

**STATE AGENCY ACTION REPORT
ON APPLICATION FOR CERTIFICATE OF NEED**

A. PROJECT IDENTIFICATION

1. Applicant/CON Action Number

Florida Medical Systems, LLC/CON #10368

899 N. W. 4th Street
Miami, Florida 33128

Authorized Representative: Richard Stacey
(305) 326-1236

Palm Garden of Aventura, LLC/CON #10369

2033 Main Street, Suite 300
Sarasota, Florida 34237

Authorized Representative: Robert D. Greene
(941) 952-9411

2. Service District/Subdistrict

District 11/Subdistrict 11-1 (Miami-Dade County)

B. PUBLIC HEARING

A public hearing was not held or requested regarding either of the proposed projects.

Letters of Support

Florida Medical Systems, LLC (CON #10368): The Agency received many letters of support submitted by the applicant. The support letters were composed by local physicians, health care professionals and business owners. In addition, letters of support were submitted by Mr. Ben A. Rodriguez, CEO of Hialeah Hospital, and Ms. Ana Mederos, CEO of Palmetto General Hospital.

Palm Garden of Aventura, LLC (CON #10369): The Agency received many letters of support submitted by the applicant. The letters were composed by local physicians, health care providers, an elected official and business owners. In addition, a letters of support were submitted by Ms. Alisa Bert, CFO of Aventura Hospital and Medical Center, and Dr. Hamid Feiz, the Program Director of the Internal Medicine Residency Program at Aventura Hospital and Medical Center.

C. PROJECT SUMMARY

Florida Medical Systems, LLC (CON #10368) hereafter referred to as Florida Medical Systems, FMS or the applicant, proposes to add 45 community nursing home beds to a 168-bed nursing home approved under CON #10343, resulting in a facility of 213 beds in Subdistrict 11-1, Miami-Dade County. The proposed facility will be located within Doral, Florida, ZIP Code 33178.

The application indicates three skilled nursing facilities (SNF) facilities share common owners with the applicant. These facilities are located in Subdistrict 11-1 and are listed below:

- Riverside Care Center
- Victoria Nursing & Rehabilitation Center
- Riviera Health Resort

The project involves 11,166 gross square feet (GSF) of new construction. The construction cost is \$1,785,332. Total project cost is \$2,419,331. Project cost includes land, building, equipment, project development, financing and start-up costs.

The applicant proposes to condition the project as shown below:

- Establishing a 24-bed ventilator unit

Palm Garden of Aventura, LLC (CON #10369) hereafter referred to as Palm Garden, PGA or the applicant, proposes to add 45 community nursing home beds to the existing 120-bed Palm Garden of Aventura in Subdistrict 11-1, Miami-Dade County. Palm Garden contracts with Palm Healthcare Management, LLC for the day-to-day operations of PGA. PGA is owned by Palm Garden Healthcare Holdings, LLC.

The applicant's immediate operating entity, Palm Garden Healthcare Holdings, Inc., maintains 13 SNFs in Florida:

- Palm Garden of Clearwater, LLC
- Palm Garden of Gainesville, LLC

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- Palm Garden of Jacksonville, LLC
- Palm Garden of Largo, LLC
- Palm Garden of Ocala, LLC
- Palm Garden of Orlando, LLC
- Palm Garden of Pinellas, LLC
- Palm Garden of Port St. Lucie
- Palm Garden of Sun City Center, LLC
- Palm Garden of Tampa, LLC
- Palm Garden of Vero Beach, LLC
- Palm Garden of West Palm Beach, LLC
- Palm Garden of Winter Haven

The project involves 33,253 GSF of new construction and 6,585 GSF of renovation (39,838 total GSF). The construction cost is \$6,816,865 and the renovation cost is \$987,750 (\$7,804,615 in total construction cost). Total project cost is \$10,800,805. Project cost includes land, building, equipment, project development, financing and start-up costs.

The applicant proposes to condition the project as shown below:

- 45 new private skilled nursing beds/rooms in wing addition to Palm Garden of Aventura
- Partnership with Select Respiratory Services--Palm Garden Aventura in working relations with Aventura Hospital will have a full time respiratory therapist from Select Respiratory Services at the facility
- Chaplain/Spiritual Services--Palm Garden of Aventura offers spiritual care and guidance for all patients and family members every day at the facility. Currently the Chaplain is available for half days five days a week at the facility. The Chaplain currently ministers to over 30 patients a week at the facility. Palm Garden will work with the Chaplain so that at least 50 percent of all Palm Garden patients will receive weekly spiritual visits, if the patients so desire. Palm Garden is committed to providing the spiritual and support services that all of its patients require
- Educational Opportunities at Palm Garden of Aventura for Students- Palm Garden of Aventura's therapy department has for several years mentored Florida International University and other students particularly students to be Physical Therapists. Florida International University has an ongoing relationship with Palm Garden of Aventura to allow students every semester to study and work with Palm Garden's full time Physical Therapist. An integral part of this ongoing program is to educate the students and equip them with requisite knowledge to evaluate and treat the geriatric population. Palm Garden has established a contract with the Florida International University to build on this opportunity.

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- Additionally, Palm Garden has worked with students from Keiser University to help the students gain skills needed to care for elderly patients and to expose them to new ideas and current trends in the industry. Palm Garden is committed to continuing these educational programs.

Total GSF and Project Costs of Co-Batched Applicants

Applicant	CON #	Project	GSF	Costs \$	Cost Per Bed
Florida Medical Systems, LLC	10368	Add 45 Beds to Approved 168-Bed Facility	11,166	\$2,419,331	\$53,763
Palm Garden of Aventura, LLC	10369	Add 45 Beds to Existing 120-Bed Facility	33,253	\$10,800,805	\$240,018

Source; CON applications #10368 and #10369, Schedule 1 and 9

Should a project be approved, the applicant’s proposed condition(s) would be reported in the annual condition compliance report as required by Rule 59C-1.013 (3) Florida Administrative Code.

D. REVIEW PROCEDURE

The evaluation process is structured by the certificate of need review criteria found in Section 408.035, Florida Statutes; and applicable rules of the State of Florida, Chapters 59C-1 and 59C-2, Florida Administrative Code. These criteria form the basis for the goals of the review process. The goals represent desirable outcomes to be attained by successful applicants who demonstrate an overall compliance with the criteria. Analysis of an applicant's capability to undertake the proposed project successfully is conducted by evaluating the responses and data provided in the application, and independent information gathered by the reviewer.

Applications are analyzed to identify strengths and weaknesses in each proposal. If more than one application is submitted for the same type of project in the same district, applications are comparatively reviewed to determine which applicant(s) best meets the review criteria.

Rule 59C-1.010(3)(b), Florida Administrative Code, prohibits any amendments once an application has been deemed complete. The burden of proof to entitlement of a certificate rests with the applicant. As such, the applicant is responsible for the representations in the application. This is attested to as part of the application in the Certification of the Applicant.

As part of the fact-finding, the consultant, Dwight Aldridge analyzed the application, with consultation from the financial analyst, Eric West of the Bureau of Central Services, who evaluated the financial data and Said Baniahmad of the Office of Plans and Construction, who reviewed the application for conformance with the architectural criteria.

E. CONFORMITY OF PROJECT WITH REVIEW CRITERIA

The following indicate the level of conformity of the proposed project with the criteria and application content requirements found in Florida Statutes, sections 408.035 and 408.037; applicable rules of the State of Florida, Chapter 59C-1 and 59C-2, Florida Administrative Code.

1. Fixed Need Pool

- a. Does the project proposed respond to need as published by a fixed need pool? Or does the project proposed seek beds or services in excess of the fixed need pool? Rule 59C-1.008 (2), Florida Administrative Code.**

In Volume 41, Number 65 of the Florida Administrative Register dated April 3, 2015, a fixed need pool of 45 community nursing home beds was published for District 11, Subdistrict 1 for the January 2018 Planning Horizon. Subdistrict 11-1 is comprised of Miami-Dade County.

After publication of this fixed need pool, zero existing Subdistrict 11-1 facilities filed exemption requests or filed expedited CON reviews to increase or add community nursing home beds.

As of May 20, 2015, Subdistrict 11-1 had 8,456 licensed and 190 approved community nursing homes beds. During the 12-month period ending December 31, 2014, Subdistrict 11-1 experienced 88.62 percent utilization at 54 existing community nursing homes. Below is a table illustrating nursing home patient days and occupancy within Subdistrict 11-1.

