

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



FILED

May 06, 2024, 12:19 pm

OFFICE OF FAIR HEARINGS

[REDACTED]

PETITIONER,

AHCA Case No.: 24-FH0338

vs.

AGENCY FOR HEALTH CARE
ADMINISTRATION,

RESPONDENT.

_____ /

FINAL ORDER

Pursuant to notice, the undersigned Hearing Officer convened a telephonic Fair Hearing on the instant case on March 27, 2024, at 1:00 p.m. EST.

APPEARANCES

For the Petitioner:

[REDACTED]

Petitioner's Authorized Representative

For the Respondent:

Lee Ann Williams
Medical Health Care Provider Analyst
Fair Hearing Liaison
Agency for Health Care Administration

STATEMENT OF ISSUE

The issue is whether Petitioner proved by a preponderance of the evidence that Respondent's decision to deny Petitioner's behavior analysis ("BA") services request was incorrect.

PRELIMINARY STATEMENT

All parties and witnesses appeared telephonically. Petitioner’s Authorized Representative and [REDACTED], [REDACTED], (“[REDACTED]”), appeared on behalf of the Petitioner. [REDACTED], (“[REDACTED]”) BCaBA for the Petitioner appeared on behalf of the Petitioner.

Lee Ann Williams, Medical Health Care Provider Analyst and Fair Hearing Liaison for the Agency for Health Care Administration (“Agency” or “AHCA”) appeared on behalf of Respondent. Dr. Alissa Conway, (“Dr. Conway”) Board Certified Behavior Analyst at the doctoral level (BCBA-D) and second level reviewer for eQHealth Solutions, Inc. (“eQHealth”), attended as a witness for Respondent.

Petitioner did not submit any documents for evidence at the Fair Hearing.

Prior to the hearing, Respondent sent to the Office of Fair Hearings and Petitioner a one hundred and sixty-five (165)-page evidence packet. The packet appears in the Office of Fair Hearings’ case management system as “[REDACTED] FH 03.27.2024.pdf.” Absent an objection from the Petitioner, the undersigned admitted the evidence packet into evidence as Respondent’s Composite Exhibit 1.

Prior to the hearing, Respondent sent to the Office of Fair Hearings and Petitioner a forty-nine (49)-page evidence packet. The packet appears in the Office of Fair Hearings’ case management system as “24-FH0338 Agency Evidence Legal Authorities 49 pages.pdf.” Absent an objection from the Petitioner, the undersigned admitted the evidence packet into evidence as Respondent’s Composite Exhibit 2.

FINDINGS OF FACT

1. Petitioner receives Medicaid services on a fee-for-service basis from the Agency. eQHealth is a Quality Improvement Organization contracted by the Agency to review prior authorization requests for services. See Respondent's Composite Exhibit 2 at page 2.

2. Petitioner is [REDACTED]. See Respondent's Composite Exhibit 1 at page 16. The Petitioner has been diagnosed with [REDACTED]. *Id.* at 16. The provider is currently requesting 45 hours per week. *Id.* at 17. This is an initial request by the provider for this recipient.

3. Petitioner requested the following BA services: 3,536 units of code 97153, 208 units of code 97155, 416 units of code 97155HN, 208 units of code 97156, and 208 units of code 97156HN for the certification period of January 10, 2024, through July 7, 2024. *Id.* at 22.

4. On January 19, 2024, Respondent issued a Notice of Outcome ("NOO"), denying Petitioner's BA services. *Id.* at 22-24. The NOO explained the basis for the denial as follows:

[T]he requested services are not medically necessary under the following standard(s):

Consistent with generally accepted professional medical standards as determined by the Medicaid program, and not experimental or investigational.
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 provided:

Submitted information does not support the medical necessity for requested frequency and/or duration.

PR Clinical Rationale – Denial: The provider was authorized to have a lead analyst complete a functional behavior assessment including direct observations by the lead analyst. The treatment plan does not include data or information from the FBA and the plan indicates the data was collected by the RBT. The information submitted does not meet standards of care within the field of behavior analysis. According to the Florida Medicaid State Plan (page 7, 6.2.2), assessment results must be present in the plan. The provider has included data and graphs for skill acquisition goals and maladaptive behaviors that were based upon parent report,

estimated or extrapolated average and sourced from indirect interview; and were not directly observed or measured as standards of care within the field of behavior analysis. Provider, the treatment plan is not individualized to this recipient (treatment plan includes pronouns not matching the recipient and the interventions include the name of someone other than the recipient throughout). According to the Behavior Analysis Coverage Policy (page 5, 4.2.2), treatment for behaviors must be tied to the function of maladaptive behaviors. The treatment plan must be individualized, specific, and meet generally accepted standards of care within the field of behavior analysis. The provider's treatment plan includes a general listing of procedures for treatment plan that is not tied to behavioral function. The interventions cannot be implemented simultaneously. The treatment plan is not individualized for the recipient and does not meet generally accepted standards of care within the field of behavior analysis. The request for services is denied.

