

**STATE OF MICHIGAN  
STATE OFFICE OF ADMINISTRATIVE HEARINGS AND RULES  
FOR THE DEPARTMENT OF COMMUNITY HEALTH**

P.O. Box 30763, Lansing, MI 48909  
(877) 833-0870; Fax: (517) 334-9505

IN THE MATTER OF:

██████████

Appellant

\_\_\_\_\_ /

Docket No. 2009-28351 HHS

Case No. ██████████

**DECISION AND ORDER**

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and 42 CFR 431.200 *et seq.*, upon the Appellant's request for a hearing.

After due notice, a hearing was held on ██████████ ██████████ Appellant's authorized representative/legal guardian/provider, appeared and testified on behalf of the Appellant. Appellant appeared at the hearing, but did not testify. ██████████ ██████████, Appeals Review Officer, represented the Department. ██████████, Adult Services Worker, appeared and testified as a witness for the Department.

**ISSUE**

Did the Department properly reduce Appellant's Home Help Services?

**FINDINGS OF FACT**

The Administrative Law Judge, based upon the competent, material, and substantial evidence on the whole record, finds as material fact:

1. Appellant is a Medicaid recipient who has been receiving home help services.
2. Appellant was living with his provider at all times relevant to this matter.
3. Appellant was diagnosed with severe dementia, diabetes, Parkinson's disease, and he had a stroke in ██████████ (Exhibit 1, p. 24)

4. Appellant has been receiving home help services for assistance with bathing, grooming dressing, toileting, transferring, eating, mobility, medication, housework, laundry, shopping for food/meds, and meal preparation. (Exhibit 1, p. 19)
5. On ██████████, ██████████, the Adult Services Worker, went to Appellant's home to reassess Appellant's eligibility for home help services. (Exhibit 1, p. 18)
6. After the home help services reassessment in ██████████, the Adult Services Worker determined that the home help services payment for assistance with transferring and mobility must be reduced.
7. During the home help services assessment, the worker noted the following in regards to the following activities: **mobility:** needs assistance with steps, otherwise walks unassisted; and **transferring:** "needs assistance from car, etc, DOES OK FROM BED/CHAIR." (Exhibit 1, p. 20)
8. On ██████████ the Adult Services Worker sent the Appellant and his legal guardian an Advance Negative Action Notice, informing them that Appellant's home help services payment would be reduced to ██████████ effective ██████████. (Exhibit 1, pp. 5 & 10)
9. On ██████████, the State Office of Administrative Hearings and Rules received a hearing request, filed on Appellant's behalf, protesting the reduction of home help services.

### **CONCLUSIONS OF LAW**

The Medical Assistance Program is established pursuant to Title XIX of the Social Security Act and is implemented by Title 42 of the Code of Federal Regulations (CFR). It is administered in accordance with state statute, the Administrative Code, and the State Plan under Title XIX of the Social Security Act Medical Assistance Program.

Home Help Services (HHS) are provided to enable functionally limited individuals to live independently and receive care in the least restrictive, preferred settings. These activities must be certified by a physician and may be provided by individuals or by private or public agencies.

### **COMPREHENSIVE ASSESSMENT**

The Adult Services Comprehensive Assessment (FIA-324) is the primary tool for determining need for services. The comprehensive assessment will be completed on all open cases, whether a home help payment will be made or not. ASCAP, the automated workload management system

provides the format for the comprehensive assessment and all information will be entered on the computer program.

Requirements for the comprehensive assessment include, but are not limited to:

- A comprehensive assessment will be completed on all new cases.
- A face-to-face contact is required with the customer in his/her place of residence.
- An interview must be conducted with the caregiver, if applicable.
- Observe a copy of the customer's social security card.
- Observe a picture I.D. of the caregiver, if applicable.
- The assessment must be updated as often as necessary, but minimally at the six month review and annual re-determination.
- A release of information must be obtained when requesting documentation from confidential sources and/or sharing information from the agency record.
- Follow specialized rules of confidentiality when ILS cases have companion APS cases.

### **Functional Assessment**

The **Functional Assessment** module of the **ASCAP** comprehensive assessment is the basis for service planning and for the HHS payment.

Conduct a functional assessment to determine the customer's ability to perform the following activities:

#### Activities of Daily Living (ADL)

- Eating
- Toileting
- Bathing
- Grooming
- Dressing
- Transferring
- Mobility

Instrumental Activities of Daily Living (IADL)

- Taking Medication
- Meal Preparation and Cleanup
- Shopping for food and other necessities of daily living
- Laundry
- Housework

Functional Scale ADL's and IADL's are assessed according to the following five-point scale:

1. Independent  
Performs the activity safely with no human assistance.
2. Verbal Assistance  
Performs the activity with verbal assistance such as reminding, guiding or encouraging.
3. Some Human Assistance  
Performs the activity with some direct physical assistance and/or assistive technology.
4. Much Human Assistance  
Performs the activity with a great deal of human assistance and/or assistive technology.
5. Dependent  
Does not perform the activity even with human assistance and/or assistive technology.