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**Miami-Dade County Nursing Home Patient Days and Total Occupancy
January 1, 2014-December 31, 2014**

County/Facility	Comm. Nursing Home Bed Inventory	Bed Days	Patient Days	Total Occupancy	Medicaid Occupancy
Miami-Dade					
Arch Plaza Nursing & Rehabilitation Center	98	35,770	33,138	92.64%	85.23%
Aventura Plaza Rehabilitation & Nursing Center	86	31,390	29,189	92.99%	80.79%
Claridge House Nursing & Rehabilitation Center	240	87,600	82,319	93.97%	81.27%
Coral Gables Nursing and Rehabilitation Center	87	31,755	28,824	90.77%	71.05%
Coral Reef Nursing & Rehabilitation Center	180	65,700	62,130	94.57%	66.29%
Cross Gardens Care Center	120	43,800	34,082	77.81%	88.95%
East Ridge Retirement Village, Inc.	50	18,250	10,379	56.87%	31.95%
Fair Havens Center	269	98,185	97,405	99.21%	69.88%
Floridean Nursing Homes, Inc.	90	32,850	31,577	96.12%	37.43%
Fountainhead Care Center	146	53,290	44,093	82.74%	89.91%
Franco Nursing & Rehabilitation Center	120	43,800	41,016	93.64%	70.37%
Golden Glades Nursing and Rehabilitation Center	180	65,700	65,570	99.80%	69.73%
Hampton Court Nursing & Rehabilitation Center	120	43,800	40,911	93.40%	54.84%
Harmony Health Center	203	74,095	73,817	99.62%	65.98%
Heartland Health Care Center Kendall	120	43,800	41,253	94.18%	26.42%
Heartland Health Care Center Miami Lakes	120	43,800	41,500	94.75%	23.23%
Hebrew Home of South Beach (Inactive 10/22/13)	104	37,960	0	0.00%	0.00%
Hialeah Nursing and Rehabilitation Center	276	100,740	94,788	94.09%	85.20%
Hialeah Shores Nursing and Rehab Center	120	43,800	35,996	82.18%	72.84%
Homestead Manor A Place Community	88	23,384	23,143	98.97%	74.13%
Jackson Memorial Long Term Care Center	180	65,700	62,946	95.81%	62.47%
Jackson Memorial Perdue Medical Center	163	59,495	54,263	91.21%	61.96%
Jackson Plaza Nursing & Rehabilitation Center	120	43,800	40,428	92.30%	73.38%
Miami Jewish Health Systems (16 beds inactive 12/10/13)	438	163,902	141,315	86.22%	68.32%
Miami Shores Nursing and Rehab Center	99	36,135	34,989	96.83%	74.07%
North Beach Rehabilitation Center	99	36,135	33,029	91.40%	53.83%
North Dade Nursing and Rehabilitation Center	245	89,425	47,170	52.75%	87.72%
Nursing Center at Mercy, The	120	43,800	42,056	96.02%	14.29%
Oceanside Extended Care Center	196	71,540	71,299	99.66%	72.38%
Palace at Kendall Nursing & Rehabilitation Center	180	65,700	63,379	96.47%	60.12%
Palm Garden of Aventura	120	43,800	40,798	93.15%	46.99%
Palmetto Rehabilitation and Health Center	90	32,850	31,421	95.65%	52.46%
Palmetto Sub Acute Care Center, Inc.	95	34,675	32,232	92.95%	36.25%
Pinecrest Rehabilitation Center	100	36,500	28,350	77.67%	74.66%
Pines Nursing Home	46	16,790	14,950	89.04%	91.10%
Ponce Plaza Nursing & Rehabilitation Center	147	53,655	51,093	95.23%	80.92%
Regents Park at Aventura	180	65,700	62,316	94.85%	56.23%
Riverside Care Center	120	43,800	43,351	98.97%	85.84%
Riviera Care Center	223	81,395	77,829	95.62%	43.16%
Signature Healthcare Center of Waterford	214	78,110	74,159	94.94%	73.25%
Signature Healthcare of Brookwood Gardens	180	65,700	48,940	74.49%	71.12%
Sinai Plaza Nursing & Rehab Center	150	54,750	47,736	87.19%	59.81%
South Dade Nursing and Rehabilitation Center	180	65,700	65,491	99.68%	68.22%
South Pointe Plaza Rehabilitation and Nursing Center	230	83,950	66,416	79.11%	87.58%
St Annes Nursing Center, St Annes Residence, Inc.	213	80,244	72,518	90.37%	63.47%
Susanna Wesley Health Center	120	43,800	40,053	91.45%	66.43%
Treasure Isle Health Center	176	64,240	58,222	90.63%	87.92%
Unity Health and Rehabilitation Center	294	107,310	98,287	91.59%	86.36%
University Plaza Rehab. & Nursing Center, Inc.	148	54,020	32,312	59.81%	65.78%
Victoria Nursing & Rehabilitation Center, Inc.	264	96,360	93,701	97.24%	63.82%
Villa Maria Nursing Center	212	77,380	72,378	93.54%	65.91%
Villa Maria West Skilled Nursing Facility	27	7,356	6,511	88.51%	0.00%
Watercrest Care Center	150	54,750	29,416	53.73%	84.17%
West Gables Health Care Center	120	43,800	40,670	92.85%	32.85%
Total	8,456	3,081,736	2,731,154	88.62%	66.98%

Source: Florida Nursing Home Bed Need Projections by District and Subdistrict, April 2015 Batching Cycle

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The reviewer notes the current and projected population within Miami-Dade County (the subdistrict), the district in total and Florida, for the planning horizon. The projected population growth, both numerically and by percent, is provided in the table below.

**Current and Projected Population Growth Rate
Subdistrict 11-1, District 11 and Florida
January 2015 and January 2018**

County/Area	January 1, 2015 Population			January 1, 2018 Population		
	0-64	65+	Total	0-64	65+	Total
Subdistrict 11-1	2,236,666	392,097	2,628,763	2,293,202	424,667	2,717,869
District 11	2,294,861	407,020	2,701,881	2,349,716	441,037	2,790,753
Florida	16,044,019	3,635,347	19,679,366	16,510,025	4,013,237	20,523,262
County/Area	2015-2018 Increase			2015-2018 Growth Rate		
	0-64	65+	Total	0-64	65+	Total
Subdistrict 11-1	56,536	32,570	89,106	2.5%	8.3%	3.3%
District 11	54855	34,017	88,872	2.3%	8.3%	3.2%
Florida	466,006	377,890	843,896	2.9%	10.39%	4.29%

Source: Florida Agency for Health Care Administration Population Estimates, February 2015

The community nursing home beds per 1,000 residents for the age 65+ cohort in the subdistrict are shown below.

Beds per 1,000 Residents Age 65 and Older

County/Area	Community Beds	2015 Pop. Aged 65+	2015	2018
			Beds per 1,000	Beds per 1,000
Miami-Dade	8,456	392,097	21	19
District 11	8,696	407,020	21	20
Florida	80,049	3,635,347	22	20

Source: Florida Agency for Health Care Administration Population Estimates, February 2015 and Florida Nursing Home Bed Need Projections by District and Subdistrict, April 2015 Batching Cycle

Each co-batched applicant states its proposed project is being submitted in response to the Agency’s fixed need pool publication dated April 3, 2015.

Florida Medical Systems, LLC (CON #10368) believes its proposed project offers the most benefit to the planning area by:

- Creating a facility sized to achieve economies of scale
- Hands-on owner/manager, local to the area enables the facility to
 - quickly address issues that arise for continuous quality improvement
 - maintain relationships with physicians, discharge planners and other health service providers
 - have knowledge of the service area to adapt to changing needs
- Proven quality-affiliate facilities all have four or five-star ratings
- Existing relationships with discharge planners and area providers

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- Will provide high intensity services such as respiratory ventilator care, tracheotomy care and rehabilitation services
- Location to improve access
 - Located in a high growth area
 - Large concentration of seniors
 - Fewer nursing home beds in proportion to the elderly population
- Creates jobs
 - The facility will be a training site to area colleges and universities for physicians, nurses and therapists

The applicant indicates that the proposed location, ZIP Code 33178, has no SNFs and that the population of Doral has the third fastest growth rate (15.7 percent since the 2010 census) of all municipalities within Miami-Dade County. The applicant states within the five-mile radius of the Zip Code 33178, there are four nursing facilities with an average occupancy rate of 93.9 percent for the 12-month period ending December 31, 2014.

The applicant notes with expansion of the facility to 213 beds, the entire third floor will be dedicated solely to respiratory care, featuring an expanded ventilator unit of 24 beds, whereas the originally proposed size facility of 168 beds featured a 12-bed ventilator unit.

The applicant reiterates that the proposed facility has conditioned approval of the propose project on establishing a 24-bed ventilator unit that will be modeled after an affiliated facility's program. The reviewer notes that the applicant provides 13.6 FTEs in year one and 17 FTEs in year two for respiratory therapists for the total 213-bed facility as well as allocating \$25.83 per patient day (\$1,028,900) in respiratory therapy costs in year one and \$16.99 per patient day (\$1,188,200) in year two.

Palm Garden of Aventura, LLC (CON #10369) states to have identified strong support among potential referral sources and community leaders within Subdistrict 11-1. PGA notes efforts have included meetings with health care providers and other interested parties in the area whose clients/patients utilize or would utilize home services. The applicant indicates that the following factors support the proposed project:

- The published need for 45 additional beds in Subdistrict 11-1
- The 65+ population of PGA's service area is projected to increase from 109,663 to 126,460 between July 1, 2014 and July 1, 2018. This represents a 15.3 percent rate of growth, exceeding both subdistrict and district averages

- The percent of the population 65+ is greater within the service area than either the subdistrict or the district, and this gap is forecast to widen between the 2014 base year and 2018, the first year of operation of the additional beds
- Support at the grassroots level for Palm Garden's endeavor to affirm the Agency's determination that additional nursing home beds are needed in Subdistrict 11-1 and strongly indicate that these beds be granted to Palm Garden of Aventura
- Comparative analysis demonstrates conclusively that the need for 45 additional beds is far greater in Palm Garden's actual service area and versus the area proposed to be served by Florida Medical Systems, LLC

- b. If no Agency policy exists, the applicant will be responsible for demonstrating need through a needs assessment methodology, which must include, at a minimum, consideration of the following topics, except where they are inconsistent with the applicable statutory or rule criteria:**

Each co-batched applicant is responding to the Agency's published fixed need pool, so this criterion is not applicable.