Id. at 22-23.

5. Petitioner requested reconsideration of the Respondent's decision. On January 30, 2024, Respondent issued a Notice of Reconsideration Determination ("NRD") upholding its decision to deny the requested services. *Id.* at 34-35. The NRD states, in pertinent part as follows:

Specifically, the services must be:

Individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, and not in excess of the patient's needs.
Consistent with generally accepted professional medical standards as determined by the Medicaid program, and not experimental or investigational.

...

PR Recon Determination: At reconsideration all documents were carefully reviewed. The information submitted does not meet standards of care within the field of behavior analysis. According to the Florida Medicaid State Plan (page 7, 6.2.2), assessment results must be present in the plan. The provider has included data and graphs for skill acquisition goals and maladaptive behaviors that were based upon parent report, estimated or extrapolated average and sourced from indirect interview; and were not directly observed or measured as standards of care within the field of behavior analysis. According to the Behavior Analysis Coverage Policy (page 5, 4.2.2), treatment for behaviors must be tied to the function of maladaptive behaviors. The treatment plan must be individualized, specific, and meet generally accepted standards of care within the field of behavior analysis. The provider's treatment plan includes a general listing of

procedures for treatment plan that is not tied to behavioral function. The interventions cannot be implemented simultaneously. The treatment plan is not individualized for the recipient and does not meet generally accepted standards of care within the field of behavior analysis. Additionally, the provider has requested parent training services that are in excess of medical necessity given the goals identified by the provider. This denial is upheld.

Id. at 34-35.

6. [REDACTED] began the testimony on behalf of the Petitioner. [REDACTED] testified that the original treatment plan did contain several typographical errors that resulted in the initial denial of the request, for example the treatment plan used a different recipient's name. *Id.* at 59. Also, there were some questions concerning non-direct observations in the treatment plan. *Id.* at 54. [REDACTED] testified that after the denial of the plan, corrections were made, and the charts and graphs were based on direct observations. Upon review of the revised plan, the request for services was again denied as the treatment plan was not individualized, specific and did not meet generally accepted standards of care within the field of behavior analysis. *Id.* at 17.

7. Dr. Conway proceeded with cross-examination questions. While [REDACTED] did not provide any direct testimony, [REDACTED] commented during the opening statement that [REDACTED] had been receiving treatment for [REDACTED]. Dr. Conway sought to clarify that statement. [REDACTED] clarified that information in that the provider began providing services without an authorization from Medicaid. [REDACTED] interjected that in the past, when services had been provided prior to approval of an authorization, Medicaid would provide back pay for the services. [REDACTED] did not anticipate that the request for services authorization would be denied. [REDACTED] stated that [REDACTED] did start showing improvement during the [REDACTED] time period.

8. Dr. Conway established that eQHealth reviews behavior analysis cases to ensure that providers are giving quality care consistent with the standards enumerated in the BA Policy as

well as professional medical standards of applied behavior analysis (“ABA”). eQHealth reviewed the Treatment Plan submitted in this case to determine whether all five (5) conditions of medical necessity are met. Dr. Conway asserted that Petitioner’s services were denied because the treatment plan is not consistent with services being individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, and not in excess of the patient’s needs and not consistent with generally accepted professional medical standards as determined by the Medicaid program, and not experimental or investigational. Therefore, the requested service does not meet the conditions of being medically necessary. Dr. Conway testified that the requested services are not consistent with generally accepted professional medical standards as determined by the Medicaid program and the treatment plan is not individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment.

