professionals for safe and effect performance;
  4. Required on a daily basis;
  5. Reasonable and necessary to the treatment of a specified documented illness or injury; and,

6. Consistent with the nature and severity of the individual's condition or the disease state or stage.
- c) Examples of services that qualify as skilled nursing services:
1. Intravenous medication or fluids.
  2. Intramuscular or subcutaneous injection and hypodermoclysis when:
    - a. Administered by licensed nursing personnel at least 5 times weekly, excluding daily insulin administration; and,
    - b. Observation is necessary to assess the recipient's response to treatment or to identify adverse reactions.
  3. Management and monitoring medication regime on a daily basis:
    - a. For drugs whose dosage requirements may rapidly change;
    - b. For drugs prone to cause adverse reactions, severe side effects or unfavorable reactions; and,
    - c. For residents with unstable reactions.
  4. Levin tube and gastrostomy feedings; excluding feedings performed by residents, family members, or friends.
  5. Administration of medical gases, aerosolized medication or oxygen which is started, monitored and regulated by professional staff.
  6. Naso-pharyngeal and tracheotomy aspiration, excluding tracheotomy care in self-care residents.
  7. Insertion, replacement, and sterile irrigation of catheters when:
    - a. Medically necessary or required for reasons other than to maintain satisfactory catheter functioning and dryness;
    - b. The medical need is documented by the physician;
    - c. Continuous irrigation, frequent insertion, special care or observation is required because of bleeding, infection, obstruction, or heavy sediment formations; and,
    - d. Care of a recently inserted supra-pubic catheter, inserted within 2-4 weeks, is required.
  8. Colostomy and ileostomy care:
    - a. When medically necessary and required during early postoperative period;
    - b. During the period of initial self-care training, or
    - c. when complications are present and documented in the medical record.
  9. Treatment of decubitus ulcers when:
    - a. Deep or wide without necrotic center;
    - b. Deep or wide with layers of necrotic tissue, or
    - c. Infected and draining.
  10. Treatment of widespread infected or draining skin disorders.

11. Application of dressings involving prescription medication and aseptic techniques when documented as required on a daily basis. Excludes simple dressings involving non-infected cases, simple skin breaks, and healed postoperative incisions.
12. Heat treatments prescribed by a physician as daily treatment for a specific condition.
13. Rehabilitation nursing procedures required on a daily basis as necessary to restore functioning, including teaching and adaptive aspects of nursing.

14. States must provide Early and Periodic Screening, Diagnostic, and Treatment (“EPSDT”) services to Medicaid-eligible children under age 21 when requested under the Medicaid state plan. See 42 U.S.C. § 1396a(a)(43); 42 U.S.C. § 1396d(a)(4). According to 42 U.S.C. § 1396d(r)(5), EPSDT services mean, in relevant part, the following items and services:

Such other necessary health care, diagnostic services, treatment, and other measures described in subsection (a) of this section to correct or ameliorate defects and physical and mental illness and conditions discovered by the screen services, whether or not such services are covered under the state plan.

15. Petitioner is under age [REDACTED] and therefore eligible for EPSDT services. However, a state may place medical necessity limitations on EPSDT services. See 42 C.F.R. §§ 440.230(a), (b), (d).

16. Fla. Stat. § 409.905(2) limits EPSDT services with a medical necessity standard:

The [Agency] shall pay for early and periodic screening and diagnosis of a recipient under age 21 to ascertain physical and mental problems and conditions and all services determined by the agency to be medically necessary for the treatment, correction, or amelioration of these problems and conditions, including personal care, private duty nursing, durable medical equipment, physical therapy, occupational therapy, speech therapy, respiratory therapy, and immunizations.