2. Agency Rule Preferences

Please indicate how each applicable preference for the type of service proposed is met. Chapter 59C-1.036, Florida Administrative Code.

Chapter 59C-1.036 of the Florida Administrative Code does not contain preferences relative to community nursing home beds nor does the Agency publish specific preferences for these facilities. However, the rule does contain standards the Agency utilizes in assessing an applicant's ability to provide quality care to the residents.

- a. **Geographically Underserved Areas.** In a competitive certificate of need review within the nursing home subdistrict as defined in 59C-2.200, Florida Administrative Code, the Agency shall award a certificate of need if the applicant meets all applicable criteria for a geographically underserved area as specified in subsection 408.032(18), Florida Statutes, and if the applicant meets the applicable statutory certificate of need review criteria specified in section 408.035, Florida Statutes, including bed need according to the relevant bed need formula contained in this rule. If the applicant is awarded a certificate of need based on the provisions of this paragraph, the applicant shall agree that the nursing facility will be located in a county without a nursing facility, or in the center of an area within the subdistrict of a radius of at least 20 miles which meets the definition of a geographically underserved area. The center of the geographically underserved area shall be the proposed nursing home location in the application.

None of the co-batched applications were submitted to remedy a geographically underserved area as defined above.

- b. **Proposed Services.** Applicants proposing the establishment of Medicare-certified nursing facility beds to be licensed under Chapter 400, Florida Statutes, shall provide a detailed description of the services to be provided, staffing pattern, patient characteristics, expected average length of stay, ancillary services, patient assessment tools, admission policies and discharge policies.

Florida Medical Systems, LLC (CON #10368) states that the proposed project will participate in both Medicare and Medicaid. FMS indicates that nursing services will include sub-acute medical services, post-hospital care, short-term rehabilitation services and extensive restorative services. In addition, FMS states plans to serve a variety of patients with complex medical needs, including those requiring dialysis, ventilator support and tracheotomy care.

FMS declares plans to model its ventilator program after its affiliate SNF Victoria Nursing and Rehabilitation Center (Victoria), with that facility having a successful ventilator program with a high success rate of rehabbing patients to wean them off ventilator support and return home. The applicant notes that the current unit is the longest running unit in Miami and focusing on critical respiratory cases. FMS indicates that the current “Weaning Team” at Victoria has a 98 percent decannulation rate. The applicant

indicates that the majority of Victoria's patients attain their pre-established goals and are transferred to a lesser level of care or are discharged to home.

FMS indicates the following post-acute care and rehabilitation services:

- 24-hour nursing
- Cardiac recovery
- Computerized balance testing
- Fall prevention
- Groshong catheter care
- IV therapy
- Life vest
- Neuro-rehabilitation: stroke, dementia, Parkinson's Disease and others
- Nutritional services and dietary programs
- Occupational therapy
- Patient education and community integration
- Respiratory therapy
- Speech therapy
- Total perenteral nutrition
- Wound care
- BiPAP and CPAP
- Comprehensive musculoskeletal assessment
- Dialysis care (outpatient)
- HIV/AIDS care
- Isolation
- Monitoring health needs
- Neuropsychology with cognitive therapy
- Pain management
- Physical therapy
- Post-operative care
- Recreational therapy
- Social services
- Supervision of medications
- Ventilator and tracheostomy care

FMS also indicates outpatient services that will be offered at the proposed facility. Those not already indicated in the above list include:

- Audiology
- Community integration program
- Functional assessment

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- Family training
- Home assessment
- Osteoporosis programs
- Back and spine programs
- Exercise physiologist and geriatric specialist
- Patient education
- Post-operative care
- Vestibular rehabilitation

FMS provides a detailed analysis of the services to be provided on pages 2-8 through 2-18 of CON #10368. The applicant explains that each of the top six major diagnostic categories was examined to identify the diagnostic related groups that comprised it that contained hospital discharges to SNFs. FMS declares that its responses address the provisions of rule and discharge data clearly shows that persons being discharged to SNFs need a high level of skilled nursing and restorative and rehabilitative care.

The applicant indicates that admission is a coordinated process that assures the individual and his or her family that the facility has the required staff and services to appropriately and effectively meet their medical and nursing needs. FMS explains that upon admission and detailed assessment to provide a plan of care, effort is directed toward discharge.

FMS maintains that discharge plans begin with the initial assessment when patient and family needs and attributes are assessed with admission diagnosis specifically addressed. The applicant states that it is the responsibility of the facility to have identified the medically related social service or home based services needs of the resident and assure the needs are met by the appropriate disciplines. Detailed admissions and discharge planning can be located on pages 2-13 through 2-16 of CON #10368.

The applicant's Schedule 7 indicates that the ALOS with the 45 bed addition will be 29.77 in year one and 29.81 in year two. Schedule 6 illustrates that FTEs for year one (ending June 30, 2018) total 29.1 and total 51.4 for year two (ending June 30, 2019) for the proposed project. The proposed project's year one and year two FTEs are shown in the table below.

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Florida Medical Systems, LLC (CON application #10368) Projected Year One and Year Two Staffing for the 45-Bed Addition		
	Year One FTEs	Year Two FTEs
Administration		
Admissions	0.2	0.4
Medical Records Clerk	0.1	-
Other: Nursing Admin	-	1.5
Nursing		
RNs	2.7	4.7
LPNs	3.4	6.0
Nurses' Aides	12.3	21.8
Ancillary		
Physical Therapist	1.2	2.2
Speech Therapist	0.2	0.4
Occupational Therapist	0.8	1.5
Respiratory Therapist	0.8	1.4
Dietary		
Cooks	1.2	2.2
Dietary Aides (including servers)	1.2	2.2
Social Services		
Social Service Director	0.5	0.8
Activities Assistant	0.3	0.6
Housekeeping		
Housekeepers	2.2	3.9
Laundry		
Laundry Aides	0.2	0.4
Plant Maintenance		
Maintenance Assistance	0.7	1.2
Total	29.1	51.4

Source: CON application #10368, Schedule 6

Palm Garden of Aventura, LLC (CON #10369) states that the nursing staff and rehab team work very closely together on a daily basis to obtain the excellent outcomes in care for which the facility is known, whether dealing with orthopedic, cardiac, pulmonary, neurological or other medical challenges. The applicant notes that its existing SNF provides numerous skilled clinical services, in addition to specialized rehabilitative specialized therapy services, including:

- Skilled nursing
- IV therapy of many types, such as a peripheral site to a central line site
- Respiratory services, including care of residents who need a tracheostomy for appropriate breathing ability, and oxygen and respiratory treatments for breathing disorders and lung function issues
- Wound care, including advanced wound care by a dedicated wound care nurse on staff
- Medication management and stabilization, including lab monitoring for dose adjustments

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- Renal peritoneal dialysis and hemodialysis for residents who have poor or no kidney function
- Pain management both for acute and chronic pain
- Diagnosis education
- Medical pump management for diabetes, pain control, or other conditions
- Colostomy care and education
- Feeding types of all kinds
- Palliative care to address end of life needs
- Physical, occupational and speech therapies and
- Enteral/parenteral therapy

Palm Garden states that it will continue to offer all of these services following completion of the proposed project. Palm Garden asserts that the renovated facility will provide the next generation of transitional, short-term care while offering round-the-clock clinical support complete with a comprehensive rehabilitation program utilizing a new therapy suite. Further, Palm Garden maintains that it will provide care aimed at complete recovery, beginning the moment a patient is released from the hospital and designed to return the patient home at the earliest possible time while reducing the risk of re-hospitalization. Orthopedic care is discussed along with the applicant's anticipation of developing special clinical programs for other high-acuity patients requiring short-term rehabilitation services, including patients suffering from heart failure, stroke and pulmonary disorders.

The applicant states that the proposed facility if approved, will construct a new 2,563 square-foot therapy suite, provide therapy services using technologically advanced therapy equipment including:

- HUR Smart-zone trainers
- Alter-G Anti-Gravity treadmill
- Neuro-Gym Sit to Stand trainers
- Game Ready compression therapies
- Dynamic Stair trainer
- DJO clinical program trainer
- A well-equipped activities of daily living suite to simulate a home environment, including a fully appointed kitchen, laundry room and bedroom suite

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PGA indicates the planned implementation of culinary and life enrichment programs including meals provided by a professional chef, restaurant-style. Chapel services will also be available for programs and religious services, including weekly worship services, for persons of various faiths. PGA indicates musical programs, ice cream socials at the internet café, movies, games and other life enrichment activities will be provided in the proposed project.

PGA discusses the proposed staffing level meeting or exceeding federal Centers for Medicare and Medicaid Services (CMS) and State of Florida requirements which help to ensure smooth transitions for residents from the hospital setting to Palm Garden, as well as comprehensive care planning and delivery, discharge planning and appropriate discharge to home or other community setting for short-stay patients.

The applicant maintains that it will have several ancillary services available to assist residents as the goal of the facility is to appropriately address the physical, emotional, psychosocial, spiritual and psychological needs for each resident. PGA assures that all 45 beds will be private rooms. The applicant notes that Aventura Hospital (located four-tenths of a mile from PGA) discharges far more patients requiring skilled nursing and rehabilitation services than PGA can currently accept. The applicant states that the proposed project will allow PGA to accept additional discharges as well as increase the availability of beds for residents requiring long-term care or hospice care in a SNF.