9. Dr. Conway continued with her testimony on behalf of the Respondent. As this was an initial assessment and the recipient was new to Medicaid, an authorization of 24 units (6 hours) under code 97151 was approved for the initial assessment by the analyst. No hours were requested for an RBT to participate in conducting the assessment. The assessment was conducted by the assistant (BCaBA) and the RBT. Dr. Conway pointed out that according to the testimony from [REDACTED], no BCBA conducted the initial assessment. Dr. Conway testified that the 1st level reviewer found that the recipient had been diagnosed with [REDACTED] and that the child did need ABA treatment but that the treatment plan submitted was not individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness or injury under treatment and the number of requested hours was excessive. *Id.* at 17. The

request was sent to a second level review. The second level reviewer is a BCBA-D. Dr. Conway testified that the second reviewer wrote that the provider was authorized to have a lead analyst conduct a functional behavior assessment (FBA) including direct observations by the lead analyst. The treatment plan does not include data from the FBA and the data was collected by the RBT. *Id.* at 17. The second level reviewer wrote that the data and graphs for skill acquisition and maladaptive behaviors were based upon a parent report, estimated or extrapolated average and sourced from indirect interview. *Id.* at 17. The submitted treatment plan also contained the name of an individual other than the instant recipient. *Id.* at 17. A request was made for reconsideration and a third reviewer reconsidered the previous denial. The third reviewer is a BCBA-D. The provider submitted a revised treatment plan correcting previous errors and to support the medical necessity of the requested hours. *Id.* at 104-164. As testified to by Dr. Conway, the third reviewer found that after a careful review of the information submitted, the treatment plan did not meet the standards of care within the field of applied behavior analysis. The reviewer found that the plan included data and graphs for skill acquisition goals and maladaptive behaviors based on a parent report, estimated or extrapolated average or sourced from indirect interviews. Further, it was found that treatment for maladaptive behaviors must be tied to the function of the maladaptive behavior. The submitted treatment plan included a general listing of procedures for treatment that was not tied to the behavioral function. *Id.* at 17. Additionally, the provider had requested parent training services that were found to be in excess of the medical necessity given the goals identified in the treatment plan. *Id.*

10. Dr. Conway testified that the treatment plan did not meet medical necessity as the plan was not individualized, specific and consistent with symptoms or confirmed diagnosis of the

illness under treatment, and not in excess of the patient's needs. Dr. Conway pointed to the incorrect name of the recipient in the plan, incorrect pronouns referring to the recipient and after the incorrect name was removed, the plan still contained the same general listing of procedures for treatment of maladaptive behaviors not tied to the behavior function. Dr. Conway testified that the revised treatment plan continued to contain incorrect pronouns when addressing the recipient thus raising the concern that the plan has not been individualized and specific to this recipient. *Id.* at 106. Dr. Conway testified that the incorrect name had been removed from the revised plan, however the same strategies remained in the plan bringing into question the individualization of the plan. Additionally, under Parent/Caregiver training, the plan indicates that the baseline data was collected in [REDACTED]. *Id.* at 157. This additional example of incorrect information supports Dr. Conway's testimony that the treatment plan for this recipient was copied from an existing plan for a different recipient and not individualized for the instant recipient.

11. Dr. Conway also testified that the treatment plan does not meet the standards of care within the field of applied behavior analysis. The treatment plan in this matter was not created by the lead analyst with BCBA training. This specifically trained individual should be making direct observations, identifying maladaptive behaviors for treatment and determining the function of the maladaptive behavior before creating a treatment plan. In this matter, the assessment was completed by the RBT. *Id.* at 54. In the revised plan, it states that the data was gathered by the RBT and lead analyst. *Id.* at 112. A review of the data graphs from the initial plan and the revised plan are identical. *Id.* at page 64 (initial plan) and page 124 (revised plan).

12. [REDACTED] did not present any rebuttal testimony. But did state that [REDACTED] thought [REDACTED] needed the ABA services.

CONCLUSIONS OF LAW

13. 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), Florida Statutes (2019). This order is the final administrative decision of AHCA under section 409.285(2)(a).

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

15. Because Petitioner is requesting an initial authorization for services, Fla. Admin. Code R. 59-1.100(17)(g) assigns the burden of proof to the Petitioner. 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.).

16. 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).

17. 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.

18. A state may place medical necessity limitations on EPSDT services. *See* 42 C.F.R. §§ 440.230(a), (b), (d).

19. Section 409.905(2), Florida Statutes, 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.

20. The Florida Medicaid 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.

Respondent’s Composite Exhibit 2 at page 23

21. The Florida Medicaid Behavior Analysis Services Coverage Policy (September 2023) (“BA Policy”), incorporated by reference in Fla. Admin. Code. R. 59G-4.125, governs BA services available under Florida Medicaid. The BA Policy provides as follows:

1.0 Introduction

Behavior analysis (BA) services are highly structured interventions, strategies, and approaches provided to decrease maladaptive behaviors and increase or reinforce appropriate behaviors.