**Note:** HHS payments may only be authorized for needs assessed at the 3 level or greater. Customers must require assistance with at least one qualifying ADL in order to qualify for HHS payments. A qualifying ADL (functionally assessed at Level 3 or greater) would include:

- An ADL functional need authorized by the worker
- An ADL accomplished by equipment or assistive technology and documented by the worker, or

- An ADL functional need performed by someone else, requiring no Medicaid reimbursement, or
- A request authorized as necessary through an exception made by the Department of Community Health, Central Office.

Once an ADL has been determined or exception request has been granted, the customer is then eligible for any ADL or IADL authorized home help service.

***ASM 363; INDEPENDENT LIVING SERVICES PROGRAM PROCEDURES  
ASB 2008-002-9-1-2008***

**Service Plan Development**

Address the following factors in the development of the service plan:

- The specific services to be provided, by whom and at what cost.
- The extent to which the customer does not perform activities essential to caring for self. The intent of the Home Help program is to assist individuals to function as independently as possible. It is important to work with the recipient and the provider in developing a plan to achieve this goal.
- The kinds and amounts of activities required for the customer's maintenance and functioning in the living environment.
- The availability or ability of a responsible relative or legal dependent of the customer to perform the tasks the customer does not perform. Authorize HHS **only** for those services or times which the responsible relative/legal dependent is unavailable or unable to provide.
- Do **not** authorize HHS payments to a responsible relative or legal dependent of the customer.
- The extent to which others in the home are able and available to provide the

needed services. Authorize HHS **only** for the benefit of the customer and **not** for others in the home. If others are living in the home, prorate the IADL's by at least 1/2, more if appropriate.

- The availability of services currently provided free of charge. A written statement by the provider that he is no longer able to furnish the service at no cost is sufficient for payment to be authorized as long as the provider is not a responsible relative of the customer.
- HHS may be authorized when the customer is receiving other home care services if the services are not duplicative (same service for same time period).

***ASM 363; INDEPENDENT LIVING SERVICES PROGRAM PROCEDURES ASB  
2008-002-9-1-2008***

**Services not Covered by Home Help Services**

Do **not** authorize HHS payment for the following:

- Supervising, monitoring, reminding, guiding or encouraging (functional assessment rank 2);
- Services provided for the benefit of others;
- Services for which a responsible relative is able and available to provide;
- Services provided free of charge;
- Services provided by another resource at the same time;
- Transportation - See Program Administrative Manual (PAM) 825 for medical transportation policy and procedures.
- Money management, e.g., power of attorney, representative payee;
- Medical services;

**ASM 363; pages 9 or 26; 10 of 26 and 15 of 26; INDEPENDENT LIVING SERVICES PROGRAM PROCEDURES ASB 2008-002-9-1-2008**

**RESPONSIBLE RELATIVE**

A person's spouse.

A parent of an unmarried child under age 18

**ASM 361; INDEPENDENT LIVING SERVICES PROGRAM OVERVIEW ASB 2007-6-1-2007**

**ELIGIBILITY FOR HOME HELP SERVICES**

Home help services (HHS) are defined as those, which the Agency is paying for through Title XIX (Medicaid) funds. The customer must be eligible for Medicaid in order to receive these services.

**Medicaid/Medical Aid (MA)**

Verify the customer's Medicaid/Medical aid status.

The customer may be eligible for MA under one of the following:

- All requirements for MA have been met, **or**
- MA spend-down obligation has been met.

**Medicaid Personal Care Option**

Customers in need of home help personal care services may become eligible for MA under the Medicaid personal care option.

Discuss this option with the customer and the ES.

Conditions of eligibility:

- The customer meets all MA eligibility factors except income. • An ILS services case is active on CIMS (program 9).
- The customer is eligible for personal care services.
- The cost of personal care services is **more** than the MA excess income amount.

- The customer agrees to pay the MA excess income amount to the home help provider.

Inform the ES of the amount of personal care services (HHS care cost) **and** the amount of personal care required but not approved for HHS payment, i.e., monthly payment does not meet total care needs.

If **all** the above conditions have been met, the customer has met MA spend-down requirements. The ES will send written notification of the MA effective date and the MA excess income amount.

Upon receipt of the ES notification, enter the customer's spend-down amount in **the Resources** tab of the **Basic Customer** module in **ASCAP**.

**Note:** Use the Services Approval Notice (FIA-1210) to notify the customer of HHS approval when MA eligibility is met through this option. The notice must inform the customer that the HHS payment will be affected by the spend-down amount, and that the customer is responsible for paying the provider the MA excess income amount (spend down) each month.

Do **not** close a case eligible for MA based on this policy option if the customer does not pay the provider. It has already been ensured that MA funds will not be used to pay the customer's spend-down liability. The payment for these expenses is the responsibility of the customer.