PGA explains admissions as a coordinated process and upon admission, a detailed assessment will be conducted to provide a plan of care directed toward discharge. By engaging staff in the interdisciplinary team approach along with the resident and his or her family, objectives are established that provide the over-arching guidelines to determine his or her daily treatment plan.

PGA maintains that the discharge planning process begins on admission with the goal to have all residents, whether long-term or short-term, obtain and maintain their highest practicable level of function and independence. The applicant also provides a discussion on discharge policies whereby it notes that the Interdisciplinary Team is aided by its Pathway Home policy to assist in providing a safe discharge for each resident. Further admissions and discharge planning can found on pages 54-57 of CON #10369.

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The reviewer notes that the applicant’s Schedule 7 shows an ALOS of 64.19 days for year one and 62.94 for year two of operations for the entire 165-bed facility. Schedule 6 illustrates that FTEs for year one total 34.59 for year one (ending December 31, 2018) and total 46.65 for year two (ending December 31, 2019). Below are the FTEs to be added to the existing 120-bed SNF, by the proposed 45-bed addition

Palm Garden of Aventura, LLC (CON application #10369) Projected Year One and Year Two Staffing for the 45-Bed Addition		
	Year One FTEs	Year Two FTEs
Administration		
Payroll/HR	1.00	1.00
Nursing Administration		
MDS Coordinator	2.33	2.5
Ward Clerk	0.92	1.0
Medical Records	0.92	1.0
Nursing		
RNs	2.29	3.45
LPNs	5.46	7.48
Aides	13.23	19.40
Dietary		
Cooks-Weekend	--	0.03
Cooks-Weekday	--	0.08
Server-Weekday	1.98	2.65
Server-Weekend	0.53	0.80
Activities and Recreation		
Assistant	1.42	1.50
Social Services		
Social Service Director	0.92	1.00
Admissions Assistant	1.00	1.00
Housekeeping		
Director	0.01	0.01
Staff	1.63	2.46
Plant Maintenance		
Assistant	0.96	1.00
Total	34.59	46.65

Source: CON application #10369, Schedule 6

c. Quality of Care. In assessing the applicant’s ability to provide quality of care pursuant to s. 408.035 (1) (c), Florida Statutes, the Agency shall evaluate the following facts and circumstances:

- 1. Whether the applicant has had a Chapter 400, Florida Statutes, nursing facility license denied, revoked or suspended within the 36 months prior to the current application.**

Florida Medical Systems, LLC (CON #10368) states that as a newly formed entity, this does not apply.

Palm Garden of Aventura, LLC (CON #10369) states no to this Agency Rule preference.

2. **Whether the applicant has had a nursing facility placed into receivership at any time during the period of ownership, management or leasing of a nursing facility in the 36 months prior to the current application?**

Florida Medical Systems, LLC (CON #10368) states that as a newly formed entity, this does not apply.

Palm Garden of Aventura, LLC (CON #10369) states no to this Agency Rule preference.

3. **The extent to which the conditions identified within subparagraphs 1 and 2 threatened or resulted in direct significant harm to the health, safety or welfare of the nursing facility residents.**

Florida Medical Systems, LLC (CON #10368) states that as a newly formed entity, this does not apply.

Palm Garden of Aventura, LLC (CON #10369) states that this provision is not applicable.

4. **The extent to which the conditions identified within subparagraph 3 were corrected within the time frames allowed by the appropriate state agency in each respective state and in a manner satisfactory to the Agency.**

Florida Medical Systems, LLC (CON #10368) states that as a newly formed entity, this does not apply.

Palm Garden of Aventura, LLC (CON #10369) states that this provision is not applicable.

5. **Rule 59C-1.036 (4) (f) Harmful Conditions. The Agency shall question the ability of the applicant to provide quality of care within any nursing facility when the conditions identified in the subparagraph (e) 1 and (e) 2 result in the direct, significant harm to the health, safety or welfare of a nursing facility resident, and were not corrected within the time frames allowed by the appropriate state agency in each respective state and in a manner satisfactory with the Agency.**

Florida Medical Systems, LLC (CON #10368) states that as a newly formed entity, this does not apply.

Palm Garden of Aventura, LLC (CON #10369) states that this provision is not applicable.

- d. **Rule 59C-1.036 (5) Utilization Reports. Within 45 days after the end of each calendar quarter, facilities with nursing facility beds licensed under Chapter 400, Florida Statutes shall report to the Agency, or its designee, the total number of patient days, which occurred in each month of the quarter, and the number of such days that were Medicaid patient days.**

Florida Medical Systems, LLC (CON #10368) states that it will provide the required data to the Health Council of South Florida, Inc. and to the Agency.

Palm Garden of Aventura, LLC (CON #10369) states it currently reports its utilization data to the Agency, or its designee and will continue to meet this provision.

3. **Statutory Review Criteria**

- a. **Is need for the project evidenced by the availability, quality of care, accessibility and extent of utilization of existing health care facilities and health services in the applicants' service area? ss. 408.035 (1)(b) and (e), Florida Statutes.**

There are 56 licensed community nursing homes with a total of 8,696 community nursing home beds in District 11. Subdistrict 11-1 is composed of Miami-Dade County and has 54 licensed community nursing homes with a total of 8,456 community nursing home beds and 190 approved community nursing home beds. The subdistrict averaged 88.62 percent total occupancy for the 12-month period ending December 31, 2014.

Florida Medical Systems, LLC (CON #10368) indicates that the proposed project location is defined as Doral, close to the Florida Turnpike to provide easy access. FMS contends that the proposed project will increase accessibility and access of skilled nursing beds within the City of Doral, ZIP Code 33178, where currently there are no nursing homes. FMS also contends that within a five-mile radius of Doral, the average nursing home occupancy rate is 94.83 percent. The reviewer confirms that, per the Agency's FloridaHealthFinder.gov website, there is no licensed SNF in ZIP Code 33178.

The applicant notes within five years and within a five-mile centroid of ZIP code 33178, the population is expected to increase by 13,464 with 4,028 additional residents age 65+--a 30 percent growth for all ages. However, within Zip Code 33178, the elderly population will increase from 3,322 in 2014 to 4,576 in 2019--a 37.7 percent increase.

In the following table, the applicant indicates a 94.83 percent nursing home utilization for the 12-month period ending December 31, 2014, for the nursing homes within a five-mile radius of the City of Doral and that this is higher than the subdistrict and district overall for the same period. See the tables below.

**Nursing Home Utilization for January 1, 2014 to December 31, 2014
Within a 5-Mile Radius of the City of Doral**

Names	Licensed Beds	Bed Days	Patient Days	Occup.
Coral Gables Nursing and Rehab. Center	87	31,755	28,824	90.77%
Fair Havens Center	269	98,185	97,405	99.21%
Hialeah Nursing and Rehabilitation Center	276	100,740	94,788	94.09%
Palmetto Rehabilitation and Health Center	90	32,850	31,421	95.65%
Palmetto Sub Acute Care Center, Inc.	95	34,675	31,125	92.95%
Signature Healthcare Center of Waterford	214	78,110	74,159	94.94%
Susanna Wesley Health Center	120	43,800	40,053	91.45%
Villa Maria West Skilled Nursing Facility	27	7,356	6,511	88.51%
5-Mile Radius (Doral)	1,178	427,471	427,471	94.83%
Subdistrict 11-1 Total	8,456	3,081,736	2,731,154	88.62%
District 11 Total	8,696	3,169,336	2,783,649	87.83%

NOTE: AHCA Florida Nursing Home Need Projections by District and Subdistrict
Source: CON application #10368, page 1-17, Table 1-6

FMS asserts that there are six acute care hospitals with a total of 1,673 beds within a 20-minute drive of the proposed project location:

- Kendall Regional Medical Center
- Westchester General Hospital
- Miami International Medical Center
- Palm Springs General Hospital
- Palmetto General Hospital and
- Hialeah Hospital

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The applicant notes that with respect to financial accessibility, the proposed SNF will be both Medicare and Medicaid-certified. In addition, the applicant indicates that FMS affiliates have a long-standing relationship with several Medicare and Medicaid managed care providers that have expressed a willingness to contract for care at the proposed facility. FMS provides a list of Medicaid managed care long-term care plans it will work with:

- American Eldercare, Inc.
- Amerigroup Florida, Inc.
- Coventry Health Plan
- Humana Medical Plan, Inc.
- Molina Healthcare of Florida, Inc.
- Sunshine State Health Plan
- United Healthcare of Florida, Inc.

Using data from the Agency’s Florida Nursing Home Bed Need Projections by District and Subdistrict publication issued in April 2015, FMS provides a table to indicate its affiliate nursing homes in the area, their occupancy rates (total occupancy averaging 96.98 percent) and their Medicaid occupancy (total averaging 58.94 percent) for the 12-month period ending December 31, 2014. FMS maintains that access to Medicaid is assured with the proposed project. See the table below.

Miami-Dade County Facilities	Beds	Bed Days	Resident Days	Facility Occup.	Medicaid Days	Medicaid Occup.
Riverside Care Center	120	43,800	43,351	98.97%	37,211	85.84%
Riverside Health Resort	223	81,395	77,829	95.62%	33,594	43.16%
Victoria Nursing & Rehab Center	264	96,360	93,701	97.24%	59,801	63.82%
TOTAL	607	221,555	214,881	96.98%	130,606	58.94%

Source: CON application #10368, page 3-9, Table 3-2

The applicant presents forecasted utilization for the proposed facility based on recent start-ups of nursing homes throughout the state including affiliated Riviera Health Resort. See the table below.