17. The Florida Medicaid Definitions Policy (“Definitions Policy”), incorporated by reference in Fla. Admin. Code R.59G-1.010, defines “Medically Necessary” or “Medical Necessity” as follows:

The medical or allied care, goods, or services furnished or ordered must meet the following conditions:

- Be necessary to protect life, to prevent significant illness or significant disability, or to alleviate pain
- Be individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness or injury under treatment, and not in excess of the patient's needs
- Be consistent with generally accepted professional medical standards as determined by the Medicaid program, and not experimental or investigational
- Be reflective of the level of service that can be safely furnished, and for which no equally effective and more conservative or less costly treatment is available statewide
- Be furnished in a manner not primarily intended for the convenience of the recipient, the recipient's caretaker, or the provider

The fact that a provider has prescribed, recommended, or approved medical or allied care, goods, or services does not, in itself, make such care, goods or services medically necessary or a medical necessity or a covered service.

18. In the NOO, dated December 2, 2022, Respondent terminated Petitioner's PPEC services. See ¶ 4. The NOO explained that the basis of the termination was that the request was not "individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment", was "in excess of the patient's needs". *Id.*

19. PPEC services are intended for patients with who "require continuous therapeutic interventions or skilled nursing supervision". See ¶ 11. As provided by the EPSDT requirements, the recipient must meet the medical necessity criteria as outlined in Fla. Admin. Code R. 59G-1.010. As provided in the Definitions Policy, a components of medical necessity are that services must be "[i]ndividualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, and not in excess of the patient's needs". See ¶ 13. As shown by the record, the Petitioner does not have any medical needs that warrant skilled medical nurses or


other medical professionals. See ¶ 3, 6, and 7. ■■■ current needs are being properly managed. See ¶ 6. As such, it does not appear that PPEC services are “individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, nor otherwise medically necessary for the Petitioner.

20. Upon consideration of the testimony provided, evidence submitted, and applicable polices, the undersigned concludes that Respondent proved by a preponderance of the evidence that continuing PPEC services was not medically necessary for Petitioner. Looking at all the evidence relevant to the particular needs of Petitioner, Respondent has demonstrated that PPEC services are not necessary to correct or ameliorate a defect or a physical and mental illness or condition. Accordingly, Respondent proved by a preponderance of the evidence that Respondent’s termination of PPEC services was correct.

**IT IS HEREBY ORDERED AND ADJUDGED THAT:**

Respondent’s denial is **AFFIRMED**. Petitioner’s appeal based on Respondent’s denial is **DENIED**.

**DONE AND ORDERED** this 28th day of February, 2023 in Tallahassee, Leon County, Florida.

 Digitally signed by  
JaQuetta Johnson  
Reason: 22-FH2339  
Date: 2023.02.28  
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**JAQUETTA JOHNSON, Hearing Officer**  
**Agency for Health Care Administration**  
**Office of Fair Hearings**  
**2727 Mahan Drive, Mail Stop # 11**  
**Tallahassee, FL 32308-5407**

**NOTICE OF A RIGHT TO JUDICIAL REVIEW**

A PARTY WHO IS ADVERSELY AFFECTED BY THIS FINAL ORDER IS ENTITLED TO JUDICIAL REVIEW, WHICH SHALL BE INSTITUTED BY FILING THE ORIGINAL NOTICE OF APPEAL WITH THE AGENCY CLERK OF AHCA, AND A COPY, ALONG WITH THE FILING FEE PRESCRIBED BY LAW, WITH THE DISTRICT COURT OF APPEAL IN THE APPELLATE DISTRICT WHERE THE AGENCY MAINTAINS ITS HEADQUARTERS OR WHERE A PARTY RESIDES. REVIEW PROCEEDINGS SHALL BE CONDUCTED IN ACCORDANCE WITH THE FLORIDA APPELLATE RULES. THE NOTICE OF APPEAL MUST BE FILED WITHIN 30 DAYS OF THE RENDITION OF THE ORDER TO BE REVIEWED.

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**AHCA Medicaid Hearing Unit  
MedicaidHearingUnit@ahca.myflorida.com**