Notify the ES in writing of any changes in the customer's personal care needs. The ES will send written notification of any changes in the monthly MA excess income amount.

MA eligibility under this option **cannot** continue **if**:

- The customer no longer needs personal care;  
**or**
- The cost of personal care becomes **equal to or less than** the MA excess income amount.

**Note:** See Program Eligibility Manual (PEM) 545, Exhibit III, regarding the Medicaid Personal Care Option.



### **Necessity For Service**

**The adult services worker is responsible for determining the necessity and level of need for HHS based on:**

- **Customer choice.**
- **A complete comprehensive assessment and determination of the customer's need for personal care services.**
- Verification of the customer's medical need by a Medicaid enrolled medical professional. The customer is responsible for obtaining the medical certification of need. The Medicaid provider identification number must be entered on the form by the medical provider. The Medical Needs form must be signed and dated by one of the following medical professionals:
  - Physician
  - Nurse Practitioner
  - Occupational Therapist
  - Physical Therapist

The physician is to certify that the customer's need for service is related to an existing medical condition. The physician does not prescribe or authorize personal care services.

If the Medical Needs form has not been returned, the adult services worker should follow-up with the customer and/or medical professional.

### ***ASM 363; INDEPENDENT LIVING SERVICES PROGRAM PROCEDURES ASB 2008-002 9-1-2008***

In this case, Appellant's legal guardian/provider requested a hearing, protesting the reduction of Appellant's home help services. Appellant's provider argued that the Adult Services worker did not complete an accurate assessment of Appellant; and Appellant's home help services should be increased, not decreased, because Appellant's medical condition has deteriorated.

In ██████████, the Adult Services Worker completed a comprehensive home help services assessment of Appellant. During the home help services reassessment, the worker noted the following: **mobility:** needs assistance with steps, otherwise walks

unassisted; and **transferring**: “needs assistance from car, etc, DOES OK FROM BED/CHAIR.” The worker testified credibly that he observed Appellant getting up from a seated position and sitting back down, and Appellant needs minimum physical assistance with mobility and is able to walk with a cane.

Appellant’s representative failed to provide the necessary evidence to refute the Department’s home help services eligibility determination. The Department established that the Adult Services Worker conducted his home help services assessment of Appellant in accordance with Department policy. The Adult Services Worker allocated the time and ranking for all of the ADLs and IADLs that Appellant needs assistance with based on his last reassessment of Appellant during the home call visit in January 2009. The Department established that the Adult Services Worker followed policy and used the reasonable time schedule as a guide in determining the time that should be allocated for each task given a ranking of 3 or higher. There is no evidence to establish that Appellant had any special needs that required a deviation from the reasonable time schedule set forth in Department policy. **The home help services policy states clearly that the Adult Services Worker is the only one responsible for determining the necessity and level of need for home help services.** Although the client’s physician must certify that the client’s need for services is related to an existing medical condition, the physician does not prescribe or authorize personal care services. Accordingly, the reduction of Appellant’s home help services is upheld. Appellant’s provider was advised to request another reassessment of Appellant’s eligibility for home help services if there has been a change in Appellant’s medical condition.

This Administrative Law Judge must address the issue of the effective date of the negative action. A notice was sent reducing payments to the Appellant. An Advance Negative Action period is required by the law and policy before terminating, suspending or reducing a Medicaid-covered benefit or service. Advance notice must be mailed before the proposed effective date of the negative action. The Department submitted documentation which indicates that the reduction in Appellant’s home help services was scheduled to take effect [REDACTED], prior to the date the advance negative action notice was sent. This action is prohibited by law and policy and cannot be upheld.

### **DECISION AND ORDER**

The Administrative Law Judge, based on the above findings of fact and conclusions of law, decides that the Department properly reduced Appellant’s Home Help Services; however, it must redetermine the effective date of the negative action.

[REDACTED]  
Docket No. 2009-28351 HHS  
Decision and Order

**IT IS THEREFORE ORDERED** that:

The Department's decision to reduce Appellant's Home Help Services is **AFFIRMED**. It is further Ordered that the Department shall determine the correct negative action date and issue any Home Help Services payment that Appellant may be otherwise eligible to receive.

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Marya Nelson-Davis  
Administrative Law Judge  
for Janet Olszewski, Director  
Michigan Department of Community Health

cc:

[REDACTED]

Date Mailed: 10/12/2009

**\*\*\* NOTICE \*\*\***

The State Office of Administrative Hearings and Rules may order a rehearing on either its own motion or at the request of a party within 30 days of the mailing date of this Decision and Order. The State Office of Administrative Hearings and Rules will not order a rehearing on the Department's motion where the final decision or rehearing cannot be implemented within 90 days of the filing of the original request. The Appellant may appeal the Decision and Order to Circuit Court within 30 days of the receipt of the Decision and Order or, if a timely request for rehearing was made, within 30 days of the receipt of the rehearing decision.