**Projected Utilization for
213-Bed Facility
First Two Years of Operation**

Payer	Year 1 7/17-6/18 Patient Days	Year 2 7/18-6/19 Patient Days	Percent of Days
Medicare	8,765	15,387	22.0%
Medicare Managed Care	13,147	23,081	33.0%
Medicaid Managed Care	9,960	17,486	25.0%
Private Pay	7,968	13,989	20.0%
Total	39,840	69,943	100.0%
Percent Occupancy	51.24%	89.96%	

Source: CON application #10368, page 3-13

Palm Garden of Aventura, LLC (CON #10369) notes that while not circular in shape, PGA’s core service area extends out from the facility by a distance of approximately 10 miles. The applicant indicates that the PGA service area includes 17 ZIP Codes and is projected to increase by 27,253 persons between 2014 and the 2018 planning horizon year--a nine percent rate of growth. The applicant maintains that projected growth in the combined 65+ population (16,797 residents) will account for nearly 62 percent of the total growth expected among the 65+ population. The applicant provides a table depicting the utilization of the 20 nursing homes within the identified service area, 15 in Miami-Dade County and five in Broward County.

**Palm Garden of Aventura Service Area
Nursing Home Inventory and Utilization CY 2014**

Name	Licensed Beds	Bed Days	Patient Days	Total Occup.
Arch Plaza Nursing & Rehabilitation Center	98	35,770	33,138	92.6%
Aventura Plaza Rehabilitation & Nursing Center	86	31,390	29,189	93.0%
Claridge House Nursing & Rehabilitation Center	240	87,600	82,319	94.0%
Cross Gardens Care Center	120	43,800	34,082	77.8%
Golden Glades Nursing and Rehabilitation Center	180	65,700	65,570	99.8%
Hampton Court Nursing and Rehabilitation	120	43,800	40,911	93.4%
North Beach Rehabilitation Center	99	36,135	33,029	91.4%
North Dade Nursing and Rehabilitation Center	245	89,425	47,170	52.7%
Palm Garden of Aventura	120	43,800	40,798	93.1%
Pinecrest Rehabilitation Center	100	36,500	28,350	77.7%
Pines Nursing Home	46	16,790	14,950	89.0%
Regents Park at Ventura	180	65,700	62,316	94.8%
Sinai Plaza Nursing & Rehab Center	150	54,750	47,736	87.2%
Villa Maria Nursing Center	212	77,380	72,378	93.5%
Watercrest Care Center	150	54,750	29,416	53.7%
Miami-Dade Portion of Service Area	2,146	783,290	661,352	84.4%
Cross Pointe Care Center	88	32,120	30,360	94.5%
Golfcrest Healthcare Center	67	24,455	22,722	92.9%
Hillcrest Health Care and Rehabilitation Center	240	87,600	81,424	92.9%
Hollywood Hills Rehabilitation Center, LLC	152	55,480	49,319	88.9%
Memorial Manor	120	43,800	41,745	95.3%
Broward Portion of Service Area	667	243,455	225,570	92.7%
Service Area Total	2,813	1,026,745	886,922	86.4%

Source: CON application #10369, page 25, Table 6

The applicant notes that over 95 (593 out of 619 admissions) percent of PGA’s admissions in 2014 were referred directly from an acute care hospital--508 of these were from Aventura Hospital. PGA states that it is located four-tenths of a mile from Aventura Hospital and slightly over five miles from Memorial Regional Hospital. The applicant maintains that Aventura Hospital discharges many more patients into SNFs than PGA currently is able to admit and that the proposed project of 45 private

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rooms will increase PGA's capacity to admit additional patient as they are discharged from the hospital. PGA provides a table illustrating the primary hospital providers in its service area discharging Subdistrict 11-1 residents to a nursing home setting. See the table below.

Discharges to SNF by Hospital Palm Garden of Aventura Service Area July 1, 2013 – June 30, 2014			
Hospital	Discharged to SNF	%	Cumulative %
Aventura Hospital and Medical Center	2,606	35.7%	35.7%
Memorial Regional Hospital	1,253	17.2%	52.9%
Other Hospitals	3,436	47.1%	100.0%
Grand Total	7,295	100.0%	100.0%

Source: CON application #10369, page 31

PGA states given the net need for beds and the robust growth projected for the area served by Palm Garden, the forecasted utilization of the facility with the addition of 45 beds is sufficient to assure the viability of the proposed project. The applicant provides the table below for its projected nursing home days CY 2017-CY 2018:

**Projected NH Days in the PGA Service Area Based on Population 65+ and
Approval of 45 New Beds CY 2014-CY 2018**

Base Year Data From CY 2014	2014
2014 PGA Core Service Area Population 65+	109,663
2014 Service Area NH Patient Days	886,922
Days Per 1,000 Pop 65+ (use rate)	8,088
Average Daily Census	2,430
Licensed Beds	2,813
CY 2018 (First-Year) Forecast	2018
2018 PGA Core Service Area Population 65+	126,460
Days Per 1,000 Pop 65+ (use rate)	8,088
Expected 2018 Service Area NH Patient Days	1,022,768
2014 Service Area NH Patient Days	886,922
Difference in Expected 2018 and 2014 Patient Days	135,846
PGA Incremental Patient Days Assuming 92% Occupancy of 45 Additional Beds	15,111
Remaining Net NH Patient Days in the Service Area	120,735
Net Additional Average Daily Census for Current 2014 Licensed Beds	331
Total 2018 Average Daily Census Less Utilization of 45 Additional Beds	2,761
2018 Occupancy of Service Area NH Beds Less 45 Additional	98.1%

Source: CON application #10369, page 37

The applicant notes the number of licensed beds located within the service area at present is 2,813. Assuming the new beds presented in this proposal are occupied at 92 percent during 2018, the average daily census within the service area is forecasted at 2,731 after factoring out the utilization of the 45 new beds. The applicant indicates the overall occupancy within the service area rises to 98 percent (2,761 average daily census divided by 2,813 licensed beds), demonstrating the need for beds within the service area. PGA contends the proposed project will increase access and availability ensuring that the beds will be well utilized and will not lower the occupancy at other facilities in the area.

The reviewer created the following chart from the applicant’s Schedule 7 regarding the entire facility, including the proposed 45-bed addition.

Palm Garden of Aventura, LLC Forecasted Utilization

	Year One	Year Two
Total Admissions	817	893
Total Patient Days	52,447	56,210
Occupancy	87.1%	93.3%

Source: CON application #10369, Schedule 7

- b. Does the applicant have a history of providing quality of care? Has the applicant demonstrated the ability to provide quality of care? Is the applicant a Gold Seal Program nursing facility that is proposing to add beds to an existing nursing home? ss. 408.035 (1) (c) and (j), Florida Statutes.**

Florida Medical Systems, LLC (CON #10368) states that the principal of FMS, Richard Stacy, has a reputation of providing a high level of quality care in his SNFs and is a market leader among his peers. FMS references its three area SNFs – Riverside Care Center, Riviera Health Resort and Victoria Nursing & Rehabilitation Center, Inc. Exhibit 4-1 of CON #10368 provides documentation that according to the FloridaHealthFinder.gov website and the Agency’s Nursing Home Inspection Rating, two of the three facilities had an overall inspection rating of five of five stars (one facility, Riviera Health Report, had an overall rating of three of five stars). The Agency’s Nursing Home Inspection Ratings were last updated May 2015.

FMS offers the CMS 12-step Quality Assurance Performance Improvement (QAPI) At-A-Glance guide and indicates that it is already being utilized at its affiliates’ facilities, the proposed project will employ an on-line system that promotes conformity with the CMS quality of care guidelines – Abaqis Prodigm. Within the Abaqis Prodigm, the applicant discusses topics such as:

- Readmission
- Consumer satisfaction
- Prodigm QAPI Accreditation Program
- Electronic medical records
- Trazer (an automated, computer controlled program that evaluates the client’s capacity for real-world movement and aides in decreasing the falls incidence in the facilities and ultimately decreasing the use of psychotropic medications)

FMS further states being dedicated to meeting needs and exceeding expectations. FMS introduces a six-step implementation plan for Continuous Quality Improvement (CQI), which the applicant asserts is a

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comprehensive, ongoing review involving all departments and key facility practices and includes the monitoring, evaluation, application and appropriate follow-up action to continuously provide excellence in service. According to FMS, CQI includes the following critical steps:

- Decide the problem
- Describe the problem
- Identify the possible causes
- Agree on the basic cause or causes of the problem
- Develop the solution and plan
- Implement the solution and monitor

FMS states the proposed facilities will look and feel more like a hotel than a nursing home. The environment and furnishing are pleasant, and the staff received Ritz-Carlton training for true resident-centered care.

Agency complaint records indicate that the affiliated nursing homes associated with the parent company, for the three-year period ending May 20, 2015, had three substantiated complaints at its three facilities. A single complaint can encompass multiple complaint categories. The substantiated complaint categories are listed below:

Nursing Homes affiliated with Stacey Health Care Centers, Inc.	
Complaint Category	Number Substantiated
Quality of Care/Treatment	2
Physical Environment	1

Source: Florida Agency for Healthcare Administration Complaint Records

Palm Garden of Aventura, LLC (CON #10369) states having formed in 2013, becoming the licensed operator of the facility on November 1, 2013 and having a relatively short history of providing care. However, the applicant contends that the administrator and most of the staff at PGA have long tenures there, both before and after the current licensure. The applicant reiterates that the facility has a strong reputation in the community and enjoys a close working relationship with Aventura Hospital as the primary discharge destination for its patients needing post-acute restorative and rehabilitative skilled nursing care.