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1.4.6 Medically Necessary/Medical Necessity

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

...

2.0 Eligible Recipient

...

2.2 Who Can Receive

Florida Medicaid recipients under the age of 21 years requiring BA services that are medically necessary to address behavior that impairs a recipient's ability to perform a major life activity. Such functional impairment is expressed through the following behaviors:

- Safety – aggression, self-injury, property destruction, elopement
- Communication – problems with expressive/receptive language, poor understanding or use of non-verbal communications, stereotyped, repetitive language
- Self-stimulating – abnormal, inflexible, or intense preoccupations
- Self-care – difficulty recognizing risks or danger, grooming, eating, or toileting
- Other behaviors not identified above but not limited to complexity of treatment, programming, or environmental variables

The recipient must be referred by an independent physician or practitioner qualified to assess and diagnose disorders related to functional impairment, including:

- Primary care physician with family practice, internal medicine, or pediatric specialty
- Board certified or board eligible physician with specialty in developmental behavioral pediatrics, neurodevelopmental pediatrics, pediatric neurology, adult or child psychiatry
- Child psychologist

The referral must include a comprehensive diagnostic evaluation (CDE) performed according to national evidence-based practice standards. CDEs may be performed by a multidisciplinary team or individual practitioner. In either case, the CDE must be led by a licensed practitioner working within their scope of practice. The CDE must include assessment findings and treatment recommendations appropriate to the recipient. For example, the CDE may include data from behavioral reports by parents, guardians, and/or teachers; diagnostic testing related to recipients'

development, behavior, hearing, and/or vision; genetic testing; and/or other neurological and/or medical testing.

Some services may be subject to additional coverage criteria as specified in section 4.0.

...

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

4.2 Specific Criteria

Florida Medicaid covers the following BA services in accordance with the applicable Florida Medicaid fee schedule(s), or as specified in this policy:

4.2.1 Behavior Assessment and Behavior Plan

A behavior assessment must be conducted prior to the initiation of behavior analysis interventions. The assessment must identify behavioral deficits that interfere with a major life activity including the events and subsequent interactions that elicit and sustain targeted behavior.

The initial assessment must include the administration, scoring, and reporting of two core standardized behavior instruments, as follows:

- Vineland-3 Comprehensive Parent Interview Form Including Maladaptive Behavior Domain, for all recipients
- Behavior Assessment System for Children, Third Edition, Parenting Relationship Questionnaire (BASC-3 PRQ), for all recipients 2 years old and less than 19 years old

The complete scoring report, including outcome measure scores, must be submitted with service prior authorization requests. Additional assessment tools may be used at the Lead Analyst's discretion.

The behavior plan identifies intervention strategies that are likely to eliminate, mitigate or replace the behavior to produce change sufficient to reengage the recipient in the major life activity. The plan must include specific behavior goal(s), intervention strategies for each goal, anticipated timeframes that are of sufficient duration to address the targeted behavior, and how the ongoing progress of intervention strategies will be reported.

The behavior plan must reflect the requested authorization period (up to six months).

A reassessment and updated behavior plan to renew prior authorization for continued services must be completed at least every six months. The core instruments must be included with reassessments every 12 months.

More frequent assessments must be conducted when:

- New behavior emerges that interferes with a recipient's participation in a major life activity
- Additional BA services are medically necessary and are likely to address the emergent behavior

A full reassessment may be requested if there is a change in provider; however, a change of a practitioner status (e.g., an RBT becoming certified as a BCaBA) is not grounds for conducting a reassessment or updating a behavior plan.

4.2.2 Behavior Analysis Interventions

Florida Medicaid covers up to 40 hours per week of BA intervention services as indicated in the recipient's prior-authorized behavior plan. These services must be delivered to reduce maladaptive behaviors and assist the recipient reach the best possible function level for that individual. Services include:

- Adaptive behavior treatment by protocol - behavior analysis services provided according to the authorized treatment protocol
 - Services may be provided by Lead Analyst, BCaBA, or RBT
- Adaptive behavior treatment with protocol modification – behavior analysis services provided with modifications to the authorized treatment protocol to address behavior and/or response changes or progress
 - Services may be provided by Lead Analyst or BCaBA
- Group adaptive behavior treatment by protocol – behavior analysis services provided in a group setting according to the authorized treatment protocol
 - Maximum group size is six recipients
 - Services may be provided by Lead Analyst, BCaBA, or RBT
- Group adaptive behavior treatment with protocol modification – behavior analysis services provided in a group setting with modifications to the authorized treatment protocol to address behavior and/or response changes or progress
 - Maximum group size is six recipients
 - Services may be provided by Lead Analyst or BCaBA
- Family adaptive behavior treatment guidance – parent, guardian, and/or caregiver training on the implementation of the behavior plan and intervention strategies
 - The recipient may or may not be present depending upon clinical appropriateness.
 - Services may be provided by Lead Analyst or BCaBA

- The Lead Analyst may provide up to two hours per week of training to parents or guardians via telemedicine in accordance with Rule 59G-1.057, Florida Administrative Code (F.A.C.)

...

4.2.4 Discharge

Recipients receiving Florida Medicaid BA services who meet one or more of the following will be considered for discharge from services:

- The recipient is no longer eligible for BA services as outlined in the Florida Medicaid Behavior Analysis Services Coverage Policy, incorporated by reference in Rule 59G-4.125, F.A.C.
- The recipient no longer meets medical necessity criteria as defined in Rule 59G-1.010, F.A.C.
- The recipient no longer engages in maladaptive behaviors.
- Data indicates the frequency and severity of maladaptive behavior(s) or level functional impairment no longer poses a barrier to the recipient's ability to function in his/her environment.
- The level of functional impairment as expressed through behaviors no longer justifies continued BA services.
- Parent or guardian withdraws consent for treatment

4.3 Early and Periodic Screening, Diagnosis, and Treatment

As required by federal law, Florida Medicaid provides services to eligible recipients under the age of 21 years, if such services are medically necessary to correct or ameliorate a defect, a condition, or a physical or mental illness. Included are diagnostic services, treatment, equipment, supplies, and other measures described in sectioned 1905(a) of the Social Security Act, codified in Title 42 of the United States Code 1396d(a). As such, services for recipients under the age of 21 years exceeding the coverage described within this policy or the associated fee schedule may be approved, if medically necessary. For more information, please refer to Florida Medicaid's Authorization Requirements 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

5.2 Specific Non-Covered Criteria

Florida Medicaid does not cover the following as part of this service benefit:

- Any procedure or physical crisis management technique that involves the use of seclusion or manual, technical, or chemical restraint utilized to control behaviors
- Services for the delivery of recipient supervision, personal care assistance (e.g., acting as a 1:1 aid), companion, chaperone, or shadow regardless of activity or setting. This may include supports and services that are reimbursed through a different Florida Medicaid service benefit or are able to be provided by individuals without professional skills or training.
- Caregiver or childcare services
- Psychological testing, neuropsychology, psychotherapy, cognitive therapy, sex therapy, psychoanalysis, hypnotherapy, or long-term counseling
- Services funded under section 110 of the Rehabilitation Act of 1973
- Services not listed on the fee schedule
- Services on the same day as behavioral health overlay services*
- Services on the same day as therapeutic behavioral on-site services*
- Services on the same day as therapeutic group care services*
- Services provided simultaneously by more than one BA provider, unless determined to be medically necessary, prior authorized, and indicated in the approved behavior plan
- Travel Time

* These services include behavior analysis treatment.

Florida Medicaid may cover some services listed in this section through a different service benefit.

6.0 Documentation

6.2 Specific Criteria

Providers must maintain the following documentation in the recipient's file:

6.2.1 Referral Information

Original referral documentation must be maintained in the recipient's medical record.

6.2.2 Behavior Assessment and Behavior Plan

The behavior assessment and behavior plan must be signed by the Lead Analyst and the recipient's parent or guardian. Each behavior assessment and behavior plan must include:

- Patient information
- Reason for referral
- Medical and developmental history, including medications prescribed to ameliorate behaviors
- Relevant family history
- Clinical interview
- Review of recent assessments/reports (file review)
- Assessment procedures and results
- Behavior plan