PGA states it has in place a Quality Assurance and Performance Improvement (QAPI) plan, and under the oversight of Palm Healthcare Management, has re-focused and sharpened its commitment to ensuring that it is using appropriate benchmarks, closely monitoring performance, and making appropriate adjustments quickly when warranted to assure that quality of care provided at the facility continuously improves.

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PGA notes its participation in the INTERACT™ Program, a stated quality improvement program to help nurse aides and other direct-care staff at long-term care facilities to identify, evaluate and manage acute changes in residents' medical conditions. According to the applicant, the program's goal is to safely manage clinical situations on site whenever possible, and thus avoid the substantial health risks and costs associated with preventable hospital admissions.

PGA indicates that the ability to provide quality of care is further evidenced and ensured by its quality of care programs, including:

- Manager on duty program
- Customer care program
- Standards of care process
- Seventy-two hour meeting
- Grievance process
- Residents and family councils
- Quality assurance process

PGA is not a Gold Seal Program nor is it on the Nursing Home Watch List. The most recent Agency inspection indicates that Palm Garden of Aventura received an overall one-star rating out of a possible five stars. PGA had two substantiated complaint during May 20, 2012 to May 20, 2015 in the complaint categories of administration/personnel and quality of care/treatment.

Agency complaint records indicate that the affiliated nursing homes associated with the parent company (not including the applicant), for the three-year period ending May 20, 2015, had 65 substantiated complaints with 14 complaint categories. A single complaint can encompass multiple complaint categories. The substantiated complaint categories are listed below:

Nursing Homes Affiliated with Palm Garden Group	
Complaint Category	Number Substantiated
Quality of Care/Treatment	20
Administration/Personnel	11
Resident Rights	7
Resident Assessment	6
Physical Environment	5
Resident Abuse	4
Nursing Services	3
Infection Control	2
Unqualified Personnel	2
Physician Services	1
Falsification of Records/Reports	1
Billing/Refunds	1
Dietary Services	1
Admission/Transfer/Discharge Rights	1

Source: Florida Agency for Healthcare Administration Complaint Records

- c. **What resources, including health manpower, management personnel and funds for capital and operating expenditures, are available for project accomplishment and operation? ss. 408.035 (1)(d), Florida Statutes.**

Florida Medical Systems, LLC (CON #10368):

Analysis:

The purpose of our analysis for this section is to determine if the applicant has access to the funds necessary to fund this and all capital projects. Our review includes an analysis of the short and long-term position of the applicant, parent, or other related parties who will fund the project.

The applicant is a development stage company, meaning there is no operational data to be analyzed for the purposes of this review. The applicant indicated that funding will be provided by a third-party source and cash on hand.

Capital Requirements and Funding:

The applicant lists total capital projects in the amount of \$32,695,514 which consists of this CON application and a previous CON application (10343) which was approved earlier this year. The applicant indicates on Schedule 3 of its application that funding for the project will be provided by financing from a non-related third-party. A letter of interest from Midcap Financial Services, LLC was included for providing financing for up to \$36 million. The letter expressed “strong interest” to provide financing to the applicant. The audited financials for the development stage company shows \$45,631 cash on hand, \$124,455 in total assets and no liabilities.

A letter of interest is not considered a firm commitment to lend. In the absence of a firm commitment to lend, we would look at the financial position of the applicant and assess the likelihood it could acquire debt financing based on its financial strength. The applicant is a development stage company with no operations and minimal assets. The letter of interest indicated that the lender was familiar with one of the applicant’s principal members and their projects but did not comment on a previous lending history or knowledge of financial position of the applicant or its members. This same letter was submitted with the previous application, however no information was provided that this financing was secured by the applicant.

Conclusion:

Funding for this project is in question.

Palm Garden of Aventura, LLC (CON #10369):

Analysis:

The purpose of our analysis for this section is to determine if the applicant has access to the funds necessary to fund this and all capital projects. Our review includes an analysis of the short and long-term position of the applicant, parent, or other related parties who will fund the project. The analysis of the short and long-term position is intended to provide some level of objective assurance on the likelihood that funding will be available. The stronger the short-term position, the more likely cash on hand or cash flows could be used to fund the project. The stronger the long-term position, the more likely that debt financing could be achieved if necessary to fund the project. We also calculate working capital (current assets less current liabilities) a measure of excess liquidity that could be used to fund capital projects.

Historically we have compared all applicant financial ratios regardless of type to bench marks established from financial ratios collected from Florida acute care hospitals. While not always a perfect match to a particular CON project it is a reasonable proxy for health care related entities.

Below is an analysis of the audited financial statements for Parkwood Properties, Inc. and Subsidiaries (“Parkwood Properties”), its parent company and the entity that is funding the project, where the short-term and long-term measures fall on the scale (highlighted in gray) for the most recent year. The notes and letter accompanying Schedule 3 state that Parkwood Properties will be the sole backer for this project. The parent for Parkwood Properties went through a reorganization in 2008, which included the acquisition of several other companies. The 2013 audited financial statements do not include financial data that solely consists of Parkwood Properties. The 2014 audited financials provide data of Parkwood Properties as a part of Parkwood Properties, Inc., Palm Gardens Healthcare Holdings, LLC, and related entities. This lack of data for 2013 makes a comparison between current and previous years difficult since it is essentially two different companies.

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Parkwood Properties and Subsidiaries, Inc.		
	Current Year	Previous Year
Current Assets	\$50,360,278	\$61,909,798
Total Assets	\$105,708,813	\$103,977,249
Current Liabilities	\$3,110,517	\$17,055,519
Total Liabilities	\$93,784,818	\$127,133,526
Net Assets	\$11,923,995	(\$23,156,277)
Total Revenues	\$28,788,044	\$43,051,018
Excess of Revenues Over Expenses	\$12,671,011	\$6,878,805
Cash Flow from Operations	\$5,641,514	\$6,551,022
Short-Term Analysis		
Current Ratio (CA/CL)	16.2	3.6
Cash Flow to Current Liabilities (CFO/CL)	181.37%	38.41%
Long-Term Analysis		
Long-Term Debt to Net Assets (TL-CL/NA)	760.4%	-475.4%
Total Margin (ER/TR)	44.01%	15.98%
Measure of Available Funding		
Working Capital	\$47,249,761	\$44,854,279

Position	Strong	Good	Adequate	Moderately Weak	Weak
Current Ratio	above 3	3 - 2.3	2.3 - 1.7	1.7 - 1.0	< 1.0
Cash Flow to Current Liabilities	>150%	150%-100%	100% - 50%	50% - 0%	< 0%
Debt to Equity	0% - 10%	10%-35%	35%-65%	65%-95%	> 95% or < 0%
Total Margin	> 12%	12% - 8.5%	8.5% - 5.5%	5.5% - 0%	< 0%

Capital Requirements and Funding:

The applicant lists \$12,862,944 for capital projects which includes renovations, capital budget for 2015, the CON currently under review, and capital budgets for 2016 - 2017. The applicant provided a letter from UBS Financial Services, Inc. showing \$14.5 million available from a revolving credit line and \$10.5 in liquid assets. Additionally, the applicant provided letters of interest from Capital One and Regions Bank. Although not a firm commitment to lend, these letters of interest documents a history of lending to the parent organization. Based on the table above, the applicant also has sufficient working capital and operating cash flow to fund the entire capital budget.

The parent has letters of financial commitment to fund or acquire funding on four CONs in this batching cycle (10357, 10367, 10369, and 10377). The combined capital projects for these four CONs totals \$23.4 million. Although leveraged, the parent has strong operating ratios making debt repayment more likely. Funding for all CONs is likely but not guaranteed.

Conclusion:

Funding for this project and the applicant's entire capital budget should be available as needed.

- d. What is the immediate and long-term financial feasibility of the proposal? ss. 408.035 (1) (f), Florida Statutes.**

Florida Medical Systems, LLC (CON #10368):

Analysis:

The immediate and long-term financial feasibility of the project is tied to expected profitability. The purpose of our analysis for this section is to evaluate the reasonableness of the applicant's profitability projections and, ultimately, whether profitability is achievable for this project. Our analysis includes an evaluation of net revenue per patient day (NRPD), cost per patient day (CPD), nurse staffing ratios, and profitability. We compared the NRPD, CPD, and profitability to actual operating results from skilled nursing facilities as reported on Medicaid cost reports (2012 and 2013 cost report years). For our comparison group, we selected skilled nursing facilities with similar Medicaid utilizations to the utilization projected by the applicant on a per patient day basis (PPD). Comparison group data was adjusted for inflation to match the second year projection (inflation factor was based on the New CMS Market Basket Price Index as published in the 1st Quarter 2015, Health Care Cost Review).

NRPD, CPD and profitability or operating margin that fall within the group range are considered reasonable projections. Below is the result of our analysis.

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	PROJECTIONS PER APPLICANT		COMPARATIVE GROUP VALUES PPD		
	Total	PPD	Highest	Median	Lowest
Net Revenues	28,981,800	414	487	422	230
Total Expenses	26,503,300	379	483	419	316
Operating Income	2,478,500	35	28	-29	-106
Operating Margin	8.55%		Comparative Group Values		
	Days	Percent	Highest	Median	Lowest
Occupancy	69,943	89.96%	89.36%	80.65%	68.68%
Medicaid/MDCD HMO	17,486	25.00%	35.93%	30.87%	11.87%
Medicare	38,468	55.00%	58.06%	40.45%	12.36%

Staffing:

Section 400.23(3)(a)(1), Florida Statutes, specifies a minimum certified nursing assistant staffing of 2.5 hours of direct care per resident per day and a minimum licensed nursing staffing of 1.0 hour of direct resident care per resident day. Based on the information provided in Schedule 6, the applicant’s projected staffing meets this requirement.

The projected NRPD and CPD fall within the group range and are therefore considered reasonable. However, the operating margin and occupancy percentage fall above the group range. The project appears profitable, but likely not at the levels projected.

Conclusion:

This project appears to be financially feasible.

Palm Garden of Aventura, LLC (CON #10369):

Analysis:

The immediate and long-term financial feasibility of the project is tied to expected profitability. The purpose of our analysis for this section is to evaluate the reasonableness of the applicant’s profitability projections and, ultimately, whether profitability is achievable for this project. Our analysis includes an evaluation of net revenue per patient day (NRPD), cost per patient day (CPD), nurse staffing ratios, and profitability. We compared the NRPD, CPD, and profitability to actual operating results from skilled nursing facilities as reported on Medicaid cost reports (2012 and 2013 cost report years). For our comparison group, we selected skilled nursing facilities with similar Medicaid utilizations to the utilization projected by the applicant on a per patient day basis (PPD).

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Comparison group data was adjusted for inflation to match the second year projection (inflation factor was based on the New CMS Market Basket Price Index as published in the 1st Quarter 2015, Health Care Cost Review).

NRPD, CPD and profitability or operating margin that fall within the group range are considered reasonable projections. Below is the result of our analysis.

	PROJECTIONS PER APPLICANT		COMPARATIVE GROUP VALUES PPD		
	Total	PPD	Highest	Median	Lowest
Net Revenues	21,817,971	388	428	364	291
Total Expenses	20,382,339	363	411	353	295
Operating Income	1,435,632	26	44	8	-22
Operating Margin	6.58%		Comparative Group Values		
	Days	Percent	Highest	Median	Lowest
Occupancy	56,210	93.33%	99.48%	89.88%	62.35%
Medicaid/MDCD HMO	27,740	49.35%	60.04%	52.33%	40.72%
Medicare	21,900	38.96%	42.37%	25.09%	10.76%

Staffing:

Section 400.23(3)(a)(1), Florida Statutes, specifies a minimum certified nursing assistant staffing of 2.5 hours of direct care per resident per day and a minimum licensed nursing staffing of 1.0 hour of direct resident care per resident day. Based on the information provided in Schedule 6, the applicant meets this requirement.

The projections for NRPD, CPD and operating margin all fall within their respective ranges.

Conclusion:

The project appears reasonably profitable.

- e. Will the proposed project foster competition to promote quality and cost-effectiveness? ss. 408.035 (1)(e) and (g), Florida Statutes.**

The type of competition that would result in increased efficiencies, service, and quality is limited in health care. Cost-effectiveness through competition is typically achieved via a combination of competitive pricing that forces more efficient cost to remain profitable and offering higher quality and additional services to attract patients from competitors. Since Medicare and Medicaid are the primary payers in the nursing home industry, price-based competition is limited. With a large portion of the revenue stream essentially fixed on a per patient basis, the

available margin to increase quality and offer additional services is limited. In addition, competitive forces truly do not begin to take shape until existing business' market share is threatened. The publication of need in this area suggests that there is an unmet and untapped customer base for a new entrant to absorb. Since nursing home services are limited to available beds and the need formula suggest excess capacity in the market to fill those beds, the impact on market share would be limited. The combination of the existing health care system's barrier to price-based competition via fixed price payers and the existence of unmet need in the district limits any significant gains in cost-effectiveness and quality that would be generated from competition.

Conclusion:

These projects are not likely to have a material impact on competition to promote quality and cost-effectiveness.

- f. Are the proposed costs and methods of construction reasonable? Do they comply with statutory and rule requirements? ss. 408.035 (1) (h), Florida Statutes; Ch. 59A-4, Florida Administrative Code.**

Florida Medical Systems, LLC (CON #10368): The applicant has submitted all information and documentation necessary to demonstrate compliance with the architectural review criteria. The cost estimate for the proposed project provided in Schedule 9, Table A and the project completion forecast provided in Schedule 10 appear to be reasonable. A review of the architectural plans, narratives and other supporting documents did not reveal any deficiencies that are likely to have significant impact on either construction costs or the proposed completion schedule.

However construction type I-B as indicated in the architectural plans does not allow construction of a six-story building for health care occupancy (I-2), and must be revised.

The plans submitted with this application were schematic in detail with the expectation that they will be necessarily revised and refined prior to being submitted for full plan review. The architectural review of this application shall not be construed as an in-depth effort to determine complete compliance with all applicable codes and standards. The final responsibility for facility compliance ultimately rests with the applicant owner. Approval from the Agency for Health Care Administration's Office of Plans and Construction is required before the commencement of any construction.

Palm Garden of Aventura, LLC (CON #10369): The applicant has submitted all information and documentation necessary to demonstrate compliance with the architectural review criteria. The cost estimate for the proposed project provided in Schedule 9, Table A and the project completion forecast provided in Schedule 10 appear to be reasonable. A review of the architectural plans, narratives and other supporting documents did not reveal any deficiencies that are likely to have a significant impact on either construction costs or the proposed completion schedule.

The plans submitted with this application were schematic in detail with the expectation that they will be necessarily revised and refined prior to being submitted for full plan review. The architectural review of this application shall not be construed as an in-depth effort to determine complete compliance with all applicable codes and standards. The final responsibility for facility compliance ultimately rests with the applicant owner. Approval from the Agency for Health Care Administration’s Office of Plans and Construction is required before the commencement of any construction.

- g. Does the applicant have a history of and propose the provision of health services to Medicaid patients and the medically indigent? Does the applicant propose to provide health services to Medicaid patients and the medically indigent? ss. 408.035 (1) (i), Florida Statutes.**

A three-year history of Medicaid patient days and occupancy rates for the subdistrict, district and state is provided in the table below.

**Historical Provision of Medicaid by Subdistrict, District and State
Three Years Ending December 31, 2014
Medicaid Patient Days and Occupancy Rates**

Area	Medicaid Patient Days		
	1/12 - 12/12	1/13 - 12/13	1/14 - 12/14
Subdistrict 11-1	1,714,700	1,746,982	1,829,291
District 11	1,735,795	1,775,857	1,863,601
Florida	15,733,318	15,700,197	15,932,613
Area	Medicaid Occupancy		
	1/12 - 12/12	1/13 - 12/13	1/14 - 12/14
Subdistrict 11-1	64.53%	64.76%	66.98%
District 11	64.34%	64.71%	66.95%
Florida	61.85%	61.66%	62.17%

Source: Florida Nursing Home Utilization by District and Subdistrict, April 2015 Batching Cycle

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Florida Medical Systems, LLC (CON #10368) provides an overview on page 9-1 of CON #10368 of changes to long-term care including the advent of Statewide Medicaid Managed Care (SMMC) plans. The applicant states that all approved long-term care plans are available in District 11, Miami-Dade County.

The applicant provides the table below to show the CY 2014 total occupancy, Medicaid days and Medicaid occupancy for the applicant's three affiliate SNFs – Riverside Care Center, Riviera Health Resort and Victoria Nursing & Rehabilitation Center.

Miami-Dade County Facilities	Beds	Bed Days	Resident Days	Facility Occup.	M'caid Days	M'caid Occup.
Riverside Care Center	120	43,800	43,351	98.97%	37,211	85.84%
Riverside Health Resort	223	81,395	77,829	95.62%	33,594	43.16%
Victoria Nursing & Rehab Center	264	96,360	93,724	97.24%	59,801	63.82%
TOTAL	607	221,555	214,881	96.98%	130,606	58.94%

Source: CON application #10368, page 3-9, Table 3-2

FMS states that all 213 beds at the proposed facility will be Medicare and Medicaid-certified. The reviewer compiled the following table for admissions, patient days and percentages, by payer, for the first two years of proposed operation for the entire 213-bed facility. The reviewer notes that the payer percentage mix is the same for the proposed 45-bed addition as well.

**Forecasted Patient Days
First Two Years 213 Bed Facility**

Payer	Year One: Ending 6/30/2018			Year Two: Ending 6/30/2019		
	Admits	Patient Days	Percent of Total Days	Admits	Patient Days	Percent of Total Days
Medicare	439	8,765	22.0%	770	15,387	22.0%
Medicare HMO	731	13,147	33.0%	1,283	23,081	33.0%
Medicaid Managed Care	28	9,960	25.0%	48	17,486	25.0%
Self-Pay	133	7,968	20.0%	234	13,989	20.0%
Total	1,331	39,840	100.0%	2,335	69,943	100.0%

Source: CON application #10368, Schedule 7

The applicant's Schedule 7 indicates that Medicaid and self-pay represent 25.0 and 20.0 percent, respectively, of year one and year two annual total patient days.