- Treatment setting(s)
- Proposed treatment targets, goals, and objectives related to medically necessary behavioral interventions
- For each:
 - Definition in observable, measurable terms
 - Direct observation and measurement procedures
 - Current level (baseline)
 - Behavior reduction or acquisition procedures
 - Condition(s) under which behavior is to be demonstrated and mastery criteria
 - Date of introduction
 - Estimated date of mastery
 - Plan for generalization
 - Timely reporting of progress, including statements as to whether goal or objective is met; not met; or, modified (with explanation)
- Parent/guardian/caregiver training
 - Proposed targets, goals, and objectives (as above)
 - Training procedures
 - Date of introduction
 - Estimated date of mastery
- Number of units requested
 - Number of units for each billing code
 - Medical necessity for units requested
- Supervision plan, including name(s) of authorized supervisor(s)
- Care coordination with parents/caregivers, schools, state disability programs, and others as applicable
- Transition (fading) plan
- Crisis management plan
- Discharge plan

6.2.3 Assessment and Behavior Plan for Reauthorization and Continuation of Services

In addition to the documentation requirements indicated in 6.2.2, subsequent assessments and behavior plans for reauthorization and continuation of services must include:

- Data reflecting progress of all behaviors targeted for improvement. Each behavior under treatment must have its own data table and corresponding graph.
- A narrative discussion of progress and a statement of justification for continuation of care at the intensity level requested

If significant clinical progress is not made over the course of an authorized period, the provider must explain why clinically significant progress was not made and treatment changes to promote progress.

...

Pages 1 – 8 of BA Policy.

22. The Florida Medicaid Authorization Requirements Policy (“Authorization Policy”), incorporated by reference in Fla. Admin. Code R. 59G-1.053, provides as follows:

3.2.1 Continued Authorization Request

The QIO shall not deny or reduce the amount, frequency, or duration of a service that is already being provided, unless:

- The reduction is to correct for factual error or omissions in prior certifications.
- There is a documented improvement in the recipient’s medical condition.
- There is a documented change in the recipient’s circumstances.
- The reviewing physician determines the recipient will not gain any additional benefit by continuing services at the current level.

...

Page 3 of Authorization Policy.

23. In this case, Respondent denied Petitioner’s request for BA services. The NOO and NRD explained that Petitioner’s request for services did not meet medical necessity as the treatment plan was not “Individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, and not in excess of the patient’s needs” and the treatment plan must “be consistent with generally accepted professional medical standards as determined by the Medicaid program, and not in excess of the patient’s needs.” See supra ¶ 4-5.

24. As provided in the BA policy and the EPSDT requirements, the recipient must meet the medical necessity criteria as outlined in Fla. Admin. Code R. 59G-1.010. A component of medical necessity is that services must be “individualized, specific, and consistent with symptoms or confirmed diagnosis of the illness under treatment, and not in excess of the patient’s needs” and “be consistent with generally accepted professional medical standards as determined by the Medicaid program, and not in excess of the patient’s needs.” As outlined

above, Dr. Conway provided credible and persuasive testimony identifying several instances where the Treatment Plan was not individualized for this recipient. For example, the provider submitted a treatment plan containing the name of a different recipient and the use of incorrect pronouns for the instant recipient clearly demonstrates that the treatment plan was not individualized. *See Supra ¶ 10*. Also, according to Dr. Conway the Treatment Plan as submitted is not consistent with generally accepted professional medical standards. The skill replacements are not tied to the function of the maladaptive behavior. *See Supra ¶ 9*. Thus, Respondent demonstrated that, based upon the documentation of record, the treatment plan does not meet the criteria for being medically necessary.

25. In this case, Petitioner's provider recommended approval and authorization of BA services. However, 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. *See supra ¶ 20*.

26. Looking at all the evidence relevant to the particular needs of Petitioner, the BA services at issue are not necessary to correct or ameliorate a defect or a physical and mental illness or condition.

27. Upon consideration of the testimony provided, Respondent's Composite Exhibit 1, Respondent's Composite Exhibit 2, and the applicable law and policies, the undersigned finds that the Respondent has established that the ABA services requested by the provider are not medically necessary as the treatment plan is not individualized to the recipient nor is the treatment plan consistent with generally accepted professional medical standards as determined

by the Medicaid program. Therefore, Petitioner did not prove by a preponderance of the evidence that Respondent's denial of BA services was incorrect.

DECISION

Respondent's denial of Behavior Analysis services is **AFFIRMED**. Petitioner's appeal based on Respondent's denial of Behavior Analysis services is **DENIED**.

DONE and **ORDERED** this 6th day of May 2024, in Tallahassee, Leon County, Florida.

George L. Winslow, Jr.
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GEORGE WINSLOW, 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.

Copies Furnished To:

[REDACTED]

AHCA Medicaid Hearing Unit
MedicaidHearingUnit@ahca.myflorida.com