Palm Garden of Aventura, LLC (CON #10369) states to serve all patients in need regardless of race, ethnicity, gender or ability to pay. The applicants notes that Schedule 7A of CON #10369 contains the applicant's estimates of utilization by payer type class for the first two years of operation. By the second year of operation (CY 2019), PGA indicates the majority of patient days in the total (49.4 percent) are projected to be Medicaid. Medicare patients days, according to the

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applicant, are expected to represent 39.0 percent of the overall volume, reflecting the increasing importance of short-term rehabilitative services in contemporary nursing home care.

The reviewer compiled the following table from Schedule 7 which displays admits, patient days and percentages, by payer, for the first two years of proposed operation for the total facility, 165 beds. The reviewer notes that the percentage provided by the applicant totals 99.9 percent for year two.

**Forecasted Patient Days
First Two Years (Total Facility Beds of 165)
CON application #10369**

Payer	Year One: Ending 12/31/2018			Year Two: Ending 12/31/2019		
	Admits	Patient Days	Percent of Total Days	Admits	Patient Days	Percent of Total Days
Medicare	592	19,763	37.7%	656	21,900	39.0%
Medicaid	113	26,596	50.7%	118	27,740	49.4%
Managed Care	96	2,771	5.3%	101	2,920	5.2%
Self-Pay	16	3,317	6.3%	18	3,650	6.3%
Total	817	52,447	100.0%	893	56,210	100.0

Source: CON application #10369, Schedule 7

The applicant's Schedule 7 indicates that Medicaid and self-pay represent 50.7 percent and 6.3 percent, respectively, of year one and 49.4 percent and 6.5 percent of year two annual total patient days for the entire 165-bed facility including the proposed 45-bed addition.

F. SUMMARY

Florida Medical Systems, LLC (CON #10368) proposes to add 45 community nursing home beds to a 168-bed nursing home approved under CON #10343, resulting in a facility of 213 beds in Subdistrict 11-1, Miami-Dade County.

The application indicates three SNFs share common owners with the applicant. These facilities are located in Subdistrict 11-1 and are listed below:

- Riverside Care Center
- Victoria Nursing & Rehabilitation Center
- Riviera Health Resort

The project involves 11,166 GSF of new construction. The construction cost is \$1,785,332. Total project cost is \$2,419,331. Project cost includes land, building, equipment, project development, financing and start-up costs.

The applicant proposes one condition on its Schedule C.

Palm Garden of Aventura, LLC (CON #10369) proposes to add 45 community nursing home beds to the existing 120-bed Palm Garden of Aventura in Subdistrict 11-1, Miami-Dade County. Palm Garden contracts with Palm Healthcare Management, LLC for the day-to-day operations of PGA. PGA is owned by Palm Garden Healthcare Holdings, LLC.

The applicant's immediate operating entity, Palm Garden Healthcare Holdings, Inc., maintains 13 SNFs in Florida.

The project involves 33,253 GSF of new construction and 6,585 GSF of renovation (37,450 total GSF). The construction cost is \$6,816,865 and the renovation cost is \$987,750 (\$7,804,615 in total construction cost). Total project cost is \$10,800,805. Project cost includes land, building, equipment, project development, financing and start-up costs.

The applicant proposes four conditions on its Schedule C.

Need:

In Volume 41, Number 65 of the Florida Administrative Register dated April 3, 2015, a fixed need pool of 45 community nursing home beds was published for District 11, Subdistrict 1 for the January 2018 Planning Horizon.

As of May 20, 2015, Subdistrict 11-1 had 8,456 licensed and 190 approved community nursing homes beds. During the 12-month period ending December 31, 2014, Subdistrict 11-1 experienced 88.62 percent utilization at 54 existing community nursing homes.

Florida Medical Systems, LLC (CON #10368) believes its proposed project offers the most benefit to the planning area by:

- Creating a facility sized to achieve economies of scale
- Hands-on owner/manager, local to the area enables the facility to
 - quickly address issues that arise for continuous quality improvement
 - maintain relationships with physicians, discharge planners and other health service providers
 - have knowledge of the service area to adapt to changing needs
- Provider quality-affiliate facilities all have five-star ratings
- Existing relationships with discharge planners and area providers
- Will provide high intensity services such as respiratory ventilator care, tracheotomy care and rehabilitation services

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- Location to improve access
 - Located in a high growth area
 - Large concentration of seniors
 - Fewer nursing home beds in proportion to the elderly population
- Creates jobs
 - The facility will be a training site to area colleges and universities for physicians, nurses and therapists

The applicant indicates that the proposed location, ZIP Code 33178, has no skilled nursing homes and that the population of Doral has the third fastest growth rate (15.7 percent since the 2010 census) of all municipalities within Miami-Dade County.

FMS states that the proposed facility has conditioned approval of the proposed project on establishing a 24-bed ventilator unit. The reviewer notes that the applicant provides 13.6 FTEs in year one and 17 FTEs in year two for respiratory therapists as well as allocating \$25.83 per patient day (\$1,028,900) in respiratory therapy costs in year one and \$16.99 per patient day (\$1,188,200) in year two.

The applicant's Schedule 7 indicates that the ALOS will be 29.93 in year one and 29.95 in year two.

Palm Garden of Aventura, LLC (CON #10369) the applicant indicates that the following factors support the proposed project:

- The published need for 45 additional beds in Subdistrict 11-1
- The 65 and older population of PGA's service area is projected to increase from 109,663 to 126,460 between July 1, 2014 and July 1, 2018. This represents a 15.3 percent rate of growth, exceeding both subdistrict and district averages
- The percent of the population 65 and older is greater within the service area than either the subdistrict or the district, and this gap is forecast to widen between the 2014 base year and 2018, the first year of operation of the additional beds
- Support at the grassroots level for Palm Garden's endeavor to affirm the Agency's determination that additional nursing home beds are needed in Subdistrict 11-1 and strongly indicate that these beds be granted to Palm Garden of Aventura
- Comparative analysis demonstrates conclusively that the need for 45 additional beds is far greater in Palm Garden's actual service area versus the arear proposed to be served by Florida Medical Systems, LLC

The reviewer notes that the applicant's Schedule 7 shows an ALOS of 64.19 days for year one and 62.94 for year two of operations for the entire 165-bed facility.

Quality of Care:

Each applicant described their ability to provide quality care.

Florida Medical Systems, LLC (CON #10368): Agency complaint records indicate that the affiliated nursing homes associated with the parent company, for the three-year period ending May 20, 2015, had three substantiated complaints at its three facilities.

Palm Garden of Aventura, LLC (CON #10369): The most recent Agency inspection indicates that Palm Garden of Aventura received an overall one-star rating out of a possible five stars.

PGA had two substantiated complaint during May 20, 2012 to May 20, 2015 in the complaint categories of administration/personnel and quality of care/treatment.

Agency complaint records indicate that the affiliated nursing homes associated with the parent company (not including the applicant), for the three-year period ending May 20, 2015, had 65 substantiated complaints with 14 complaint categories.

Financial Feasibility/Availability of Funds:

Florida Medical Systems, LLC (CON #10368): Funding for this project is in question. This project appears to be financially feasible. Based on the information provided in Schedule 6, the applicant's projected staffing meets the requirements.

This project is not likely to have a material impact on competition to promote quality and cost-effectiveness.

Palm Garden of Aventura, LLC (CON #10369): The parent has letters of financial commitment to fund or acquire funding on four CONs in this batching cycle (10357, 10367, 10369, and 10377). The combined capital projects for these four CONs totals \$23.4 million. Although leveraged, the parent has strong operating ratios making debt repayment more likely. Funding for all CONs is likely but not guaranteed.

Funding for this project and the applicant's entire capital budget should be available as needed. Based on the information provided in Schedule 6, the applicant meets the staffing requirements. The project appears reasonably profitable.

This project is not likely to have a material impact on competition to promote quality and cost-effectiveness.

Medicaid/Charity Care:

Florida Medical Systems, LLC (CON #10368) does not propose to condition project approval to a percentage of Medicaid days.

The applicant's Schedule 7 indicates that Medicaid and self-pay represent 25.0 and 20.0 percent, respectively, of year one and year two annual total patient days.

Palm Garden of Aventura, LLC (CON #10369) does not propose to condition project approval to a percentage of Medicaid days.

The applicant's Schedule 7 indicates that Medicaid and self-pay represent 50.7 percent and 6.3 percent, respectively, of year one and 49.4 percent and 6.5 percent of year two annual total patient days.

Architectural:

Florida Medical Systems, LLC (CON #10368): The cost estimate and the project completion forecast appear to be reasonable. A review of the architectural plans, narratives and other supporting documents did not reveal any deficiencies that are likely to have a significant impact on either construction costs or the proposed completion schedule.

Palm Garden of Aventura, LLC (CON #10369): The cost estimate and the project completion forecast appear to be reasonable. A review of the architectural plans, narratives and other supporting documents did not reveal any deficiencies that are likely to have a significant impact on either construction costs or the proposed completion schedule.

G. RECOMMENDATION

Approve CON #10368 to add 45 community nursing home beds to a 168-bed nursing home approved under CON #10343. The total project cost is \$2,419,331. The project involves 11,166 GSF of new construction and a construction cost of \$1,785,332.

CONDITION: Establishing a 24-bed ventilator unit.

Deny CON #10369.

AUTHORIZATION FOR AGENCY ACTION

Authorized representatives of the Agency for Health Care Administration adopted the recommendation contained herein and released the State Agency Action Report.

DATE: _____

Marisol Fitch
Health Services and Facilities Consultant Supervisor
Certificate of Need